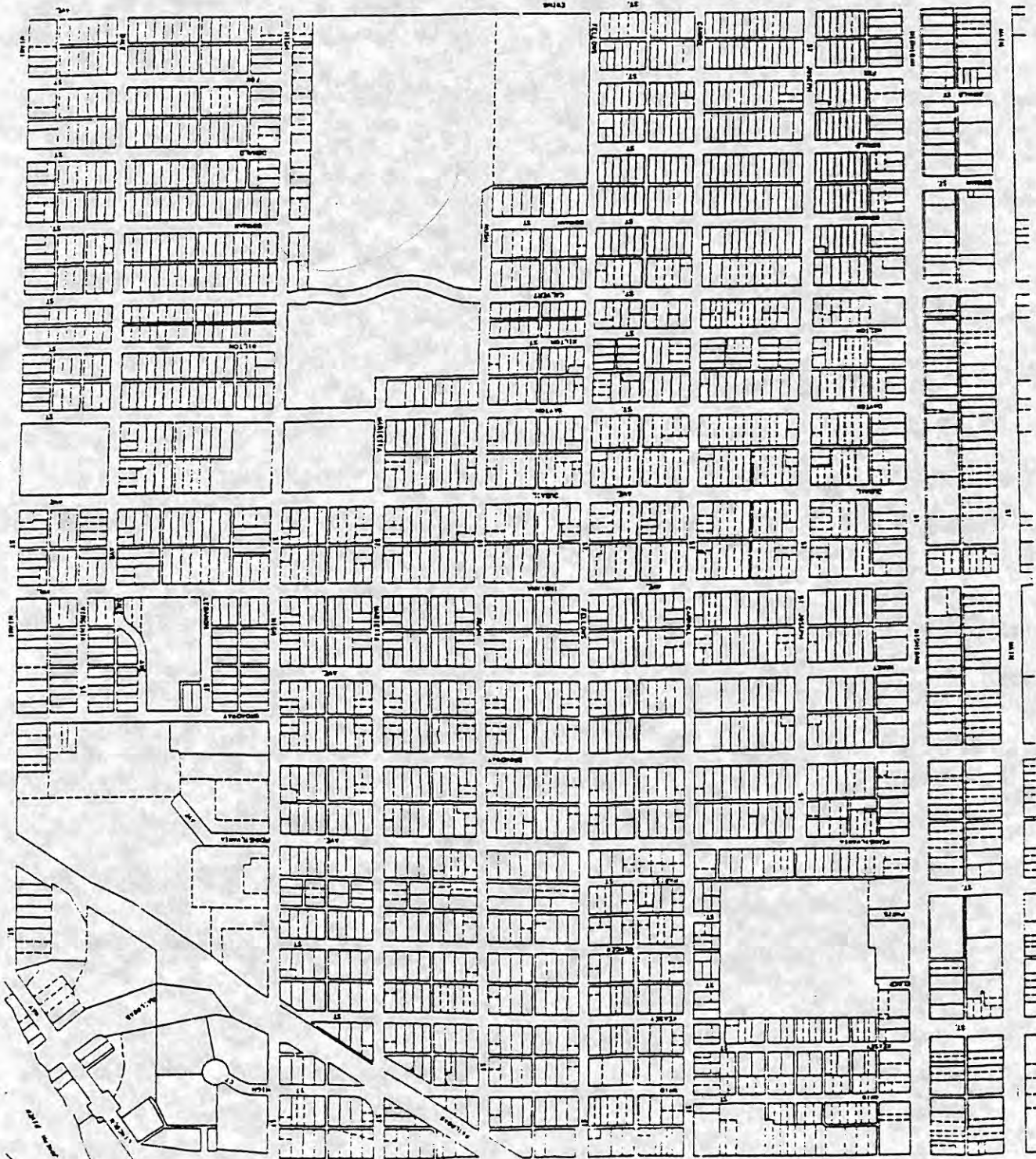


# SOUTHEAST NEIGHBORHOOD STRATEGIC ACTION PLAN



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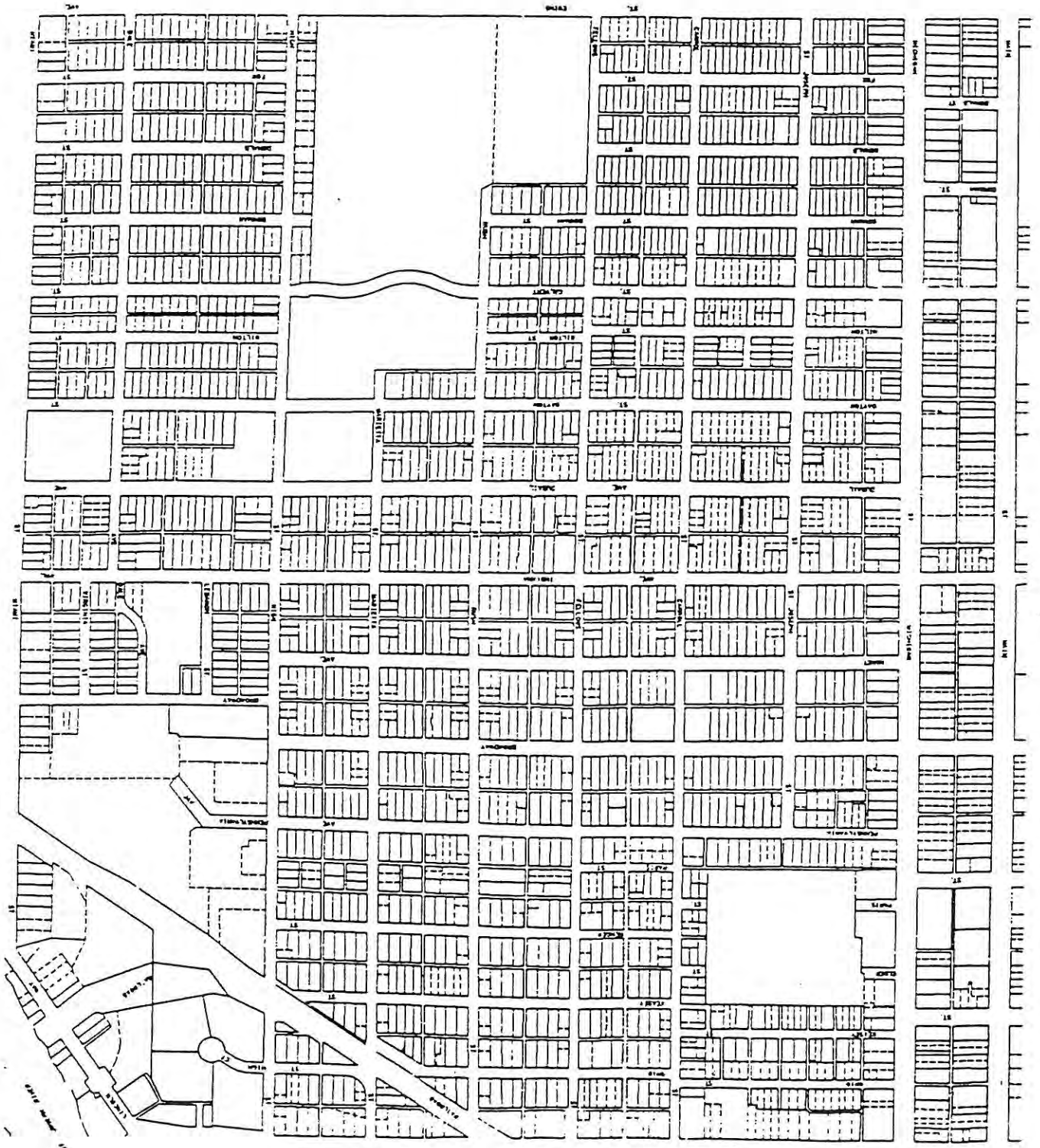


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## INTRODUCTION

The Southeast Neighborhood is one of the oldest neighborhoods in the City of South Bend. It developed and prospered with the development of the Studebaker Motor Company and South Bend's heavy manufacturing base. In tandem with the adjacent employment area, the Southeast has declined as the inner city manufacturing base eroded and jobs declined, disappeared and relocated. The loss of nearby employment changed this neighborhood forever. With the loss of jobs, those of prime employment age who found jobs elsewhere soon left the neighborhood. Those who could not sell their homes rented to others and the decline of the neighborhood began. The neighborhood's diminished buying power led eventually to the loss of important services. Finally, the neighborhood became viewed by residents and outsiders alike, as one in transition.

Today the neighborhood could generally be considered stable. The population has declined substantially since its peak in the late 1960's. Statistically the neighborhood has lost about a third of its residents since 1970. As defined by the residents, the neighborhood is about half its former size. Many long-time residents remain, but their fixed incomes and advancing age are visible in homes needing repair and routine maintenance. Joining these long-time residents are new households in which all heads of the household work but primarily at low wage jobs. Many of these families are active in the neighborhood. They moved here because they could afford the homes and wanted to preserve the neighborhood for their families. However, the demands on their time and income of job and family have left little for general upkeep of their property and nothing extra for the major repairs many of the neighborhood's older homes need. These families, in a very real way regard the neighborhood as their future. Most recently, Hispanic-Americans have joined the mix of black and white families, but language and cultural barriers have inhibited their involvement in neighborhood activities.

Historically, there has always been a percentage of the neighborhood that was rental housing; primarily this was single family house rental with larger homes being broken up into apartments. A portion of these rental properties are occupied by long-term renters, but increasingly these properties house transients with little regard for the neighborhood.

## DEVELOPING A STRATEGIC PLAN

The residents of the Southeast Side neighborhood in South Bend, Indiana are taking action to aggressively resolve the issues challenging the survival of their homes, families, and neighborhood. In April 1994, the Southeast Quality of Life (SEQL) neighborhood organization, in conjunction with the City of South Bend, determined that to prepare the neighborhood for the successful future, an action-oriented strategic plan had to be developed. SEQL retained the services of Teska Associates, Inc., in conjunction with Lupke & Associates and Boezi & Associates, to facilitate the development of the plan over the following nine months. The results of the plan focus on building upon the wealth of resources that the neighborhood has in its residents, housing, churches, schools, and physical environment. The approach depended upon the input and dedication of key persons in the community, particularly area residents. SEQL also established the role of a "Community Organizer" as an element of this approach.

The neighborhood hired a Community Organizer. The Organizer was made responsible for acting as a link between SEQL, the consultant, and the neighborhood. The Community Organizer had a variety of key tasks to complete. First, she was responsible for informing residents of the project. She was responsible for educating residents as to the importance of their participation for the success of both the project and the neighborhood. She helped build relationships between key organizations and the neighborhood. Finally, she was responsible for organizing key meetings.

Public participation and input was an essential element of the plan. This participation was accomplished in several ways. One-on-one key person interviews were conducted with residents, property owners, city representatives, businesspersons, ministers, and institutional users to elicit experiences and conclusions regarding community needs and opportunities for community development. The interviews also served to build support for enlisting key persons to serve on Task Forces in the development of the plan. The focus of these interviews was not on solutions but rather on the community development issues which needed to be addressed and potential leadership and resources to address them.

### The Neighborhood Forum

To further obtain resident input, SEQL held a Neighborhood Forum, facilitated by the Consultant Team and a local community activist and organizer. The goal of the first forum was to build a planning platform which focused upon the

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## Southeast Quality of Life Strategic Neighborhood Action Plan

issues of highest priority to neighborhood residents. The forum also initiated the creation of a framework in which the neighborhood residents could themselves create a plan of action. The forum drew over 60 people representing various interests within the neighborhood, including residents, landlords, police, elected officials, and institutions.

The discussion at the forum indicated that people feel very positive about most of their neighbors and the neighborhood. Forum participants viewed the area as a diverse neighborhood comprised of long-time, residents who are hard working and concerned about the quality of life in the neighborhood. Residents valued safety and peace, especially for the children, in the neighborhood.

Participants identified many assets within the neighborhood that could be built upon to achieve their vision of the future. The neighborhood's key assets included area residents, the existing housing stock, the existing institutions, and the multiple generations of strong families within the neighborhood. The first, and most important, asset exists in area residents. Participants felt that many enthusiastic and talented neighbors were key assets to be built upon. "We have many of those people who are ready, willing, and able to commit their time to improving the neighborhood." Carpenters, computer experts, singers, leaders all are key opportunities to build upon in the planning process. Participants hoped that this wealth of internal assets could be built upon for area residents' future: "We want to see jobs for everyone that wants one and area youth taking active roles in leadership positions."

Another key opportunity is the existing housing stock in the neighborhood. Homes in the neighborhood are affordable and many are in excellent condition; others simply need some rehabilitation work. The existing institutions within the neighborhood have a stabilizing effect on the neighborhood and contribute positively to the mix within the neighborhood. Institutions such as Riley High School, the Boys and Girls Club, and the wealth of churches are assets extremely valuable to the neighborhood. Also contributing positively to the stability of the neighborhood are the multiple generations of strong families who continue to live in the neighborhood.

Participants at the public forum perceived crime levels to be a critical issue to be addressed in the neighborhood. In 5 to 25 years, participants would like to feel that security increased in the neighborhood. One resident stated, "In the future, we want to be free from the fear of drug dealers and illegal crimes in our neighborhood." Many voices at the neighborhood forum consistently stated that drug trafficking and prostitution are real problems, are of key concern for the neighborhood, and should be addressed in the planning process.



Other neighborhood concerns identified in the public forum include the continuing abandonment and boarding of homes and decreasing private investment both commercially and in levels of home ownership. The continued acquisition of single family homes by in-coming institutions throughout the neighborhood potentially reduces the critical mass of housing stock necessary for the long term stability of the neighborhood. Participants felt the neighborhood must ensure an adequate quality and quantity of housing opportunities for residents. The neighborhood has a lack of neighborhood-oriented businesses such as a laundry or a grocery. Physical conditions within the adjacent commercial corridor should be improved to enhance the image of the overall corridor including the neighborhood.

One of the biggest obstacles to overcome, according to public forum participants, is the lack of broad participation by neighbors. A core group has started the ball rolling in the planning process, but for the long-term and continued success of the neighborhood, all residents and business owners must actively work together. However, following the neighborhood forum, almost half the attendees indicated interest in continuing their participation in the process -- this trend may be reversing.

The welcomed diversity of cultures, races, and backgrounds within the neighborhood is a strong building block upon which the strategic plan will rely. When asked if participants would recommend the neighborhood to someone interested in moving in, interviewees and public forum participants resoundingly stated "Yes!" The interest in and dedication to the neighborhood is apparent -- organizing the participants is the next step. The input provided during the interviews and at the public forum help to form the areas of concentration of the Focus Groups and Working Papers.

## NEIGHBORHOOD ISSUES

As a result of the comments and neighborhood perspectives offered at the public forum, the consultant team prepared a limited list of issues to be addressed within four categories. The consultant also posed an overall mission for the strategic plan, and individual mission statements for each of the four category areas: Land Use and Physical Environment, Neighborhood Security, Capacity Building and Housing. Upon review and discussion with the SEQL leadership and after public comment, the following Mission Statement was accepted.

### **THE SOUTHEAST SIDE MISSION FOR SUCCESS:**

*The Southeast Side will achieve the complete involvement of every neighborhood resident and business in development of the strategic action plan and the revitalization of the neighborhood to guarantee the quality of life for themselves and each other.*

The Consultant team prepared four work papers, one for each of the four issue categories. These papers were designed to focus neighborhood attention on the trends which led to existing conditions, and to suggest alternative approaches toward addressing neighborhood goals.

## HOUSING WORK PAPER

### Existing Conditions and Trends

The Southeast Neighborhood is bounded by Sample, Miami, Ewing, and Michigan Streets and encompasses over 100 city blocks and 445 acres. In 1980 the neighborhood accommodated approximately 1886 dwelling units, mostly single family homes, 1743 households, and 4876 residents. The past two decades have witnessed a decline in all three categories. For example, in 1990 there were 1615 dwelling units (a 14% decline from 1980), 1376 households (a 21% decline from 1980), and 4057 (a 17% decline from 1980) residents.

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CENSUS TRACTS 29 AND 30	CHANGE % '70 - '90		
	1970	1980	1990
HOUSING UNITS	2487	1886	1615
OWNER OCCUPIED	1379	1041	795
HOUSEHOLDS	2274	1743	1376
POPULATION	7099	4876	4057

The comparable numbers for 1994 are lower still and may decline further through the balance of the decade. Further while the percentage of rental units has remained constant since 1980 at 36%, the percentage of owner-occupied units has fallen from 55% in 1980 to 49% in 1990. The vacancy rate of homes increased from 8.6% in 1980 to 14.8% in 1990. In sum, there are far fewer housing units occupied by fewer families with a overall higher vacancy rate and a lower overall percentage of owner-occupancy.

To a significant degree the neighborhood remains family oriented, including many extended and intergenerational families. However, the number of single person, single parent, and group households is increasing, as is the number of room renters. While there was a 16.8% overall loss of population in the neighborhood, a 5% loss occurred in the population aged 65 and older from 1980 to 1990. In general the loss of older residents, has lowered the average age of the community.

The neighborhood is characterized by its multicultural diversity of racial, religious, ethnic, age, and income groups. The northwest corner of the neighborhood is experiencing the greatest degree of transition, and stability is also fragile in other parts of the neighborhood. However, local churches, schools, and home ownership patterns continue to resist rapid, wholesale transition to a significant degree.

Household incomes can be characterized as low to moderate, stressing the ability of many households to own and maintain their homes. Many homes are owned by absentee landlords who either do not generate the income from them to support or are unconcerned about adequate maintenance. Nevertheless, the neighborhood remains accessible to a substantial number of jobs in business, industry, institutions, and government--many within walking distance.

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Over 90 percent of all dwelling units are in single family detached homes. The boundaries of the neighborhood, established by major arterials, and the infrastructure framework of schools, parks, and local streets continue to support the concept of a viable neighborhood, despite certain negative trends. Housing conditions are mixed, but tend to be most problematic in the northwest corner of the neighborhood and least problematic in the southeast corner of the neighborhood. Many homes were built in the pre-World War II period of the 1930s-1950s. Originally well built, they now require substantial reinvestment to extend their useful life.

Open spaces and recreational facilities related to the elementary and high school, and the golf course, are a genuine asset. However, they alone do not adequately serve the needs of more remote parts of the neighborhood. The sports fields in the northwest part of the neighborhood will soon be lost to planned institutional development and will diminish recreational opportunities until replaced in some fashion.

For the past two years (1993-1994) the Southeast Neighborhood has been the beneficiary of the Christmas in April program, resulting in needed repairs and maintenance to over 80 homes. In addition, the interest and volunteer commitment of thousands of persons from throughout the region have been focused on the neighborhood, and the resulting publicity has been positive. As this program moves on to serve other neighborhoods, the risk is that the momentum it fostered will subside, unless other constructive activities fill the void, beginning in 1995.

### Causal Factors

Factors causing the above conditions and trends fall into two broad categories: factors external to the neighborhood, and factors internal to the neighborhood.

### External

The most significant external factors are those which have influenced most central city neighborhoods--post war economic trends, and migration to the suburbs. The loss of manufacturing jobs is universal, but the closing of the Studebaker plant and other nearby factories severely influenced the social-economic structure of adjacent neighborhoods in South Bend. Concurrently, lifestyles have changed and a large majority of persons, especially families, have adopted more suburban cultures. Clearly, the decline and transition of central business districts has also influenced migration.

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Those WWII era residents who remain in the neighborhood are now senior citizens lacking the income, energy, and skills they once exhibited. New residents are more likely to be those who can not compete for more upscale locations, rather than those who prefer and choose a central city neighborhood. On the other hand, there are many residents of the Southeast Neighborhood who have in fact chosen it, because of its multicultural diversity and convenience. This should not be overlooked as a positive signal to others.

Recent major influences on the neighborhood have come as a result of definitive governmental and institutional policies and actions. They are many:

- Acquisition, vacation, and demolition of obsolete residences by the agencies of South Bend;
- the planned Parkview Juvenile Center;
- the planned Indiana Vocational Technical Institute;
- the planned relocation of the County's Boys and Girls Club and Family Children's Center;
- the South Bend Heritage affordable housing project;
- the proposed Park District sports fields;
- the proposed expansion of Riley High School;
- City of South Bend code enforcement program;
- other?

The result of many of these policies has been the conversion of over 100 acres 22% of the neighborhood, of land north of Broadway from residential to planned non-residential use, the legacy of vacant houses and lots, the anticipated demolition/relocation of approximately 30 homes for high school expansion, and the general de-stabilizing concern with unknown change which resides within neighborhood residents. On the other hand, these policies collectively express a public reinvestment commitment to the future of the Southeast neighborhood opportunities for coordinated revitalization efforts are not inconsistent with home ownership and family values which are of high priority to local residents and religious institutions.

Construction of the Parkview Juvenile Center, Boys' and Girls' Club, and SBH affordable housing project (54-56 rental units in 28 buildings) is scheduled to begin in the foreseeable future. Construction of the Technical Institute and sports fields is unscheduled and uncertain, leaving substantial areas of vacant land in limbo.

Other external factors include alleged redlining by financial institutions. Impacts of commercial corridors related to Sample and Michigan Streets have also been identified as influencing existing conditions within the neighborhood. These

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corridors exhibit a wide variety of land uses and conditions, some of which are clearly detrimental to the residential neighborhood while some support the neighborhood. Neighborhood stability and revitalization can not succeed without improvements to these corridors, especially the Michigan Street corridor.

**Internal**

Causes internal to the neighborhood include impacts of a limited number of industries and businesses which generate undesirable traffic, the lack of neighborhood oriented usable open spaces, the marginal financial resources of residents and property owners, and the instability of individual occupants, family units, landlords, and neighborhood organizations. In addition, a limited number of residents cause substantial harm by dealing in drugs, prostitution, and other anti-social pursuits. These internal factors influence some property owners to move or not to reinvest in property maintenance, and deter other potential residents and investors from moving in.

**Goals**

The key housing goals identified by participants in the July 13 workshop were:

- A stable, predominately single family neighborhood
- Reinvestment in structural soundness and appearance of homes
- High percentage of home ownership

To achieve these goals requires first a strategy to halt deterioration and stabilize conditions, and second a strategy to revitalize the neighborhood. Specific actions fall into two categories: remediation measures, and preventive measures.

**Remedial Measures**

• Sound dwellings to be displaced by high school expansion should be relocated to vacant sites in the neighborhood and sold at an affordable price to qualified owner/occupants.

• A first time home buyer program patterned after that which the South Bend Heritage Foundation has initiated in the West Washington neighborhood should be introduced in the Southeast neighborhood.

• An extensive property rehabilitation program should be undertaken, incorporating a partnership of property owners, city, churches, and the South Bend Heritage Foundation, and City financial institutions.

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- Construction of new affordable and market rate housing should be encouraged on available sites, including the 54-56 unit SBHF project in a form and setting which is compatible with the neighborhood.

- New neighborhood parks and playgrounds should be developed with inputs from local residents, especially children.

- New homeowner/occupants should be actively recruited, with the assistance of local real estate industry.

- Street improvements should be made to reduce through traffic in the neighborhood, as further described in the Land Use and Security Working Papers.

- Cooperative working relations should be established with all new institutional and public developments in the neighborhood to guarantee their compatibility with nearby housing and to maximize their positive impacts on the livability of the neighborhood.

- Active commercial revitalization programs should be organized for the Miami, Michigan, and Sample Street corridors, involving public/private partnerships; a quality food store should be recruited to meet neighborhood demand.

**Preventive Measures**

- A broad based consensus should be reached regarding the defensible boundaries of the residential area which are not to be violated by the encroachment of peripheral non-residential uses.

- Existing home owner/occupants should be encouraged and assisted to carry out preventive maintenance on their properties and to participate actively in neighborhood organizations and programs. SEQL and other appropriate organizations should actively promote and educate homeowners on the available existing programs for rehabilitation assistance.

- City code enforcement activities should be carried out not solely from the regulatory point of view, but also from the more sensitive assistance point of view; existing codes and procedures may merit amendment.

- Neighborhood security should be enhanced as described in the other Working Papers.

- The home receivership program should guarantee that those who are given the responsibility of receivership execute that responsibility consistent with neighborhood goals.
- An annual cleanup/fix up program should be organized to maintain the momentum established by Christmas in April.
- Landlords through financial incentives or peer pressure from the area landlord association should maintain rental properties.
- Educational, counseling, and training programs should be established to strengthen the knowledge and skills of owners and tenants regarding property maintenance.
- All churches located in the neighborhood should become actively involved in the provision of sound housing and livable conditions in the neighborhood; an interfaith effort would be most productive.
- City financial institutions should terminate redlining practices and treat neighborhood loan applicants uniformly as others in the community are treated. Compliance with mandated Community Reinvestment Act should be strongly enforced and required.
- Obsolete homes which are not feasible to rehabilitate should be removed and plans developed for its renewed use.
- Compatible interim uses and appropriate maintenance programs should be established for vacant lands which are not to be developed in the near future, e.g. the Technical Institute and the sports fields.



## TASK FORCES

Neighbors began taking an active role in leading the planning process by joining Task Forces. The Task Forces were the key elements of the strategic planning process. The Task Forces were commitments by individuals who wanted to take an active role in planning for the future of the community. The four Task Forces directly assisted in the planning of key actions and programs to improve the quality of life in the neighborhood. Participants were divided into Task Forces focusing on Housing; Land Use and the Physical Environment; Capacity Building; and Neighborhood Security issues. Based on the findings in the Working Papers, the Task Forces determined an overall strategy to guide their goals setting and action development activities.

Each Task Force then determined specific long and short term goals to improve life in the neighborhood. The Task Forces detailed specific actions geared at accomplishing those goals and identified existing assets which could be built upon to accomplish those goals. The goals are listed in the Strategic Plan Table that follows. The Task Forces also assigned parties to be responsible for ensuring that the specified action was completed. Each group's missions and charge is detailed below.

# HOUSING

*Mission: The Task Force should identify actions which will increase the quantity and quality of housing which meets the requirements of residents and increase the level of home ownership.*

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Decreasing number of single family homes.</p> <ul style="list-style-type: none"> <li>- Acquisition, boarding up of homes</li> <li>- Razing and clearing of deteriorated homes</li> <li>- Single family homes being cut into multi-family homes.</li> </ul>	<p>A stable, predominately single family neighborhood</p>	<p>Prevent the slow erosion of the single family housing stock.</p> <ul style="list-style-type: none"> <li>- Stop demolition of homes ✓</li> <li>- Increase code enforcement in advance, particularly for rental units</li> <li>- Create active partnership between SEQL &amp; Code enforcement to create more effective outcomes of code enforcement</li> <li>- Penalize repeat code offenders</li> <li>- Install security in boarded up homes to prevent vandalism</li> </ul>	<p>South Bend Heritage Church Organizations Riley School</p> <ul style="list-style-type: none"> <li>- LISC</li> <li>- Good neighbors</li> <li>- Code enforcement, participating in strategic plan process</li> </ul>	<p>SEQL Housing Standing Committee</p> <p>City Code Enforcement</p> <p>BOH</p> <p>HDC</p>	<p>FIRST</p>
		<p>Relocate Sound Dwellings</p> <ul style="list-style-type: none"> <li>- Determine sites as part of a land use plan</li> <li>- Select structures</li> <li>- Determine audience (low/mod. income)</li> <li>- Identify subsidy</li> <li>- Hire general contractor</li> </ul> <p>Infill vacant lots.</p> <ul style="list-style-type: none"> <li>- Move homes from Riley expansion &amp; other institutional development sites to empty lots</li> </ul>	<ul style="list-style-type: none"> <li>- \$120,000 CDBG funds</li> <li>Existing Receivership program</li> <li>Habitat for Humanity</li> <li>LISC</li> <li>Neighborhood Banks</li> <li>UEA Grant Funds</li> <li>SBHF</li> <li>BOH, HDC, CHC</li> </ul>	<p>SEQL Development Corp.</p> <p>SBHF</p> <p>Redevelopment and Div. of Planning</p> <p>BOH</p> <p>HDC</p> <p>CHC</p>	<p>SECOND</p>
		<p>Stop housing conversion.</p> <ul style="list-style-type: none"> <li>- Modify zoning to limit the use of the core area to single family detached dwellings only</li> </ul> <p>Modify zoning ordinance to establish single family zoning within designated boundary lines of neighborhood.</p>	<p>West Side Experience SEQL Plan</p>	<p>APC Planning Dept</p> <p>SEQL</p>	<p>FIRST</p>

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
		<p>Encourage development of new single family homes throughout neighborhood &amp; infill sites ✓</p> <ul style="list-style-type: none"> <li>- Acquire Land</li> <li>- Demolish condemned structures</li> <li>- Determine appropriate infill</li> <li>- Establish development entity to build homes (preferably SEQL)</li> <li>- Actively market through partnership Center and community organizing efforts</li> <li>- Have vacant lots adjacent to owner-occupied units available for purchase for small fee by that owner.</li> </ul>	<ul style="list-style-type: none"> <li>- Vacant sites</li> <li>- Existing infrastructure</li> <li>- LISC</li> <li>- SBHF</li> <li>- Habitat for Humanity</li> <li>- CHC</li> <li>- BOH</li> <li>- HDC \</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL Development Corporation</li> <li>- Partnerships</li> <li>- Churches</li> <li>- Planning Div..</li> </ul>	FIRST
	<ul style="list-style-type: none"> <li>- Enhanced neighborhood security</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood watch programs for security</li> <li>- Groups of patrols</li> <li>- Increase lighting immediately</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood center, media, library</li> <li>- Neigh. Strategic Planning Team</li> <li>- Mayor's Task Force</li> <li>- Crime Prevention Div.</li> <li>- Existing COP programs</li> </ul>	<ul style="list-style-type: none"> <li>- Police Dept.</li> <li>- Planning Div.</li> <li>- SEQL</li> </ul>	SECOND

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Decreasing quality of single family homes</p> <ul style="list-style-type: none"> <li>- Lack of main tenant homes</li> <li>- Lack of maintenance of properties</li> <li>- Lack of landlord reinvestment and maintenance</li> </ul>	<p>Reinvestment in structural soundness and appearance of homes. ✓</p>	<p>Property Rehabilitation ✓</p> <ul style="list-style-type: none"> <li>- Elderly rehab program utilizing youth energies</li> <li>- Receivership program</li> <li>- Annual, concentrated neighborhood based x-mas in April.</li> <li>- Monthly neighborhood clean-up program with a paid part-time staff</li> <li>- List of licensed and respected contractors of various trades</li> <li>- Publicize community programs that assist this area</li> <li>- Use existing programs identified in Consolidated Plan pamphlet (to be distributed soon).</li> <li>- Establish a small loan program with low interest rate with local financial institutions for minor repair work. Quick approval time and no lien on home</li> <li>- Work with utility to get homes well insulated; publicize existing programs, develop new programs</li> </ul>	<ul style="list-style-type: none"> <li>- Residents, schools, businesses, especially materials and supplies.</li> <li>- Church Organization</li> <li>- HDC</li> <li>- BOH</li> <li>- Planning Div.</li> <li>- Code</li> <li>- Lisc</li> <li>- Notre Dame</li> <li>- Riley</li> </ul> <p>- Some existing programs; residents to assist if needed.</p>	<ul style="list-style-type: none"> <li>- Potential part time paid Exec. Director through SEQL.</li> <li>- SEQL Rehab Specialist</li> <li>- SEQL</li> <li>- Planning Div.</li> <li>- Volunteers</li> <li>- HDA, Utility Co., SEQL to educate</li> </ul>	<p>FIRST</p>

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
		<p>Preventative maintenance</p> <ul style="list-style-type: none"> <li>- Code enforcement: clean up/fix up/remove obsolete housing</li> <li>- Beautification Program: model X-mas in April sponsored by SE churches;</li> <li>- Establish revolving loan monies for low cost home improvement loans</li> <li>- Loan-A-Tool Program</li> <li>- Technical Assistance on Home Rehab</li> <li>- Self Help Maintenance Program: set up classes to instruct on proper home maintenance; Use Loan A Tool Program.</li> <li>- Set up Self help teams with residents; use barter system to get work accomplished</li> </ul>	<ul style="list-style-type: none"> <li>- Incorporated SEQL</li> <li>- Local businesses and trades within neighborhood</li> <li>- City money available</li> <li>- LISC</li> <li>- Partnership Center as neighborhood anchor</li> <li>- Churches promote programs to parishioners.</li> <li>- Institutional users contribute labor/\$</li> <li>- Youth trained as apprentices</li> <li>- Supply stores donate materials</li> <li>- Skilled trades persons; businesses to teach are adjacent to neighborhood, SEQL schools donate classrooms</li> <li>- BOH and HDC</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL &amp; City</li> <li>- General Contractors</li> <li>- City Id's financing</li> </ul>	SECOND
	<p>Street Improvements</p> <ul style="list-style-type: none"> <li>- Pedestrian crossings</li> <li>- Facelift for curbs, driveways, edging</li> </ul>	<p>Street Improvements</p> <ul style="list-style-type: none"> <li>- Pedestrian crossings</li> <li>- Facelift for curbs, driveways, edging</li> </ul>	<p>PC CDBG funds City Public Works Programs</p>	<p>Engineering Dept. SEQL Planning Div.</p>	THIRD
	<ul style="list-style-type: none"> <li>- Quality rental properties</li> </ul>	<ul style="list-style-type: none"> <li>- Landlord maintain rental property</li> <li>- Clean up, fix up, remove obsolete homes</li> <li>- Annual rental inspections with tax credit incentives</li> <li>- Landlord and tenant monitoring system</li> </ul>	<ul style="list-style-type: none"> <li>- Code enforcement oversee program</li> <li>- Landlord Association</li> <li>- SBHF</li> </ul>	<ul style="list-style-type: none"> <li>- City oversee landlord; Resident involvement, city county mowing</li> </ul>	SECOND
	<ul style="list-style-type: none"> <li>- Interim use of Ivy Tech and Parkland</li> </ul>	<ul style="list-style-type: none"> <li>- Lawn care, sports fields, increase lighting</li> </ul>	<ul style="list-style-type: none"> <li>- Better looking area</li> <li>- Regular lawn care and maintenance</li> <li>- Explore potential for sports fields or track</li> </ul>	<p>Redevelopment Code Enforcement Park Dept.</p>	THIRD

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	Separate commercial zoning from residential zoning  -Appropriate commercial uses to support neighborhood	Active commercial revitalization program - Supermarket chain studies of area: examine and utilize - Recruit grocery store if warranted - Commercial zoning only where appropriate - Zoning revisions: strongly defend the core residential area from non-residential encroachment.	- Large population base - Police dept., extra money for police re Clinton's program, concerned citizens SGIA Plan - APC (Area Plan Commission) - Neighborhood Business Development Corp.	- City provides incentives for financial institutions to loan - Responsible party, SEQL, neighborhood watch - Police dept, survey dept, assist with revitalization, do studies - Police provide additional patrols, vice squad	SECOND
Decreasing % of owner-occupancy - Lack of available capital for home ownership - Red lining by banks (alleged) - Lack of knowledge of available assistance	High percentage of home ownership	Home Owner Recruitment - Advertising Campaign through media - Promote Activities - Educate and encourage real estate boards and agents. - Promote existing programs for new homeowner development & support (e.g. REWARD) - Develop potential homeowner education & support programs through SEQL - Sell Partnership Center and move to new location with plans to sell again	- Partnership Center, Library, churches, schools, medical center, residents. - Sound structures, homes available. - Good infill stock - New families & success stories within neighborhood - LISC - SBHF, HDC, CHC - Regular SEQL Newsletter - Area Banks - Habitat for Humanity	- City (Dept. of Community and Economic Development) - Real Estate Agents - Media - Others - SEQL - Churches - Local Banks	FIRST

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	<p>Separate commercial zoning from residential zoning</p> <p>-Appropriate commercial uses to support neighborhood</p>	<p>Active commercial revitalization program</p> <ul style="list-style-type: none"> <li>- Supermarket chain studies of area: examine and utilize</li> <li>- Recruit grocery store if warranted</li> <li>- Commercial zoning only where appropriate</li> <li>- Zoning revisions: strongly defend the core residential area from non-residential encroachment.</li> </ul>	<ul style="list-style-type: none"> <li>- Large population base</li> <li>- Police dept., extra money for police re Clinton's program, concerned citizens</li> <li>SGIA Plan</li> <li>- APC (Area Plan Commission)</li> <li>- Neighborhood Business Development Corp.</li> </ul>	<ul style="list-style-type: none"> <li>- City provides incentives for financial institutions to loan</li> <li>- Responsible party, SEQL, neighborhood watch</li> <li>- Police dept, survey dept, assist with revitalization, do studies</li> <li>- Police provide additional patrols, vice squad</li> </ul>	SECOND
<p>Decreasing % of owner-occupancy</p> <ul style="list-style-type: none"> <li>- Lack of available capital for home ownership</li> <li>- Red lining by banks (alleged)</li> <li>- Lack of knowledge of available assistance</li> </ul>	High percentage of home ownership	<p>Home Owner Recruitment</p> <ul style="list-style-type: none"> <li>- Advertising Campaign through media</li> <li>- Promote Activities</li> <li>- Educate and encourage real estate boards and agents.</li> <li>- Promote existing programs for new homeowner development &amp; support (e.g. REWARD)</li> <li>- Develop potential homeowner education &amp; support programs through SEQL</li> <li>- Sell Partnership Center and move to new location with plans to sell again</li> </ul>	<ul style="list-style-type: none"> <li>- Partnership Center, Library, churches, schools, medical center, residents.</li> <li>- Sound structures, homes available.</li> <li>- Good infill stock</li> <li>- New families &amp; success stories within neighborhood</li> <li>- LISC</li> <li>- SBHF, HDC, CHC</li> <li>- Regular SEQL Newsletter</li> <li>- Area Banks</li> <li>- Habitat for Humanity</li> </ul>	<ul style="list-style-type: none"> <li>- City (Dept. of Community and Economic Development)</li> <li>- Real Estate Agents</li> <li>- Media</li> <li>- Others</li> <li>- SEQL</li> <li>- Churches</li> <li>- Local Banks</li> </ul>	FIRST

# HOUSING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	<ul style="list-style-type: none"> <li>- Educated responsible home owners.</li> </ul>	<ul style="list-style-type: none"> <li>- Create, provide and video a Neighborhood Training Course. Copies of video available at Partnership Center</li> </ul>	<ul style="list-style-type: none"> <li>- Library staff; residents with skills</li> <li>- Local Banks</li> <li>- BOH</li> <li>- Code Dept. (Video)</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL</li> <li>- Neighborhood people to be taped. SEQL to have tapes available.</li> </ul>	SECOND
	<ul style="list-style-type: none"> <li>- Active church involvement in neighborhood</li> <li>- A flexible strategic plan which guides the future activities of SEQL and the neighborhood.</li> </ul>	<ul style="list-style-type: none"> <li>- Churches match people in need with people to fill need</li> <li>- Establish a Monitoring System to measure success Welcome Wagon Committee to track</li> </ul>	<ul style="list-style-type: none"> <li>- Abundance of churches</li> <li>- Interested Banks and Credit Union</li> <li>- City and SEQL</li> </ul>	<ul style="list-style-type: none"> <li>- Community organizer visit and organize churches</li> <li>- SEQL</li> </ul>	THIRD

STRATEGY: Stabilize the neighborhood through active rehabilitation of homes and increasing homeownership; infill vacant property with relocated homes and new single-family scale homes; new construction of homes north of Broadway.



## HOUSING STRATEGIC PLAN

The Housing Task Force was formed in response to an identified need during the public input sessions to address issues specifically related to housing. The Task Force was empowered with the following Mission:

*The Task Force should identify actions which will increase the quantity and quality of housing which meets the requirements of residents and increase the level of home ownership.*

### Strategic Methodology

Based on this charge and input from interviews and the neighborhood forum, the Task Force identified several high priority goals aimed at creating a higher quality of life in the neighborhood. To accomplish the goals, the Task Force identified a strategy to guide the development of actions and implementation of the Strategic Plan.

*Strategy: Stabilize the neighborhood through active rehabilitation of homes and increased homeownership; infill vacant property with relocated homes and new single-family scale homes; encourage new construction of homes north of Broadway.*

### Phases

Phasing implementation of the strategy was discussed by the Housing Task Force. The group came to the consensus that stabilizing the neighborhood is the top priority for immediate action. Halting the additional boarding and demolition of homes and the conversion of single family dwellings to multi-family structure is an essential first step in the Strategic Plan.

After the neighborhood has been stabilized, the vacant properties should be infilled with quality homes. Some of the infill homes may have been those originally targeted for demolition due to construction of institutional uses north of Broadway. Other infill homes may be new construction. All infill of vacant properties should adhere to the neighborhood's Future Land Use Plan. Infill development should be targeted to a limited area of concentration and expanded to adjoining areas, rather than scattered throughout the neighborhood.

In addition to infill of vacant lots within the neighborhood, construction of new homes should be encouraged and continued. South Bend Heritage has initiated efforts to maintain at least a portion of the site in the single family character

with the construction of duplexes. Redevelopment in areas surrounding the relocated park north of Broadway should encourage single family or duplex home construction to maintain and contribute to the single family character of the neighborhood.

Elements to be Developed Immediately

Goal: Adoption of a flexible strategic plan which guides the future efforts towards achievement of SEQL's housing goals.

Project: Establish and maintain a success monitoring system.

Assets: Division of Planning and Neighborhood Development/Department of Economic Development  
SEQL  
Partnership Center

Barriers: Lack of participation

Action Steps:

1. Establish a standing committee within SEQL to track key neighborhood trends and prepare an annual report detailing the results.

a. In conjunction with the work of the Capacity Building Task Force, the committee should obtain and create a database of key information. Some of the key information to obtain includes the number of real estate transactions; demographic information on new households in the neighborhood; tracking the value of homes; number of applications for building permits; and code violations and compliance.

b. The committee, with assistance from the Division of Planning and Neighborhood Development, should analyze these trends to determine if the neighborhood is moving toward its desired goals. For example, the number of building permits issued during the year will indicate the type and levels of new construction - if new construction is multi-family or single family. Trends will indicate if the permit is for rehabilitation work or conversion of single family homes to multi-family homes. Frequent trend analysis is essential to guarantee that the neighborhood is moving in the desired direction. If trends are not reflecting a movement toward the desired goals, SEQL must readjust its priorities and actions.

2. Establish a "Welcome Neighbor" program. The "Welcome Neighbor" program would not only assist in the monitoring of key trends, but would also enhance the network of SEQL's membership.

- a. Members of SEQL's "Welcome Neighbor" program should establish an on-going relationship with area real estate agents and companies.
- b. When a property transaction occurs, the agent would contact a SEQL representative from the "Welcome Neighbor" program. The representative will then contact the new household.
- c. The SEQL representative would inform the household of SEQL activities and programs and register the new household as a SEQL member. The representative will also collect demographic information, determine assets of and requirements by individuals in the household residence, and provide useful information on the neighborhood (coupon books or brochures on local businesses, etc.).
- d. The SEQL representative would relay the information back to the SEQL monitoring system for tabulation into the annual report.

3. SEQL should pursue its organizational development with the intention of becoming active in the ownership, development, or maintenance of housing and ultimately as a development corporation.

Elements to be Developed Over the Short-Term: Immediately

Goal: Infill vacant property with relocated homes and new construction.

Project: Relocate suitable homes from Riley High School expansion and construct new single family homes in remaining vacant infill sites.

Assets: Area churches

SEQL

LISC

Quality tradesmen in neighborhood

Riley as a partner

Barriers: Cost for relocation vs. new construction

Action Steps:

1. In conjunction with the Land Use and Physical Environment Task Force, SEQL will identify an interim and long term use for each vacant site in the neighborhood.
2. A Task Force of City building officials, SEQL representatives, and skilled tradesmen should establish criteria for suitability of relocating homes (including comparing cost of relocating homes versus demolition and new construction). Inspect and identify each of the Riley homes and determine which are suitable and practical for relocation.

**Southeast Quality of Life  
Strategic Neighborhood Action Plan**

3. Take ownership of suitable homes from Riley and institute immediate security measures (e.g. install alarm system) to assure their safe keeping.
4. Match specific homes to specific vacant properties.
5. Seek additional funding of outside sources (CDBG, LISC, potentially UEA grants) and partnerships with local churches to nurture and orchestrate the movement and rehabilitation of identified homes and lease/ownership of Riley homes.
6. Recruit potential developers and home builders for new construction in vacant parcels not planned to accommodate relocated homes.
  - a. Identify potential financial incentives to attract developers and home builders
  - b. Create marketing brochure
7. Identify prospective occupants based on those individuals who are in homeowner education programs such as described in the next step. Assist in homeowner placement with rehabilitated and new units.
  8. Other parcels not planned to accommodate relocated or new construction which are adjacent to owner-occupied single family homes should be offered for sale to that owner for \$1.

**Elements to be Developed Over the Short-Term: 3 to 5 Years**

The neighborhood must stabilize the housing stock toward the goal of a stable, predominately single family neighborhood. Stabilization begins with preventing the slow erosion of the existing single family housing stock.

**Goal: Stabilize the housing stock.**

**Project:** Establish a neighborhood-based community development corporation to intercede and prevent the further decay of homes and blocks within the neighborhood.

**Assets: SEOL**

Partnership Center  
Residents with skills  
LISC  
Division of Planning and Neighborhood Development  
Riley High School  
Area Churches  
Expanding federal support for CDC's

**Barriers:** Lack of current organization within SEOL  
Lack of community organization

Action Steps:

1. Assign SEQL representatives to follow through with establishing the 501 C (3) status of the SEQL organization.
2. Establish a relationship for funding and program assistance with the Local Initiatives Support Corporation (LISC). SEQL receives training, assistance in application, and post-CDC designation support from LISC.
3. Work with the Land Use Task Force to modify Zoning Ordinance to allow only single family residential zoning within the neighborhood.
4. In partnership with the City of South Bend establish an overlay district requiring inspection of dwellings as to increase effectiveness of code enforcement in advance of decay and abandonment.
5. Request the City to revisit the landlord/tenant monitoring system issue.
6. Prevent vandalism of vacant homes and homes to be moved with the installation of a security system.
7. Work with the Division of Planning and Neighborhood Development to access funds identified in the Housing Consolidation Plan.
8. Establish partnership with local financial institutions.
9. Create a loan program with low interest rate for residents to complete minor repair work.
10. Use SEQL as a co-applicant and guaranteeor so that income and credit constraints can be minimized.
9. Create a database of local licensed and respected craftpeople and contractors for resident referral.
10. Create a Loan-a-Tool program (similar to a library lending system) organized through the Partnership Center.
11. Create "Self-help Teams" for neighborhood rehabilitation and fix-up projects through SEQL.
  - a. Inventory and organize neighborhood residents' talents (e.g. carpenters, plumbers, painters). Projects may include assisting neighborhood residents correct code violations, elderly home fix-up and rehabilitation projects, etc.
  - b. Establish parameters based on a "barter system" for "payment" for services rendered (e.g. I'll babysit your child for three hours if you fix my leaking sink).
  - c. Using Self-help Teams as instructors, organize classes to instruct potential, new, and existing homeowners on proper home maintenance.
  - d. Encourage local youth to work on the Teams to gain skills and mentoring.

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12. Initiate neighborhood-based, clean up programs. A part-time staffperson would be instrumental in the organization and implementation of these programs.
- Establish an annual housing rehabilitation program based on Christmas in April program utilizing volunteer energies and donated materials.
  - Establish a monthly clean-up program. One day of one weekend per month, residents move out in force to pick up trash, mow lawns, rake leaves, etc. throughout the neighborhood.

**Elements to be Developed Over the Long-Term: 4 to 6 Years**

**Goal:** Increase the number and percentage of owner-occupied single-family homes.

**Project:** Create a neighborhood based finance corporation to serve as the non-profit mortgage banker to finance the purchase and/or improvements of single and multi-family housing.

**Assets:** LISC  
SEOL  
Community Reinvestment Act  
Residents  
Local banks  
Riley High School  
CASH + program

**Barriers:** Outsiders' negative perception of the neighborhood;  
Lack of expertise and organizational capacity within SEOL

**Action Steps:**

- Maintain relationship for funding and program assistance with the Local Initiatives Support Corporation (LISC).
- Establish Task Force to focus on creating the neighborhood-based finance corporation.
- Neighborhood Finance Corporation enters into agreements with local financial institutions to commit loan funds for use in rehabilitation projects and new construction of single family homes.
- Neighborhood Finance Corporation develops a Plan for Acquisition the goal of which is converting existing, suitable renters within the neighborhood into owner-occupants, and recruitment of families to become owner occupants of substantially rehabilitated single family homes.

### Southeast Quality of Life Strategic Neighborhood Action Plan

- a. Establish and regularly maintain inventory of properties within the neighborhood. The inventory would include ownership, rental status, and condition of property.
- b. Identify those properties ripe for acquisition and rehabilitation in advance of their decline and disinvestment.
- c. Initiate Recruitment/Marketing, Education and Screening program in conjunction with financial institutions and REWARD program.
- d. Program will focus its recruitment and education efforts on existing renters and soon-to-be displaced residents within the neighborhood for placement in newly constructed homes and substantially rehabilitated existing homes.
- e. Marketing and recruitment can expand to include other South Bend families once the Southeast area market has been covered.

### How Does the Strategy Address the Goals?

Stabilization of the neighborhood's housing stock through active rehabilitation of homes and increased homeownership is essential to the survival of the neighborhood. Traditionally, home ownership leads to a greater sense of personal investment and ownership within a neighborhood. The individual pride and commitment gained from personal home ownership is a foundation for a strong neighborhood. By increasing opportunities for individual homeownership, through assistance for new homeowners and those interested in rehabilitation, and by continuing construction of new single-family character homes within the neighborhood and especially north of Broadway, the Southeast side can reinforce its foundation as a strong neighborhood. Further, housing is more than a physical issue. Becoming a homeowner can be an exciting and overwhelming experience. By increasing homeowner support and/or teaching basic skills to new home owners -- ranging from the basic "how to's" of owning and maintaining a home to assistance in budgeting and financial decisions -- the foundation for a strong neighborhood is further strengthened.

Also related to stabilization of the neighborhood is ensuring a quantity of quality rental properties. Rental properties serve an important function in neighborhoods. Often, potential homeowners will establish themselves within a neighborhood by residing in a rental unit while saving for a down-payment on a home within that neighborhood. Attractive rental units help attract potential newcomers to the neighborhood. However, ill-maintained rental properties with absentee landlords decrease the overall attractiveness of the neighborhood to potential newcomers and often attract negative influences on the neighborhood. Methods to maintain a limited quantity of high quality rental units were addressed by the Housing Task Force.

**Southeast Quality of Life  
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Finally, ensuring active church involvement in the neighborhood is critical to the future of the neighborhood. These institutions lend a strong sense of family, community, dedication, and stability to a neighborhood. The Southeast side has a wealth of opportunities in not only the number of churches within its boundaries, but also in the churches stated dedication to improving the quality of life within the neighborhood.

**How Does Housing Relate to the Other Task Forces?**

Implementation of the Housing Task force programs are integrally linked with the programs of the other task forces – Land Use and Physical Environment, Capacity Building, and Security.

**Land Use and Physical Environment Task Force**

- Prepare and adopt a Land Use Plan for the neighborhood.

**Neighborhood Security Task Force**

- Maintain and expand the neighborhood watch program.
- Encourage heightened police presence in the neighborhood and tackle the issue of criminal activity occurring in vacant homes in the neighborhood.

**Capacity Building**

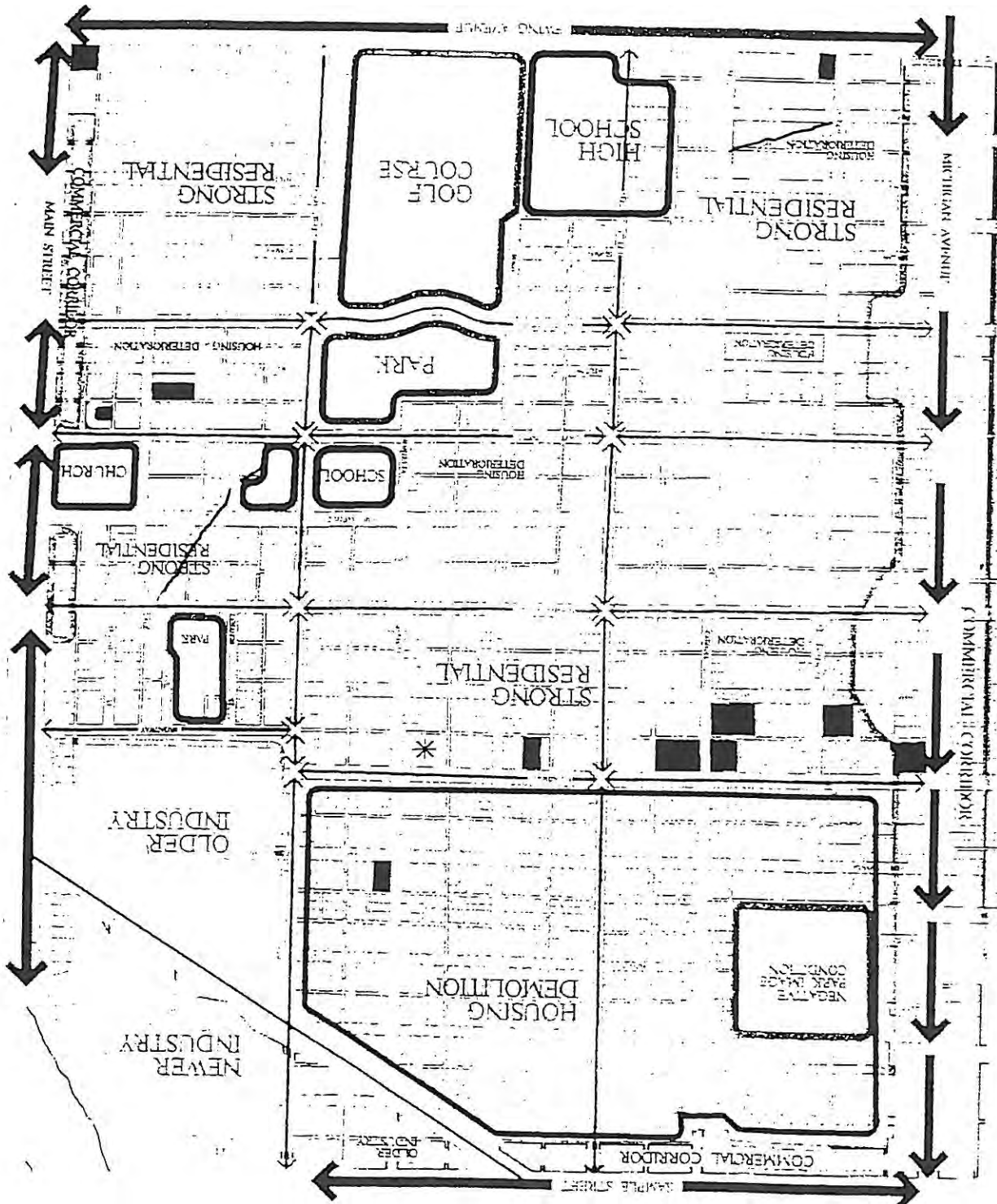
- Initiate a mentoring/apprenticeship program for area youth to work with local tradespeople.

These are several examples of programs that to be successful must rely heavily upon continued communication and team approaches to problem solving and decision making.





NEIGHBORHOOD PLAN



## LAND USE AND PHYSICAL ENVIRONMENT WORKING PAPER

### Existing Conditions and Trends

Several key trends have influenced the neighborhood in the recent past which indicate public and private disinvestment within the neighborhood. Portions of the existing housing stock are in need of significant structural rehabilitation as homes have been boarded up without further action taken to improve, relocate, or raze the building for significant periods of time. Many properties sit vacant and ill-maintained.

Also indicative of neighborhood (dis)investment are levels of home ownership. The number of owner-occupied housing units has decreased by 24.4% in the past ten years indicating, as discussed in the Housing section, that for a variety of reasons, people are not investing in homes within the neighborhood. Many neighborhood streets, sidewalks and parks are ill-maintained indicating a lack of continuing public investment in the neighborhood. As commercial activity moves out, the jobs, income, and property values of the neighborhood are further reduced. Although many of the non-residential uses (churches and boys and girls club) are community assets, the physical condition of several of these buildings and sites is in a state of disrepair. The non-residential uses should demonstrate their investment in the community by reinvesting in their own physical appearance.

Other trends include the potential establishment of several large scale institutions to the neighborhood. The area north of Broadway is designated to accommodate most of the redevelopment including the Juvenile Detention Center, the new Boys and Girls Club, and Ivy Tech. Riley High School has also acquired nearby properties to accommodate its expansion. At this time, properties within potential redevelopment areas are being acquired; homes are being boarded, cleared or relocated. However, many of the properties after being cleared are slow to receive new uses and are not properly maintained. Neighborhoods require a critical mass of homes and identifying boundaries to ensure an overall continuity and to maintain a single family character. The continued loss or boarding of homes jeopardizes the neighborhood's overall continuity.

Nonetheless, the neighborhood's overall character remains strong. Although in the past ten years the number of single family homes has decreased by almost 300 homes, single family homes still comprise over 80% of the neighborhood. Many homes have well maintained yards and gardens. Further, mature trees and vegetation are found throughout significantly enhancing the neighborhood's character. To-date, homes in the neighborhood maintain a consistent scale; there are no disproportionately large apartments or developments to create visual discontinuity.

Streets and sidewalks, although in need of surface repairs, extend throughout the neighborhood and are well established. The many churches within the neighborhood contribute to the visual image of the neighborhood. The network of churches not only serves as an aesthetic amenity, but also serves as an anchor of strength for the neighborhood through social and cultural networks, and provision of local services.

#### Causal Factors

#### Population Loss

Demographic changes have influenced current trends within the neighborhood. Since 1960 the City of South Bend's population has decreased by 26%; the neighborhood's population during the same time frame decreased by almost 50%. During the late 1970's and early 1980's over 30% of the population was lost due to the clearance of housing stock in a portion of the neighborhood to accommodate a proposed nursing home complex that was never built. During the 1980's, the neighborhood's declining population continued to outpace the City's as more homes were abandoned. From 1980 to 1990, the City of South Bend's total population decreased by 3.8%; the Southeast neighborhood's population during the same period decreased 16.8%. From 1980 to 1990, the number of persons 65 and over in the neighborhood decreased by over 50%. The number of lower income, single parent households has substantially increased over the past two decades. These population changes coupled with the decrease in available single family housing stock and the 24% decrease in owner-occupancy homes has resulted in disinvestment in the neighborhood.

### Income Decline

Economic conditions within the neighborhood further contribute to the problem of disinvestment in the neighborhood. Median family income in the area is approximately 64% that of the city; approximately \$18,820 per year. The income necessary to contribute to reinvestment by the residents is not being generated. Further, the increases in the neighborhood in available rental housing have several consequences associated with neighborhood disinvestment. Renters tend to have lower incomes than those of homeowners. Rental tenants and rental owners often have lower standards of building maintenance and property upkeep. As properties deteriorate and property values decline, banks are reluctant to finance mortgages for potential homeowners. Further, as properties deteriorate, more successful households will leave the neighborhood for quality housing elsewhere.

### Unemployment

Employment conditions and resident income levels also significantly contribute to existing conditions within the neighborhood. Since the early 1960's, South Bend has experienced a significant decrease in the number of major industrial employers. The 1990 unemployment rate within the neighborhood was approximately 15%. The declining economic base in the city is not the only cause of the current unemployment condition. Many residents of the neighborhood are lacking the skills necessary to compete for jobs, especially as South Bend's economy shifts from an industrial/manufacturing base to service-oriented employment. In 1990, 15% of the neighborhood population had less than a ninth grade education; 27% attended high school, but did not receive a degree; while only 32% received a high school degree. Unemployment or under-employment leads to significantly reduced household income, further reducing property maintenance and reinvestment in the neighborhood.

### Aging Housing Stock

Disinvestment within the neighborhood is also attributable to aging housing stock and infrastructure. As the quality of housing and infrastructure deteriorates, the attractiveness of the neighborhood to potential new residents

and existing residents decreases. Inadequate or inconsistent code enforcement can make the problem worse. As the attractiveness of the neighborhood decreases, existing residents are likely to relocate outside of the neighborhood and potential homeowners are likely to locate elsewhere. Reinvestment by potential and existing homeowners must continue to ensure stability of property values, property upkeep and new property purchases. Likewise, public entities must continue investment in the neighborhood's infrastructure.

### Struggling Businesses

Reinvestment is also frustrated by difficulties in maintaining economically viable businesses in the neighborhood. Neighborhood businesses first are fighting to improve their image to the public-at-large; to eliminate the negative perception of the character and quality of businesses in the area. Neighborhood businesses are not only competing with other local businesses, but they are also competing with the larger shopping centers in Mishawaka and outlying areas for the expenditures of neighborhood residents. Reduced income from neighborhood residents has led to disinvestment in property, which has in turn led to a negative spiral of the attractiveness of businesses and their ability to survive.

### Remediation Measures

The first priority for land use and physical environment is to stabilize redevelopment activity within the neighborhood.

- Neighborhood land use stabilization must emphasize housing stabilization. Continued demolition of the neighborhood's housing stock and the erosion of the core of the neighborhood must stop. Those owners of homes which could be assisted by rehabilitation should be encouraged to rehabilitate their property and should be guided through the process. Oversight, funding, and operation of housing programs can occur through a local housing development corporation. This organization could form as a spin off of SEQL or under contract with an organization like South Bend Heritage. Specific strategies are discussed in the Housing Working Paper.
- A primary land use strategy must be to conserve existing investments in land uses and public and private improvements; the homes, businesses,

churches, schools, properties, and infrastructure. The neighborhood should support these uses by dedicating the services of skilled volunteers in a coordinated program of neighborhood clean-up and fix-up and the development of a network of neighborhood-based services offered to those needing assistance in property maintenance and management. Consider development of a Youth Conservation Corp. to maintain (mow, clean, etc.) abandoned/vacated properties.

- Publicly funded infrastructure improvements within the neighborhood such as streets, sidewalks, stormwater management, and lighting must be made to encourage private investment within the neighborhood. In conjunction with the strategies developed in the Security Working Paper, public improvements including physical barriers to through traffic (cul-de-sacs, road diversions, street lighting, etc.) aimed at creating a defensible environment must be planned, budgeted, and installed with the assistance of the City.

- Compatible and attractive interim uses of planned vacant areas within the neighborhood should be created. Where several joining parcels are vacated, installation of parks and active play spaces should be considered. Where individual parcels are vacated the opportunity exists for installation of tot lots, community garden plots, or urban nurseries. as temporary uses until permanent development occurs. Temporary infill uses should be appropriate to the length of time the parcel is expected to be vacant.

- Reinvestment in the neighborhood should also occur by encouraging and supporting existing and future neighborhood oriented businesses. Programs to support small business start-up should be developed and marketed to potential business owners.

- The partnership between the neighborhood and the City should locate neighborhood-oriented, neighborhood-operated support facilities (senior center, child care facility, resource center, etc.) within the neighborhood. Consideration should be given to using a moving Partnership Center (regular relocations and conversions) as a vehicle for rehabilitation and conversion to neighborhood-service facilities.

Preventative Measures

Preventative measures aim at ensuring the continued future success of the neighborhood.

- The future of the neighborhood as a residential environment must be ensured. This begins by defining and defending the boundaries of the neighborhood. The neighborhood must create a distinct boundary and protect that boundary from continued encroachment by non-residential or inappropriate uses. Limits can be established by working with the City to adopt a land use plan for the neighborhood and establishing appropriate zoning restrictions and design guidelines which prevent unacceptable land use development.

- To ensure open space and recreational opportunities, the neighborhood and the City should designate appropriate locations and facility types which establish a balance between neighborhood-benefiting facilities and those which also draw users from the city as a whole. Recreation facility choice, design, and location should reflect the concerns for safety of users and the surrounding neighborhood environment. Only those facilities which can be maintained, supported, and supervised by the neighborhood or the City should be chosen.

- In conjunction with the activities discussed in the Capacity Building Working Paper, the incubation of new businesses, neighborhood business owners, and business management skills should be coordinated with the activities associated with the planning for the Michigan Street and Miami Street corridors. Coordination of this nature should be aimed at ensuring an appropriate balance of residents and businesses as partners in the neighborhood. When possible, businesses to be incubated or recruited should be chosen on the basis of their ability to employ neighborhood skills and the provision of goods and/or services demanded by the neighborhood.

- To encourage reinvestment in the neighborhood, existing commercial uses should be enhanced and be attractive both to neighborhood residents and outsiders. The neighborhood residents should work with the business and property owners and the city to establish a commercial corridor revitalization plan to address both physical and strategic issues.

**Southeast Quality of Life  
Strategic Neighborhood Action Plan**

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- Capital must be made available to encourage continued and new homeownership thereby creating reinvestment in the neighborhood and moving toward a stabilized environment. Local capital resources for existing and potential residents through banks and appropriate agencies and coordinated through an organization such as SEQL should be established.

- The neighborhood should work with the City to develop a land use and transportation plan that will redistribute the traffic handling capacity lost when Calvert Street is closed. This should be done in such a way as to not overload neighborhood streets.

- The neighborhood and the City should encourage, support, and allow home occupations which maintain the integrity of the residential environment, allow for increased personal income, and maintain a day-time population which adds to the safety of the neighborhood.



## TASK FORCES

Neighbors began taking an active role in leading the planning process by joining Task Forces. The Task Forces were the key elements of the strategic planning process. The Task Forces were short term commitments by individuals who wanted to take an active role in planning for the future of the community. The four Task Forces directly assisted in the planning of key actions and programs to improve the quality of life in the neighborhood. Participants were divided into Task Forces focusing on Housing; Land Use and the Physical Environment; Capacity Building; and Neighborhood Security issues. Based on the findings in the Working Papers, the Task Forces determined an overall strategy to guide their goals setting and action development activities.

Each Task Force then determined specific long and short term goals to improve life in the neighborhood. The Task Forces detailed specific actions geared at accomplishing those goals and identified existing assets which could be built upon to accomplish those goals. The goals are listed in the Strategic Plan Table that follows. The Task Forces also assigned parties to be responsible for ensuring that the specified action was completed. Each group's missions and charge is detailed below.

# LAND USE AND PHYSICAL ENVIRONMENT

*Mission: The Task Force should identify actions to assure that the neighborhood will exist as an attractive, comfortable, livable place in the future.*

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
Uncertainty of Neighborhood Future - Changing boundary of residential area - Expanding institutions - Divestment	Influence and Neighborhood Identity Defined by Existing Neighborhood Boundaries	- Define and defend boundaries of the neighborhood & uses within neighborhood through adoption of a master plan and appropriate zoning ordinance revisions.	- Land Use Task Force of SEQL - City DCED - APC	APC Planning Div City Council	THIRD
	Stabilize Housing - Neighborhood appears secured, stable - Stop deterioration of homes - Rehab existing homes	- Establish a Neighborhood Housing Development Corporation. - Prevent new housing stock from being rental - Convert existing rental property into homeowned houses - Establishing neighborhood rehab businesses - Development standards upheld - Re-establish new housing; find investors to invest and build here - Coordinate efforts between school corp. and city and neighborhood	- Neighborhood churches, businesses, good housing stock, empty lots (good for new development) IVY Tech and Riley. - Youth labor, empty lots for garden space, Upkeep of units potentially owned by SEQL - LISC - SBHF/BOH/HDC - Potential for Public Housing Authority assistance through "Youth Build Program"	SEQL - Will need to hire someone to oversee this program and have the capacity to establish this program.	THIRD

# LAND USE AND PHYSICAL ENVIRONMENT

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	<p>Homes saved from slumlords and used for homeownership</p>	<ul style="list-style-type: none"> <li>- SEQL purchase homes and sell to individuals/families ; private sales cleared by the association; Finance homebuying opportunities;</li> <li>- Establish a SEQL Committee to ensure properties are kept up to standard, Have landscaping and architectural expectations.</li> <li>- Finance Homebuying opportunities (SEQL would have list of eligible homeowners. Realtors and those planning to sell will contact SEQL to have those clients have first crack at purchasing a home. SEQL will contact next of kin in cases of death. SEQL will seek buyers for homes if none are currently on list. SEQL would also have funds to stockpile housing, if necessary, to keep homes out of the hands of slumlords. Banks could be involved for low-interest, high risk loans, etc. A contract to rehab house and/or keep it standard will be established.</li> </ul>	<ul style="list-style-type: none"> <li>- Homes on the market</li> <li>- Community &amp; Economic Development</li> <li>- SEQL</li> <li>- South Bend Heritage Foundation</li> <li>- CASH+</li> <li>- Neighborhood Watch</li> <li>- HIC, BOH, LISC, CHC</li> <li>- Housing Task Force</li> <li>- Landlords Association</li> </ul>	<p>SEQL hire staff and run program</p>	<p>FIRST</p>

# LAND USE AND PHYSICAL ENVIRONMENT

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	<ul style="list-style-type: none"> <li>- Quality infill housing development</li> </ul>	<ul style="list-style-type: none"> <li>- Move from North of Broadway to interior of neighborhood at Pennsylvania Ave.</li> <li>- Move homes within Riley expansion area;</li> <li>- SBCSC house construction class to build homes</li> <li>- Housing Development Corp. to build homes</li> <li>- Encourage private developers to build; tax incentives</li> <li>- Construct new homes</li> </ul>	<ul style="list-style-type: none"> <li>- Vacant lots</li> <li>- Infrastructure in place</li> <li>- Habitat for Humanity</li> <li>- Low land costs</li> <li>- Use tax incentive on materials</li> <li>- SBHF</li> <li>- HDC</li> <li>- LISC</li> <li>- SBCSC Vocational Program</li> <li>- FHA "Youth Build" Grant</li> </ul>	<ul style="list-style-type: none"> <li>- Development entities</li> <li>- Planners and developers</li> <li>- Bank, low interest loans</li> <li>- School corp., Habitat, building corp. - build houses</li> <li>- City government; zoning, obtaining land, and preparation, funding programs, home ownership training, enforce codes, inspect construction</li> <li>- Minority contractors and workers (unions) help make program happen</li> <li>- SEQL - volunteer help with all aspects; guardians, keep resources within neighborhood, sense of pride which would encourage ownership and neighborhood pride, etc.</li> </ul>	THIRD
	Implementation of land use and transportation plan	<p>See Park Lands plan</p> <ul style="list-style-type: none"> <li>- Parking on one side of street only on certain streets (High, Milton, etc.)</li> <li>- Speed bumps on either side of walkways and certain other blocks where driving is dangerous (Milton, etc.)</li> <li>- Limited access around and to park. Close Fellows, etc.</li> <li>- Additional four way stop signs (Carroll and Indiana, etc.) to slow traffic on long cross streets</li> <li>- Limit size of trucks on all streets except Broadway and Indiana</li> <li>- Limit trucks altogether from certain streets</li> </ul>	<ul style="list-style-type: none"> <li>- Land Use Task Force, SEQL, City staff</li> <li>- Planning Staff</li> <li>- SBHF</li> <li>- MACOG</li> <li>- Park Dept.</li> <li>- Engineering Dept.</li> </ul>	<ul style="list-style-type: none"> <li>- City Police enforce parking, SEQL support program to make changes.</li> <li>- Bd of Pub. Works</li> <li>- City Council</li> <li>- APC</li> <li>- Engineering</li> <li>- Parks Dept.</li> </ul>	THIRD

# LAND USE AND PHYSICAL ENVIRONMENT

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
Deteriorated visual image of neighborhood	<ul style="list-style-type: none"> <li>- Zoning and design restrictions to ensure continued use as residential area</li> <li>- A core residential area without non residential encroachment</li> </ul>	<p>Change zoning from alley south of Pennsylvania to Dubail (Which is now B Residential) to A Residential to keep any more single family homes from being divided into apartments and to assure that new housing built will be single family.</p> <ul style="list-style-type: none"> <li>- Keep businesses out of residential area of neighborhood (keep the commercial zoning for Miami and Michigan Streets)</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL, churches</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL, Zoning Board, Common Council</li> <li>- APC</li> <li>- Planning Dept.</li> </ul>	THIRD
	<p>Enhanced visual character of neighborhood institutions</p> <ul style="list-style-type: none"> <li>- Churches</li> <li>- Clubs</li> <li>- Schools</li> <li>- Parks</li> <li>- Partnership Center</li> <li>- Public Facilities</li> </ul>	<ul style="list-style-type: none"> <li>- Use Partnership Center as stabilizing force, and for neighborhoods services.</li> <li>- Create senior center and child care center.</li> <li>- Partnership Center sets the example in maintenance &amp; landscaping.</li> <li>- Create a Youth Conservation Corps to provide cleaning, mowing and maintenance services for the neighborhood.</li> <li>- Spruce-up public and institutional properties through additional landscaping, lighting and property maintenance.</li> <li>- Create a neighborhood-based "Christmas-in-April" every year.</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL</li> <li>- Partnership Board</li> <li>- TIF and UEA</li> <li>- Youth Volunteers</li> <li>- Church Organization</li> <li>- City Public Works, Programs</li> <li>- Christmas in April success</li> </ul>		THIRD
	<p>Usable, safe and attractive neighborhood open spaces; attractive interim use of vacant property</p>	<ul style="list-style-type: none"> <li>- Establish gateways and barriers to through traffic.</li> <li>- Create plan for interim and long term use of vacant properties.</li> <li>- Create parks which meet neighborhood needs, not simply City-wide facilities.</li> </ul>			THIRD
		<ul style="list-style-type: none"> <li>- Summer Garden Youth Project, Neighborhood block clubs to utilize for gardens</li> <li>- City owned lots to be made available to next door neighborhood for \$1.00</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood churches, businesses, good housing stock, empty lots. IVY Tech and Riley</li> <li>- Youth labor, empty lots for garden space, Upkeep of units, potentially owned by SEQL</li> </ul>	<ul style="list-style-type: none"> <li>- Youth 2000; SEQL volunteers, Businesses materials and seeds</li> <li>- City</li> <li>- UEA</li> </ul>	

# LAND USE AND PHYSICAL ENVIRONMENT

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
	Park Land Planning for neighborhood	<ul style="list-style-type: none"> <li>- Create plan for park space in neighborhood</li> <li>- Visit other cities neighborhood parks</li> </ul>	<ul style="list-style-type: none"> <li>- Bowman Creek, vacant lots, housing interacting with the park, mature trees, planning assistance</li> </ul>	<ul style="list-style-type: none"> <li>- SEQL work with others to make it work. Park Department maintenance</li> </ul>	FIRST
Lack of Neighborhood Oriented businesses	Maintenance of strong commercial strips on Michigan and Miami	<p>Eliminate bad businesses</p> <ul style="list-style-type: none"> <li>- Periodically inspect businesses, bring into compliance</li> </ul> <p>Beautify commercial strips</p> <ul style="list-style-type: none"> <li>- Upgrade structures and facades to make attractive and appealing</li> <li>- Determine how much maintenance needs to be done</li> <li>- Pave and landscape all parking areas and light them</li> <li>- Fenced parking areas for churches</li> </ul> <p>Hire a neighborhood business coordinator to bring new businesses in and develop new businesses from within and to help those who stay to upgrade their buildings and grounds.</p> <ul style="list-style-type: none"> <li>- Other facilities needed: laundromat, drug store, grocery store, hairstylist, medical facility</li> <li>- Financial help to residents to open businesses and to grow entrepreneurs</li> </ul>	<ul style="list-style-type: none"> <li>- S. Gateway Improvement Association</li> <li>- Community and Economic Development Dept.</li> <li>- Customers</li> <li>- Funding from Business Association</li> <li>- TIF &amp; UEA Support</li> <li>- UEA</li> <li>- Neighborhood Business Development Corporation</li> </ul>	<ul style="list-style-type: none"> <li>- Security Committee deal with security issue; SEQL and business associations to develop relationship; City, local agencies and business groups to offer assistance to business</li> <li>- SEQL; hire expert oversee this program</li> <li>- SBCDC</li> <li>- SGIA</li> <li>- NBDC</li> </ul>	THIRD
	<ul style="list-style-type: none"> <li>- Removal of unhealthy business in area</li> </ul>	<p>Get the Controlled Uses businesses out of Michigan Street area</p> <ul style="list-style-type: none"> <li>- Don't patronize them</li> <li>- Discourage others from patronizing them (pickets, photos, etc.)</li> <li>- Make people aware of the nature of these businesses</li> <li>- Educate youth regarding business</li> <li>- Keep law enforcement aware of behavioral patterns around businesses</li> <li>- Become "watchdogs" around businesses</li> </ul>	<ul style="list-style-type: none"> <li>- People are willing to get involved in ridding our neighborhood of such places</li> </ul>	<ul style="list-style-type: none"> <li>- Area residents, Code enforcement, Area churches, Schools, Community leaders, Civic Organizations, Police</li> <li>- SEQL</li> </ul>	THIRD

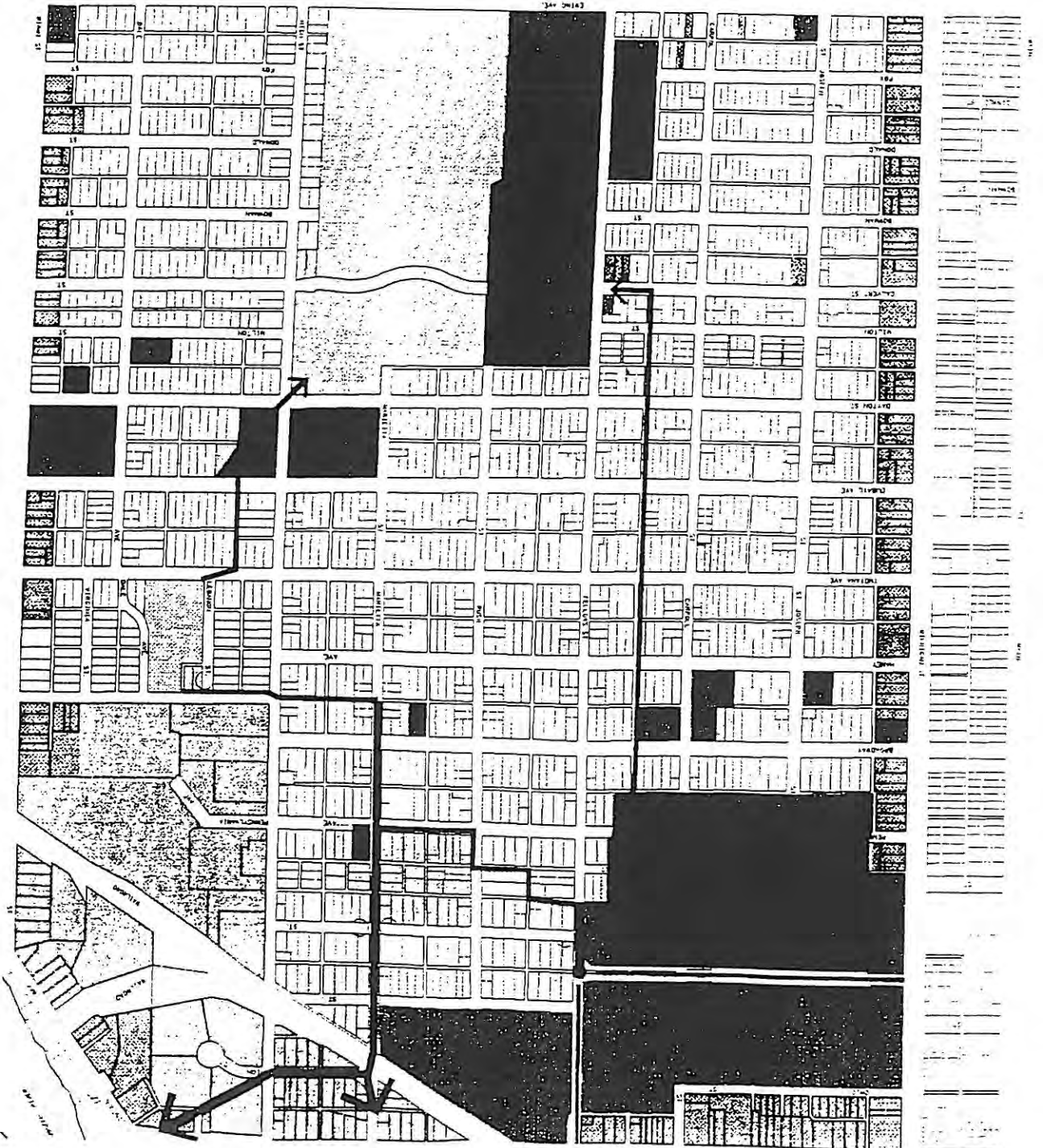
STRATEGY: Take actions to ensure that the residential core remains residential; enhance the quality and extent of neighborhood-oriented businesses; develop institutional uses as neighborhood assets; create balance between residential, recreation spaces, commercial, and institutional uses.

SOUTHEAST SIDE NEIGHBORHOOD STRATEGIC ACTION PLAN - SOUTH BEND, INDIANA

FUTURE LAND USE PLAN

- COMMERCIAL
- ▨ INDUSTRIAL
- ▧ GOVERNMENTAL AND INSTITUTIONAL
- ▩ MULTIFAMILY RESIDENTIAL
- SINGLE FAMILY RESIDENTIAL
- OPEN SPACE

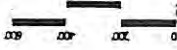
JANUARY 1995



SOUTHEAST SIDE NEIGHBORHOOD STRATEGIC ACTION PLAN - SOUTH BEND, INDIANA

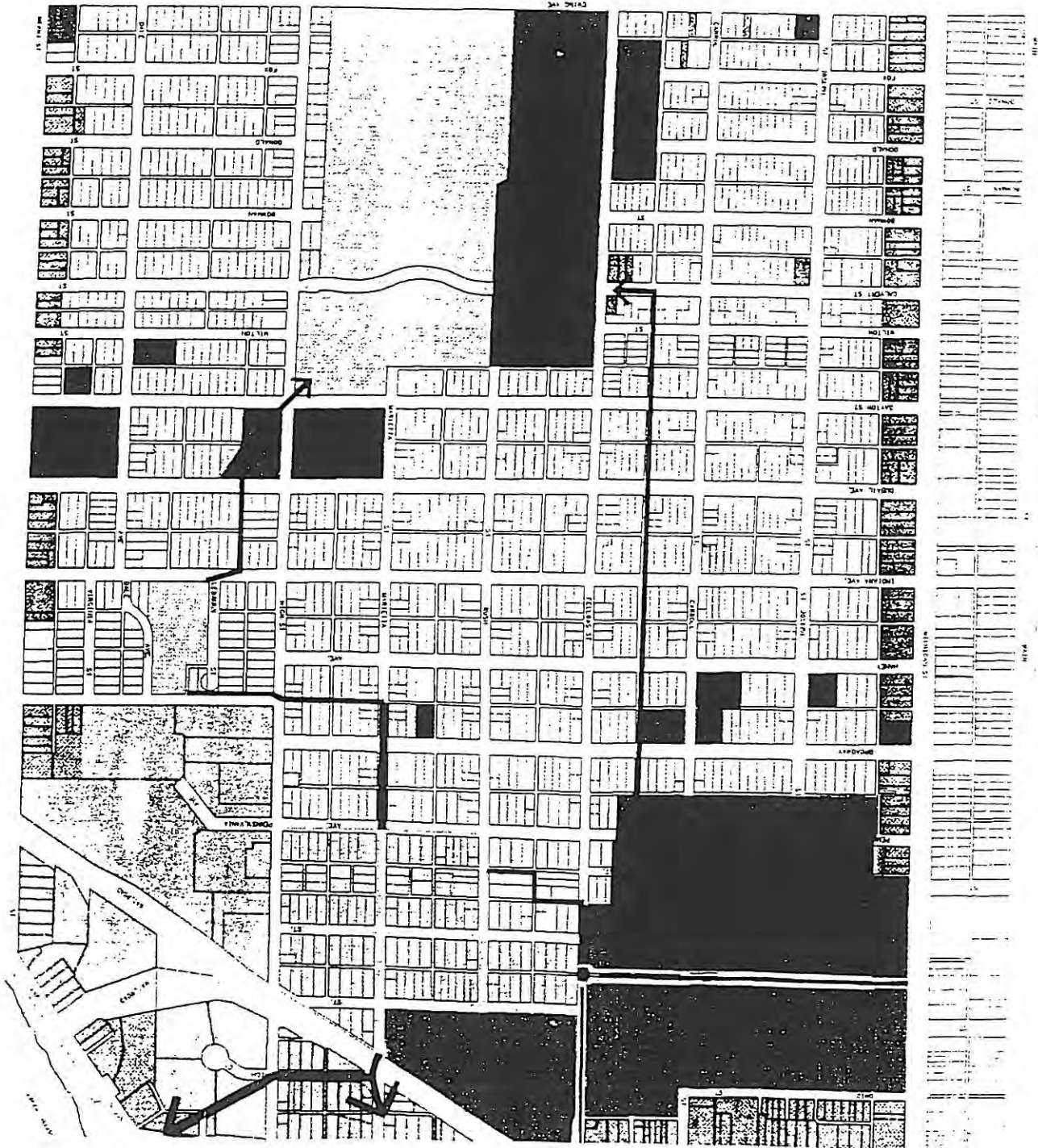


JANUARY 1995



- COMMERCIAL
- INDUSTRIAL
- GOVERNMENTAL AND INSTITUTIONAL
- OPEN SPACE
- SINGLE FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL

ALTERNATE LAND USE PLAN





## LAND USE AND PHYSICAL ENVIRONMENT STRATEGIC PLAN

The Land Use and Physical Environment Task Force was formed to address the concern raised at the Public Forum that the neighborhood was decaying to the point that it was at risk of disappearing. The Task Force was charged with the following Mission:

*The Task Force should identify actions to assure that the neighborhood will exist as an attractive, comfortable, livable place in the future.*

The introduction of new non-residential land uses, particularly the institutions at the north end of the neighborhood and the potential Riley school redevelopment, were raised as potential threats to the identity and functions of the neighborhood. So too is the slow erosion of the housing stock through disinvestment, abandonment and destruction of homes. In the words of one participant, the vision for the future of the neighborhood in the next 5 to 25 years should include "being here."

In addition to focusing on the elements of the neighborhood which are necessary to assure neighborhood strength and tranquility (land use mix, arrangement, maintenance, clean-up and graffiti), the Task Force addressed the issues of condition of public improvements (streets, sidewalks, utilities, trees, street lights, etc.) and the location, size, and features of open spaces and parks, and the mix of businesses which will satisfy neighborhood consumer demands for goods, services and employment.

### Strategic Methodology

The Public Forum raised three significant issues to be addressed by the Land Use and Physical Environment Task Force:

- The uncertainty of the Southeast neighborhood's future;
- The deteriorated visual image of the neighborhood; and,
- A lack of businesses serving neighborhood needs.

In response to these issues the Task Force developed a strategy for

Southeast Quality of Life  
Strategic Neighborhood Action Plan

neighborhood action. The principal elements of the strategy include:

- Taking actions to ensure that the residential core remains residential;
- Enhancing the quality and extent of neighborhood-oriented businesses;
- Developing institutional uses as neighborhood assets;
- Creating a balance between residential, commercial, institutional and recreation uses.

Phases

The further development of several critical partnerships are important early steps which will advance additional successes. Development of these partnerships will not only enhance the credibility of the neighborhood organization in the eyes of potential supporters (including potential funders), but these partnerships will provide strength in numbers. SEQL as an organization will increase its ability to successfully implement programs through key alliances. The partnerships include the relationship between the following:

- SEQL and the South Gateway Business Association;
- SEQL and LISG;
- SEQL and South Bend Heritage Foundation; and
- SEQL and the City of South Bend, including but not limited to: Departments of Code Enforcement, Division of Neighborhood Planning and Development, Department of Economic Development, Parks and Recreation, and the County City Zoning officials.

Elements to be Developed Immediately

**Goal:** Ensure continuity of the neighborhood as predominantly single-family and protect the core residential area from non-residential encroachment.

**Project:** Implementation of land use and transportation plan and modifications to the City's Zoning Ordinance.

**Assets:** Work has been started by the Task Force  
Strong residential base  
Churches  
SEQL  
South Bend Heritage Foundation  
Institutional partners in the Redevelopment Area  
Relationship with the City

**Barriers:** Lack of organization within the community  
Speed bumps will be a challenging issue to overcome  
Some may oppose parking on only one side of the street  
Lack of funding  
Pathway Plan difficult to extend into neighborhood

**Action Steps:**

1. Translate land use concepts developed by the Task Force into a land use plan for adoption by the City. Include:
  - a. The maintenance and enhancement of the single-family residential environment south of the alley just north of Broadway;
  - b. The revitalization of the business corridors along Michigan and Miami streets for neighborhood retailing;
  - c. The expansion of the Riley campus with appropriate gateways and buffers to surrounding residential areas;
  - d. The incorporation of the Ivy Tech, Youth Correctional Facility, Boys and Girls Clubs and other institutions in a coordinated campus;
  - e. The introduction of the South Bend Heritage residential project and other new low density residential environments in conjunction with a neighborhood open space north of Broadway;
  - f. Plan for interim uses of all vacant property; may include "victory gardens", tot lots, mini-arboretums, public nurseries, etc.
  - g. Identification and development of a park designed for neighborhood use, with adequate visibility from residential properties, and appropriate links to other open space within the neighborhood;
  - h. The linkage of existing and future neighborhood parks through a pedestrian and bicycle trail network; and, the enhancement of the Bowman Creek as an environmental asset to the neighborhood.

**Southeast Quality of Life  
Strategic Neighborhood Action Plan**

- i. Street network improvements and intersection improvements, including speed bumps on either side of walkways and certain other blocks where driving is dangerous (Milton, etc.);
  - j. Limited access around and to park; close Fellows; Additional four way stop signs (Carroll and Indiana, etc.) to slow traffic on long cross streets;
  - k. Truck and parking restrictions, including parking on one side of street only on certain streets (High, Milton, etc.);
  - m. Entries into the neighborhood that would help to define and defend the neighborhood from unwelcome or unnecessary intrusion.
  - n. Additional street lights throughout the neighborhood, with higher density in targeted areas.
2. SEOL petitions County-City Zoning Board for modification of the Zoning map and text to limit the land uses within the neighborhood to predominately single family residential area with neighborhood oriented retail/commercial corridors.

- a. Petition to rezone the neighborhood from Residential B to Residential A from the alley south of Pennsylvania Avenue. Modify zoning text, where necessary, inhibit the continued conversion of homes from single family to multi-family uses.
- b. SEOL files formal objections and actively works against use variance requests and rezoning which would permit non-residential uses within neighborhood.
- c. SEOL seeks to modify the zoning within the commercial corridors on Miami and Michigan Streets to encourage neighborhood retailing and to eliminate undesirable adult entertainment uses.

**Goal:** Maintenance of strong commercial activity on Michigan and Miami corridors.

**Project:** Implement business recruitment and retention program for commercial areas surrounding neighborhood.

**Assets:** South Gateway Associations  
Some strong businesses among the others  
Customers  
UEA  
Department of Planning and Economic Development  
People want "adult" businesses out of Michigan Street area  
Churches  
NEDC

**Barriers:** Perception of crime within the neighborhood  
Tenants not willing to participate in upkeep  
Landlords not willing to participate in upkeep  
Lack of assertive business association

- Action Steps:**
1. In cooperation with South Gateway Association, hire neighborhood business coordinator to implement business recruitment and retention program.
    - a. Inventory spaces and properties
    - b. Prepare detailed demographic and market analysis
    - c. Inventory existing goods and services within market area
    - d. Identify opportunities; gaps, missing goods and service providers
    - e. Identify retail space and location standards for retailers (source: *Retail Tenant Directory*)
    - f. Match sites and opportunities
    - g. Develop incentive package to attract retailers
    - h. Prepare marketing prospectus
    - i. Contact regional/national companies
  2. Work with South Gateway Association to implement existing strategic plan for corridor revitalization; enhance plan for site specific redevelopment projects and public space improvements.
    - a. Eliminate adult entertainment operations, obsolete or vacant commercial properties, and decaying structures within the business corridors on Michigan and Miami Streets.
    - b. SEOL works with the City to apply intense code enforcement.
    - c. Modify zoning to encourage retail development along Michigan.
    - d. Initiate campaign to boycott or otherwise inhibit those businesses which are detrimental to the neighborhood.
  - 3.

**Southeast Quality of Life  
Strategic Neighborhood Action Plan**

4. d. Educate youth and residents as to negative impacts of businesses  
Work with the City and South Gateway Association to aggressively pursue  
public and private improvements to make the commercial corridors more  
attractive.
- a. Upgrade structures and facades to make more attractive and  
appealing
- b. Develop music, recreation and walking areas
- c. Bring all substandard buildings into compliance
- d. Pave all parking areas and light them
- e. Install and maintain streetscape (flowers, plantings, banner program)
5. Grow local businesses and local business operators
  - a. Establish a capacity to deliver training and consulting to business  
start-ups.
  - b. Assist start-up businesses with financial (SBA and micro-enterprise  
loans)

**Goal:** Useable, safe and attractive neighborhood open spaces with  
attractive interim and permanent uses of vacant property.

**Project:** Create plans for interim/permanent uses for all vacant parcels.

**Assets:** Large residential base  
Large youth population  
Large number of vacant lots appropriate for development as parks  
and gardens  
Talented residents skilled in landscape architecture  
SEQL  
C.O.G.I.C. and other area churches  
Partners-Youth 2000  
Riley High School  
Partnership Center  
Housing Task Force as partner

**Barriers:** Existing criminal activity in parks  
Diverse ownership of vacant parcels  
Lack of neighborhood control of parcels  
Lack of funds

Action Steps:

1. Develop parks plan
  - a. Visit other successful cities' urban neighborhood parks
  - b. Identify vacant lots which are suitable to accommodate parks
  - c. Work with City to determine which lots are suitable for permanent dedication as parkland
  - d. Conduct a design competition among Landscape Architects and Urban Planners to design a neighborhood park system
  - e. Choose plan which meets requirements of entire neighborhood
  - d. Work with area landscape contractors and developers for donated materials and labor.
2. Develop plan for infill housing on vacant lots not accommodating parks.
  - a. Work in conjunction with Housing Task Force to accomplish their mid- and long-term projects including:
    - relocating suitable homes from targeted by the Riley High School expansion and the construction north of Broadway construct new single family homes in remaining vacant infill sites;
    - creating a neighborhood based finance corporation to serve as the non-profit mortgage banker to finance the purchase and/or improvements of single and multi-family housing.
3. Develop interim uses plan for vacant lots not accommodating parks or homes.
  - a. Identify which vacant parcels will be developed in the future, but remain vacant at present.
  - b. SEQL/Partnership Center volunteer dedicates time to implement Summer Garden Youth Project
  - c. Develop a Youth Conservation Corps to provide maintenance services to vacant parcels and neighborhood residents.
  - d. Work with C.O.G.I.C. based on their past successes with their youth garden project.
  - e. Neighborhood Block Club utilize empty lots and be given access to equipment through a lending program (Loan-A-Tool project).
4. Other vacant parcels which will not accommodate any of the above which are adjacent to owner-occupied single family homes should be offered for sale to that owner for \$1.
5. Work with Redevelopment, Park Department, South Bend Heritage, Family and Childrens Center, Parkview, IVY Tech to develop support for the entire park system plan.

Success

Critical measures of success will include the adoption of Neighborhood Land Use planning documents which allow the City and existing and future residents of the neighborhood an opportunity to predict and plan for the future public and private investments. Particularly important will be the ability to set a limit to the encroachment of non-residential uses into the residential area and the protection of the core residential area through land use controls.

The Southeast Neighborhood, through the development of SEQ, must establish a mechanism for monitoring change. The Land Use and Physical Environment Task Force, or its successor standing committee, must regularly inventory and report progress and defeats. Among the items to be monitored are changes to the use of land, new homes built or located, homes demolished, new businesses established, new parks established, etc.) changes to the zoning or land use designations, improvements or declines in the physical condition of property or buildings, and physical improvements or declines in the condition of public infrastructure or utilities.

How Does the Strategy Address the Goals?

The Task Force's four point strategy and the actions which further define this strategy are aimed at implementing a series of goals for the neighborhood:

The Task Force cited the continued erosion of the residential core of the neighborhood through abandonment, demolition, and conversion to institutional uses as a significant influence on the quality of life within the neighborhood and the prospects for continued existence. There is a critical mass of homes within a limited area below which the sense of place, the economic stability, and the neighborhood's social structure are no longer viable. The neighborhood need not be completely residential, thus the strategy for establishing an appropriate balance of uses in their appropriate locations. The Task Force calls for a cooperative effort between the neighborhood and the City of South Bend to adopt a Neighborhood Land Use plan and to implement and defend the plan through appropriate revisions to the zoning ordinance, map and other development controls.



Since much of the use of neighborhood property is for housing, there is substantial overlap between the strategies of the Land Use and Physical Environment and the Housing Task Forces. It is worthy of re-emphasis to state that the physical characteristics of housing strongly influence the character and attractiveness of the physical environment of the neighborhood. This Task Force suggests actions which continue the existing density/intensity of the single-family dwelling areas as they have existed prior to neighborhood decay, including infill or relocation of homes to properties where homes have been lost. The Task Force also underscores the need to maintain both the structural integrity of homes as well as their appearance through active maintenance, housing rehabilitation and code enforcement programs.

The neighborhood is made of neighbors more than of homes. The Task Force calls attention to the relationship between homeownership, pride and attention to property maintenance, and the level of participation in neighborhood activities. With some exceptions, neither landlords nor their tenants have shown a desire to participate in activities which support the neighborhood nor have they adequately maintained their homes. The Task Force's strategy to maintain the core of the residential neighborhood includes actions which will make homes more available to buyers who will live in them, maintain them, and become active members of the neighborhood. This may include active intervention to assure that homes are attractive to homebuyers, that they are marketed to homebuyers, and that attractive financing is available to homebuyers.

Street improvements, separation of commercial zoning from residential, and interim use of land designated for ivy Tech and parkland also play essential roles in the stabilization of the neighborhood. Street improvements not only enhance the overall appearance of the neighborhood, but also can create a more pedestrian friendly atmosphere and enhanced atmosphere for children and family recreation. Identifying interim uses for large expanses of open spaces also ensures not only an enhanced appearance but also can satisfy the recreational demands of the community. Finally, by separating commercial zoning from residential zoning, the community protects its single-family character and establishes a level of defensibility for that single family character in land use decisions.

How Does Land Use and the Physical Environment Relate to Other Task Forces?

As noted above, the Land use and Physical Environment Task Force and the Housing Task Force have a number of issues of mutual concern, particularly with respect to the maintenance of the core residential area. These task forces, their successor committees or SEQL at large will benefit by the development of tools and capacities (programmatic or organizational) which work toward their mutual actions.

Many of the approaches to improving the image and nature of neighborhood security may involve physical changes to the public infrastructure (improved street lighting, cul-de-sacs, traffic diverters, park and public place design, etc.) that will affect the character of the physical environment.

Many of the Capacity Building actions which focus on assisting business development, neighborhood employment, neighborhood community development, property maintenance, neighborhood gardening and similar asset building are directly related to the interest of the Land Use and Physical Environment Task Force.

## NEIGHBORHOOD ISSUES

As a result of the comments and neighborhood perspectives offered at the public forum, the consultant team prepared a limited list of issues to be addressed within four categories. The consultant also posed an overall mission for the strategic plan, and individual mission statements for each of the four category areas: Land Use and Physical Environment, Neighborhood Security, Capacity Building and Housing. Upon review and discussion with the SEQL leadership and after public comment, the following Mission Statement was accepted.

### **THE SOUTHEAST SIDE MISSION FOR SUCCESS:**

*The Southeast Side will achieve the complete involvement of every neighborhood resident and business in development of the strategic action plan and the revitalization of the neighborhood to guarantee the quality of life for themselves and each other.*

The Consultant team prepared four work papers, one for each of the four issue categories. These papers were designed to focus neighborhood attention on the trends which led to existing conditions, and to suggest alternative approaches toward addressing neighborhood goals.

## CAPACITY BUILDING WORKING PAPER

### Overview

Issues of capacity are complex. Most frequently these issues are masked by their resulting behaviors --- high levels of criminal activity, single parent households living in poverty, homes showing signs of neglect, low educational attainment levels, and high levels of unemployment.

This section will discuss capacity as an individual key issue but also as it relates to other issues discussed within this report. At the neighborhood meetings capacity was discussed in three primary categories: individual, organizational, and the structures which support capacity or the development of capacity.

1. Individual capacity is an individual's level of attainment in a particular skill area but also the way an individual feels about him or her self; what one believes one can do. Individual capacity is a resource (asset) of the neighborhood. It may be discussed as feelings of self esteem and empowerment. Individual capacity is a strong resource of the neighborhood.

2. Organizational capacity is what a neighborhood can do together. Organizational capacity is most often demonstrated in the ability of an organization to wield power, to attract positive attention and resources to the neighborhood and the ability to work together to solve problems. Examples may be the amount of public works dollars spent in the neighborhood, the existence of the neighborhood as a target neighborhood for bank lending, or perhaps for non-profit projects such as "Christmas in April".

3. The structures which support capacity or which enable the building of capacity may be things like transportation, child care, and City code enforcement. These structures may be inside or outside the neighborhood and may or may not be under the control of the neighborhood but are very important to the neighborhood. The availability of these structures may be neutral as with a law or regulation or may require some level of capacity to access such as the need to have political clout to ensure the enforcement of the law or regulation.

### Trends, Causes and Influences

The changes in the neighborhood and family structure, aging of the population, influx of new residents, increased percentage of rental housing, decreasing residents overall, and a rise in crime, all cause feelings of isolation in the residents and an overall demise of the neighborhood. The elderly and youth in particular are vulnerable to these feelings of being isolated. Yet even parents working outside the home feel isolated from others in their neighborhood. Jobs, child care, groceries, health care, little is available within or nearby the neighborhood. The stresses of life and the strain of making ends meet on a limited budget leave little time or energy for the affairs of the neighborhood.

Alvin Toffler writes in his book The Third Wave about the loss of structure and meaning and sense of isolation experienced by those living lives in flux.

Individuals need life structure. A life lacking in comprehensible structure is an aimless wreck. The absence of structure breeds breakdown. Structure provides the relatively fixed points of reference we need. That is why, for many people, a job is crucial psychologically, over and above the paycheck. By making clear demands on their time and energy, it provides an element of structure around which the rest of their lives can be organized.

.... Today the breakup of the [community, work, and family] is dissolving the structure in many individual lives before the new structure-providing institutions of the...future are laid into place... To this loss of order we must also add the loss of meaning. The feeling that our lives "count" comes from healthy relationships with the surrounding society-from, corporation, church, or political movement.

The issue of crime, specifically youth crime, is particularly complex but clearly related to the breakdown of our social and family structures. Mercer Sullivan, a Senior Research Associate at the Vera Institute of Justice, New York City, writes in his book "Getting Paid" Youth Crime and Work in the Inner City about crime from the wider context of the family situations, school and work experiences of young males. He directs attention to the broader issue of the social isolation of the inner cities which produce street crime and a wide range of social problems. Dr. Sullivan writes:

...high rates of youth crime in the inner cities are caused not just by the specific lack of employment opportunities for youths but, even more fundamentally, by poor employment conditions throughout these neighborhoods which produce both the stresses of poverty and weakened social control.

### Remediation Measures

The causes of isolation, crime, unemployment and employment in low wage jobs are complex, yet maintaining a strong community social structure is essential to ensuring the economic success of a neighborhood.

Anthony Downs, Senior Fellow, at the Brookings Institution, writes in his book Neighborhoods and Urban Development about the critical role neighborhoods play in transferring and supporting social values.

The creation of values and social structures and their transmission from each generation to the next are among the most vital social functions within individual neighborhoods. Moreover, deficiencies in these elements are among the most important and most intractable aspects of neighborhood life in many areas, especially where poverty is concentrated. Family structures are weak, with many single-parent households in which adolescent children are often influenced more by peer groups than by adults. Values dominating interpersonal relations are often grounded on low self-esteem, feelings of personal powerlessness, hostility toward others, admiration of criminal and other antisocial behavior, lack of respect for hard work or education and general cynicism...the elderly fear going out on the streets; and interpersonal relationships become laden with suspicion. Young people are discouraged from adopting attitudes toward learning and work that would enable them to escape from such conditions by developing skills marketable in the larger society. Hence their dependence upon public assistance and illegal activities is perpetuated.

If we take his words at face value it is critical that the structures of community be upheld. This cannot be dictated from outside the neighborhood but must come from within the neighborhood. The neighborhood must look within itself for answers to the stresses it is dealing with.

Each of the above issues has as its underlying cause the lack of capacity of individuals, families, organizations and the neighborhood in general. How is it that we can begin to build the capacity of individuals and institutions to address these issues on an immediate level and prevent their recurrence in the future?

**Recreating a Sense of Community Within the Neighborhood**  
The first step to rebuilding capacity within the neighborhood is recreating a sense of community within the neighborhood. As neighbors work together to identify issues and priorities and chart a course of action for the future, a sense of community is built. That alone is unlikely to be enough to reestablish community once it has broken down. The strategic plan will need to contain strategies that establish and reinforce community.

A second aspect of a sense of community is knowledge about the parts that make up the whole of the neighborhood. Numerous participants in the neighborhood meetings suggested the need and desire to know and use existing resources from within the neighborhood. The resources of and for the neighborhood refer not only to its access to essential services such as health care, groceries, child care and the like but more importantly to the resources of individuals such as the knowledge of the elderly and the energy of youth. The assets of the neighborhood could be developed and better utilized by the

## 2. Knowing the Neighborhood: The Neighborhood Inventory

plan it must create the structure of its organization to support such a plan. SEQL can embark on the successful implementation of a neighborhood strategic carry forward of projects which benefit the neighborhood as a whole. Before communication between residents and the Board, and the development and the publication of established meetings dates, creation of a formal line of the leadership and actions of the trustees of the organization in such actions as committees, and procedures for operations. This confidence is upheld through structure including bylaws, a Board of Directors, officers, 501(c)(3) status, Building confidence in the SEQL begins with the establishment of a formal legal

institution must share the confidence of the neighborhood as a whole. residents to act as the legal trustees of the neighborhood. Moreover, the areas of mutual concern. To do this will require the commitment of individual separate from the group of interested individuals who came together around recognized neighborhood organization. It must develop an institutional identity community is the SEQL organization. SEQL must become a formal and The first structural element that must be reinforced to recreate the sense of

## 1. SEQL as a Formal Neighborhood Structure

breakdown. This breakdown has left the SEQL neighborhood fragmented. An important aspect of recreating a sense of community is structure. Neighborhoods have both formal and informal structures. These elements link residents together and cause them to function as a neighborhood rather than independent and isolated individuals. Crime, transients, empty lots, boarded up houses, language barriers, and the stresses of daily existence sever the physical and emotional ties between individuals and cause these structures to

creation of *The Neighborhood Inventory*.

The Neighborhood Inventory would be just that, an inventory of the businesses, services, institutions, families, and individuals in the neighborhood; and, the products, skills, and services they are willing to share as a volunteer, for a fee, or in return for some other product or service. Individual skills might include story telling, child care, yard work, home repair, painting, tax preparation, tutoring, homework, transportation, or gardening. The Inventory may be a loose leaf binder, perhaps a spiral bound notebook with ample places for notes, or a computer data base at the partnership center.

Information for the Inventory could be gathered by a questionnaire administered through the mail or in person. It might be the first project of the next strategy Block Captains. Possible partners may include churches, school groups, or neighborhood clubs. The cost of printing and materials could be covered by the sale of advertisements to local merchants or individuals wishing to promote their services. Additional interest in the Inventory could be generated by the availability of discount coupons to all who complete the survey.

It is important to remember the point of this Inventory. It is not simply an opportunity for self-promotion, rather it is an opportunity to create self and neighborhood awareness. For example, transportation to the grocery for an elderly resident may be traded for an afternoon of stories for one's children. The Inventory presents an opportunity to get to know your neighbors, appreciate their skills, and become more neighborly.

One potential problem exists for the use of bartering if made a formal part of this strategy. Formal bartering, though an accepted practice in many cultures, and active in some locations in the U.S. is scrutinized by the IRS where the sale of goods or services would have resulted in revenues paid to the IRS. This issue would have to be resolved at some point in the future.

3. Improving Neighborhood Structure and Communication: SEQL Block Captains

Neighborhood structures are generally informal, made up of a vast network of communicators (some would say busy-bodies) who carry the news of the neighborhood to others within their own grouping. Groupings are made up



generally of retired men and women, and stay-at-home-mothers and their children, both who are at home in the neighborhood during the day, and a third grouping of neighborhood businesses. Interaction between the groupings is a function of geographic proximity --- a stay at home mother lives next door to a retired person --- or another relationship such as marriage or church membership. Numerous things may cause these informal networks to breakdown. Fear to leave one's home, dual-income couples working outside the neighborhood, or language barriers may cause the breakdown of these informal means of communication.

When the informal mechanisms are not enough, formal mechanisms may be put in place to establish lines of communication. One way to structure communication within a neighborhood is through *Block Captains*. A block captain takes charge of the flow of information for their block. He or she makes a point to know all those who live or work on that block making frequent informal contact with them. Captains ensure that residents are informed of neighborhood issues and gather comments and questions for neighborhood leadership. In addition they are a source of knowledge on the status of neighborhood problems and assets.

Block Captains generally volunteer for their role but they may need to be encouraged. It is most useful if the position rotates but that is not necessary to the structure. Blocks may be square blocks or block faces or another grouping as appropriate. More important, the structure must be consistent and easily recognizable to residents of the block. A sign or flag may be an easy way to establish who Block Captains are at any given time.

The Block Captain strategy is an easy one for success if the job has clear goals and guidelines and is not too time consuming for the Captain. One caution is that sometimes those who volunteer readily are already too busy and are not at home enough to be available as a neighborhood trouble-shooter. In that situation, someone who is at home more frequently but still feels comfortable out in the neighborhood may be a better choice. Another potential trouble point is when the issues gathered by the Block Captain fall on deaf ears. Success of this strategy requires active and sympathetic leadership recognized in the neighborhood organization.

Creating and Reinforcing Linkages with Existing Institutions

Institutions often exist in a vacuum from the neighborhood within which it is located. Although the high school is centrally located within the neighborhood and serves many neighborhood residents, it does not depend solely upon the existence of the neighborhood to keep its own doors open. Yet, one of the most important assets within the neighborhood is Riley High School. The neighborhood must strengthen its relationship both with Riley School and other neighborhood institutions including Studebaker Elementary School, Memorial Hospital Clinic, Boys and Girls Club, banks, and neighborhood business to name a few. These institutions are key neighborhood resources. Establishing and reinforcing these linkages will strengthen the community and increase access to resources to build the capacity of individuals and families.

Prevention Measures

Creating strategies which prevent not just remediate or treat symptoms requires both identifying the root causes of crime, low self-esteem, and other social ills and also committing to working toward its alleviation over the long term. Prevention has little immediate rewards and success occurs when something fails to occur --- when something was prevented --- rather than when something occurs.

Long term capacity depends upon the building resources and neighborhood assets. For example, long term neighborhood capacity depends upon residents accumulating skills toward a degree, residents accumulating funds to buy a home or go to college, or an organization effectively serving its supporters over many years. A major barrier to the building of capacity within low income communities is the lack of future orientation and the institutionalized inability to build assets for the future.

Creating a Future Orientation Through Asset Accumulation

The accumulation of assets is a difficult concept for many due to their need to see positive results TODAY. Moreover, individuals on public assistance are penalized if they begin to accumulate wealth or assets. The allowance for accumulation of assets is very limited. However, it is crucial for the future success of the neighborhood that residents have a future orientation -- a vision

of their future; residents must take actions always looking toward that future. Residents also must understand the need for long term asset accumulation.

- Individual Development Accounts for Education

An Individual Development Account (IDA) for Education would be an account for young, school age residents of the neighborhood to encourage them to save and focus toward the long term goal of education. Deposits made by the youth would be matched by the neighborhood through a variety of sources.

Ideally, Studebaker Elementary and Riley High School would be partners in this project and would work education and information about the accounts into their school curriculum. Financial planning and personal economics would become a part of the school curriculum. Planning for the use of the IDA would also serve as a mechanism for developing a future orientation. Specific planning skills and planning exercises would be built around each student's IDA. For IDA participants, this exercise would involve real funds and real plans; therefore, the learning process would be meaningful in a way that no traditional economics course or personal finance course could ever be. In addition, school sponsored projects oriented toward developing funds for deposit might be arranged.

IDA Accounts would be set up for long term educational goals only. Withdrawal of funds for other purposes would forfeit the match and any earned interest. Forfeited match and interest would return to the match fund for other depositors.

Other partners that may be interested in participating by accumulating the match fund or participating in asset accumulation strategies for the youth, may include the Urban Enterprise Association, which has already expressed interest in this concept, local businesses, foundations, and civic groups.

#### 4. Community Based Economic Enterprises

Strategies for the long term health of SEQL and its support of the neighborhood may also be based in a future orientation and asset accumulation through community based economic enterprises. The neighborhood priorities expressed in the neighborhood meetings of local control, reducing imports, neighborhood employment, and better use of local resources all point to a very different

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orientation. Fulfilling these priorities requires an attempt to undertake development in a way that preserves local control of productive assets through institutions that are anchored in and accountable to the community. Such institutions build the capacity of the neighborhood in a very tangible way — through broad community ownership.

Community Based Economic Enterprises rely on cooperative or collective ownership of shares of an enterprise. Shares may have been acquired initially by sweat equity. Jeff Shavelson, in his book Third Way A Sourcebook Innovations in Community Owned Enterprise identified the best Community Development Corporation owned enterprises are those that match the capabilities and interests of their local communities with the product or service they produce. Examples include the repair of automobiles; the manufacture of modular furniture for hotels with single occupancy rooms; or the introduction of recycling projects to urban areas with problems of litter and high unemployment.

Mom's Enterprises, owned by the Blackbelt Human Resource Development Center, is the manufacturer of an all purpose cleaner that is sold door to door and to local outlets. The enterprise employs 5-10 workers who are referred by the local JTPA office. A primary mission of the enterprise is the training of minority women. In the research for Mom's Enterprises they turned to the University of Alabama that identified three criteria for a product's commercial viability:

- 1 - The product must be easily produced and distributed;
- 2 - The product must meet the needs of job training for the area's low-income, minority residents; and
- 3 - That it establishes a competitive niche in the market.

A product which meets the initial criteria would be the creation of a child care collective. Future arrangements might include the development of a SEQL owned child care center or the creation of self-employment opportunities in child care.

## TASK FORCES

Neighbors began taking an active role in leading the planning process by joining Task Forces. The Task Forces were the key elements of the strategic planning process. The Task Forces were short term commitments by individuals who wanted to take an active role in planning for the future of the community. The four Task Forces directly assisted in the planning of key actions and programs to improve the quality of life in the neighborhood. Participants were divided into Task Forces focusing on Housing; Land Use and the Physical Environment; Capacity Building; and Neighborhood Security issues. Based on the findings in the Working Papers, the Task Forces determined an overall strategy to guide their goals setting and action development activities.

Each Task Force then determined specific long and short term goals to improve life in the neighborhood. The Task Forces detailed specific actions geared at accomplishing those goals and identified existing assets which could be built upon to accomplish those goals. The goals are listed in the Strategic Plan Table that follows. The Task Forces also assigned parties to be responsible for ensuring that the specified action was completed. Each group's missions and charge is detailed below.

## CAPACITY BUILDING

*Mission: The Task Force should identify actions and programs which allow residents to better themselves and to have a better life. They should also identify actions which allow neighbors to do things for each other to improve neighborhood life without needing to depend on outsiders.*

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Weak Neighborhood Organization</p> <p>Lack of Participation</p> <ul style="list-style-type: none"> <li>- Residents</li> <li>- Businesses</li> </ul>	<p>Responsible Leadership</p> <p>Neighborhood Self Sufficiency</p> <ul style="list-style-type: none"> <li>- Sell as a power of and for the neighborhood</li> <li>- Sell as a Housing Agency</li> <li>- Broad based, inclusive, open minded organizations which actively and efficiently serve neighborhood interests.</li> <li>- Active resident and business participation in neighborhood</li> </ul>	<p>Create block captains; report to SEQL</p> <ul style="list-style-type: none"> <li>- Know their neighbors, add to inventory</li> <li>- Help neighbors know each other</li> <li>- Regularly re-visit block members with current info.</li> </ul> <p>Build bridges and Institutions</p> <ul style="list-style-type: none"> <li>- Identify key education/skill institutions</li> <li>- Identify key institutions</li> <li>- Identify key organizations</li> <li>- SEQL builds partnerships with above</li> <li>- Inter-generational activities, Inter-ethnic interaction</li> </ul>	<p>South Gateway Business Director. IUSB</p> <p>Pepsi, Nipsco, Bank, Churches Notre Dame NRTSC ProBono Attorney ProBono Accountant LISC Gospel Fest Planning Div</p>	<p>School Board, Residents, News media.</p> <p>Consultants, Planners, Neighborhood's identified leaders</p> <p>Chamber of Commerce, Police, Bank</p>	FIRST

**CAPACITY BUILDING**

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Lack of Neighborhood Unity</p> <ul style="list-style-type: none"> <li>- Personal Isolation</li> <li>- Lack of Neighborhood Parenting</li> </ul>	<p>Strong Family Structure</p>	<p>Neighborhood Inventory (see above)</p> <p>Individual Development Accounts</p> <ul style="list-style-type: none"> <li>- Create IDA Advisory Board</li> <li>- Work with bank to establish small accounts friendly policies</li> <li>- Incorporate IDA education into school curriculum</li> <li>- Develop money making projects</li> <li>- Federal waivers for income/asset limitations on residents receiving public assistance</li> </ul>	<p>Newsletter, telephone tree</p> <p>SBHF</p> <p>Riley High School, Studebaker School, Neighborhood banks, UEA</p> <p>Enterprise Commission Plan</p> <p>Gospel Fest</p> <p>Churches</p> <p>Youth Service Bureau</p> <p>Healthy Communities Initiative</p>	<p>Riley High School</p> <p>Studebaker School</p> <p>IDA Advisory Board</p> <p>SEQL</p> <p>UEA</p>	<p>THIRD</p>
<p>Lack of Positive Neighborhood Self Image</p>	<p>High Personal Self-Esteem Among Residents; Strong image within South Bend</p>	<p>Invite community in</p> <ul style="list-style-type: none"> <li>- Teacher and principles to SEQL meetings</li> <li>- Showcase positive assets ie Gospelfest, Art Show</li> <li>- Positive news through media, e.g. newsletter, telephone tree</li> <li>- Encourage specialty shops to open in area.</li> </ul> <p>Share success stories</p> <ul style="list-style-type: none"> <li>- Identify success stories, e.g. individuals, institutions, businesses</li> <li>- Publicize</li> </ul>	<p>Active and cohesive neighborhood</p> <p>Gospel Fest</p> <p>SEQL</p> <p>Local Businesses</p> <p>Success of Previous Projects</p> <p>Block Captains</p> <p>Media</p> <p>SEQL Newsletter</p> <p>Church Bulletins</p> <p>SBHF</p>	<p>SEQL</p> <p>Partnership Center Coordinator</p> <p>Churches</p> <p>SGIA</p>	<p>THIRD</p>

# CAPACITY BUILDING

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Under utilized Neighborhood Assets</p> <ul style="list-style-type: none"> <li>- Youth</li> <li>- Personal Skills</li> <li>- Educational Institutions</li> <li>- Seniors</li> </ul>	<p>Bring neighborhood closer together by building a base of information for future projects. Use of Existing Individual Capacities.</p> <ul style="list-style-type: none"> <li>- Youth</li> <li>- Seniors</li> <li>- Speciality Skills</li> <li>- Community Assets</li> </ul> <p>Wide spread knowledge of and access to neighborhood resources</p> <ul style="list-style-type: none"> <li>- Skills</li> <li>- Daycare/after school</li> <li>- Neighborhood employment</li> </ul> <p>- Bring neighborhood closer together by building a base of information for future projects.</p>	<p>Neighborhood Inventory</p> <ul style="list-style-type: none"> <li>- Conduct a block by block survey of SE residents, skills and needs, distribute skills inventory using a printed "Neighborhood Directory"</li> <li>- Develop a data base in a form that can be easily updated.</li> <li>- Disseminate information and updates to neighborhood</li> <li>- Determine what information we want to gather and include in the directory</li> </ul> <p>Community Based Economic Enterprises</p> <ul style="list-style-type: none"> <li>- Match neighborhood capacities with needed products and services</li> <li>- Establish legal structure</li> <li>- Prepare business plans</li> <li>- Identify appropriate business participants</li> </ul>	<p>Names and addresses of residents available from city planning</p> <p>Enterprise Communities Plan</p> <p>Some info. already available to get started.</p> <p>Near Northwest Neighborhood, Inc.</p> <p>Newsletter, partnership Center, stores, libraries, churches</p> <p>Youth Service Bureau</p> <p>Neighborhood Inventory</p> <p>Models for success nationally</p> <p>Healthy Communities Initiative</p> <p>Notre Dame &amp; IUSB</p> <p>SBHF</p> <p>Available land and buildings</p> <p>NRTSC</p> <p>Gospel Fest</p>	<p>SEQL and Partnership Center leadership give credibility to inventory takers.</p> <p>SEQL</p> <p>Notre Dame IUSB</p> <p>Volunteers</p> <p>Churches</p> <p>Local Business</p>	<p>SECOND</p>



-Rent-a-Teen program  
-Curfew

**BARRIERS:**  
-Neighborhood participation lacking  
-Curfew not enforced  
-City resource allocations

**ACTION STEPS:**

1. Enforce curfew.
2. Expand programs to improve locks and security (smoke detectors) and add yard lights.
3. Move street lighting from north of Broadway as redeveloped for other uses.
4. Expand tree trimming program
5. Hire Rent-a-Teen from partnership center to control overgrown areas (bushes, etc.) around private houses.
6. City keep weeds cut on private property and assess cost to the owners.
7. Create a demonstration program using capital improvement funds to close streets and place speed bumps to reduce through-traffic and create a sense of neighborhood, beginning in fiscal year 1995.
8. Use CDBG and UEA funds starting in fiscal year 1995 to extend lighting, tree trimming, and security and lock programs to all residents of South East neighborhood.

Elements to be Developed over the Short Term  
(One to Three Years)

\* Community Policing

**GOAL:** Reduce the fear of crime in the South End neighborhood by the  
higher visibility of police patrols.

**PROJECT:** Through community policing, reduce the fear of crime, build  
direct communication links between the police and the  
neighborhood, and generally make the neighborhood safer.

**ASSETS:** -Existing community policing programs (NRAP patrols,  
neighborhood watch, MARC, etc.)  
-New omnibus crime legislation.  
-Neighborhood telephone chains.  
-The lock and security program.

**BARRIERS:** -Police precinct stations tried unsuccessfully in the past.  
-Lack of police manpower for foot patrols.  
-Perception that Police are unwilling to walk or bike neighborhood  
on a regular basis.

**ACTION STEPS:**

1. Using the new omnibus crime legislation, starting in fiscal 1995, provide  
two officers for each beat, working out of the partnership center, to  
provide a combination of foot and bicycle patrols as a demonstration  
project for the City.

2. Under the direction of the police department supervisors, provide for  
officers to spend regular office hours at the center to take citizens  
complaints and gather information about illegal activities occurring in the  
neighborhood, ie. drug houses, gang activity, and expand key programs  
such as the neighborhood watch. Must be coordinated with the activities  
of the SEQL newsletter and Partnership Center committee.

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3. SEOL Board/Neighborhood Security Task Force meet with police quarterly to monitor the program and to improve it, including additional programs operated the partnership center.
4. City to create financial incentives, ie. special mortgage program, to encourage police to live in South East neighborhood as well as other at risk neighborhood in the City.

**Elements to be Developed over the Medium Term  
(Three to Five Years)**

**\* Safe Havens**

**GOAL:** Safe, drug-free, gang-free environments for both students and adults in which to learn and improve their skills.

**PROJECT:** Establish safe havens at the new Riley High School campus, the New Boys and Girls Club and South East Partnership Center for both students and adults from the community.

**ASSETS:** -New construction at Riley High School and Boys and Girls Club and rehabbed South East Partnership Center.  
-Adult and high school educational programs (including project DARE).  
-Crime prevention programs operated out of partnership center.

**BARRIERS:** -Danger to children on the street and at school from drug dealing, gangs and threats of violence, including from knives and guns.  
-Lack of access to school sites after regular school day.

**ACTION STEPS:**

1. Under the direction of the Boards and staff, design a new Riley Campus and Boys and Girls Club, which are safe, full service, and designed for adult as well as student educational weeds, and operating a program which benefits the community through an extended day into the evening hours.

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2. Lock down Riley High School during the day, in particular, the lunch hour.
3. Sources of funding include the new omnibus crime legislation which has funding for Boys and Girls Clubs, midnight basketball programs and other type of prevention programs (ie. project DARE).
4. Under the leadership of the SEQL board, expand neighborhood security programs offered at the partnership center.

**Next Steps**

1. **Block Watches**  
The most important next steps for the Neighborhood Security Task Force is the organization of the South East neighborhood into well organized block watches. Starting in October/November, 1994 a block club a month needs to be organized. From the block captains to the active block residents will be drawn the manpower to carryout many of the other community driven activities, such as the informational picketing effort aimed at prostitute and drug dealers. The neighborhood organizer must also assist in this organizing effort.

2. **Police Partnership**  
The Police must assist in neighborhood watch and become a full partner in the community policing effort. Without the police department's full cooperation with the goal of this program including foot and bicycle patrols, the partnership with the neighborhood will not be fully realized. Prevention needs to be embraced by the police as of equal importance with the criminal apprehension function. Reductions of the perception of crime can add to the well being of the neighborhood as well as the number of arrests.

3. **Institutional Partnership**  
The institutions in the neighborhood need to become full partners with the SEQL board to allow for such programs as safe havens to succeed. The City School Board and the Boys and Girls Club are to play particularly key roles in this effort.

Lastly the Mayor and City Council need to provide leadership and resources to the South East neighborhood. Fortunately new resources are available through the crime legislation. Although, those must be completed for with other municipalities, South Bend has a reputation of being successful in their planning grantsmanship. Priority needs to be given to South East if this neighborhood is not to be destroyed from within by crime as well as from without by the wrecking ball. It will take courage on the part of the Mayor and City Council to target resources, such as capital improvement funds, to this neighborhood with so many competing and worthy projects to choose among and limited available resources.

### How Does Neighborhood Security Relate to Other Task Forces?

The reduction of criminal activity in the neighborhood is essential to the success of any of the other task forces. Crime is like a neutron bomb, you can improve the physical condition of the neighborhood but without rooting out the criminal elements living within the neighborhood and operating on its fringes, the community regresses to its previous state of decline.

## PROJECT PRIORITIES AND THE OVERALL STRATEGY

The strategic planning process used in the development of this plan relies heavily on input from the public and task force members. The selection of projects and setting priorities for their implementation also respects the importance of community involvement in selection of specific projects. The selection of projects and the setting of priorities significantly influences the overall strategy to guide the implementation of the plan. Furthermore, the overall strategy is dependent upon the level of commitment by the neighborhood in the implementation of the projects. As a result of the public forum and leadership meeting on November 15 and 16, priorities were set which are reflective of neighborhood choices and the overall strategy to guide implementation of the strategic plan.

### Neighborhood Priorities

The public forum on November 15, 1994 had two key objectives to accomplish. First, each Task Force chair presented that Task Force's portion of the draft plan to the public. The chairs described the process to-date, the overall guiding strategy, and the programs or action steps to be undertaken by the Task Force on their top priority projects within each Task Force.

### Housing

The top priority as voted by the public for the Housing Task Force was to gain the organizational capacity establish a neighborhood-based Community Development Corporation to interceded and prevent the further decay of homes and blocks within the neighborhood.

### Land Use and Physical Environment

The top priority as voted by the public for the Land Use and Physical Environment Task Force was to encourage and develop home ownership for residents of and new comers to the neighborhood.

Capacity Building

The top priority as voted by the public for the Capacity Building Task Force was to organize the neighborhood into blocks with individual block captains. The captain would solicit comments from residents and make residents aware of upcoming issues and events. Each block captain will also be part of a crime telephone tree to alert the police in the event of a resident's report of criminal activity.

Neighborhood Security

The top priority as voted by the public for the Capacity Building Task Force was to reduce the number of prostitutes and drug dealers living/working in the neighborhood through informational picketing, publicity, and tracking court cases.

Leadership Priorities

The following evening, SEQL leadership and representatives from the Consultant Team met to set the organization's priorities and through this process determine the overall strategy guiding organizational activities. The strategy, to be useful, needs to be flexible and responsive to changes in the neighborhood's priorities and resources over time. As such, the following criteria were agreed upon and used as a basis for establishing the priorities within the Strategic Action Plan and should remain consistent even if conditions or leadership change over time.

Strength of Opportunity

The strategy should emphasize projects which pose the greatest opportunity. An opportunity exists when improvement in the condition of the neighborhood are likely to be measurable and visible.

Achievable by the Neighborhood

Projects should be chosen only if the neighborhood can complete the project given existing capacity and resources of dollars, time, skills and human energy. One measure of the likelihood of being achievable is whether the individual action steps are within the organization's control and not dependant on outside

resources. The chance for success should outweigh the chances for failure.

#### Organizational Fit

The projects should fit the character and resources of the organization's members and leadership.

#### Investment Value

Generally a project which is an investment in the future of the neighborhood should take priority over projects that have only a one time benefit. The analogy of "giving a man a fish versus teaching him how to fish" should be considered when choosing priorities. The exceptions would include the desirability of making visible progress and establishing momentum.

#### Leadership Commitment

The strategy should support only those projects which receive the leadership's commitment and dedication to carrying out the project through to completion.

#### Common Links

The pursuit of common links and the ability to address more than one neighborhood goal with a single project should be made a priority. For example, if homes can be built within the neighborhood by neighborhood residents who trained in a neighborhood-based apprenticeship program you have made several significant accomplishments. You not only have made valuable links among neighbors, you have created jobs, created new homes and improved the overall neighborhood environment. Those links between task forces will prove invaluable to making significant progress on individual tasks.

#### Leverage

The strategy should pursue projects which make use of leverage. This is the use of neighborhood resources and projects which motivate outside sources and agencies to commit their own resources and make improvements which benefit the neighborhood or the City as a whole.



Cost and Benefit

The process of choosing priority projects can also consider the cost versus the benefit of a given project. The effort and expense of completing the project must be worth the results likely to occur if the project is a success and should exceed what would occur if the project were not pursued.

The leadership evaluated each program from each Task Force based on these eight criteria. Following the leadership's evaluation, the group ranked all programs in terms of the highest priority for program implementation. To accomplish the ranking, each individual was given five stickers to vote for their high priority program(s). The individual could vote for one to five programs -- he/she could use the stickers to vote once for five programs or attach all five stickers to one program or any combination of weighted ranked the individual felt to be appropriate. The leadership was then given three stickers to vote for their second highest priority program(s). The same procedure was followed. Based on this ranking the following charts indicate the priorities set for the programs and projects within the Task Forces.



PRIORITY EVALUATION SHEET

Consolidated Results of  
 SEQL Executive Committee  
 Consensus Building Session

HOUSING PROJECTS

	VOTES	
H1	10	Establish a Neighborhood-Based Community Development Corporation to Intercede and Prevent the Further Decay of Homes and Blocks Within the Neighborhood.
H2	4	Determine Feasibility of Relocating Suitable Homes from Riley High School Expansion & Redevelopment North of Broadway.
H3	0	Establish and Maintain a Success Monitoring System.
H4	2	Recruit Landlords to Participate in a Rental Referral Monitoring System.

CAPACITY BUILDING PROJECTS

	VOTES	
C1	2	Conduct a Block-by-Block Survey of SEQL Residents' Skills and Needs, and Distribute Skills Inventory Using a Printed "Neighborhood Directory".
C2	7	Organize the Neighborhood into Blocks with Individual Captains Who Will Solicit Comments from Residents and Make Residents Aware of Upcoming Issues and Events; Each Block Captain Will Also Be Part of a Crime Telephone Tree to Alert the Police in the Event of a Resident's Notice of Criminal Activity.
C3	1	Foster Mutual Involvement with Private Organizations and Social Groups such as Kiwanis, Ladies of Distinction, Knights of Columbus, etc.
C4	2	Organize Events which Showcase Neighborhood Assets and Encourage South Bend Residents to Visit the Neighborhood, to Move to the Neighborhood, and to Patronize Neighborhood Businesses.
C5	0	Gather Success Stories & Promote Them in the SEQL Newsletter & Local Media.
C6	10	Actions to promote a new Riley High School to be built in the SE Neighborhood.

NEIGHBORHOOD SECURITY PROJECTS

PROJECT ID	PROJECT DESCRIPTION	VOTES
S1	Reduce the Number of Prostitutes and Drug Dealers Living/Working in the Neighborhood Through Informational Picketing, Publicity, and Tracking Court Cases	8
S2	Organize the Neighborhood Watch Program Working with the Crime Prevention Division, SBPD	3
S3	Make Property More Secure by Improving Locks, Trimming Trees, Improving Street and Yard Lighting, and Making Streets Safer	1
S4	Through Community Policing, Reduce the Fear of Crime, Build Direct Communication Links Between the Police and the Neighborhood, and Generally Make the Neighborhood Safer	4
S5	Establish Safe Havens at the New Riley High School Campus, the Boys and Girls Club and SE Partnership Center for Neighborhood Students and Adults	3

LAND USE AND PHYSICAL ENVIRONMENT PROJECTS

PROJECT ID	PROJECT DESCRIPTION	VOTES
L1	Continuation of Current Neighborhood Boundaries and Identity	0
L2	Housing Stabilization	2
L3	Home Ownership Encouragement and Development	9
L4	Quality Infill Housing Development	3
L5	Park and Greenspace Plan Adoption and Implementation	6
L6	Land Use and Transportation Plan Implementation	3
L7	Zoning Change Implementation	0
L8	Enhancement of Neighborhood Institutions - Visual Impact	0
L9	Interim Vacant Land Use Programming	0
L10	Maintenance of Strong Commercial Strips on Michigan and Miami	3

SEOL LEADERSHIP PROJECT PRIORITIES

*Take action to promote the development of the new Riley High School in the neighborhood. The leadership was strongly committed to taking immediate action to accomplish this task particularly since its positive results provided an extremely strong opportunity for the neighborhood. The leadership also felt that the task was achievable by the neighborhood and was an investment in the future of the neighborhood.*

*An equally high ranking priority for the neighborhood was to gain organizational capacity to establish a Community Development Corporation (CDC) to intercede and prevent the further decay of homes and blocks within the neighborhood. The leadership was strongly committed to gaining that capacity and pursuing CDC status. Not only would it be a strong opportunity for the neighborhood, but it is an investment in the future of the neighborhood. Although the achievability of attaining CDC status is at least partially reliant upon outside influences, the leadership felt that this was an essential task to accomplish.*

*A high priority as determined by the leadership was to encourage and develop home ownership within the neighborhood. Increasing levels of homeownership provides a strong opportunity for the neighborhood and is a long term investment in the neighborhood. Furthermore, the leadership is strongly committed to this task, but they also felt that given their current capacity, the potential achievability of the task was low at this time. However, as mentioned previously the leadership is strongly committed to building their capacity in order to achieve these tasks.*

*The leadership was committed to reducing the number of prostitutes and drug dealers living/working in the neighborhood through informational picketing, publicity, and tracking court cases. The leadership felt that this task provided a strong opportunity and investment in the neighborhood and was achievable if more neighbors became involved.*

*Another key priority strongly committed to by the leadership was organizing the neighborhood into blocks with individual captains who would solicit comments from residents and make residents aware of upcoming issues and events. Each block captain would also be part of a crime telephone tree to alert the police in the event of a resident's report of criminal activity. The leadership felt that this*

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task provided a strong opportunity for the neighborhood and was a strong investment in the neighborhood. The group perceived the achievability of this task as very strong potential.

The leadership was committed to the *adoption and implementation of a park and greenspace plan*. The leadership felt that this task provided a strong opportunity and long term investment for the neighborhood and achievable within a short term time frame.

Overall, the priorities set by the SEQL leadership were more or less the same as those set by the public-at-large at the neighborhood forum.



APPENDIX A  
INTERVIEW SUMMARY

Interviews were conducted with key representatives from the community -- residents, property owners, businesspersons, ministers, and institutional users. The purpose of the interviews was to gain insight to the positive and negative perceptions from those within, those supporting, and those looking in to the neighborhood.

Key persons interviewed included:

Steve Newton, Lifehouse  
Marco Mariani, City of South Bend  
Vicky Black, SEOL, Landlord  
Brian Hay, Hay Funeral  
Ira Salls, McDonalds  
Glenn Herron, SEOL  
Rev. Read, Minister  
Deborah Elliott, Boys and Girls Club  
George McCullough, Principal Riley High School  
Vice Principal Riley High School  
Multi-Cultural Club Advisor from Riley High School  
Mrs. Newley, Resident  
Mario Islas, Resident/Entrepreneur  
Aiteo, Resident  
Carl Ellison, Memorial Hospital  
Mike Mather, Minister  
Jeff Gibney, West Washington  
Lisa Gilman, LISC  
Karla Spradlin, City of South Bend  
Mike Mather, Broadway Christian Church  
Garry Roberson, Resident

The individuals interviewed had generally positive impressions of the neighborhood. There is a solid foundation to support a strong neighborhood structure. Multiple generations of families, single family housing, churches, Riley High School, SEOL, and service organizations like Real Services, Head Start, and UrbanCare all are recognized as essential components which



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contribute to a strong neighborhood core. However, interviewees stated that boarded up housing, an increasing proportion of rental properties, vacant lots, decaying infrastructure, and the increasing numbers of large institutional users into the neighborhood. "If we don't do something soon, there won't be a Southeast Side neighborhood."

Interviewees suggested that the neighborhood has a history of joining together to work toward a common goal such as the Bowman Creek United Neighbors and following the Coleman shooting groups rallied together to oppose violence within the neighborhood. However, interviewees repeatedly stated that a lack of resident participation supporting SEQL and in this planning process has been a frustrating obstacle to overcome. Determining ways to increase resident participation should be considered to be a key objective. Further, youth and adult leadership training was also consistently identified as a key program to implement to ensure that the neighborhood will have a constant supply of active, vocal leadership from the community in the future. Interviewees supplied numerous names of persons who have actively supported neighborhood activities in the past and could be helpful in the strategic action planning process.

The housing issue was of great concern to all interviewees. Homes are being acquired, boarded, demolished, and either not replaced or institutional users are taking them over. They implied that a critical mass of single family housing must exist to preserve the neighborhood. Interviewees would like to see a stabilization within the neighborhood. They further identified the relocation program as a great benefit to the community. Homes are acquired by the HDA, relocated, rehabilitated, and residents are placed. An important portion of this program that should be expanded, according to interviewees, is a "homeowner maintenance" program. New homeowners need continued support and education on the basics of homeownership, budgeting, property maintenance, etc. Further, there are several other funding sources through city programs to assist with home rehabilitation and infrastructure improvements. Further, banks should work closer with the neighborhood residents in presenting options for homeownership financial support including demonstrating their own compliance with the federally mandated Community Reinvestment Act.

Other housing issues revolve around the increasing proportion of rental

properties within the neighborhood. When single family homes become available, they are often purchased by investment property owners ("slumlords") who fail to rehabilitate or maintain the properties. Further, interviewees stated that due to a lack of proper tenant screening, tenants are increasingly becoming "bad characters" and negative influences on the neighborhood. Interviewees would like to see conversion and rehabilitation of many of the rental properties back to single family and the remaining rental properties rehabilitated and managed by quality landlords. The interviewees had mutual distrust of both tenant and landlords with respect to property upkeep.

Significant numbers of incoming institutional uses were also identified by interviewees as a significant issue. Although several potential users such as Ivy Tech may be of great benefit to the neighborhood as well as to the community-at-large, concern was raised regarding the locations with respect to the neighborhood character of the area, and the need of institutions to contribute as a partner to the neighborhood's revitalization -- through employee volunteer work, employment opportunities, visual enhancement of the neighborhood, etc.

Open space and recreation were identified as key issues to address in the planning process. Although the neighborhood has large park, since the Coleman shooting, the interviewees said that residents have not used park facilities. According to interviewees, the park is used primarily by drug dealers and threatening individuals. Further, the existing parks are not adequately staffed or properly maintained. "It's just not safe to use the parks," was a frequent comment by residents. However, all persons identified a need for open space and recreational opportunities, especially for youth. The Garden Program sponsored by Revelation C.O.G.I.C. and the Fire Department, is one of several successful programs making productive use of available vacant parcels while simultaneously making productive use of youth energies.

Several key issues related to commercial uses were identified by interviewees. First, all interviewees would like to eliminate the "adult" uses along the corridor. They felt that not only do they perpetuate a negative image of the neighborhood at large, they also serve as breeding grounds for criminal activities. Numerous successful, "acceptable" businesses exist along the Michigan commercial corridor, however interviewees felt that employment opportunities for neighborhood residents at these businesses were limited. Alternatively, according to several business owners, skilled workers from the neighborhood

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are difficult to find. A key objective identified by the interviewees would be to increase the number of resident-owned businesses and minority-owned businesses. These businesses could not only help improve the image of the neighborhood, but they could also increase employment opportunities for neighborhood residents, offer training in business management for future neighborhood leaders, and serve the purchasing demands of residents. Interviewees would especially like to see a grocery store and laundromat within close proximity to the neighborhood. Also of key importance in future efforts to interviewees is the increased participation in neighborhood revitalization efforts by the Southeast Gateway Business Association. As an adjacent user and as a boundary of the neighborhood, the business association will be vital in enhancing the image of the neighborhood and the long term success of the project.

Neighborhood youth were identified as one of the area's greatest resources. However, opportunities for leadership development, employment, recreation, and mentoring are limited. Although several organizations have active youth programs including church-sponsored youth drill team, Bible studies, the Boys and Girls Club, etc. opportunities should be expanded. All interviewees feel that the youth should be of top priority in planning programs and should play an active role in the planning process.

## CAPACITY BUILDING STRATEGIC PLAN

### Introduction

The societal behaviors that identify a lack of a sense of community and a loss of neighborhood power are evident in the high rate of crime, homes showing signs of neglect, lack of services, and high unemployment rate. All are issues of extreme concern in the SEQL neighborhood. The Capacity Building Task Force was formed to identify and bolster the individual and organizational elements of capacity which make up a healthy, functioning neighborhood.

### Mission Statement

*"The Task Force should identify actions and programs which allow residents to better themselves and to have a better life. They should also identify actions which allow neighbors to do things for each other to improve neighborhood life without needing to depend on outsiders."*

The Mission Statement for the Capacity Building Task Force is a statement of empowerment: building the capacity of the individuals who live and work in the SEQL neighborhood to care for themselves and each other. Capacity building has been discussed elsewhere in this plan as divisible into three primary categories:

1. Building the capacity of individuals;
2. Building the capacity of the SEQL organization; and,
3. Building capacity by creating or accessing the structures which support capacity or the development of capacity.

### Issues

There were five primary issues of concern to the residents of the SEQL neighborhood.

1. The Assets of the Neighborhood are Under-utilized: Residents felt that they were unaware of their own or their neighbors personal skills and that in particular they undervalued the contribution that youth and seniors could

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make in the neighborhood. Moreover, there are several educational institutions which have not been tapped as resources for the overall development of the neighborhood.

2. There is a Lack of a Positive Neighborhood Self-image: Newspaper and televised reports of criminal activity, declining property values, and low individual attainment have eroded a sense of worth and achievement in the neighborhood.

3. Weak Neighborhood Organization: The neighborhood is not well organized or well defined. Moreover, SEQL, the organization created to represent the neighborhood cannot do so without the support of the neighborhood behind it.

4. The Businesses and Residents do not Participate in Neighborhood Projects and Events: Much of the activity of the neighborhood is taken on by a handful of neighborhood residents and businesses. Most businesses and residents are unaware of projects and events due to a lack of formal and informal communication. Some residents and businesses who are aware of activities cite a lack of time or lack of trust in SEQL as a leader of the entire neighborhood.

5. The Neighborhood is not Unified: Many residents voiced a feeling of personal isolation in the neighborhood. They were not acquainted with their neighbors. Seniors, in particular, felt fearful in the neighborhood. Some residents felt the their was little of the neighborhood parenting that is common in close neighborhoods.

Strategic Methodology

The Task Force began its work to address the primary issues by discussing the elements of capacity building as it related to empowerment. Both individuals and organizations can build their capacity by increasing their power. Power has three functional elements: strength, wealth, and knowledge. By working to enhance these elements, the Task Force will build the capacity of its individual residents and the SEQL organization.

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The following three statements form the Strategic Methodology as devised by the Task Force to guide its work.

Build capacity through strength by enhancing individual self-esteem; joining forces as a neighborhood; and creating strategic alliances with others outside of the neighborhood.

Build capacity through wealth by creating individual and neighborhood self-sufficiency through asset accumulation.

Build capacity through knowledge by supporting individual education and life-long learning; knowing and sharing of neighborhood resources; and attracting and supporting the growth of educational institutions within the neighborhood.

**Elements of the Strategy**

There are seven elements to the strategy which may evolve and be developed over a period of approximately seven years. Five of these elements were originally introduced in the Capacity Building Working Paper and two were developed out of the work of the Task Force. Only one of the strategy elements will be developed immediately. But, several of the strategy elements interact and support each other and may be developed easily upon the success of the first element.

As was mentioned in the Capacity Building Working Paper, the success of all of these strategies assumes that SEQL will exist as a legal corporate entity with a formal Board of Directors, officers, and standing committees developed through a formal process of development including: incorporation, 501(c)(3) status, and Board development and leadership activities. Moreover, success will depend on the process of its actions. SEQL must meet regularly with a quorum present to do business; take responsibility for its future by planning and taking appropriate actions; and, it must develop adequate funds to support its projects. The Board will further develop its capacity through the implementation of the projects contained in this plan, but throughout the life of the Board, leadership and trustee development activities should be undertaken as well as continuing strategic planning for the Board and the neighborhood as a whole.

It is important at this early stage of SEQL's development that the organization of the Board and its operations remain simple while recognizing the legal trust and responsibility placed in Board members. Membership on the Board should be balanced. When considering the issue of balance consider characteristics such as the following: geography, race, ethnicity, sex, special skills (legal, accounting, fund development, leadership), time, and individual commitment. It is not necessary for all members of the Board to be neighborhood residents. This is a matter of preference. The Board may choose to have non-resident advisory members. Owners and managers of businesses in the neighborhood may or may not be considered residents for voting purposes. However, it is important to include businesses on your Board.

An initial organizational chart might look like the following. SEQL has eleven Board members. The Chairman, two Vice-Chairmen, the Treasurer, and Secretary make up the Executive Committee. The Executive Committee is empowered to act in the absence of the full Board and between meetings of the full Board. Standing committees might include: finance, chaired by the Treasurer; administration, personnel, and the Partnership Center, chaired by one Vice Chairman; membership and communication, chaired by the Secretary; and special projects, chaired by the other Vice Chairman. Standing committees generally do not include members from outside the Board but SEQL may choose to have the Block Captains sit on the membership and communication committee to formalize and strengthen the link between the Captains and the Board. Four additional Board members might chair the four subject area (ad hoc) implementation committees of this strategic plan---security, housing, land use, and capacity building. There would be two at-large members of the Board. Partnership Center personnel are employees and do not sit on the administration, personnel, and Partnership Center committee.

### Elements to be Developed Immediately

Neighborhood Skills Inventory: "Neighborhood Directory"

Goal: Bring neighborhood closer together by building a base of information for emphasis on personal assets, to prepare the way for future projects ie... Block Captains, Telephone Chains.

**Project:** Conduct a block-by-block survey of SEOL residents' skills and needs, and distribute skills inventory using a printed "Neighborhood Directory".

**Assets:**

newsletter  
partnership center  
stores  
library  
schools  
churches  
other organizations  
consultants  
planners  
neighborhoods identified leaders  
names and addresses available from City Planning  
South Gateway Business Directory  
some information already available  
NRTSC

**Barriers:**

cost of producing directory  
convincing people the information is important and we should do it  
number of people to contact  
people doing the inventory may need training  
people don't respond to written questions  
reluctance to give information to strangers  
Lack of volunteers to conduct survey

**Action Steps:**

1. Create or obtain a list of all neighborhood residents by block, and a neighborhood map to allocate residential blocks to the various survey teams.
2. Create a survey document.



3. Recruit sufficient people for survey teams. Proposed team to have a SEOL resident paired with a non-SEOL resident. Teens would be included in survey teams.

4. Conduct a training session with Notre Dame Laboratory for Social Research to equip survey teams to collect information in a consistent, orderly, and confident manner.

5. Promote and publicize the "Survey Blitz" through newsletters, newspapers and posting notices to inform SEOL residents about the purpose and uses of the survey, and encourage other South Bend neighborhoods to participate in the training, development, and execution of this project to gain the experience to conduct their own surveys in the future.

6. Prepare grant request to fund project.

7. If grant request is not approved, sell advertisements for the Directory to neighborhood businesses to amass sufficient resources to print the directory after it has been completed.

8. Organize a potluck dinner to follow survey to celebrate the success of the event and thank volunteers.

9. Code and input survey data, identify resident needs.

10. Write and publish Directory.

11. Distribute Directory to all residents.

12. Facilitate service exchange between and among residents.

**Proposed Schedule:**

September  
Recruit survey teams  
Determine survey blocks for each team to equalize load  
Draft survey  
Decision on dates

early October

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- October 12, 1994 Neighborhood planning forum at Studebaker School
- Week of October 31 Train the Trainers session
- November 5, 1994 Training session for surveyors
- November 12, 1994 Survey date
- November-January Code and input survey data
- Summarize survey data
- Collect advertisements from SEOL businesses to support printing of the Directory
- January-February Write and publish Directory
- Identify special needs of residents
- Distribute Directory to residents
- March 1995 Facilitate service exchange

Elements to be Developed Over the Short-term: 1 to 3 Years

Block Captains/Telephone Tree

**Goal:** To enable better communication between the residents of the neighborhood and the SEOL Board, and organize crime alert calls to the police without endangering any single resident of the neighborhood.

**Project:** Organize the neighborhood into blocks with individual captains who will solicit comments from residents and make residents aware of upcoming issues and events; and each block captain will also be part of a crime telephone tree to alert the police in the event of a resident's notice of criminal activity.

**Assets:** Neighborhood Directory  
Volunteers from Strategic Neighborhood Action Plan process  
Volume of neighborhood activity  
Need for communication

**Barriers:** Fear of certain residents  
Lack of time to be proactive

**Action Steps:**

1. Map residence locations of all SEQL meeting attendees on wall chart map posted in Partnership offices.

2. Identify blocks or block groups and block captains; use flags or stickers to identify the block captain's homes; use miniature flags or stickers to identify the block captain's home on the map.

3. Inventory the residents of the block.

4. Make first personal contact with residents to check and update information from the Neighborhood Directory.

5. Work with security task force to distribute information and train residents to make the neighborhood more secure.

6. Each captain reports to SEQL on issues raised by the neighborhood and the success of the process.

7. Regularly revisit block residents with newsletter and invite to next meeting

8. Continue process monthly and as needed.

Creating and Reinforcing Linkages: Building Bridges with Institutions

**Goal:** To create and reinforce linkages with key institutions within and outside of the neighborhood which may build and support the capacity of neighborhood residents and SEQL.

**Project:** Identify areas of mutual self interest with institutions inside and outside of the neighborhood.

**Assets:**

- partnership center
- networking ability
- diverse population

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**Barriers:**

time  
lack of trust  
inadequate power base (perception of unequal partnership)

**Action Steps:**

1. Identify businesses, organizations, and institutions within the neighborhood.

2. Identify shared areas of interest and concern with businesses, organizations, and institutions within the neighborhood.

3. Pledge to support these businesses, organizations, and institutions in their efforts and request support and assistance from them.

4. Identify businesses, organizations, and institutions outside of the neighborhood from which the neighborhood may need assistance.

5. Identify shared areas of interest for partnership opportunities.

6. Encourage inter-generational and inter-ethnic activities as a model for South Bend as a whole.

**Elements to be Developed Over the Medium-term: 3 to 5 Years**

Inviting the Community In: Neighbor to Neighbor

**Goal:** To promote the SEQL neighborhood as a good place to live and do business.

**Project:** Organize events which showcase neighborhood assets and encourage greater South Bend-area residents to visit the neighborhood.

**Assets:**

Low rents  
Attractive stores  
Active and cohesive neighborhood  
Success of previous projects  
SEQL  
New housing  
New high school  
Possibility for updated infrastructure

**Barriers:**

fear  
public perception  
time  
lack of money  
no "place" to do it  
crime  
no story to tell

**Action Steps:**

1. Continue to invite teachers and principals to task force meetings.
2. Plan and execute events to showcase positive assets of SE side ie... Gospel Fest, Block Party, Art Show, 5 K - 10 K Run.
3. Invite media to SEQL meetings.
4. Develop marketing plan with existing businesses to encourage specialty shops to open in the area.

Compiling and Sharing Success Stories

**Goal:**

To recognize the successes achieved in the SEQL neighborhood and promote them to residents of SEQL and the community at large.

**Project:**

To gather success stories and promote them in the SEQL Newsletter and local media.

**Assets:**  
SEQL Newsletter  
Channel 28  
Church Bulletins  
Pennysaver  
NIPSCO  
Individual residents  
South Bend Tribune  
Gospel Fest  
Block Captains  
NRTSC

**Barriers:**  
reticence to tell story  
money  
time

- Action Steps:**
1. Gather success stories from block captains and individual residents.
  2. Write stories for the SEQL newsletter.
  3. Prepare formal press releases for the media.
  4. Recruit story-tellers for special events and public speaking opportunities.
  5. Organize special events, especially for children, to tell the stories of the neighborhood.
- Elements to be Developed Over the Long-term: 5 to 7 Years and Beyond**

The more successful Community Development Corporations at work in neighborhoods across the nation seem to be those that have begun to look at long term strategies for asset accumulation in the neighborhood. Often CDCs have looked to industrial development to shore up leaking neighborhood resources and provide jobs for area residents. At present, the neighborhood has

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little control over the types of jobs created and the numbers of jobs filled by neighborhood residents. Consequently, CDCs are looking for strategies that work to build assets for residents and their organizations more directly.

The accumulation of assets is a difficult concept for many due to their orientation toward today and a difficult practice due to the extreme limitation of their incomes. Moreover, to those on public assistance, the accumulation of assets is severely limited by their eligibility for public assistance. That fact notwithstanding a focus on the future with a gradual building of assets overtime would, to those who succeed, provide one of the few real bridges out of poverty for the individual and to self-sufficiency for the neighborhood.

Two ideas proposed in the Capacity Building Working Paper were set aside by the task force because they were considered to be too far in the future to be relevant currently. They have been developed here to provide examples of potential projects for the long-term health of SEOL, the neighborhood, and its residents. One idea is intended for the building of individual assets for children and youth, and a second idea is intended to build the assets of the organization through business ownership.

Individual Development Accounts for Education

**Goal:** To help youth residents of the neighborhood develop a future orientation through saving money for educational purposes.

**Project:** To create a savings account for young, school age, residents of the neighborhood to encourage them to save and focus toward the long term goal of education. Deposits made by the youth would be matched by the neighborhood through a variety of sources.

**Assets:**

Studebaker Elementary  
Riley High School  
area banks  
Urban Enterprise Association

**Barriers:**

income/asset limitation for those on public assistance  
lack of future orientation of parents  
difficulty in incorporating IDA into school curriculum  
no federal tax deferral as with IRA  
difficulty in attracting match for long-term project  
cost of small accounts at banks

**Action Steps:**

1. Develop project proposal for discussion purposes with schools and banks.
  - (a) Overview of problem: need for future orientation and asset accumulation
  - (b) IDA concept
  - (c) Role of partners in the project ie...schools, banks, parents, donors
  - (d) Incorporating IDA into the school curriculum
  - (e) Special projects for students to make money to save
  - (f) Attracting the match

2. Create an IDA Task Force which will become the IDA Advisory Board upon implementation of the project including representation from: SEQL, Studebaker, Riley, banks, parents, teachers, initial major donor (if known). The Advisory Board will oversee the development of the accounts, approve expenditures for special education projects designed by teachers that demonstrate the concept of saving for elementary age students, develop funds for match, and approve the expenditure of matching funds for educational purposes after graduation or leaving school.

3. Work with participating bank(s) to develop special accounts, reduce fees, create account safeguards, and establish youth/small account friendly banking policies.

4. Work with teachers to incorporate IDA discussions into curriculum with special projects appropriate to each age group.

5. Facilitate parent/school/civic projects for students to make money to save ie...in school concessions for special events, recycling, vacant lot clean-up.



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6. Develop a marketing program to promote the project to potential donors and partner organizations for the parent/school/civic projects.
7. Encourage the support of parents for maintaining the accounts for long-term educational goals.
8. Request a federal waiver for IDA accounts from income/asset limitations for residents on public assistance.

Community Based Economic Enterprises

**Goal:** To improve local control, reduce the amount of goods and services imported into the neighborhood, enhance neighborhood employment opportunities, and make better use of local resources.

**Project:** To create a community based economic enterprise with cooperative or collective ownership of business shares that will employ neighborhood residents and will provide a needed good or service.

**Assets:**

Neighborhood Inventory  
available land and buildings  
potential interest of Notre Dame and Indiana University South Bend in providing assistance  
models for success in other neighborhoods nationally

**Barriers:**

difficulty in identifying appropriate candidates  
lack of capital  
technical expertise  
necessity for long-term commitment

**Action Steps:**

1. Identify specific skill capabilities of residents.
2. Identify goods and service gaps which exist in the neighborhood.

3. Match the capabilities and interests of residents with product and service gaps in the neighborhood.

4. Identify three to five potential product and service opportunities for further study.

5. Work with Notre Dame and USB to develop preliminary market information on those products and services.

6. Identify the specific goals to be achieved by the creation of the community based business ie...income for SEQL, employment, ownership, improved working conditions/benefits, more convenient/more affordable goods and services.

7. Determine the appropriate legal business type to reach the goals ie... cooperative, SEQL for-profit/ non-profit subsidiary, collective, corporation, partnership.

8. Identify appropriate business participant candidates.

9. Work with candidates to create a business plan.

- (a) Prepare statement of purpose.
- (b) Define products and services.
- (c) Prepare overview of industry characteristics and environment.
- (d) Outline market potential, assessment of competition, and marketing strategy.
- (e) Outline management structure and individual capabilities.
- (f) Develop financial structure, accounting principles, start-up needs, and cash-flow projections.

10. Identify start-up funding.

11. Encourage neighborhood residents to support the business.

How Does the Strategy Address the Goals?

The Task Force identified three goals that they hoped to achieve through the implementation of the seven strategy elements.

Use of Existing Individual Capacities

Individual residents have skills that are not being recognized as such or used to support themselves, each other, or the neighborhood as a whole. Two elements of the strategy the Neighborhood Directory and Sharing Success Stories are intended to increase individual awareness of the power of the individual to solve their own problems and those of their neighbors. The Directory will identify individual skills which can be shared or traded with others in the neighborhood to make the lives of each a little easier. The Directory will also make others aware of the special needs of individuals in the neighborhood. Knowledge that everyone has something needed and something to share builds individual self-esteem and pride in the neighborhood.

Wide spread Knowledge of and Access to Neighborhood Resources

The SEQL neighborhood has often operated as if it were isolated from important resources. In fact, the neighborhood is well located to key resources but has felt incapable of accessing those resources effectively. The Neighborhood Directory will identify resources held by neighborhood residents, businesses, and institutions and explain how those resources may be accessed. Creating Block Captains and the Telephone Tree will set up a formal line of communication between residents and SEQL to better access existing resources. Building Bridges with Institutions will help the neighborhood to access resources both inside and outside of the neighborhood by establishing SEQL as an equal partner in negotiations for goods, services, and funds.

Neighborhood Self-sufficiency

Neighborhood self-sufficiency is a long-term goal and it may not be totally achieved. True self-sufficiency would mean a neighborhood that could not only survive on its own but which would strive for separation and isolation. This is unnecessary and unwarranted. The SEQL neighborhood needs to reach a level of self-sufficiency in which it is functioning as a neighborhood making collective decisions for the good of the whole and the individuals that make up the neighborhood feel capable of making the choices they face in daily life.

In a practical sense, each of the individual strategy elements works toward the goal of Neighborhood Self-sufficiency. The identification and utilization of each

neighborhood resource contributes to the self-sufficiency of the neighborhood. However, it is the long-term strategy elements that will contribute most to reducing the dependence of individual residents and the SEQL organization on outside resources.

#### How Does Capacity Building Relate to the Other Task Forces?

The success of the other three Task Forces is quite tangible in the re-surfacing of streets, rehabilitation of homes, or reduction of crime. The real success of the work of this Task Force is measured not so much in the completion of projects, programs, and events as in the ability of diverse, individual residents to function as a neighborhood.

Building the capacity of the individuals who live and work in the SEQL neighborhood and the SEQL organization is the foundation for the implementation of this plan. Individual residents must feel that they are in control of their lives and have the power to make choices for themselves, their children, and their neighborhood. Without this feeling of empowerment it will not be possible to think clearly, negotiate from a position of strength, and act with confidence. If the residents and the SEQL organization are not empowered they cannot be true partners in their relations with residents of other neighborhoods and other institutions.

Building capacity is not an absolute concept. Rather, it is a process of education and life-long learning. After SEQL reaches a stable and sustainable level of functioning as a neighborhood it may take on more and more complex activities to help its residents become better neighbors and the organization to better represent them. This plan provides short, medium, and long term activities which advance and build upon each other toward a self-sustaining and independent neighborhood.

## NEIGHBORHOOD ISSUES

### Neighborhood Issues

As a result of the comments and neighborhood perspectives offered at the public forum, the consultant team prepared a limited list of issues to be addressed within four categories. The consultant also posed an overall mission for the strategic plan, and individual mission statements for each of the four category areas: Land Use and Physical Environment, Neighborhood Security, Capacity Building and Housing. Upon review and discussion with the SEOL leadership and after public comment, the following Mission Statement was accepted.

### **THE SOUTHEAST SIDE MISSION FOR SUCCESS:**

*The Southeast Side will achieve the complete involvement of every neighborhood resident and business in development of the strategic action plan and the revitalization of the neighborhood to guarantee the quality of life for themselves and each other.*

The Consultant team prepared four work papers, one for each of the four issue categories. These papers were designed to focus neighborhood attention on the trends which led to existing conditions, and to suggest alternative approaches toward addressing neighborhood goals.

## SOUTHEAST NEIGHBORHOOD SECURITY WORKING PAPER

### Trends and Conditions

Based on discussions held in the Security Task Force Meeting on July 13, 1994, a picture emerges of the Southeast neighborhood under siege from crime and the fear of crime. A picture emerges of criminal activity in various locations in the area, including solicitation for purposes of prostitution, drug sales and use, drug houses, teen gangs and a general feeling of insecurity. In fact most recently three (3) teens were shot and a gang on bicycles (A.K.A. Dog Life Posse) may have been responsible. The neighborhood residents do not feel enough law enforcement is being provided to contain the crime and remove the criminal element from the neighborhood.

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## Southeast Quality of Life Strategic Neighborhood Action Plan

The Southeast neighborhood borders the downtown and has major arterial streets bordering it with local streets in a grid pattern which allows virtually unlimited access through the neighborhood. With the population declining 50% over the last 30 years, reduced from about 8,000 people in 1960 to about 4,000 in 1990, the neighborhood is plagued by vacant lots (33% in the Partnership Center Service Area), substandard housing and a number of vacant, vandalized units used for drug purposes. The five block Partnership Center Service Area has 39 units vacant out of 110 total or 35% of the units. The vacant lots are not maintained and have high weeds on them, the area has poor street lighting and with gangs of youth congregating on several corners at night, makes one feel unsafe to venture out after dark.

There is 38% of the neighborhood population under 20 and almost 10% 65 years of age or older. This makes the elderly feel overwhelmed by the youth population, especially when there is heavy unemployment between (13%-18%) and many children being raised by single parents (between 20%-28%) who may have difficulty supervising their children.

The police protection in the area consists of one policeman patrolling per shift although special operations are often underway in the neighborhood trouble spots. There is a 911 system that allows quick police response to emergency conditions. There are also special numbers to call to report criminal activity.

### Remedial and Preventative Measures: Weed and Seed

A program worth considering is the federal Weed and Seed program which has many elements from which to choose in its comprehensive approach to fighting the crime problem. What follows is excerpted from the Weed and Seed program material from a U.S. Department of Justice report to Congress in 1992.

### Purpose

The purpose of this program is to demonstrate an innovative, comprehensive, and integrated multi-agency approach to law enforcement and community revitalization for controlling and preventing crime, drug abuse, and gang activity and improving the quality of life in targeted neighborhoods.

Goal

Restore order to a neighborhood and provide the opportunity to live, work, and raise a family in a safe environment.

Objectives

The objectives of Weed and Seed are reflected in its four (4) program elements:

\* Law Enforcement: To control violent and drug-related crime through intelligence gathering and crime analysis, arrest, detention, prosecution, and incapacitation of offenders from the targeted neighborhood.

\* Community Policing: To enhance public safety and security through: a police deployment strategy focusing on community engagement through increased and regular interaction between neighborhood residents and officers (e.g., foot patrols) and proactive problem-solving; and by mobilizing neighborhood residents to work with the police in solving and preventing violent and other drug-related crime.

\* Prevention, Early Intervention, and Treatment: To create a healthy and supportive environment by preventing and combating crime, drug use, unemployment, illiteracy, and disease.

\* Neighborhood Restoration: To revitalize the neighborhood by providing adequate housing, a clean and attractive environment, and investment opportunities.

The Weed and Seed strategy involves four (4) basic elements:

1. Law Enforcement: Law enforcement must "weed out" the most violent offenders by coordinating and integrating the efforts of Federal, State and local law enforcement agencies in targeted high-crime neighborhoods. One effective law enforcement strategy, for example, is Project Triggerlock, a Department of Justice initiative that targets armed offenders for prosecution in Federal court to take advantage of tough Federal firearms laws. Between April 1991 through January 1992, Project Triggerlock resulted in approximately 4,500 cases charged and had a 91 percent conviction rate.

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## Southeast Quality of Life Strategic Neighborhood Action Plan

2. Community Policing: Local police departments should implement community policing in each of the targeted sites. Under community policing, law enforcement works closely with the residents of the community to develop solutions to the problems of violent and drug-related crime. Community policing serves as the "bridge" between the "weeding" (law enforcement) and "seeding" (neighborhood revitalization) components.

3. Community Empowerment: Law enforcement, social services, the private sector, and the community must work together to prevent crime and violence from reoccurring after the "weeding" takes place by concentrating a broad array of human services - drug and crime prevention programs, educational opportunities, drug treatment, family services, and transportation. This plan will coordinate social services and community assistance programs, including those to expand drug treatment, provide job training, keep schools open in the afternoon and evening, offer alternative activities for high-risk youth, modernize public housing and improve the local community infrastructure.

4. Economic Empowerment. Federal, State, local and private sector resources must be focused on revitalizing distressed neighborhoods through economic development and by providing economic opportunities for neighborhood residents.

### Application to the Southeast Neighborhood

Although South Bend is not currently in this program nor may it be able to qualify for the resources available under the Weed and Seed program, still the model is worth working with those elements which can be achieved at the present time.

\* Law Enforcement: Currently the South Bend Police Department through programs, such as NEST, do street sales (sweeps, reverse buys, buy-busts, etc.), work on special task forces, attempt to identify youth gangs, etc. Part of the problem is that only one patrol car with one officer is assigned per shift to the neighborhood. The police feel they are understaffed and need additional officers to patrol the community. They have shifted several officers from desk jobs and record keeping to the operations unit.



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- incidence of burglary would probably drop, and the feeling of neighborhood devices to slow down and close off areas to make them more private. The considered candidates for cul-de-sacs, loop streets, speed bumps and other for through traffic should be turned into local circulation and selectively be usage should also be studied by the traffic department and those not needed UEA could sponsor this program as has been done in other cities. The streets window locks and additional yard security lighting. Perhaps the South Bend hardening by providing assistance to homeowners to install deadbolt and \* Crime Prevention through Environmental Design would include target
- offered by the school officials.
- Counseling and referral to drug programs should also be part of the program. educational programs should be operated to reinforce the law enforcement. dealing should be tolerated by the police or school officials. In addition should be designed and operated as a drug-free environment in which no drug \* Drug-Free School Zone. With the new High School to be constructed it
- congregating in gangs on the corner in a threatening manner to the residences. unruly youth are occupying dwellings in the block or drug houses or are encountered because it is difficult to organize and recruit block captains if the \* Neighborhood Watch: This is already occurring but some difficulty has been
- to deploy additional resources.
- home, would increase the police presence in the neighborhood without having in conjunction with a program, which allowed them to bring police squad cars program which would provide subsidies for them to live in the neighborhood. police presence in the neighborhood is to design a special home ownership \* Police Officers Home Ownership Programs. One of the ways to increase the
- etc.
- and the school sites. This would not be used as substation to book suspects, (most desirable) or use bikes or even squad cars to sweep the neighborhood organize block watches, do paperwork and occasionally walk the neighborhood officers would operate, holding office hours to take complaints and tips, help policing functions would operate. At least during the day perhaps two (2) East Broadway, operate as a "storefront location" out of which the community suggested is that the Southeast Neighborhood Partnership Center house at 626 \* Community-oriented policing. One of the possibilities that has been
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## Southeast Quality of Life Strategic Neighborhood Action Plan

would be enhanced by these efforts. The parks should also be designed to stop through traffic, be well-lighted and have programs and activities so that children are supervised by responsible adults while at the park.

\* Code Enforcement and Removal of Derelict Housing. The boarding up and the securing of properties which are no longer habitable is important so that they do not become drug houses. If the units cannot be rehabbed they need to be demolished immediately. Not only are these units possible crime locations, they also offer physical danger to children who might be hurt playing in these unsafe structures. If occupied houses are used for drug activity the code that allows the City to seize the property should be enforced swiftly and with certainty.

### Neighborhood Clean-Up

The weeds need to be kept cut by the City to aid visibility and reduce the feeling that the neighborhood has been abandoned. Graffiti needs to be painted over and may be accomplished through summer youth programs. One of the suggestions might be to utilize the youth incarcerated in the detention facility if that is built in the neighborhood.

### Safe Haven

The Safe Haven concept, developed under Operation Weed and Seed, has become the primary mechanism for organizing and developing services under the Prevention, Early Intervention, and Treatment element. A Safe Haven is a multi-service center where a variety of youth and adult services are coordinated in a highly visible, accessible, and secure facility. Safe Havens are places where youth and other residents can access needed services, develop relationships, find opportunities to be productive and successful, and enhance skills. Through its visibility, proximity, and program diversity for residents of all ages, it fosters resistance to drugs, crime, and other neighborhood problems. A Safe Haven provides an environment for residents and service providers to revitalize their neighborhood. It encourages them to identify existing core problems as well as to develop programs and services to ameliorate them through prevention, intervention, and treatment activities.

The primary elements of a Safe Haven are:

- \* programs and services that are specifically selected with resident involvement and based upon a risk and resource assessment performed in the target area,
- \* public and private service providers repositioned to work together as a team to provide targeted services;
- \* safe and secure facility;
- \* accessibility to a wide range of individuals from neighborhoods identified as target areas during the risk and resource assessment;
- \* trained staff; and
- \* open outside of normal school and work hours.

#### Discussion

Both the High School and the Neighborhood Center could function as safe havens. The Neighborhood Center as the location for community policing housing services, credit counseling, etc. could operate at the neighborhood level. The High School could operate at the community level teaching a whole series of family literacy and adult education courses, drug abuse resistance and drug prevention programs during school and at night. In addition the High School athletic facilities could be made available to organized community youth activities and open use at certain times. An outdoor swimming pool with supervised activities would also be desirable during the summer months.

#### Other Programs

To complete the seeding of the Southeast neighborhood other partnerships need to be found in the community in other areas discussed elsewhere in the briefing papers, i.e. Housing and Capacity Building. Without dealing with the neighborhood problems as well as it needs, the root causes of crime cannot be dealt with effectively. The ideas of "pulling the weeds and planting the seeds" is an adept analogy. The strategic plan in all of its interlocked parts is needed to solve the overall problems.

## TASK FORCES

Neighbors began taking an active role in leading the planning process by joining Task Forces. The Task Forces were the key elements of the strategic planning process. The Task Forces were short term commitments by individuals who wanted to take an active role in planning for the future of the community. The four Task Forces directly assisted in the planning of key actions and programs to improve the quality of life in the neighborhood. Participants were divided into Task Forces focusing on Housing; Land Use and the Physical Environment; Capacity Building; and Neighborhood Security issues. Based on the findings in the Working Papers, the Task Forces determined an overall strategy to guide their goals setting and action development activities.

Each Task Force then determined specific long and short term goals to improve life in the neighborhood. The Task Forces detailed specific actions geared at accomplishing those goals and identified existing assets which could be built upon to accomplish those goals. The goals are listed in the Strategic Plan Table that follows. The Task Forces also assigned parties to be responsible for ensuring that the specified action was completed. Each group's missions and charge is detailed below.

**NEIGHBORHOOD SECURITY - NEIGHBORHOOD WATCH**

*MISSION: The Task Force should identify actions and programs to assure that people and property are free from crime and the threat of crime and that neighbors and outsiders feel safe and secure in the neighborhood.*

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
Crimes against property	Reduce crimes by organizing neighborhood through self-help block watch program	Organize South East Community block by block to combat crime. <ul style="list-style-type: none"> <li>- With assistance of police and program material; organize block by block starting with block bounded by Michigan, Fellow, Indiana, and Broadway.</li> <li>- Promote and market program in neighborhood.</li> <li>- Recruit block captains</li> </ul>	Organize program with police support Partnership Center Neighborhood organizer door-to-door recruiting Deadbolt lock and security program MARC program	Neighborhood leaders Block captains and neighborhood residents Crime Prevention Division, Police Department Planning Div.	MEDIUM
Crime against property and persons Fear of youth gangs	Reduce crime against property and robbery.	Make property more secure by improving locks, trimming trees, improving street and yard lighting and make streets safer. <ul style="list-style-type: none"> <li>- Expand programs to improve locks and security.</li> <li>- Move street lighting from north of Broadway as redeveloped</li> <li>- Expand tree trimming program</li> <li>- Assess weed cutting of lots against private property.</li> <li>- Use MARC program for personal property</li> <li>- Speed bumps and street closings</li> </ul>	MARC Program Redevelopment Dept. Tree trimming program Engineering Dept. Rent-A-Teen Handiman program Planning Div. Lock and security program Ducomb Center Dept. of Code Enforcement Crime Prevention Div. Partnership Center	Neighborhood residents SEQL board members Planning Div. Police UEA board and CDBG funding Capital program financing Redevelopment Dept. Engineering	THIRD

# NEIGHBORHOOD SECURITY - NEIGHBORHOOD WATCH

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Prostitution</p> <p>Drug Dealing in the neighborhood</p>	<p>Reduce the number of prostitutes and drug dealers living and working in the neighborhood.</p>	<p>By keeping public pressure on neighborhood-based crime and those benefitting from it, or responsible for controlling it; ie police, prosecutors and the court system, reduce illegal activity.</p> <ul style="list-style-type: none"> <li>- Informational picketing of prostitutes soliciting on street corners, particularly where children wait for school buses and houses where drug dealing is occurring.</li> <li>- Informational picketing of landlords who rent to prostitutes and drug dealers at their homes.</li> <li>- Track cases in court, complain to prosecutors and judges if released.</li> <li>- Alert media and police.</li> <li>- Police provide officers to assist in tracking offenders.</li> <li>- Enforce ordinances and codes.</li> </ul>	<p>SEQL board.</p> <p>Block watch captains, neighborhood organizer</p> <p>Churches</p> <p>Nuisance, noise and drug house ordinances</p> <p>Business Leaders</p> <p>Enforce nuisance ordinance</p> <p>Enforce \$500, car impoundment fine for solicitation</p> <p>Enforce building codes</p> <p>Police provide officers to assist in tracking offenders.</p>	<p>Block watch captains.</p> <p>Neighborhood activists, neighborhood organizer.</p> <p>Meet with Courts, prosecutors, police, and penal system to enforce laws.</p> <p>Build additional detention facilities as provided in crime legislation.</p>	<p>FIRST</p>

# NEIGHBORHOOD SECURITY - NEIGHBORHOOD WATCH

ISSUES	GOALS	ACTIONS	ASSETS	RESPONSIBLE PARTY	PRIORITY
<p>Danger to children from drug dealing and other threats to their safety (guns, knives and gangs) present at school sites.</p> <p>Lack of access to school sites after regular school day.</p>	<p>Safe, drug-free, gang-free environments for both students and adults in which to learn and improve skills.</p>	<p>Establish safe havens at the new Riley High School campus and the Boys and Girls Club for both students and adults from the community.</p> <ul style="list-style-type: none"> <li>- Extend school hours for such programs as midnight basketball, anti-drug programs, life skills and adult education classes.</li> <li>- Post sites and increase police surveyance to guarantee drug-free safe haven.</li> <li>- Close Riley lunch hours to increase security and reduce crime in neighborhood.</li> </ul>	<p>New facilities at Riley and Boys and Girls Clubs.</p> <p>Adult and high school educational programs.</p> <p>Project DARE</p> <p>Summer youth programs.</p> <p>Crime prevention programs at Partnership Center</p>	<p>School City Board</p> <p>Boys and Girls Club Board</p> <p>Police</p> <p>Educators and staff</p> <p>New crime bill funding</p>	<p>THIRD</p>

## NEIGHBORHOOD SECURITY STRATEGIC PLAN

### Introduction

In its meeting, the Security Task Force has identified a litany of problems which effect the South East neighborhood. These include crime, drug sales and use, drug houses, teen gangs, prostitution, and a general feeling of insecurity. The residents do not feel that enough law enforcement is being provided to contain crime and remove the criminal element from the neighborhood.

#### Mission Statement:

"Insure that people and property are free from crime and the threat of crime and that neighbors and visitors feel safe and secure in the South East neighborhood."

The Mission Statement represents the desires of the community for a safe environment which is not the case at the present time. There is a feeling in the neighborhood that the residents need to become more directly involved in their own security and that a closer partnership needs to be established with the police, prosecutors and judges. This ranges from prevention programs to making certain that people like prostitutes and other offenders are not released to the streets again in a revolving door type of justice.

### Issues

There were four primary issues of concern to residents of the South East neighborhood.

1. The fear of crime from those living and operating illegal activities in the neighborhood. Prostitutes, drug dealers, juvenile gang members live and operate illegal activities in the neighborhood. From street corners where children wait for school buses to abandoned houses used for drug purposes, illegal activities, go on day and night. Without the feeling of environmental security, residents property values drop, people are fearful to let their children go unattended to parks and school, and senior citizens feel trapped in their homes fearful of what awaits them on the streets. Slum landlords rent to prostitutes and other undesirables while living elsewhere in the area in safe neighborhoods.



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2. Although the police do make special efforts to control crime in the neighborhood, crime rates are high compared to most other areas of the city. South East residents are subjected to high levels of prostitution, drug dealing and juvenile gangs and delinquents often carrying weapons. Although the police have special programs such as the Neighborhood Enforcement Service Team (NEST) and Neighborhood Reclamation Action Patrol (NRAP) programs which target South East with extra police units and special crime apprehension units, crime against persons and property is a major concern.

3. Even in the cases of arrests, many of the people, such as prostitutes and youth offenders, are released almost immediately to the streets because of the lack of jail space. The revolving door problems of the judicial system demoralize the police, who see the same criminals back on the street who they just arrested, and the citizens who fear retaliation if they assist the police in the apprehension of these criminals in the first place.

4. Prevention programs, such as the neighborhood watch, have been difficult to organize. The City of South Bend has instituted a number of prevention programs, such as neighborhood watch, the MARC program, the recent lock and security program and ordinances to control nuisances, noise, drug houses and houses with code violations. In spite of these programs, the neighborhood is difficult to organize because of its transient nature with many renters, many missing houses, particularly in the northern portion of the neighborhood, and criminal elements actually living in the neighborhood. Not knowing your neighbors is a major negative when it comes to organizing for action.

Strategic Methodology

The Task Force felt it needed a multi-faceted approach to counteract the negative aspects of crime while building on the strong qualities of the neighborhood. One of these strengths is the SEQL organization and the neighborhood partnership center which can provide leadership and a location from which to combat crime.

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The following three statements represent the guiding forces for this war on crime:

1. Organize to fight the criminal elements both inside and outside the neighborhood.

2. Form partnerships with the police, prosecutors and judges to apprehend and prosecute the criminals.

3. Once prosecuted, ensure that sentences are carried out and the criminals are not released to the streets prematurely.

Elements of the Strategy

There are five strategic elements which have been developed from a combination of concepts contained in the Neighborhood Security Working Paper and Task Force initiatives. The SEQL Board of Directors is a key to organizing these initiatives and needs to operate at a high level of organizational capacity. To this end a neighborhood organizer working in conjunction with the board would be desirable to continue providing support services into the future. It is also necessary to create the neighborhood watch program so that neighbors are organized on a block-by-block basis and can be mobilized to carry out many of the program initiatives. The neighborhood watch is the basic building block for grass-roots programs which will allow the residents to take back their neighborhood from the criminal elements.

Another positive action which has been taken is the passage by Congress of the Public Safety and Community Policing Act of 1994 (ie. the omnibus crime legislation). This legislation provides many programs supportive of this plan, not the least of which is the effort to substantially increase the number of police interacting with the community on crime control and prevention ("cops on the beat"). As part of the process of applying for those competitive grants, there is the requirement to include a long-term strategy that reflects consultation with community groups. This strategic plan prepared by the South East neighborhood provides direct input and support for programs and partnership with the South Bend Police Department and the City of South Bend in their mutually shared goal of reducing crime.

Elements to be Developed Immediately

\* Anti-Prostitution and Drug Dealer Program

**GOAL:** By keeping pressure on neighborhood-based crime and those benefiting from it, or responsible for controlling it, i.e. police, prosecutors, and the court system, reduce illegal activity.

**PROJECT:** Reduce the number of prostitutes and drug dealers living and working in the neighborhood through informational picketing, publicity and tracking court cases.

**ASSETS:**

- SEOL Board
- Block watch captains
- Neighborhood organizer
- Nuisance ordinances
- Building codes
- \$500 auto fine for solicitation of prostitution
- police

**BARRIERS:**

- Organizing of workers/picketers
- Fear of reprisals
- Lack of police manpower
- Lack of block watch organizations
- Legal issues

**ACTION STEPS:**

1. Organize by blocks and block watches under the leadership of the SEOL Board and assistance of the neighborhood organizer.

2. Prepare inventory of where prostitutes live and solicit and where drug dealers live and deal; including drug houses.

3. Organize informational picketing of residences where prostitutes and drug dealers live and work.

4. Informational picketing of homes of slum landlords who rent to prostitutes and drug dealers.

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5. Picketing prostitutes, particularly on corners near where children board buses for school.

6. Alert media and police when picketing.

7. Video tape illegal activities and provide evidence to the police.

8. With the assistance of the police, using the telephone tree to stay in contact, track the dealers and prostitutes from arrests to appearances before judges.

9. Attend judicial proceedings, testify where appropriate, and track the progress of the cases to ensure against early dismissal, plea bargaining which allows premature release, and other revolving door techniques.

10. Meet with police, judges and prosecutors to have a meeting of the minds on the need to prosecute these criminals.

11. Support the construction of additional youth and adult correctional facilities (long term).

**PROPOSED SCHEDULE:**

October, 1994

Neighborhood Security Task Force meeting to organize first block for neighborhood watch program.

November, 1994

Building on neighbors in organized blocks, begin to inventory where drug houses and prostitutes live and residences of landlords. Consult with the police, SBHF and other entities to ascertain the safest and most effective means to picketing and/or demonstrating

December, 1994

Begin picketing street corners and targeted houses after press conference to announce program.

December, 1994

Meet with police, prosecutors, and judges to develop strategies on how to keep criminals in jail; including providing testimony where appropriate.

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Ongoing

At least once a month, continue process targeting different areas until activity is reduced to the level where no longer an issue.

\*Neighborhood Watch

**GOAL:** Reduce crime by organizing neighborhood through self-help neighborhood watch program.

**PROJECT:** Organize the neighborhood watch program working with the Crime Prevention Division, South Bend Police Department.

**ASSETS:**  
-Program already exists with organizational and informational material available from police department.  
-Proven track record when neighbors work together to protect each others property and person.  
-Other support programs available, ie. deadbolt locks and security program (smoke detectors).

**BARRIERS:**  
-Difficulty of recruiting block captains and participants.  
-Many blocks have vacant lots breaking continuity of housing.  
-Do not know neighbors.  
-Sometimes have undesirable neighbors.

**ACTION STEPS:**

1. Meeting of the Neighborhood Security Task Force to organize initial target block (Carroll, Fellows, Indiana & Haney)
2. Meet with Crime Prevention Division officer in charge of program to receive information kits and kick-off campaign.
3. Organize one block per month working from north to south in the neighborhood.
4. Advertise in newsletter that program has been started in target block and to contact partnership center if interested.

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5. Organizer helps Task Force recruit door-to-door and Task Force recruits, additional friends and neighbors.
6. Participants in activated blocks network together to participate in other program, ie. anti-prostitution and drug dealer program.

**PROPOSED SCHEDULE:**

- October 27, 1994  
Task Force meeting and organizing target block.
- Early November, 1994  
Meeting with Crime Prevention Officer; briefing and receive kits.
- Mid November, 1994  
Working with community organizer recruits door-to-door and achieve 100% participation.
- Late November, 1994  
Program meeting material distributed and program operational, second block organization process begun.

Ongoing

Process repeated each month with one block organized per month.

Ongoing

Marketing through newsletter, word-of-mouth to neighbors and friends, door-to-door, Task Force and organizer solicitation.

Elements to be Developed over the Short Term  
(One to Three Years)

\*Target Hardening/ Safer Streets

**GOAL:** Reduce crime against property and robbery.

**PROJECT:** Make property more secure by improving locks, trimming trees, improving street and yard lighting, and making streets safer.

**ASSETS:**  
-MARC Program  
-Tree trimming program  
-Lock and security program