

THE CITY OF SOUTH BEND • INDIANA

COMPREHENSIVE PLAN

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Our bridge to the future . . .

Amended 2022

Area Plan Commission
Approval Resolution

This copy of *City Plan* belongs to:

NAME: _____

CONTACT INFO: _____

Common Council
Approval Resolution

Amendments to City Plan:

- Northeast Neighborhood Plan - October 2022
- Rum Village Neighborhood Plan - October 2022
- Kennedy Park Neighborhood Plan - September 2022
- Near West Side Neighborhood Plan - August 2022
- Miami Hills Neighborhood Plan - July 2020
- Southeast Neighborhood Plan - February 2019
- West Side Main Streets - 2014

ABOUT THE COMMUNITY'S VISION

Hundreds of participants provided the basic input used by the City Plan Civic Alliance and City staff to develop South Bend's vision statement, *Envision South Bend in 2025* . . . The vision statement is a guiding element of this comprehensive plan and has been used to develop its Goals, Objectives, and Policies.

South Bend Common Council adopted the vision statement in May 2004.

Envision South Bend in 2025 . . .

South Bend is a vibrant, caring city. Residents and government celebrate our diversity and vitality. Together, we nurture our educational, social, cultural, natural, human and economic resources.

Our City Government dedicates itself to civic engagement with open, effective dialogue among citizens and governing bodies.

We enjoy a high quality of life enriched through our achievements of ethnic and racial harmony, volunteerism, philanthropy, and just and equal access to economic and social opportunities.

We are a center of learning. Our excellent schools and world-class institutions of higher education, engaged with the community, prepare our youth to compete in the 21st century.

We are a community that fosters entrepreneurship, and attracts and retains competitive businesses by continually investing in our work force and technology.

We are a city of safe and unique neighborhoods with diverse housing choices. We have a built environment that embraces our historic heritage while facilitating progressive design and land use, utilizing modern infrastructure.

We have a dynamic downtown that is a hub for housing, commerce and government, and a regional destination for culture, arts and entertainment.

We have an excellent transportation system that offers alternative modes of transport, provides accessibility throughout the community, values pedestrians, and is integrated locally and regionally.

We are proud stewards of the natural environment, preserving the St. Joseph River as a valuable resource and cherishing our parks and plentiful green spaces.



Welcome from the Mayor

October 2006

We have been through an extraordinary process to develop *City Plan*. The level of public participation was unprecedented as we crafted our community's blueprint for the future. From the first visioning sessions in the fall of 2003 to the final public review meetings in the summer of 2006, all segments of the community participated as true stakeholders.

The next 20 years will be an exciting time as *City Plan* guides our growth and development. South Bend is the regional center for culture and finance, health care and education. Following *City Plan* will enhance that role, and will bring heightened focus on the river and on youth development. South Bend will be a community of choice because of our flourishing downtown, new business opportunities, a vibrant housing market, commitment to arts and entertainment, and educational excellence. Through strong partnerships, hard work and good planning we will make South Bend a great Midwestern city.

Realizing this vision will require creativity in the face of financial constraints. Nevertheless I am confident that our can-do attitude will build on our assets to help us thrive. Our diversity and our willingness to encourage initiative and adapt to change will be key components in our success. Please join me in committing our imagination, our talents and our resources to implement this Plan as we make South Bend one of the most livable cities in the country.

Sincerely,



Stephen J. Luecke
Mayor





ACKNOWLEDGMENTS

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Stephen J. Luecke, Mayor

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Thanks to all other Community & Economic Development colleagues and interns who in various ways assisted with *City Plan*.

...and to Jon R. Hunt (1942—2003) for his contributions to *City Plan*.

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Special Thanks

To the general public for participating in the process to create *City Plan*.

To These Individuals

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To the South Bend Regional Museum of Art for organizing and exhibiting the *Envisioning The Future* art exhibit.

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Public Meeting Venues

A.J. Wright Distribution Center
Century Center
Gospel Center Missionary Church
Greater St. John Missionary Baptist Church
Ivy Tech State College
Leighton Center For Senior Health
Our Lady of Hungary School
Robinson Community Learning Center
St. Adalbert's Parish
St. Joseph County Public Library
Main Library
Virginia M. Tutt Branch
Western Branch

South Bend Community School Corporation

Adams High School
Edison Intermediate Center
Harrison Primary Center
Hay Primary Center
Jackson Intermediate Center
LaSalle Intermediate Academy
Monroe Primary Center
Nuner Primary Center
Perley Primary Center
Washington High School

South Bend Parks and Recreation

Charles Black Center
Erskine Golf Course
O'Brien Recreation Center
Pinhook Pavilion

South Bend Regional Airport

West Side Democratic and Civic Club
YWCA

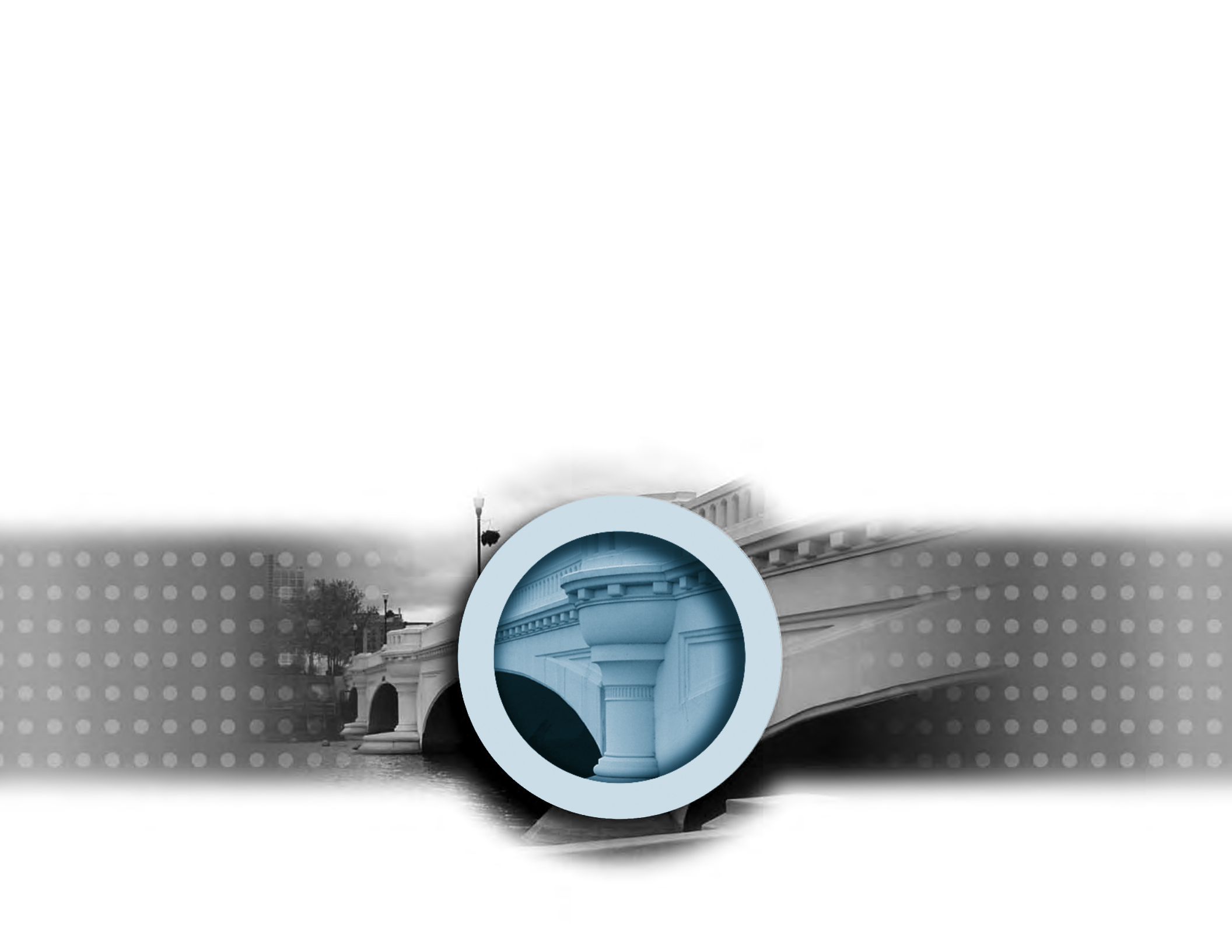




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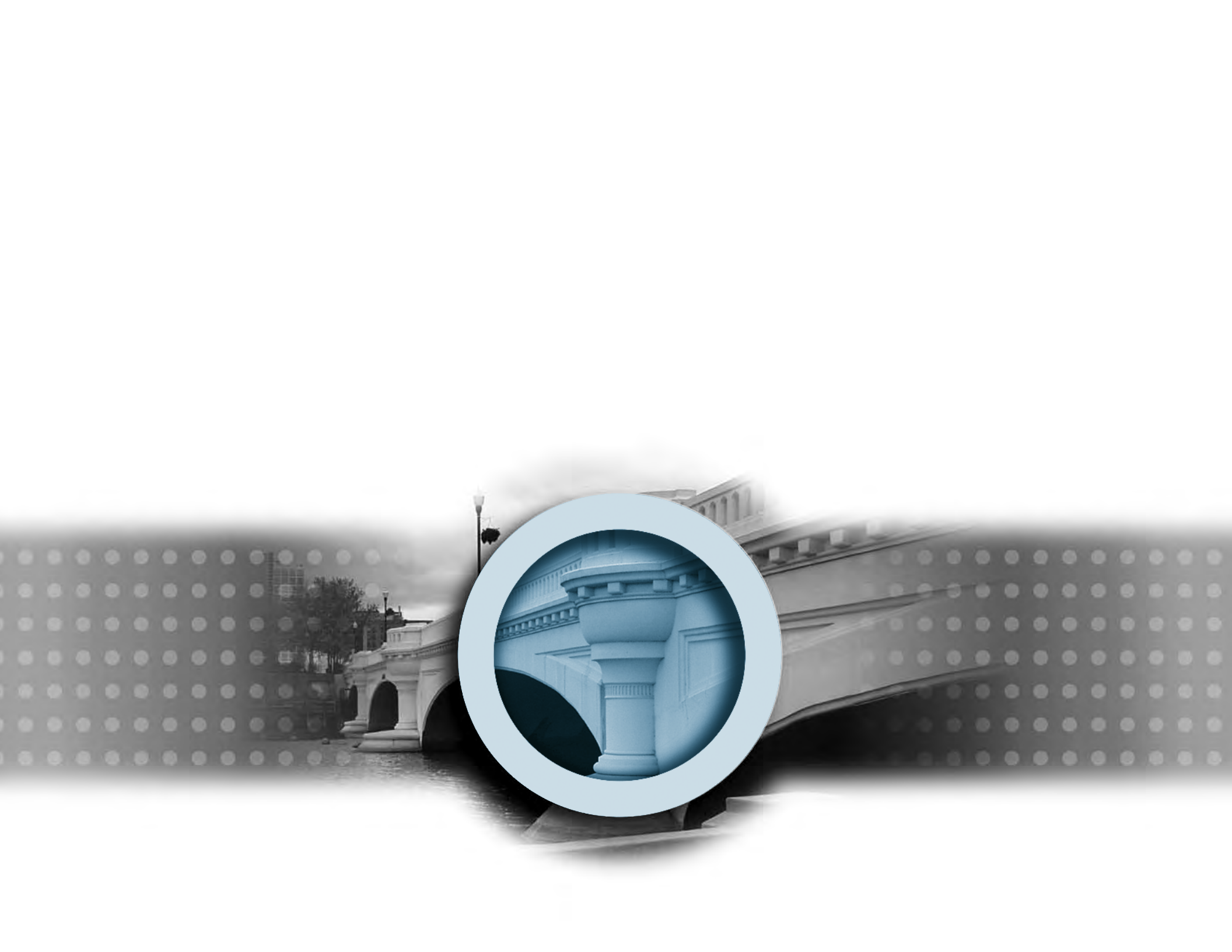
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2

LOCAL CONTEXT

A. HISTORY OF SOUTH BEND

The St. Joseph River originates in Michigan and flows south and west through northern Indiana on its 210-mile journey to Lake Michigan. Potawatomi Indians of the Pokagon Band were the first known people to live along the shores of the river. The earliest European explorers settled at the river's southernmost bend. French explorer Rene Robert Cavalier Sieur de La Salle first landed at what is now Highland Cemetery in 1679. In 1823, Alexis Coquillard founded a fur trading post a short distance from the site of La Salle's landing. The settlement's name, South Bend, indicates the importance of the river to its inhabitants. Organized as a town in 1835, it was incorporated as a city in 1865. South Bend is the county seat for St. Joseph County.

Industry began developing in South Bend in the late 1830s. By the mid-1840s, manufacturers were locating on two constructed canals called "races" on each side of the St. Joseph River in the downtown. The geographic location of the city was advantageously chosen on the transportation route for merchandise and tools needed in the West for development and for the shipment east of forest products for eastern markets. Railroads were built connecting South Bend to Toledo and Chicago in 1851. South Bend's strategic location has always been one of its great strengths.

In the second half of the 19th century, South Bend's industry expanded rapidly. Locally owned industry included the Studebaker Brothers Manufacturing Company, the world's largest producer of wagons; the Oliver Chilled Plow Works (which contributed to tremendous growth in agricultural production); the Birdsell Manufacturing Company; and the Bendix



A parade on Michigan Street in downtown South Bend in the 1960s.



Postcard depicting the Oliver Chilled Plow Works.



Postcard depicting the Studebaker Manufacturing Plant in the 1910s.

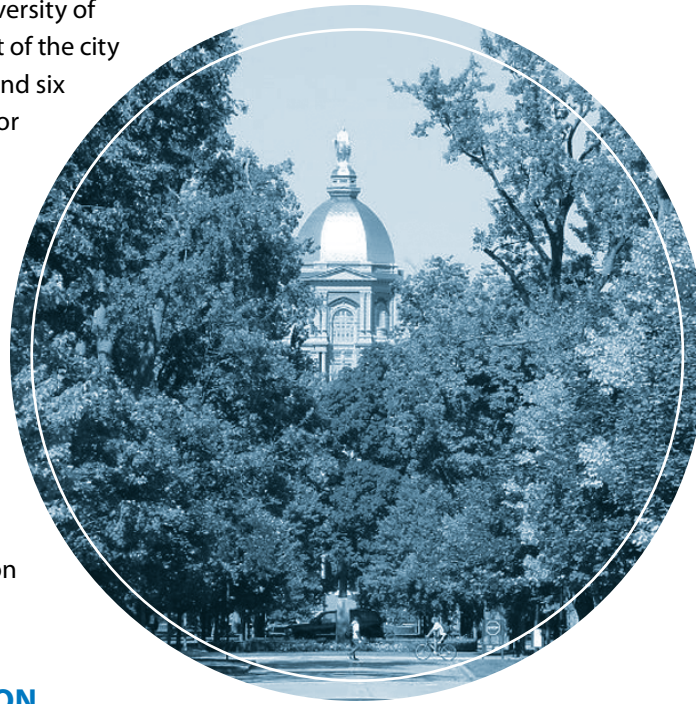
Corporation, as well as numerous smaller supporting industries. These corporations provided the foundation for South Bend's growth for almost a century.

The massive industrial growth that marked the late 19th and early 20th centuries slowed in the years following World War II. A number of the large industries that had helped build South Bend are no longer in the area. Local leaders responded to

this decline of heavy industry by diversifying the local economy toward smaller scale manufacturing, transportation/distribution-related industry, medical services, education, and other professional services. The city's location along an interstate highway, numerous railroads, and a fiber optic "highway" continue to position the community for continued growth into the high-tech future.

A major presence in the area is the University of Notre Dame, founded in 1842 northeast of the city by the Reverend Edward Sorin, C.S.C., and six Catholic brothers. Originally a school for young men, the university became co-educational in 1972. In 2004, the university had a student population of 11,479.

Today South Bend is a growing city of about 108,000 residents spread over approximately 40 square miles. It is the home of numerous sports and recreational opportunities for visitors and residents alike, along with several excellent institutions of higher education and a renowned regional hospital.



Golden Dome at the University of Notre Dame, IN.

B. DEMOGRAPHIC INFORMATION

Demographic trends are important to any community concerned with growth: how to anticipate it, how to encourage it, and how to accommodate it. Various techniques are used to model how populations change over time. An analysis of existing census data showing population trends over the recent past can help project forward the future size and composition of the population and help a community plan for future change.

Population Change

South Bend has a long history as a city of industry, its factories offering employment to skilled and unskilled labor from Europe and the American South

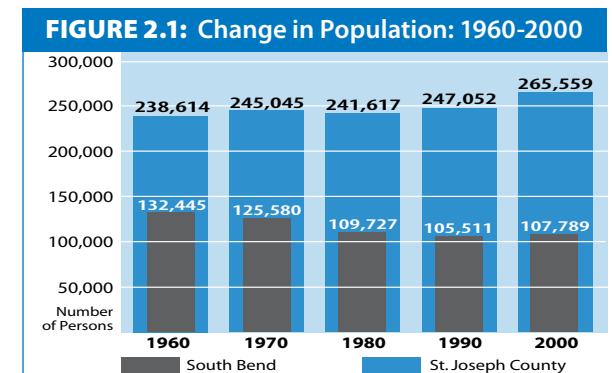
for almost a century. Following the closing of the Studebaker Corporation in 1963, however, the City's population began a 30-year decline. The 1990s slowly began to reverse that trend as the local economy adapted and diversified: the 2000 Census showed an increase of 2,278 persons, or 2.2 percent, the first gain since 1960. Comparatively, St. Joseph County grew by 18,507, or 7.4 percent, during the 1990s (see Fig 2.1).

South Bend's growth in the 1990s was exclusively within the minority population. In 1960, South Bend was 90 percent Caucasian. At the beginning of the 21st century, South Bend had become an increasingly diverse community: 66.1 percent Caucasian, 24.6 percent African American, and 9.3 percent Asian, Native American, some other race, or two or more races. Hispanics, 8.5 percent of the population, were the fastest growing group by far (see Table 2.1).

TABLE 2.1: Population by Race/Ethnicity in South Bend: 1990–2000

Race/ethnicity	1990	2000	Change, +/-	% Change
Caucasian	80,221	71,195	-9,026	-11%
African American	22,049	26,522	4,473	20%
Asian/Pacific Islander/Native Hawaiian	916	1,361	445	49%
Native American	386	440	54	14%
Some other race	1,939	5,250	3,311	171%
2 or more races	n/a	3,021	3,021	n/a
Totals	105,511	107,789	2,278	
Hispanic (of any race)	3,546	9,110	5,564	157%

Sources: U.S. Census Bureau and City of South Bend.



Sources: U.S. Census Bureau and City of South Bend.

TABLE 2.2: Age Distribution by Race/Ethnicity in South Bend: 2000

Age	Caucasian alone	African American alone	All other alone	2 or more races	Hispanic (of any race)
Under 5	4,593	2,717	933	652	1,354
5 to 9	4,311	2,891	752	517	1,123
10 to 14	3,958	2,794	574	351	801
15 to 19	3,861	2,377	583	260	791
20 to 24	5,441	1,933	913	231	1,145
25 to 29	5,781	1,876	878	204	1,026
30 to 34	5,316	1,824	674	165	786
35 to 39	5,013	1,934	436	123	566
40 to 44	4,978	1,890	377	140	470
45 to 49	4,858	1,498	311	101	342
50 to 54	4,148	1,148	235	72	258
55 to 59	3,061	828	109	50	145
60 to 64	2,419	635	84	41	95
65 to 69	2,624	645	66	31	71
70 to 74	3,268	578	67	33	63
75 to 79	3,111	490	33	16	35
80 to 84	2,252	253	14	19	21
85 and over	2,202	211	12	15	18
Subtotals	71,195	26,522	7,051	3,021	9,110

Sources: U.S. Census Bureau and City of South Bend.

Age and Race

In 2000, the median age for South Bend was 33 years. Population distribution consisted of 27.3 percent under the age of 18; 10.4 percent from 18 to 24; 29.3 percent from 25 to 44; 18.2 percent from 45 to 64; and 14.8 percent who were 65 years of age or older (see Table 2.2).

Educational Attainment

The overall educational attainment for South Bend residents improved over the 1990s. In 2000, almost 78 percent of South Bend's residents had completed high school, and more than 20 percent possessed a bachelor's degree or higher (see Table 2.3).

TABLE 2.3: Educational Attainment in South Bend: 1990-2000

	1990 Population		2000 Population	
Population 25 years and over	67,916	100%	66,715	100%
Less than 9th grade	6,243	9.2%	4,326	6.5%
9th to 12th grade, no diploma	12,786	18.8%	10,550	15.8%
High school graduate (includes equivalency)	21,301	31.4%	20,857	31.3%
Some college, no degree	11,423	16.8%	13,816	20.7%
Associate degree	3,629	5.3%	3,618	5.4%
Bachelor's degree	7,234	10.7%	7,932	11.9%
Graduate or professional degree	5,300	7.8%	5,616	8.4%
Percent high school graduate or higher		72.0%		77.7%
Percent bachelor's degree or higher		18.5%		20.3%

Sources: U.S. Census Bureau and City of South Bend.

TABLE 2.4: Household Size by Race/Ethnicity in South Bend: 2000

Race	Average Household Size
Caucasian	2.26
African American	2.80
American Indian	3.00
Two or more	2.89
Hispanic (of any race)	4.02
Citywide average household size	2.45

Sources: U.S. Census Bureau and City of South Bend.

Households

According to the 2000 census, there were 42,908 households in South Bend. Household size varied significantly by race/ethnicity. The average household size citywide was 2.45 (see Table 2.4).

In South Bend in 2000, 13,082 households (30.5 percent of all households) had children under the age of 18; of those, 4,702 (35.9 percent of households with children) were female headed. There were 13,953 households (32.5 percent of all households) made up of individuals living alone; of those householders, 5,434 (38.9 percent) were 65 years of age and over.

Household Income

In 1999, South Bend's households were 42 percent of all households in the county. While 54.1 percent of all households in the county earning under \$25,000 lived in South Bend, only 24.5 percent of those earning over \$100,000 did.

As Tables 2.5 and 2.6 indicate, South Bend attracted an increasing proportion of the lower-income residents living in St. Joseph County during the last few decades of the 20th century.

TABLE 2.5: Household Income in South Bend and St. Joseph County: 1999

	South Bend	St. Joseph County	% of households in South Bend
Number and percent earning <\$25,000	15,866 (37.2%)	29,319 (29.1%)	54.1%
Number and percent earning \$25,000–\$99,999	24,568 (57.7%)	62,353 (62.0%)	39.4%
Number and percent earning \$100,000 and up	2,193 (5.1%)	8,957 (8.9%)	24.5%
Total number of households	42,627 (100%)	100,629 (100%)	42.4%

Sources: U.S. Census Bureau and City of South Bend.

Home Values

Income will determine to a large extent the value of a home a household can afford to buy. South Bend has a larger percentage of its housing units valued at less than \$50,000 than does the county as a whole.

The “value” of the homes comes from the value assigned by the head-of-household who completed the census long form. The data indicates that South Bend contains more than its “share” of homes valued under \$50,000 while the county enjoys a much larger percentage of homes at the upper end of the price scale.

Related data shows that in 1970, South Bend contained 53.7 percent of all net assessed value in the County; in 2001, 29.9 percent of the County’s net assessed value was within South Bend city limits.

Homeownership

Census 2000 indicates (see Tables 2.7 and 2.8) that the rate of homeownership in South Bend has declined while homeownership in the county remainder (i.e., the unincorporated portions of St. Joseph County) has continued to increase.

TABLE 2.6: Median Household Income in South Bend and St. Joseph County: 1980–2000

	1980	1990	2000
South Bend	\$15,678	\$24,131	\$32,439
St. Joseph County	\$17,570	\$28,235	\$40,420
South Bend as % of County	89.2%	85.5%	80.3%

Sources: U.S. Census Bureau and City of South Bend.

TABLE 2.7: Specified Owner-Occupied Housing Units in South Bend and St. Joseph County: 2000

Value	South Bend	St. Joseph County
<\$50,000	6,941 (27.3%)	9,534 (14.5%)
\$50,000–\$149,999	17,220 (67.9%)	45,880 (70.2%)
\$150,000 and up	1,212 (4.8%)	9,941 (15.3%)
Total units in sample	25,373 (100%)	65,355 (100%)

Sources: U.S. Census Bureau and City of South Bend.

TABLE 2.8: Owner-Occupied Housing in South Bend and the County Remainder: 1980–2000

		1980	1990	2000
South Bend	total occupied units	42,082	42,260	42,908
	owner-occupied	29,530	27,867	27,054
	% owner-occupied	70.2%	65.9%	63.1%
County Remainder	total occupied units	27,834	32,104	37,587
	owner-occupied	24,014	27,893	33,632
	% owner-occupied	86.3%	86.9%	89.5%

Sources: U.S. Census Bureau and City of South Bend.

TABLE 2.9: Occupation of Employed Persons in South Bend: 2000

Industry	Employment
South Bend - Employed civilian population 16 years and over:	47,107
Educational, health, and social services	11,422
Manufacturing	9,338
Retail trade	5,759
Arts, entertainment, recreation, accommodation, and food services	3,628
Professional, scientific, management, administrative, and waste management services	3,518
Finance, insurance, real estate, and rental and leasing	2,577
Other services (except public administration)	2,336
Construction	2,333
Transportation and warehousing, and utilities	1,934
Wholesale trade	1,789
Public administration	1,199
Information	1,189
Agriculture, forestry, fishing and hunting, and mining	85

Sources: U.S. Census Bureau and City of South Bend.

For decades the area economy was known for its dependence on large manufacturing operations. In 1950, the Studebaker Corporation alone employed more than 24,000 people. Since that time the economy has diversified, registering growth in education and health care as well as in warehousing and distribution.

As indicated in Table 2.9, manufacturing still remains a significant sector of employment in the area.

Occupation of Employed Persons

Table 2.9 illustrates the industry classification of employed persons 16 years and older according to the 2000 census. Educational, health, and social services comprised the largest employment sector with 11,422 jobs. Manufacturing was second with 9,338 jobs.

TABLE 2.10: Largest Employers in St. Joseph County: 2005

Employer	Number of Employees
University of Notre Dame	4,200
Memorial Health System	3,600
South Bend Community School Corporation	3,338
Saint Joseph Regional Medical Center, Inc.	3,260
St. Joseph County	2,025
The Diocese of Fort Wayne-South Bend	1,750
City of South Bend	1,535
Indiana University South Bend	1,400
Madison Center	1,239
Meijer, Inc.	1,200

Source: Chamber of Commerce of St. Joseph County.

Largest Employers

In 2005, the University of Notre Dame was the largest employer in St. Joseph County. Following the University of Notre Dame, Memorial Health System, the South Bend Community School Corporation, and St. Joseph Regional Medical Center were the largest employers in the region (*see Table 2.10*).

C. POPULATION PROJECTIONS

Projection Method

Projecting the growth of a community's population is an important part of developing a comprehensive plan. The population projections provided by the Indiana Business Research Center (IBRC) for the *City Plan* process were based on a "share-of-growth" method, a method which projects the population of a smaller area in relation to independent projections

for a larger area of which it is a part. In this case, the IBRC's projections for South Bend were related to IBRC's projections, released in July 2003, for St. Joseph County. The cohort component method, a relatively complex and data-intensive technique, was used to generate the county-level projections. The projections did not take into account economic variables, such as employment levels and unemployment rates, because those variables are not as predictable as the movement and lifecycle of population which are, in and of themselves, the best inputs to determine future population growth or decline. However, economic variables can significantly influence migration trends. It is important to remember that population projections are a useful planning tool, and is neither predetermined nor inevitable.

Implications of the IBRC

Population Projection

The IBRC's share-of-growth method anticipates South Bend capturing approximately 12 percent of all St. Joseph County's population growth during the 20-year period, 2005–2025. South Bend's population projection shows slow but steady population growth throughout that 20-year period. In 2025, South Bend's population is projected to be 110,914, an increase of 3,025 persons over the 2005 total of 107,889.

The demographic composition of South Bend's population will continue to become more diverse with growth projected in all groups except for Caucasians, expected to decrease by more than 3,300 persons. The fastest growing racial/ethnic groupings are anticipated among people identifying themselves as two or more races and Hispanic. The number of African Americans will continue to increase though at a slower rate than other minorities.

South Bend's population will also continue to grow older. In 2005, according to census population estimates, 14,767 persons, 13.6 percent of the population, were 65 years of age and older; in 2025, that age group will have grown to 19,756 persons, 17.8 percent of the population.

The population of school age children is expected to change very little through 2025, though it is projected to drop slightly below the 2005 figure. Perhaps more worthy of note are the expected racial/ethnic shifts, requiring more effort to accommodate the educational needs of the growing Hispanic and multicultural populations.

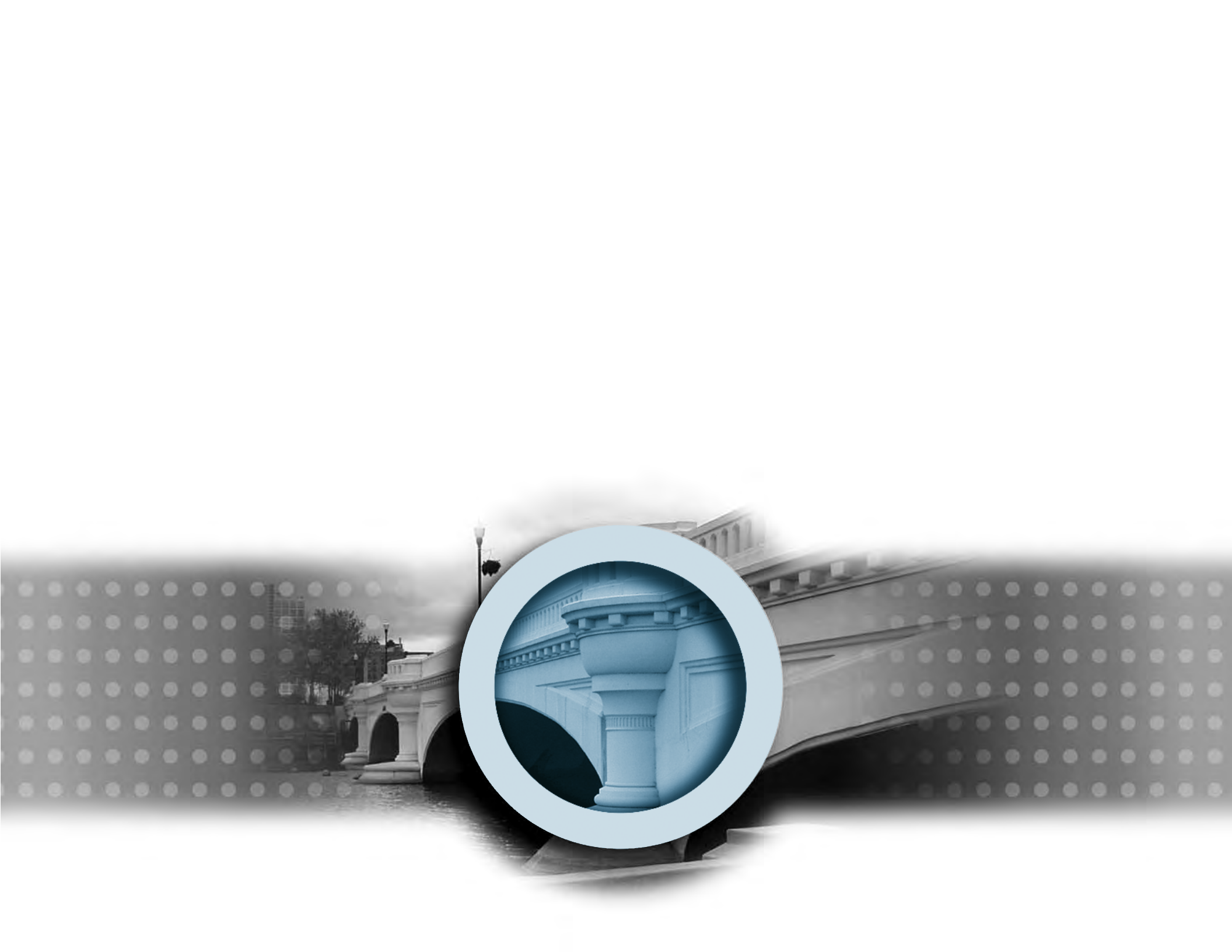
The IBRC's projection expects changing demographics to have an impact on the composition of the available workforce. The racial/ethnic composition of the population aged 25–54 (the prime working age years) will make it advantageous for business leaders and managers to have bi-lingual or multi-lingual capabilities and to be effective in communicating with workers who have varying degrees of proficiency with the English language. More significantly for economic development, the number of persons in the prime working age years is projected to decrease by 3,762 over the 20-year period.

A slowly growing, increasingly diverse community, with an aging population and a declining number of persons in the prime working age years, are some of the challenges the population projections present.

Alternative Growth Targets

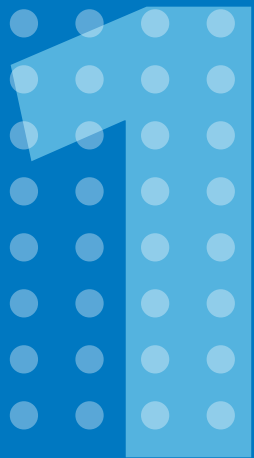
The IBRC's population projections were based on the assumption that no significant change, positive or negative, would occur in South Bend or the surrounding area throughout the planning period. The population projections were interpreted by both the City and the general community as undesirable and were, in fact, taken as a "call to action" and one of the reasons for developing *City Plan*.

City staff then established a "preferred" rate of growth as a goal that more accurately reflected the aspirations expressed in the community's vision statement adopted by Common Council in May 2004. The growth goal established of approximately 16,500 persons over the 20-year planning period is aggressive and assumes active implementation of *City Plan's* policies, including the action steps contained in the Implementation Action Plan.





INTRODUCTION



A comprehensive plan is a tangible representation of where a community aspires to be in the future and it establishes the guiding steps on how best to achieve that vision through a framework of Goals, Objectives, and Policies. The plan embodies the community's values and provides guidance regarding development decisions during the planning period.

A. PURPOSE

City Plan is the comprehensive plan for the City of South Bend. It is the City's guide for decision-making regarding physical development and the allocation of resources. It provides local government officials direction in developing programs and strategies, making capital expenditures, and setting annual budgets. Although the Plan focuses on most aspects of city life related to the physical environment, it touches on some important social aspects as well. *City Plan* encourages residents and businesses to join together to ensure that the community's vision is achieved.

City Plan is comprehensive in nature because of the following three elements:

- It is long range, covering a timeline of 20 years.
- It addresses the entire geographic area of the city and some area beyond the city limits.
- It addresses 10 planning topics that have an effect on the community's quality of life.

B. PLANNING AREA

The City of South Bend is located in north central Indiana and is the county seat of St. Joseph County. The city covers an area of 40 square miles and is well connected regionally and nationally by road, rail, and air transportation. The St. Joseph River, which has an east to west flow, is the city's major natural



South Bend in its regional context.

feature. The Michigan border is approximately six miles north of South Bend's Central Business District.

South Bend is the largest city in the "Michiana" region, which includes four counties in northern Indiana (LaPorte, St. Joseph, Elkhart, and Marshall) and two in southwest Michigan (Berrien and Cass). After South Bend, the largest cities and towns within the region are Mishawaka, Elkhart, Warsaw, and Plymouth, in Indiana, and Niles and Cassopolis in Michigan.

South Bend attracts visitors from around the country to its many tourist destinations and arts venues including the Morris Performing Arts Center, the College Football Hall of Fame, the Studebaker National Museum, the Northern Indiana Center for History, and the East Race (kayaking). Located downtown and designed by the acclaimed architect

Phillip Johnson, the Century Center draws regional and national conventions throughout the year.

C. PLANNING HISTORY

In 1921, the Indiana legislature enacted legislation enabling municipalities to establish planning commissions "to promote the orderly and economic development of the urban area." South Bend established its first planning commission the following year. The South Bend City Planning Commission developed the basic institutional framework for planning in the city by establishing the following: Subdivision Rules and Regulations (1922); a city Zoning Ordinance (1923); and the Board of Zoning Appeals (1927). The City Planning Commission completed its first *Major Streets and Thoroughfares Plan* in 1923.

Prior to the early 1950s, planning efforts were hampered by the lack of planning staff, resulting in a lack of any overall coordination. To encourage coordination, the City Planning Commission developed four reports/plans which, when consolidated, became South Bend's first comprehensive plan. The four components of the comprehensive plan were: *A Report on Government Buildings Site Location for St. Joseph County and South Bend, Indiana* (1955); *Land Use Analysis* (1957); *Major Thoroughfares* (1959); and *A Long-Range Plan for Recreation Areas* (1960). These were condensed into a smaller document titled *The Comprehensive Plan: A Condensation* (1961).

Though the South Bend Common Council did not adopt *The Comprehensive Plan*, many of the plan's elements were eventually realized. One example is the development and completion of the St. Joseph Valley Parkway, the limited-access highway to the south and west of the city. Another important idea advocated in the plan was the need for an industrial park near the convergence of the St. Joseph Valley Parkway, the South Bend Regional Airport and I-80/90 which eventually became the Blackthorn Industrial Park.

To increase coordination between County and City government planning efforts in response to the closing of the Studebaker Corporation (1963), the Area Plan Commission of St. Joseph County (APC) was established in 1965. The City Planning Commission was then disbanded. By joining the APC, the City of South Bend relinquished its jurisdiction over zoning in the unincorporated areas within two miles of the city limits. The APC continues to be the local governmental body with jurisdiction over subdivision

changes and an advisory role in zoning changes in South Bend, the unincorporated areas of the county, and five towns in St. Joseph County.

In 1973, a joint transportation — land use plan was developed utilizing funds from two federal agencies: the Federal Highway Administration (FHWA) and the U.S. Department of Housing and Urban Development (HUD). This plan, titled the *South Bend Urban Area Transportation Study*, was never officially adopted, but was unofficially followed in making land use decisions, including the updating of the Zoning Ordinance. The 1973 plan focused more on transportation issues and contained several traffic analyses and forecasts, alternative circulation designs, and other transportation-related elements, while the amount of information on land use planning was considerably less.

The first comprehensive plan formally approved by the South Bend Common Council—*The Comprehensive Plan for the City of South Bend, Unincorporated Areas of St. Joseph County and the Towns of Lakeville, New Carlisle, North Liberty, and Roseland*—was a one-page document adopted in 1986. This met the state's minimum legal requirement that all jurisdictions which implemented zoning adopt a comprehensive plan. Since then some jurisdictions in the County have completed more detailed comprehensive plans. In 2002, the Area Plan Commission completed *The Comprehensive Plan for South Bend and St. Joseph County*, which was formally adopted by the St. Joseph County Council and the South Bend Common Council. The 2002 plan primarily established a broad framework for county-wide resources and development patterns, including some areas around

the edges of South Bend. It did not, however, under its broad approach, significantly address the specific concerns facing South Bend.

Over the past 40 plus years, South Bend has experienced change in its local economic base; its population, density, and socio-economic makeup; and its ability to attract businesses and residents. Key trends that have prompted the City of South Bend to consider developing a new comprehensive plan include:

- The economy has diversified and is no longer dependent on a manufacturing base.
- Population has declined from a peak of 132,445 in 1960 to 107,789 in 2000.
- The population is much more diverse.
- The city has increased in size from 24 to 40 square miles.
- Growth continues at the edges, stretching City services.
- The city's housing stock is aging.
- The downtown has begun to attract development.
- Many areas in the city have no plans.
- The ability of the City to raise revenue to provide services continues to diminish.

Indiana State Law

The State of Indiana has established certain standards for developing comprehensive plans. The State legislated these standards “for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.”

Indiana Code (I.C. 36-7-4-500) requires all comprehensive plans, at a minimum, to include the following elements:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

D. PLANNING PROCESS

In 2002, Mayor Stephen J. Luecke directed the Department of Community and Economic Development to develop and manage a planning process that would engage the entire community in planning for the future of their city. The Mayor wanted the planning process to be inclusive because the city's comprehensive plan, *City Plan*, would serve as a guide for decision making over the next 20 years and would need community support transcending any one administration or Common Council.

Scope

The scope of *City Plan* was established within the context of its Guiding Principles, basic rules or truths that were paramount in guiding the planning process:

- **Collaborative:** *City Plan* should adopt an open and collaborative approach to decision making, respecting cultural diversity and encouraging widespread and informed public participation, and partnerships involving all sectors of the community.
- **Strategic:** *City Plan* should be strategic in nature and establish priorities to maximize available resources to address community assets and needs.



William Hudnut inaugurates the American City I Guest Speaker Series, April 2003.

- **Context:** *City Plan* should recognize and address the city's context and role within the region. It must acknowledge the comprehensive plans of neighboring communities.
- **Sustainability:** *City Plan* should ensure the health and longevity of the residents of the city by including policies and strategies that are environmentally sensitive and innovative.
- **Evaluation:** *City Plan* should have a built-in process to update the plan while providing a means of measuring the implementation of its strategies.
- **Flexibility:** *City Plan* should provide a methodology to recognize change and incorporate the means for modifying and updating its content.
- **Identity:** *City Plan* should demonstrate a commitment to preserving the city's unique history to enhance its identity.
- **Economic Base:** *City Plan* should foster the preservation and expansion of the City's tax base.

Raising Awareness

An important principle of the entire *City Plan* planning process was to raise awareness in the community and educate the public on important planning concepts. To do this, City staff developed two guest speaker series, conducted during Phases I and II of the planning process. The *American City Guest Speaker Series* (2003 and 2004) brought nationally renowned experts to South Bend to give public presentations on key planning issues to spur interest in the planning process. The presentations were well attended by the general public and government decision makers. Attendance averaged approximately 175 people per presentation. The City also partnered with major employers in the area to bring in additional speakers throughout the planning process, including the new urbanist Andres Duany. In the fall of 2004, the Indiana Planning Association at its statewide convention awarded the *American*

PROCESS

PHASE SUMMARY

PHASE I	VISIONING	<ul style="list-style-type: none"> • Visioning sessions • Reporting back to the community • Drafting the Vision
PHASE II	ANALYSIS	<ul style="list-style-type: none"> • Establishing topic areas • Analyzing current conditions • Seeking solutions
	SETTING GOALS & POLICIES	<ul style="list-style-type: none"> • Developing Goals, Objectives, and Policies • Producing City Plan Draft 1
PHASE III	PUBLIC REVIEW	<ul style="list-style-type: none"> • Producing City Plan Draft 2 • Presenting Draft 2 to the Public
	PLAN ADOPTION	<ul style="list-style-type: none"> • Adopting the Plan



Children participating in a visioning session, November 2003.

Matrix explaining the three phases of the City Plan process.

City Guest Speaker Series the “Excellence in Planning –Outstanding Marketing Project” award.

Public Participation

South Bend’s 1961 Comprehensive Plan contained no evidence of public involvement. Current planning practice encourages public participation in developing a vision for the future, assessing current conditions, and establishing objectives and policies on how best to achieve that vision. Public participation was a key principle in the development of *City Plan*.

To integrate public participation into the planning process, the Mayor appointed the *City Plan Civic Alliance*, comprised of 50 individuals from a broad cross-section of the community. The Civic Alliance provided the means formally to incorporate diverse

perspectives into the planning process and gave professional planners and other City officials and area experts the point of view of “citizen planners.”

Process Phases

City staff developed a phased process, approximately three years long, to develop *City Plan*.

PHASE I

1.I. Visioning sessions

The first public meetings were visioning sessions held at handicapped accessible locations throughout the community: three meetings in each Common Council district, one on the Indiana University South Bend campus, another on the University of Notre Dame campus, and another to gather input from fifth grade students at a local parochial school

–21 meetings in all. At all meetings the participants were asked to envision the community they would like South Bend to be in the year 2025. The result of these sessions, attended by more than 600 residents, was compiled in a document titled *Elements of a Vision for South Bend* (February 2004).

1.II. Reporting back to the community

Elements of a Vision for South Bend was presented back to the community to confirm its accuracy in eight public meetings, one of which was conducted entirely in Spanish. Attended by approximately 300 people, these meetings were also designed to solicit public views regarding obstacles, barriers, and constraints which could prevent the realization of the community’s aspirations. The information gathered informed the next step in the process.

PROCESS CHRONOLOGY

DATES

SIGNIFICANT ACTIVITIES & EVENTS

2003

April–June *An American City*, Guest Speaker Series held (approximate attendance: 1200)
 September *City Plan* Civic Alliance appointed (50 Members)
 October–December Phase I public meetings conducted (approximate attendance: 600)

2004

February *Elements of a Vision for South Bend* report released
 February Phase I report back meetings held (approximate attendance: 300+)
 March Vision Statement: *Envision South Bend in 2025...** drafted
 April–July *Envisioning The Future* Art exhibit
 May Vision Statement adopted as resolution by South Bend Common Council
 May–June *An American City II*, Guest Speaker Series held (approximate attendance: 500)
 Summer / Fall Current conditions analysis conducted (more than 100 meetings w/ 170+ stakeholders)

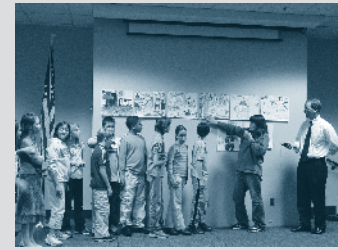
2005

January Report back meetings to Stakeholders held (approximate attendance: 200+)
 March *Current Conditions Report (2004-2005)** released
 June Phase II public meetings held (approximate attendance: 400)
 July *City Plan Phase II Community Meetings Report** released
 August–September Land demand capacity analysis conducted
 September–October *City Plan* Goals, Objectives, and Policies drafted
 November *City Plan*, Draft 1 produced

2006

January Draft I reviewed by Civic Alliance and key stakeholders (approximate attendance: 100)
 February–May *City Plan*, Draft 2 produced
 June Phase II public meetings held (approximate attendance: 300)
 July Revisions made to Draft 2
 September Final Draft presented to the Area Plan Commission of St. Joseph County
 October Final Draft presented to the South Bend Common Council for adoption as resolution.

* These reports are available for download from the *City Plan* Web site at www.SouthBendCityPlan.org





Participant reporting back at Phase I visioning session, November 2003.



Civic Alliance members present their research on key issues to City officials, November 2004.



Current Conditions Report being presented to stakeholders, January 2005.

I.III. Drafting the Vision

City Plan staff worked with the Civic Alliance to craft a vision statement based on what was gathered from the community. The vision statement titled *Envision South Bend in 2025* was completed and adopted by the South Bend Common Council on May 10, 2004.

PHASE II

II.I. Establishing topic areas

Based on the information gathered from the public at the February report back meetings, 12 general topics were identified for further research:

Transportation, Infrastructure, Land Use and Zoning, Urban Design, Environmental Management, Parks and Open Space, Community Building, Health and Safety, Housing, Economic Development, Arts and Culture, and Education.

II.II. Analyzing Current Conditions

The Civic Alliance divided into seven panels to research their assigned topic areas to develop an analysis of current conditions. Over the course of several months the Civic Alliance Panels held more than 100 small group meetings with more than 170

community stakeholders as part of their research on the 12 topic areas. Stakeholders included the business community; elected and appointed government officials; CEOs and executive directors; experts in the topic areas from the public, private, and nonprofit sectors; clergy from different faith communities; and leaders from various civic organizations. A draft of this extensive, in-depth analysis was provided to more than 200 stakeholders in January 2005 for feedback. Revisions were made based on this input and in March 2005 the *Current Conditions Report, 2004-2005* (CCR) was published for the public.

II.III. Seeking solutions

The CCR identified the community's strengths and key issues and informed the development of the exercise used in the next round of community meetings in June 2005. These ten public meetings held throughout the city were popularly referred to as the "solution meetings" because the questions posed to the public sought creative ways to address key issues and facilitate movement toward realizing the community's vision. Approximately 400 people participated in these meetings.



Participants working on map exercise during Phase II meeting, June 2005.

II.IV. Developing Goals, Objectives, and Policies

Analysis of the public input received during the "solution meetings" was documented in *City Plan Phase II Community Meetings Summary Report*. This document, along with *Elements of a Vision for South Bend and the Current Conditions Report, 2004—2005*, became an important source of material for developing Goals, Objectives, and Policies for *City Plan*.



Participants identify priority issues during Phase II meeting, June 2005.



A Civic Alliance member helps facilitate a Phase II public meeting in Spanish, June 2005.

Before writing could begin on the Goals, Objectives, and Policies, an analysis of current and projected land use was necessary. Those involved in this technical analysis included staff from several City and County departments. All staff involved were members of the Neighborhood Strategic Planning Team (NSPT), an inter-departmental committee with

representatives from all City departments, including the Mayor, providing an internal forum for discussions related to *City Plan*.

The land demand capacity analysis involved two basic steps: (1) identify land, both inside and outside current city limits, available for future development for industrial, commercial, and residential uses (“capacity”); (2) project desired future growth for each of those land uses (“demand”). The result of this analysis formed the basis of the Future Land Use Map, an essential part of *City Plan*.

Drawing from the land demand capacity analysis, initial work began on the Goals, Objectives, and Policies of *City Plan*. A *First Cut* of these was discussed with the NSPT in a series of meetings. Following this discussion, staff conducted further research and began compiling a draft of the Plan’s implementation strategies.

II.V. Producing City Plan Draft 1

Once the Goals, Objectives, and Policies were revised following input from the NSPT, additional research was conducted, and *Draft 1* began to take shape. The purpose of *Draft 1* was to get input from key community stakeholders prior to offering *City Plan* for public review. The draft was sent to approximately 40 key community stakeholders identified by the Mayor and Civic Alliance, in addition to City department heads and the Civic Alliance, for review. Staff organized meetings in January 2006 to receive their comments. The goal of the meetings was to have the Civic Alliance and key community stakeholders review *Draft 1* to ensure that comments heard throughout the process had been reflected in the text and achieve general consensus on the content of the draft.

The original 12 topic areas were then compressed into 10 chapters by logically grouping Infrastructure, Parks and Recreation, and Health and Safety into a new chapter titled “Public Facilities and Services.” This chapter addresses those facilities and services that are essential to the community’s development and which enhance the community’s overall quality of life.



A participant expresses his views during Phase III meeting, June 2006.



Small group discussions focused on reviewing the Implementation Action Plan during Phase III public review meetings, June 2006.

PHASE III

III.I. Producing City Plan Draft 2

Draft 2 was developed based on input from the stakeholder meetings. The revised text and additional information, charts, tables, graphic design elements, and photographs were incorporated into a template of the design layout.

III.II. Presenting Draft 2 to the Public

Upon final review by the Mayor, *Draft 2* was presented to the public in a series of seven meetings throughout the city, including one in Spanish. At each meeting, participants were asked to breakout into small groups, each of which dealt with a few strategies from the Implementation Action Plan (IAP). Participant feedback was compiled and incorporated into the final draft of *City Plan*.

III.II. Adopting the Plan

The final draft was presented by the Mayor and the Civic Alliance first to the Area Plan Commission of St. Joseph County for a favorable recommendation and then to the South Bend Common Council for approval by resolution.

E. PLAN CONTENT

City Plan consists of four sections:

- Chapters 1 and 2 are Introduction and Local Context, providing background information.
- Chapters 3 through 12 contain the core planning topics and their Goals, Objectives, and Policies.
- Chapter 13 contains information on the Plan's implementation, with an Implementation Action Plan (IAP) that provides detailed actions to achieve priority policies, during the first five years.
- A Glossary of planning terms.

How to Use *City Plan*

City Plan will be of interest to developers, business owners, home buyers, investors, educators, neighborhood organizations, grant writers, students, planners, city residents, etc. Anyone interested in where South Bend hopes to be twenty years from now will find something of value in *City Plan*.

Basic information about South Bend and its history is located in chapter 2. Population projections are also included in this chapter.

The core elements of the document can be found in chapters 3 through 12. These chapters will be useful to any person or organization working with government at any level. Each chapter consists of two parts. The first part provides a narrative description—and items of special interest in sidebars, maps, and/or charts—which presents important information on current conditions and changes needed to move the community toward the vision established in Phase I of the planning process.

The second part of each chapter provides the goal for that topic and the objectives and policies that will guide decision making on issues related to that topic during the planning period. Though it is not explicitly stated, each policy implicitly begins with: “It is the policy of the City of South Bend to . . .”

Some *City Plan* policies from each chapter have been placed in the Implementation Action Plan (IAP), which establishes plan priorities for the first five years. These policies are cross-referenced and have page numbers in parenthesis so readers can quickly find the Action Steps that relate to its implementation.

Some topic areas overlap. For example, while the Transportation chapter has objectives and policies related to transportation, because transportation significantly influences urban design and economic development some policies in those two chapters address transportation issues as well, directly and indirectly. Please keep this in mind as you look through the Plan for topics of interest to you.

Chapter 13 is the Implementation chapter and includes the IAP. The IAP organizes the priority policies from chapters 3 through 12 under eight holistic strategies. The action steps in the IAP are the most specific portions of the plan, establishing direction and priorities for the first five years. They list some of the steps that different City departments and their partners will follow to achieve the intent of the policies.

In the first column of the IAP, only policy numbers are listed. For example, priority policies are listed as 'AC 1.2' or 'ED 4.1.' Following each reference, a page number is given to assist the reader easily to locate the policy in its entirety.

Taken together, *City Plan's* objectives and policies, totaling over 350, provide an excellent overview of the community's values and aspirations.

The Glossary at the end of the document gives brief definitions/explanations of technical terms employed throughout the plan.

F. FUTURE GOALS

As previously stated, each chapter in *City Plan* contains two sections: the first is an introduction that outlines current conditions and key issues that are important to the community for the topic discussed in that chapter. The introduction builds an argument for the next section of the chapter, which contains the future goal, and the objectives and policies that will help to achieve it. Each goal statement represents the community's vision for the future for that particular topic. The 10 *City Plan* goals are:

1. Land Use and Growth: Encourage sustainable growth that preserves and enhances the character of South Bend and ensures compatibility of land uses in the community.

2. Transportation: Provide a balanced transportation system that is integrated locally and regionally, supports alternative modes of transportation, and is pedestrian friendly.

3. Public Facilities and Services: Provide efficient and progressive public facilities and services that accommodate future growth and meet the community's changing needs.

4. Housing: Achieve a thriving South Bend housing market that offers appealing neighborhoods with diverse housing choices.

5. Economic Development: Promote a healthy and diversified economy that fosters a competitive business environment and offers opportunities for employment and entrepreneurship.

6. Environmental Management: Promote sustainable environmental that enhances the quality of air, water, and land resources, and preserves the St. Joseph River as an irreplaceable resource.

7. Urban Design: Promote an attractive and aesthetically pleasing public realm that preserves and enhances the City's history and built environment.

8. Community Building: Attain a vibrant, inclusive community that achieves ethnic and racial harmony, provides equal access to economic and social opportunities, and encourages civic engagement.

9. Arts and Culture: Establish a dynamic arts and cultural environment that is integrated into the social and economic fabric of the city, promotes broad awareness, and sustains the downtown as a regional arts destination.

10. Education: Enhance South Bend as a center of life-long educational opportunities that support people of all ages to compete successfully in a global economy.



The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Land Use and Growth:

Envision South Bend in 2025... We are a city of safe and unique neighborhoods with diverse housing choices. We have a built environment that embraces our historic heritage while facilitating progressive design and land use, utilizing modern infrastructure.

**LAND USE
AND GROWTH**

3

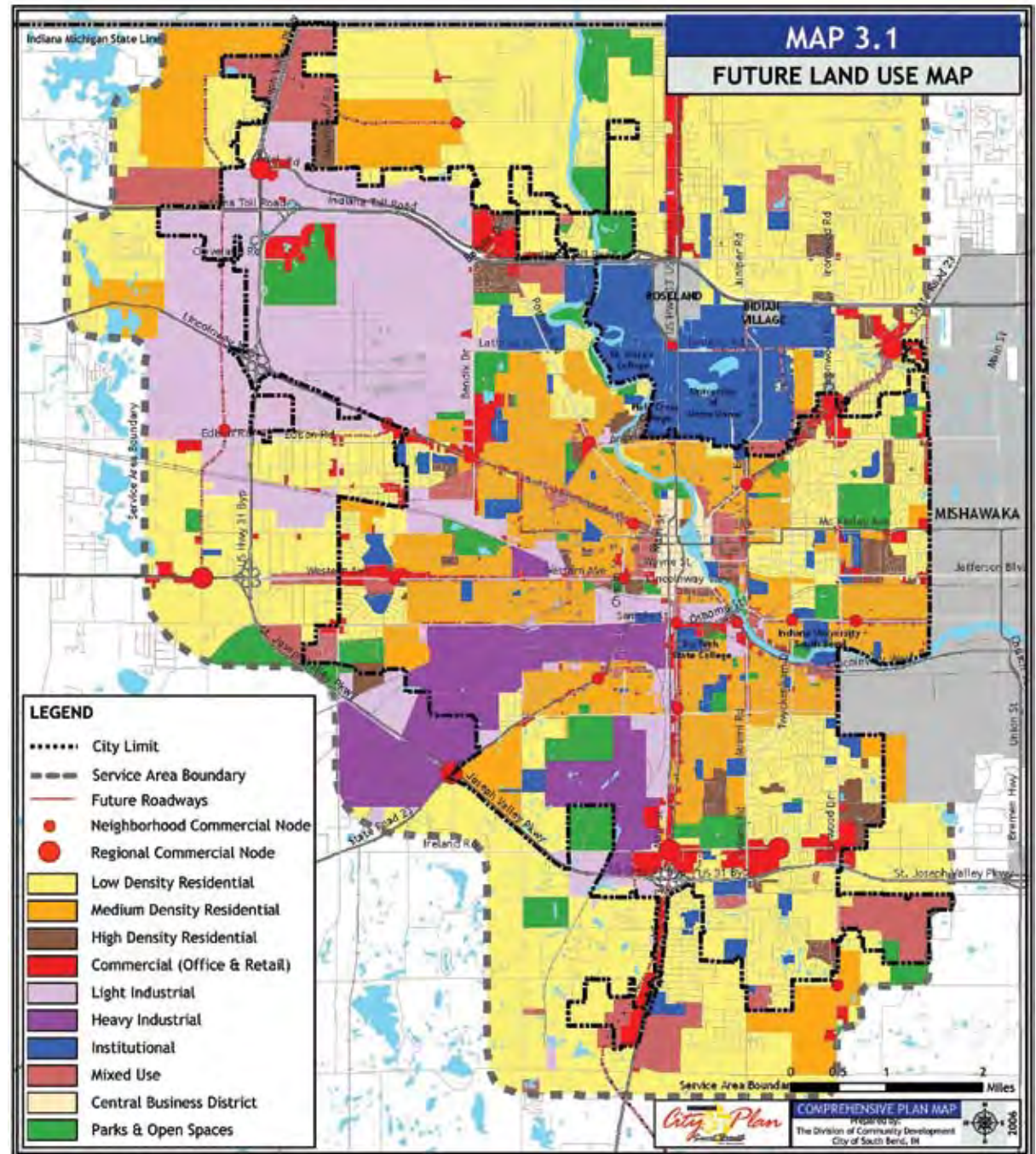
The way land is used shapes the community in fundamental ways, affecting all aspects of community life: opportunities for jobs, housing, recreation, and businesses; community character and design; and the need for public facilities and services of all types as well as the impact of traffic, noise, and air quality. As the City continues to grow and change, it is important to take a comprehensive look at the distribution of land uses in the community.

Since its founding in 1835, South Bend's boundaries have continued to expand. The City anticipates that market forces and economic trends will continue to make it beneficial for South Bend to follow a policy of orderly and balanced growth.

Zoning is the community's primary tool for regulating land uses and is legislated by local governments. Zoning divides a community into districts or zones which specify the permitted and prohibited uses. The most common zoning categories are residential, commercial, industrial, and institutional.

A. CURRENT LAND USE

Industrial development contributed to the way land use patterns have evolved throughout the city's history as changes occurred in manufacturing technology, power generation, methods of transportation and distribution, and residential lifestyle preferences. The City's Zoning Ordinance, created in the 1920s and amended numerous times over several decades, became less and less effective in preventing the land use conflicts that naturally arose. In 2004, the City adopted a completely revised Zoning Ordinance that is much more



effective in dealing with and preventing land use conflicts. With its more current planning concepts this Zoning Ordinance will help enhance the quality of life in this community.

A study of existing land use patterns in the area reveals the following:

- The Central Business District is the community's urban core with government, finance, cultural, institutional, specialty retail, and office as the primary land uses. This area was originally platted in a grid pattern on the southern bend of the St. Joseph River. It generally maintains that pattern. Most of the major arterial access streets converge in the Central Business District.
- Commercial activity is primarily concentrated along the major arterial streets.
- The Erskine Hills Shopping District (Ireland Road, South Bend) and University Park Mall area (Grape Road, Mishawaka) serve as regional, commercial nodes or centers.
- Most of the medium-density residential (6-12 units/acre) is concentrated around the city center. This inner ring of residential uses is primarily pre-World War II housing built on smaller lot sizes with homes sited close to the street.
- Post-World War II housing patterns have developed more toward the current city limits. Low-density residential (1-5 units/acre) includes newer housing, larger lot sizes, curved street patterns, and cul-de-sacs.
- High—density residential units (more than 12 units/acre) are located intermittently throughout the city.
- Mixed-use developments are located in the Central Business District, along corridors, and some other select locations.

B. FUTURE LAND USE

Future land uses for the city and its fringes are shown in the Future Land Use Map (*see Map 3.1*). The Future Land Use Map is a visual representation of *City Plan's* objectives and policies that relate to growth and development. It incorporates community ideas gathered from the public over the course of the planning process.

The following three approaches are generally used by communities in developing future land use maps:

1. **Parcel specific:** Future land use is designated for every specific parcel in the city.
2. **Character based:** The future land use map highlights broad areas where change is desired. Each area then specifies the types of uses and character that is desired.
3. **Hybrid:** A combination of both the parcel specific and the character approach. It allows for more flexibility in decision making.

City Plan's Future Land Use Map is the result of a hybrid approach. It should not be interpreted as a parcel-specific zoning map. It depicts general land-use distribution for the next 20 years that the community has identified to provide guidance for policy makers, developers, property owners, etc.

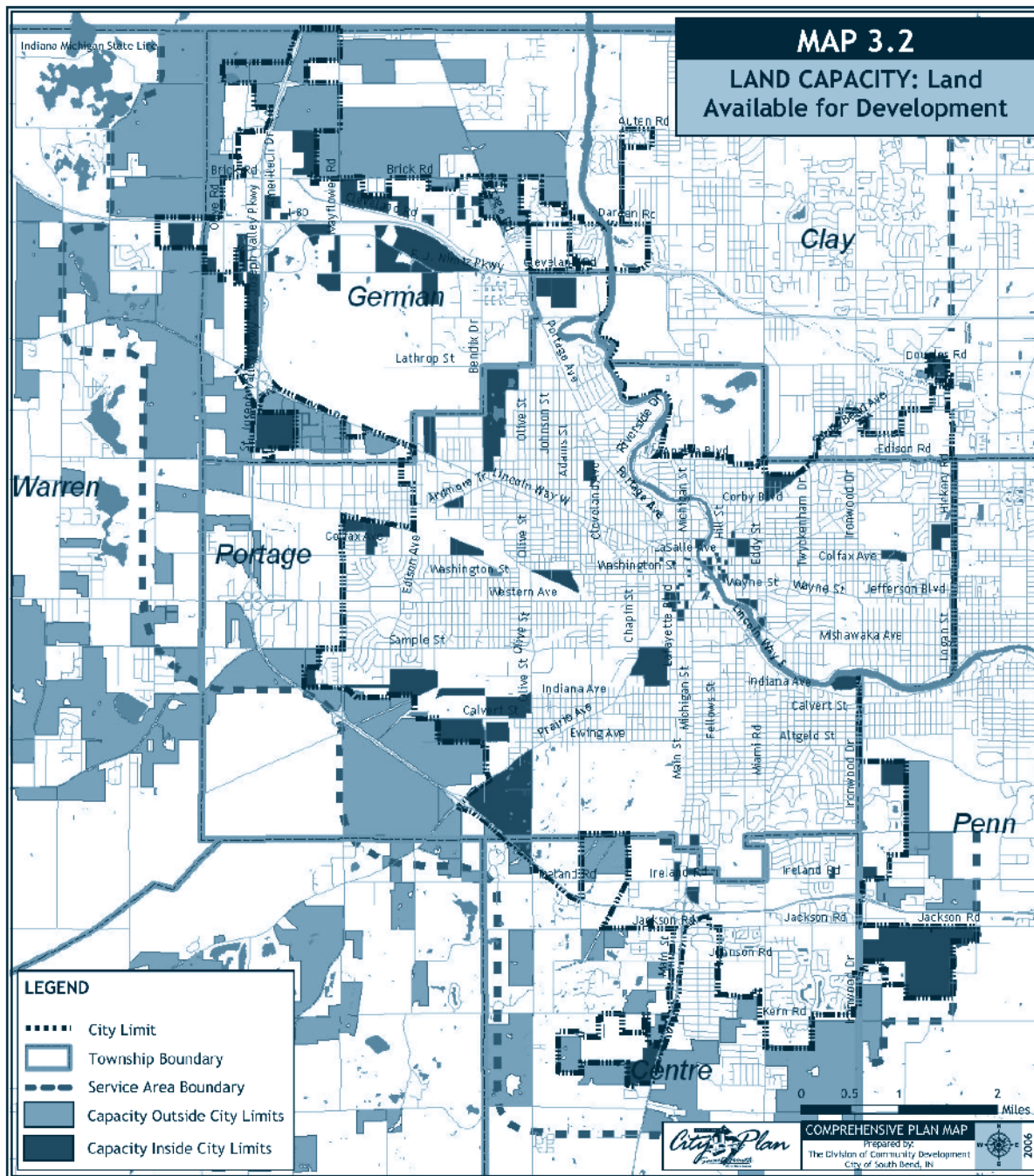
Service Area

The Service Area Boundary establishes the extent of the area currently outside city limits which the City can reasonably expect to be able to service fully—with water, sewer, police and fire protection, and code enforcement—when required or when appropriate, over the course of the planning period.

The Service Area refers to the entire area inside the Service Area Boundary, both within current city limits and the area between current city limits and the Service Area Boundary. The focus of the City of South Bend over the 20-year planning period will be primarily on the Plan's Service Area, promoting balanced growth inside and outside the city limits. It should be noted that the unincorporated areas between the city limits and the Service Area Boundary do not fall within the planning jurisdiction of the City. However, City services such as water and sewer have been extended in certain areas, and the City's Emergency Medical Service is under contract to the County to provide services. Additionally, it has been demonstrated that there is demand for City services on the city's edges to accommodate smart growth in the future.

Land Capacity

In 2005, land capacity analysis revealed that approximately 4,500 acres of land were available for development inside city limits, and approximately 9,500 acres were available outside city limits but inside the Service Area Boundary (*See Map 3.2*). This totals approximately 14,000 acres of land available for development in the *City Plan* Service Area. This capacity included areas in the city and its fringes generally larger than five acres. The land inside city limits includes vacant land that was not developed historically and greyfield/brownfield sites that have potential for redevelopment.



Areas Outside City Limits

Three townships have experienced the majority of the growth on the edges of South Bend: Clay, Centre, and German. A fourth, Warren Township, has seen more recent growth over the years. The Future Land Use Map addresses land uses outside city limits for these townships, some more than others:

Centre Township: Residential land uses on the south side are growing in demand compared to the traditional growth areas in Clay and Harris townships. In addition, the availability of sewer and water mains, the commercial development on Ireland Road, and the proposed realignment of U.S. 31 to interstate standards is further contributing to the attractiveness of Centre Township as an area in which to live and do business.

Clay Township: During the 1960s and 1970s, Clay Township experienced considerable suburban development, the subdivisions designed with larger lot sizes, cul-de-sacs, and exclusive single-family residential uses. The proximity of commercial areas in South Bend and the U.S. 31 (now U.S. 331) corridor provide areas for shopping and entertainment. A significant land use is institutional, with the University of Notre Dame occupying the southwestern portion of unincorporated Clay Township, adjacent to the city on its northeastern edge.

German Township: German has experienced periods of relatively low activity interspersed with periods of significant activity and land use change. The South Bend Regional Airport in the southeast part of the township has been a catalyst for industrial development, including warehousing, in

SPRAWL VS. SMART GROWTH



Typical sprawl development: low-density, single use, auto-oriented.

Sprawl defines patterns of urban growth which include large acreage of low-density residential development, rigid separation between residential and commercial uses, residential and commercial development in rural areas away from urban centers, minimal support for non-motorized transportation methods, and a lack of integrated transportation and land use planning

Smart growth advocates land use patterns that are compact, transit-oriented, walkable, bicycle-friendly, and include mixed-use development with a range of housing choices. This philosophy keeps density concentrated in the center of a town or city, combating sprawl.

Smart Growth Principles

1. Foster distinctive, attractive communities with a strong sense of place.
2. Strengthen and direct development toward existing built-up areas and infrastructure.
3. Take advantage of compact building design.
4. Mix land uses.
5. Create walkable neighborhoods.
6. Create a range of housing opportunities and choices.
7. Encourage community and stakeholder collaboration in development decisions.
8. Make development decisions predictable, fair, and cost effective.
9. Encourage the preservation of open space, natural beauty, and critical environmental areas.
10. Provide a variety of transportation choices.

Adapted from the Smart Growth Network

the region. This area has also seen an increase in residential development due to Interstate 80/90 cutting through the center of the township, and the St. Joseph Valley Parkway, on the western part of the township, connecting Michigan to the north and Elkhart County to the east.

Future Land Use Map

The graphical presentation of the Future Land Use Map utilizes the current zoning and land use maps, both parcel specific, in combination as a base map, and projects areas where change is likely to occur.

A large portion of the city is projected to maintain its current uses throughout the planning period. Areas where conflicts were evident or areas that needed land use changes based on community feedback have been addressed. The Future Land Use Map provides general guidance to the Area Plan Commission and the South Bend Common Council regarding rezoning petitions. It also guides developers and property owners when making investment decisions on the future use of a property.

Principles of smart growth helped shape the development of the Future Land Use Map. These principles help create compatible land use patterns and promote development patterns that meet the diverse needs of the community. The following terms are used in the Future Land Use Map:

1. Neighborhood Commercial Node: These are small-scale retail and service areas that serve the adjacent neighborhoods and complement their character. These areas encourage more pedestrian-oriented land uses and some auto-oriented land uses. Such nodes generally commence at major street intersections in



Auto-oriented land use: a fast food restaurant drive through.



Pedestrian-oriented land use: specialty retail on Michigan Street.

the neighborhood but with time may expand into the corridors of the intersection. Mixed uses are encouraged in neighborhood commercial nodes.

2. Regional Commercial Node: These are large-scale commercial areas that serve a large, metropolitan area and are regional draws; for example, large shopping malls and retail centers. These nodes generate large volumes of traffic and are usually located on the outskirts of a city or town. Although regional nodes promote auto-oriented land uses, they can be developed to facilitate pedestrian activity.

3. Low-Density Residential: Predominantly residential areas where there are no more than five (5) housing units per acre.

4. Medium-Density Residential: Predominantly residential areas where there are between six (6) and twelve (12) housing units per acre; may include duplexes.

5. High-Density Residential: Predominantly residential areas where there are more than twelve (12) housing units per acre, including duplexes, apartment buildings, and town houses.

6. Commercial (Office and Retail): A general term that includes activities within land use areas that are predominantly connected with the sale, rental, and distribution of products or performance of services; includes bars, restaurants, entertainment, office, retail, car sale lots, and miscellaneous commercial uses.

7. Light Industrial: Light industrial uses are usually less capital intensive than heavy industrial uses and are more consumer oriented than business oriented. Light industry has less environmental impact than heavy industry and in small scale is more tolerated in residential areas. It includes activities such as product assembly and front office areas.

8. Heavy Industrial: These are uses characterized by manufacturing and processing operations that may require substantial amounts of outdoor storage or outdoor operations. These uses tend to generate heavy traffic, some of which may produce relatively high levels of noise.



Example of Low-Density Residential use: Lafayette Falls on the city's south side.



Example of Commercial use: Erskine Village retail development on Ireland Road.



Example of Medium-Density Residential use: Homes on Portage Avenue.



Example of Industrial use: Deluxe Sheet Metal at Blackthorn Industrial Park.



Example of High-Density Residential use: The Pointe Apartments in downtown South Bend.



Example of Green Space use: a Playground at Rum Village Park.

9. Institutional: Facilities of public or private primary or secondary schools; vocational and technical schools; colleges and universities; government facilities, hospitals, and museums.

10. Mixed Use: An area where a combination of residential, commercial, office, and industrial uses can co-locate, generally through a coordinated development approach. The type, size, and location of these businesses are determined by the Zoning Ordinance and the prevailing neighborhood plan.

11. Central Business District (CBD): The Central Business District is a zoning classification of the area that is the traditional, compact, urban core of South Bend.

12. Parks and Open Space: Parks refer to neighborhood, community, or regional park land that is used for active and passive recreation. Open space refers to undeveloped lands and wooded areas suitable primarily for passive recreation or conservation uses.

Map Description

The Future Land Use Map Service Area can be divided into four quadrants for further discussion using Main Street and Sample Street as the north-south and east-west dividers.

1. Northwest Quadrant: The northern portion of this quadrant is projected to contain Industrial uses since the South Bend Regional Airport and the Blackthorn Industrial Park are both located here. These uses serve as catalysts for light industrial and manufacturing activity with regional impact. This area also

shows potential for future mixed-use development. Vacant land in this quadrant is projected to have two uses: medium-density residential, satisfying the community's desire for more residential inside current city limits, and green space to support residential use.

2. Northeast Quadrant: Land uses in this quadrant are generally expected to maintain current patterns. As the largest employer in the region, the presence of the University of Notre Dame just north of the current city limits is an asset for future institutional development as well as mixed-use neighborhoods that cater to the needs of a diverse population.

3. Southeast Quadrant: Land uses in this quadrant are also generally expected to maintain current patterns. Changes in land use are mostly projected for areas on the fringes and outside current city limits. Development activity has shown potential for future mixed-use development (or planned unit development) on parcels currently zoned as residential. Additionally, with the presence of a regional, commercial node in this quadrant, commercial uses are predicted to maintain a steady growth rate.

4. Southwest Quadrant: This quadrant encourages the further development of industrial uses to complement existing land use patterns. In a portion of this quadrant, land currently zoned for agricultural use has been projected to change to industrial activity. This change in use helps meet the City's need for future industrial land. This quadrant also has potential for new parks and recreational facilities.

C. AREA-SPECIFIC PLANNING

In addition to a citywide comprehensive plan, most communities also plan for particular geographic areas. Area-specific plans provide a community more detailed guidance on land use and development and are typically developed to address areas such as neighborhoods, historic districts, economic development areas, corridors, annexation areas, and the downtown. Area-specific plans help protect the character of unique areas by engaging their residents and stakeholders. They allow the area to be analyzed in detail and offer alternatives for the future. While area-specific planning is an effective tool for a community looking to the future, each area does not exist in isolation from the rest of the city. It is important to consider the impact that planning for one area has on the adjacent areas and on the city as a whole.

Sector Planning

Sector planning is a tool for managing and coordinating the development and implementation of area-specific plans. Each sector contains a variety of district, neighborhood, and/or corridor plans. Sector planning allows a community to address transportation connectivity, environmental issues, land use and infrastructure development, etc. on a scale that is smaller than a citywide comprehensive plan but larger than a neighborhood plan. It involves dividing a city's entire geography into a few manageable areas and preparing sector plans for each. Once completed, sector plans become valuable in developing or updating the community's comprehensive plan.

By creating a structure for long-term planning, a community can more efficiently coordinate planning issues that are common to various parts of the city. Sector planning includes:

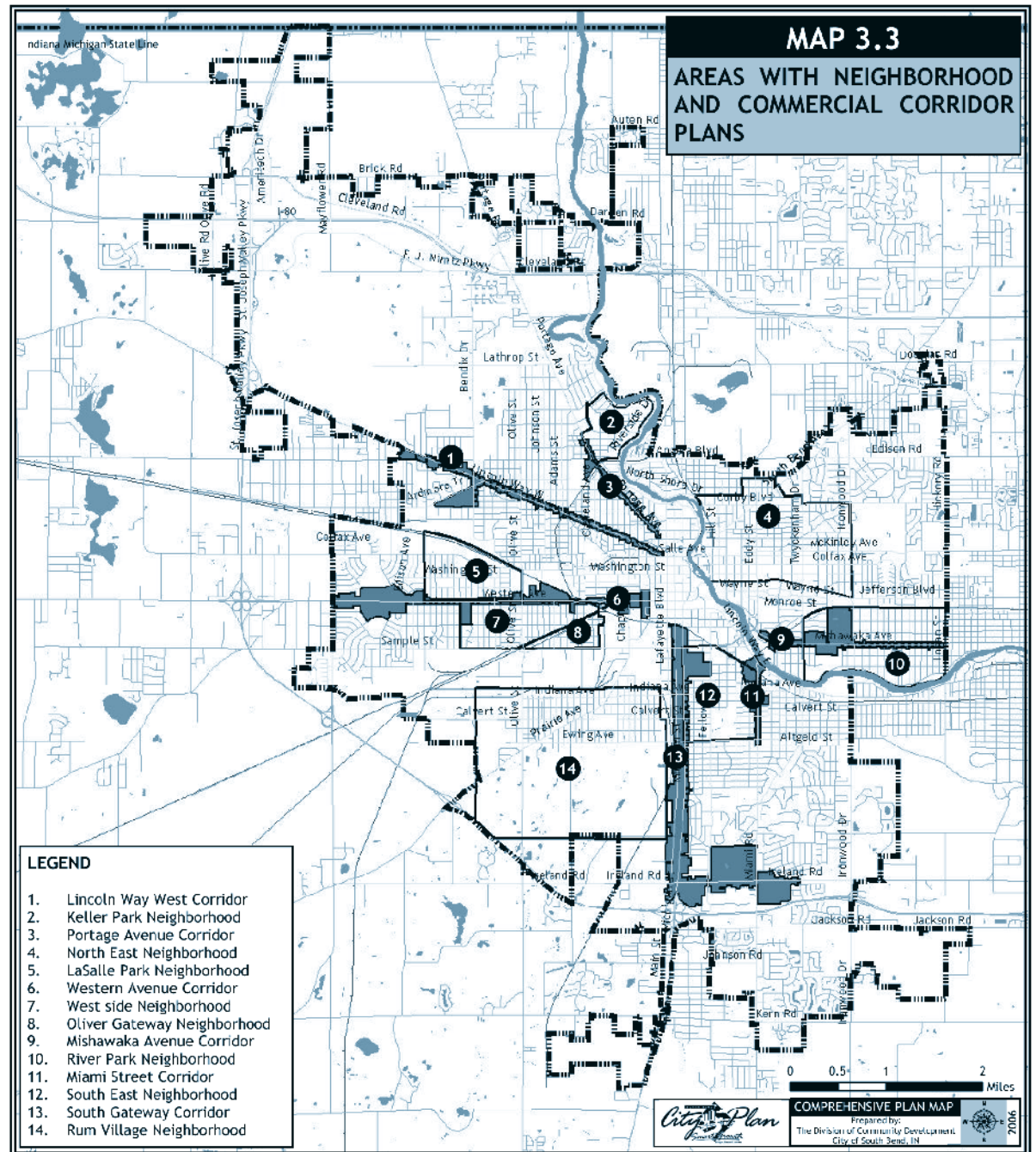
- Establishing a process to divide the city into manageable sectors and formalize the boundaries for those sectors.
- Forming a leadership group or committee composed of residents, businesses, and other interest groups to oversee the development of sector plans. Residents of the sector participate in the planning process through specific topic area committees.
- Involving the leadership group in creating a planning process that involves the residents of a sector and establish a future vision for the area with implementation strategies.
- Developing sector plans and use them to provide guidance to all the districts, neighborhoods, and corridors within the sector.

Types of Area-Specific Plans

There are three types of area-specific plans: district, neighborhood, and corridor plans.

District Plans

A district is generally said to be an area that is visually homogenous in character and may be homogenous in land use. Districts include areas such as downtowns, historic districts, environmentally sensitive areas, industrial parks, redevelopment areas, or other major commercial areas. A district plan can discuss major transportation connections or facilities that serve more than a neighborhood but less than the entire city.



Neighborhood Plans

A neighborhood is a localized community in a city or suburb that can be characterized by similar or compatible land uses. Many communities engage in neighborhood planning to help examine an area at a detailed level. Neighborhood plans can include a lot-by-lot look at all parcels in the area as well as recommendations on their future use. Through participation in neighborhood-based organizations, residents can be involved in making decisions for the future of the area. Neighborhood plans take into account surrounding geography, transportation networks, and connectivity issues with the rest of the city.

Corridor Plans

In urban planning, a corridor refers to a portion of land (usually a block wide) on either side of a main thoroughfare or access road. Corridors are historically areas in a community where most of the commercial activity began and flourished. Preserving and enhancing the commercial and mixed-use character of a corridor is often the major goal of corridor plans. Corridors are also important to a community since frequently they are gateways into a community's urban core and offer first impressions for many visitors.

D. MIXED-USE DEVELOPMENTS

Mixed-use developments refer to structures and areas that combine two or more types of development –commercial, office, industrial, or institutional– usually accompanied by residential uses. Mixed-use developments can include a vertical or horizontal mix of uses and benefit a community by:

- Helping create a sense of place.
- Maximizing use of existing public infrastructure, i.e., roads, sewer, water.
- Maximizing use of land by supporting sustainable land development.
- Encouraging historic preservation and reuse of existing buildings.

Mixed-use developments can encourage, in a variety of ways, the kind of pedestrian activity people enjoy about city life: housing units on a building's upper floors provide population density, encouraging retail development on the ground floor; retail windows at ground level enhance the pedestrian experience, attracting more people to an area; more pedestrian activity helps create street life, an essential element of urban living.

Traditional Neighborhood Development (TND) was a planning practice common in the early 20th century which provides a model for mixed-use development. Traditional neighborhood developments are characterized by moderately high densities and diverse land uses. This approach integrates all aspects of daily living usually within walking distance to facilitate a high degree of civic integration and social interaction among residents.



Mixed-use development: first floor retail and second floor residential.

Planned Unit Developments are intended to encourage creativity and innovation in the design of areas by promoting a more efficient use of developable land and open space. Such provisions allow land to be developed in a manner that does not fit into all the use, bulk, and open space requirements of any of the standard zoning districts. A planned unit development is regulated as one unit instead of each lot being regulated separately.

Downtowns are traditionally the oldest and most densely developed areas in a community, characterized by multiple and intense uses. South Bend's downtown has significantly changed since the

1960s, as many buildings were vacated in the city's urban core. Piecemeal demolition over the years has reduced the downtown's density, with surface parking lots occupying a significant portion of land uses.

Downtown revitalization strategies require that cities promote a more intense mix of uses in the downtown area. Higher density development helps create a vibrant urban core and maximizes use of existing infrastructure. The following issues prominently surfaced for the downtown during the planning process:

- Lower density due to excessive number of surface parking lots.
- Limited mixed-use structures with retail, office, and residential uses.
- Limited pedestrian-oriented uses.
- Effect of traffic patterns on downtown vibrancy.

E. COMPATIBLE USES

Ensuring compatibility of land uses helps maintain the quality of life of a community. Since a land use decision on any individual parcel will affect surrounding parcels of land, sound decisions have to be made to ensure that different land uses complement each other and create the best urban form.

What are considered compatible land uses will change over time. Prior to the widespread ownership of automobiles, residential units were routinely built a short walk from industries, a convenience for both employer and employee. With growing prosperity, the desire arose to try to isolate the undesirable aspects of industry—odor, noise, traffic, etc.—from residential areas, prompting a national trend toward single-use zoning districts, such as

NEW URBANISM

New Urbanism promotes the creation and redevelopment of compact communities which are lively, mixed-use, walkable, and diverse. New Urbanism evolved as a response to cities' sprawling growth patterns and the development of strip malls, large parking lots, suburban housing developments, and highways. New Urbanists believe the principles of New Urbanism apply to a wide range of projects associated with the following three distinct geographies:

- the region: metropolis, city and town, the neighborhood
- the district and the corridor
- the block, the street, and the building



Photographs courtesy of Duany Plater-Zyberk & Company, 2006.

Principles of New Urbanism

The heart of New Urbanism is in the design of neighborhoods, which can be defined by 13 elements, according to town planners Andres Duany and Elizabeth Plater-Zyberk, two of the founders of the Congress for the New Urbanism:

1. The neighborhood has a discernible center. This is often a square or a green and sometimes a busy or memorable street corner. A transit stop would be located at this center.
2. Most of the dwellings are within a five-minute walk of the center, an average of roughly 2,000 feet.
3. There are a variety of dwelling types—usually houses, rowhouses, and apartments—so that younger and older people, singles and families, the poor and the wealthy may find places to live.
4. At the edge of the neighborhood, there are shops and offices of sufficiently varied types to supply the weekly needs of a household.
5. A small ancillary building is permitted within the backyard of each house. It may be used as a rental unit or place to work (e.g., office or craft workshop).
6. An elementary school is close enough so that most children can walk from their home.
7. There are small playgrounds accessible to every dwelling—not more than a tenth of a mile away.
8. Streets within the neighborhood form a connected network, which disperses traffic by providing a variety of pedestrian and vehicular routes to any destination.
9. The streets are relatively narrow and shaded by rows of trees. This slows traffic, creating an environment suitable for pedestrians and bicycles.
10. Buildings in the neighborhood center are placed close to the street, creating a well-defined outdoor room.
11. Parking lots and garage doors rarely front the street. Parking is relegated to the rear of buildings, usually accessed by alleys.
12. Certain prominent sites at the termination of street vistas or in the neighborhood center are reserved for civic buildings. These provide sites for community meetings, education, and religious or cultural activities.
13. The neighborhood is organized to be self-governing. A formal association debates and decides matters of maintenance, security, and physical change. Taxation is the responsibility of the larger community.



Traffic patterns have an impact on surrounding land uses.

suburban subdivisions and shopping malls. The return to the development of a mix of uses offers greater variety in urban living in response to some of the negative consequences of older zoning regulations.

City government, land use experts, and the general public recognize that new developments need to integrate well with their surroundings. This is achieved by following a plan, incorporating characteristics of the surrounding area into the development, and establishing appropriate buffers, for example, green space and less intensive uses, to reduce land use conflicts.

F. COORDINATING LAND USE AND TRANSPORTATION PLANNING

The transportation system significantly influences land use. Transportation planning decisions such as new road construction or street widening have an impact on surrounding land uses. Land use

decisions for a property may result in the generation of higher volumes of traffic or the creation of new transportation connections.

Traffic volumes and choices of mode of transportation are influenced by the location, density, and mixture of land uses. Communities that encourage a separation in land uses encourage more automobile use which often results in higher congestion in some areas. Similarly, low-density land uses may encourage driving and require longer travel times. In compact, mixed-use centers there is a more harmonious integration of land use and transportation planning since people can walk more, meeting several of their needs in one location. Also, higher-density development with smaller setbacks and connected sidewalks can encourage walking and bicycling. Buildings set far apart by vast surface parking and wide access roads can discourage walking between uses.

Coordination between transportation planning and every kind of development is essential to ensure cost effective and efficient development and growth. Planning for public transportation is an integral part of planning for new development.

G. BALANCING GROWTH

Good land use planning involves managing the development and use of land in ways that will enhance the quality of life of the community. Land use planning must accommodate and anticipate complex environmental, economic, and social variables, some of which are outside the control of local government. Yet, the objectives and policies dealing with growth and development throughout the different chapters of *City Plan* combine to form a holistic, interconnected approach to the development and use of land. This approach will attempt to foster economic growth, preserve natural resources, and improve the community's quality of life.

City Plan builds on the community's desire to be more vibrant and incorporate smart growth principles in planning for the future. To encourage and accommodate growth in an orderly fashion, sufficient land must be available to meet the varied demands for different types of land uses needed during the 20-year planning period. There must be an adequate "supply" of land with access to City services for housing, industry, office development, commercial uses, open space, park land, schools, etc.

The growth strategy for South Bend is based on two general principles.

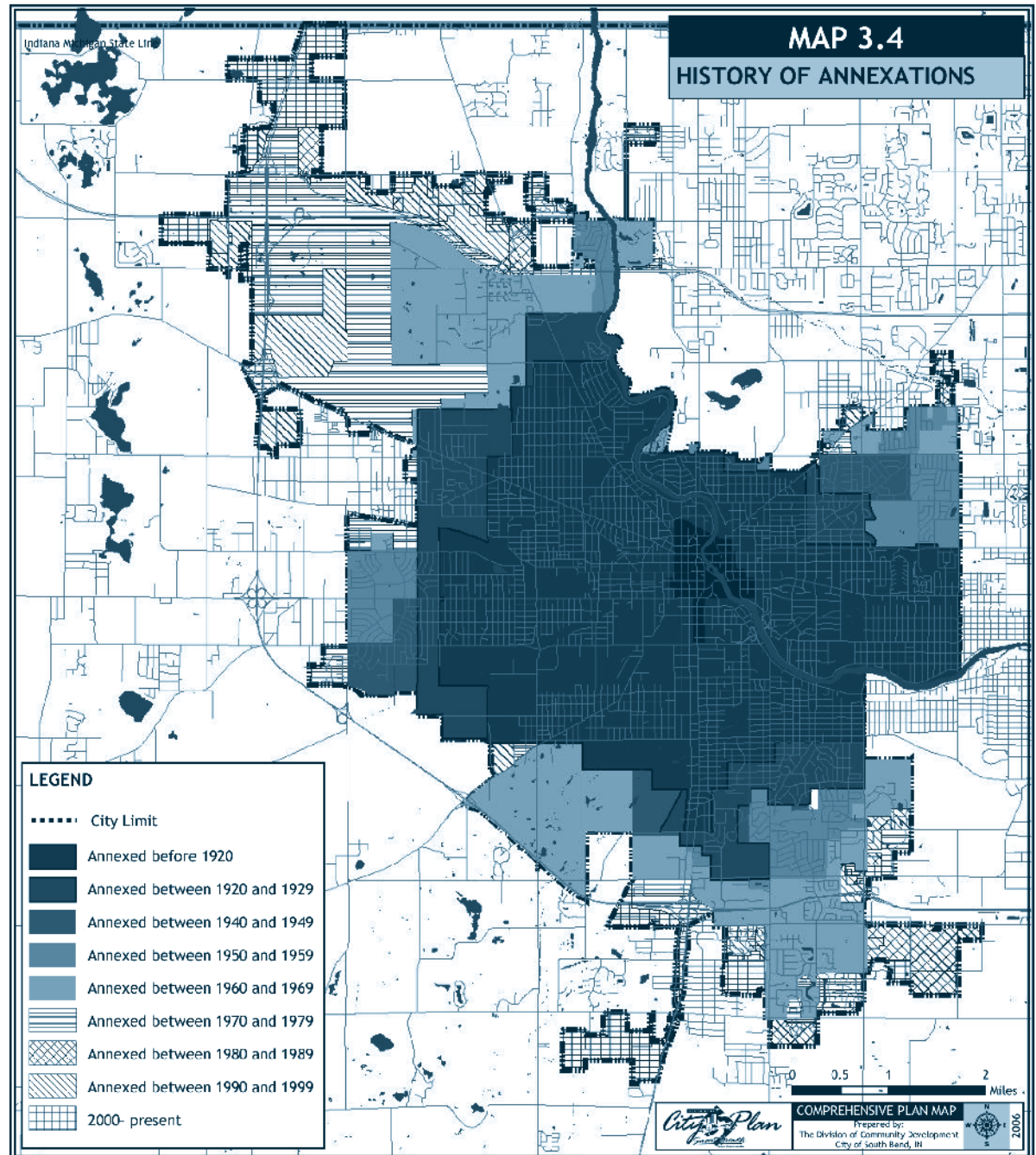
- Promote infill development inside current city limits to address the revitalization and redevelopment of older areas in the city.
- Manage growth on the fringe through sustainable and efficient provision of City utilities and services.

H. ANNEXATION

Annexation is a process used by the City to extend municipal boundaries. State statute establishes the criteria for annexation; South Bend's *Annexation Policy and Plan* explains the City's annexation goals. Guidelines stated within the policy ensure that areas being considered for annexation further the City's broader growth-related goals and are consistent with State law.

An analysis of community feedback from the planning process showed preference for more development within the downtown and existing vacant areas within city limits, but with the understanding that those areas alone could not satisfy all market needs. The community recognized the need to pursue a policy of selective annexation.

Being able to provide the full range of urban infrastructure and services helps attract development to the community. By increasing the amount of available land with access to the full range of public services, the City creates opportunities for coordinated residential, commercial, industrial, and other development. South Bend's orderly growth offers



ANNEXATION LAW

Based on local annexation law, there are two methods by which an annexation may occur:

- Voluntary annexation
- Involuntary annexation

In order for an area to be eligible for annexation, it is required to have at least 12.5 percent of its total boundary touching the existing city boundary.

The City of South Bend has developed an Annexation Policy and Plan that is used as a tool to determine *how* and *where* the City should grow. This document establishes guidelines used to conclude the appropriateness of a specific area being annexed by the City, such as: the ability to further the City's Annexation Policy and Plan, existing population density, and potential for future development. In addition, the area must be currently zoned for residential, commercial, business, or industrial uses. Since there are expenses associated with annexing land, the costs and ease by which the City can provide its services must be taken into consideration when determining feasibility of annexing. The greatest capital costs to the City will occur when providing sanitary sewers, water mains, police protection, and fire protection.

Source: Annexation Policy and Plan for City of South Bend, Indiana

many benefits for both the City and the currently unincorporated areas of St. Joseph County. Due to the increase in services the City must provide to its new residents and businesses, annexation also increases costs to the City. On balance, orderly growth must ensure that costs to the City do not exceed the benefits gained.



Open spaces enhance the quality of life in a community.

I. PRESERVING OPEN SPACE

As stewards of the natural environment, it is important to ensure the preservation of environmentally sensitive areas and to plan for the parkland needs of our growing community. Green space and parkland are essential to any city's quality of life, providing developed areas for recreation and sport and natural areas for relaxation. Maintaining open space offers opportunities for natural systems preservation, recreation, and education. Open spaces include farmland, wetlands, riparian lands, forests and woodlands, parks, and urban open space.

To achieve the community's Vision . . .

The City will need to effectively plan for the future of the community's districts, neighborhoods, and corridors.

The City should encourage mixed-use developments that enhance the pedestrian experience and encourage active street life, especially in the downtown area.

New developments will need to integrate well with their surroundings.

The City will need to focus development efforts within the Service Area to promote compact, cost effective growth and assist in the preservation of green space. Smart growth principles should be used in development decision making.

The City will need to provide sufficient land to meet the community's projected growth in 2025 and encourage a compatible mix of land uses in the community. Consistency between plans and ordinances relating to land use, and coordination between land use and transportation planning will lead to more efficient and cost effective land use patterns.

J. GOAL

Encourage sustainable growth that preserves and enhances the character of South Bend and ensures compatibility of land uses in the community.

OBJECTIVES AND POLICIES

Objective LU 1: Plan for the future of the community's districts, neighborhoods, and corridors.

Policies

- LU 1.1 Pursue the development of area-specific plans with broad community involvement. (*Community Planning, p. 161*)
- LU 1.2 Integrate *City Plan* policies into future plans for the City's districts, neighborhoods, and corridors. (*Community Planning, p. 161*)

Objective LU 2: Encourage a compatible mix of land uses in the community.

Policies

- LU 2.1 Encourage developers to use planned unit and traditional neighborhood development models to promote land use compatibility in future developments.
- LU 2.2 Pursue a mix of land uses along major corridors and other locations identified on the Future Land Use Map.
- LU 2.3 Ensure coordination of land uses among adjacent area-specific plans.
- LU 2.4 Provide buffer spaces between non-compatible land uses.

Objective LU 3: Increase the urban density of the Central Business District (CBD).

Policies

- LU 3.1 Provide incentives to build on underutilized and vacant lots to increase the density of the CBD.
- LU 3.2 Encourage pedestrian-oriented, mixed-use development in the CBD. (*Pedestrian-Oriented Development, p. 156*)

Objective LU 4: Ensure consistency between plans and ordinances relating to land use.

Policies

- LU 4.1 Integrate *City Plan* policies into all land-related ordinances. (*Municipal Code, p. 154*)
- LU 4.2 Review and modify local ordinances following an update in *City Plan* to maintain consistency.
- LU 4.3 Ensure consistency between City and County subdivision ordinances. (*Compatibility with County, p. 155*)

Objective LU 5: Coordinate land use and transportation planning.

Policies

- LU 5.1 Conduct assessments of the impact that transportation initiatives are projected to have on surrounding land uses.
- LU 5.2 Ensure municipal interdepartmental coordination on development projects.
- LU 5.3 Maintain frequent communication between the Michiana Area Council of Governments (MACOG) and municipal departments on development projects.
- LU 5.4 Consider the needs of the South Bend Regional Airport when planning for the future of surrounding neighborhoods.
- LU 5.5 Incorporate adjacent municipalities' future plans when conducting land use and transportation planning along the city's edges.

Objective LU 6: Focus development efforts within the Service Area.

Policies

- LU 6.1 Promote orderly and planned growth that expands outward from current city limits.
- LU 6.2 Provide incentives for development utilizing existing infrastructure inside the city limits.
(Incentives, p. 146)
- LU 6.3 Establish and maintain a coordinated development process to support future growth in the Service Area.
(Development Process, p. 154)
- LU 6.4 Create and maintain an updated current land use map of all parcels within the city.

Objective LU 7: Provide sufficient land to meet the City's projected growth in 2025.

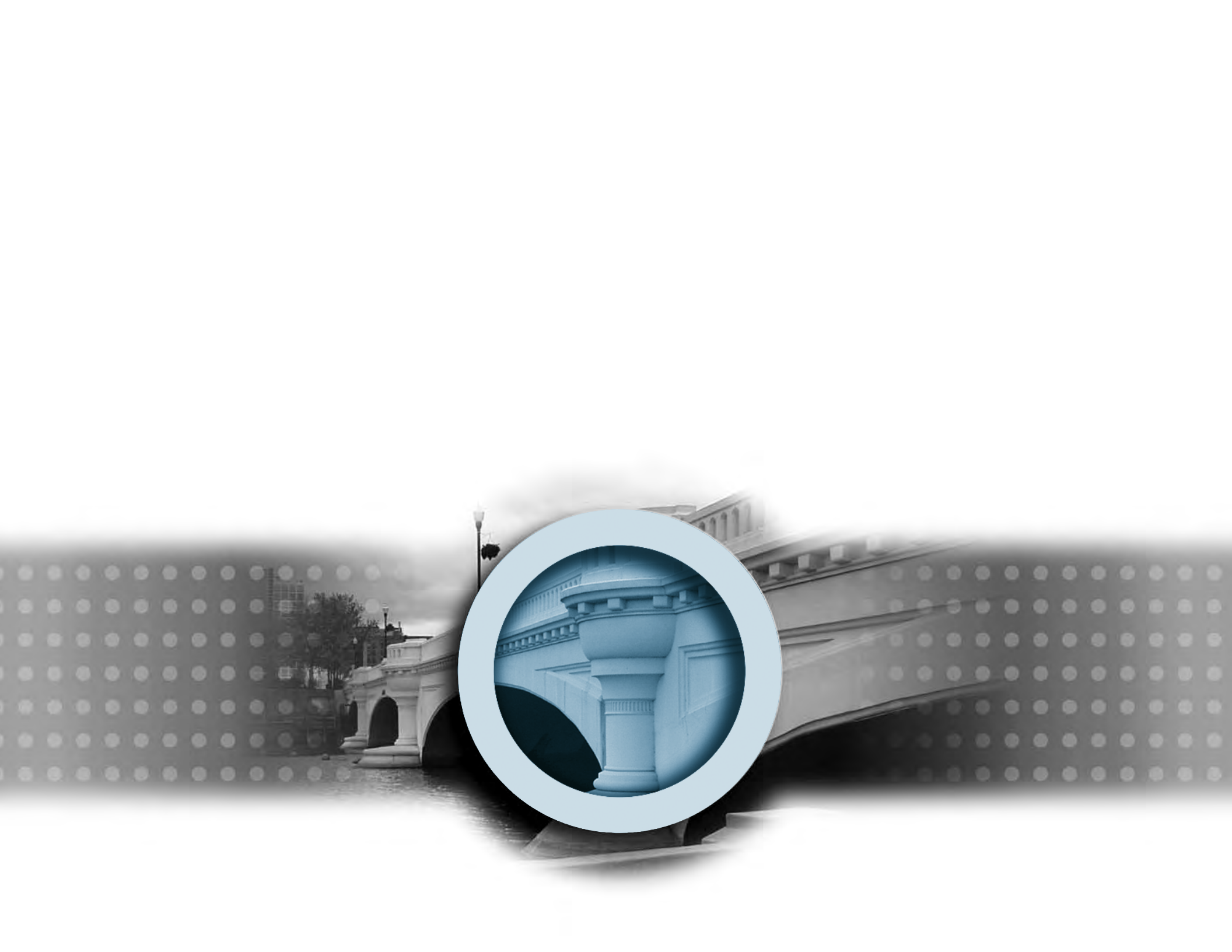
Policies

- LU 7.1 Extend water and sewer services within the Service Area to encourage future growth in an efficient and orderly manner.
- LU 7.2 Require the annexation of contiguous property being serviced with City utilities, where legally feasible, to provide for future uses as identified in the Future Land Use Map.

Objective LU 8: Preserve green space land uses.

Policies:

- LU 8.1 Maintain the future use of green space land uses wherever possible and replace parkland that is lost through redevelopment with comparable new parkland in the same general vicinity.
- LU 8.2 Encourage the retention of open spaces for recreational purposes.
- LU 8.3 Promote compact development patterns that preserve open space in new developments. *(Municipal Code, p. 154)*





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Transportation:

Envision South Bend in 2025... We have an excellent transportation system that offers alternative modes of transport, provides accessibility throughout the community, values pedestrians, and is integrated locally and regionally.

TRANSPORTATION

4

Transportation shapes a community's development patterns in a fundamental way. The transportation system provides the means for the movement of goods and services and people. The best systems provide this function in a safe, efficient, and environmentally sensitive manner.

A safe system minimizes conflicts between bicyclists, pedestrians, and vehicles. Traffic calming strategies are aimed at improving traffic safety and neighborhood livability by reducing vehicle speeds and volumes. Traffic calming measures may include devices such as roundabouts, curb extensions, and medians.

A transportation system's quality is measured in two ways. The first is the level of access it provides to destinations within the system; the second is the level of service it provides those who use the system.

As we plan for the future of our community, it becomes increasingly important to consider fuel-efficient vehicles and to pursue alternative fuels for vehicles. Using alternative fuels can generally reduce the amount of harmful pollutants in the atmosphere.

South Bend's local transportation system is a valuable asset for economic development and commerce. The city is well situated for the movement of freight over land and air and is becoming a location of choice for distribution facilities, particularly in the Airport Economic Development Area. The South Bend Regional Airport connects passengers and freight regionally and nationally. South Bend's local transportation system consists of streets, public transit, and bike and pedestrian pathways.



South Bend Regional Airport and South Shore interurban line.

Photograph courtesy of Michael Murphy Design, Inc.

A. ROADWAY SYSTEM

South Bend's roadway system is composed of arterial, collector, and local streets. These streets provide efficient traffic circulation in the community. In 2005 the city had approximately five hundred miles of streets, most of which have sidewalks on both sides. This linear mileage of streets expands annually as the city grows.

Gateway Corridors

There are three primary gateways into the city, all converging in the downtown. Michigan Street is the main north-south arterial running through the center of downtown. Lincoln Way West connects the airport on the northwest side of the city with the downtown. Western Avenue (State Road 2) extends from the downtown to the western edge of the city.

Two other corridors that direct traffic flow into the downtown are Portage Avenue and South Bend Avenue (State Road 23). Portage Avenue is a two-lane street running through residential districts with commercial nodes concentrated at major intersections. South Bend Avenue enters the city through residential neighborhoods in the southwest, continues through the downtown into the residential section of the northeast neighborhood, and becomes a five-lane arterial with significant commercial strip development between Edison Road and Ironwood Drive.



An arterial Street: Main Street.



A collector Street: Northside Boulevard.



A local Street: Marquette Street.

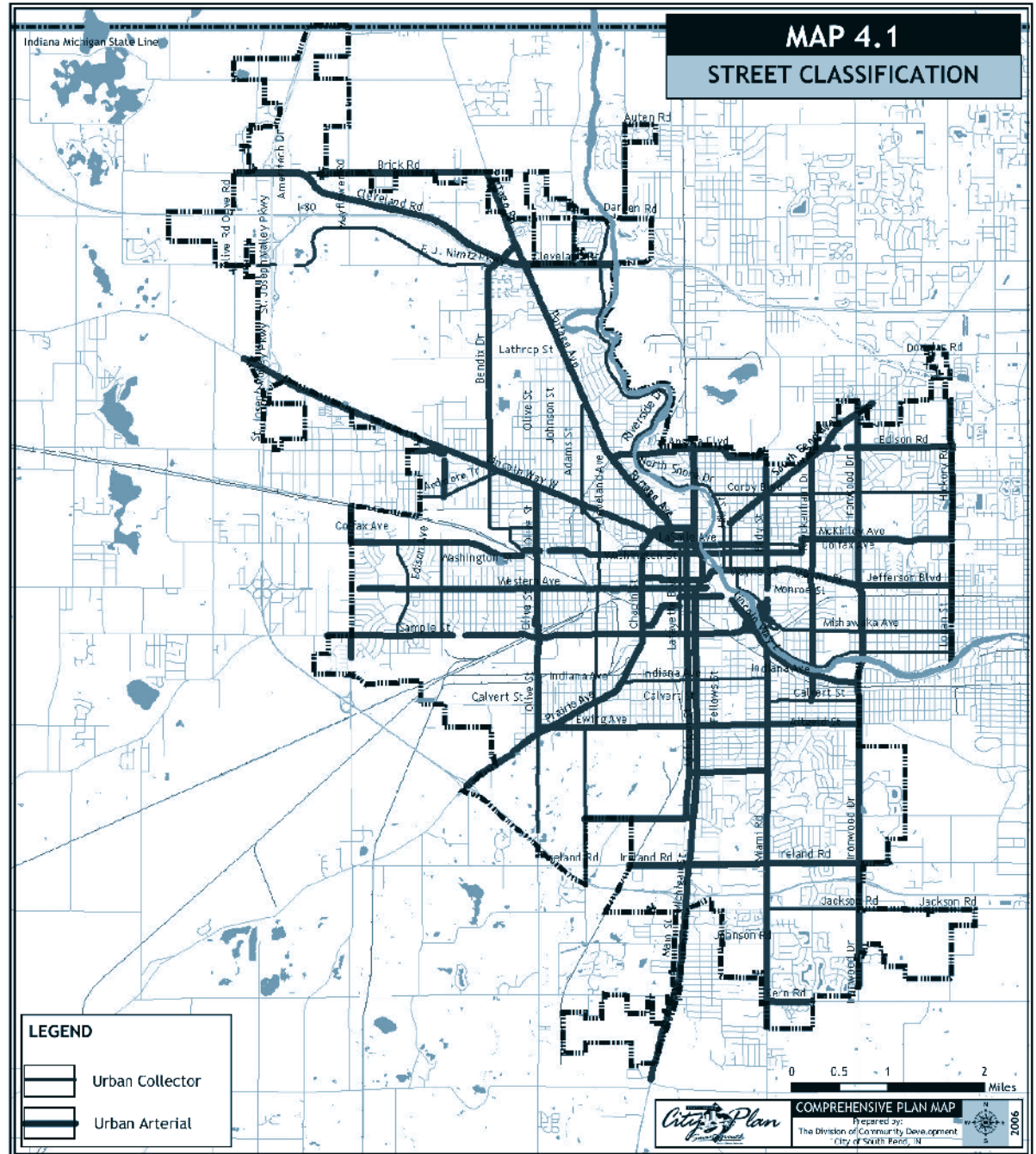


TABLE 4.1: 2030 Transportation Plan Project Listing

	Open to Traffic Year	Project Street Name	Terminus begins here	Terminus ends here	Type of Work
1	2025	Ironwood Drive	Pleasant Street	Edison Road	Added Travel Lanes
2	2025	Jackson Road	Miami Highway	Ironwood Road	Added Travel Lanes
3	2009	Lincolnway West	Meadowview Street	US 31	New Road CNS
4	2015	Logan Street	Mishawaka Avenue	Jefferson Boulevard	Added Travel Lanes
5	2009	Marion Street	Dr. MLK Jr. Drive	Michigan Street	One-way Conversion
6	2015	McKinley Highway	Ironwood Drive	Manchester Drive	Added Travel Lanes
7	2009	Miami Street	Kern Road	Jackson Road	Added Travel Lanes
8	2020	Mishawaka Avenue	Pedestrian Signal @ IUSB	Ironwood Drive	Center Turn Lane
9	2015	Nimtz Parkway	SB City Limit (w/o US 31)	Didam Street (a new road)	Added Travel Lanes
10	2015	Nimtz Parkway	Poppy Road	Didam Street (a new road)	Added Travel Lanes
11	2009	Olive Road	Toll Road Bridge	Brick Road	Added Travel Lanes
12	2015	Olive Street	SR 23 (Prairie Street)	Sample Street	Added Travel Lanes
13	2009	Portage Avenue	Lathrop Street	Toll Road Bridge	Added Travel Lanes
14	2015	Twyckenham Drive	South Bend Avenue	Ivy Road	New Road CNS
15	2015	Olive Road	Brick Road	Adams Road	New Road Construction
16	2015	Auten Road	Portage Road	Mayflower Road	New Road Construction
17	2009	Douglas Road	SR 23	Mishawaka City Limits	Added Travel Lanes
18	2009	Hickory Road	Hepler Street	Douglas Road	New Road CNS
19	2015	Hickory Road	Douglas Road	SR 23	New Road CNS
20	2009	Adams Road	Olive Road	US 31	Added Travel Lanes
21	2015	Lincolnway West	US 31	Pine Road	New Road CNS
22	2015	Pine Road	Edison Road	Lincolnway West	New Road CNS
23	2015	Olive Road	Lincolnway West (realigned)	Lincolnway West (current)	New Road CNS

Source: 2030 Transportation Plan, Michiana Area Council of Governments (MACOG).

Guide Signs

Appropriate guide signs are essential to direct residents and visitors safely and efficiently to prominent local destinations. They are used to indicate locations, distances, directions, and routes in the community. The two types of guide signs are:

Destination Signs: These signs are tourist-oriented directional signs that display the identification of and directional information for businesses, services, and activities.

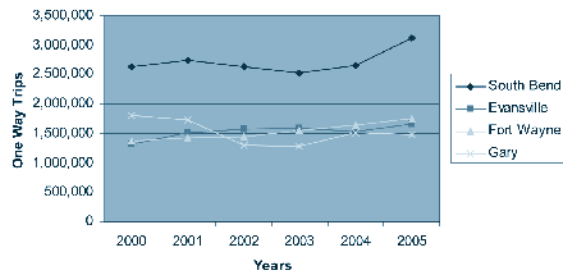
Recreational or Cultural Interest Area Signs: These signs guide road users to a general area and then to specific facilities or activities within the area. Recreational attractions include such facilities as parks, campgrounds, and sports facilities; cultural attractions include museums, art galleries, and historical buildings or sites.

B. TRANSIT SYSTEM

Local transit service is provided by the South Bend Public Transportation Corporation (TRANSCO). The corporation was founded in 1885 and was formerly known as the South Bend Railway Company.

A comparative analysis of transit service in some Indiana cities shows that TRANSCO ridership went down between 2001 and 2003, but an upward trend was observed in 2004. This was mostly due to TRANSCO's increased marketing to youth and college students.

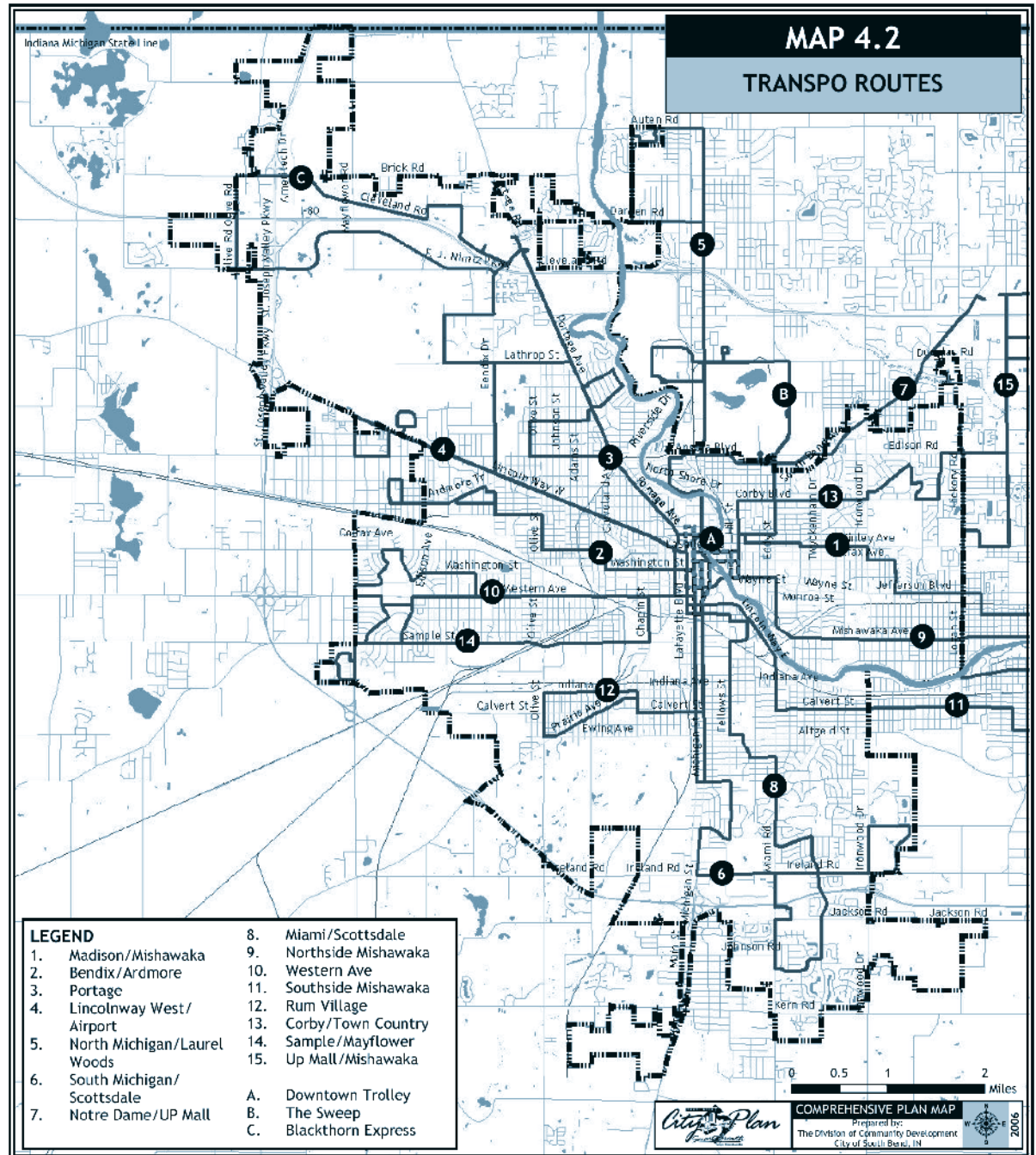
Figure 4-1: TRANSCO Ridership Trends: 2000-2005



Sources: Indiana Department of Transportation and TRANSCO (2006), One-Way Passenger Trips.

TRANSCO currently covers more than 183 miles of bus routes with a fleet of over sixty vehicles. Its entire bus fleet travels about two million miles annually and is an energy-saving, affordable, and environmentally friendly option for residents in the area. The entire fleet of buses operates on B20 bio-diesel fuel.

The TRANSCO trolleys are a recent addition to the fleet and provide residents and visitors convenient access to downtown South Bend attractions. The trolleys are American Heritage Streetcar replicas and approximate the look and feel of an old-fashioned streetcar.



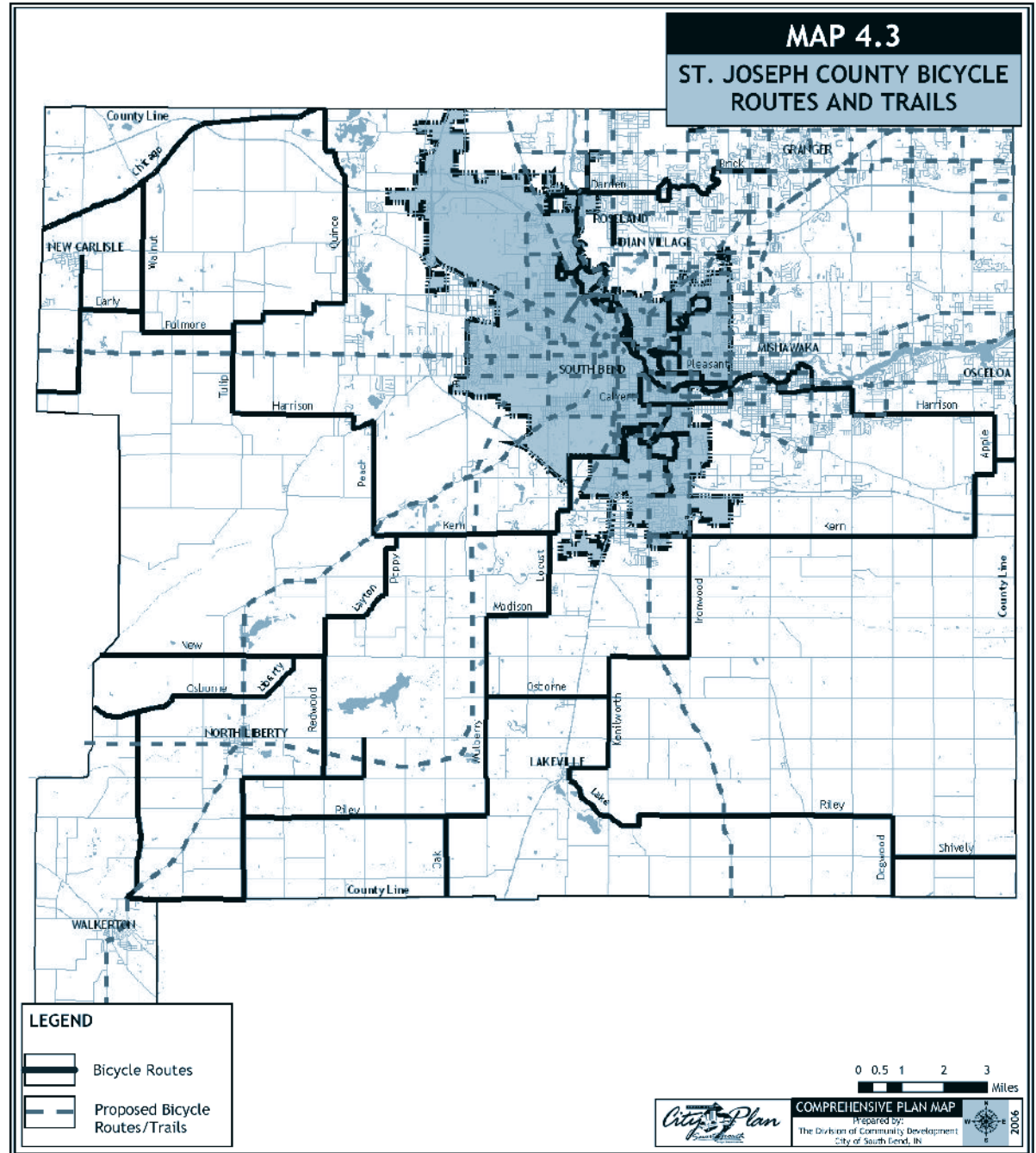
C. BICYCLE AND PEDESTRIAN SYSTEM

The bicycle and pedestrian circulation system includes sidewalks that are primarily designed for pedestrian movement, bike lanes, and paths that can be shared by bicyclists and pedestrians. During the *City Plan* public meetings, the community expressed concern over the shortage of facilities for bicycle and pedestrian movement in the city. An improved and expanded network of these pathways would offer more exercise choices to residents and support bicycling and walking as viable options to the automobile.



Bike path along the St. Joseph River.

Encouraging bicycling is a simple way toward improving public health. With more people bicycling, communities can experience reduced traffic, improved air quality, and greater physical fitness. South Bend currently offers about six miles of multipurpose bikeways/walkways and 1.78 miles of bicycle lanes on Twyckenham Drive between McKinley Avenue and South Bend Avenue.





Walking and biking trail along the St. Joseph River.

Bicycle and Pedestrian Signage

To alert joggers, walkers, and cyclists about potential hazards and to convey regulatory messages to all vehicles adequate signage is essential as the City develops more recreational paths, lanes, and trails. Aesthetically pleasing signage that indicates routes, destinations, and distances can provide bicyclists and pedestrians a more pleasing and safe recreational experience.

D. REGIONAL CONNECTIONS

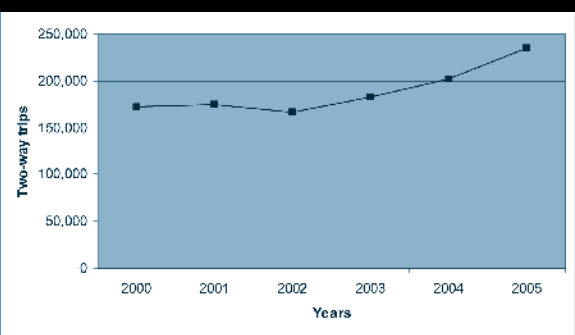
South Bend is located within a day's drive of 28 metropolitan areas, including Chicago, Detroit, Indianapolis, Toledo, Cleveland, and St. Louis, to mention a few. Twenty-two percent of the population of the United States lives within this driving distance. South Bend's geographical location is enhanced by the regional transportation network, which includes: **South Bend Regional Airport:** South Bend Regional Airport provides daily flights for passengers and freight to prominent destinations, including Atlanta, Cincinnati, Cleveland, Chicago, Detroit, Las Vegas, Minneapolis, and Orlando.

South Shore Commuter Rail Line: The South Shore, located at the South Bend Regional Airport, provides round-trip daily and weekend travel to Chicago and points between.

I-80/90 (Indiana Toll Road): The Toll Road is an important link in the interstate highway system, connecting the East Coast and the West Coast. Known as the "Main Street of the Midwest," it is located about three miles north of South Bend's downtown.

U.S. 31: U.S. 31 is the main north-south transportation route connecting South Bend with Indianapolis and Michigan. Planning for improvements to this important corridor began in 1998, and the Indiana Department of Transportation identified a final re-route of a new, limited-access section of the highway in 2004. The rerouting will have a significant impact on the south side of South Bend, including changes in existing land uses. Once the new, limited-access section of highway is complete, it is anticipated to shorten the trip between South Bend and Indianapolis by more than 30 minutes.

Figure 4-2: South Shore Ridership Trends: 2000-2005



Source: Northern Indiana Commuter Transportation District, 2006

TRAFFIC CALMING

Traffic calming means slowing drivers down to make local streets safer for walkers, cyclists, and others. Traffic calming allows cars to travel at reasonable speeds, while reducing the chances for accidents, and improving the chances that retail will prosper and neighborhood streets will be safer.

Techniques include planting trees and improving other visual elements within the right-of-way, reducing lane widths, and bringing curbs out further into the right-of-way in some locations.

ALTERNATIVE MODES OF TRANSPORTATION

The word alternative means "other than." An alternative mode of transportation is usually anything other than a single-family car. Walking, cycling, and riding busses and trains are alternatives to driving cars. Newer alternatives include Bus Rapid Transit (BRT), people movers, and the Segway™.

Benefits of Alternative Transportation Modes:

- Creates more choices for residents.
- Allows people who cannot drive, or choose not to drive, to travel.
- Reduces traffic congestion.
- Improves air quality.
- Provides a cheaper form of travel than owning and maintaining a car.



Photograph courtesy of Michael Murphy Design, Inc.

South Bend Regional Airport entrance.

St. Joseph Valley Parkway (U.S. 31/20 Bypass): The Parkway is a limited-access highway that runs east and west along the south side of South Bend and north and south on the city's west side, providing a limited-access corridor from the south side to the Toll Road and beyond to St. Joseph and Benton Harbor, Michigan, and east to Elkhart County.

Amtrak: The Amtrak station on Washington Street in South Bend is a community resource that offers connectivity to various other hubs across the country. Amtrak service is available from South Bend on two routes, with direct service to the East Coast and Chicago.

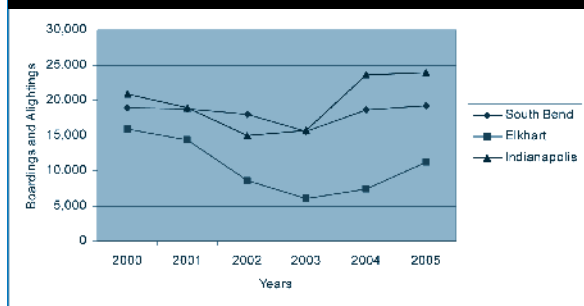


Photograph courtesy of Michael Murphy Design, Inc.

Commuters at the South Shore station in the South Bend Regional Airport.

Railroad Facilities (freight): Two national railroad lines serving St. Joseph County run through South Bend: Canadian National (CN) and Norfolk Southern (NS). One regional railroad line exists: the Chicago South Shore & South Bend Railroad (separate from the South Shore Commuter Line).

Figure 4-3: Amtrak Ridership Trends: 2000-2005



Source: Amtrak, 2006

TRANSPORTATION, LAND USE, AND ECONOMIC DEVELOPMENT

Transportation is intricately tied to land use and economic development. The types of infrastructure built, whether streets, public transportation, or a combination of both, help to determine what kinds of buildings and communities are created.

For instance, where roads and public transportation combine along a route, higher densities of buildings generally follow because these areas are more accessible to a greater number of people. More people gathering in an area improve the chances of developing a strong local market for goods and services there.

In 1998, South Bend's Mayor and Common Council created the Commercial Corridor Program to improve the vitality and commercial appeal of several streets where commerce traditionally thrived. All five commercial corridors offer service to drivers as well as public transportation routes.

As of 2006, almost seven million dollars has been invested improving the appearance and commercial appeal of these important streets.

E. PLANNING AND COORDINATION

Transportation planning and coordination in the region is primarily the concern of the Michiana Area Council of Governments (MACOG). This regional intergovernmental agency has been established to foster cooperative, coordinated, and comprehensive planning activities. MACOG is the designated Metropolitan Planning Organization (MPO) and represents Elkhart, Marshall, and St. Joseph counties in Indiana. As an MPO, MACOG, in coordination with the state departments of transportation and public transit operators, is responsible for carrying out the transportation planning process for urbanized areas and serves as a broad-range planning forum for decision makers, local elected officials, and planning agencies. The Department of Public Works for the City of South Bend works in collaboration with MACOG to implement transportation projects in the South Bend area.

Community feedback received throughout the *City Plan* process indicated a greater need for extensive public involvement during the development stages of transportation projects.

To achieve the community's Vision . . .

The City will need to provide safe and efficient traffic circulation and bicycle and pedestrian mobility throughout the community.

The City should help promote public transportation options in the community to reduce dependency on the automobile. Supporting and promoting multiple modes of transportation will also help conserve non-renewable sources of energy.

South Bend's regional transportation connectivity will need to be improved. The City will need to enhance coordination with local and regional transportation agencies and service providers and assist them in engaging the community in transportation planning efforts.

F. GOAL

Provide a balanced transportation system that is integrated locally and regionally, supports alternative modes of transportation, and is pedestrian friendly.

OBJECTIVES AND POLICIES

Objective T 1: Provide safe and efficient traffic circulation throughout the community.

Policies

- T 1.1 Establish and maintain a coordinated system of guide signs to enable residents, tourists, and visitors to find prominent, local destinations.
- T 1.2 Establish and maintain clearly visible and appealing street signage.
- T 1.3 Utilize traffic calming techniques when and where appropriate.
- T 1.4 Design roadways and intersections with bicycle and pedestrian safety considerations. *(Pedestrian-Oriented Development, p. 156)*
- T 1.5 Maintain an appropriate level of service (LOS) for the roadway system.

Objective T 2: Promote the use of public transportation.

Policies

- T 2.1 Coordinate with TRANSPO to enhance routes, service frequency, and bus stop design and location.
- T 2.2 Encourage area employers to promote the use of public transportation within their organizations. *(Alternative Modes of Transportation, p. 159)*
- T 2.3 Encourage dial-a-ride programs.
- T 2.4 Assist TRANSPO in marketing bus service to all age groups.
- T 2.5 Assist the Northern Indiana Commuter Transportation District (NICTD) in promoting the use of the South Shore Commuter Rail Line.
- T 2.6 Support high-speed rail in the region.

Objective T 3: Provide safe and convenient bicycle and pedestrian mobility and facilities throughout the community.

Policies

- T 3.1 Develop and maintain a coordinated circulation system for bicyclists and pedestrians which connects neighborhoods to existing parks and recreational facilities, green space, commercial corridors, etc. *(Pedestrian-Oriented Development, p. 156)*
- T 3.2 Coordinate city bicycle routes with St. Joseph County bikeway network.
- T 3.3 Provide City outreach programs to promote bicycle safety.
- T 3.4 Support public amenities along bicycle routes and pedestrian walkways.
- T 3.5 Ensure that public parks have adequate sidewalk infrastructure.
- T 3.6 Require bicycle parking standards for new developments.
- T 3.7 Enforce Municipal Code requirements relative to sidewalk installation and repair.

Objective T 4: Support multiple modes of transportation.

Policies

- T 4.1 Promote the benefits of walking and bicycling as viable options to driving. *(Alternative Modes of Transportation, p. 159)*
- T 4.2 Encourage ride sharing/carpooling.
- T 4.3 Encourage the use of alternatively fueled vehicles (AFVs). *(Impact on Natural Environment, p. 158)*

Objective T 5: Improve South Bend’s regional transportation connectivity.

Policies

- T 5.1 Support efforts to establish public transportation connectivity with Elkhart County.
- T 5.2 Support efforts to improve vehicular connectivity between South Bend and Indianapolis.
- T 5.3 Support efforts to reduce the South Shore Commuter Rail Line travel time to Chicago.
- T 5.4 Support efforts of the South Bend Regional Airport to expand connectivity to various hubs across the nation.
- T 5.5 Support efforts to maintain the Amtrak presence in South Bend.

Objective T 6: Enhance coordination with local and regional transportation agencies and service providers.

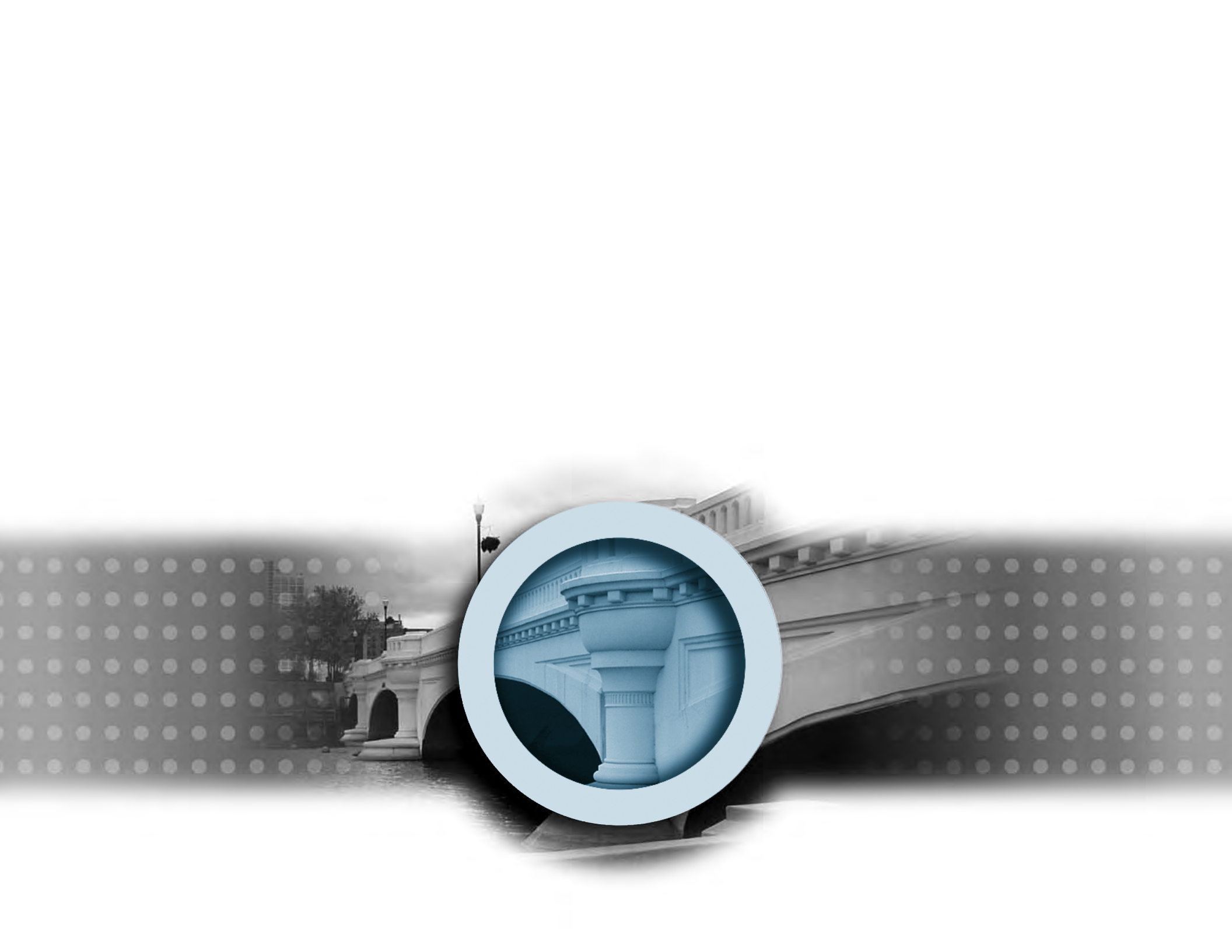
Policies

- T 6.1 Participate in transportation planning with local jurisdictions, service providers, and state and federal departments of transportation.
- T 6.2 Support Michiana Area Council of Governments’ efforts in coordinating regional transportation planning.
- T 6.3 Pursue compatible transportation and land use planning with municipalities in St. Joseph County.
(Community Planning, p. 161)

Objective T 7: Engage the community in transportation planning efforts.

Policies

- T 7.1 Involve neighborhoods in transportation infrastructure project planning.
(Public Outreach, p. 153)
- T 7.2 Assist local and regional agencies in engaging South Bend residents in transportation planning efforts.
(Transportation Planning, p. 153)





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Public Facilities and Services:

*Envision South Bend in 2025...
We have a built environment
that embraces our
historic heritage
while facilitating
progressive design and
land use, utilizing
modern infrastructure.*

PUBLIC FACILITIES AND SERVICES



A community's quality of life is often measured by the quality of services and facilities it provides to its residents. Public facilities and services are those facilities and services that are essential to support the community and its development and to enhance the overall quality of life. They include such necessities as public buildings and community assets; streets and public ways; water, sanitary, and storm water sewers; telecommunications infrastructure; parks; and police, fire, and emergency medical services. Public facilities can be government-owned-and-operated facilities or privately owned facilities that receive funding from public entities.

The location, size, timing, and financing of public facilities must be planned well in advance of construction. Advance planning provides justification for the project, minimizes project costs, and maximizes public benefits and private sector support. The City of South Bend's investments in public facilities are designed to respond to the identified needs of both our current and future population.

A. PUBLIC BUILDINGS AND COMMUNITY ASSETS

Public buildings and community assets can be divided into three categories:

1. Local government buildings: These include the buildings and facilities that are needed by the City to provide the highest level of public service to the community, such as police and fire stations and public works facilities. The City of South Bend shares the County-City Building downtown with St. Joseph County. County-owned facilities provide services to county and city residents.



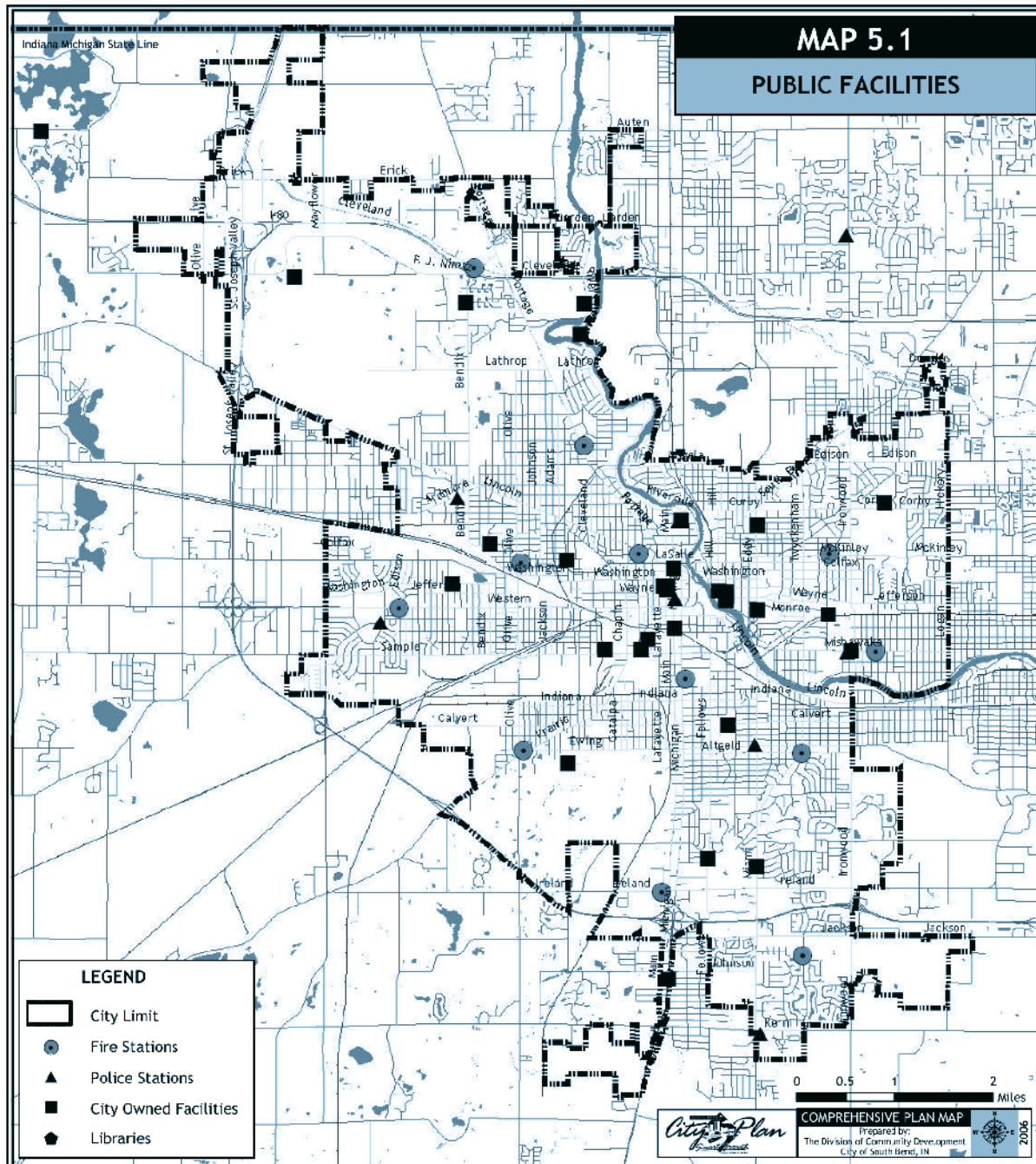
View of the County-City Building, downtown South Bend.

2. Cultural and recreational facilities: These facilities are community amenities that contribute to the vibrancy of any city. Every community values such facilities since they enhance economic development in the area and are used by people of all age groups. Key cultural and recreational facilities in South Bend include the Morris Performing Arts Center, Northern Indiana Center for History, Studebaker National Museum, the East Race, Potawatami Zoo, Century Convoy Center, and the College Football Hall of Fame, to name a few.

3. Essential community assets: There are some community assets that are essential to a municipality's function but may not fall under the control of the municipality. All of these vital, public facilities have significant physical presence in a city. While the City may not control the investment decisions of these



Newly redesigned City of South Bend Web site.



Construction crew installing new sidewalks.

public entities, the City must work with them to coordinate effective planning for the future of the community. Some amenities of this nature in South Bend are:

- South Bend Community Schools
- St. Joseph County Libraries
- South Bend Regional Airport

B. STREETS AND PUBLIC WAYS

A coordinated network of streets and public ways is essential to a successful roadway system in a community. The system provides a means for the efficient movement of goods, services, and people in the community. The local street network is maintained by the Department of Public Works' Bureau of Streets. Its responsibilities include snow removal on all public rights-of-way within the city limits, resurfacing of streets (paving, slurry seal, crack filling, pothole repair), maintenance, street sweeping, alley grading, alley reconstruction, and fall leaf pickup.

Public meetings and feedback gathered during the *City Plan* process revealed the community's desire for a high level of street maintenance over the next 20 years. Street maintenance ensures the efficient management of traffic throughout the community. In addition, the maintenance of public ways provides higher levels of safety for bicyclists and pedestrians.

C. WATER, SANITARY, AND STORM WATER SEWERS

Water Supply

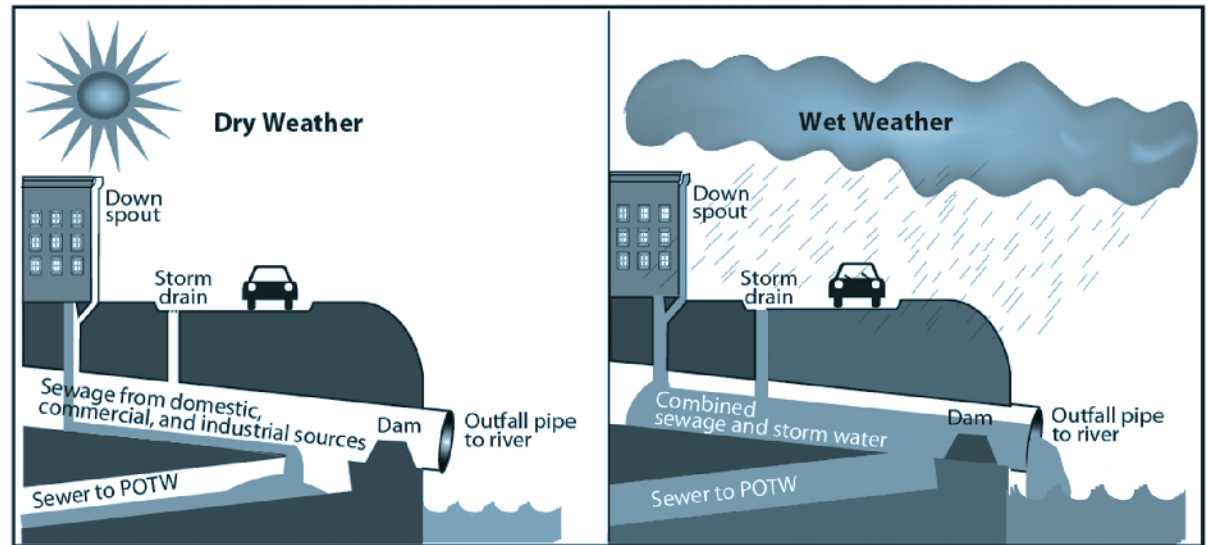
The delivery of a clean and reliable water supply to all households is a basic service of many municipalities. South Bend's Department of Public Works maintains the local water supply and distribution system. The Division of Water Works supplies drinking water to 122,000 customers in the city and surrounding unincorporated areas. It maintains more than 520 miles of water mains, 42,000 water meters, four filtration plants, eight well fields, and four water storage facilities which hold a total capacity of 17.5 million gallons of water.

Sanitary and Storm Water Sewers

Most municipalities across the nation have three types of systems that handle sewage and storm water:

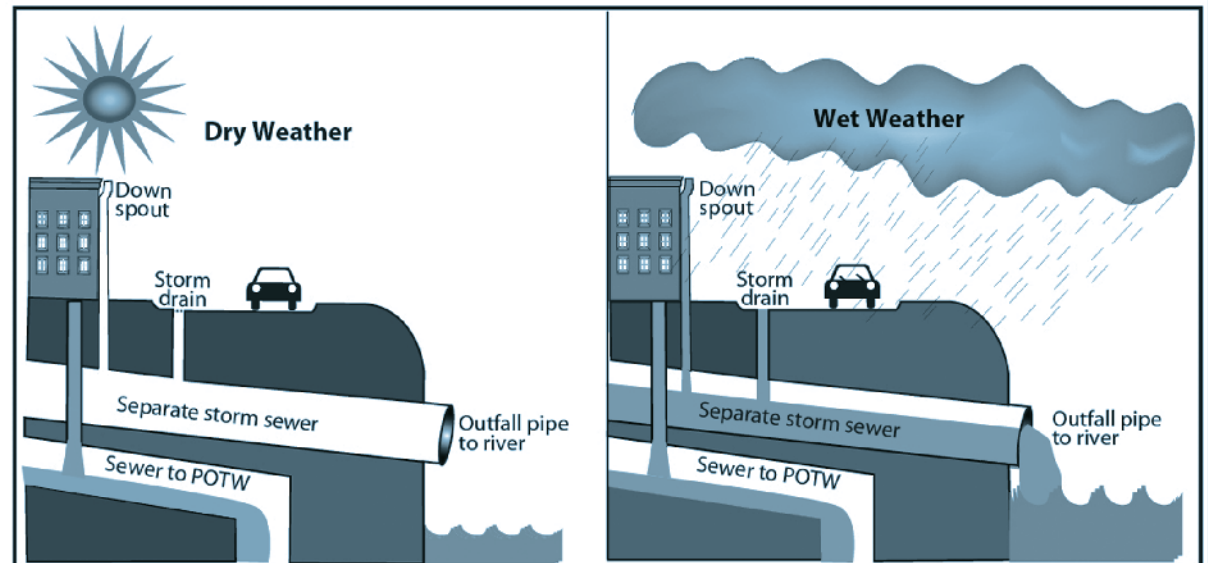
1. Sanitary sewers: This system transports wastewater from homes, offices, factories, restaurants, and shops to the wastewater treatment plant where it is treated before being discharged into rivers or other water bodies.

2. Storm water drainage system: This system transports surface runoff from rainstorms and snowmelt into lakes, rivers, streams, ponds, and retention basins.



Typical Combined Sewer System

Combined sewer systems (CSS) are designed to discharge directly to surface water bodies such as rivers, estuaries, and coastal waters during wet weather when total flows exceed the capacity of the CSS or treatment plant. (Source: EPA)



Typical Separate Sanitary and Storm Sewer Systems

Sanitary sewer systems are designed to collect and convey wastewater mixed with limited amounts of infiltration and inflow to a treatment plant. A separate storm sewer system is used in many areas to collect and convey storm water runoff directly to surface water bodies. (Source: EPA)

3. Combined sewer system: This system combines both the sanitary and storm water systems and carries sanitary sewage and storm water to the wastewater treatment plant.

Combined sewer overflows (CSOs) and storm water pipe discharges are point source pollutants that cause an increase in the levels of E. coli in the St. Joseph River. Five out of 14 municipalities within the St. Joseph River Watershed have CSOs: South Bend has 35 CSOs, Elkhart has 22, Mishawaka 19, and Goshen and Wakarusa have 6 CSOs each. The United States Environmental Protection Agency requires communities with combined sewer systems to develop long-term CSO control plans that will ultimately provide for full compliance with the Clean Water Act, including attainment of water quality standards. South Bend has been working on separating the two systems since the early 1990s.

D. TELECOMMUNICATIONS INFRASTRUCTURE

Telecommunication involves the transmitting or receiving of voice, video, or data over a distance by any electrical or electromagnetic medium. The infrastructure required to transmit this information will be an important consideration as the community plans for future growth and development.

The St. Joseph Valley Metronet was founded in 2005 to establish links in the local telecommunications infrastructure between local companies and the fiber optic trunk lines that run through the area. This nonprofit organization was formed after a research committee appointed by the St. Joseph County Chamber of Commerce and Project Future (a

regional economic development agency) concluded that advanced information technology had become an integral part of grades K-12, higher education, and research programs, and was being increasingly used in businesses, healthcare institutions, and government agencies. Further, many employers expressed the need for state-of-the-art communications and access to a wide range of information, resources, and services.

With the installation of Metronet's "dark" fiber optic network, South Bend is in a position to provide the telecommunications infrastructure that is necessary to attract high-tech companies to the area and enhance economic development in the region.

E. PARKS

Parks and open spaces serve a variety of functions and produce a multitude of benefits to the community and the environment. Well-maintained, safe, and accessible parks promote physical activity and social interaction; cultivate a sense of pride and identity; enhance property values (research shows that many people are willing to pay more to live near parks); strengthen the local economy through festivals and other revenue-generating activities; opportunities for the reuse of unproductive land; provide educational opportunities to learn about nature; and mitigate air pollution, reduce storm water runoff, and assist in protecting biodiversity.

South Bend boasts a well-developed park system, with some parks closely connected to the City's rich history and named in memory of prominent civic leaders and entrepreneurs who have left a positive mark on South Bend's development.



People enjoying the Leeper Park Art Fair.



Interactive water playground at Kennedy Park.



Outdoor skate park at O'Brien Recreation Center.

NATIONAL PARK STANDARDS (ACREAGE/POPULATION)

National park and recreation standards are developed by the National Recreation and Park Association (NRPA). The NRPA standards are viewed as a guide. They can be applied nationwide for planning, acquisition, and development of park, recreation, and open space. They recommend minimum goals to be achieved and are to be interpreted according to specific local needs. The standards are used to:

- Evaluate existing and forecast future park and recreational needs of a community based on population and acreage.
- Determine minimum acceptable park acreage and recreational facilities for a community.
- Guide and assist regional development.
- Justify the need for parks and open space in a land use context.

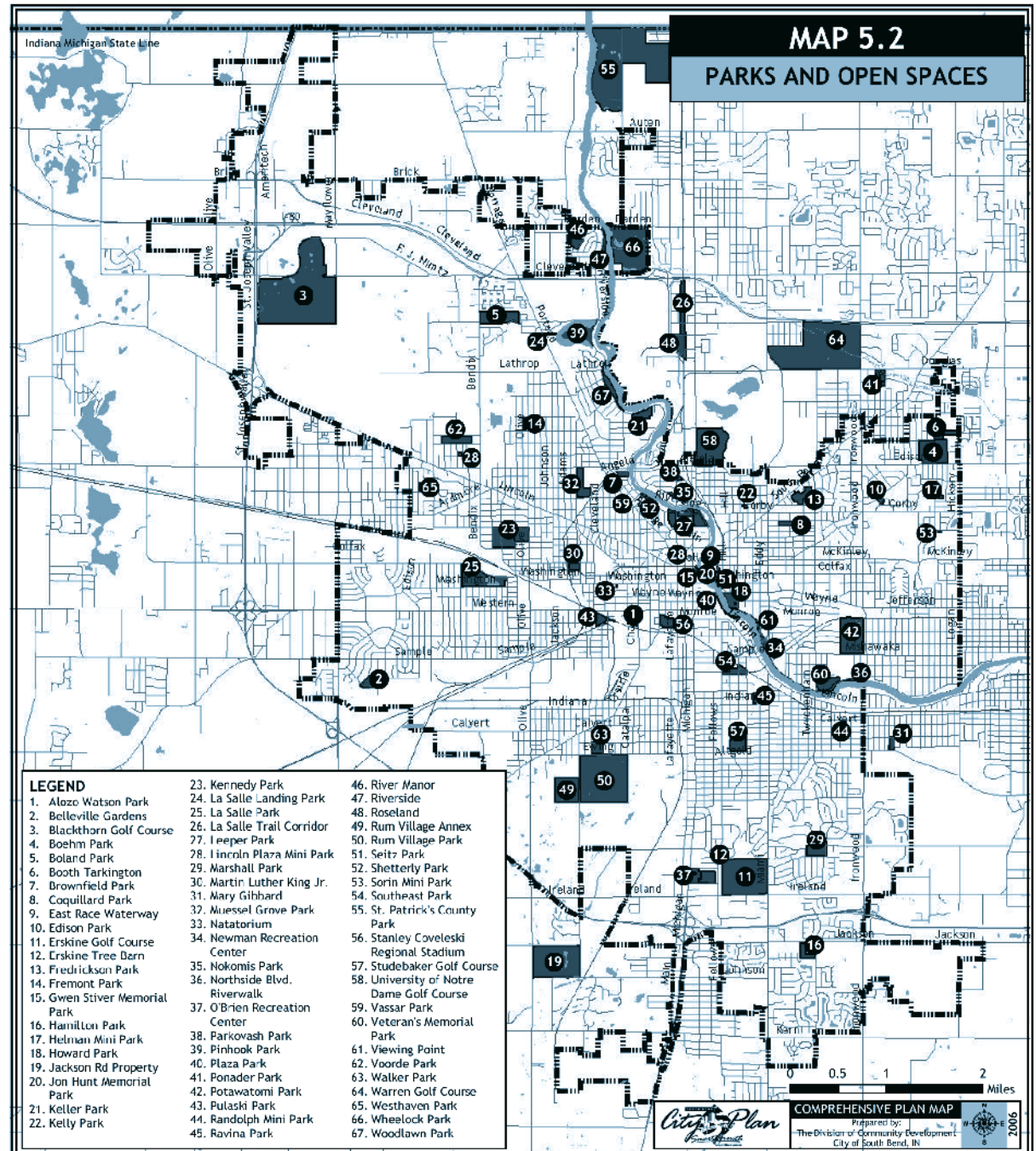
Below is an example of the applicability of the national standards for certain recreational facilities:

Recreation Type	National Standard
Public swimming pools	1/20,000 people
Baseball	1/5,000 people
Volleyball	1/5,000 people
Football	1/20,000 people
Soccer	1/10,000 people

Park Types

The National Recreation and Park Association develops acreage standards for various types of parks, including community, neighborhood, and block parks. These standards are shown below:

Park Type	National Acreage Standards
Community parks	7 acres/1,000 people
Neighborhood parks	3 acres/1,000 people
Block parks	0.5 acres/1,000 people



There are 57 public parks, playgrounds, and other properties in the city, encompassing nearly 1,300 acres and ranging in size from 0.3 to 313 acres. South Bend has 11 community parks, 22 neighborhood parks, 17 block parks, and 7 special parks (i.e., golf courses, trails) that serve as educational, recreational, and social centers and enhance the quality of urban living.

However, in spite of the existing parks and recreational facilities, South Bend is deficient in the number of community, neighborhood, and block parks and certain recreational facilities, such as swimming pools and volleyball courts, when measured against national park acreage standards developed by the National Recreation and Park Association. This acreage shortage will become even more pronounced when the city gains more residents over the next two decades. In addition to the acreage shortfall, the community voiced concerns about the lack of park connectivity as well as age and condition of some public park facilities.

The *South Bend Parks and Recreation Master Plan* adopted in 2005 calls for the construction of an outdoor family aquatics facility and an amphitheater in the next 5-10 years. It also identifies a need for a number of new sports facilities, such as basketball courts, baseball diamonds, and soccer fields.

F. POLICE, FIRE, AND EMERGENCY MEDICAL SERVICES

South Bend Police Department

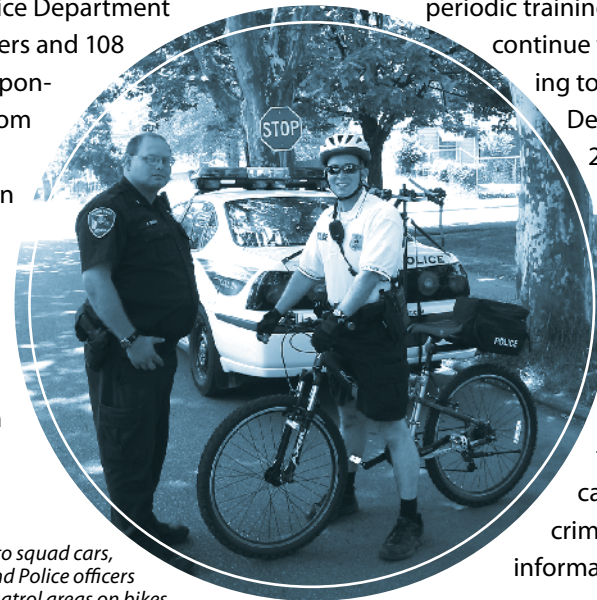
Law enforcement services are provided by the South Bend Police Department headquartered at the main



New South Bend Police headquarters on Sample Street.

police station on West Sample Street, built in 2005. The Board of Public Safety provides civilian oversight of both the police and fire departments and is a Mayoral-appointed, five-member civilian board authorized by state statute.

In 2005, the South Bend Police Department consisted of 261 sworn officers and 108 civilian employees. The responsibilities of civilians range from clerical work to forensic and crime analysis, to positions in management. In addition, in 2005 there were more than one hundred trained volunteers providing various supplementary services when needed, such as traffic control during community events.



In addition to squad cars, South Bend Police officers patrol areas on bikes.

All officers of the South Bend Police Department undergo extensive physical, written, and oral examination, followed by 15 weeks of basic training at the Indiana Law Enforcement Academy and 15 weeks of field training in South Bend. Once hired, police officers are required to participate in periodic training and are encouraged to continue their education. According to the South Bend Police Department, as of March 2006, 81 of the 261 sworn officers (31 percent) had an associate's, bachelor's, or master's degree. Over the past few decades, the Police Department has continually updated its technology to enhance its policing capabilities. Department crime analysts use geographic information systems (GIS) to map

criminal activity. This analysis helps to identify high-crime areas, the types of crimes being committed, and the best way to respond. The Forensic Lab's Automated Fingerprint Identification System (AFIS), one of only four in the state, compares fingerprints from crime scenes against county, state, and federal databases. The Forensic Lab's Data Acquisition System (DAS) compares shell casings and striations on bullets with bullets or firearms taken from other local crime scenes and a national database. The South Bend Police Department shares the capabilities of the Forensic Lab with other law enforcement agencies in the region.

TABLE 5.1: South Bend Police Department Average Response Times (minutes:seconds)

Year	Priority	
	Crimes In progress	All Other Calls
2004	4:33	6:41
2005	3:25	6:28

Source: South Bend Police Department, 2006.

Every patrol car is equipped as a mobile office with a secure computer providing continuous access to city, county, state, federal, and homeland security databases. In the event of a natural disaster, communication from each patrol car remains secure through e-mail. Approximately one-third of all patrol cars are equipped with a portable defibrillator, assisting officers responding to acute medical emergencies. In addition, as part of an ongoing process to improve community relations, all patrol cars are equipped with video cameras to provide a continuous record of officer interaction with the public.



A South Bend Police officer at a neighborhood cookout.

Response time—the duration between receipt of a call at police dispatch and the arrival of an officer on the scene—is a key indicator of police responsiveness to the community. Separating all calls for service into two categories—crimes in progress and all other calls—average response times improved from 2004 to 2005 (see Table 5.1).

The Police Department has several specialty units, including the Canine Unit; a special weapons and tactics team (SWAT); a bomb squad with state-of-the-art equipment serving a seven-county area in northern Indiana and southern Michigan; the Neighborhood Enforcement Services Team (NEST), specializing in surveillance and enforcement of crimes that negatively impact quality of life, including prostitution and drug dealing; a Narcotics Division that works with county, state, and federal agents to combat this serious issue; and a School Resource Officer Program in which a police officer is assigned to each high school and intermediate school in the South Bend Community School Corporation to provide security and nurture good

relationships with school-age youth. Since September 11, 2001, the South Bend Police Department has also been actively involved in emergency planning with other local governments and engaged in specialty training of South Bend officers to ensure preparedness for terrorist incidents.

Policymakers, policing agencies, and researchers recognize more and more that understanding the context of crime—the where and when of a criminal event—is key to understanding how crime can be controlled and prevented. To increase this understanding of the community, Community Oriented Policing Strategies (COPS) encourages officers to interact with the public as a partner. Over the last 15 years, the South Bend Police Department has developed extensive Neighborhood Watch (180 groups) and Business Watch (40 businesses) Programs. Since 1997, the department began formal COPS training for all officers and civilian members of the department, as well as hundreds of community and business leaders.

Dealing with the public as a partner rather than a recipient of services is complicated. It is helpful for the police officer to understand the relationship between unemployment and crime, as well as the interrelations of social, economic, and demographic characteristics in urban neighborhoods. In addition, technology has become essential to all aspects of police work. For these reasons, it is important that the Police Department make an effort to increase the number of officers with higher education and advanced training.



New Central Fire Station on Michigan Street just south of downtown.

The department recognizes the need to adapt to the changing demographics of the community: the need for more Spanish-speaking officers and civilian employees; the need to increase the number of minority police officers hired; and the need to cultivate more effectively good relations with all segments of the community and to recruit future officers and civilians actively from the local area.

South Bend Fire Department and EMS

Since the South Bend Fire Department became a professional department in 1887, it has held a reputation for being one of the finest in the Midwest. The new Central Fire Station located on South Main

TABLE 5.2: South Bend Fire Department Average Response Times (minutes:seconds)		
Year	Priority	
	Urgent/Life threatening	All Other Calls
2004	4:55	6:33
2005	4:34	6:30

Source: South Bend Police Department, 2006.

Street just south of downtown was completed in 2005. In 2005, the department consisted of 248 full-time sworn firefighters and eight civilians. The department concentrates its efforts in five key areas: fire suppression, emergency medical services, public education, prevention services, and special operations.

Fire Suppression: To ensure proper fire suppression coverage throughout the city, an adequate number of fire stations must be built and maintained. In 2005, the Fire Department provided services out of 11 fire stations in the city. Construction of a new station on Lincoln Way West and Dr. Martin Luther King, Jr. Boulevard began in 2006 and is scheduled for

TABLE 5.3: Emergency Medical Services Calls Average Response Times (minutes:seconds)	
Year	Average Response Time
2004	5:10
2005	5:15

Source: South Bend Police Department, 2006.



South Bend Fire and EMS trucks at one of the 11 fire stations.

completion in 2007. Feasibility studies on the need and location of other stations are currently under way.

In 2005, the Fire Department's fire suppression fleet included 11 fire trucks, four ladder trucks, and various supplementary vehicles. During that year, the department responded to a total of 564 fires, 189 of which were in residential structures. Response time—the duration between receipt of a call at dispatch and the arrival of a fire truck on the scene—is a key indicator of quality fire suppression services. As Table 5.2 indicates, average response times improved slightly from 2004 to 2005.

Emergency Medical Services (EMS): This division provides Advanced Life Support (ALS) countywide, as well as providing ALS at several sporting events at the University of Notre Dame. Four transport units are dedicated to South Bend. Three transport units and one nontransport unit are dedicated to St. Joseph County. EMS responded to approximately seventeen thousand medical emergencies throughout the

county in 2005, an average of more than 46 incidents per day. Average response times remained constant during 2004-2005 (see Table 5.3). The Fire Department offers monthly EMS training for all firefighters, and the department's two sponsoring hospitals offer four monthly in-service trainings for all EMS certified persons within the county. All firefighters receive 20 weeks of fire fighting and emergency medical technician (EMT) training. In 2005, the department had 61 paramedics, 24 intermediate EMTs, 27 advanced EMTs, 99 basic EMTs, and 20 first responders. The department plans to eventually require all firefighters to obtain paramedic certification; currently, all new hires are required to obtain intermediate EMT certification within three years of their swearing-in date.

Public Education and Fire Prevention: The Fire Prevention Division carries out the following responsibilities relating to inspections, public education, and investigations:

Building Inspection: The Inspection Bureau performs code enforcement activities for commercial buildings and buildings with three or more apartments.

Public Education: Three public education officers speak on fire safety to groups in the community and at schools. The department dramatizes fire safety through the use of a "Safety House," a portable house trailer in which fire dangers can be simulated. The department also distributes free smoke detectors.

Fire Investigation: The Arson Bureau is comprised of two South Bend firefighters and one South Bend police officer who investigate fires for origin and cause. In 2005, 219 fires were

investigated in South Bend, of which 158 were residential, 46 commercial, and 15 in vehicles. A total of 84 were considered to be arson.

Special Operations: This division is responsible for the areas of the department not directly related to fire suppression or EMS. Services provided include:

Hazardous Materials Response Team: Includes one hazardous materials truck.

Swiftwater Response Team: Provides river rescue services.

Tactical Rescue Response Team: Includes a tactical rescue truck.

Administration of the Indiana River Rescue School: Provides training for firefighters from across the country who learn water rescue techniques on the East Race and St. Joseph River.

Nationwide, hazardous materials units have been given the task of weapons of mass destruction (WMD) preparedness. The Special Operations Division is the homeland security branch of the Fire Department with one dedicated truck. Response teams respond to calls not only within South Bend, but also throughout the Indiana Homeland Security District #2 which covers seven counties.

Disaster Preparedness: The St. Joseph County Emergency Management Agency (EMA) manages the mitigation, preparedness, response, and recovery from natural and human-made disasters. The EMA assists local municipalities, public institutions, private businesses, and schools with emergency planning. In times of emergency or declared disasters, it maintains a list of County

resources and capabilities and provides coordination of response agencies with additional resources needed to bring back normal, day-to-day function. During and following disaster events, the EMA is responsible for filing necessary documentation, and coordinating with agencies and individuals who may claim assistance.

The administrative "infrastructure" exists for health and disaster planning in St. Joseph County. It is essential that units of government work together to ensure that the organizations remain flexible, active, and prepared. The City of South Bend remains a significant and engaged partner in these planning functions.

G. PUBLIC HEALTH PLANNING

The increasing integration of the global economy has made imported goods, overseas travel, and undocumented workers commonplace. This has increased the importance of planning and preparing for the possible outbreak of infectious diseases. It is equally important to prepare for other undesired possibilities, such as natural disasters and terrorist incidents. All these planning activities require coordination and collaboration of key local institutions and organizations. The government's role in health and disaster planning is crucial to assist this process in determining where investment is most needed and will produce the greatest good.

Access to Health Care

The lack of equitable access to affordable health care is a national issue that no individual community or jurisdiction can address on its own. However, local



Memorial Hospital main entrance in downtown South Bend.

communities still have to deal with the consequences of this lack of access. Access to quality health care is largely determined by whether or not a household has health insurance.

The St. Joseph County Health Department published the *St. Joseph County Community Health Assessment* in 2004 using self-reported health status, determinants of health data from Indiana's Behavioral Risk Factor Survey, and mortality data from the Indiana State Department of Health. This assessment showed more than 13 percent of county residents lacked health insurance. Research indicates that the unemployed and lower-income households are more likely to lack health insurance than the general population. In recent years, these populations within the county tend to be concentrated in South Bend.

There are seven extremely high-quality health clinics in South Bend that provide care to the eligible uninsured. The Healthy Communities Initiative (HCI) coordinates a program in which physicians provide a limited amount of volunteer care to people involved in the program. These are two excellent examples of what can be done when the community works together to address a recognized need. However, many still lack access to basic health care. There are limited steps a jurisdiction can take to assist people who lack access to needed healthcare services. City government can support institutions and organizations that deal with these issues in a variety of ways other than direct financial support.

Disease Prevention

Currently (in 2006), there is no comprehensive health plan for the community that identifies areas of particular need and coordinates efforts to address them. The St. Joseph County Health Department began a planning process in 2003-2004 called Mobilizing for Action through Planning and Partnerships (M.A.P.P.), a communitywide strategic planning tool promoted by the federal Centers for Disease Control and Prevention (CDC). The purpose was to assist the community in prioritizing public health issues and identifying resources for addressing those issues. The sole result of this process was the creation of the Community Health Improvement Alliance (CHIA), an administrative structure for an alliance of local governments, medical establishments, healthcare providers, and nonprofit organizations. The CHIA can provide the infrastructure for comprehensive healthcare planning and is a good start in achieving this important objective.

The City of South Bend has limited statutory authority or financial resources to affect health-related issues directly, other than the responsibilities previously



River Park Family Medicine neighborhood clinic on Ironwood Drive.

mentioned. However, the City can support, encourage, and collaborate with other governmental entities, medical establishments, healthcare professionals, and nonprofits in a variety of ways that promote good health. The support of educational strategies is one such step.

A combination of factors influence individual health: biological, environmental, and behavioral (i.e., personal choice). Sometimes choices are made due to personal preference and sometimes to a lack of information and other external circumstances. Disease prevention strategies seek to educate individuals to assist them in making informed lifestyle choices. Indiana's state health plan (*A Plan for Community Health Improvement, 2004-2007*) emphasizes prevention as the key and best strategy for improving health and health status.

There are many ways hospitals and healthcare professionals reach out to people in the community to provide needed care. St. Joseph County Health Department, Memorial Hospital and Health System, Saint Joseph Regional Medical Center, Healthy Communities Initiative, and several other nonprofit agencies, all offer free educational programs which encourage a healthy lifestyle and help improve the quality of life for those living with a chronic disease. Other programs screen children and educate parents about the dangers of lead poisoning from lead-based paint. Some of the ways the City supports improvement of public health is to prevent the onset of preventable diseases through education and informed choices.

To achieve the community's Vision . . .

The City will need to coordinate planning and development activities for municipal buildings and facilities. Community assets such as schools and libraries will need to be maintained and enhanced.

Traffic patterns will need to be improved and efficient and environmentally friendly streets and public ways will need to be designed and constructed. The City will need to ensure that the maintenance of public ways provides higher levels of safety for bicyclists and pedestrians.

The City should ensure coordinated and efficient planning for all utilities, maintain a clean and dependable water supply, and provide an efficient wastewater collection, treatment, and disposal system to protect the natural environment while serving the needs of the community.

The City will need to encourage the development of a telecommunications infrastructure that enhances the local economy and the City's level of communication and service.

The City will need to provide and maintain a range of parks and recreational facilities throughout the community and develop a well-connected and safe park system.

The City will need to recruit a diverse workforce and retain highly qualified police and fire personnel who will respond in an efficient and coordinated fashion to the community's public safety and emergency medical needs.

The City will need to partner with others to establish and maintain communications equipment that coordinates public safety and emergency medical needs across jurisdictions.

Comprehensive health planning will need to be promoted and the community encouraged to pursue a healthy lifestyle. The City will need to work with its partners to increase access to affordable healthcare services for the entire community.

H. GOAL

Provide efficient and progressive public facilities and services that accommodate future growth and meet the community's changing needs.

OBJECTIVES AND POLICIES

1. PUBLIC BUILDINGS AND COMMUNITY ASSETS

Objective PF 1.1: Coordinate planning and development activities for municipal buildings and facilities.

Policies

- PF 1.1.1 Maintain and upgrade municipal buildings and facilities to provide the highest level of City services.
- PF 1.1.2 Develop multi-use municipal facilities that can be shared by various City departments.
- PF 1.1.3 Support the maintenance and upgrading of local recreational and cultural buildings.
- PF 1.1.4 Support the construction of new facilities and expansion of existing recreational and cultural facilities.

Objective PF 1.2: Maintain and enhance essential community assets.

Policies

- PF 1.2.1 Support efforts of volunteer organizations that help maintain and upgrade essential community assets.

2. STREETS AND PUBLIC WAYS

Objective PF 2.1: Provide adequate maintenance and upgrading of local streets and public ways.

Policies

- PF 2.1.1 Encourage the State government to maintain State thoroughfares in good condition.
- PF 2.1.2 Improve bicycle and pedestrian safety on local streets by providing bike lanes, paths, and pedestrian walkways.
- PF 2.1.3 Maintain and upgrade alleys.

Objective PF 2.2: Design and construct efficient and environmentally friendly streets and public ways.

Policies

- PF 2.2.1 Incorporate sustainable design solutions in the design of streets and public ways.
- PF 2.2.2 Include sidewalks on both sides of all streets to facilitate pedestrian mobility throughout the community.
(Pedestrian-Oriented Development, p. 156)
- PF 2.2.3 Require streets in new developments to be well connected to the city's existing street pattern.
- PF 2.2.4 Incorporate streetscape elements along local, collector, and arterial streets in the city.
- PF 2.2.5 Coordinate the planning and installation of utilities with the construction and reconstruction of streets.

3. WATER SUPPLY AND SANITARY AND STORM WATER SEWERS

Objective PF 3.1: Ensure a clean and dependable water supply to meet the existing and future needs of the community.

Policies

- PF 3.1.1 Provide a safe and clean water supply that exceeds minimum standards set by state and federal regulations for water quality.
- PF 3.1.2 Provide water at consistent pressures to all users in the city.
- PF 3.1.3 Ensure the proper maintenance of water storage and distribution facilities.
- PF 3.1.4 Install and maintain public fire hydrants to serve the fire protection needs of all city residents and businesses.

PF 3.1.5 Promote water conservation techniques to all residents and businesses.
(Impact on Natural Environment, p. 158)

Objective PF 3.2: Provide an efficient wastewater collection, treatment, and disposal system.

Policies

- PF 3.2.1 Provide preventative maintenance of the sanitary and storm water system.
- PF 3.2.2 Improve and update the infrastructure of areas in the city that experience frequent sewer system overloading.
(Water and Sewer, p. 150)
- PF 3.2.3 Comply with the EPA's control policy to reduce combined sewer overflows (CSO) in South Bend. *(Water and Sewer, p. 150)*
- PF 3.2.4 Ensure that all developments in the city are connected to the City sanitary sewer system.

Objective PF 3.3: Coordinate service areas planning for all utilities.

Policies

- PF 3.3.1 Ensure unified service areas for water, sanitary, and storm water extensions.
(Community Planning, p. 161)
- PF 3.3.2 Integrate master planning for water and sewers with other citywide planning activities.

4. TELECOMMUNICATIONS INFRASTRUCTURE

Objective PF 4.1: Encourage the development of a telecommunications infrastructure that enhances the City's level of communication and service.

Policies

- PF 4.1.1 Support local initiatives that enhance telecommunications and information infrastructure in the community.
(High Technology, p. 145)

PF 4.1.2 Encourage new developments to include infrastructure necessary to support modern communication. *(Municipal Code, p. 154)*

PF 4.1.3 Promote the telecommunications infrastructure as an asset for research and development. *(Community Assets, p. 147)*

PF 4.1.4 Partner with regional organizations to integrate telecommunications infrastructure planning in the region.
(High Technology, p. 145)

PF 4.1.5 Maintain and repair existing conduits for potential future use.

PF 4.1.6 Support ways to achieve telecommunication access for all housing units.

5. PARKS

Objective PF 5.1: Provide and maintain a range of parks and recreational facilities throughout the city.

Policies

- PF 5.1.1 Provide ongoing maintenance for City parks and recreational facilities.
- PF 5.1.2 Provide a balance of active and passive recreation opportunities in the City park system. *(Parks, p. 150)*
- PF 5.1.3 Partner with schools, colleges, private organizations, and neighboring jurisdictions to provide adequate recreation facilities for the general public. *(Parks, p. 150)*
- PF 5.1.4 Involve the general public, especially youth, in the planning, design, and maintenance of parks and recreational facilities.
(Youth Involvement, p. 153)
- PF 5.1.5 Utilize the standards set by the National Recreation and Parks Association in developing future parks in the city.
- PF 5.1.6 Recycle selected brownfields into public parkland after environmental assessment

or remediation.

PF 5.1.7 Partner with neighborhood groups to convert selected vacant properties in the city for park and recreational uses.

Objective PF 5.2: Develop a well-connected and safe park system.

Policies

- PF 5.2.1 Develop and maintain a citywide plan for bicycle lanes, paths, and pedestrian walkways that connect the local park system.
(Pedestrian-Oriented Development, p. 156)
- PF 5.2.2 Provide efficient park security to monitor activity at local parks and recreational venues. *(Parks, p. 150)*

6. POLICE, FIRE, AND EMERGENCY MEDICAL SERVICES (EMS)

Objective PF 6.1: Recruit and retain highly qualified police and fire personnel.

Policies

- PF 6.1.1 Provide continual training and education to keep up with innovations in all aspects of law enforcement and fire safety.
- PF 6.1.2 Create, maintain, and promote cadet programs for local intermediate and high school youth interested in careers in the police and fire departments.
- PF 6.1.3 Support in-service training and internship opportunities for youth.

Objective PF 6.2: Provide efficient and coordinated response to public safety and emergency medical needs of the community.

Policies

- PF 6.2.1 Ensure that police, fire, and EMS personnel maintain appropriate response times.

PF 6.2.2 Collaborate with other jurisdictions and organizations in the region to maintain emergency plans for natural disasters, epidemics, hazardous spills, and acts of terrorism. (*Emergency Preparedness, p. 149*)

PF 6.2.3 Establish and maintain formal agreements that coordinate the activities of law enforcement, fire, and emergency medical services in the region.

Objective PF 6.3: Maintain equipment that coordinates public safety and emergency medical needs in the region.

Policies

PF 6.3.1 Maintain compatible state-of-the-art communication equipment that provides the best level of service to the community.

PF 6.3.2 Ensure interoperability of voice, data, image, and video communication systems between and among area law enforcement, fire, and emergency medical services within St. Joseph County.

(*Emergency Preparedness, p. 149*)

7. PUBLIC HEALTH PLANNING

Objective PF 7.1: Promote comprehensive health planning.

Policies

PF 7.1.1 Support the provision of services that effectively meet the changing healthcare needs of residents.

PF 7.1.2 Encourage the local health department, institutions of higher education, and health-care providers to identify and investigate causes of existing local health disparities.

PF 7.1.3 Partner with medical, governmental, and nonprofit entities to ensure local disaster preparedness for health emergencies.

Objective PF 7.2: Encourage the community to pursue a healthy lifestyle.

Policies

PF 7.2.1 Support efforts that educate uninsured and underserved populations on proper care for chronic diseases.

PF 7.2.2 Promote dissemination of information to parents with infants and to seniors on the importance of immunization.

PF 7.2.3 Support healthcare programs that provide preventive screening.

PF 7.2.4 Partner with public and private entities to support implementation of health, exercise, and weight loss programs.

PF 7.2.5 Support organizational partnerships that encourage a healthy lifestyle and help educate the public about the importance of preventative care.

PF 7.2.6 Support regional and national health promotion and disease prevention activities.

PF 7.2.7 Support efforts to reduce tobacco use in the community.

PF 7.2.8 Promote good nutrition and health education in schools.

PF 7.2.9 Support a youth development approach for prevention/intervention on health issues related to behavior.

Objective PF 7.3: Increase access to affordable healthcare services for the entire community.

Policies

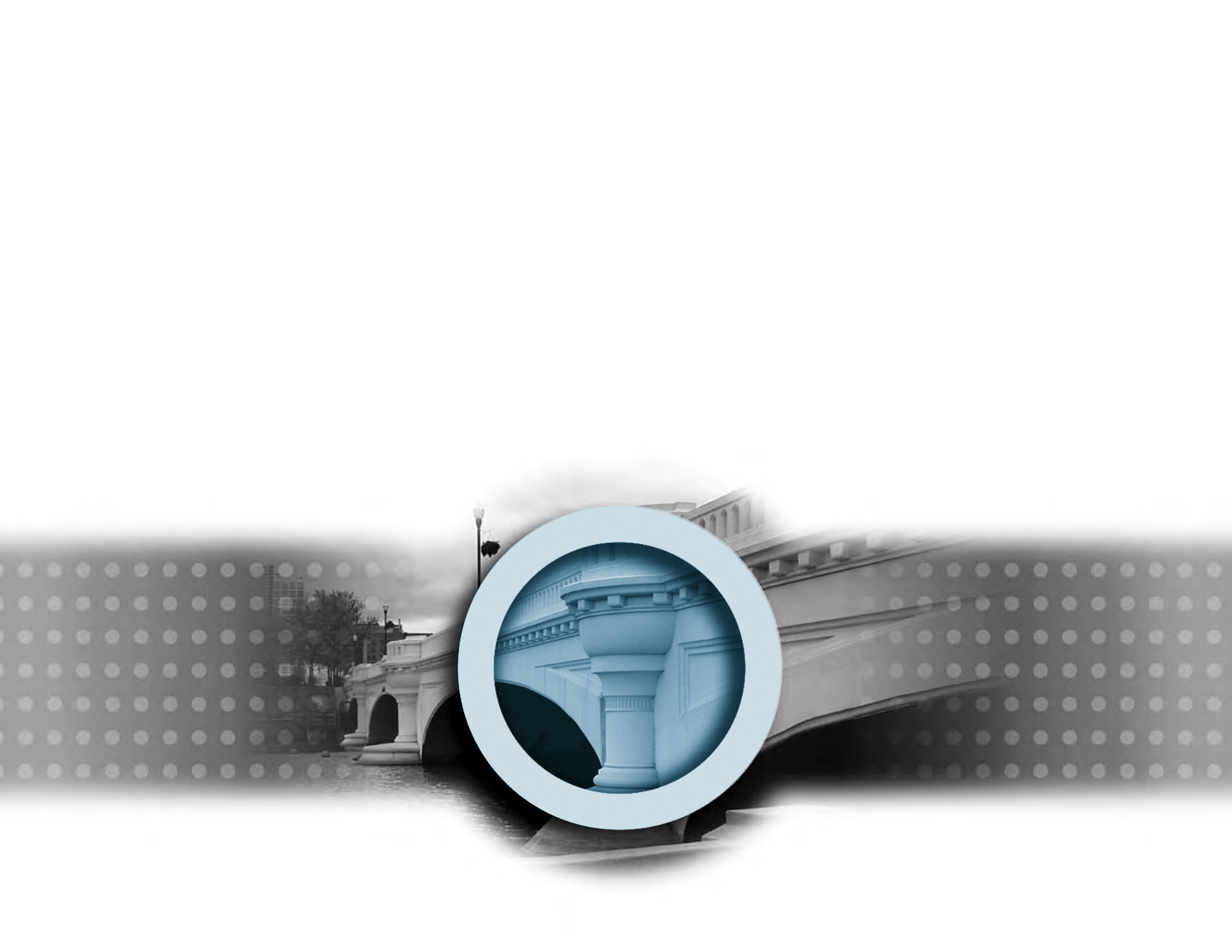
PF 7.3.1 Support dynamic, effective health outreach activities that serve difficult-to-reach and underserved populations.

PF 7.3.2 Encourage the provision of culturally appropriate health services.

PF 7.3.3 Encourage the establishment of health and wellness centers.

PF 7.3.4 Encourage healthcare organizations to increase the number and the proportion of minority physicians practicing within the community.

PF 7.3.5 Support efforts to develop a volunteer system to supplement healthcare services.





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Housing:

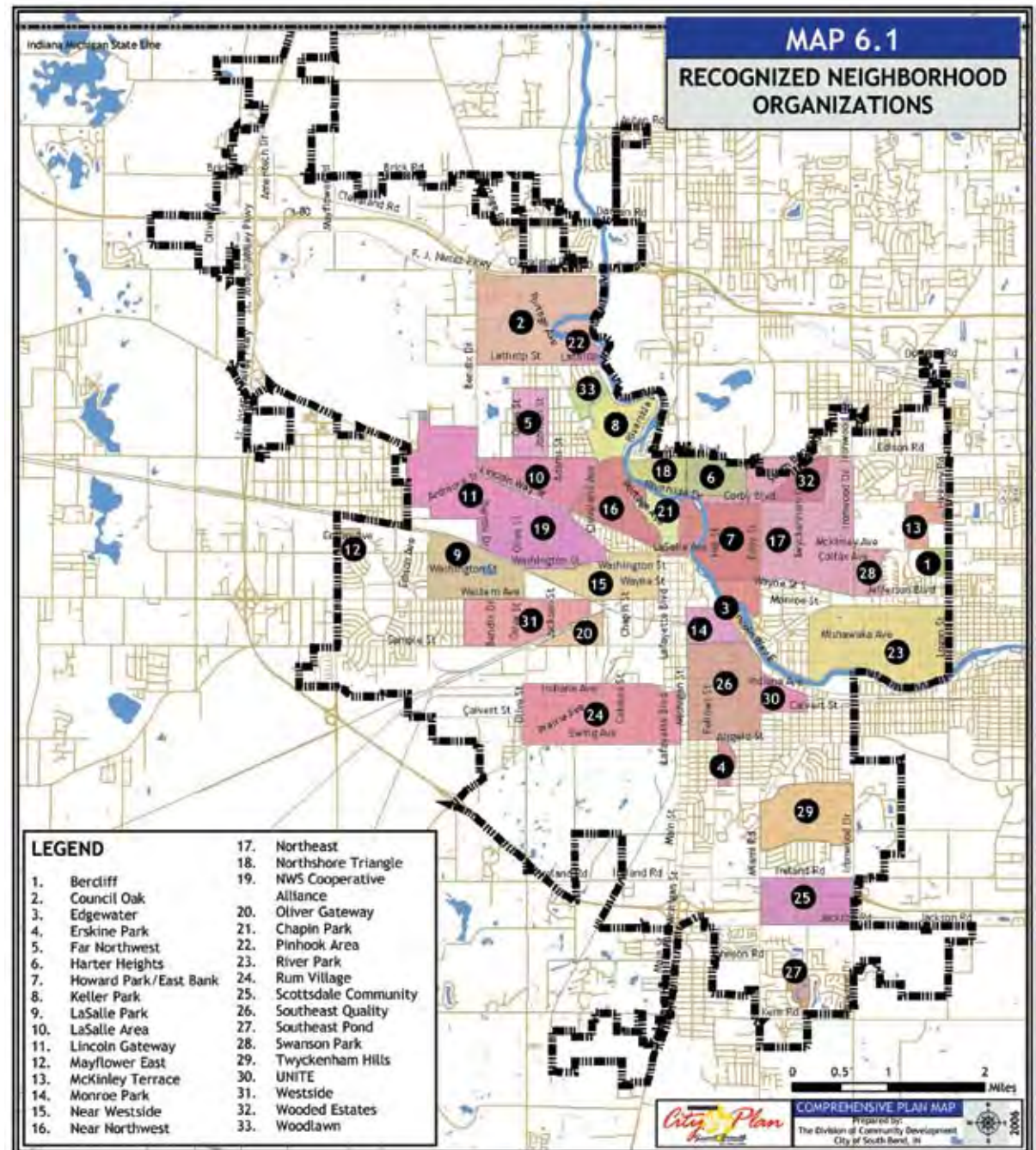
Envision South Bend in 2025... We are a city of safe and unique neighborhoods with diverse housing choices. We have a built environment that embraces our historic heritage while facilitating progressive design and land use, utilizing modern infrastructure.

Housing is a basic human need and one of the most physically identifiable and important features of a community. Housing styles and types, and the neighborhoods they create, significantly contribute to a city's identity and self-image. In order to remain competitive in the region's housing market and prosper, South Bend must offer a balanced mix of housing types and styles to meet the needs and market demands of current and future residents.

A. PLANNING FOR HOUSING

A key element of planning involves establishing population projections to help anticipate future needs. The City of South Bend contracted with the Indiana Business Research Center (IBRC) of Indiana University to do population projections for the City over the 20-year planning period. (See Introduction.) The projection estimated that South Bend would grow by 3,025 persons over the 20-year planning period: from 107,889 in 2005 to 110,914 in 2025. Assuming the household size remains constant—2.45 persons per household, using the average household size in South Bend according to the 2000 census—the city would need an additional 1,235 housing units (requiring an average of 62 additional units annually over the 20-year planning period) to house this increase in population.

Neither the City government nor the general public considered this rate of growth desirable. A “preferred” rate of growth was then established that more accurately reflected the community's aspirations for a thriving housing market. Based on the economic growth desired by participants in the planning process, City staff established a figure of 16,500, a



significant, but realistic, increase in population. This growth will require an estimated 6,735 additional housing units (implying an average of 337 additional units annually over the 20-year planning period). To encourage and accommodate this more rapid rate of growth, some changes in the local housing stock will be necessary.

B. HOUSING VARIETY

Different types of housing serve the needs and desires of people of different income levels, lifestyles, and life stages. While there are many housing styles in the city, there is a general uniformity of type.



Single-family homes in the Near Northwest neighborhood.



A single-family home in the Deer Run neighborhood.



The Irish Hills apartment complex on South Bend's south side.

In 2000, 76 percent of all housing units in South Bend were single-family, detached homes. Less than 15 percent of all housing units were in apartment buildings with five or more units. The remaining units, less than 10 percent of the total, were found in structures containing two to four units each. The total number of people living in group quarters, such as nursing homes, grew from 2,125 in 1990 to 2,817 in 2000, an increase of almost 33 percent. This trend is expected to continue as the population ages over the 20-year planning period.

Due to both the aging population and the desire to attract more young people, participants in the planning process recognized the need to encourage the development of more diverse housing types, such as condominiums, town houses, villas, and apartment buildings, in addition to new and rehabilitated single-family, detached homes.

C. EXISTING HOUSING CONDITIONS

Of the 47,172 housing units in South Bend at the end of 2004, 28 percent were built prior to 1939 and approximately 38 percent were built during the 1940s and 1950s. Only 7.8 percent of all units were

TABLE 6.1: The Age of South Bend's Housing

Year Built	South Bend, Indiana	As % of total
Total:	47,172	100.0%
Apr. 2000-Dec. 2004	942	7.8%
1995-March 2000	1,301	
1990-1994	1,418	25.9%
1980-1989	2,694	
1970-1979	4,411	
1960-1969	5,128	38.2%
1950-1959	10,761	
1940-1949	7,261	
1939 or earlier	13,256	28.1%

Source: 2000 Census; City of South Bend Building permits, 2000-2004.

built since 1990 (see Table 6.1). Though there are hundreds of well-maintained, historic homes, not all homeowners can afford the maintenance an old house requires. In addition, all homes built prior to 1978 may contain lead-based paint, a known health hazard to children. Homes built prior to 1960—more than 66 percent of South Bend's housing—are very likely to have lead-based paint.

The City of South Bend conducted a "windshield survey" of housing units within the city in 1991 and again in 1998. These studies revealed that the condition of housing in South Bend, on average, had declined over the 1990s (see Table 6.2).

TABLE 6.2: Windshield Surveys of South Bend Housing Units: 1991 and 1998

	1991	1998
Structures needing only normal maintenance	80.7%	69.7%
Structures needing minor repairs	17.8%	28.3%
Structures substandard/deteriorating	1.4%	1.9%
Structures totally deficient; demolition required	0.1%	0.1%

Source: City of South Bend, Department of Community and Economic Development.

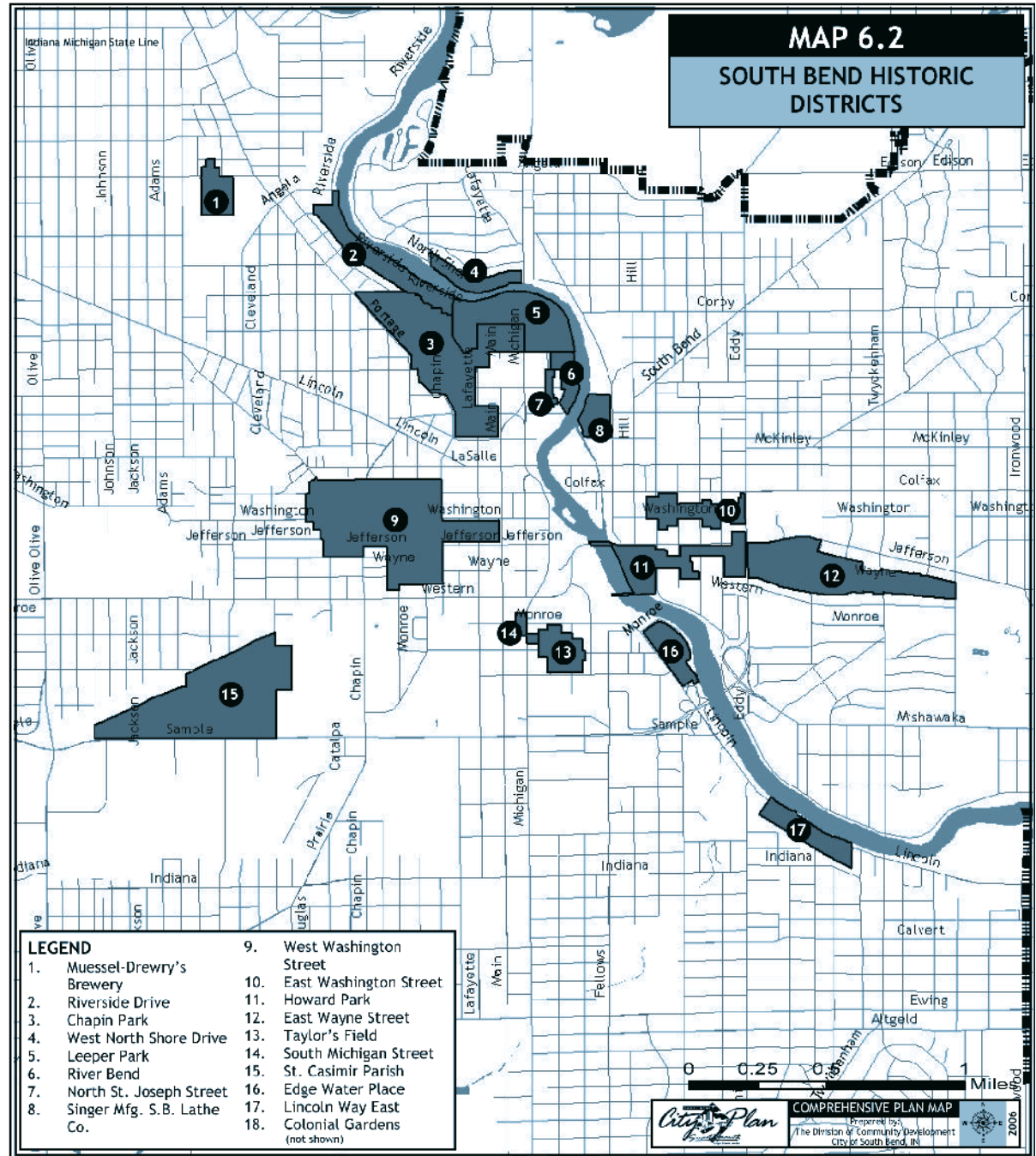
HISTORIC DISTRICTS



The National Register of Historic Places is the official list of cultural resources considered worthy of preservation in the United States. Since 1966 the National Register has coordinated and supported public and private efforts to identify, evaluate, and protect the country's historic and archeological resources. The National Register is administered by the U.S. Department of the Interior. In each state the program is administered by a State Historic Preservation Officer (SHPO). In Indiana, the SPHO is the Director of the Indiana Division of Historic Preservation and Archaeology. The Historic Preservation Commission of South Bend and St. Joseph County is the local historic preservation authority.

Local historic district designation is different than the National Register designation. Local historic districts are entire neighborhoods or other areas that include many historic properties. The designation provides controls on the appearance of existing and proposed buildings. Designation is an honor, meaning the community believes the architecture, history, and character of the area are worthy of recognition and protection.

In South Bend, there are nine districts listed in the National Register and nine districts that have been locally designated.



In a study done by the Brookings Institution (*Toward a New Metropolis: The Opportunity to Rebuild America, December 2004*), the authors calculated conservatively that the typical residential unit lasts an average of 170 years. The authors converted that housing “life expectancy” into a percentage lost annually (.58%). Applying this percentage to South Bend, planners estimated that 5,472 housing units will need to be replaced over the planning period. The total number of “new” units needed by 2025—to replace units lost and to accommodate desired growth—is estimated to be 12,207.

Throughout the planning process, participants supported home rehabilitation programs for income-eligible homeowners. Participants also encouraged the City to continue to partner with a variety of agencies and neighborhood-based organizations to support neighborhood revitalization and housing rehabilitation, transforming deteriorated blocks into healthy, urban neighborhoods. Improved property maintenance, timely enforcement of City codes, and creative reuse of abandoned properties build residents’ pride and make neighborhoods more attractive. In addition, it may also be beneficial to lobby the State legislature to address the problem of property owners with repeat code violations.

D. HOME VALUES

Home prices in the Midwest are generally lower than in other regions of the country, as Table 6.3 demonstrates. Lower home prices are partly due to slow population growth, a balance of supply and demand region wide, and the migration of jobs to the West and South. Many of South Bend’s neighborhoods contain older homes which are affordable and provide excellent

value and character not found in newer subdivisions. Lower home prices are one of the city’s strengths.

To compare home values, realtors use the “median sales price” as a primary indicator. The median sales price is a typical market price where half of all homes sell for more and half sell for less. For the South Bend-Mishawaka area in 2004, the median sales price was \$93,600, approximately 62.8 percent of the regional median sales price (see Table 6.3). The median sales price of homes sold within the City of South Bend in 2004 was \$57,000 (*Greater South Bend—Mishawaka Multiple Listing Service*). One of the reasons for the lower median sales price in South Bend was the concentration within the City of homes valued at less than \$50,000 (see Table 6.4).

E. DETERMINING MARKET VALUE

The market value of a house is based on more than the home itself. Three of the most important factors influencing home values are tax rates, crime, and schools.

Property taxes: A reassessment of all real property in Indiana went into effect March 1, 2002, following an Indiana Supreme Court decision that found the previous method for assessing tax value

Region	Median sales price	As % of national sales price
U.S.	\$184,100	100.0%
Northeast	\$220,000	119.5%
Midwest	\$149,000	80.9%
South	\$169,000	91.8%
West	\$265,800	144.4%

Source: National Association of Realtors, *Median Sales Price of Existing Homes for Metropolitan Areas, 2004*.

VALUE	St. Joseph County	South Bend
< \$50,000	9,534 (14.6%)	6,941 (27.3%)
\$50,000—\$149,999	45,880 (70.2%)	17,220 (67.9%)
\$150,000 and up	9,941 (15.2%)	1,212 (4.8%)
Total units in sample	65,355 (100%)	25,373 (100%)

Source: U.S. Census Bureau, 2000.

unconstitutional. The result of this decision was to move Indiana closer to a system that assesses tax value by a kind of market value, called “market value-in-use.” The reassessment produced a significant increase in the taxes owed on older homes which had enjoyed, under the old system, a reduced tax value through a calculated “depreciation.”

Throughout the planning process, many homeowners and landlords voiced their concern about the increase in their property taxes. This tax increase has been especially difficult for homeowners on fixed incomes and investors who own property in older and historic neighborhoods. Though City government has limited control over property tax issues, participants encouraged the City to recognize the challenge and seek reasonable remedies.

Crime: South Bend is perceived as having a high crime rate, a characterization many South Bend residents believe is unfair. South Bend’s crime rate declined by more than 26 percent during the period 1995–2004 (*See also Community Building chapter*). The issues of actual crime, perceptions of crime, and police/community relations, and how all three influence homebuyers’ choices, are recognized as areas needing to be addressed over the planning period.

Schools: Schools significantly influence homebuyers' choices, particularly homebuyers with school-age children. South Bend offers a selection of both public and private schools. Public school district boundaries do not match city boundaries and South Bend city limits now extend into two public school districts. South Bend Community School Corporation (SBCSC) includes all of South Bend except for a small portion of the city south of the St. Joseph River and east of Ironwood Road, which is in the Penn Harris Madison School Corporation (PHM). Any future growth of the city north to the Michigan state line will be within the SBCSC; some growth to the south may continue into PHM (see Map 12.1).

In 2006, approximately 22,000 students were enrolled in the SBCSC, approximately 100 were enrolled at PHM, and approximately 6,200 were enrolled in private schools. As these enrollment numbers indicate, the SBCSC is the most significant public school district for South Bend city residents.

The SBCSC has approximately ten National Merit Scholarships per year, other nationally recognized achievements, and statewide achievements as well. The SBCSC confronts challenges similar to other urban school districts. However, many positive improvements have been implemented since the school system reorganized in 2002: the curriculum has been strengthened, state-of-the-art classroom technology installed, magnet school programs created, honors programs offered in the arts and sciences, and tens of millions of dollars invested in capital improvements in all school buildings, to mention just a few major initiatives.

Challenges remain for the SBCSC, such as the effects of concentrated poverty and achievement gaps. In the 2003–2004 school year, 55 percent of the system's 21,871 students were eligible for free or reduced-price lunches, an indication of the lack of student families' financial resources within the school district. Achievement gaps, which exist nationally, are differences in the levels of learning among different demographic student subgroups. These gaps result from complex interrelationships among poverty, race, ethnicity, family, personal, and social characteristics.

Though the SBCSC has shown improvement in standardized test scores since 1996, the scores continue to lag behind the two largest neighboring public school systems. Standardized test scores are imperfect measures for predicting a student's performance. However, fair or not, standardized test scores are frequently used to compare schools, and this has an indirect but important influence on South Bend's housing market. (See *Education chapter*.)

F. POVERTY AND HOUSING

Poverty influences the housing market in South Bend, directly and indirectly. Almost 17 percent of the city's population in the 2000 census lived below the poverty level. In 2000, in the entire county the proportion of all households below the poverty line was only 10.4 percent, while the national average was 12.4 percent.

Table 6.5 shows that a greater proportion of South Bend's population living below the poverty level is under 18 or over 65 than in the county as a whole, and a greater percentage of South Bend's renters and homeowners spend more than 30 percent of their monthly income on housing. Income obviously

influences a household's ability to invest resources into home maintenance. Participants in the planning process expressed the desire for *City Plan* to address this issue.

G. HOUSING TENURE

Between 1960 and 1990, South Bend's population declined from 132,445 to 105,511. This decline had a significant impact on the local housing market including the rate of homeownership which declined from 73.3 percent in 1960 to 63.1 percent in 2000 (see Table 6.6). By contrast, the 2000 census reported that the rate of homeownership for the State of Indiana was 74.9 percent; for the nation, it was 67.5 percent.

The increase in the demand for rental housing has many causes. Population loss, coupled with an increasing concentration within city limits of residents with limited financial means, created a growing demand for rental units. This demand helped foster a market for investors converting single-family homes into rental property: by 2005, there were more than 6,000 single-family homes which had become an important part of the local rental market. In 2005, the South Bend Public Housing Authority managed 814 units and approximately 2,000 Section 8 rental vouchers which, combined, represented more than 17 percent of South Bend's rental market. There is also a growing demand for upscale rental units, particularly in and around the downtown. Overall, South Bend's competitive edge as a market of choice for the home buying public has suffered compared to the unincorporated areas of the county (see Table 6.6).

TABLE 6.5: Households and Housing in South Bend and St. Joseph County, 2000

	City of South Bend		St. Joseph County	
	Number	%	Number	%
Annual Household Income				
Total in sample:	42,627	100.0%	100,629	100.0%
Less than \$19,900	12,255	28.8%	21,808	21.6%
\$20,000 to \$29,999	7,152	16.8%	14,563	14.5%
\$30,000 to \$39,999	6,335	14.9%	13,337	13.2%
\$40,000 to \$49,999	5,079	11.9%	11,429	11.4%
\$50,000 to \$74,999	6,714	15.7%	20,689	20.6%
\$75,000 to \$99,999	2,899	6.8%	9,846	9.8%
\$100,000 and over	2,193	5.1%	8,957	8.9%
Median Household Income	\$32,439		\$40,420	
Median Family Income	\$39,046		\$49,653	
Persons Below Poverty Status by Age <i>Percentages shown are of total population for whom poverty status is determined</i>				
Under 18 years	6,913	6.6%	9,429	3.7%
18 to 64	9,180	8.8%	14,370	5.7%
65 and over	1,359	1.3%	2,427	1.0%
Total Persons Below Poverty Status	17,452	16.7%	26,226	10.4%
Overpayment for Housing <i>Households paying more than 30% of monthly income for housing (percentages indicate % of all renters and % of all homeowners)</i>				
Renters	6,095	38.6%	9,917	35.1%
Homeowners	4,598	18.1%	10,400	15.9%

Source: U.S. Census Bureau, 2000.

There are many reasons why people choose to be renters. The convenience of renting is attractive to many young professionals and “empty-nesters.” Some renters simply cannot afford the costs associated with homeownership regardless of its long-term financial benefits. Most college students are renters. According to the University of Notre Dame, the percentage of all Notre Dame undergraduates living off campus has increased from 2 percent to 18 percent between 1990 and 2005. Indiana University South Bend (IUSB), currently a commuter campus,

has no comparable data on its student body. However, IUSB aspires to be a residential campus and has included in its long-term plan the construction of approximately 700 student apartments on university-owned land. Participants in the planning process acknowledged the importance of meeting the needs of those who choose to rent. However, they wanted to encourage homeownership both to stabilize neighborhoods and provide more opportunities for people to build equity.

TABLE 6.6: Owner- and Renter-Occupied Housing, 1980–2000

		1980	1990	2000	
United States	Homeownership rate	65.5%	64.1%	67.5%	
	Unincorporated areas of St. Joseph County	Total occupied units	27,834	32,104	37,587
		Owner-occupied	24,014	27,893	33,632
		Renter-occupied	3,820	4,211	3,955
	% Owner-occupied	86.3%	86.9%	89.5%	
South Bend	Total occupied units	42,082	42,260	42,908	
	Owner-occupied	29,530	27,867	27,054	
	Renter-occupied	12,552	14,393	15,854	
	% Owner-occupied	70.2%	65.9%	63.1%	

Source: U.S. Census Bureau, Historical Census Data, Censuses 1980, 1990, 2000



Demolition of dilapidated house in a South Bend neighborhood.

SENIOR HOUSING AGING BABY BOOMERS

In and near retirement, the generation that did so much to change the face of American politics, social norms, and science in the last half of the 20th century is now reinventing itself yet again as active, energetic seniors with still more to contribute to their communities.

The demand for mid- to high-rise buildings in dense, urban settings is one of the hottest trends for independent and assisted living. Unlike previous generations, which traditionally flocked to the Sun Belt regions, baby boomers are more likely to look for retirement homes not far from where they spent most of their active lives. This is a trend that has developed slowly over the last decade.

Cities like having empty-nester residents because they pay taxes to help support public schools even though they have no children in the system. As more boomers become empty nesters, they are even more likely than previous generations to have the urge to move back to downtown areas. In contrast to previous generations, boomers are more likely to be single as well as college educated, making them more likely to be drawn to urban cultural attractions such as performing arts, museums, and gourmet food.

"Trends, characteristics of senior homebuyers profiled in national survey," Seniors Real Estate Specialists Web site, <http://www.seniorsrealestate.com/sarec/>, Nov 15, 2005.

For many years, the City has supported homebuyer education and down payment assistance programs for low- and moderate-income households. The City expects to continue offering these programs.

The increase in subprime lending to people with troubled credit histories significantly expanded after Congress passed the Alternative Mortgage Transaction Parity Act in 1982. This legislative change

provided access to mortgages for many people who would previously have been denied. However, it increased the need for prospective borrowers to become better educated to understand fully the financial implications of the mortgage they are signing, including how to recognize predatory terms. The City of South Bend has offered pre- and post-purchase homebuyer counseling to hundreds of South Bend residents since the mid-1990s. Between November 2000 and June 2005, 619 households received pre-purchase counseling, and 370 received post-purchase counseling. There is clearly a demand for this type of financial education.

H. NEW HOUSING AND NEIGHBORHOOD DEVELOPMENT

Beginning in the mid-1980s, City government has planned and supported the development of new housing through a combination of efforts including annexation, creative reuse of vacant structures, new infill construction at scattered sites, and redevelopment of two older neighborhoods near the downtown. Some of this housing has been market based; some has been subsidized to ensure affordability to low- and moderate-income households. All approaches have recognized the importance of the neighborhood and neighborhood design to the success of each project.

Approximately one-third of the city's population growth during the 1990s occurred in the downtown where new rental units were developed through creative reuse of older buildings—Central High School, Robertson's Department Store, and Stephenson Mill, an abandoned industrial structure—along with new construction of an apartment complex along the East Race.

Of the two redeveloped neighborhoods, the City-initiated work in the South East Neighborhood primarily involved clearance of more than one hundred homes which were replaced with subsidized, single-family homes and rental units, and single-family units sold at market rates. Immediately west of downtown, a nationally recognized revitalization project—the West Washington Revitalization Project—primarily involved clearing a deteriorated commercial area and building a combination of subsidized rental units, subsidized single-family units, and single-family units sold at market rates.

Participants in the planning process expressed the desire to encourage market-rate housing development in the downtown, both owner-occupied and rental units, and increased housing choices and variety throughout the city. One increasingly popular concept is Traditional Neighborhood Development (TND). TND integrates all aspects of daily living usually within walking distance to facilitate a high degree of civic integration and social interaction among residents. TND is an approach that can be followed when platting a new development on the fringe or when revitalizing an older, inner-city neighborhood. (*See Land Use and Growth and Urban Design chapters.*)

An additional approach to revitalizing neighborhoods may be to implement a variation of the "Neighborhood Tier System," the proposed residential area policy of *The Comprehensive Plan for South Bend and St. Joseph County, 2002*. The Plan states: "The logic behind the residential area policy is to focus residential-based activities where they result in the greatest impact."

INFILL HOUSING

Infill housing is constructed on vacant or underutilized land consisting usually of small or odd shaped parcels. Land or infrastructure costs often necessitate a higher density than the typical suburban development. Infill projects offer housing that a variety of demographic groups find appealing.

Advantages

The growing trend of people moving back to the city is creating a demand for high-quality housing. Urban infill development can spark neighborhood revitalization, attract taxpaying citizens, and generate superior financial returns. While supported by both developers and public officials, urban infill housing development also presents some unique challenges.



Analysts cite a number of advantages to infill:

- Provides housing opportunities necessary to accommodate projected growth.
- Favors the demographic trend toward smaller households.
- Encourages community revitalization.
- Reduces sprawl.
- Reduces auto-dependency.

How can infill housing be accomplished?

To encourage infill development, and ensure each city provides housing opportunities necessary to accommodate growth, cities should:

- Ensure that the city's regulatory framework encourages this type of development.
- Provide for the prompt processing of regulatory approvals and permits.
- Make public investments and provide supportive services.
- Gain community acceptance.

Sources: *Washington Research Council and Urban Land Institute*

The policy consists of three major elements:

1. Assess and categorize residential areas by condition.
2. Determine what activities are most appropriate for those conditions.
3. Prioritize those activities within an overall improvement strategy.

An updated Building Conditions Survey is an essential tool of this strategy to help identify areas and measure progress. Implementing this residential area policy would provide an objective method for prioritizing resources dedicated to housing and neighborhood revitalization.

To achieve the community's Vision . . .

Property owners will need to maintain their homes in good condition and the City will need to work with developers to ensure that an adequate supply of housing is available to meet the varied needs, preferences, and financial capabilities of households now and into the future. Housing development in the Central Business District (CBD) will need to be stimulated.

The City should encourage mixed-income neighborhoods that collectively reflect the diversity of income levels of the region and ensure well-designed, infill housing on vacant land in the City's neighborhoods which will increase the marketability of those neighborhoods.

The property tax burden on residential properties in older neighborhoods will also need to be addressed.

I. GOAL

Achieve a thriving South Bend housing market that offers appealing neighborhoods with diverse housing choices.

OBJECTIVES AND POLICIES

Objective H 1: Ensure that an adequate supply of housing is available to meet the needs, preferences, and financial capabilities of households now and in the future.

Policies

- H 1.1 Encourage residential developments to contain a mix of housing types, densities, price ranges, and amenities. *(Municipal Code, p. 154)*
- H 1.2 Encourage rental housing for all income levels throughout the city.
- H 1.3 Encourage the development of mixed-use buildings.
- H 1.4 Encourage the development of a variety of housing types and care choices for seniors and disabled persons.
- H 1.5 Support existing transitional housing providers and shelters that offer a continuum of care to move people toward self-sufficiency.

Objective H 2: Maintain South Bend's housing stock in good condition.

Policies

- H 2.1 Provide incentives to renovate and repair older and historic homes. *(Incentives, p. 146)*
- H 2.2 Promote existing tax credit opportunities for historic properties. *(Neighborhood Strengths, p. 148)*
- H 2.3 Support the efforts of community organizations to rehabilitate and repair older homes.
- H 2.4 Promote housing rehabilitation training and certification programs for contractors.
- H 2.5 Pursue alternatives to the demolition of structurally sound housing.

- H 2.6 Encourage homeowners to maintain their homes. *(Vacant and Abandoned Properties, p. 160)*
- H 2.7 Encourage rehabilitation and maintenance of nonowner occupied residential properties. *(Vacant and Abandoned Properties, p. 160)*
- H 2.8 Develop and maintain a system to monitor all current and future rental properties in South Bend to ensure that they meet basic minimum standards as defined by the City's housing code.
- H 2.9 Provide effective and timely code enforcement in the city.
- H 2.10 Educate property owners on code requirements. *(Property Maintenance, p. 157)*
- H 2.11 Encourage mortgage companies and lien holders to maintain foreclosed properties. *(Vacant and Abandoned Properties, p. 160)*
- H 2.12 Support the elimination of lead-based paint hazards from older homes.

Objective H 3: Strive for livable, mixed-income neighborhoods that collectively reflect the diversity of income levels of the region.

Policies

- H 3.1 Encourage housing opportunities for low-income households (below 80% of median family income) throughout the city to avoid concentration in any one area.
- H 3.2 Support housing opportunities for medium-to-high-income households throughout the city. *(Incentives, p. 146)*

Objective H 4: Ensure well-designed, infill housing on vacant land in the city's neighborhoods.

Policies

- H 4.1 Support the efforts of community organizations in developing infill housing.
- H 4.2 Utilize neighborhood and commercial corridor plan strategies to encourage infill housing.
- H 4.3 Provide incentives to developments that meet established design standards for infill housing. *(Municipal Code, p. 154)*

Objective H 5: Increase the marketability of South Bend's neighborhoods.

Policies

- H 5.1 Promote the variety, style, and affordability of the housing stock. *(Neighborhood Strengths, p. 148)*
- H 5.2 Partner with realtors to market assets of all South Bend neighborhoods equitably to area employers and potential homebuyers. *(Community Assets, p. 147)*
- H 5.3 Promote the unique qualities and benefits of living in historic neighborhoods. *(Neighborhood Strengths, p. 148)*
- H 5.4 Educate the public about actual neighborhood crime to reduce misperception.
- H 5.5 Encourage media to highlight the positive aspects of South Bend's neighborhoods.
- H 5.6 Develop and maintain a coordinated strategy to identify vacant and abandoned housing and return it to productive use. *(Vacant and Abandoned Properties, p. 160)*

Objective H 6: Stimulate housing development in the Central Business District (CBD).

Policies

- H 6.1 Partner with downtown organizations and local businesses to promote the CBD and its potential for new and rehabilitated housing. *(Downtown Housing, p. 145)*
- H 6.2 Utilize the downtown master plan to coordinate housing development in the CBD. *(Community Planning, p. 161)*
- H 6.3 Provide incentives to build new or rehabilitate buildings in the CBD for residential and mixed-use development. *(Incentives, p. 146)*
- H 6.4 Support homeownership opportunities in new multi-unit structures by encouraging the creation of condominiums, cooperatives, mutual housing associations, and limited-equity cooperatives.

Objective H 7: Address the property tax burden on residential properties in older neighborhoods.

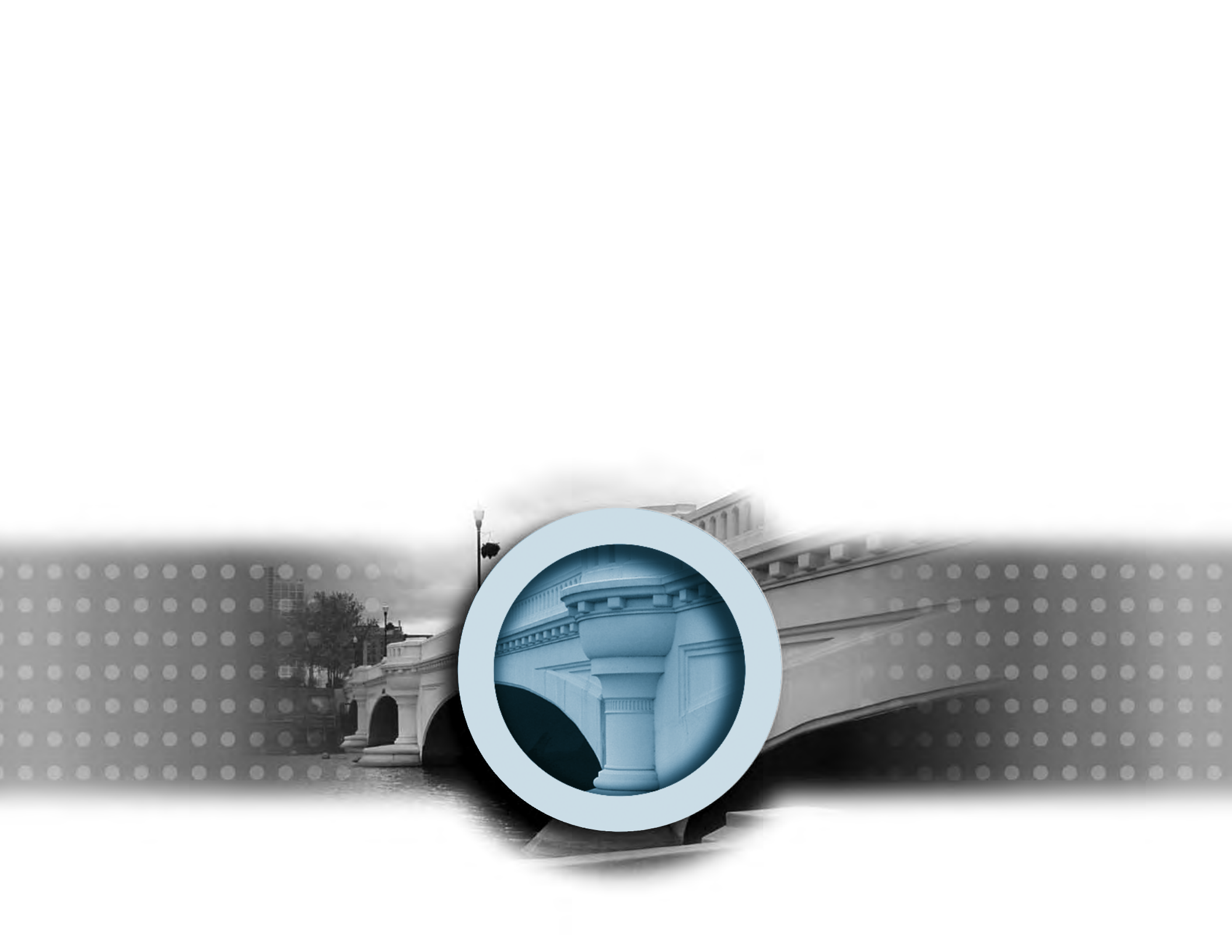
Policies

- H 7.1 Support a property tax reassessment process that assures equitable assessment throughout St. Joseph County.
- H 7.2 Consider creative options relative to lessening the assessment burden. *(Tax Base, p. 146)*

Objective H 8: Promote homeownership within city limits.

Policies:

- H 8.1 Encourage large employers located in South Bend to provide incentives for employees to own and occupy homes within city limits. *(Neighborhood Strengths, p. 148)*
- H 8.2 Provide first-time homebuyer programs.
- H 8.3 Collaborate with the South Bend Community School Corporation (SBCSC) to include financial responsibility as part of the high school curriculum. *(Opportunities For Low-Income Residents, p. 159)*
- H 8.4 Support laws and/or policies against predatory lending. *(Vacant and Abandoned Properties, p. 160)*





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Economic Development:

*Envision South Bend in 2025...
We are a community that fosters entrepreneurship, and attracts and retains competitive businesses by continually investing in our workforce and technology.*

ECONOMIC DEVELOPMENT



Economic development is the process of increasing living standards and opportunities for community residents. Economic development planning requires awareness of the community's assets and liabilities in order to build on the positives and reduce perceived weaknesses. To accomplish this, ongoing cooperation and collaboration among units of government, the private sector, labor, educational institutions, environmental organizations, and the general public are essential. By improving the quality of life through economic development, a community creates a place where people and businesses want to locate.

A community measures its quality of life by its ability to supply employment and an educated workforce, offer good schools and healthy neighborhoods, maintain quality public services and infrastructure, and provide effective land use and transportation planning.

The arts make significant contributions to the quality of life of a community by stimulating economic development and providing educational and entertainment opportunities. Strategic support of the arts can help establish a community's identity locally, regionally, and even nationally.

"Smart growth" refers to a set of general principles which, if followed, can maximize the benefits of growth while reducing its negative unintended consequences. One way to promote smart growth and achieve sustainable economic development is by selectively targeting incentives to areas where growth is desired. Economic development that follows Smart Growth principles respects the natural environment and makes effective use of existing infrastructure.



An evening view of downtown South Bend.

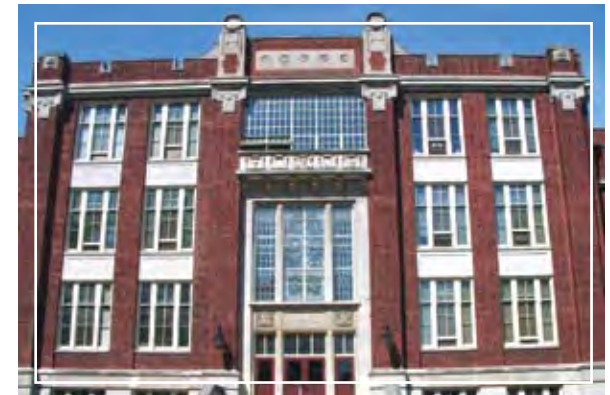
Photo Courtesy: McDonald Studio, South Bend

The City of South Bend supports and enhances the local economic environment by partnering with organizations such as the Chamber of Commerce of St. Joseph County, Project Future, the Michiana Area Council of Governments (MACOG), the state of Indiana, and the federal government. The City encourages economic opportunities through partnering with smaller nonprofit organizations, neighborhood groups, educational institutions, community-based activities, and business, as well.

A. URBAN DEVELOPMENT

A vibrant Central Business District (CBD) is critical to a community's economic development. Typically the oldest part of a city, the CBD possesses

features advantageous to business. Usually the center for government, culture, arts, and entertainment, the CBD is often the largest single employment center in a region.



Central High Apartments in downtown South Bend: a former high school converted to apartments.

South Bend's downtown area covers a geography that includes the Central Business District, as defined by the South Bend Zoning Ordinance, and surrounding neighborhoods. The CBD has retained prominence as a governmental and office location. Past efforts have led to revitalization in retail businesses, restaurants, and entertainment destinations in and around the CBD. One third of South Bend's entire population growth during the 1990s occurred in the city's downtown area.

Urban Living

National studies indicate that the demand for urban living is growing throughout the country. There are more adults without children and young professionals wanting to find lofts and urban housing in and around the central business district so they can be close to work, specialty shopping, entertainment, and the arts. There is a continued interest in being able to commute to work without owning an automobile if all the necessary residential amenities such as convenience and grocery stores are available.

The lack of housing options in the CBD was a primary concern mentioned in several *City Plan* public meetings and discussions during the planning process. Many national experts, including speakers invited to the *City Plan* speaker series, stated that more urban housing options will draw more residents to the downtown area. Once a critical mass is created with residents, other specialty stores, restaurants, and entertainment options will follow.



Businesses along the Miami Street Commercial Corridor.

Commercial Corridors

Several corridors serve as entryways into the city and converge in the CBD. These corridors have traditionally been areas of commercial activity in the community but are presently faced with several challenges including brownfield sites, vacant buildings, and deteriorating infrastructure. To counter this, the Commercial Corridor program was initiated by Mayor Stephen J. Luecke in 1998. The five corridors recognized in this program include: Western Avenue, Portage Avenue, South Gateway or Michigan Street and Main Street, Lincoln Way West, and Miami Street. Each corridor is awarded annual funding to spend appropriately, according to its needs.

Growth at the Edge

In some areas of South Bend, growth in the light industrial and warehousing sector has been consistent over the past fifteen years. Most of these areas, however, have been on the city's fringe, particularly around the extremely successful Airport Economic Development Area by the South Bend Regional Airport. Along the south side of the city, strong growth in new residential development has spurred new commercial development along Ireland Road.

REDEVELOPMENT TOOLS

The Redevelopment Commission declares an area a "redevelopment area" to address blight. The commission's main functions are to buy blighted land, clear it, and make it available for new development, thereby reducing blight and increasing the tax base. Within a redevelopment area the Redevelopment Commission has the power of eminent domain.

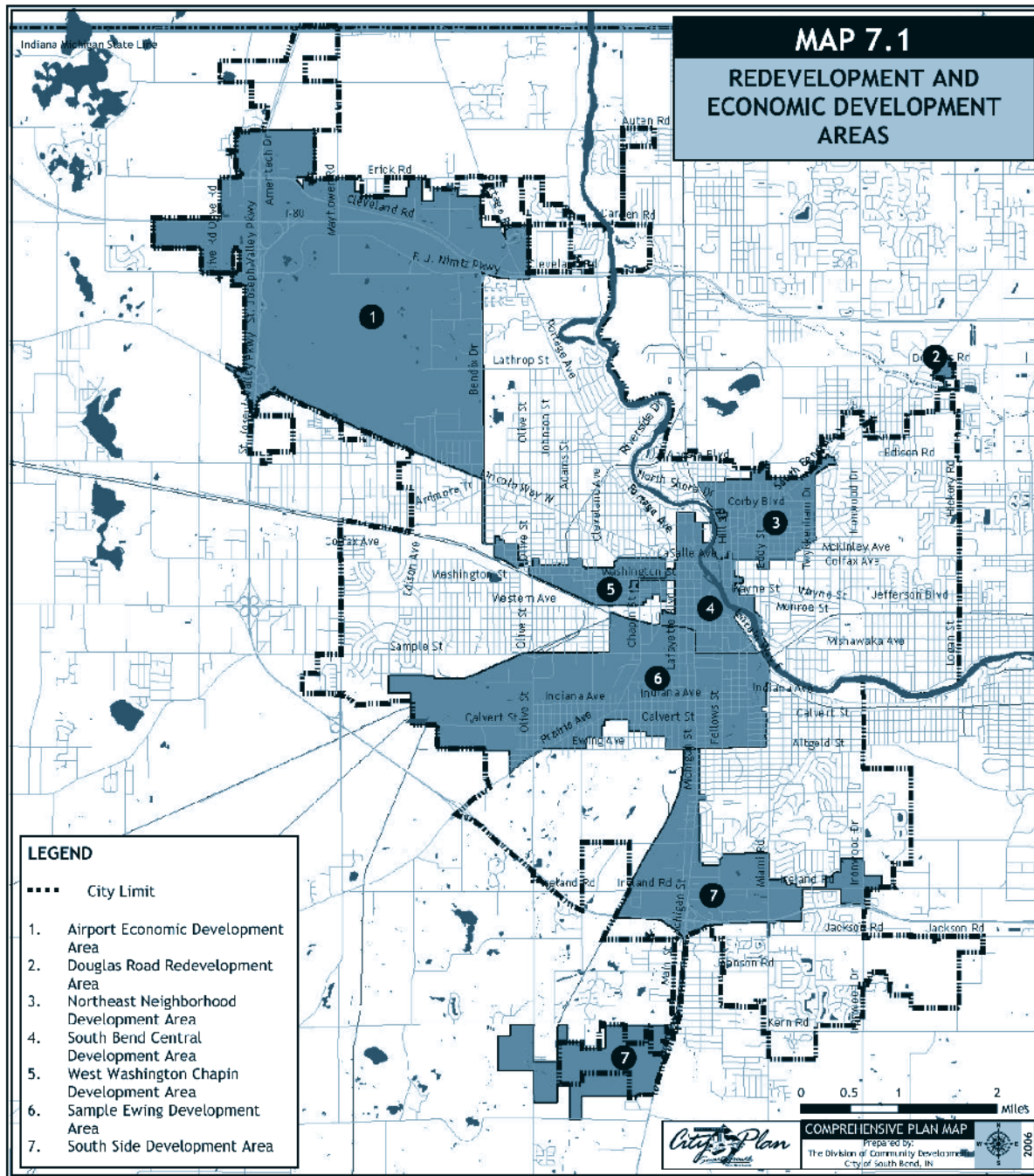
TIF

Tax increment financing (TIF) is a technique used to facilitate redevelopment in areas where market forces alone are not enough. When a TIF district is designated, the property tax assessment at that time is established as the base value. With new development, the total tax assessment within the TIF district increases. The increase in property tax revenues resulting from the new development is called the "increment." The increment provides an annual source of financing for important public improvements within the district which grows each year. The TIF increment helps the district become competitive and offers a sure source of funding until the TIF designation is removed.

Tax Abatements

Tax abatements encourage investment in capital improvements by phasing in taxes on new development. Such investments include improvements to buildings, purchases of new manufacturing equipment, or the construction of new housing, commercial, or manufacturing buildings. Tax abatements provide relief, at a diminishing level each year, on the increase in taxes resulting from the new investment.

In South Bend, the period of tax abatement runs from three to ten years for commercial real property, five years for personal property, and five years for single-family residential construction. The size of the abatement is determined by how well an investment meets standards defined in the South Bend Tax Abatement Ordinance.



Growth in City's Core

Growth in the city's core has been less than what has occurred at the fringe. Assisting the growth has been the provision of incentives, particularly on former brownfield sites, that have been environmentally remediated and returned to productive use. One example is the former Oliver Plow Works site on Chapin Street.

Preparing brownfields for future development and providing tax abatements for new housing and businesses are two means of encouraging development in targeted areas.

B. BUSINESS DEVELOPMENT

According to an article from the Brookings Institution's Center on Urban and Metropolitan Policy, when a business chooses its location it considers such factors as tax rates and policies and proximity to suppliers, contractors, and natural resources, the skills and cost of labor, the cost of housing, and the quality of the transportation system. Regions with strong education and training programs and a quick process for obtaining permits are desirable. Areas with a large professional workforce, major airports, and a high quality of life attract corporate headquarters. Places with those same qualities and universities attract research and development. Back offices usually locate where technically skilled workers, cost-effective telecommunications, and low real estate and housing prices are available. Manufacturing companies desire places with a skilled workforce and low utility costs.

South Bend's profile suggests that it is can successfully support headquarters, as well as back office operations, manufacturing, entrepreneurs, and research and development activities.

Workforce Education

Education and training are vital to preparing a workforce with the diverse skills necessary to meet the needs of an increasingly complex economy. Educational institutions must conduct strategic research and assessment of technological and other changes on the local economy to assist in maintaining a skilled workforce. They must also compare the needs of employers with the workforce skills being developed to assure a good fit. An educated workforce and skilled labor pool are paramount in location decisions by large employers. *City Plan* meeting participants noted the important roles of strong primary education, appropriate trades and vocational training, and the presence of local higher education institutions play in creating a workforce that can compete in tomorrow's economy. In addition to serving traditional students, schools such as Indiana University South Bend and Ivy Tech Community College of Indiana also provide continuing education for nontraditional students.

TABLE 7.1: Commuting Patterns to and from St. Joseph County, Top Five Areas, 2004

# Commuting INTO St. Joseph County FROM		# Commuting FROM St. Joseph County TO	
1. State of Michigan	6,100	1. Elkhart County	11,617
2. Elkhart County	4,059	2. State of Michigan	1,985
3. Marshall County	2,682	3. Marshall County	1,135
4. LaPorte County	2,678	4. LaPorte County	967
5. Starke County	756	5. Kosciusko County	225
Total	16,275	Total	15,929

Source: Indiana Business Resource Center, 2005.

TABLE 7.2: Selected Private Employment, by Industry St. Joseph County: 1998–2003

Industry	Number of Employees			% Change of employees, 1998-2003
	1998	2000	2003	
Year	1998	2000	2003	
Total	120,449	125,092	118,086	-2.0%
Educational Services	8,732	9,020	11,040	26.4%
Health Care and Social Assistance	13,954	14,959	16,778	20.2%
Professional, Scientific, and Technical Services	4,969	5,251	5,351	7.7%
Administrative Support, Waste Management, and Remediation Services	5,750	6,337	6,099	6.1%
Accommodation and Food Services	10,036	10,508	9,923	-1.1%
Retail Trade	17,523	17,676	16,677	-4.8%
Other Services, except Public Administration	7,328	7,435	6,813	-7.0%
Finance and Insurance	5,338	4,924	4,877	-8.6%
Manufacturing	20,972	21,224	18,510	-11.7%
Wholesale Trade	7,188	7,470	5,912	-17.7%
Construction	6,935	7,134	5,504	-20.6%

Source: U.S. Census Bureau, *County Business Patterns (NAICS)*, week of March 12 for each year. Table created by: Division of Community Development, City of South Bend; September 23, 2005.

Regional Impact

South Bend's geographic location is one of its strongest assets, providing excellent transportation options which have been strategically used for economic development. The Blackthorn Corporate Park, the South Bend Regional Airport, the South Shore Commuter Rail Line, the St. Joseph Valley Parkway, and the Indiana Toll Road create a cluster in the northwest portion of the city making it an excellent location for distribution, warehousing, and light manufacturing, among other kinds of businesses.

The South Bend Regional Airport is Indiana's second busiest airport and is a multimodal facility offering bus transit services for local and regional destinations. The South Shore electric rail line connects the South Bend Regional Airport with cities throughout northwestern Indiana, with the final destination in downtown Chicago, Illinois.

In 2003 the number of people who both live and work in St. Joseph County exceeded 144,000, while approximately 18,500 people from other counties/states commuted to St. Joseph County for work. About 17,000 St. Joseph County residents commute to other counties/states for work—with the majority going into neighboring Elkhart County. According to the 2004 American Community Survey (ACS), the average travel time to work for those in St. Joseph

County was just under 20 minutes. Less than 7 percent of workers 16 and older carpooled to work, and a mere 1.2 percent took public transportation. About 87.8 percent traveled alone.

Impact of Large Employers

As the area's largest employer, the **University of Notre Dame** generates substantial economic benefits for the region, especially in retail, construction, and real estate. A study (*Notre Dame and the Local Economy, 2002: Economic Impact Report*) commissioned by the University of Notre Dame states that:

- Notre Dame is the second most visited attraction in the state of Indiana. During fiscal year 2002, an estimated 673,000 visitors came to Notre Dame from outside St. Joseph County, spending an estimated \$92.1 million with area hotels, restaurants, and retailers.
- The university generated \$833 million of new income in 2002 in St. Joseph County, which translates into one of every ten dollars in the local economy.
- In fiscal year 2002, the university purchased \$536 million in goods and services, spending \$305.9 million in St. Joseph County.

The area's second largest employer is **Memorial Health System**, located in downtown South Bend. Memorial Health System employs approximately 3,600 people and continues to expand its hospital campus near Leeper Park. Memorial has been rated one of the nation's top 100 hospitals and has helped make South Bend a regional center for medical care. In 2006, more than 14,000 surgeries were performed at Memorial Hospital, prompting the development of an expanded surgical center that is projected to

SOURCES OF REVENUE

In accordance with Indiana statutes, the City maintains budgetary controls integrated within its accounting system. The objective of these budgetary controls is to ensure compliance with the legal provisions embodied in the annual budget which is adopted by the Common Council and then reviewed and approved by the Indiana Board of Tax Review.

The City has maintained a Performance-Based Budget since the mid-1990s, incorporating within the accounting practices the means of measuring progress toward stated objectives. The City has received awards for budget presentation from the Government Finance Officer's Association for several years.

Chart 7.1: 2005 Revenue Budget

Source	Percentage
General Property Taxes	36.3%
Ratepayers Fees	20.3%
Interfund Transfers	12.8%
Other Taxes	8.8%
Charges for Services	7.3%
Local Option Income Taxes	5.7%
Intergovernmental Revenue	4.1%
Other Revenue	3.9%
Interest Income	0.7%

The City's maintenance of its fiscal integrity makes it possible to issue bonds at competitive rates to pay for public works projects that benefit the entire community. Since the early 1990s, the City has maintained a "AA" credit rating from Standard & Poor's. Its credit profile of the City in 2004 identified the City's strengths to include "a diversified local economy" and "a history of strong liquidity and good financial management." This is the result of a solid financial position, low direct debt levels, sound financial performance, and conservative budgeting.

In order for the City to maintain its solid financial foundation, it must plan for future capital and operating expenditures. Revenues come from a variety of sources to pay for the many services and developments that the City provides. In 2005, property taxes were the single largest source of revenue (see Chart 7.1). In 2006, the State Legislature passed new legislation that will place a cap on all property owners' tax bills at 2 percent of the property's assessed value. By 2010, this change will result in a significant reduction in revenue collected from property taxes. The City is continuing a search for other sources of revenue to reduce its reliance on property taxes while maintaining a high level of service to the community. If no replacement revenue sources are identified, the City's ability to provide services will be negatively impacted.

cost more than eighty million dollars. In addition, **Indiana University** completed construction of a medical school in South Bend near the University of Norte Dame's campus, preparing the way for additional highly skilled employment opportunities in the field of medicine and medical research.

The area's third largest employer is the public school system. **South Bend Community School Corporation** (SBCSC), with 3,338 employees, is both an essential

community institution responsible for educating the majority of the city's youth as well as a significant employer and economic presence in the community.

Employment growth has been greatest in educational services and healthcare related services, both of which are anticipated to continue growing, as are professional, scientific, and technical services. However, as Table 7.2 indicates, manufacturing is still the largest employment sector in St. Joseph County.

C. LOCAL LAND DEVELOPMENT

Development Process

An efficient development process ensures that businesses can develop and expand effectively while still allowing City government, nearby property owners, and the community in general a proper voice in the development of their city. Building permits are issued by the Building Department, which is responsible for ensuring that buildings and signs in South Bend and St. Joseph County are constructed and maintained according to building and zoning codes. The Building Department also administers design review standards. The Board of Zoning Appeals considers variance and special exception requests, while the Area Plan Commission administers rezoning and subdivision petitions. Other City departments facilitate development by providing infrastructure such as streets and utilities.

The local land development process was considered by some local developers as cumbersome and inefficient during the *City Plan* public meetings. Participants recognized the need to shorten the land development and permitting process and suggested that projects which met an identified local priority needed to be expedited. Suggestions also included consolidating the permitting process.

Infill/Brownfields

South Bend like many communities in the Midwest, contains its fair share of underutilized sites and structures. The change from a manufacturing based economy to a service and technology based economy left several abandoned and underutilized manufacturing plants, storage facilities, and structures.

The former Studebaker and Oliver factories, located in the city's core, are examples of redevelopment undertaken by the City and the Redevelopment Commission to address these underutilized sites. The Studebaker/Oliver Plow Works Redevelopment Strategy, a 10-15 year program, developed in 1999, is being implemented and includes property acquisition, clearance, environmental remediation, and site preparation.

D. PUBLIC/PRIVATE PARTNERSHIPS

Open channels of communication between the public and private sectors encourage partnerships for developing a strong, local economy. Businesses and local government can work together to tackle pressing economic issues proactively, making sure the community is well positioned for physical and economic growth, for changes in technology and world markets, and for responding to all demographic segments in the community.

The City's Department of Community and Economic Development, through its Division of Economic Development, promotes the retention and expansion of existing businesses and the development of new business through financing programs, relocation incentives, land/building availability assistance, industrial revenue bonds for manufacturing facilities, tax abatement, and technical assistance.

The City partners with the Chamber of Commerce of St. Joseph County to enhance economic development in the region. The Chamber's strategic plan, *Accelerating Business Growth*, was developed in 2004 to increase entrepreneurial activity in the community and improve the business climate

YOUNG PROFESSIONALS

As the economy in the United States becomes more knowledge based, businesses are placing greater emphasis on the availability of a skilled, educated workforce. Local economies can secure this human capital by attracting young professionals. Young, educated people bring ideas and innovation to the companies they work for and the communities in which they live. Because this group often selects a preferred place to live before looking for employment, cities must be able to offer the amenities to attract them. Through a commitment to volunteering and service, these energetic 20- and 30-somethings are the civic leaders of the future.

According to population projections from the Indiana Business Research Center, the Indiana portion of the South Bend MSA will add about 17,454 residents by 2020, growing 6.6 percent from its 2004 population. This is 1.6 percentage points lower than the state. South Bend–Mishawaka is projected to see a large increase in the age group 45 to 64, while young adults aged 25 to 44 are the only age group projected to decrease.

Two recently formed grassroots organizations in the area focused on attracting and retaining young professionals in the community are 'BASS and YPN.

1. 'Bend Area Service/Sports/Social ('BASS)

The 'BASS Club aims to attract and retain talented and vibrant individuals (ages 21-39) by fostering connections to each other and to the community through an array of social, service, and sports-oriented activities.

2. Young Professionals Network (YPN)

YPN is a professional development program of the Chamber of Commerce of St. Joseph County encouraging young professionals between the ages of 21 and 39 to become actively involved and engaged in area businesses and the future of the region through networking, the exchange of ideas, and professional development.

and quality of life in the region. The City funds a Chamber staff person to run a business visitation program where existing local businesses are guided to resources that can assist them in expanding their companies and employment. In addition to the efforts of the Chamber, Project Future, a nonprofit organization affiliated with it, conducts economic development planning for St. Joseph County. Project Future communicates on a local, regional, and national level to increase awareness of the St. Joseph County area and acts as a catalyst for economic development.

Positive outcomes of public/private partnerships are visible throughout the community. An outcome of such a partnership is the recent establishment of the St. Joe Valley Metronet (2005), a high-speed telecommunications network for local businesses, education and healthcare institutions, and government agencies.

E. TOURISM

Tourism is generally referred to as a service industry, comprising a number of tangible and intangible components. Many communities depend upon travel expenditures of out-of-town residents as a source of revenue. The City of South Bend, along with agencies such as the South Bend/Mishawaka Convention and Visitors Bureau and the Chamber of Commerce of St. Joseph County, are actively involved in managing and enhancing tourism in the community.

Business travelers and tourists have a variety of accommodation choices in the Central Business District from the Marriott Riverfront Hotel and the Holiday Inn to several local bed and breakfast inns.



Regional Attractions
Top left: University of Notre Dame football fans gather at Notre Dame Stadium to see the marching band prior to a game.

bottom left: The Studebaker National Museum displays a collection of vehicles manufactured by the Studebaker Corporation, once the largest employer in the city.

bottom right: The Morris Performing Arts Center hosts a number of performing art events throughout the year.



The Century Center is the main convention center and is host to many annual conventions and special events. Additional meeting space is available in the nearby College Football Hall of Fame. The multimillion dollar restoration of the Morris Performing Arts Center and the Palais Royale Ballroom allows the South Bend convention district to offer entertainment and banquet options for a variety of events.



There are some public/private partnerships that help enhance economic development and tourism in the area. One such organization, Downtown South Bend, Inc. (DTSB) is a nonprofit that was formed to provide marketing, promotions, business recruitment and retention initiatives, and beautification projects in the downtown area. In doing so, DTSB highlights the assets of the City's downtown and helps attract visitors.

TOWN/GOWN RELATIONSHIPS

Successful relationships between a city and institutions of higher education are necessary to create a competitive business environment and bring about social progress. These relationships are especially critical in an economy driven by knowledge-based industries.

Communities and institutions of higher education share mutual interests. Urban areas provide learning opportunities for students, who can gain real life experiences by serving the community. Professors partner with government, local businesses, and nonprofit organizations on applied research projects which benefit the community. Graduating students are an educated workforce that strengthens the community's job base. The resources, knowledge, and innovation developed within the college or university are used by local government and business to improve services and create new industries.

A city's quality of life influences the ability of a college or university to attract first-rate faculty and students. Many people are drawn to a college town environment. Cities support institutions of higher education through infrastructure investments, land use decisions, and by supporting an investment environment that encourages the development of entertainment opportunities and amenities, such as restaurants, bookstores, and unique shops.

Revenue from tourism can be enhanced by creating a more vibrant downtown with social and cultural activities for all age groups and by offering a variety of unique arts and entertainment venues such as museums, specialty shops, restaurants, and bars. Such activities can be an important component of a community's economy, creating jobs, attracting tourists, and helping shape the community's identity.

To achieve the community's Vision . . .

The City will need to focus economic development on increasing living standards and employment opportunities for area residents and fostering an educated and well-trained workforce.

The principles of Smart Growth should be pursued through efforts such as stimulating the rehabilitation and adaptive reuse of properties in the city and making effective use of existing infrastructure, including a concerted effort to preserve significant buildings whenever possible.

The land development process will need to be shortened and made more efficient.

Stronger public/private partnerships will need to be established.

The City will need to create urban housing options that will draw more residents to the downtown area and make the downtown a vibrant and exciting place. This will assist in retaining and attracting skilled professionals of all ages. A vibrant city with a strong identity will also increase the amount of revenue generated from tourism.

F. GOAL

Promote a healthy and diversified economy that fosters a competitive business environment and offers opportunities for employment and entrepreneurship.

OBJECTIVES AND POLICIES

Objective ED 1: Stimulate the rehabilitation and adaptive reuse of property in the city.

Policies

- ED 1.1 Establish and maintain a current inventory of land inside the city limits that is available for reuse and redevelopment efforts.
- ED 1.2 Encourage reuse of abandoned and underutilized land and structures. *(Redevelopment, p. 155)*
- ED 1.3 Reduce regulatory barriers and promote brownfield remediation.
- ED 1.4 Provide incentives for rehabilitation of abandoned and underutilized structures. *(Redevelopment, p. 155)*
- ED 1.5 Ensure a coordinated review process to determine the feasibility or infeasibility of preservation.

Objective ED 2: Retain existing businesses and recruit new ones to the city.

Policies

- ED 2.1 Provide incentives to attract and retain businesses. *(Incentives, p. 146)*
- ED 2.2 Support and promote entrepreneurial efforts linked to emerging markets, high technology, and research and development. *(High Technology, p. 145)*
- ED 2.3 Create opportunities for manufacturing companies to locate in the community.
- ED 2.4 Ensure regular and direct communication with area employers and institutions of higher education to foster partnerships and entrepreneurial efforts.

- ED 2.5 Support the development and enhancement of telecommunications infrastructure that serves current and future business needs. *(High Technology, p. 145)*
- ED 2.6 Encourage initiatives that advance innovation in research and development for local businesses. *(High Technology, p. 145)*

Objective ED 3: Foster a well-trained local workforce.

Policies

- ED 3.1 Encourage employers to create business internships and apprenticeship programs for high school and college students.
- ED 3.2 Collaborate with area schools, institutions of higher education, and businesses to ensure that workforce training provides the skills needed in the local economy. *(Job Creation, p. 146)*
- ED 3.3 Support vocational education and workforce development opportunities for youth. *(Job Opportunities, p. 151)*
- ED 3.4 Encourage institutions of higher education to maintain continuing education and certification programs for high-demand jobs.

Objective ED 4: Enhance economic development in the Michiana region.

Policies

- ED 4.1 Facilitate regional economic development initiatives.
- ED 4.2 Encourage the formation of regional clusters of companies and institutions.
- ED 4.3 Partner with and support the efforts of State and regional economic development organizations. *(Job Creation, p. 146)*

- ED 4.4 Ensure working economic development relationships with other jurisdictions in the region.
- ED 4.5 Encourage business investment that improves wages and working conditions.
- ED 4.6 Encourage business investment that actively seeks to employ and promote a diverse workforce.

Objective ED 5: Retain and attract young, skilled professionals to the community.

Policies

- ED 5.1 Provide incentives to science, engineering, and high-tech businesses to locate in the city. *(High Technology, p. 145)*
- ED 5.2 Recruit high-technology employers that offer high-paying jobs to the area. *(High Technology, p. 145)*
- ED 5.3 Promote existing community facilities and assets to potential future businesses.
- ED 5.4 Support the creation of market-rate and affordable rental and owner-occupied housing that meets the needs of young professionals.

Objective ED 6: Provide an efficient and well-defined land development process.

Policies

- ED 6.1 Create and maintain an efficient system to disseminate information and guidance on land development. *(Development Process, p. 154)*
- ED 6.2 Support continuing technological advances in equipment to make the development permitting process more efficient. *(Development Process, p. 154)*

Objective ED 7: Support neighborhood-based economic development.

Policies

- ED 7.1 Partner with and support the efforts of community, neighborhood, faith-based, and business organizations to stimulate neighborhood-based businesses.
- ED 7.2 Provide technical, financial, and management assistance to small businesses operating in the city's neighborhoods.
- ED 7.3 Support neighborhood-based economic opportunities as identified in area-specific plans.

Objective ED 8: Promote economic development efforts that expand the property tax base.

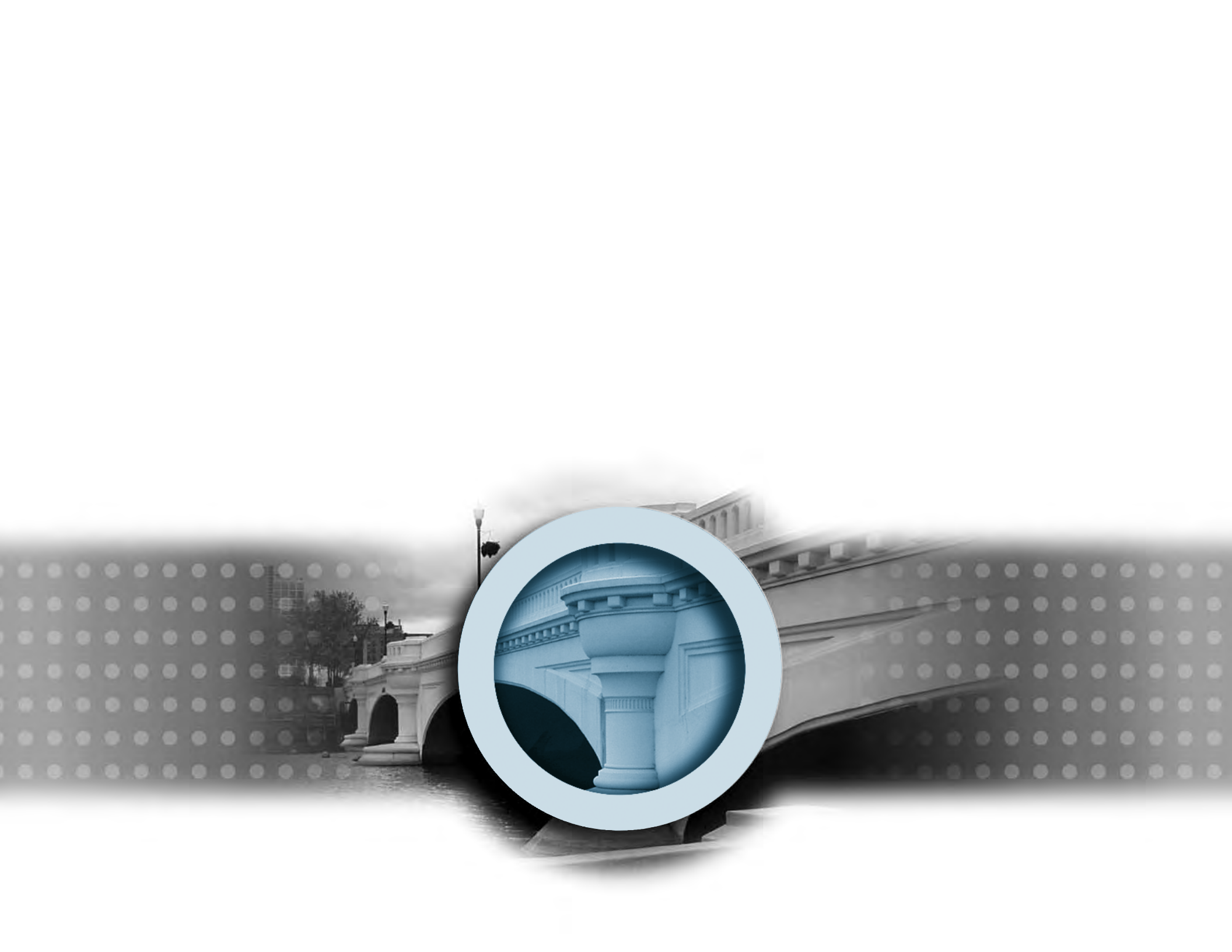
Policies

- ED 8.1 Promote property tax paying development in the city. *(Tax Base, p. 146)*
- ED 8.2 Identify and evaluate revenue alternatives to City property tax. *(Tax Base, p. 146)*
- ED 8.3 Pursue user fees, voluntary payments, and other alternative fees for nontax-paying organizations that utilize land in the city. *(Tax Base, p. 146)*

Objective ED 9: Increase the amount of revenue generated from tourism.

Policies

- ED 9.1 Promote tourism opportunities in the city by actively highlighting the assets of South Bend. *(Community Assets, p. 147)*
- ED 9.2 Promote recreational and cultural opportunities along the St. Joseph River. *(Community Assets, p. 147)*
- ED 9.3 Promote South Bend as a host site for local, regional, and national events. *(Community Assets, p. 147)*
- ED 9.4 Promote downtown South Bend as a destination for visitors with interests in specialty shopping, dining, entertainment, sports, and the arts and culture. *(Community Assets, p. 147)*





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Environmental Management:

*Envision South Bend in 2025...
We are proud stewards of the natural environment,
preserving the St. Joseph River as a valuable resource and cherishing our parks and plentiful green spaces.*

ENVIRONMENTAL MANAGEMENT



The natural and human environments are intimately interconnected. The role of environmental management is to control and manage human activities to minimize negative effects on the environment. As stewards of the natural environment, we need to be concerned with such areas as water, air, soil, wetlands, and wildlife habitat, as well as energy efficiency, recycling, and solid waste disposal.

Most human activities leave some mark on the natural environment. Pollution from industrial processes, combined sewer overflows, the volume of our solid waste stream, and the destruction of open spaces all leave a long-lasting, and at times irreversible, mark on the natural landscape. These consequences of human activity can reduce the quality of life in an area, in addition to contributing to health-related problems.

Local government and the community, in partnership with state and federal authorities, are responsible for minimizing adverse human impacts on the environment. But more positively, the community can choose to pursue policies that actively preserve and protect natural resources, public health, and the community's overall quality of life.

A. THE ST. JOSEPH RIVER

The St. Joseph River has been central to the development and growth of South Bend. The river served as a trading route for early French explorers and became the site for industrial and commercial development through the construction of "races," engineered channels using the river's water to produce power for industry.



East Race waterway in downtown South Bend.

Reliance on the river has evolved from power source and mode of transport to vital recreation, tourist, and economic development resource. It is essential in this economic environment that the quality of the water be maintained and improved to enhance these new uses, as well as to implement the community's role as steward of the natural environment.

The St. Joseph River supports an entire eco-system that includes the various wildlife and vegetation it sustains. In 2001, South Bend joined with the City of Elkhart to undertake long-term biological monitoring of the St. Joseph River by sampling and testing the river's fish populations. The resulting Index of Biotic Integrity (IBI) scores in 2004 revealed fair-to-good fish community health, though trace amounts of polychlorinated biphenyls (PCBs) were found in all species and mercury in one species. Human impacts, such as land use patterns, bridge building,

and dredging, which adversely affect the habitat of the river, are also being noted. In 2004, sampling of stream insect communities began, and the initial Invertebrate Community Index (ICI) score indicated good aquatic insect community health.

A challenge South Bend shares with many older cities is how to deal with combined storm and sanitary drains which can release untreated sewage into the river during periods of heavy precipitation. The City has been addressing this costly issue for more than 20 years, including an investment since the 1980s of more than \$85 million to improve and expand the wastewater treatment plant. During the 1990s, the City began implementing "early actions" of a Combined Sewer Overflow (CSO) Long-Term Control Plan (LTCP). Phase I of the plan is expected to take 10 years to implement and cost approximately \$118 million. Phase II will require additional dollars,

SURFACE WATER POLLUTION

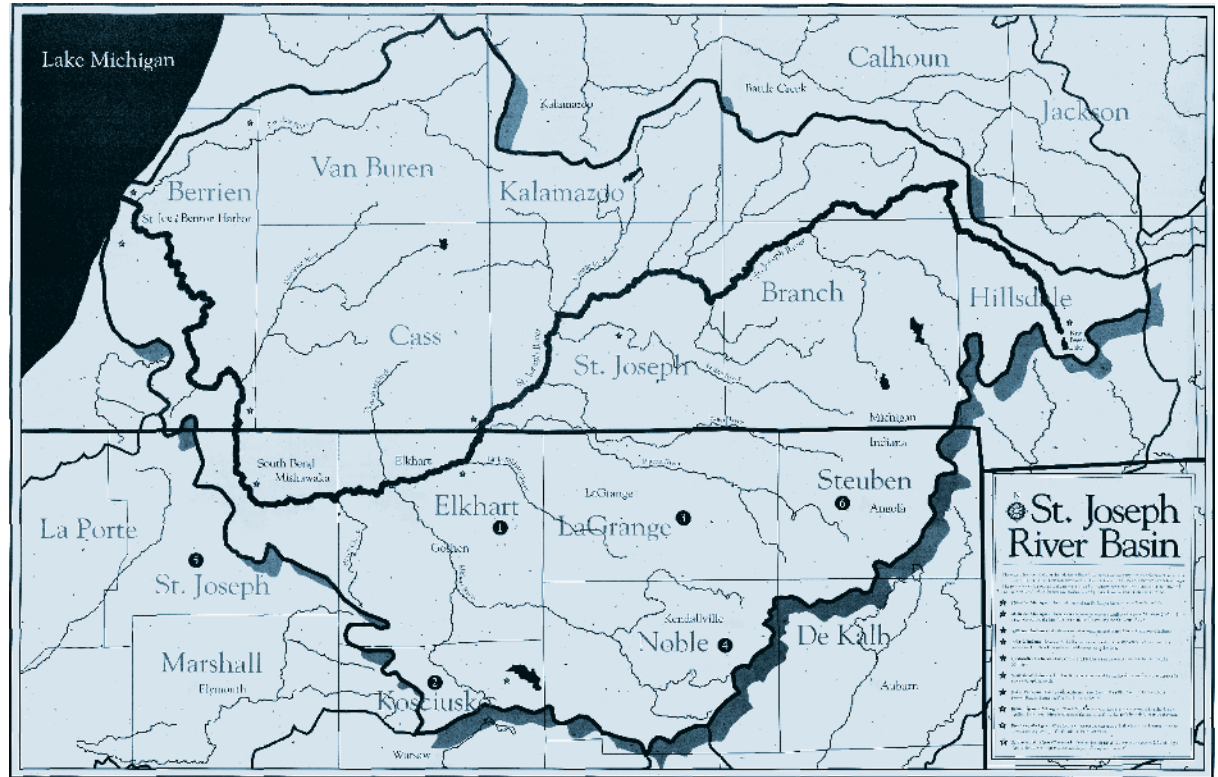
Surface water pollution can make water unsafe for drinking, fishing, swimming, and other activities. Pollutants are categorized based on their source: point and nonpoint.

Point Source Pollutants: These pollutants originate from specific, stationary sources. Examples include pipes, wells, and petroleum storage tanks. Point pollution is regulated by the EPA's Clean Water Act.

Nonpoint Source Pollutants: These pollutants originate from unspecified sources, such as agriculture, construction, and storm water runoff from roofs, parking lots, yards, farm fields, etc. Storm water runoff carries numerous pollutants, such as oil, heavy metals, pesticides, and herbicides.

What You Can Do to Prevent Nonpoint Sources of Pollution:

- Keep litter, pet wastes, leaves, and debris out of street gutters and storm drains.
- Apply lawn and garden chemicals sparingly and according to directions.
- Dispose of used oil, antifreeze, paints, and other household chemicals properly, not in storm sewers or drains.
- Clean up spilled brake fluid, oil, grease, and antifreeze. Do not hose them into the street where they can eventually reach local streams and lakes.
- Control soil erosion on your property by planting ground cover and stabilizing erosion-prone areas.
- Develop construction erosion/sediment control ordinances.
- Inspect and pump your septic system, at a minimum, every 3-5 years.
- Purchase household detergents and cleaners that are low in phosphorous to reduce the amount of nutrients discharged into our lakes, streams, and coastal waters.



The St. Joseph River Basin.

yet to be determined. The LTCP is the largest public works project in the City's history.

Impervious surfaces in the urban landscape collect numerous pollutants such as automobile oil, grease, brake pad dust, sediment from construction sites, bacteria from animal waste, lawn fertilizers and pesticides, as well as atmospheric settling of phosphorus, nitrogen, and other airborne pollutants. When it rains, rainwater runoff can carry high concentrations of these pollutants—called *nonpoint source pollution*—to nearby waterways. This runoff needs to be naturally filtered—through wetlands, swales, retention/detention ponds, etc.—to limit the pollution reaching the river.

The participants in the planning process encouraged their fellow citizens to assist in preserving and enhancing the river's ecosystem and to adopt the river as their own. Education is a key strategy to keep the river in public view, so it will continue to be recognized as the community's irreplaceable resource throughout the planning period and beyond.

SOUTH BEND CITY WATER



Mayor Luecke at the press conference announcing the Clean River Initiative.

FACTS ABOUT THE SOUTH BEND WATER SUPPLY

- Water in the City system exceeds every drinking water standard established by the Environmental Protection Agency.
- Water is tested for many organic compounds that cannot be tasted, seen, or smelled to preserve high water quality.
- Water quality is reported annually and explained in a water bill insert in the Consumer Confidence Report.
- Most of the water comes from the Edison, Pinhook, and North Station Filtration Plants and the Cleveland Road well field.
- Carriage Hills, South, Olive Street, and Erskine well fields are used when water demand is high.

WATER QUALITY TESTING

Parameter	Range Observed	Standard
Alkalinity as CaCO ₃	246	Aesthetic Only
Hardness as CaCO ₃	318	Aesthetic Only
pH (units)	7.3	6.5—8.5
Iron—Total	<0.026	Aesthetic Only
Manganese (Total)	<0.0031	Aesthetic Only
Nitrate as N	0.32	10.0
Calcium (Total)	82	250
Magnesium (Total)	28	NA
Sulfate as SO ₄	27	NA
Copper (Total)	<0.026	1.3
Lead (Total)	<0.005	0.015

Data in parts per million, 2005

B. THE PUBLIC WATER SUPPLY

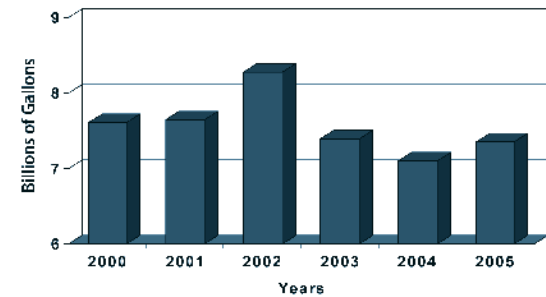
A good public water supply is vital to the community. To sustain the high quality of water South Bend residents enjoy, the City must continue to monitor the water supply and upgrade water facilities. This will remain important as the City grows and as state and federal water quality regulations become stricter.

The St. Joseph Valley Aquifer is a “sole-source aquifer,” the sole or primary source of the public water supply for the South Bend-Mishawaka area. The aquifer lies within the St. Joseph River Basin. According to the Indiana Department of Natural Resources, Division of Water, due to the depth of the aquifer and the composition of the soils, “The aquifer is moderately susceptible to ground water contamination” (*Indiana—Executive Summary, “Water Resource Availability in the St. Joseph River Basin,” 1987*). Due to the long history of heavy industry in the South Bend-Mishawaka area, a concerted effort is needed to constantly monitor well fields and develop new ones when necessary.

South Bend will continue to apply new technologies for filtering the public water supply to extract minerals, such as iron and manganese, which, while not harmful, are aesthetically displeasing. High-quality, good-tasting water adds to the quality of life the community can offer to current and future residents, businesses, and visitors.

To ensure continued protection of the St. Joseph Valley Aquifer, which is shared by many jurisdictions, regional coordination is essential. Communication and cooperation among those jurisdictions will make certain that this vital natural resource will be sustained for future generations.

FIGURE 8.1: Water Pumped Annually



C. BROWNFIELDS

Brownfields are abandoned or underutilized parcels of land with real or perceived contamination. Almost every city in the country contains some brownfields. In a city with a long industrial history, such as South Bend, brownfields can pose a significant challenge. The City has struggled with redeveloping its historic and industrial core since the economic transformations of the 1960s and 1970s left behind obsolete and deteriorated manufacturing and warehouse buildings.

The City has maintained a brownfields database since 2000, identifying 243 potential brownfields of various sizes in the City, from corner gas stations to multi-acre manufacturing plants. The owners of these properties have been slow to redevelop them due to fears of liability and lack of information about the current status of brownfield properties. To move redevelopment forward, the involvement of the public sector is essential.

A number of actions have been taken to return some of these properties to productive use. A variety of tools—such as site assessment, remediation, and building demolition—have been utilized to prepare



sites for future development, revitalize neighborhoods and commercial corridors, expand the local tax base, and create new employment opportunities. Recent successes include the remediation in 2003 of a 14.6-acre unlicensed, inactive landfill into an environmental educational center called Frederickson Park; and the clearance and environmental remediation of the Oliver Plow Works site (2002-2005), converting 36 acres of obsolete structures into an attractive light industrial park. In 2006, work began to demolish some of the largest Studebaker buildings to prepare these sites for additional light industrial and institutional uses. This is expensive and complicated work, with the City's role as a catalyst essential to the reuse of many of these properties.



From left to right: Interior of the former Studebaker Manufacturing Plant; Exterior view of former Oliver Plow Works; Environmental remediation of a former brownfield on Michigan Street.



D. WETLANDS AND NATURAL OPEN SPACE HABITATS

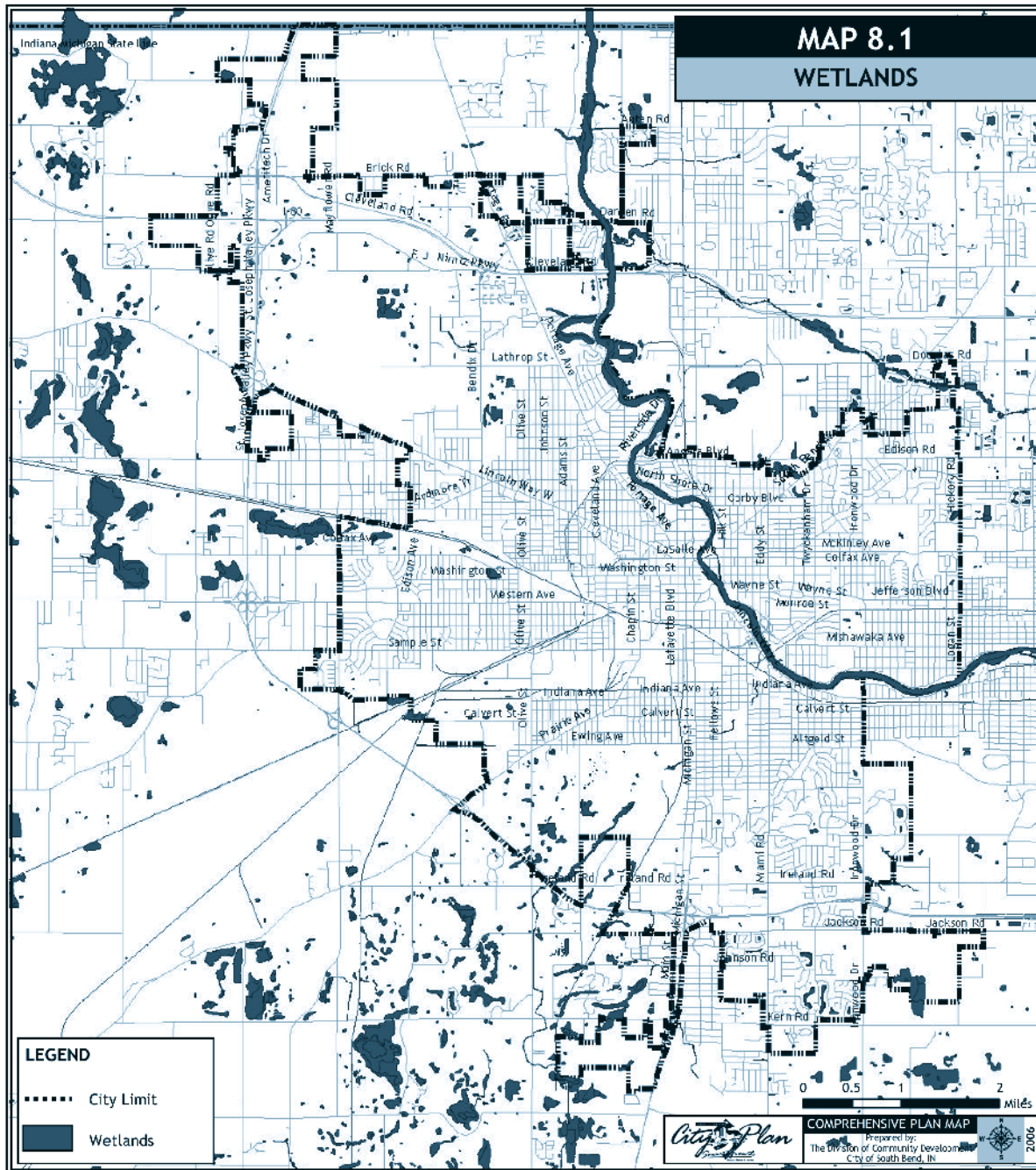
Wetlands and open space habitats provide unique environments for animals, plants, and insects. Healthy wetlands benefit fish, wildlife, and humans by protecting many natural resources, including groundwater and the aquifer. Trees and natural open areas benefit the community by providing habitats for wildlife, as well as plant life that cleans the air by absorbing carbon dioxide and releasing oxygen. Both wetlands and natural open areas serve as important natural means for filtering storm water runoff and protecting water quality. Protecting and preserving these natural resources will contribute to a high quality of life for the community throughout the planning period and beyond.

The Environmental Protection Agency (EPA) has identified nonpoint source pollution (primarily from storm water runoff) as the leading source of surface water and groundwater quality impairments in the

country. When properly managed, wetlands can help prevent this pollution from degrading water quality by acting as a natural filter. Two methods to achieve this are: preserve wetlands and restore degraded wetlands with the potential to control nonpoint source pollution, while encouraging proper management of upstream watershed activities, such as agriculture, forestry, and urban development. A third strategy promotes the use of engineered



Wetlands serve as a natural means to filter storm water runoff.



vegetated treatment systems (VTS). VTS are especially effective in removing suspended solids and sediment from nonpoint source pollution before the runoff reaches natural wetlands.

One method for preserving natural open space is by encouraging cluster developments. This approach requires new developments to “cluster” residential, office, or commercial structures within a portion of the site being developed, leaving the balance to remain in its natural state. This offers many benefits, including: preservation of a greater portion of the natural environment than if the development were evenly spread throughout the site; reduction in the coverage of impervious surfaces; and greater efficiency and cost effectiveness in the provision of public utilities.

E. HOUSEHOLD HAZARDOUS WASTE

Household hazardous waste (HHW) presents a substantial challenge to every community due to its widespread distribution and potential harmful effects when improperly handled. HHW is a subset of solid waste, characterized by ignitability, corrosiveness, toxicity, reactivity, or by explicit listing in the federal code by the EPA. Examples of common HHW include paints, batteries, and antifreeze, to mention a few. When improperly disposed of, HHW may contaminate soil and groundwater, cause fires or injury, and in general have a negative impact on the community’s quality of life.

South Bend residents are encouraged to dispose of their HHW at a designated facility in Mishawaka opened in 1995 and managed by the St. Joseph County Solid Waste Management District. Each



Mature trees in Rum Village Park.

day the facility was open in 2005, an average of 20 households, seven of which were from South Bend, disposed of their HHW there. The total volume of hazardous liquids disposed of at the facility has steadily grown: for example, between 2003 and 2005 the amount of latex paint increased from 3,400 gallons to 4,900 gallons; and other liquids increased from 990 gallons to 7,250 gallons. In 2005, the facility processed more than 20,000 pounds of discarded electronic equipment, as well. The facility is clearly underutilized by South Bend residents.

To address the issue in a holistic, effective way, education and rigorous enforcement of existing ordinances must both be pursued. South Bend Municipal Code does not specifically address HHW.

Some changes in City Code may be required. Participants in the planning process expressed their desire to bring HHW to greater prominence as one method by which the community could take a more active role as stewards of the natural environment.

F. TREE CITY

South Bend has been recognized as a Tree City since 1997 and has planted more than 2,600 trees since 2000 throughout the community. Aerial views of the city reveal significant tree coverage in many of the city's neighborhoods and parks; by contrast, the downtown has limited tree coverage. The greening of downtown will enhance the urban environment. The City maintains a nursery which provides trees for planting in parks and for various City-sponsored

projects. Participants in the planning process expressed support for efforts to expand the urban forest throughout the city, both in the rights-of-way and on private property.

G. ENERGY CONSERVATION

Individuals, organizations, and institutions can practice energy efficiency and energy conservation. Energy resources that are efficiently and appropriately used reduce energy-related expenses, minimize pollution, and preserve natural resources.

There are several practices the community can use to promote and implement energy conservation. The U.S. Department of Energy's Zero Energy Homes research initiative is one example. A Zero Energy Home (ZEH) combines state-of-the-art, energy-efficient construction and appliances with commercially available, renewable energy systems to approach net zero energy consumption from the utility provider. In addition, developers can apply for LEED (Leadership in Energy and Environmental Design) Green Building Rating System® certification for their buildings as a method of promoting the highest possible current and future energy-efficient and environmentally sensitive design standards.

Throughout the planning period, regional cooperation between jurisdictions will contribute to greater protection of the environment. Toward this end, the City of South Bend joined with St. Joseph County in 1999 to establish a curbside recycling program.

LEED



Photograph courtesy of Weston Solutions, Inc. GreenGrid®

Green Roof over the Target Store, South Loop, Chicago, IL.

The LEED (Leadership in Energy and Environmental Design) Green Building Rating System® is a voluntary, consensus-based national standard for building high-performance, sustainable buildings. LEED was developed by the U.S. Green Building Council (USGBC), the leading organization promoting the green building industry. According to the USGBC, the purpose of LEED is to:

- define “green building” by establishing a common standard of measurement
- promote integrated, whole-building design practices
- recognize environmental leadership in the building industry
- stimulate green competition
- raise consumer awareness of green building benefits
- transform the building market

LEED emphasizes state-of-the-art strategies for sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality in new commercial construction, major renovation projects, homes, neighborhood development, and others. LEED recognizes achievements and promotes expertise in green building through a comprehensive system offering project certification, professional accreditation, training, and practical resources.

The City of South Bend provides trash collection for the City’s residents, disposing of the waste at two landfills: Southeast Berrien County Landfill in Buchanan, Michigan, and Prarie View Landfill in Wyatt, Indiana; each has a 40-year life span. In 2005, each landfill had about 20 years capacity left and each had the opportunity to add additional capacity. The City of South Bend disposed of a total of approximately 40,000 tons of solid waste at the two landfills in 2005. In 2005, more than 13,450 tons of recycled commodities were collected in St. Joseph County, and the participation rate was approximately 54 percent countywide. Available data does not indicate the participation rate by jurisdiction within the county, but anecdotal evidence points to the need for additional educational outreach into the community regarding recycling.

H. AIR QUALITY

The six major air pollutants known to contribute to poor air quality—carbon monoxide, lead, nitrogen dioxide, ozone, particulate matter, and sulfur dioxide—are primarily caused by vehicle emissions and coal-burning power plants.

Air pollution crosses geographic boundaries, so air quality issues need to be examined in a regional context. Indiana has 22 coal-burning power plants statewide. In 2005, coal-burning power plants contributed to Indiana’s ranking as fourth in the country for mercury emissions and fifth in the country for overall air pollution. In St. Joseph County on the campus of the University of Notre Dame, there is one coal-burning power plant. Other near-by plants operate in Gary, Hammond, and Wheatfield, Indiana.

While St. Joseph and Elkhart counties’ air quality is considered satisfactory based on ozone and particulate matter levels, there were some instances of ozone nonattainment in 2004. St. Joseph and Elkhart counties will need to comply with Clean Air Act requirements by 2009. Failing to comply with EPA regulations is detrimental to both public health and the local economy. Nonattainment can result in specific penalties which can inhibit business development. Throughout the planning period local government needs to take an active role in region-wide discussions on power generation and support alternative sources of energy whenever possible.

The U.S. Department of Energy's (DOE's) Energy Policy Act of 1992 requires fleets owned or operated by federal and state governments and alternative fuel providers to meet a portion of their light duty vehicle acquisitions with alternative fuel vehicles." However, this does not extend to local governments and private fleets. In spite of the lack of regulation, DOE encourages local governments to voluntarily use alternative fuel vehicles through its Clean Cities Program created in 1993. Alternative fuel vehicles (AFVs) include any dedicated, flexible-fuel, or dual-fuel vehicles; alternative fuels include ethanol, natural gas, propane, hydrogen, bio-diesel, electricity, and p-series fuels.

The use of alternative, cleaner fuels (and fuel-efficient vehicles) where possible in the City's fleet through partnerships with other entities (local, state, or federal) can help make this transition to cleaner vehicles. In addition, it is worthwhile to consider instituting emission control requirements on all vehicles licensed in St. Joseph County.

To achieve the community's Vision . . .

The City will need to combat the combined sewer overflows and adopt means to filter nonpoint sources of pollution to maintain a clean and reliable water supply.

The City will need to enhance and protect the St. Joseph River ecosystem and conserve and protect wetlands and natural open space habitats. The number of trees in the urban forest canopy should be increased.

The City should facilitate the productive reuse of brownfield properties and work to ensure the proper disposal of household hazardous waste and to reduce the amount of non-biodegradable materials in land fills.

Energy efficient design, development, and practice will need to be promoted and new methods to improve the air quality in the region will need to be developed.

I. GOAL

Promote sustainable environmental management that enhances the quality of air, water, and land resources, and preserves the St. Joseph River as an irreplaceable resource.

OBJECTIVES AND POLICIES

Objective EM 1: Enhance and protect the St. Joseph River ecosystem.

Policies

- EM 1.1 Monitor wildlife and native vegetation along the river to ensure its sustainability. *(Impact on Natural Environment, p. 158)*
- EM 1.2 Educate the general public on the St. Joseph River ecosystem and methods to sustain it. *(Impact on Natural Environment, p. 158)*
- EM 1.3 Implement the Combined Sewer Overflow (CSO) Long-Term Control Plan. *(Job Creation, p. 146)*
- EM 1.4 Partner with neighboring communities to enhance the St. Joseph River ecosystem.
- EM 1.5 Support the enforcement of discharge ordinances.
- EM 1.6 Encourage the use of pervious materials and other techniques to reduce the amount of runoff.

Objective EM 2: Ensure the availability of a clean and reliable water supply.

Policies

- EM 2.1 Support local and regional efforts to protect the St. Joseph Valley Aquifer.
- EM 2.2 Provide educational programs that raise awareness about preserving groundwater supply. *(Impact on Natural Environment, p. 158)*
- EM 2.3 Promote the use of environmentally friendly pesticides and insecticides on green space. *(Impact on Natural Environment, p. 158)*
- EM 2.4 Encourage the retention and preservation of wetlands.

- EM 2.5 Pursue potential alternative sources of potable water.
- EM 2.6 Utilize state-of-the-art technology to monitor and enhance water quality. *(Impact on Natural Environment, p. 158)*
- EM 2.7 Develop and maintain an inventory of potential sources of contamination.

Objective EM 3: Facilitate the productive reuse of brownfield properties.

Policies

- EM 3.1 Pursue financial resources to conduct environmental testing, remediation, and/or clearance of abandoned, underutilized, or vacant properties with development potential. *(Redevelopment, p. 155)*
- EM 3.2 Educate the public regarding the benefits of brownfield remediation.
- EM 3.3 Provide incentives for brownfield reuse. *(Redevelopment, p. 155)*
- EM 3.4 Maintain and update the City's brownfields database on a routine basis.
- EM 3.5 Establish public/private partnerships for brownfield investment.

Objective EM 4: Conserve and protect wetlands and natural open space habitats.

Policies

- EM 4.1 Require developers to include a percentage of open space in all new developments. *(Municipal Code, p. 154)*
- EM 4.2 Partner with neighboring jurisdictions to maintain an updated inventory of natural resources and open spaces.
- EM 4.3 Utilize bioengineering technology and native plants in storm water drainage facilities.

- EM 4.4 Utilize prevention plans to reduce the negative impacts of exotic and invasive species on native species and ecosystems.
- EM 4.5 Encourage the establishment and maintenance of vegetative buffers around wetlands.

Objective EM 5: Ensure the proper disposal of household hazardous waste materials.

Policies

- EM 5.1 Partner with the St. Joseph County Waste Management District and local environmental groups to educate residents on the proper disposal of household hazardous waste. *(Household Hazardous Waste, p. 160)*
- EM 5.2 Partner with local, regional, and state entities to develop alternatives for proper disposal. *(Household Hazardous Waste, p. 160)*
- EM 5.3 Ensure the Municipal Code effectively addresses household hazardous waste.

Objective EM 6: Reduce the amount of non-biodegradable materials in landfills.

Policies

- EM 6.1 Promote the benefits to the natural environment of recycling waste.
- EM 6.2 Encourage and support recycling awareness.
- EM 6.3 Promote the creative use of recycled materials.

Objective EM 7: Increase the number of trees and urban forest canopy.

Policies

- EM 7.1 Educate the public about existing resources for purchasing, planting, and maintaining appropriate trees.
- EM 7.2 Provide incentives to property owners to plant trees in the tree lawn and on private property.
- EM 7.3 Plant trees in the public right-of-way in select locations.
- EM 7.4 Maintain the City's status as a Tree City U.S.A. community.

Objective EM 8: Promote energy efficient design, development, and practice.

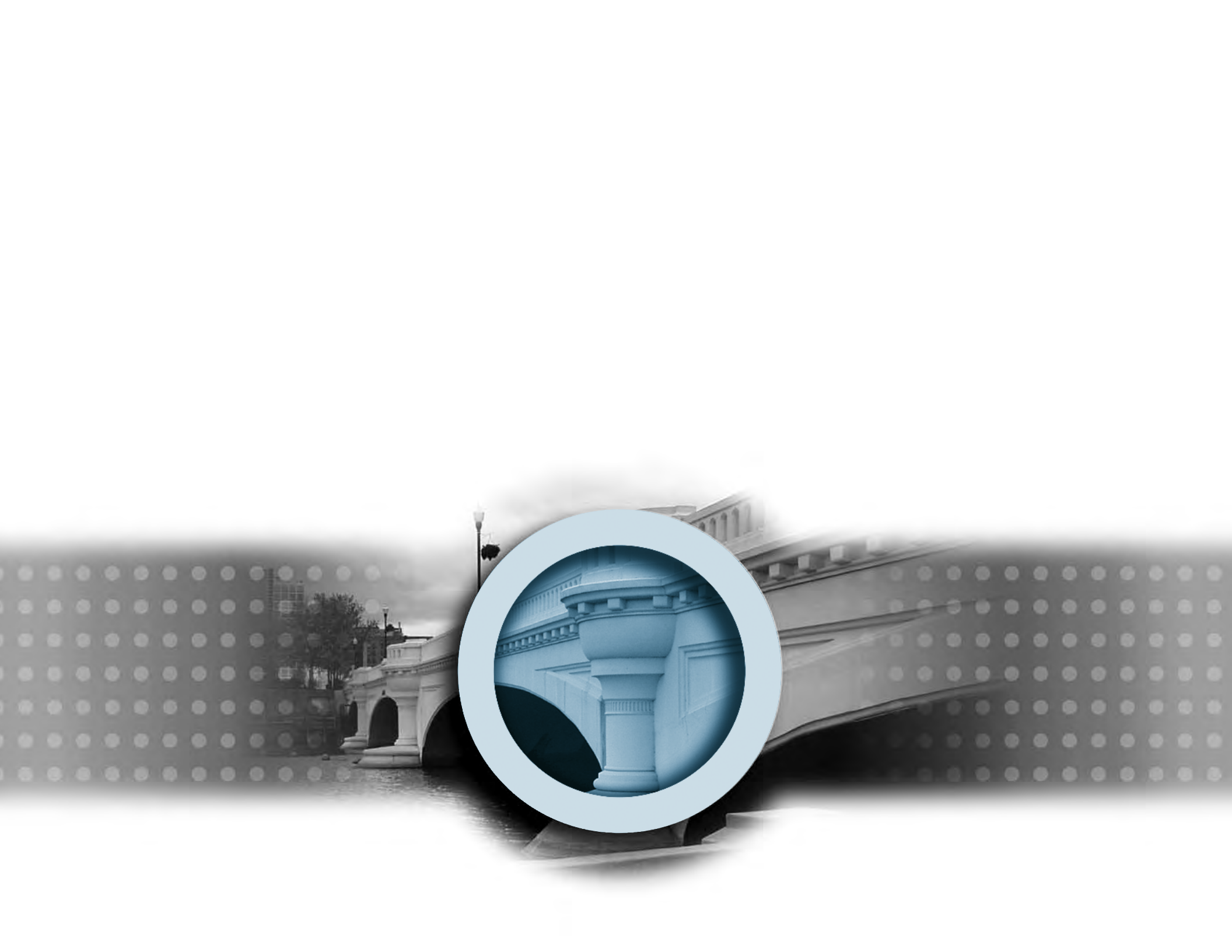
Policies

- EM 8.1 Promote the use of the Leadership in Energy and Environmental Design (LEED) Green Building Rating System in all developments. *(Impact on Natural Environment, p. 158)*
- EM 8.2 Encourage the use of renewable energy technology in all developments.
- EM 8.3 Partner with local utility providers to create and/or develop incentives rewarding energy conservation.
- EM 8.4 Support education programs to raise awareness of alternative energy sources in the community.

Objective EM 9: Improve air quality in the region.

Policies

- EM 9.1 Implement local and regional plans to attain EPA mandated air quality standards. *(Impact on Natural Environment, p. 158)*
- EM 9.2 Promote the use of public transit and other alternative modes of transportation. *(Alternative Modes of Transportation, p. 159)*
- EM 9.3 Partner with local and regional organizations to promote ozone action days.
- EM 9.4 Support environmentally friendly forms of power generation.
- EM 9.5 Support instituting vehicle emissions inspections in St. Joseph County.
- EM 9.6 Encourage the use of alternatives to gas-powered tools.





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Urban Design:

*Envision South Bend in 2025...
We have a built environment
that embraces our
historic heritage while
facilitating progressive design
and land use, utilizing
modern infrastructure.*

Urban design involves the planning and design of the public realm. It includes the aesthetic appeal of an area, the grouping and massing of buildings, and the spaces and landscapes between them. An important aspect of urban design is to evaluate the quality and usefulness of all spaces (public and private) to create a built environment that respects the community's history and cultural heritage. Urban design elements can generally be described at three different scales:

Large scale: Includes general elements such as a city's entire urban form and the networks such as transportation connections that are the foundation of city life.

Medium scale: Includes more specific elements such as building placement in developments, and visual and physical connections in an area.

Small scale: Includes micro elements such as the streetlights, benches, and sidewalk treatments that help enhance the character of a place.

A. URBAN FORM

The city's urban form is generally defined by its public spaces, buildings, and structures: how they are designed, what they look like, and how all of them are connected to each other. Urban density and the use of land (residential, commercial, industrial, or institutional) are also important aspects that make up the urban form of a community. South Bend's setting on the southern bend of the beautiful St. Joseph River establishes the community's urban form. The river, which runs through the heart of downtown, has historically provided the City with a transportation system, a source of power for industry, and opportunities for recreation, economic development, and aesthetic enjoyment.



"Fridays by the Fountain" at the Jon R. Hunt Plaza by the Morris Performing Arts Center in downtown South Bend.



Some elements of good urban spaces: (left to right) water feature, landscaping, seating.

As the city continues to grow and become more urban, preserving the character and identity of its unique spaces becomes an important aspect of City planning. A tool for enhancing the urban fabric of a

community is the use of design guidelines. Effective design guidelines include graphic illustrations and written text that are clear and provide the direction that is needed to reach design solutions in a plan's

LANDSCAPE DESIGN PRINCIPLES



Landscape design is a combination of design principles and elements of art used to create attractive outdoor spaces.

The basic landscape design principles include:

- **Unity:** all parts of the landscape go/belong together. This can generally be accomplished by using mass planting and repetition.
- **Balance:** refers to having an equal balance of visual attraction in the landscape. Symmetrical balance is achieved through both sides of the landscape being mirror images. Asymmetrical balance is not mirror image, but uses elements that help make both sides have equal attraction.
- **Transition:** the gradual change of elements by placement of items with varying textures, forms, or sizes.
- **Focalization:** to direct one's attention or peoples' path to a particular location or element by placement at a vanishing point.
- **Proportion:** refers to the size of components within the design and how they relate to each other and the composite design.
- **Rhythm:** helps to guide the users' eye through the designed space.
- **Repetition:** the repeated use of items with the same color, shape, form, line, and/or texture which can help accomplish rhythm, focalization, and unity.
- **Simplicity:** avoiding the use of unneeded components.

While developing a landscape design, the existing environment, built and natural, should be considered, including existing plants, natural factors and features, land form, neighboring structures and their elements, and needs/activities of the area.

policies. Design guidelines can help create an attractive and efficient city and respect the historic, urban form of the community.

Design Quality

High-quality design in buildings as well as the city's urban streetscape can promote a strong sense of identity and pride in its residents. The use of appropriate urban design elements such as water,

landscaping, and adequate seating enhance the appeal of a public space. Policies in *City Plan* can help create the attractive, urban character that the community desires. Urban design policies can maintain and strengthen the urban fabric of the city's older, established neighborhoods and encourage the city's commercial and mixed-use centers to attract more people.

B. DOWNTOWN AND SURROUNDING NEIGHBORHOODS

South Bend's downtown, the prime location for retail for several decades in the 20th century, remains the urban core of the entire region. It provides higher-density, specialized commercial, office, and some residential land uses. The downtown and its surrounding neighborhoods are the densest parts of the city followed by medium- and lower-density development toward the city fringes. Most of the neighborhoods around the downtown were developed prior to World War II, which is visible from the architectural style of the buildings and grid pattern of the streets. Housing is maintained at various levels in these neighborhoods: the homes in historic districts and areas with strong neighborhood organizations tend to be better maintained.

Urban renewal strategies in the 1970s resulted in the demolition of many downtown buildings with architectural and historical significance. Many of the sites, initially converted to surface parking lots, have continued in that use in part due to a slow real estate market and an increased need for inexpensive parking in the downtown. In recent years, efforts to revitalize the downtown have encouraged more businesses, restaurants, and supporting amenities to locate there. There is continued interest from residents to see human-scale and pedestrian-oriented development in the downtown area. A recurring theme in various community meetings during the *City Plan* process was the need to encourage more residential uses in the downtown through mixed-use development, with retail on the first floor and residential above.



Surface parking lots reduce urban density.

National case studies suggest that specialty retail and residential uses help maintain an urban character in the downtown. Additionally, by developing parking wherever possible on the interior of blocks surrounded by ground floor developments creates interest and excitement for pedestrians. Less surface parking and more landscaping requirements to screen parking lots can create a more pleasant atmosphere for the users and pedestrians.

C. GATHERING PLACES

Public places have traditionally served as gathering places, where people come to express themselves or engage in conversation with others. Cities have various public and semipublic gathering places where users can experience a sense of community. The best public gathering spaces are those where people of various ages and backgrounds engage in a variety of activities such as talking, playing, people watching, or performing.

Streets, parks, plazas, and squares are some examples of public gathering spaces where people of diverse



Downtown gathering space: KeyBank Red Table Plaza.

cultures and backgrounds mingle together. They serve as venues for cultural events, parades, and performances. Maintaining these public spaces is vital for every community in order to continue the encouragement of social interaction between various groups.

The built environment around every public gathering place plays an important role in its success. The presence of adequate seating such as benches and chairs is an amenity that enhances the experience of users in the space. Trees provide shade during warm, summer days. Other amenities of the built environment include water features such as fountains that draw people to the public space.

During the *City Plan* process, participants consistently discussed the loss of public space in the community. Giving prominence to the creation and design of public spaces will help create a more vibrant city. The design of public gathering spaces is an important aspect of urban design and will need to be an integral part of new developments in the community.

PEDESTRIAN-FRIENDLY DESIGN



To provide a safe and friendly environment for pedestrians, there are many factors that must be considered. The following are some key design elements which create an environment that encourages people to walk:

- Buildings close to the street.
- Tree-lined streets.
- Human-scale signage.
- On-street parking which provides a buffer between pedestrians and traffic.
- Decreased number of approaches by placing garages and parking in rear of buildings with access from the side street—this reduces the risk of pedestrians being struck by a vehicle.
- Narrow streets—helps to slow vehicles.
- Slow traffic speed on streets.
- Pedestrian crosswalks.
- Sidewalks.

Pedestrian-friendly environments promote the use of walking as an alternative mode of transportation which also reduces traffic congestion. Since walking is a physically and mentally healthy activity, this environment contributes to and promotes a healthy lifestyle. Also, pedestrian-friendly environments make people feel comfortable walking and provide social and recreational opportunities.



D. LANDMARKS AND HISTORIC PRESERVATION

Landmarks are structures that are easily recognizable and create visual reference points for people in the community. Landmarks, which enhance the identity of a community, are often points of historic or cultural interest, such as civic buildings, churches, monuments, or any building with a distinctive design, height, or siting that sets it apart from its surroundings. Some prominent downtown landmarks include: the JMS Building, St. Joseph County Courthouse, College Football Hall of Fame, Morris Performing Arts Center, and the Century Center.

Historic preservation is the process of preserving part of a community, from an individual building or part of a building to a whole neighborhood, because of its historic importance. Preserving buildings, structures, and neighborhoods enhances the unique character of a place and maintains the historic built environment. Preservation also helps maintain identity and educates people about a community's history. Many communities use historic preservation as an economic revitalization tool. The Historic Preservation Commission of South Bend and St. Joseph County and the Historic Landmarks Foundation are active and devoted to this purpose.



Some prominent downtown landmarks: above: the College Football Hall of Fame and the Knute Rockne Plaza;

left: Historic St. Joseph County Courthouse built in the 1890s;



right: Violin Woman, by sculptor Tuck Langland, at the Jon R. Hunt Plaza.

The community desires development that sensitively preserves historic structures and the adaptive reuse of historic buildings, in the downtown and throughout the city. The beautifully restored Morris Performing Arts Center and Palais Royale are examples of successful renovation work that helped catalyze development in the area. The renovated State Theater façade further south on Michigan Street



Far left: Lobby of the Morris Performing Arts Center—Built in 1921 in Spanish Renaissance style, the Morris was reopened in 2000 following years of detailed restoration work.

Top left: Remedy Building—Built in the 1890s for the South Bend Remedy Company, moved and restored in 2002-03, now the offices of Historic Landmark Foundation.

Bottom left: Tippecanoe Place—Built for the Studebaker family in 1889, declared a historic landmark in 1978 and converted to an upscale restaurant.



combines the old and the new to support a pedestrian-friendly corridor of rehabilitated buildings and new developments.

E. PHYSICAL AND VISUAL CONNECTIONS

The protection of identified views and vistas are important urban design elements that help maintain the character of a city. Enhancing physical and visual connections requires that buildings be designed and placed in relation to existing street patterns and respect the urban fabric of an area. The preservation of features that create visual connections helps create a sense of place and strengthens community identity.



Central High School Apartments in downtown South Bend and surrounding neighborhoods to the northwest.

To achieve the community's Vision . . .

The urban fabric of the city's older, established neighborhoods will need to be strengthened. The City will need to encourage more pedestrian oriented mixed-use development in the downtown. The character of the community's entryways and corridors will have to be made more attractive and inviting.

Designated historic buildings and other significant structures in the city will need to be preserved and maintained in productive use as an integral element of the community's identity.

The City will need to purposefully improve the aesthetic appeal of the built environment and ensure that pleasing visual sightlines such as vistas are preserved and enhanced. The design of public gathering spaces will need to be an integral part of new developments in the community.

The character of major arterials can leave a significant impression on visitors traveling through or into the city, and those in South Bend are in need of improvement. These arterials establish an image of the community. Improving the primary gateways into South Bend has been an important part of the City's Commercial Corridor Program that began in 1998. The City has partnered with businesses and neighborhood organizations to enhance several of these important and distinct commercial corridors.

Participants in the planning process expressed the need to preserve sight lines and views to prominent landmarks, and to create aesthetically pleasing public and private spaces. Participants encouraged the City to enhance major arterial streets to stimulate business activity, increase the aesthetic driving or walking experience, and announce to visitors when they are entering and leaving the downtown.

F. GOAL

Promote an attractive and aesthetically pleasing public realm that preserves and enhances the city's history and built environment.

OBJECTIVES AND POLICIES

Objective UD 1: Enhance the aesthetic appeal of the built environment.

Policies

- UD 1.1 Require developments to utilize design techniques that create an attractive, urban character for the Central Business District, corridors, and commercial areas.
(Neighborhood and Urban Character, p. 155)
- UD 1.2 Promote landscaped spaces of various types and sizes for social interaction throughout the community.
- UD 1.3 Incorporate the principles of landscape design in all developments, public spaces, and rights-of-way.
(Neighborhood and Urban Character, p. 155)
- UD 1.4 Encourage attractive and architecturally appealing designs for buildings to create distinctive, visual reference points in the community.
- UD 1.5 Require aesthetically pleasing parking facilities.
- UD 1.6 Respect the scale, design, and aesthetic quality of established neighborhoods when undertaking infill development projects.
(Neighborhood and Urban Character, p. 155)
- UD 1.7 Promote urban design elements in new developments that are appropriately scaled and conducive to pedestrians, including pedestrian safety considerations.
- UD 1.8 Include design guidelines in area-specific plans that address urban design issues.
(Neighborhood and Urban Character, p. 155)

Objective UD 2: Preserve and enhance designated historic buildings and other structures in the city.

Policies

- UD 2.1 Provide incentives to preserve historic buildings in the city.
- UD 2.2 Pursue alternative sources of funding for historic preservation initiatives.
- UD 2.3 Encourage the salvage of significant features from buildings that are beyond repair.
- UD 2.4 Establish guidelines that determine the feasibility of preserving buildings and structures. *(Development Process, p. 154)*
- UD 2.5 Assist neighborhoods and other potential historic districts identify, recognize, and highlight their historic heritage.
(Community Planning, p. 161)
- UD 2.6 Support programs to improve and renovate building façades and exteriors.

Objective UD 3: Preserve, enhance, and create aesthetically pleasing visual and physical connections.

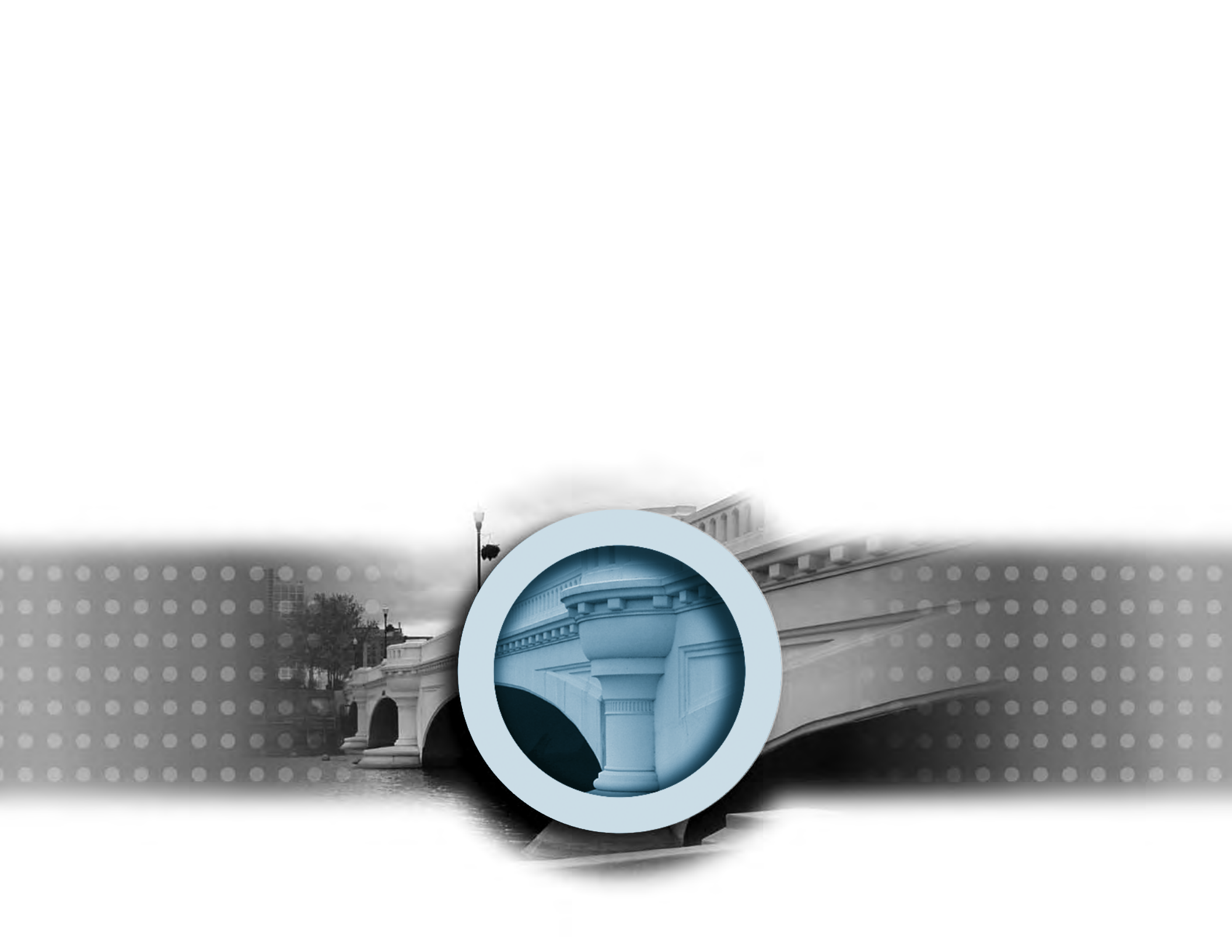
Policies

- UD 3.1 Ensure that area-specific plans address access to, and visual connections among, natural features, landmarks, parks, and significant structures in the city.
(Neighborhood and Urban Character, p. 155)
- UD 3.2 Incorporate existing vistas and visual connections in new developments and create opportunities for new ones in future development. *(Municipal Code, p. 154)*
- UD 3.3 Preserve pedestrian access and visual connections to the St. Joseph River.
(Municipal Code, p. 154)
- UD 3.4 Require that all developments in the city satisfy baseline urban design criteria established for the neighborhood or area.
(Neighborhood and Urban Character, p. 155)

Objective UD 4: Improve the character of the community's entryways and corridors.

Policies

- UD 4.1 Include landscape and urban design principles in plans and design guidelines for corridors.
(Neighborhood and Urban Character, p. 155)
- UD 4.2 Establish attractive gateways at key entry points into the city and ensure aesthetically pleasing street amenities along those corridors.
- UD 4.3 Encourage special streetscape design for designated intersections that create entry points into the city.
- UD 4.4 Promote more mixed-use developments along the corridors.





The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Community Building:

Envision South Bend in 2025... Our city government dedicates itself to civic engagement with open, effective dialogue among citizens and governing bodies. We enjoy a high quality of life enriched through our achievements of ethnic and racial harmony, volunteerism, philanthropy, and just and equal access to economic and social opportunities.

**COMMUNITY
BUILDING**

10

Community building is a process that aims to improve a community's quality of life. Community building strengthens the capacity of residents, neighborhood associations, and community organizations to identify opportunities and priorities that facilitate positive change. Collaboration and communication are essential to this ongoing process.

The development of community identity is both a component, and a result, of community building. Ultimately, the goals of community building are to enrich the civic life of the community, nurture strong, vibrant neighborhoods, and encourage bridge building between and among diverse social and economic groups.

A. NEIGHBORHOOD-BASED ORGANIZATIONS

There has been considerable attention paid nationally to the importance of "social capital" since Robert Putnam's book *Bowling Alone: The Collapse and Revival of American Community* was published in 2000. Social capital is the feeling of trust and reciprocity that binds people to one another and is facilitated by formal and informal relationships or networks. A neighborhood-based organization is one example of a formal social network. In 2005, there were 33 neighborhood-based organizations, varying in levels of sophistication, within South Bend. There is a long tradition in the community of groups forming to revitalize a neighborhood or to address a specific neighborhood or citywide need. In fact, some neighborhoods have more than one organization.



Residents and city officials discuss "solutions" in a Phase II City Plan meeting in June 2005.

Neighborhood-based organizations are a productive way that residents of the city direct their civic-mindedness. City government has encouraged this civic-mindedness by supporting organizations such as the Neighborhood Resources Corporation that provides neighborhood-based organizations with training and helps build neighborhood capacity. Through neighborhood planning, local government receives organized input from residents and businesses about their interests and desires for the area. Neighborhood planning develops the capacity for civic engagement of the residents and businesses and provides opportunities for them to become acquainted with each other and local government. Through planning, the knowledge and experience—that is, capacity—of residents,

businesses, and neighborhood-based organizations are developed, partnerships are established, new leadership is developed, and the desires of the area are formalized in a plan for the future of that



Residents consider options at their neighborhood meeting.

area. Plan implementation is accomplished using a combination of City, federal, and state funds, and grants from private sources.

Throughout the planning process, participants expressed their desire to see productive partnering between local government and the community in a variety of ways, neighborhood planning being only one.



Citizens learn about government operations at a Local Government Academy class.

B. PUBLIC PARTICIPATION IN LOCAL GOVERNMENT AFFAIRS

As with many cities throughout the United States, the number of people who vote has declined in South Bend. Few people attend meetings of the locally elected Public School Board. Positions on South Bend Common Council subcommittees reserved for citizen participants often go unfilled. Public apathy and sometimes even alienation are national challenges faced by local governments. However, these problems are not inevitable.

Aristotle said that we are political beings, and that a part of us emerges only to the extent that we participate in public life. Participants in the planning process expressed the desire to foster a culture of inclusiveness, to encourage residents to participate in important decisions that affect the life of their community by creating processes that go beyond one person, one vote. Public participation builds civic-mindedness, reduces alienation, and strengthens social stability. Participants said they would like to see more of what City government already does through participatory programs, such as the decision making residents and businesses take on in some neighborhoods, commercial corridors, and in the downtown through City-supported revitalization efforts. Expanding these partnerships will help foster a vibrant civic culture.

C. RACIAL/ETHNIC CHALLENGES

South Bend has always been a community of immigrants. From the middle of the 19th century through the middle of the 20th, immigrants from Central and Western Europe, Ireland, and England came to South Bend to work in its factories. South Bend's African American population grew rapidly after World War II, when African Americans from the American South provided the next wave of new arrivals. Hispanics are the most recent members to join the South Bend community, along with Asians from India and China, among other places in the Far East.

Demographic change can generate tension from time to time in any community. Population projections for South Bend anticipate continued growth over the planning period in the Hispanic,



Martin Luther King, Jr. Day march in downtown South Bend.



People gather at Jon R. Hunt Plaza to listen to speakers on immigration reform.

African American, and Asian communities. Accompanying growth in the minority population is an anticipated decline in the percentage of Caucasians: by 2025, the Caucasian proportion of South Bend's population is projected to drop to around 60 percent.

Participants in the planning process encouraged the community to celebrate this diversity and support interaction and collaboration among different ethnic and racial groups. Improved communication between local government and the general public will encourage greater participation of South Bend's

residents in government decision making. Improved communication and collaboration between the police department and the public can foster excellent police/community relations and assist with the prevention and detection of crime.

D. AREAS OF CONCENTRATED POVERTY

Some areas in the city have experienced significant physical deterioration over the past few decades, with dilapidated or abandoned housing, vacant commercial structures, unkempt yards, and vacant, overgrown lots. In some of these areas, those with financial means have moved out, leaving the poorest behind. Areas of concentrated poverty do not provide an encouraging environment for those who live there. These areas are sometimes perceived, deservedly or not, in ways that tend to cast the entire city in a negative light.

Scholars have described concentrated poverty as those areas where more than 40 percent of the residents live below the federal poverty line. In the 2000 census, there were six census block groups in South Bend, encompassing approximately 100 city blocks, where 48 percent of the residents (1,376 of 2,839) lived in poverty. These four areas are primarily located immediately south and west of the downtown. The poverty rate citywide in 2000 was approximately 17 percent.

Concentrated poverty is a complex issue confronting many urban areas. A holistic approach—coordinating economic development, workforce development, health and safety initiatives, and the provision of social services—offers the best prospect for success.

POVERTY IN SOUTH BEND

The number of South Bend residents living below the poverty line shows a long-term upward trend. The 1970 census showed 11,755 city residents, or 9.4% of the population, living in poverty. In 2000, nearly 17,500 residents, or 16.7% of the population, lived below the poverty line.

Poverty is becoming increasingly concentrated within the city limits. While the population of St. Joseph County as a whole living in poverty has slowly increased from 8.5% in 1970 to 10.4% in 2000, the percentage of St. Joseph County residents outside of South Bend who live in poverty has consistently declined. In 1970, 7.5% of county residents not living within South Bend were below the poverty level; in 2000, this figure had declined to 5.9%. The City of South Bend had only slightly more than its fair share of residents living below the poverty level in 1970. In that year, South Bend accounted for 52% of the county's total population and 58% of the county's population living in poverty. However, in 2000, South Bend accounted for only 41% of the county's total population but 67% of the county's population living in poverty.

Year	1970	1980	1990	2000
City of South Bend				
Population Below Poverty Level	11,755	13,044	14,854	17,452
% of Population Below Poverty Level	9.4	12.1	14.4	16.7
St. Joseph County, excluding South Bend				
Population Below Poverty Level	8,621	8,370	7,794	8,774
% of Population Below Poverty Level	7.5	6.8	5.9	5.9
South Bend's Share of County Population Below Poverty Level				
South Bend's Share of County Population	52.0	46.7	44.1	41.4

Note: Poverty status determined for year prior to Census; percentage of population below poverty level is figured on universe for whom poverty status is determined, not on total population

Source: U. S. Census Bureau

E. CRIME

Extensive research continues to be conducted on the causes of crime and how best to address those causes. Some researchers believe that crime cannot be understood without having accurate knowledge of the full context—demographic, economic, geographic, and social—in which it occurs. Alternatively, others focus on the opportunities for crime in an area, as shaped by residents' daily activities. This view concentrates on the

convergence of three key elements necessary for a criminal event to take place: motivated offenders, suitable targets, and the absence of someone able to prevent it.

Although these two perspectives are related, an important distinction can be made between them. The first approach focuses on the ability or inability of residents in an area (for example,

TABLE 10.1: Crime Rates in South Bend: 1995-2004

Year	Index offense rate* Totals	Violent Crime Rate					Property Crime Rate			
		Total	Murder	Rape	Robbery	Aggravated assault	Total	Burglary	Larceny	Motor vehicle theft
1995	9,444.0	924.3	24.5	81.1	366.9	451.8	8,519.7	2,269.3	5,583.6	666.8
1996	10,140.6	957.6	20.6	87.1	479.8	370.1	9,183.0	2,698.7	5,795.6	688.7
1997	9,326.3	822.3	15.9	66.3	348.1	392.0	8,504.0	2,142.1	5,697.3	664.6
1998	8,901.4	761.3	13.6	70.9	348.6	328.2	8,140.1	2,005.9	5,400.2	734.0
1999	8,806.5	782.9	17.0	75.9	356.5	333.5	8,023.6	2,254.5	5,052.2	716.9
2000	7,882.1	739.4	11.1	63.1	360.0	305.2	7,142.7	1,790.5	4,684.2	668.0
2001	8,548.4	832.2	19.7	73.1	456.4	283.0	7,716.2	1,810.5	5,250.7	655.0
2002	7,720.1	771.7	18.8	87.5	333.2	332.2	6,948.4	1,718.5	4,689.7	540.2
2003	7,214.3	727.7	15.2	73.9	307.0	331.6	6,486.6	1,625.9	4,354.7	506.0
2004	6,946.2	722.0	9.5	67.3	325.9	319.3	6,224.2	1,473.4	4,240.1	510.7
% change 1995-2004	-26.45	-21.89	-61.22	-17.02	-11.17	-29.33	-26.94	-35.07	-24.06	-23.41

Source: 1996-2002: U.S. Department of Justice, Bureau of Justice Statistics, Data online.
 Source: 2003-2004: South Bend Police Department, memo from Chief Fautz to Board of Public Safety, January 7, 2005.
 * Crime rate per 100,000 population. Population source: U.S. Census. Estimates used for 2001-2004.

a neighborhood) to work together to achieve a common goal, like reducing predatory crime. By contrast, the second approach focuses on residents’ daily activities to see how those activities create opportunities for crime. The first considers community explanations for crime; the second focuses on individual offenders and victims.

The crime rate in South Bend dropped more than 26 percent in the ten-year period 1995–2004 (See Table 10.1). Despite that significant improvement, people are still concerned about crime in their neighborhoods and in the downtown.

While it may not be possible to eliminate crime completely, it is reasonable to believe that crime and the fear of crime can be reduced and controlled. Community Oriented Policing Strategies (COPS) offer an excellent approach. COPS provide ways the police department can work with the community as a partner to help intervene with those who are at risk of deviant behavior, build social ties between police officers and neighborhood organizations, and train residents and businesses how to anticipate the possibility of crime and eliminate or reduce the opportunity for it to occur.

F. EX-OFFENDERS

Approximately 630,000 offenders nationwide are released from prison every year. Fewer than half of all released offenders stay out of trouble for at least three years after their release from prison, and many of these offenders commit serious and/or violent offenses while under parole supervision.

There were 246 adult ex-offenders on parole who moved back to South Bend in 2003, a fairly constant number according to the DuComb Community Corrections Center in South Bend. Many ex-offenders have little or no family network to assist them in making the transition back into society. Felony records make finding employment a serious challenge, particularly when accompanied by a lack of job skills. In addition, many lack basic life skills, such as parenting and conflict resolution.

It benefits both the ex-offender and the entire community to provide a smooth transition from prison back into society by helping ex-offenders become productive, positive members of the community. Collaboration between local and state governments and the agencies providing transition services is essential. Collaboration can help establish continuity for prisoners between their prison programs and activities, their reentry plans, and the type of supervision and services they will receive once released.

Examples of successful program elements developed in other communities include institution-based readiness programs, institutional and community assessment centers, reentry courts,



WEED & SEED

Weed & Seed is a collaborative effort by the United States Department of Justice, the State of Indiana, the City of South Bend, the St. Joseph County Prosecutor's office, and the South Bend Police Department to reduce crime and drug trafficking in designated neighborhoods by developing broad economic and social opportunities with federal, state, and local agencies, as well as private organizations and community groups.

Weeding

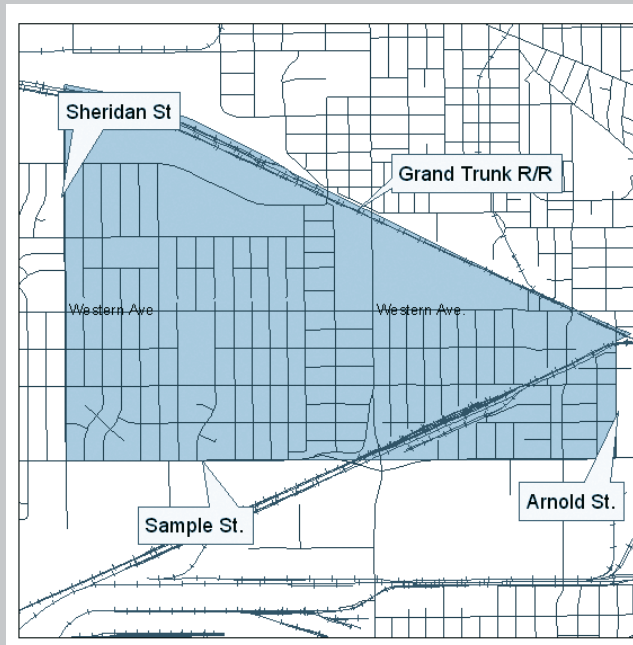
- **Law Enforcement:** Utilizing Weed & Seed funds for extra law enforcement to reduce crimes such as homicide, drug sales, prostitution, burglary, and theft.
- **Community Policing:** Police and community residents working together to prevent crime and increase safety in the neighborhoods.

Seeding

- **Prevention, Intervention, and Treatment:** Providing Safe Havens, locations that are secure against crime and illegal activity, and offer services for residents and opportunities for youth to be productive, successful, and enhance skills.
- **Neighborhood Restoration:** Working to improve the neighborhoods through cleaning vacant lots, repairing curbs and sidewalks, increasing owner-occupied housing, and increasing community involvement.



Top to bottom: Weed & Seed volunteers at a neighborhood cleanup event. Weed & Seed youth at an after-school program.



Map of South Bend's Weed & Seed Neighborhood, 2006.

supervised or electronically monitored boarding houses, mentoring programs, and community corrections centers.

G. OPPORTUNITIES FOR YOUTH

South Bend's young people are one of the community's most valuable resources. To help young people reach their full potential, it is important to identify needs, focus on long-term solutions, and develop policies. The issues confronting youth are also issues confronting families, so solutions must include support for families.

The 2000 census indicated that 42 percent of all youth aged 6–17 lived in single-parent households; more than 21 percent of all South Bend's youth aged 6-17 lived in poverty. According to the St. Joseph County Health Department, the percentage of pregnant women with no or inadequate prenatal care increased from 6.8 percent to 14.8 percent over the 2001–2003 period.

There are numerous agencies that provide services to youth. However, existing needs strain the resources of parents, the school system, and the network of agencies and institutions that serve youth. The planning process identified the following key areas requiring attention:

High School Graduation

Keeping young people in school is an absolute necessity for a growing economy, regardless of the young person's career aspirations. For a young person, high school graduation needs to be seen as fundamental to fulfilling potentials at all

THE CITY PLAN SONG



5th grade students perform the City Plan song.

Public participation, critical to the success of *City Plan*, is an important component of community building. Cindy Berryman, the music teacher at St. Joseph Grade School in South Bend, recognized the process' educational opportunities and incorporated *City Plan* into her 5th grade music class. She assigned her students to write a song and melody conveying their hopes for South Bend. Ms. Berryman and her class accepted an invitation to perform the song at one of the visioning sessions in November 2003. The performance helped attract the largest number of participants of all the Phase I meetings and the refrain became the unofficial song for the planning process:

*Let's make South Bend a better place
For all of us to work and play.
We want to help make a plan
So we can grow in every way.*



The St. Joseph River flowing through downtown South Bend.

levels, whether immediate employment or higher education. (See also *Education and Arts and Culture chapters*.)

Jobs/Job Training

Connecting young people to employment and/or training opportunities is beneficial to both the individual and the community. Government, businesses, nonprofit organizations, and educational institutions, working together, can provide these opportunities. (See also *Economic Development chapter*.)

After-School Activities

After-school programs provide educational, social, and physical activities in adult-supervised, nurturing environments. These activities offer constructive alternatives for youth, while providing positive role models. (See also *Education chapter*.)

Family Support

Coordination of services and programs is critical to providing a framework of community support to ensure a family environment that is conducive to nurturing children into responsible adults. (See also *Education chapter*.)

Civic Engagement

To nurture future leaders, government, in collaboration with the community, can support ways to engage youth in civic activities, and help them learn how government works, how decisions are made, and the value of public involvement.

H. THE IDENTITY OF SOUTH BEND

A community's identity is based largely on the physical environment and how it is perceived by residents and visitors. The appearance of a community can contribute positively or negatively

to the community's sense of pride, welcome or discourage visitors, and establish or detract from one's sense of place. Understanding how the physical (built and natural) elements of the community are perceived is critical to establishing strategies directed toward preserving and enhancing assets, or eliminating or reducing the negative impact of undesirable features.

The industrial transformation that lasted from the 1950s through the 1970s has challenged South Bend's identity. Largely a blue-collar community for most of its history, the local economy has become far more diverse and complex. These economic and accompanying physical changes, combined with the community's current racial, ethnic, and religious diversity, presents a very different physical and cultural picture than what was seen 40 years ago. Updating the community's image and identity to reflect the current reality will require communitywide commitment and collaboration.

Throughout the planning process, the community highlighted several strengths with which the city can develop a 21st century identity. Some of these include the St. Joseph River; the city's historic districts and outstanding architecture; the downtown; regional attractions such as museums, performance venues, restaurants, and tourist attractions; the parks system; and historic landmarks and the creative reuse of buildings. These are the physical features which can be used to develop an identity that honors the city's history, celebrates and promotes the community's diverse cultural heritages, and supports economic development. Participants in the *City Plan* process looked forward to significant development that reinforces the unique character of the community rather than promoting generic development that could be found in any city, anywhere.

To achieve the community's Vision . . .

The City will need to strengthen partnerships with the community, promote diversity and inclusiveness, and increase public participation in local government affairs.

Communication and collaboration between the South Bend Police Department and the general public will need to be improved and the citywide crime rate reduced. Ex-offenders reentering society will need assistance to become productive participants in the life of the community.

The City's approach to addressing issues of concentrated poverty should be holistic, coordinating economic development, workforce development, health and safety initiatives, and the provision of social services.

The entire community will need to work together to strengthen families as a means of addressing issues confronting youth.

The community's image and identity should reflect current realities. To establish that identity will require communitywide commitment and collaboration.

F. GOAL

Attain a vibrant, inclusive community that achieves ethnic and racial harmony, provides equal access to economic and social opportunities, and encourages civic engagement.

Objective CB 1: Increase public participation in local government affairs.

Policies

- CB 1.1 Ensure methods for wide community input in major City initiatives. *(Public Outreach, p. 153)*
- CB 1.2 Provide educational opportunities on the administration of local government.
- CB 1.3 Promote the positive results of civic awareness and involvement. *(Volunteering, p. 153)*
- CB 1.4 Provide opportunities for community input through the City's Web site. *(Public Outreach, p. 153)*
- CB 1.5 Ensure collaboration with businesses, community, faith-based, and civic and neighborhood organizations on the development and implementation of area-specific plans. *(Public Outreach, p. 153)*
- CB 1.6 Provide a variety of internships and other learning opportunities in City government.
- CB 1.7 Engage youth to become aware of and involved in local government affairs. *(Involvement in Local Government, p. 152)*
- CB 1.8 Encourage active participation from people of all races, ethnicities, ages, and socio-economic groups in local governance. *(Public Outreach, p. 153)*
- CB 1.9 Support efforts that increase the administrative and organizational capacity of neighborhood-based organizations. *(Volunteering, p. 153)*

Objective CB 2: Promote diversity and inclusiveness in the community.

Policies

- CB 2.1 Support the celebration of all racial and ethnic heritages.
- CB 2.2 Promote early and continued education of youth on the value of cultural and racial diversity. *(Ethnic/Racial Diversity, p. 159)*
- CB 2.3 Facilitate cooperation among all races, ethnicities, and socio-economic groups. *(Ethnic/Racial Diversity, p. 159)*
- CB 2.4 Support the expansion of public service and volunteer opportunities for people of all ages. *(Volunteering, p. 153)*
- CB 2.5 Employ a racially and culturally diverse City workforce. *(Recruiting a Diverse Workforce, p. 149)*

Objective CB 3: Improve communication and collaboration between public safety officials and the general public.

Policies

- CB 3.1 Expand recruiting efforts to increase the number of minority public safety officers hired. *(Recruiting a Diverse Workforce, p. 149)*
- CB 3.2 Support citizen police academies.
- CB 3.3 Ensure continuous training of police officers to educate them on the best possible response to all types of service calls.
- CB 3.4 Encourage collaborative efforts between police officers and civilians on community projects.

Objective CB 4: Address the physical and social condition of the areas with the greatest concentration of poverty.

Policies

- CB 4.1 Assist in coordinating the efforts of social service agencies to identify and address residents' basic needs.
- CB 4.2 Promote awareness of the Earned Income Tax Credit (EITC).
(Opportunities for Low-Income Residents, p. 159)
- CB 4.3 Support programs that manage Individual Development Accounts (IDAs) to assist income-eligible residents accumulate assets.
- CB 4.4 Support financial education classes for adults and youth.
- CB 4.5 Pursue nongovernmental funding sources for local community and economic development efforts.
- CB 4.6 Encourage home rehabilitation in targeted neighborhoods.
- CB 4.7 Ensure code, building, and environmental ordinances are enforced in a consistent and timely manner.
- CB 4.8 Support homeownership programs and initiatives.
- CB 4.9 Evaluate regularly the effectiveness of City-supported programs that address poverty-related issues.
(Anti-Poverty Program Assessment, p. 161)

Objective CB 5: Reduce the crime rate in South Bend.

Policies

- CB 5.1 Research and implement innovative policing techniques and programs.
- CB 5.2 Promote neighborhood-based crime prevention programs.
- CB 5.3 Assist residents and businesses to identify the various crime risks they are exposed to and recommend crime prevention techniques to remove or reduce those risks.
- CB 5.4 Partner with the retail community to implement programs that enhance the personal security of shoppers.
- CB 5.5 Educate the public on their role in preventing crime.

Objective CB 6: Assist ex-offenders to reenter society effectively.

Policies

- CB 6.1 Support efforts to establish programs that provide safe, structured, and supervised environments teaching basic life skills for ex-offenders.
- CB 6.2 Partner with technical schools, institutions of higher education, nonprofit service providers, and government entities to develop and deliver job training programs for ex-offenders.
- CB 6.3 Support the efforts of community- and faith-based organizations providing mentoring and transitional services for ex-offenders.
- CB 6.4 Encourage continuity between institutional programs and activities, offenders' reentry plans, and the supervision and services they receive once released.

Objective CB 7: Enhance South Bend's identity.

Policies

- CB 7.1 Promote and build upon local assets and cultural and ethnic traditions.
(Community Assets, p. 147)
- CB 7.2 Support the celebration of the community's history and diverse cultural heritages.
(Community Assets, p. 147)
- CB 7.3 Preserve and enhance historically and culturally significant community assets.
(Community Assets, p. 147)



The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Arts and Culture:

*Envision South Bend in 2025...
We have a dynamic downtown that is a hub for housing, commerce and government, and a regional destination for culture, arts, and entertainment.*

ARTS AND CULTURE



Culture is often defined as the sum total of the ways of life of a people, including traditions, customs, and the means by which a people order and interpret their world. Different artistic activities—writing, painting, dancing, theater, etc.—are primary methods people use to interpret the world. Culture is passed on to others primarily through formal education, museums, the arts, media, and personal interactions between individuals and generations. South Bend is rich with the diverse cultures of its people.

There is a relationship between the arts, cultural activities, and community well-being. Art and cultural activities provide multiple benefits to both individuals and the community. Individuals benefit emotionally and intellectually when they participate in the arts, either as performers or viewers, and this participation strengthens the community as well. For example, the personal benefit of increased understanding of other viewpoints translates into the public benefit of increased tolerance, an important community value in our pluralistic democracy. The public can take full advantage of this beneficial impact by integrating arts and culture into the educational system, community celebrations, neighborhood life, urban design, commerce and tourism, and public-sector institutions. The roles art and culture play in the economic and social life of our city needs to be developed as fully as possible.

Art and culture are not capable of achieving these positive benefits on their own. In 2005, researchers at the RAND Corporation published a national study funded by the Wallace Foundation, titled *Gifts of the*



Local artist conducting a pottery workshop for children during ArtBeat, 2005 .

Muse, on the positive personal and social roles the arts play. In the study the authors stated: “After all, the existence of works of art alone does not make for a vital arts culture: it is the interplay between artistic creation, aesthetic enjoyment, and public discourse about art that creates and maintains such a culture. The goal of public policy should be to bring as many people as possible into engagement with their culture through meaningful experience of the arts.”

A. THE BENEFIT OF THE ARTS

In the *Gifts of the Muse*, the authors identify three primary benefits resulting from positive experiences with the arts.

1. Participating in arts and cultural experiences provides personal pleasure and promotes an individual’s intellectual, emotional, and social development.
2. This type of personal development provides clear public benefits. For example, arts experiences nurture greater receptivity to new perspectives, which, in turn, can foster tolerance. This clearly benefits a diverse society that advocates pluralism, free speech, and freedom of religion.
3. Public benefits which accrue to a community that values art and culture range from economic growth to nurturing a community of shared values, shared challenges, and equal opportunities.

CELEBRATING CULTURAL DIVERSITY

Cultural diversity can be the catalyst for positive change, engaging all ages and communities. This diversity can be embraced while building trust and understanding and can act as the economic engine that drives municipalities toward growth and prosperity.



Martin Luther King, Jr. Day celebration at the Century Center, downtown South Bend.

The recognition and coexistence of a variety of cultural assets are imperative for the growth and economic development of our communities and should be woven into the

planning and/or redevelopment process. As the diversity of our communities increases, there must be a greater focus on community cultural planning that includes reconsideration of cultural audiences and strengthening infrastructure to assist the cultural sector. Growth and action toward understanding cultural diversity has extraordinary advantages. Implementing inclusive, comprehensive initiatives that raise visibility and promote cultural recognition and diversity can foster the economic development of our communities.



Cinco de Mayo celebration at Howard Park, South Bend.

B. INTEGRATING THE ARTS INTO THE COMMUNITY

Socially: Diversity as Cultural Asset

The population of South Bend has become much more diverse over the last 20 years, and demographic projections suggest that that diversity will grow over the next 20. (See *Local Context chapter, Demographic Information.*) This demographic, religious, and cultural variety offers the community vitality and possibility. Cultural organizations and venues, such as museums and festivals, offer the means for celebrating this diversity, encouraging cross-cultural understanding through education, and providing opportunities for employment and economic development.

Participants in the *City Plan* process encouraged embracing this diversity through City support of cultural events, programs, and other initiatives, particularly those events involving collaboration between artists of different cultures. Businesses and neighborhood organizations were also encouraged to work together using the arts as a neighborhood revitalization and economic development tool.

Economically: Art and Culture as Economic Generators

The creative industries are a growth sector in the economy. Americans for the Arts reported in *Creative Industries 2005*, that nationally in 2003-2004 businesses centered around the arts grew at a faster rate than all U.S. businesses: 5.5 percent compared to 3.8 percent. Artistic and cultural activities and events can be an important part of South Bend's economy, attracting tourists, creating jobs, and helping shape the community's identity in the 21st century.



Arts Café: A Near NorthWest Neighborhood arts event.



Food and crafts attract residents to the Miami Street Fall Festival.



Children enjoy wagon rides at the Rum Village Family Fun Fair.



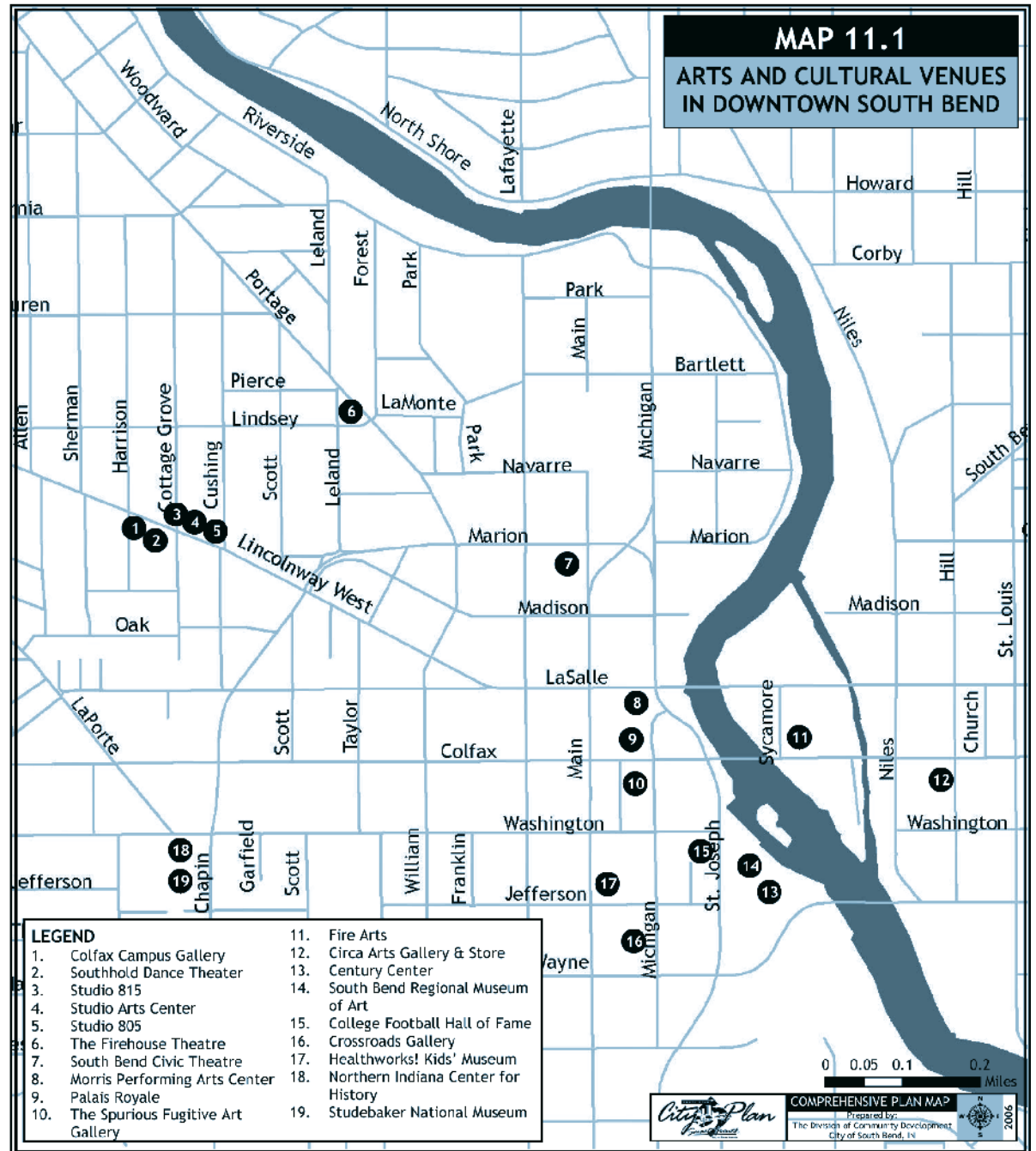
Morris Performing Arts Center hosts big-name performers all year.



Studebaker National Museum and Northern Indiana Center for History are located in a neighborhood just west of downtown.



South Bend Regional Museum of Art located at the Century Center.





The Century Center forms a backdrop for the Keepers of the Fire sculpture on the St. Joseph River.

Cities and states around the country are working on ways to develop the arts as an economic generator. South Bend has an impressive pool of local artistic talent, some with national reputations; audiences eager for quality entertainment; and local philanthropic support. Participants in the *City Plan* process expressed a strong desire to see this combination of assets better organized to benefit the economic life of the community.

C. DOWNTOWN AS A REGIONAL ARTS DESTINATION

South Bend can boast of several premier venues for the performing and fine arts in the downtown, as well as quality tourist attractions and cultural museums. The Morris Performing Arts Center has been rated one of the top 50 performance spaces in the world. Football fans come from all over the country to visit the College Football Hall of Fame, and the Studebaker National Museum draws automotive enthusiasts from across the country.

The Northern Indiana Center for History holds a variety of exhibits, from photographs, paintings, and artifacts of local history to exhibits borrowed from museums around the county. The South Bend Regional Museum of Art has hosted exhibits by artists from the surrounding multi-state area, complementing its permanent collection of regional American art. Annual community events, such as Art Beat, the Leeper Park Art Fair, and the East Race concert series, bring people to the downtown from southern Michigan and adjacent Indiana counties. South Bend's downtown can build on its potential by integrating arts and culture into the community's economic development practices.

Public art and art-related events along the St. Joseph River can serve as catalysts in downtown revitalization efforts. Mark di Suvero's "The Keepers of the Fire" sculpture on the St. Joseph River and outdoor sculptures at the South Bend Regional Museum of Art are some examples of the community's commitment to public art along the river.



Images courtesy of Downtown South Bend, Inc.

Posters from Art Beat 2005 and 2006.

The City of South Bend has been pursuing the development of an arts district in the downtown to build upon its various assets. Providing a physical connection between existing and future arts spaces and public art works will serve to enhance the downtown as a destination for visitors. Incorporating other seasonal public spaces, such as the Key Bank Plaza and Jon R. Hunt Plaza, will reinforce this connectivity. Formalizing this intent as part of a downtown master plan will further promote the downtown as a regional center for the arts.

During the *City Plan* process, participants suggested installing improved signage to direct visitors to arts destinations as well as provide connectivity between arts venues. Human-scale public art throughout downtown can also enhance the streetscape and increase the aesthetic pleasure for both pedestrians and drivers.

ART BEAT 2005

Art Beat is a free, downtown South Bend evening stroll along the sidewalks featuring the works of local visual, musical, performing, and culinary artists. The artists' work is showcased in, outside of, or surrounding the downtown organizations and businesses that are involved in and support the cultural arts.

Art Beat showcases South Bend and the surrounding community's variety of local performing, visual, and culinary artists, and creates awareness of the role downtown organizations and businesses play in the artisans' promotion and success.



D. INCREASING ARTS AWARENESS AND ACCESSIBILITY

Outreach to Youth and the Student Population

Early childhood education can influence a person for life. Art is an essential element in the education of the young, stimulating creativity, making learning fun, and laying the groundwork for a lifelong interest in the arts. The integration of the arts into education, pre-school through 12th grade, is a crucial factor in fostering arts awareness in the next generation. A multi-layered approach that involves young people in the arts helps them reach their full potential and can transform the occasional observer of art and cultural activities into an active participant and creator.

Communication among arts organizations helps stretch limited advertising dollars and promotes creative collaboration to continue to develop audiences. As the *Gifts of the Muse* stated: "A demand-side approach [to the arts] would aim to build a market for the arts by cultivating the capacity of individuals to gain benefits from arts experience." Some artistic and cultural opportunities for young people in the community include:

- Arts-related programs in the public and private schools
- Arts classes in the South Bend Regional Museum of Art
- Orchestra and band opportunities, including the Youth Symphony and the IUSB Symphony
- Learning opportunities for the visual arts, music, theater, and dance at local colleges and universities
- Film appreciation programs for domestic and international films through area universities

Outreach to the General Public

Collaboration between different arts and cultural venues and groups can help integrate the arts and culture into the community's social fabric and create events that educate, entertain, and attract people from the wider region. A series of coordinated events among several arts/cultural organizations, the public school system, and institutions of higher education could provide an annual or semi-annual regional attraction that would educate and engage the public, generate tourism dollars, support the arts, and contribute to South Bend's 21st century identity as a regional destination for arts and cultural activities.

E. ARTS FUNDING AND OTHER SUPPORT

In December 2004, the Community Foundation of St. Joseph County introduced the ArtsEverywhere Initiative, an important effort to develop and celebrate arts and culture in the community. This initiative includes an endowed ArtsEverywhere Fund—as of mid-2006 it had reached \$1 million and was growing—as well as a Web site to provide current information on the arts, artists, and cultural events. A quarterly magazine on the arts promotes regional happenings to residents and visitors.



ArtsEverywhere Web site provides information the local arts scene.

ARTS AND YOUTH

WHY YOUTH EDUCATION IN ARTS IS IMPORTANT

Research has shown that early exposure is often key to developing life-long involvement in the arts. That exposure typically comes from arts education, community-based arts programs, and/or commercial entertainment. The most promising way to develop audiences for the arts is to provide well-designed school-based programs. Community-based arts programs, if well designed and executed, can also be an effective way to introduce youth to the arts. A third way to facilitate early arts involvement is to encourage young people's involvement in the commercial arts.

An arts-rich school environment that incorporates the arts throughout the school curriculum and/or offers students a range of extracurricular activities in the arts can be accomplished by:

- Using art as a tool to help students learn
- Integrating art into nonarts courses as a means of teaching nonarts subjects, such as history and social studies
- Direct instruction in the arts, including both arts appreciation and courses that teach creative skills, such as choir, orchestra, or painting

Schools with an arts-rich environment offer a variety of opportunities for students to develop positive attitudes toward the arts and toward school more generally through:

- Improved attitudes toward arts and school
- New role models, mentors
- Growth in self-confidence and self-efficacy

Source: Gifts of the Muse: Reframing the Debate about the Benefits of the Arts



Photograph courtesy of the South Bend Symphony Orchestra

The South Bend Symphony Orchestra, conducted by Maestro Tsung Yeh, performs at the Morris Performing Arts Center.

Public funds are used to support many arts-related organizations in the community, including renovation work for venues such as the Morris Performing Arts Center. Some other areas where public funds have been used for arts-related activities include:

- Annual operating support for the Morris Performing Arts Center, and the Studebaker National Museum, as well as funding for the annual Halina Poetry Prize
- Concerts at the East Race and Potawatomi Park
- Use of an old firehouse for the South Bend Civic Theater
- Support for Fiesta Michiana and Cinco de Mayo

During the planning process, participants expressed the desire to continue and even expand this funding and support for the arts. Additional opportunities for support include the targeting of historic and other structures for use by artists as work/live spaces that would serve to increase the critical mass within the local arts community, bring increased awareness, and eventually allow for a greater capacity to attract additional funding opportunities.

To achieve the community's Vision . . .

The City should enhance the capacity of local arts and cultural activities to act as economic generators and establish downtown South Bend as a destination for arts and culture within a multi-state region.

Arts and culture outreach to the entire community should be expanded, and businesses and neighborhood organizations should be encouraged to work together using the arts as a neighborhood revitalization and economic development tool.

The City will need to encourage public art and art-related events along the St. Joseph River to serve as catalysts in downtown revitalization efforts. Awareness and support of public art in the community should be increased, and support for arts and cultural initiatives fostered.

The City needs to create and support additional opportunities for youth to participate in artistic and cultural activities.

F. GOAL

Establish a dynamic arts and cultural environment that is integrated into the social and economic fabric of the city, promotes broad awareness, and sustains the downtown as a regional arts destination.

OBJECTIVES AND POLICIES

Objective AC 1: Increase opportunities for youth to participate in artistic and cultural activities.

Policies

- AC 1.1 Encourage community schools to increase arts education for grades K-12.
- AC 1.2 Support art scholarships for high school graduates pursuing higher education.
- AC 1.3 Support, promote, and create opportunities and events that engage youth in arts and cultural activities. *(Art Activities, p. 151)*
- AC 1.4 Support creative arts initiatives for youth, developed and implemented through collaborative efforts of K-12 educators and arts professionals. *(Art Activities, p. 151)*
- AC 1.5 Collaborate with high school art programs to encourage their involvement in City-supported events.

Objective AC 2: Enhance the capacity of local arts and cultural activities to act as economic generators.

Policies

- AC 2.1 Integrate artistic and cultural activities and events into the City's economic development strategies. *(Arts-Related Economic Development, p. 145)*
- AC 2.2 Encourage arts-oriented neighborhood revitalization efforts. *(Arts-Related Economic Development, p. 145)*
- AC 2.3 Provide business assistance to attract arts-oriented businesses. *(Arts-Related Economic Development, p. 145)*

Objective AC 3: Establish downtown South Bend as a destination for arts and culture within a multi-state region.

Policies

- AC 3.1 Actively pursue downtown revitalization strategies that incorporate arts and/or cultural events, activities, or developments. *(Arts-Related Economic Development, p. 145)*
- AC 3.2 Encourage and support coordinated arts and cultural events dealing with a single topic at a variety of venues simultaneously. *(Arts-Related Economic Development, p. 145)*
- AC 3.3 Support and promote selected downtown visual and performing arts events.
- AC 3.4 Encourage connectivity between arts and cultural venues in the downtown.
- AC 3.5 Encourage street entertainment that complements downtown urban character.
- AC 3.6 Encourage increased advertising and cross-promotion with other arts and cultural facilities within St. Joseph County.

Objective AC 4: Enhance arts and culture outreach to the entire community.

Policies

- AC 4.1 Support grassroots collaboration among artists of different races, genders, and ethnicities in educational arts and cultural activities.
- AC 4.2 Actively recruit minority artists to participate in local arts-oriented events.
- AC 4.3 Support exhibits that travel to different locations in the community.
- AC 4.4 Encourage neighborhood-based arts, cultural activities, and festivals.

- AC 4.5 Encourage institutions of higher education to promote campus arts and cultural events to the broader community.
- AC 4.6 Encourage collaboration between arts and cultural organizations and area universities.
- AC 4.7 Support initiatives that coordinate and highlight local arts and cultural events.
- AC 4.8 Encourage the City's partners to promote local arts and cultural events.

Objective AC 5: Increase support for arts and cultural initiatives.

Policies

- AC 5.1 Facilitate the development of affordable art studios, lofts, and live/work spaces.
- AC 5.2 Utilize national best practice models to rehabilitate older and historic structures for arts-related activities.
- AC 5.3 Pursue private funding to facilitate the development of arts and cultural initiatives.
- AC 5.4 Require a percentage of local public incentives provided to businesses be spent on public art. (*Incentives, p. 146*)

Objective AC 6: Increase awareness and support of public art in the community.

Policies

- AC 6.1 Promote annual events that highlight public art in the community. (*Public Art, p. 155*)
- AC 6.2 Implement and maintain a plan for art in public spaces, including along the St. Joseph River. (*Public Art, p. 155*)
- AC 6.3 Support a variety of artwork and arts activities in public places, especially in the downtown.
- AC 6.4 Encourage businesses, civic organizations, and neighborhood associations to participate in public art initiatives in the community. (*Public Art, p. 155*)



The following excerpt from the community's vision for 2025 helped shape the Goal, Objectives, and Policies for Education:

*Envision South Bend in 2025...
We are a center of learning.
Our excellent schools and world-class institutions of higher education, engaged with the community, prepare our youth to compete in the 21st century.*

EDUCATION

12

Education encompasses teaching and learning specific skills and the imparting of knowledge and good judgment. Instruction can take place at home, in daycare facilities, in public or private elementary and secondary schools, and in colleges, universities, and technical schools. There are educational programs on radio and television, at libraries, and at museums. The media and the Internet surround us with opportunities to learn.

It is important that there are plentiful educational opportunities for people of all ages and walks of life to ensure that the workforce keeps pace with change, to assist people as they change careers, and to help people satisfy their curiosity about the world. Technology has caused the economic and cultural environment to change so rapidly that it has become necessary to be a lifelong learner.

Most local governments have limited influence over the school systems within their jurisdictions. Typically, public school systems have their own taxing authority and their own governing body, sometimes elected and sometimes appointed. In addition, some school systems operate under federal consent decrees intended to create racial balance within the system. The South Bend Community School Corporation (SBCSC) entered into a consent decree with the Department of Justice in 1981. The SBCSC's Board of Trustees has been elected since the community supported a referendum to change the board from appointed to elected in November 1986. There are seven trustees: two at-large and five by district.



Students graduating from a South Bend Community School Corporation high school.

Photograph courtesy of the South Bend Tribune

Despite local government's limited control over the educational system, City government maintains a strong interest in the educational system's success. A successful school system is vital to a community's economic development, business attraction and retention, and a host of quality-of-life issues.

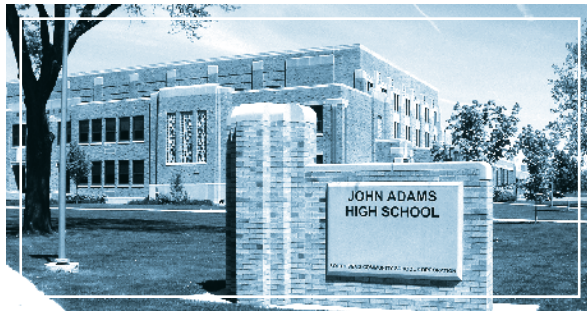
A. SCHOOLS

Public Schools

Schools significantly influence homebuyers' choices, particularly homebuyers with school-age children. South Bend offers a selection of both public and private schools. Public school district boundaries do not match city boundaries and South Bend has grown to where it now extends into two different

school districts. South Bend Community School Corporation (SBCSC) extends over all of South Bend except for a small portion of the city south of the St. Joseph River, east of Ironwood Road, which is in the Penn Harris Madison School Corporation (PHM). Any future growth of the city to the north as far as the Michigan state line will be within the SBCSC; some growth to the south may continue into PHM (see Map 12.1).

In 2006, approximately 22,000 students were enrolled in the SBCSC and approximately 100 were enrolled at PHM. As these enrollments indicate, the SBCSC is the most influential public school district for South Bend city residents.



Top to bottom: Adam High School; Clay High School, Riley High School; Washington High School.

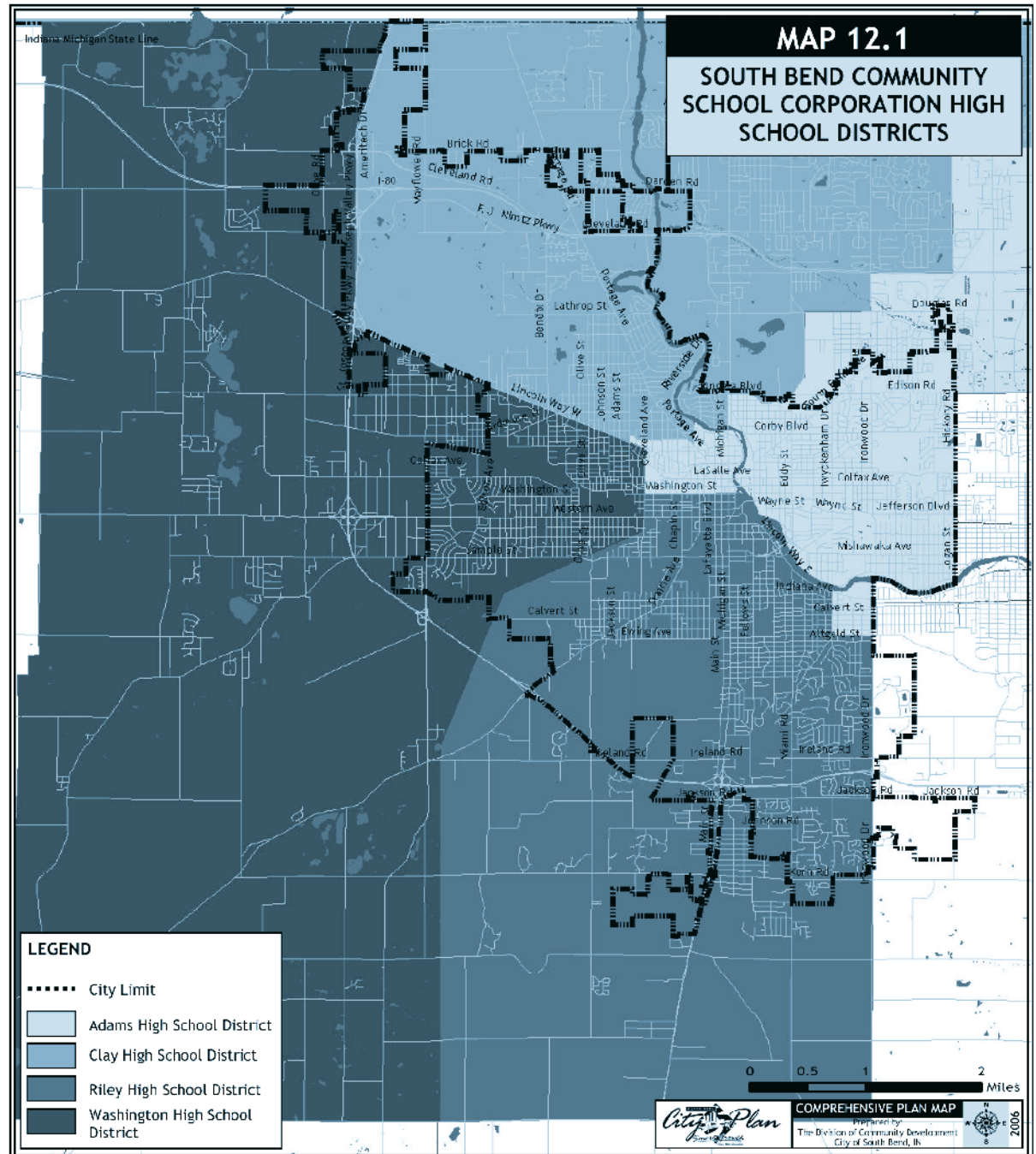


TABLE 12.1: Achievement Gaps, State of Indiana Based on 2002-2003 ISTEP Data

All Subjects	Passing	Not Passing
All Students	69%	31%
White/Nonpoor/Nondisabled	83%	17%
Nonpoor, Nondisabled	80%	20%
Nonpoor	80%	20%
Nondisabled	74%	26%
White/Poor/Nondisabled	65%	35%
Poor/Nondisabled	58%	42%
Black/Nonpoor/Nondisabled	54%	46%
Poor	50%	50%
Black/Poor/Nondisabled	40%	60%
Disabled	28%	72%
White/Poor/Disabled	21%	79%
Poor/Disabled	18%	82%
Black/Poor/Disabled	9%	91%

Source: Indiana State Teachers Association, <http://www.ista-in.org>

The SBCSC is St. Joseph County's oldest and largest school corporation. It is the fourth-largest school district in Indiana, and in 2006 had a total enrollment of 22,100 students in grades kindergarten through 12.

The SBCSC serves traditional K-12 students, special-needs students from preschool through age 22, and a large number of adult students. The corporation has 19 primary centers, 10 intermediate centers, and 4 high schools that serve South Bend and six surrounding townships.

As noted in the Housing chapter, the SBCSC has made many positive improvements since the school

system reorganized in December 2001 under Plan Z: the curriculum has been standardized, the state-of-the-art classroom technology upgraded, K-8 magnet schools built, high school magnet programs created, and tens of millions of dollars invested in capital improvements in all school buildings. Some of these improvements will take time to produce measurable results.

Challenges remain for the SBCSC, such as the effects of concentrated poverty and achievement gaps. In the 2003–2004 school year, 55 percent of the system's 21,871 students were eligible for free or reduced-price lunches, an indication of the lack of student families' financial resources within the school district.

The SBCSC special education classes include students who are visually or hearing impaired, autistic, those with brain damage, and those with emotional disorders or learning disabilities. The average percentage of students with these disabilities in Indiana's school systems is 17 percent; the percentage of special education students in the SBCSC is 24 percent.

Achievement gaps, which exist nationally, are differences in the levels of learning among different demographic student subgroups. These gaps result from complex interrelationships among poverty, race, ethnicity, family, personal, and social characteristics and are reflected in standardized test scores. Listed in Table 12.1 are the 2002-2003 ISTEP data aggregate passing rates (both language arts and mathematics) for various student socio-demographic subgroups in the state of

Indiana. These data suggest the challenges present for school systems, like the SBCSC, that serve significant numbers of students who are poor, from a minority background, or who have disabilities.

Private Schools

There are several private and parochial schools in the South Bend area. The attendance at these schools, K–12, totaled approximately 6,200 in 2006. These schools provide South Bend residents with a variety of educational choices for their children, from Montessori pre-schools to highly rated high schools. While there are tuition charges at all these private and parochial schools, most offer financial assistance to cover some or all tuition costs based on the family's financial need.

B. HIGHER EDUCATION

As the skills required by the global, high-technology economy continue to evolve and expand, more and more young people will attend an institution of higher education. The community is fortunate to have a number of quality institutions of higher education located in South Bend and the immediate vicinity, including the University of Notre Dame; Saint Mary's College; Indiana University South Bend; Ivy Tech Community College; Holy Cross College; and Bethel College.

During the *City Plan* planning process, participants expressed the need to strengthen relationships with colleges and universities in the area. This would create more economic opportunities for graduates in the community as well as help enhance revitalization efforts in the city's neighborhoods.



Top to bottom: DeBartolo Performing Arts Center at the University of Notre Dame; Ivy Tech Community College South Bend Campus; Dorothy & Darwin Wiekamp Hall at Indiana University South Bend.

C. EDUCATIONAL ATTAINMENT

As Table 12.2 shows, the educational attainment of the people in South Bend aged 25 and older improved over the 1990s. South Bend saw a positive increase in the number and percentage of people who have attended college and those with advanced degrees. In addition, there was

TABLE 12.2: Educational Attainment for Persons 25 Years and Older In South Bend, 1990 and 2000

	1990		2000	
	Number	% of Total	Number	% of Total
Total Population Age 25+	67,916	100%	66,715	100%
Less than ninth grade	6,243	9.2%	4,326	6.5%
Some high school, no diploma	12,786	18.8%	10,550	15.8%
High school graduate	21,301	31.4%	20,857	31.3%
Some college, no degree	11,423	16.8%	13,816	20.7%
Associate degree	3,629	5.3%	3,618	5.4%
Bachelor's degree	7,234	10.7%	7,932	11.9%
Graduate or professional degree	5,300	7.8%	5,616	8.4%

Source: U.S. Census Bureau, 1990 and 2000

a significant drop in the number of people with less than a ninth-grade education. Despite this significant advance in the community's educational attainment since 1990, continued progress is not assured. Though the SBCSC has shown improvement in standardized test scores since 1996, the scores continue to lag behind the two largest neighboring public school systems. This presents an ongoing challenge.

These test scores have significance for all members of the community, even those without children. Schools significantly influence homebuyers' choices, particularly homebuyers with school-age children. Standardized test scores are imperfect measures for predicting the performance of any individual student. However, fair or not, standardized test scores are frequently used to compare schools, and this has an indirect but important influence on

ISTEP+

INDIANA STATEWIDE TESTING FOR EDUCATIONAL PROGRESS-PLUS

ISTEP was created by the Indiana General Assembly in 1987 and was administered for the first time in 1988. In its original form, ISTEP consisted of a multiple-choice section administered in March and a writing section administered in December.

ISTEP originally was given in grades 1, 2, 3, 6, 8, 9, and 11. The General Assembly subsequently eliminated the writing portion of the test and testing in grades 1 and 11. Minor changes were made in test forms between 1987 and 1995, but the general structure and content of ISTEP did not change significantly prior to passage of new legislation in 1995.

The 1995 law that changed ISTEP to ISTEP+ required a norm-referenced test (NRT) to allow comparisons of Indiana student achievement with national norms as well as a criterion-referenced component. The criterion-referenced component includes a basic skills assessment with multiple-choice questions and an applied skills assessment containing short-answer or essay questions along with the solving of mathematical problems.

The law requires that ISTEP+ provide criterion-referenced scores based on questions that measure student achievement relative to the academic standards established by the State Board of Education. The criterion-referenced component has always been by far the most important part of ISTEP+. Today, it is the only component.

South Bend's housing market. Local government is concerned both for the future of these students and for the indirect negative influence these test scores have on perceptions of the City.

CORE 40

Core 40 began in 1994 as a recommendation for high school curriculum throughout the state of Indiana, to better prepare students for success in college and the workplace. Starting in 2007, however, all high school students will have to meet the requirements of the Core 40 curriculum to graduate. Students who do not want to follow Core 40 requirements will have to receive parental consent to opt out.

Aligned with Indiana's Academic Standards, the Core 40 End-of-Course Assessments are final exams measuring what students know and are able to do upon completion of targeted Core 40 courses. As part of Indiana's school accountability system, the End-of-Course Assessments are designed to ensure the quality, consistency, and rigor of Core 40 courses across the state.

The Core 40 curriculum includes: English and Language Arts, Mathematics, Science, Social Studies, Fine Arts, Health and Wellness, Physical Education, and World Languages.

Beginning in 2011, all of Indiana's four-year public universities will require completion of the Core 40 curriculum as a minimum requirement for admission.

D. ALTERNATIVE EDUCATION

Alternative education is intended to meet the needs of at-risk students who are not succeeding in the traditional setting. With the implementation of Plan Z in 2001, the SBCSC has established a variety of programs and schools to provide alternative educational opportunities for these students that will increase the likelihood of their success. These programs address the needs of both adults and school-age youth. Programs include Adult

Secondary Credit, designed for students who have dropped out and want to return to school to study for a General Education Development certificate (GED). In 2006, there were approximately 80 students in this program. There are also Adult Education Course Programs for both adults and school-age youth that provide a variety of options that can lead to receiving a GED. In addition, the SBCSC offers traditional GED programs.

Much research has been conducted on why students drop out of school. Students themselves have stated they left school because they were unmotivated, not challenged enough, or overwhelmed by troubles unrelated to school, such as pregnancy, a troubled home life, or the need to work. Some experts believe that students lose interest in class work due to other reasons, such as a lack of reading comprehension. Despite the complexity of the issue and the many direct and indirect causes for a high dropout rate, it is in the entire community's interest to work together to address this issue.

During the planning process, participants encouraged local government to partner with the South Bend Community School Corporation to develop more programs for alternative education. The success of at-risk students is the community's concern.

E. SCHOOL PARTNERSHIPS

During the planning process, participants said that the public schools needed a higher level of cooperation and support from the broader community to address the community's educational challenges successfully.

City of South Bend

The City of South Bend has an ongoing relationship with the SBCSC, including partnering for facility planning—such as school expansion and/or new construction—to meet future needs based on projected growth. Local government currently (2006) works with the school system in a variety of ways:

Physical Planning

- Assists with land use issues related to facility planning.
- Coordinates improvements in rights-of-way around new schools.
- Shares information/analysis to assist in future school locations.

Youth-Related Programming

- Funds after-school programs in collaboration with schools and faith-based groups.
- Supports Safe Havens for youth as part of the City-supported Weed & Seed Program.
- Provides summer programming for school-age youth.
- Offers a City-supported program encouraging students to read.
- Funds youth agencies and initiatives.
- Provides safe places and programming for school-age youth in City-supported Neighborhood Partnership Centers.

Public Safety

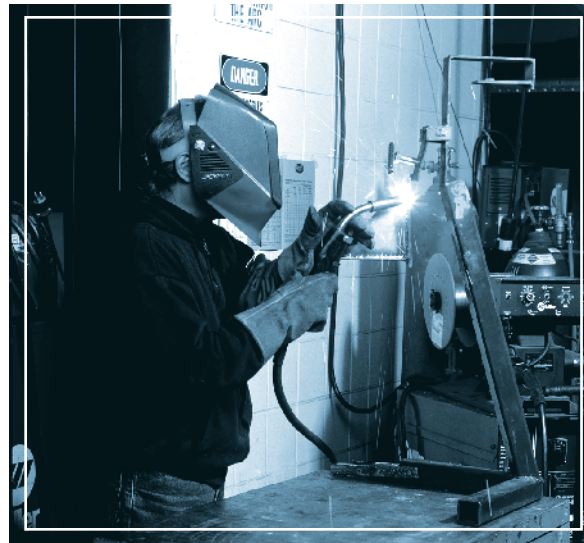
- Assigns school resource officers to serve in each of the schools.
- Stations squad cars around elementary schools during morning and afternoon to discourage speeding.

Other Institutions

Several community organizations partner with the SBCSC, as well. Some include the Chamber of Commerce of St. Joseph County, area colleges, universities, technical schools, organizations such as the Parent Teacher Associations and Parent Teacher Organizations, and many social service agencies and neighborhood-based organizations.

The cooperation of these community partners can assist the SBCSC to become more competitive and help lay a stronger foundation for youth to acquire higher paying jobs in the information technology age. Despite the support provided by local government and other institutions and social services in the community, more collaboration will be needed in the coming years to ensure that all students succeed.

The family is a powerful support network and the strongest element in shaping the lives of children. The cycle of learning begins with the family: the attitudes of parents toward learning help establish the educational values of the children. Several residents in the *City Plan* process identified the reason for a high dropout rate and a low graduation rate as the limited support many youth receive from their families.



Photograph courtesy of Ivy Tech Community College

Vocational education class at Ivy Tech Community College.

F. VOCATIONAL EDUCATION

Vocational education prepares individuals for careers that are traditionally nonacademic and directly related to a specific trade, occupation, or vocation. Vocational education has both theoretical and practical components but with a greater influence of the latter compared to other types of education. It is sometimes referred to as technical education, as one may specialize in a particular trade. The U.S. Bureau of Labor Statistics has reported that demands for skilled workers will only intensify: 42 percent of U.S. jobs in 2010 will require technical (vocational) or academic degrees, up from 29 percent in 2000. As labor markets become more specialized and the demand for skilled professionals grows, vocational education becomes an increasingly important form of alternate education for many youth.

G. CONTINUING EDUCATION

There are numerous programs throughout the community offering residents and visitors of all ages opportunities to continue their education. Community colleges, technical schools, colleges and universities, neighborhood-based organizations, and private associations of artists provide courses for people with a personal interest in a subject—painting, photography, calligraphy, etc.—as well as to those changing careers. Continuing education adds to the community's quality of life. Continuing education is central both to personal and economic development. It is more and more common for people to change careers two or three times during their working life, and these transitions require training and support.

To achieve the community's Vision . . .

Youth education and achievement will need to be high priorities. The City will need to partner with the South Bend Community School Corporation (SBCSC) to develop more programs for alternative education.

The positive achievements of the SBCSC will need to be promoted actively and widely and the involvement of the broader community in the education of pre-school through 12th grade youth will be strongly encouraged.

The City should strengthen relationships with all educational institutions in the area and work with them to coordinate the planning and development of educational facilities.

The City will need to support the expansion of opportunities throughout the community for adult learning that enhance life-long education and the provision of alternative educational options.

H. GOAL

Enhance South Bend as a center of life-long educational opportunities that support people of all ages to compete successfully in a global economy.

OBJECTIVES AND POLICIES

Objective E 1: Ensure that youth in the community achieve the highest level of academic success.

Policies

- E 1.1 Promote strong partnerships between area businesses and the South Bend Community School Corporation (SBCSC) to create jobs, co-ops, and apprenticeships. *(Job Opportunities, p. 151)*
- E 1.2 Support after-school programs that provide educational and recreational opportunities for school-age youth.
- E 1.3 Promote the importance of parental involvement with children, the school board, and the schools. *(Parental Involvement, p. 159)*
- E 1.4 Support programs that recognize and award educators for their work with youth.
- E 1.5 Support mentoring programs for the benefit of K-12 students. *(Education, p. 152)*

Objective E 2: Promote the positive achievements of the South Bend Community School Corporation (SBCSC).

Policies

- E 2.1 Support the celebration of successful students, educators, and volunteers in the SBCSC. *(Student/Teacher Achievement, p. 148)*
- E 2.2 Partner with the SBCSC to market their accomplishments to the community, and to businesses and residents relocating into the area. *(Student/Teacher Achievement, p. 148)*

Objective E 3: Provide alternative educational options in the community.

Policies

- E 3.1 Implement alternative educational models that have been successful across the country. *(Education, p. 152)*
- E 3.2 Support more learning opportunities for high school students such as internships and union apprenticeships. *(Education, p. 152)*
- E 3.3 Encourage the expansion of vocational and trades training opportunities in the community. *(Job Opportunities, p. 151)*
- E 3.4 Encourage collaboration between all levels of academia to continue to develop alternative educational opportunities for pre-school through 12th grade. *(Education, p. 152)*

Objective E 4: Encourage the essential involvement of the broader community in the education of pre-school through 12th grade youth.

Policies

- E 4.1 Encourage collaborative efforts between social service agencies and public/private schools. *(Education, p. 152)*
- E 4.2 Partner with area colleges and universities to mentor SBCSC youth on the importance of education and its benefits. *(Education, p. 152)*
- E 4.3 Encourage youth involvement in public service. *(Involvement in Local Government, p. 152)*
- E 4.4 Encourage partnerships between institutions of higher education and the SBCSC in developing community-based learning opportunities.

- E 4.5 Encourage collaboration between the faculties of higher education, public, private, and vocational trade schools.

Objective E 5: Coordinate the planning and development of educational facilities.

Policies

- E 5.1 Establish and maintain a consistent planning, review, and development process with institutions of higher education, private schools, and the SBCSC to address existing and future school facilities.
(Coordination with Educational Institutions, p. 156)
- E 5.2 Coordinate the planning of future parks and recreational facilities with the development of new schools and facilities.
(Coordination with Educational Institutions, p. 156)
- E 5.3 Partner with institutions of higher education, private schools, and the SBCSC to ensure wide public involvement in the development and expansion of educational facilities.
(Educational Facilities Planning, p. 153)
- E 5.4 Encourage the preservation and rehabilitation of older school structures when considering future growth.

Objective E 6: Expand opportunities for adult learning that enhances life-long education in the community.

Policies

- E 6.1 Encourage institutions of higher education to offer and promote diverse courses on a wide variety of subjects to area residents.
- E 6.2 Support the teaching of English as a Second Language (ESL) courses to adults at different locations throughout the community.
- E 6.3 Partner with the Chamber of Commerce, and individual businesses, to develop opportunities for on-the-job training as a means for residents to acquire new work-related skills. *(Job Creation, p. 146)*
- E 6.4 Encourage nonprofit agencies and other community organizations to develop, offer, and promote continuing education programs for adults and youth.
- E 6.5 Encourage museums, and other cultural institutions, to offer courses and/or programs to area residents to encourage appreciation and understanding of the many traditions and forms of American art and local and regional cultural history.





13

IMPLEMENTATION

City Plan represents the community's long-term vision for the future. Turning that vision into reality involves a complex set of actions to be taken over the course of the next 20 years by the City of South Bend and its partners. Priorities are set so that resources can be allocated in an incremental manner to achieve the vision. The Goals, Objectives, and Policies in *City Plan* are intended to provide general guidance to implement the community's vision, but more specific action items will be needed to identify the steps that the City and its partners will take in order to pursue a particular policy. These specific steps are outlined in the Implementation Action Plan.

The City currently utilizes some of the implementation tools recommended in the specific action items in this chapter. These may therefore require only review and modification for consistency with the Plan. Other recommendations may require the creation of a new program or administrative process.

A. IMPLEMENTATION TECHNIQUES

Comprehensive plans are implemented using several techniques. A number of these techniques include regulatory tools while some are administrative measures. Here are some techniques that will assure the implementation of *City Plan*.

Ordinance review

City Plan contains objectives and policies that will guide land use and development decisions in the community. A regulatory tool for implementing the comprehensive plan is the Zoning Ordinance. A comprehensive rewrite of the South Bend Zoning Ordinance was conducted in 2003 after the



Project Implementation: A mason laying bricks on a construction site.

completion and adoption of St. Joseph County's comprehensive plan. The revised ordinance was adopted in May 2004. The new ordinance included new zoning concepts and innovative techniques that were absent from the previous ordinance. These development regulations, although more progressive, do not in themselves ensure compatibility with *City Plan*.

The Zoning Map in the new ordinance was used as a basis for developing the *City Plan* Future Land Use Map. This Future Land Use Map was developed by maintaining the zoning designations for a large portion of the city as desired future land uses and proposing changes in land use for only some parts

of the city. As rezoning requests are received by the Area Plan Commission, the Future Land Use Map will be used to guide whether to accept the proposed future use for a property. However, the City will need to review other aspects of the Zoning Ordinance to ensure compatibility of development regulations with the Goals, Objectives, and Policies of *City Plan*.

Subdivision ordinances contain the standards and procedures necessary for new subdivisions to be developed and may also require change, like the Zoning Ordinance, to be compatible with *City Plan* recommendations.

Capital Improvement Plan

The City's multi-year Capital Improvement Plan (CIP) is another major implementation tool for *City Plan*. It identifies projects to upgrade and expand infrastructure and equipment needs, as well as programs that address a variety of other community needs. In addition, the CIP identifies funding and maintenance needs of the City. The CIP is reviewed annually to update the City's capital priorities.

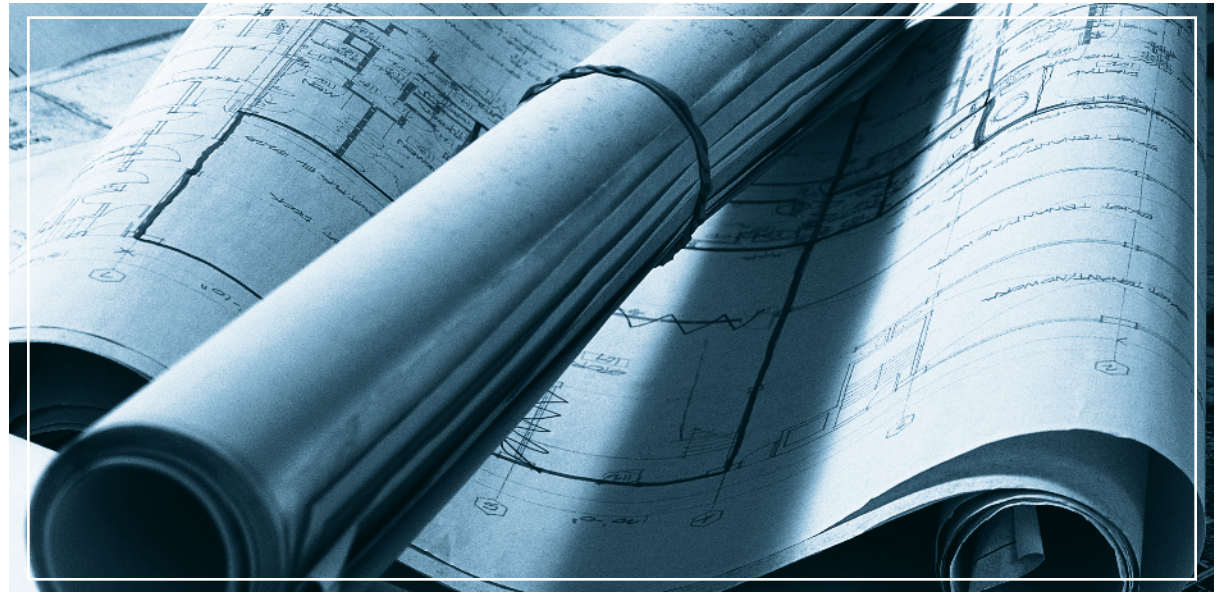
City Plan provides a long-range framework that assists in the development of the CIP and creates a rationale for prioritizing projects and programs. City departments will utilize the Plan to make capital requests during the CIP budgeting process.

Procedural Changes

Many chapters in *City Plan* contain policies to assist the City in improving efficiency, citizen participation, intergovernmental cooperation, and more. These policies can be implemented through administrative actions such as formulating intergovernmental agreements, developing new review procedures, creating and maintaining new databases, utilizing technology in disseminating and receiving information, and improving methods of gathering public comments. These key procedural changes can help improve the provision of services, as well as government efficiency.

New Programs, Studies, and Plans

Various City departments are responsible for administering programs that help enhance the quality of life in the community. Some current programs are already helping implement the policies in *City Plan*. Some of these programs will



Blueprints guide construction.

need to be modified to implement new policies, or new programs will need to be created to implement *City Plan*. The objectives and policies in *City Plan* also recommend new ideas that may require further study and analysis. Some recommendations in the Plan may require the creation of new area-specific plans while some may need to be updated to be compatible with *City Plan*.

B. FUNDING

Limited financial resources and growing fiscal constraints imposed by declining state and federal budgets will make sources of funding an important consideration when implementing *City Plan*. The City must, where possible, become more efficient, be creative in seeking alternative funding sources, and partner with private sector agencies and organizations whenever appropriate.

C. SHORT-TERM STRATEGIES

The five-year Implementation Action Plan (IAP) identifies short-term strategies. Each short-term strategy is further organized by a series of selected priority policies. Since all *City Plan* policies can not be included as priorities, a series of questions were generally applied to assist in making the selection. The questions were:

- Does the policy address one of the Top Ten Issues identified at the June 2005 public meetings? (See sidebar on "Priority Issues.")
- Is it critical that this policy be implemented in the first five years?

- Does this policy require a study be conducted, a process established, or existing procedures reviewed before other elements of *City Plan* can be implemented?
- Would implementing this policy establish a new direction in the area to which it applies?

The objectives and policies not included in the IAP remain important and generally can be divided into two types:

1. Policies as guides to decision making: These policies will assist in decision making as situations occur throughout the planning period.

Examples include:

- In the Land Use and Growth chapter, one policy calls for coordination of land uses among adjacent area specific plane.
- In the Housing chapter, one policy calls for the City to encourage rental housing for all income levels throughout the city.

THE COMMUNITY'S PRIORITY ISSUES

The City conducted community meetings in June 2005 to develop solutions to issues that could prevent the *City Plan* vision from being realized. At each meeting, City staff divided meeting participants into groups. Each group worked on two different *City Plan* topic areas. Participants first selected three key issues on their assigned topic areas from a list of all the issues identified in the Current Conditions Report, 2004–2005 and, after further discussion, recorded possible solutions to those key issues. At the end of each meeting, all groups displayed their proposed solutions around the room. Each participant was given four blue dots and asked to select their top four priorities across all topic areas. The number of “votes” received by each of these solutions to key issues was tallied. The table below ranks the key issues by the sum of votes their possible solutions received. These key issues are those the community believes to be the most important for *City Plan* to address.

Key Issues	Total Votes
The City of South Bend has not developed a comprehensive strategy to draw more market-rate housing and broad commercial development to strengthen its downtown.	62
Most of South Bend’s urban form does not encourage walking or biking as a transportation alternative for fulfilling the needs of daily life.	59
The crime rate in South Bend, though declining, is significantly higher than comparable cities in Indiana.	54
Property tax reassessment has placed disproportionate financial burden on South Bend’s property owners, especially in the older and historic neighborhoods.	52
Vacant parcels, surface parking lots, underutilized and poorly maintained structures in the downtown have a negative aesthetic and economic effect on the downtown.	41
Substandard housing and properties adversely affect the marketability of our older and historic neighborhoods.	41
South Bend’s park acreage for community, neighborhood, and block parks is below national standards as set by the National Recreation and Park Association.	38
South Bend has not fully seized its economic and demographic opportunities to compete successfully in a global economy.	38
There is not a fully shared commitment throughout the community to support the efforts of the South Bend Community School Corporation to achieve a higher level of academic excellence.	36
The job skills of the current and emerging workforce do not match what will be necessary for the future workforce of South Bend.	33
Many in the community have a negative perception of the South Bend Community School Corporation.	33
The South Bend community’s capability to address the needs of its children and youth is inadequate.	33
There is a high level of distrust between the South Bend Police Department and segments of the local population.	28
The performance (graduation rates and ISTEP test scores) of grades K-12 public schools in South Bend dissuades many people from locating in the school district.	26
Auto-oriented development over the last 30 years has caused downtown to lose its traditional urban characteristics.	26
Neighborhood plans which are used to protect, preserve, and revitalize neighborhoods are not coordinated through a citywide comprehensive plan.	26
E. coli, polychlorinated biphenyls (PCBs), and mercury impair the use of the St. Joseph River.	26

2. Policies currently being implemented: There are many policies included in *City Plan* that are currently being implemented to some degree. These policies serve as a reminder to continue and build upon successful current practices. Examples include:

- In the Environmental Management chapter, a policy calls for the maintenance of an updated database of the City's brownfields. The City has maintained such a database since 2000.
- In the Housing chapter, a policy calls for the City to encourage local media to highlight the positive aspects of South Bend's neighborhoods. *The South Bend Tribune* has been publishing an excellent series on each neighborhood since 2004 titled *Our Neighborhoods: Stories About Michiana Neighborhoods*.
- In the Economic Development chapter, a policy calls for creating opportunities for manufacturing companies to locate in the community. The City has pursued this practice for quite some time.

The Implementation Action Plan in *City Plan* has a five-year duration for three specific reasons:

1. To demonstrate the City's commitment to the Plan.
2. To ensure that short-term priorities are established.
3. To ensure implementation in a strategic manner.

Role of the City

City government has many roles to play in the implementation of *City Plan*. The City will act as a:

- **Catalyst**—Providing the necessary leadership to make change happen.
- **Partner**—Combining government resources with others to implement policies and achieve objectives.
- **Facilitator**—Helping groups resolve conflicts and achieve consensus to reinforce local cooperation and collaboration.
- **Convener**—Bringing together the appropriate groups to address significant issues important to the entire community.

One, and perhaps several, of these roles will be necessary for different aspects of policy implementation.

Internal Implementation Strategy

The Department of Community and Economic Development will be responsible for monitoring and administering the daily functions of the implementation process. To implement the community's priorities in the short term, some internal processes will need to be established to monitor effectively the progress being made. An internal implementation strategy is therefore essential to the success of *City Plan* in the long term. An interdepartmental committee, composed of

representatives of all City departments (currently referred to as the Neighborhood Strategic Planning Team—NSPT), will oversee and coordinate citywide planning efforts.

The role of this interdepartmental committee will be to:

- Monitor *City Plan* progress through benchmarks and indicators.
- Ensure effective implementation of the current Implementation Action Plan.
- Ensure cooperation on citywide planning initiatives.
- Oversee the update of *City Plan* every five years.

D. MONITORING AND REVIEW

During the 20-year planning period, the Plan must be flexible enough to adapt to changing economic, technological, and social changes while still providing a clear sense of direction toward the future envisioned by the community.

Measuring and Reporting Progress

Benchmarks and indicators will be established once implementation of *City Plan* begins. This will help monitor the progress being made in implementing the recommendations in the Plan. *City Plan* accomplishments will also be reported annually to monitor the progress made by every City department.

Key indicators measure the City's progress in moving toward *City Plan* goals. Ongoing monitoring helps to prioritize public resources and, if the desired outcome is not achieved, can signal the need to modify objectives and/or policies. Using indicators,

residents and decision makers can objectively review the effectiveness of City policies to suggest and implement adaptations that will more effectively address changing realities.

The City of South Bend has an established and well-respected commitment to performance-based budgeting. Performance-based budgeting attempts to hold departments and staff accountable for achieving citywide goals and objectives by benchmarking their actual performance and by budgeting accordingly. This approach to budgeting has helped both management and employees become familiar with using benchmarks for establishing starting points and goals, and indicators for measuring progress toward those goals. *City Plan's* benchmarks and indicators will be integrated into this budget process.

Plan Update

City Plan will be reviewed every five years to determine changes needed based on the changing social and economic environment. Updates could take approximately 8-12 months. The process will include community involvement through public meetings and focus group sessions with community stakeholders.

A structured process will need to be outlined and utilized to update *City Plan*. Some steps may include:

1. Appointing a committee of stakeholders and leaders to oversee the update process.
2. Recruiting community members to form topic area committees to help in researching changes required.

3. Conducting public meetings and focus group sessions with community stakeholders to get feedback on current *City Plan* objectives and policies.
4. Preparing a list of suggested changes to *City Plan* based on committee recommendations.
5. Reporting suggested changes to the Mayor, Area Plan Commission, and Common Council for review.
6. Formally approving the updated *City Plan*.

E. HOW THE IMPLEMENTATION ACTION PLAN IS ORGANIZED

The Implementation Action Plan contains eight strategies which define the broad scope of *City Plan* over the next five years. These strategies resulted by grouping the entire list of short term priorities selected from the Plan. The eight key strategies are:

- Expand Economic Opportunities
- Promote City Assets
- Enhance City Services
- Support Youth Development
- Increase Public Participation
- Ensure Quality Design and Physical Development
- Raise Public Awareness
- Conduct Planning and Analysis

IAP Matrix

Each strategy is organized into a matrix with five columns. The columns, from left to right, are:

Policies: Policies within each strategy that address similar topics are further grouped under a heading that captures the key idea of those policies.

Action Steps: Action steps provide guidance on how to achieve the policies to which they relate. The action steps in the IAP provide the most specific guidance contained in *City Plan*.

Lead Role: The lead role identifies the responsible body (usually a City department) which will take the lead on implementing the action steps. It is important to note that, although not listed, the Office of the Mayor and the South Bend Common Council are assumed to be involved in the implementation of all the priority policies.

Potential Partners: The potential partners are others in the community possessing skills, resources, authority, etc., with whom the leading City department may partner to carry out the action steps and achieve the intent of the priority policies.

Timeline: The timeline indicates a year by which significant progress will be achieved on an action step. The timeline implies relative priority among action steps.

ABBREVIATIONS

The following abbreviations are used in the Implementation Action Plan:

A&F: Department of Administration and Finance*

APA: American Planning Association

APC: Area Plan Commission

ASLA: American Society of Landscape Architects

CBD: Central Business District

CED: Department of Community & Economic Development*

CSO: Combined Sewer Overflow

CSP: Communications and Special Projects*

DNR: Indiana Department of Natural Resources

DPW: Department of Public Works*

DTSB: Downtown South Bend, Inc.

EITC: Earned Income Tax Credit

EMA: St. Joseph County Emergency Management Agency

EMS: Emergency Medical Services

EPA: U.S. Environmental Protection Agency

FEMA: Federal Emergency Management Agency

GIS: Geographical Information Systems

HCI: Healthy Communities Initiative

HHW: Household Hazardous Waste

HLFI: Historic Landmarks Foundation of Indiana

HPC: Historic Preservation Commission

IDEM: Indiana Department of Environmental Management

INDOT: Indiana Department of Transportation

IT: Information Technology

IUSB: Indiana University South Bend

LEED: Leadership in Energy and Environmental Design

MACOG: Michiana Area Council of Governments

NAACP: National Association for the Advancement of Colored People

NNN: Near Northwest Neighborhood, Inc.

NPC: Neighborhood Partnership Center

NRC: Neighborhood Resources Corporation

NSPT: Neighborhood Strategic Planning Team

PSA: Public Service Announcement

SBCSC: South Bend Community School Corporation

SBFD: South Bend Fire Department*

SBPD: South Bend Police Department*

SEMA: State Emergency Management Agency

UEA: Urban Enterprise Association

URC: United Religious Community

UW: United Way of St. Joseph County

WIB: Workforce Investment Board

**A department of the City of South Bend*

STRATEGY 1: EXPAND ECONOMIC OPPORTUNITIES

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
DOWNTOWN HOUSING H 6.1 (p. 72)	<ul style="list-style-type: none"> Inventory available sites/buildings for housing development. Incorporate into downtown master planning process. Continue to acquire, hold, or clear sites, and market them for housing potential. Develop a plan for housing in the CBD and market to local and regional developers. <ul style="list-style-type: none"> Promote downtown housing to downtown employers and employees. Develop a list of incentives to increase residential density in the CBD. 	CED	Developers DTSB Entrepreneurs Realtors Redevelopment Commission TRANSPO	★		
ARTS-RELATED ECONOMIC DEVELOPMENT AC 2.1 (p. 126) AC 2.2 (p. 126) AC 2.3 (p. 126) AC 3.1 (p. 126) AC 3.2 (p. 126)	<ul style="list-style-type: none"> Pursue the creation of an arts district in the downtown. Create new models of arts-related neighborhood revitalization and encourage city neighborhoods to utilize those models. Utilize media to promote successes of arts-related revitalization efforts. Modify the focus of the City's existing business assistance program to include arts-related businesses. 	CED	Art galleries Chamber of Commerce Community Foundation DTSB Institutions of higher education Media Neighborhood organizations Progress Club South Bend Civic Theater South Bend Regional Museum of Art South Bend Symphony	★		
	<ul style="list-style-type: none"> Promote arts and cultural activities/events to increase tourism. <ul style="list-style-type: none"> Support the development of themed arts and cultural events coordinated at several venues. Integrate arts activities/events into plans for the future of an area. Continue to support events such as the Arts Café at NNN, River Park Day, and the Miami Village Fall Festival. 			☐	★	
HIGH TECHNOLOGY PF 4.1.1 (p. 59) PF 4.1.4 (p. 59) ED 2.2 (p. 83) ED 2.5 (p. 83) ED 2.6 (p. 83) ED 5.1 (p. 84) ED 5.2 (p. 84)	<ul style="list-style-type: none"> Promote the availability of high technology infrastructure (such as St. Joseph Valley Metronet, wireless access). Pursue expansion of wi-fi access throughout the downtown area. 	CED	Chamber of Commerce DPW Institutions of higher education Medical facilities Project Future St. Joseph Valley Metronet, Inc. State of Indiana Telecommunications providers	★		
	<ul style="list-style-type: none"> Upgrade infrastructure (roads, public transportation, airport connections, high technology, public utilities, etc.) to attract businesses. Encourage public/private partnerships to provide high technology telecommunications infrastructure. Establish a research park and promote nationally. 			☐	★	

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
JOB CREATION ED 3.2 (p. 83) ED 4.3 (p. 83) EM 1.3 (p. 95) E 6.3 (p. 136)	<ul style="list-style-type: none"> Encourage the business community to develop a speakers bureau for youth and highlight job opportunities and internship programs. Work with economic development organizations to pursue State funds to help underwrite costs of employee training. 	CED	All City departments Chamber of Commerce Educational institutions Project Future State of Indiana Trade unions UEA WIB	★		
	<ul style="list-style-type: none"> Support the expansion of skilled-trades apprenticeship programs. Develop vocational education classes to ensure that immediate and future needs of the local economy are addressed. Utilize the CSO Long Term Plan implementation as a mechanism for creating local jobs. 			☐	★	
INCENTIVES AC 5.4 (p. 127) LU 6.2 (p. 32) H 2.1 (p. 71) H 3.2 (p. 71) H 6.3 (p. 72) ED 2.1 (p. 83)	<ul style="list-style-type: none"> Provide development incentives at target locations in the city. <ul style="list-style-type: none"> Target locations based on development potential. Research various incentive methods. Make benefits to the community a requirement for receiving development incentives by creating a public/private Community Investment Fund. <ul style="list-style-type: none"> Research successful examples of communities with similar policies. Develop a management mechanism for the fund. Require businesses receiving local public incentives to contribute a percentage of the incentive to the Community Investment Fund. Determine appropriate percentages for different uses of the fund such as housing, arts, parks, etc. Work with the HPC to determine appropriate incentives/programs for the repair of historic homes and structures. 	CED	Architects Chamber of Commerce Developers DTSB HPC Legal Department Neighborhood organizations Redevelopment Commission	☐	★	
TAX BASE H 7.2 (p. 72) ED 8.1 (p. 84) ED 8.2 (p. 84) ED 8.3 (p. 84)	<ul style="list-style-type: none"> Continue efforts to develop light industrial parks and research/technology parks. <ul style="list-style-type: none"> Acquire property, conduct brownfield remediation when necessary, and clear obsolete structures (without historical value). Create a task force to explore opportunities to combat the problem of undervalued property in the inner city. <ul style="list-style-type: none"> Conduct public forums to brainstorm alternatives. Research user fees, voluntary payments, or other alternate fees that could be applied as payments in-lieu-of-taxes for nontax paying organizations in the city. Research methods of revenue sharing used by other jurisdictions. 	A&F CED	CED Chamber of Commerce County Assessor County Auditor Legal Department State of Indiana	☐	★	

STRATEGY 2: PROMOTE CITY ASSETS

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>COMMUNITY ASSETS</p> <p>PF 4.1.3 (p. 59) H 5.2 (p. 72) ED 9.1 (p. 84) ED 9.2 (p. 84) ED 9.3 (p. 84) ED 9.4 (p. 84) CB 7.1 (p. 117) CB 7.2 (p. 117) CB 7.3 (p. 117)</p>	<ul style="list-style-type: none"> • Develop a formal marketing strategy to highlight community assets and create marketing materials. <ul style="list-style-type: none"> ○ Include success stories of businesses in South Bend and promote South Bend as a business-friendly community. ○ Include SBCSC accomplishments and distribute to the media, potential businesses, and the Board of Realtors. ○ Promote arts-related community assets such as the ArtsEverywhere initiative. ○ Promote South Bend as a site for local, regional, and national events. ○ Promote cultural and recreational opportunities along the St. Joseph River. ○ Promote lifelong learning opportunities in the community. • Encourage the Convention and Visitors Bureau to work with the Chamber of Commerce to distribute existing information on area assets. • Encourage the South Bend <i>Tribune</i> to include city parks as part of their <i>Our Neighborhoods: Stories About Michiana Neighborhoods</i> series. • Update marketing material at toll road stops highlighting city assets. • Work with colleges and university student associations to highlight community assets. • Encourage the SBCSC to highlight South Bend assets on their website. <ul style="list-style-type: none"> ○ Encourage area schools to conduct open houses for the public to market schools. • Encourage the Historic Preservation Commission to create and market a publication highlighting local historic landmarks. 	CSP	Board of Realtors CED Chamber of Commerce HPC Institutions of higher education Media SBCSC South Bend/Mishawaka Convention and Visitors Bureau	★		

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>NEIGHBORHOOD STRENGTHS</p> <p>H 2.2 (p. 71) H 5.1 (p. 72) H 5.3 (p. 72) H 8.1 (p. 72)</p>	<ul style="list-style-type: none"> Assess and publicize neighborhoods strengths. <ul style="list-style-type: none"> Utilize the City’s Web site and other publications to highlight style and variety of housing stock. Continue working with local media to highlight strengths of the city’s neighborhoods. Develop a virtual tour of neighborhoods on the city’s Web site. Include video testimonials from neighborhood residents. Encourage neighborhood organizations in the city to promote events occurring in other neighborhoods, including on their Web site. Design programs that offer youth the opportunity to be engaged in learning and promoting neighborhood assets. Conduct discussions with the Greater South Bend–Mishawaka Board of Realtors and encourage them to fairly promote the strengths of South Bend neighborhoods. Encourage Common Council members to use a variety of methods to promote their respective districts. Distribute Historic Preservation Commission marketing material on historic properties and neighborhoods using established City communication methods. Encourage the Northern Indiana Center for History to expand their promotion of the history of the city’s historic neighborhoods. Encourage the Chamber of Commerce of St. Joseph County to promote South Bend’s historic neighborhoods on their Web site and through their publications. Provide the Greater South Bend–Mishawaka Board of Realtors with information packets on the strengths of city neighborhoods, the school system’s accomplishments, and other community assets for distribution to their members. Encourage large employers to offer employee assistance programs for purchasing/living in housing located in the city. <ul style="list-style-type: none"> Conduct citywide workshops for large employers on the variety of neighborhoods in the city. 	<p>A&F (IT) CED</p>	<p>Area employers Board of Realtors Building Department Chamber of Commerce CSP Historic Landmarks Foundation HPC Mass Media Neighborhood organizations Northern Indiana Center For History Convention and Visitors Bureau.</p>	<p>☐</p>	<p>★</p>	
<p>STUDENT/TEACHER ACHIEVEMENT</p> <p>E 2.1 (p. 135) E 2.2 (p. 135)</p>	<ul style="list-style-type: none"> Include stories of successful teachers, students, educators, and school system volunteers in City publications and Web site. <ul style="list-style-type: none"> Encourage local schools to look at various techniques, including virtual tours, to highlight school assets. Encourage the local media to highlight the achievements of local schools. <ul style="list-style-type: none"> Highlight the alumni of the SBCSC and their achievements. Promote current awards programs that highlight successful students in local schools. Promote programs of the SBCSC that are dependent on local partnerships such as “Partner Up.” 	<p>A&F (IT) CSP</p>	<p>CED Media Public and private schools</p>		<p>☐</p>	<p>★</p>





STRATEGY 3: ENHANCE CITY SERVICES

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>EMERGENCY PREPAREDNESS PF 6.2.2 (p. 60) PF 6.3.2 (p. 60)</p>	<ul style="list-style-type: none"> • Assess inter-operability of existing communication equipment between county, municipal, and township police departments, fire departments, emergency medical services providers, Public Works, Building Department, and Code Enforcement. <ul style="list-style-type: none"> ○ Convene forum of area representatives to assess inter-operability gaps. ○ Determine specifics needed by jurisdiction and generate report. ○ Determine funding options to ensure seamless inter-operability in the event of future emergencies. • Develop a strategy to address emergency preparedness and to educate the public on the proper response to emergencies. <ul style="list-style-type: none"> ○ Develop an informational brochure or booklet and distribute to the public. ○ Continue partnerships with the media to facilitate reaching residents during emergencies. Use PSA's to educate the public. ○ Conduct emergency preparedness exercises with law enforcement, Fire, and EMS. ○ Utilize NPC's and neighborhood groups in public education process. 	St. Joseph County Emergency Management Agency (EMA)	Code Enforcement DPW FEMA Homeland Security Medical services Neighborhood organizations Parks and Recreation Public and private schools SBCSC SBFD SBPD SEMA Sheriff's Department Social service agencies Township fire departments	★		
<p>RECRUITING A DIVERSE WORKFORCE CB 2.5 (p. 116) CB 3.1 (p. 116)</p>	<ul style="list-style-type: none"> • Promote and highlight the City's Equal Opportunity policy. • Conduct minority recruitment campaigns. <ul style="list-style-type: none"> ○ Advertise nationally for available positions in the City. ○ Utilize electronic job-posting services targeting minorities. ○ Print job advertisements in publications that market to minority populations. • Promote and highlight positive aspects of City law enforcement and fire. • Ensure that a public safety representative is present at neighborhood meetings, whenever possible, to pursue recruitment of local talent. • Promote partnerships with higher education criminal justice programs to facilitate search for potential candidates for law enforcement. • Continue programs that help develop positive relationships between area law enforcement and youth. 	A&F	City departments Institutions of higher education Neighborhood and community organizations Public and private schools SBCSC	★		

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
WATER & SEWER PF 3.2.2 (p. 59) PF 3.2.3 (p. 59)	<ul style="list-style-type: none"> Obtain EPA approval of the City's CSO Long Term Control Plan (LTCP). Implement existing long term sewer overflow plan. <ul style="list-style-type: none"> Conduct public forums with neighborhood residents during CSO implementation to address street improvements and redesign. Continue informing the public about CSO issues. Research and pursue alternative technologies such as the embedded sensor network to address CSOs. 	DPW	CSP	☐	★	
PARKS PF 5.1.2 (p. 59) PF 5.1.3 (p. 59) PF 5.2.2 (p. 59)	<ul style="list-style-type: none"> Determine location(s) for new active recreation opportunities, such as soccer fields and basketball courts. <ul style="list-style-type: none"> Prioritize needs and begin development. Strengthen security at city parks. <ul style="list-style-type: none"> Install more effective lighting and emergency phones. Encourage cooperative community use of school facilities. Determine a site to create a dog park in the city and engage the public in its planning. Add a map of all city parks with hotlinks to detailed information on the Parks Department Web site. Support efforts of neighborhood groups to create and maintain neighborhood parks and community gardens. Encourage TRANSPO to expand routes to include all city parks. 	Parks and Recreation	A&F (IT) CED DPW Neighborhood organizations SBPD TRANSPO Youth groups	☐	★	
<ul style="list-style-type: none"> Pursue green space connectivity along the St. Joseph River. 	☐			☐	★	

STRATEGY 4: SUPPORT YOUTH DEVELOPMENT

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>JOB OPPORTUNITIES ED 3.3 (p. 83) E 1.1 (p. 135) E 3.3 (p. 135)</p>	<ul style="list-style-type: none"> Work with economic development organizations to develop vocational education classes to ensure that immediate and future needs of the local economy are addressed. Encourage SBCSC to expand vocational training within high schools. <ul style="list-style-type: none"> Encourage trades unions to develop housing rehabilitation programs. Formulate a City internship program for high school youth. <ul style="list-style-type: none"> Offer job shadowing days for youth. Encourage the branches of local government to mentor youth and offer job shadowing. 	CED	Area employers Chamber of Commerce Indiana Plan Institutions of higher education Project Future SBCSC St. Joseph Valley building trades	★		
<p>ART ACTIVITIES AC 1.3 (p. 126) AC 1.4 (p. 126)</p>	<ul style="list-style-type: none"> Partner with schools to promote existing community art activities and events to youth. <ul style="list-style-type: none"> Seek donations of musical instruments and distribute to youth in need. Encourage the SBCSC to offer greater art display opportunities in schools. Provide public venues (such as Century Center, County-City Building lobby, etc.) and encourage local businesses (such as restaurants, coffee shops, etc.), churches, and youth agencies to allow rotating displays of youth art. <ul style="list-style-type: none"> Utilize NPCs and neighborhood and community centers as locations for arts-related classes and events. Encourage youth art performances and displays at local festivals. Partner with arts organizations and create a mentoring program between local artists and youth. <ul style="list-style-type: none"> Encourage students in higher education to be mentors for youth. Encourage scholarship opportunities for youth art programs in the community. 	CSP	Art and History museums Art Beat CED Community Foundation DTSB Faith-based organizations Institutions of higher education Juvenile Justice Center Local businesses Media NPCs Neighborhood centers Parks and Recreation Performing art entities Public and private schools South Bend Symphony Youth agencies	★		
	<ul style="list-style-type: none"> Include art activities in summer Parks and Recreation youth programs. Encourage the juvenile corrections system to utilize the arts in their curriculum. 			◻	★	

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
EDUCATION E 1.5 (p. 135) E 3.1 (p.135) E 3.2 (p. 135) E 3.4 (p. 135) E 4.1 (p. 135) E 4.2 (p. 135)	<ul style="list-style-type: none"> Encourage the SBCSC to strengthen its partnerships with pre-schools and higher education. <ul style="list-style-type: none"> Encourage educational opportunities at area colleges and universities for students still in high school. Encourage major employers in the area to develop formal partnerships with schools. Promote the availability of senior citizens as mentors for youth. Lobby the State to address the issue of drop-out age. Consider the development of a higher education fund using the Kalamazoo Promise as a model. 	CED CSP	Chamber of Commerce Head Start Institutions of higher education Legislators Public and private schools			
INVOLVEMENT IN LOCAL GOVERNMENT CB 1.7 (p. 116) E 4.3 (p. 135)	<ul style="list-style-type: none"> Educate youth about local government and civic processes. <ul style="list-style-type: none"> Encourage Common Council to reinstate the "Youth Council." Organize a youth Local Government Academy. Offer job shadowing days in different City departments and Common Council. Create a City Speakers Bureau, including elected officials, to give regular talks at local schools. Encourage civic education as part of the regular curriculum in local schools. Work with Public Access media to seek ways to improve methods of public broadcast and participation. 	CSP Legal Department	City departments Common Council Indiana Youth Institute Public and private schools Public sector boards and commissions Youth agencies			

STRATEGY 5: INCREASE PUBLIC PARTICIPATION

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
PUBLIC OUTREACH T 7.1 (p. 44) CB 1.1 (p. 116) CB 1.4 (p. 116) CB 1.5 (p. 116) CB 1.8 (p. 116)	<ul style="list-style-type: none"> Assess current City policies, procedures, and requirements for gathering and utilizing public input. <ul style="list-style-type: none"> Expand links to other community Web sites on the City's Web site. Develop a comprehensive Public Involvement Plan with standardized procedures for gathering, utilizing, and disseminating public input in the development of plans and major City initiatives. Present the plan to Common Council for approval as a resolution. <ul style="list-style-type: none"> On a regular basis, present relevant information on ongoing major initiatives and their results to community, civic, faith-based, and business groups. Offer available resources such as neighborhood organization representative contacts, mailing lists, etc., to other institutions to assist them with their solicitation of public involvement. 	CED	Business groups City departments and related boards and commissions Commercial Corridor groups Faith-based organizations Media Neighborhood organizations	★		
TRANSPORTATION PLANNING T 7.2 (p. 44)	<ul style="list-style-type: none"> Encourage transportation planning agencies to expand public involvement with, and access to, development and expansion plans prior to finalizing the plans. Partner with TRANSP0 to include local farmer's market as part of downtown trolley route to support downtown housing. 	DPW	CED Commercial Corridor groups MACOG Neighborhood organizations State of Indiana TRANSP0	◻	★	
VOLUNTEERING CB 1.3 (p. 116) CB 1.9 (p. 116) CB 2.4 (p. 116)	<ul style="list-style-type: none"> Use City Web site to promote volunteer opportunities, with links to organizations that use volunteers. <ul style="list-style-type: none"> Emphasize volunteering opportunities in local schools. Develop a youth volunteer base for community activities such as local park maintenance, assisting the elderly, etc. Encourage public recognition of volunteering. 	CSP	City departments Chamber of Commerce Civic organizations Commercial Corridor groups Faith-based organizations Neighborhood organizations United Way of St. Joseph County	◻	★	
YOUTH INVOLVEMENT PF 5.1.4 (p. 59)	<ul style="list-style-type: none"> Conduct special outreach meetings for youth when planning for future parks and recreational facilities or improving existing parks. Work with institutions of higher education and the SBCSC to develop creative opportunities to engage students in public service. 	Parks and Recreation	CED Institutions of higher education Public and private schools	◻	★	
EDUCATIONAL FACILITIES PLANNING E 5.3 (p. 136)	<ul style="list-style-type: none"> Discuss with educational institutions the benefits of using the City's Public Involvement Plan in developing the format of public meetings. Encourage institutions to share development and expansion plans with the public prior to finalizing the plans. Offer available resources such as neighborhood organization representative contacts, mailing lists, etc., to assist institutions with public involvement. 	CED DPW	Institutions of higher education Private schools SBCSC		◻	★

STRATEGY 6: ENSURE QUALITY DESIGN AND PHYSICAL DEVELOPMENT

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>DEVELOPMENT PROCESS LU 6.3 (p. 32) ED 6.1 (p. 84) ED 6.2 (p. 84) UD 2.4 (p. 105)</p>	<ul style="list-style-type: none"> Identify strengths and weaknesses of the existing administrative process for reviewing development proposals. <ul style="list-style-type: none"> Research successful examples of nationally recognized development processes. Analyze past and current practice regarding incentive packages and evaluate and integrate improvements into the development process. Standardize practice into a formal development process. <ul style="list-style-type: none"> Develop printed material that helps the public understand the steps in development, from obtaining building permits to the types of funds available. Establish process and criteria for evaluating whether to preserve or demolish structures, including a feasibility study. 	Building Department CED	APC Chamber of Commerce CSP Environmental organizations Legal Department Parks and Recreation Project Future Realtors Redevelopment Commission State of Indiana	★		
<p>MUNICIPAL CODE LU 4.1 (p. 31) LU 8.3 (p. 32) PF 4.1.2 (p. 59) H 1.1 (p. 71) H 4.3 (p. 72) EM 4.1 (p. 95) UD 3.2 (p. 106) UD 3.3 (p. 106)</p>	<ul style="list-style-type: none"> Analyze and update City ordinances, such as zoning and subdivision ordinances, to ensure compatibility with <i>City Plan</i> policies. <ul style="list-style-type: none"> Determine appropriate percentage of open space to include in various types of new development. Research communities with effective ordinances or plans that encourage a mix of housing types, densities, etc. Encourage the installation of high technology infrastructure in new developments. Require the preservation of existing vistas and visual connections in new developments. Require the creation of new ones wherever possible. Review the Zoning Ordinance for disincentives to building on parking lots and modify the ordinance to remove barriers. Research case studies for recommended standards for bicycle and pedestrian safety along roadways and at intersections. Modify the Municipal Code to include safety considerations. Require sidewalks on both sides of the street everywhere in the city. Define household hazardous waste in the Municipal Code and add appropriate language in the code to address its proper disposal. Research other communities to determine alternative storm water drainage techniques and incorporate into development requirements. 	CED Legal Department	APC Architects Building Department Developers DTSB DPW Historic Landmarks Foundation HPC Landscape architects Neighborhood organizations	★		

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
NEIGHBORHOOD AND URBAN CHARACTER UD 1.1 (p. 105) UD 1.3 (p. 105) UD 1.6 (p. 105) UD 1.8 (p. 105) UD 3.1 (p. 106) UD 3.4 (p. 106) UD 4.1 (p. 106)	<ul style="list-style-type: none"> Review existing design guidelines and revise as necessary. Develop design guidelines for areas that currently do not have any. Establish design standards for infill housing. Use design guidelines as part of the evaluation of development proposals to ensure developments respect the scale, design, and aesthetics of the area. Update area-specific plans and ensure inclusion of design guidelines using input from residents, businesses, and other stakeholders in the area. <ul style="list-style-type: none"> Submit area-specific plans to APC and Common Council for adoption. Expand and highlight the role of existing urban plazas in the downtown area. Expand the St. Joseph River's role in enhancing downtown character by offering more cultural and recreational opportunities. 	Building Department CED	APC Architects Building Department City departments Commercial Corridor groups DTSB HLF HPC Neighborhood organization Parks and Recreation	☐	★	
PUBLIC ART AC 6.1 (p. 127) AC 6.2 (p. 127) AC 6.4 (p. 127)	<ul style="list-style-type: none"> Partner with various art-related and community organizations to create annual competitions for the design of public art. <ul style="list-style-type: none"> Determine sources of funding to commission public art. Encourage communitywide involvement. Determine best location and install public art. 	CED CSP	Artists and arts-related organizations DTSB Legal Department Redevelopment Commission	☐	★	
REDEVELOPMENT ED 1.2 (p. 83) ED 1.4 (p. 83) EM 3.1 (p. 95) EM 3.3 (p. 95)	UNDERUTILIZED LAND <ul style="list-style-type: none"> Encourage development on surface parking lots. <ul style="list-style-type: none"> Promote the benefits of shared parking lots. Promote availability of existing downtown parking and encourage parking in downtown parking structures. Promote green buildings and public art in downtown redevelopment. 	CED	Chamber of Commerce DTSB DPW Federal government Legal Department Redevelopment Commission State of Indiana	☐	★	
	BROWNFIELDS <ul style="list-style-type: none"> Utilize City's inventory of available brownfield properties to prioritize sites for future development. <ul style="list-style-type: none"> Pursue financial resources (state, federal, and private) to conduct environmental testing, remediation, and/or clearance of sites or properties with development potential. Facilitate redevelopment of prioritized sites through tax credits and demolition and clean-up assistance. 				★	
COMPATIBILITY WITH COUNTY LU 4.3 (p. 31)	<ul style="list-style-type: none"> Ensure compatibility of City and County subdivision ordinances. Convene a committee of City and County officials to review subdivision ordinances to identify strengths and weaknesses. 	APC Building Department	City departments County departments		★	

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
PEDESTRIAN-ORIENTED DEVELOPMENT LU 3.2 (p. 31) T 1.4 (p. 43) T 3.1 (p. 43) PF 2.2.2 (p. 58) PF 5.2.1 (p. 59)	<ul style="list-style-type: none"> Utilize the updated Zoning Ordinance to structure incentives for pedestrian-oriented development in the downtown. Create an inventory of the existing recreational circulation system for bicyclists and pedestrians. <ul style="list-style-type: none"> Identify gaps in the path system and develop a plan to address gaps. Develop a phased strategy to fund the development of a certain number of miles of bicycle paths, trails, etc., and begin striping bike lanes. Incorporate and require trails and greenways in developments where appropriate. 	CED DPW	APC Building Department Chamber of Commerce Cycling groups DTSB DPW Environmental organizations Neighborhood organizations Parks and Recreation		★	
COORDINATION WITH EDUCATIONAL INSTITUTIONS E 5.1 (p. 136) E 5.2 (p. 136)	<ul style="list-style-type: none"> Develop a planning, review, and development process with institutions of higher education and the SBCSC to coordinate planning for future facilities. Inform the SBCSC when planning new residential areas that could include significant numbers of youth. Continue regular communication with institutions of higher education and the SBCSC as to their future needs. 	CED DPW	Institutions of higher education Public and private schools Redevelopment Commission		◀	★

STRATEGY 7: RAISE PUBLIC AWARENESS

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
<p>PROPERTY MAINTENANCE H 2.10 (p. 71)</p>	<ul style="list-style-type: none"> • Use existing communication methods—City and neighborhood newsletters, Web site, presentations, etc.—to educate property owners on Municipal Code requirements in user-friendly ways. • Translate into Spanish the Code requirements that are frequently violated. Conduct targeted educational meetings in Spanish. • Conduct regular informational meetings throughout the city on frequently violated sections of the Code. • Assist the Historic Landmarks Foundation of Indiana and the Historic Preservation Commission in conducting educational workshops on maintenance needs of older homes and other special events that highlight the city's historic neighborhoods. • Research and implement ideas that will help encourage property owners to maintain their properties, such as: <ul style="list-style-type: none"> ○ Offer an awards program for property maintenance. ○ Provide tax abatements for homeowners to rehabilitate homes. ○ Partner with home-improvement stores and offer classes in neighborhoods on property maintenance. • Work with landlord associations, the Police Department, social service agencies, neighborhood organizations, and others to develop curriculum for tenant and landlord education classes. <ul style="list-style-type: none"> ○ Support regular tenant and landlord education classes by providing locations and assistance with marketing. 	<p>Building Department Code Enforcement</p>	<p>Business organizations CED CSP Hispanic organizations HLFI HPC Neighborhood organizations</p>	★		

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
IMPACT ON NATURAL ENVIRONMENT T 4.3 (p. 43) PF 3.1.5 (p. 59) EM 1.1 (p. 95) EM 1.2 (p. 95) EM 2.2 (p. 95) EM 2.3 (p. 95) EM 2.6 (p. 95) EM 8.1 (p. 96) EM 9.1 (p. 96)	GENERAL AWARENESS <ul style="list-style-type: none"> Develop public awareness campaigns on important environmental issues to educate and raise public awareness. Partner with other groups and agencies to organize periodic communitywide lectures by prominent environmentalists. Develop a pollution hotline as a source of information and to register complaints. Keep current on air and water quality issues. 	CSP	APA ASLA Building Department Code Enforcement County Health Department DPW Environmental organizations IDEM St. Joseph County Waste Management District SBCSC TRANSP0	★		
	ST. JOSEPH RIVER ECO-SYSTEM <ul style="list-style-type: none"> Encourage developers to be environmentally conscious and utilize municipal water and sewer systems whenever possible to protect the ground water supply and aquifer. Include information about preserving the river eco-system in the City's Web site, newsletter, and other City publications. Work with schools to educate schoolchildren about the river eco-system. Assist with field trips to the St. Joseph River. Monitor vegetation along the river and publish results in an annual report. <ul style="list-style-type: none"> Partner with area colleges and universities to monitor vegetation and pollution. 	DPW Parks and Recreation	APC DNR CED CSP Institutions of higher education Public and private schools U.S. Corp of Engineers U.S. EPA	★		
	ALTERNATIVE FUELS <ul style="list-style-type: none"> Promote the use of alternative fuels. Set example by strategically converting existing City fleet into alternatively fueled vehicles. <ul style="list-style-type: none"> Install one City E85 pump for City vehicle refueling. 	DPW	City departments State of Indiana	◻	★	
	GREEN BUILDING <ul style="list-style-type: none"> Promote the of utilization of LEED construction to the business community and developers. Pursue the use of green building techniques in new City facilities. 	CED	Building Department CSP DPW Parks and Recreation	◻	★	

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
ALTERNATIVE MODES OF TRANSPORTATION T 2.2 (p. 43) T 4.1 (p. 43) EM 9.2 (p. 96)	<ul style="list-style-type: none"> Promote the environmental benefits of mass transit and alternative modes of transportation. Assist TRANSPO in promoting the use of buses and trolleys. <ul style="list-style-type: none"> Distribute information about TRANSPO routes through neighborhood associations, Neighborhood Partnership Centers, medical facilities, etc. Expand outreach and increase promotion to youth and seniors. Encourage TRANSPO to expand service for special events. Encourage TRANSPO to provide adequate signage and information on routes at bus stops. Actively participate in "Bike to Work" week. Provide monthly bus passes to City employees who use mass transit to get to work. 	CSP	A&F Bicycle clubs City departments Neighborhood organizations NRC SBCSC Senior centers TRANSPO	☐	★	
ETHNIC / RACIAL DIVERSITY CB 2.2 (p. 116) CB 2.3 (p. 116)	<ul style="list-style-type: none"> Organize workshops and small group discussions for youth and adults to promote the understanding of cultural and racial diversity. <ul style="list-style-type: none"> Encourage other organizations and businesses to conduct workshops and discussions on ethnic/racial diversity. Develop opportunities to celebrate the diversity of the city and its neighborhoods. <ul style="list-style-type: none"> Promote the ethnic history of South Bend's neighborhoods. Encourage the SBCSC to teach students the history of the community. 	Human Rights Commission	Chamber of Commerce Faith-based organizations URC Public and private schools		★	
OPPORTUNITIES FOR LOW INCOME RESIDENTS H 8.3 (p. 72) CB 4.2 (p. 117)	<ul style="list-style-type: none"> Pursue a multi-media marketing campaign targeted to low income residents to raise awareness of the Earned Income Tax Credit (EITC). Partner with organizations to provide free tax preparation for income eligible South Bend residents. Work with local agencies, financial institutions, and schools to engage youth in financial planning curriculum. Research programs such as Bridges out of Poverty and pursue if applicable. 	CED	Accounting firms Financial institutions Neighborhood organizations NRC Public libraries		★	
PARENTAL INVOLVEMENT E 1.3 (p. 135)	<ul style="list-style-type: none"> Work with the SBCSC, social service organizations, and the media to explore methods to involve parents in the school system. Research model programs that successfully encourage youth and their parents to participate together in educational and recreational activities. 	CSP	CED Faith-based organizations Institutions of higher education La Casa De Amistad NAACP Social service organizations SBCSC Urban League		★	

STRATEGY 8: CONDUCT ANALYSIS AND PLANNING

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
PLAN MONITORING (p. 142)	<ul style="list-style-type: none"> Develop and implement benchmarks and indicators to measure progress toward achieving <i>City Plan</i> goals. Report <i>City Plan</i> progress annually. 	CED	City departments	★		
VACANT AND ABANDONED PROPERTIES H 2.6 (p. 71) H 2.7 (p. 71) H 2.11 (p. 71) H 5.6 (p. 72) H 8.4 (p. 72)	<ul style="list-style-type: none"> Maintain an updated GIS database of all vacant and abandoned housing throughout the city. Identify key issues that result in vacancy. Create a comprehensive strategy on how best to address the problem of vacant properties. <ul style="list-style-type: none"> Work with County government to implement a process for rapid intergovernmental transfer of property. Pursue increased code fees for dilapidated properties. Work with various groups in the community to develop and implement initiatives similar to: <ul style="list-style-type: none"> New York's "Third Party Transfer Initiative" to enable a responsible third party to rehabilitate homes for resale. A Targeted Chronic Offender Initiative to include vigorous enforcement supported by State legislation, such as the 2006 House Bill 1102. Lobby State Government to pass legislation strengthening the City's legal authority to take possession of housing with extensive code violations. 	CED Code Enforcement Legal Department	Builders Building Department CED Code Enforcement Developers Faith-based organizations Financial institutions Landlord associations Neighborhood organizations Realtors SBPD Social service agencies	★		
HOUSEHOLD HAZARDOUS WASTE EM 5.1 (p. 96) EM 5.2 (p. 96)	<ul style="list-style-type: none"> Work with the St. Joseph County Waste Management District and local environmental agencies and organizations to create household hazardous waste disposal options and promote to the general public. <ul style="list-style-type: none"> Pursue a drop-off location in the western portion of St. Joseph County for household hazardous waste and increase marketing of the existing facility. 	DPW	CSP County government Environmental agencies St. Joseph County Waste Management District	◐	★	

Policies	Action Steps	Lead Role	Potential Partners	Timeline		
				1-2 Yrs	3-4 Yrs	5 Yrs
COMMUNITY PLANNING LU 1.1 (p. 31) LU 1.2 (p. 31) T 6.3 (p. 44) PF 3.3.1 (p. 59) H 6.2 (p. 72) UD 2.5 (p. 105)	SECTOR PLANNING <ul style="list-style-type: none"> Develop a process to organize the city into planning sectors. Identify areas within each sector that require attention, lack plans, and require various forms of government assistance. Prioritize those areas and initiate planning. 	CED	City departments Business organizations DPW DTSB MACOG Neighborhood organizations	☐	★	
	CREATING NEW AND UPDATING EXISTING PLANS <ul style="list-style-type: none"> Utilize <i>City Plan</i> Objectives and Policies when developing and updating area-specific plans. Revise plans for water, sanitary, and storm water extensions into one unified service area. Coordinate service area with <i>City Plan</i> service area. Create a downtown master plan utilizing <i>City Plan</i> objectives and policies. Require all transportation and land-use projects on the city's fringe to include coordination with surrounding jurisdictions. 				★	
ANTI-POVERTY PROGRAM ASSESSMENT CB 4.9 (p. 117)	<ul style="list-style-type: none"> Identify City-supported programs that address poverty-related issues. <ul style="list-style-type: none"> Analyze program goals and measurement tools. Evaluate for effectiveness relative to <i>City Plan</i> Goals, Objectives, and Policies, and use results to direct funding. Utilize higher education resources for ideas on new concepts and policies being used to address poverty. 	A&F CED	CSP Institutions of higher education Social service organizations		★	



GLOSSARY

Adaptive Reuse: The process for adapting buildings for new uses while retaining their historic features.

Alternative Fuel Vehicle: Any dedicated, flexible-fueled, or dual-fueled vehicle designed to operate on at least one alternative fuel.

Annexation: A process used by the City to extend municipal boundaries. State statute establishes the criteria for annexations. South Bend's *Annexation Policy and Plan* explains the City's goals for annexations.

Aquifer: An underground, water-bearing layer of soil, sand, gravel, or rock that yields usable quantities of water to a well or spring. The U.S. Environmental Protection Agency (EPA) defines a sole- or principal-source aquifer as one which supplies at least 50 percent of the drinking water consumed in the area overlying the aquifer. These areas have no alternative drinking water source which could physically, legally, or economically supply those who depend upon it for drinking water. South Bend's water supply comes from a sole source aquifer.

Arterial Street: A class of streets serving major traffic (high-speed, high-volume) traveling between major points.

Auto-Oriented Land Uses: Functional activities of two types: (1) those which are auto related (such as gas stations and auto repair shops); and (2) those which by their design attract primarily customers and employees arriving by automobile (such as drive-in restaurants).

Bike Lane: A portion of a roadway which has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicycles.

Bike Path: A bikeway physically separated from motorized traffic by an open space or barrier, either within the highway right-of-way or within an independent right-of-way.

Bike Route: A segment of a system of bikeways designated by the jurisdiction having authority with appropriate directional and informational markers, with or without a specific bicycle route number.

Bike Trail: A designated off-street bicycle path that travels through parks or other designated public rights-of-way. Bike trails are usually shared with pedestrians and joggers.

Biodiversity: The variety of life on our planet, measurable as the variety within species, between species, and the variety of ecosystems.

Bioengineering: A broad-based engineering discipline that deals with biomolecular and molecular processes, product design, sustainability, and analysis of biological systems.

Brownfield Redevelopment: Brownfields are defined by the U.S. EPA as "abandoned, idled, or underutilized properties where expansion or redevelopment is complicated by real or perceived environmental consequences." Redeveloping brownfields typically involves clarifying liability issues with the potential buyer/developer, testing the site for contamination, and removing hazardous substances according to federal requirements.

Central Business District: A zoning classification of the area that is the traditional, compact urban core of the city, typically containing an intense concentration of office and specialty retail activities.

Charter School: A public school that is nonsectarian and nonreligious and operates under a charter. Under Indiana Code, charter schools are established to serve the different learning styles and needs of public school students, to offer public school students appropriate and innovative choices, to afford varied opportunities for professional educators, to allow freedom and flexibility in exchange for exceptional levels of accountability, and to provide parents, students, community members, and local entities with an expanded opportunity for involvement in the public school system.

Cluster Development: Buildings concentrated together in specific areas to minimize infrastructure and development costs while achieving the allowable density. Allows for the preservation of natural open space for recreation, common open space, and environmentally sensitive features.

Collector Street: Streets that collect traffic from local, neighborhood streets for distribution to the arterial streets.

Combined Sewer Overflows: A system of waste removal where storm runoff from streets empties into the same pipes as domestic and industrial wastes. In periods of high rain, the wastewater treatment plant cannot handle the increased volume and the wastewater empties through the combined sewer overflows into adjacent waterways without being treated.

Commercial Corridor: Started in 1998, the Commercial Corridor program was initiated by Mayor Stephen J. Luecke. The corridor project is an effort to improve South Bend's key entryways into the city. The following corridors are recognized as commercial corridors by the City of South Bend: Western Avenue, Portage Avenue, South Gateway or Michigan Street, Lincoln Way West, and Miami Street. Each corridor is awarded an allotment of money to spend appropriately, according to its needs.

Corridor: An arterial street and its surrounding land uses.

Dark Fiber: An optical fiber infrastructure (cabling and repeaters) that is currently in place but is not being used. Optical fiber conveys information in the form of light pulses so the "dark" means no light pulses are being sent.

Design Guidelines: Regulations that govern the appearance of a development. Guidelines are typically used to create distinctive attractive places, and ensure that present and future developments are compatible to their surroundings. Design guidelines seek to add value to a community's built environment by ensuring well-designed buildings, attractive and useful signage, appealing façades, and street orientation that is distinctive to the community.

E.coli: *Escherichia coli* (usually abbreviated to *E. coli*) is one of the main species of bacteria that live in the lower intestines of warm-blooded animals (including birds and mammals) and are necessary for the proper digestion of food. Its presence in groundwater is a common indicator of fecal contamination.

Fiber Optics: The technology in which communication signals in the form of modulated light beams are transmitted over a glass or plastic fiber transmission medium. Fiber optic cables have more bandwidth than metal cables and can transmit data digitally, have small space needs, and offer protection from electromagnetic interference, eavesdropping, and radioactivity.

Gateway: A special entry point into a defined area.

Greenfield: A parcel of land not previously developed beyond that of agriculture or forestry use; virgin land.

Greenway: A linear open space; a corridor composed of natural vegetation. Greenways can be used to create connected networks of open space that include traditional parks and natural areas.

Historic Preservation: The theory and practice of creatively maintaining the historic built environment and controlling the landscape component of which it is an integral part. The movement began in the 1960s in the United States to protect landmarks and to unify neighborhoods.

Historic Property: In federal law, a district, site, building, structure, or object that is significant in American history, architecture, engineering, archaeology, or culture at the national, state or local level, and that meets the National Register criteria.

Household: The person or persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

Impervious Surfaces: Hard surfaces (rooftops, sidewalks, driveways, streets, parking lots, etc.) that do not allow rainwater to infiltrate into the ground.

Incentive: A motivational offer intended to persuade an economic development prospect to choose one location over another. Incentives are most often associated with taxes. An incentive offer is usually made under the assumption that a competition for an enterprise development project cannot be won without it.

Industrial Park: An area specifically developed to provide lots for industrial activities.

Infill Development: A type of development that occurs mostly in older and established areas of the city. Infill can occur on long-time vacant lots or on pieces of land with dilapidated buildings, or can involve changing the land use of a property from a less to a more intensive one.

Infrastructure: The basic framework within an area which enables development projects to occur, i.e., streets, water supply, storm drainage, sanitary sewers, electricity, transit and transportation facilities, and oil and gas pipelines and associated facilities.

Landmark: Any structure that is easily recognizable and becomes a point of reference because of its height, distinctive design, or character. Examples may include statues, monuments, churches, and other important civic buildings such as town halls and courthouses.

LEED: The LEED (Leadership in Energy and Environmental Design) Green Building Rating System® is a voluntary, consensus-based national standard for building high-performance, sustainable buildings. LEED was developed by the U.S. Green Building Council (USGBC), the leading organization promoting the green building industry.

Level of Service (LOS): A mechanism used by traffic engineers and planners to determine if a road is operating at ideal, average, or poor efficiency. LOS is measured with grades A to F, with F indicating roads with major traffic issues.

Local Street: A street with a low amount of traffic and a high level of access to the properties along them. An example is a residential street in a neighborhood.

Low and Moderate Income/Poverty: According to the federal Department of Housing and Urban Development, low and moderate income is: a household or individual, whose income does not exceed 80 percent of the median income for the area. Area is usually defined as a census block group.

Magnet School: In the U.S. system of education, a magnet school is a public school that draws students interested in specific subjects, such as academics or the arts, from the surrounding region (typically a school district or a county). South Bend has seven magnet programs.

Market Rate: A standard used to determine the present value of an asset in a given location. For example, the market rate of a house is the value that the owner would receive if he or she were to sell the house today. Market rates vary depending on how strong the real estate market is in a given location.

Master Plan: A document that describes, in narrative and with maps, an overall development concept including both present property uses as well as future land development plans. Master plans are generally area specific or site specific.

Median Sale Price: The sale price of the middle property when all sales in a selected area are arranged in price order from lowest to highest. Where there is an even number of sales, the median is the average of the two middle sales.

Metropolitan Planning Organization: A regional transportation planning body that is required to approve transportation improvement plans for major infrastructure projects to ensure that they are consistent with federal environmental legislation and that they are fiscally sound.

Mixed-Use Structure: A structure that combines two or more types of development: residential, commercial, office, industrial, or institutional.

Neighborhood: An often self-defined district or area with distinctive characteristics, such as race and ethnicity; age and type of buildings; land use; and people who live near one another or in a particular district or area.

Neighborhood Partnership Center: A physical facility that operates to encourage neighborhood communication, outreach, and neighborhood-based service provision in connection with a small-area physical revitalization component.

Neighborhood Plan: A guide for decision making regarding physical development and other activities in an area of a city. These plans are typically adopted by the legislative body of a city.

New Urbanism: A planning and urban design movement that began in the late 1980s and the early 1990s. It aims to reform the design of the built environment by promoting the creation and restoration of diverse, walkable, transit-oriented, vibrant, compact, and mixed-use communities.

Nonpoint Source Pollution: Pollution that occurs when water runs over land or through the ground, picks up pollutants, and deposits them in surface waters (lakes, rivers, estuaries, coastal waters) or introduces them into groundwater.

Nuisance Property: Any site maintained in a condition that has a harmful effect on surrounding parcels or the neighborhood; buildings that are structurally unsafe or a hazard to public safety, places that are used for illegal activities, or lots that contain high grass, weeds, trash, inoperable vehicles, or the like.

Open Space: Predominately undeveloped land and/or water area that is devoted to active or passive recreation, scenic enjoyment, or the preservation of natural resources; usually includes parks, forests, and rural areas.

Ozone: Gas composed of three oxygen atoms; a harmful air pollutant in the earth's lower atmosphere created from the reaction of nitrogen oxides and volatile, organic compounds emanating from motor vehicle exhaust, industrial emissions, gasoline vapors, chemical solvents, and natural sources; is a major agent in the formation of smog.

Pathway: A continuous route designated for pedestrian or bicycle use and usually separated from a street.

Pedestrian Oriented: A development scaled for optimal use by people on foot, rather than in automobiles; such development is often characterized by wide sidewalks and street amenities, short blocks, relatively narrow and easily crossed streets, mixed-use buildings with limited setbacks, small-scale signage, and small landscaped parking lots.

Planned Unit Development (PUD): Development that allows land to be developed in a manner that does not fit all the use, bulk, and open space requirements of any of the standard zoning districts. The PUD allows greater flexibility and innovation than conventional zoning standards because a planned unit is regulated as one unit instead of each lot being regulated separately.

PLAN Z: The organizational and redistricting plan for the South Bend Community School Corporation, implemented in 2003. It changed the grade configuration pattern from K-6 (elementary), 7-8 (middle school), and 9-12 (high school) to K-4 (primary), 5-8 (intermediate), and 9-12 (high school). LaSalle High School was converted to LaSalle Intermediate Academy. Two additional magnet schools were added, Kennedy Primary Academy and Tarkington Traditional School.

Predatory Lending: Practice of unscrupulous lenders who use sales tactics to get consumers to accept real estate financing with costs significantly higher than they might have otherwise obtained. The resulting loans, which usually feature high interest rates, points, and other fees, are targeted at unsophisticated or vulnerable borrowers who may be unaware of the implications of the deal, and often lead to the stripping of a home's equity as well as foreclosures.

Quality of Life: The condition in which one lives; the level is often determined by the presence of desired characteristics, amenities, or services; such characteristics may include entertainment and leisure activity, access to natural areas, low crime, availability of arts, high quality of educational institutions, and well-maintained infrastructure.

Rail-to-Trails: The conversion of abandoned or unused railroad corridors into public trails, especially for recreational use.

Redevelopment: New development that occurs on already developed, partially developed, or under-utilized parcels.

Redevelopment Commission: The Redevelopment Commission in South Bend is responsible for stimulating development in designated areas of the city. This is achieved primarily through acquisition, clearance, and disposition of land; public improvements, design review, and marketing in designated redevelopment and economic development areas. There are five Redevelopment Commission members, appointed annually. Three are appointed by the Mayor, two by the Common Council.

Region: A broad, geographical area distinguished by similar features.

Renewable Energy: Energy obtained from sources that are essentially inexhaustible. Examples include solar, geothermal, wind, and biomass energy.

Right-of-Way: A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Riparian Areas: Vegetated ecosystems along a water body through which energy, materials, and water pass. Riparian areas characteristically have a high water table and are subject to periodic flooding.

Safe Haven: A multi-service center often housed in a school or community center, where many youth- and adult-oriented services are delivered. Safe Havens are an integral component of the U.S. Department of Justice's "Weed and Seed" strategy.

Social Capital: The feeling of trust and reciprocity that binds people to one another and is produced by formal and informal relationships or networks. A neighborhood-based organization is one example of a formal social network.

South Bend Metropolitan Statistical Area (MSA): The area consisting of St. Joseph County in north central Indiana and Cass County in Michigan.

Streetscape: The visual character of a street as determined by elements such as structures, access, greenery, open space, view, etc. The scene as may be observed along a public street composed of natural and built components, including buildings, paving, planting, street hardware, and miscellaneous structures.

Sub-Prime Lending: A type of lending that relies on risk-based pricing to serve borrowers who cannot obtain credit in the prime market, where higher degrees of risk for borrowers carry higher costs for loans.

Suburban Development: A pattern of building that is generally characterized by low-density, segregated, single-use development with wide streets that are designed primarily to accommodate the automobile. These areas are almost totally dependent on the automobile due to large distances between housing, work, shopping, and recreation and to the lack of other transportation options. This reliance on automobiles results in large parking lots for each building.

Swales: Vegetated areas used in place of curbs or paved gutters to transport storm water runoff. They also can temporarily hold small quantities of runoff and allow it to infiltrate into the soil.

Tax Increment Financing (TIF): An economic development financing tool used to capture property tax revenue attributable to increases in assessed value.

Telecommunications: The transmission, emission or reception of signs, signals, images, sound, or intelligence of any nature by wire, radio optical system, or other technical system.

Telecommunications infrastructure: The underlying structure or framework of the telecommunications system (i.e., cable, switching equipment, amplifiers, etc.) which allows for the transmission of voice, video, and data.

Temporary/Emergency Housing: Any facility the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Terminating Vista: A building or monument that stands at the end or in the middle of a path, such that a view is created of that path terminating at the building or monument. Terminating vistas are considered an important method of adding aesthetic appeal to a city, and to emphasize important structures or monuments. Common terminating vistas include government buildings, war memorials, courthouses, and other important structures.

Traditional Neighborhood Development: A development pattern that reflects the characteristics of small, older communities of the late 19th and early 20th centuries. The focus of the community shifts from the automobile to the pedestrian. Traditional urban characteristics include mixed land uses, grid street patterns, pedestrian circulation, intensively used open spaces, architectural character, and a sense of community.

Traditional Urban Characteristics: A pattern of city building characterized by narrow streets, densely clustered buildings on small lots, on-street parking, and amenities such as grocery stores and public parks within walking distance.

Traffic Calming: Roadway design strategies to reduce vehicle speeds and volumes, aimed at improving traffic safety and neighborhood livability. Traffic calming measures include, but are not limited to, traffic-slowing devices, curb extensions, and medians.

Transitional Housing: Temporary accommodations for homeless individuals and families as a step to permanent housing. Those in transitional housing are usually offered various social services—job training, money management, addictions counseling, etc.—to address the causes of their homelessness.

Transit-Oriented Land Uses: Activities that by their design attract, or have the potential to attract, a significant proportion of customers and employees by means of transit, bicycle, or pedestrian modes. Such land uses have a lower demand for parking than auto-oriented land uses.

Tree City USA: A program sponsored by the National Arbor Day Foundation in cooperation with the USDA Forest Service and the National Association of State Foresters. It provides direction, technical assistance, public attention, and national recognition for urban and community forestry programs in thousands of towns and cities.

Urban Fabric: A collection of buildings, infrastructure, and natural and built features, that, when woven together, create an identifiable pattern and define a city.

Urban Sprawl: Current development patterns where rural land is converted to urban uses more quickly than needed to house new residents and support new businesses and in which people become more dependent on automobiles. Sprawl defines patterns of urban growth that include large acreage of low-density residential development, rigid separation between residential and commercial uses, residential and commercial development in rural areas away from urban centers, minimal support for non-motorized transportation methods, and a lack of integrated transportation and land use planning.

Vista: A distant view or prospect, especially one seen through an opening, as between rows of buildings or trees.

Wealth Building: The word “wealth” has many meanings. The word is used in *City Plan* to refer to capital of various kinds, such as social (life skills), human capital (education, technical knowledge), investments (a saving account), etc., which can provide a livelihood that will grow over time.

Weed & Seed Program: A U.S. Department of Justice initiative aimed at revitalizing neighborhoods suffering from high rates of crime. The goal is to “weed out” violent crime, drug trafficking, and gang activity and work to prevent crime from recurring by “seeding” those neighborhoods with a variety of social services.

Wetlands: Lands that are seasonally or permanently covered by shallow water, as well as lands where the water table is close to or at the surface. These areas often host plants and animals specially adapted to life in very wet conditions. Types of wetlands include swamps, marshes, and bogs.

Zoning: A set of local government regulations and requirements that govern the use, placement, spacing, and size of buildings and lots (as well as land uses) within specific areas designated as zones that are primarily dedicated to certain land use types or patterns.

Zoning Ordinance: A law used to implement zoning in a community. A zoning ordinance is usually compatible with the objectives outlined in the comprehensive plan: that existing land uses are protected from incompatible activity; that development is adequately served by infrastructure; and that development is directed away from sensitive environmental areas. Regulated items include permitted uses of land and buildings; the density of those uses; and the size of buildings. It usually includes a map of districts and definitions.