



# Rum Village Neighborhood Plan

Adopted October 2022



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# What is a Plan?

A neighborhood plan is a shared statement about the desired long-term future for that area and a strategy to reach those goals. Developed through a public engagement process, a plan is a guide for:

- Making decisions about what kind of development and services are appropriate,
- How resources should be allocated, and
- How issues residents, business and property owners, and others in the neighborhood are concerned about could be addressed.

Created in the context of the needs and priorities of the larger region, a neighborhood plan focuses on assets and challenges unique to that specific area. Neighborhood plans seek to create a more livable urban place that is attractive, healthy, equitable, and sustainable for current and future generations.

Once adopted, a neighborhood plan becomes official city policy as an amendment to the City's Comprehensive Plan.

## What does it include?

Neighborhood plans typically identify strategies to be implemented over the next 20+ years for the following topics:

- Public facilities and infrastructure (including parks, streets, sidewalks, bicycle facilities, lighting, and utilities),
- Housing (types, condition, and affordability),
- Zoning (building types and design, density, and locations for residential, commercial, industrial, and mixed-use development), and
- Other matters important to the neighborhood.

## Who is it for?

- **Neighborhood residents** will use the plan to understand proposed initiatives in the short, medium, and long terms.
- **Developers, builders, and other individuals** will use the plan to help determine the type, scale, intensity, and location of projects.
- **Public officials and community leaders** will use the plan to direct funding and to make decisions on zoning issues.
- **City staff** will use the plan to understand key neighborhood issues and as a guide to implementing priority projects and initiatives.

## How is it used?

A neighborhood plan provides a broad framework for future initiatives, and it serves as a starting point for more detailed planning and public engagement as individual projects are pursued. A plan will continually evolve to meet the changing needs and context of the community.

The maps, diagrams, photographs, and other graphics presented within a neighborhood plan are illustrations of its key features. These images are not intended to represent the exact results expected from the implementation of the plan, but they provide a general representation of development principles, desired building types, land use, infrastructure, and other elements that the plan establishes.

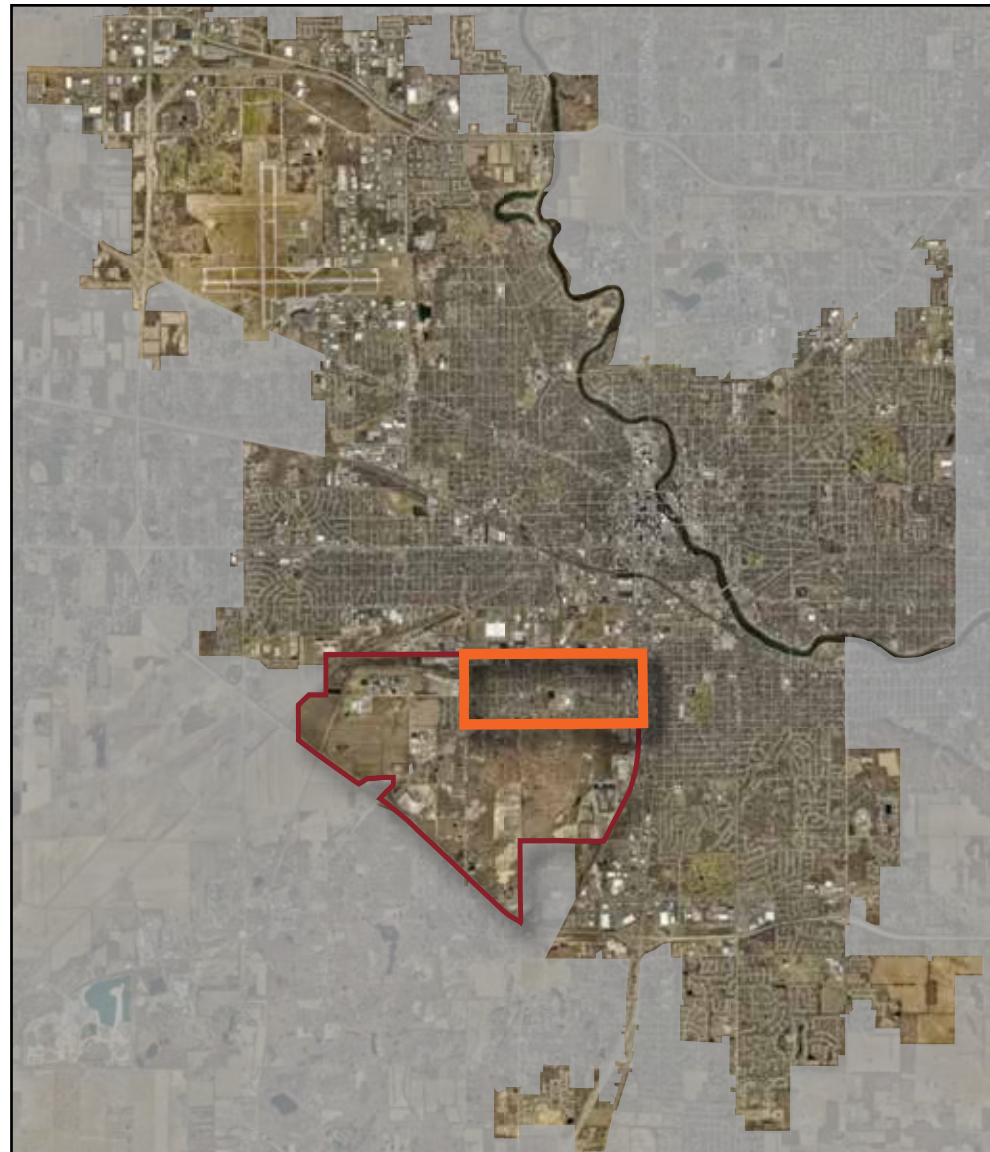
The specific scope, final form, and timing of neighborhood plan initiatives will depend on market demand, the interest of private organizations and individuals, available resources, and direction from further public engagement.



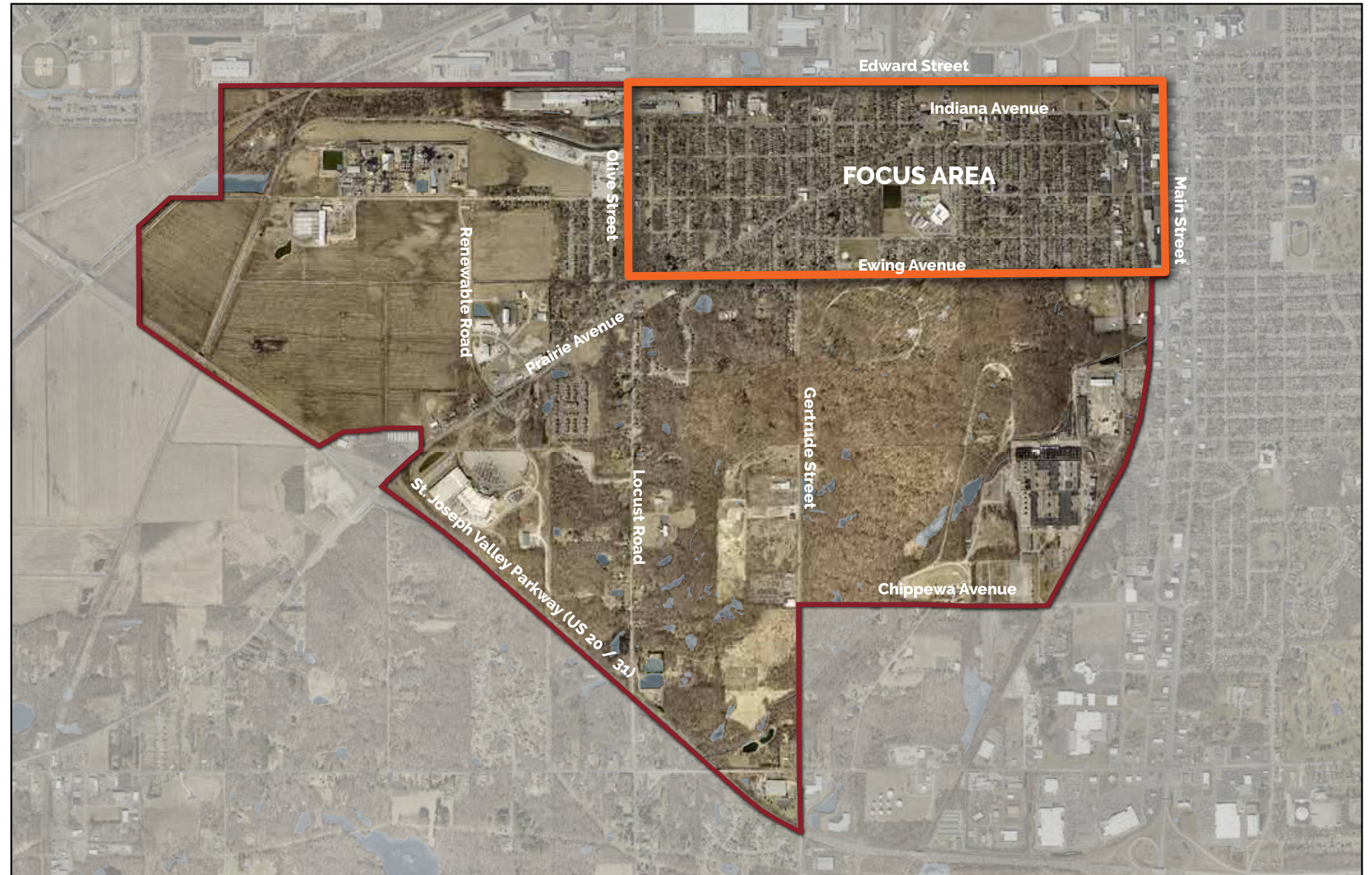
# Neighborhood Background

## Plan Area

The Rum Village Neighborhood Plan focuses on the area generally bounded by the railroad tracks north of Indiana Avenue on the north, Main Street on the east, Ewing Avenue on the south, and Olive Street on the west but also covers the area stretching south to Chippewa Avenue and southwest to the Saint Joseph Valley Parkway.



Rum Village Neighborhood Context Map.

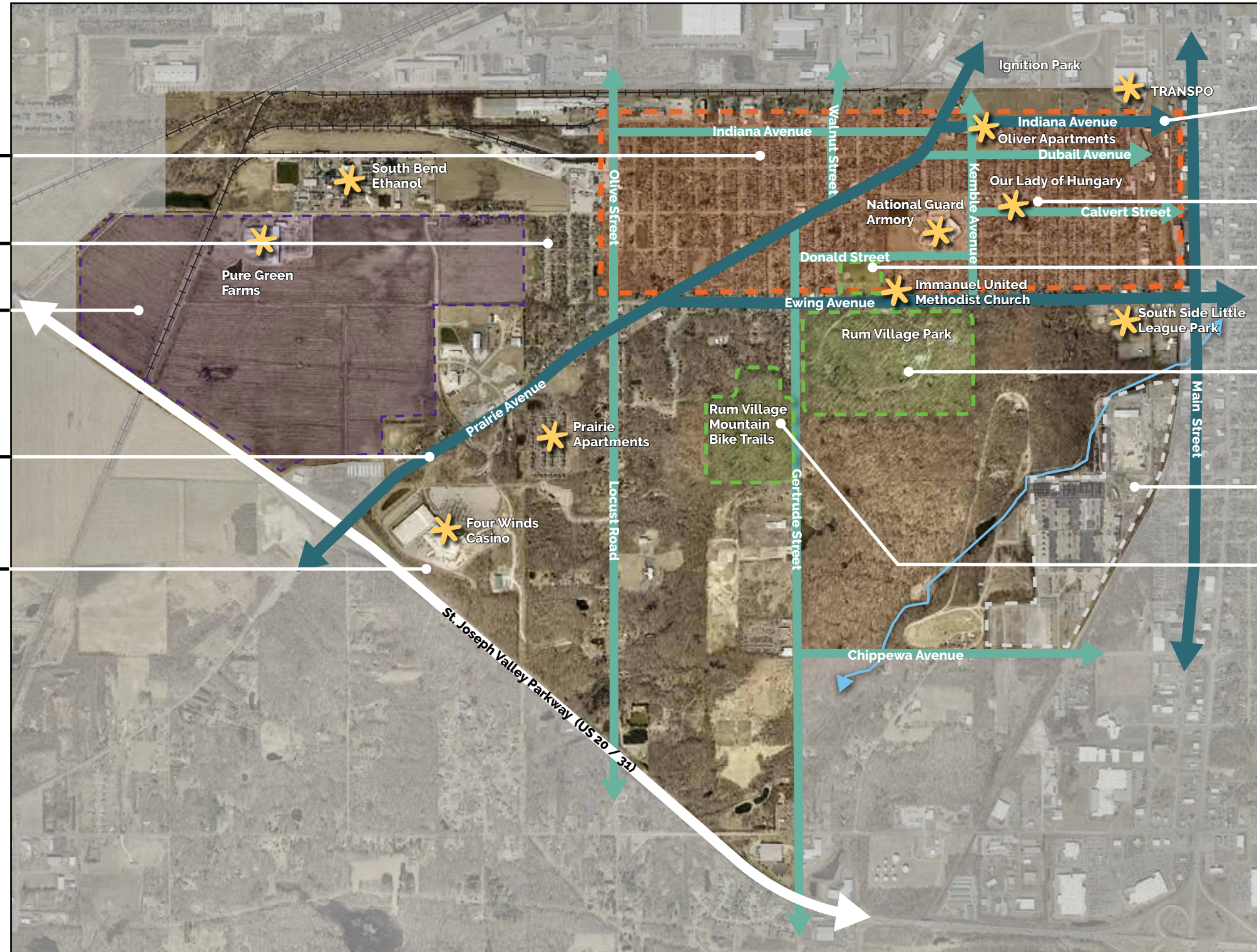


Rum Village Neighborhood Boundary Map.



# Existing Conditions

- Traditional Housing:** Urban style housing in traditional architectural styles such as Craftsman, Bungalow, American Four Square, and post-WWII ranches.
- Suburban Housing:** Mainly suburban styled housing
- Industrial:** Sites for industrial development
- Prairie Avenue:** Major northeast-southwest roadway which prioritizes vehicle traffic over pedestrian comfort; scattered neighborhood-scale commercial development
- Pokagon Land:** Regional draw for tourism; serves tribal community in South Bend



- Indiana Avenue:** Historically mixed-use corridor with vacant industrial land to the north; prioritizes vehicle traffic over pedestrians
- Our Lady of Hungary Church and School:** Neighborhood anchor; area lacking open space for events; traffic travels quickly on Calvert Street
- Walker Field:** Neighborhood recreational space; park lacking amenities; historic shelterhouse in disrepair
- Rum Village Park:** Popular regional park; has limited pedestrian access from the neighborhood and limited pedestrian trails within park
- Industrial Uses:** Underutilized industrial sites
- Gertrude Street:** Mountain bike trails provide regional draw; difficult for users to load/unload due to lack of off-street parking

- Minor Street
- Major Street
- St. Joseph Valley Parkway
- Neighborhood Focus Area
- Bowman Creek
- Park
- Landmark



# Neighborhood Character



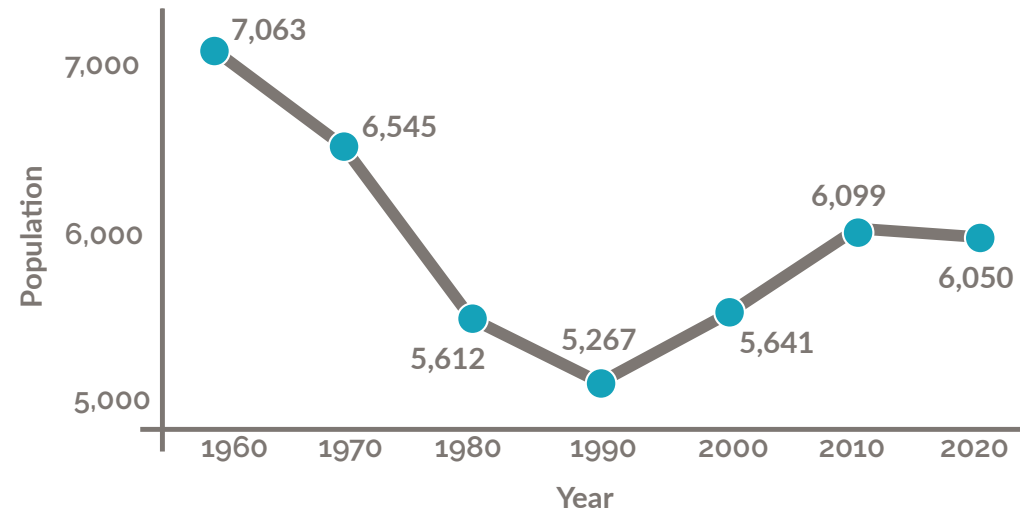
*Top Row (left to right): Calvert Street, Walker Field Shelterhouse, Our Lady of Hungary, Indiana Avenue.  
Middle Row (left to right): Indiana Avenue, Four Winds Casino, Rum Village Park, Indiana Avenue.  
Bottom Row (left to right): National Guard Armory, Indiana Avenue, South Bend Ethanol Plant, Immanuel United Methodist Church.*



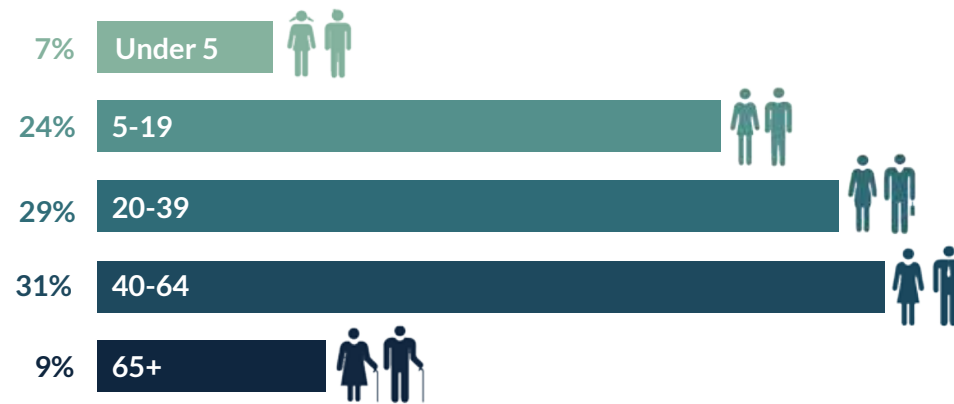
# Neighborhood Data

All figures are from the 2020 Census and are based on Census Tracts 28 and 34, which approximate the Rum Village Neighborhood, unless otherwise noted.

## Population

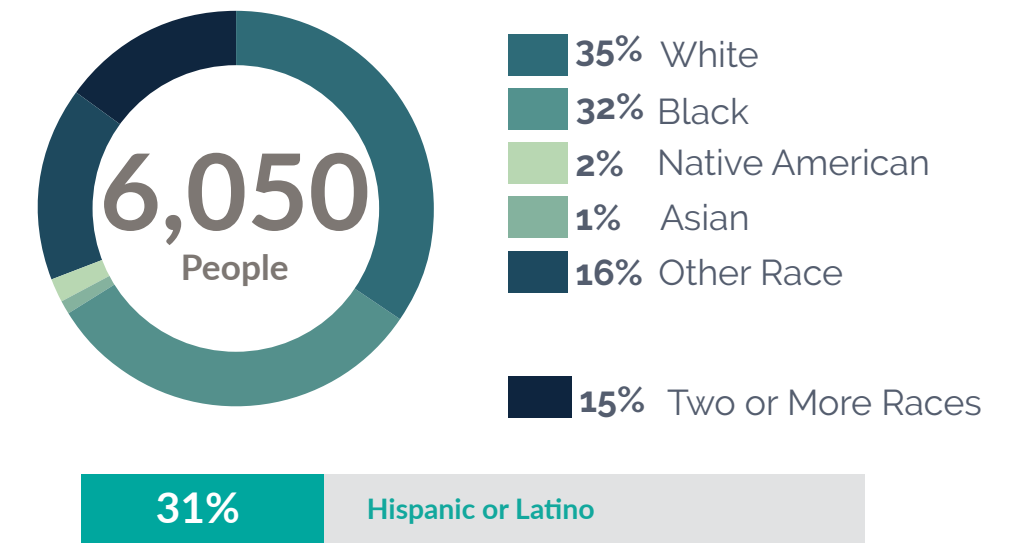


## Age

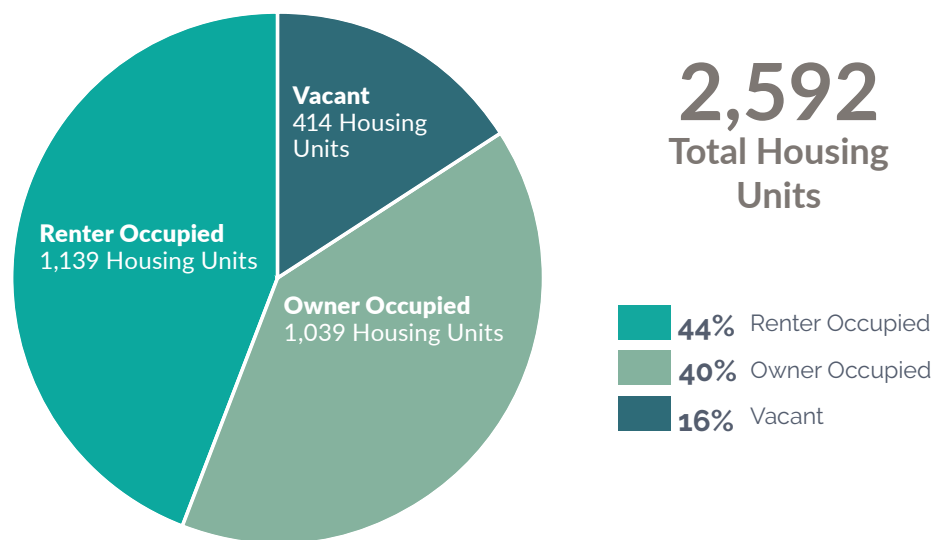


Median Age: 31.1 Years Old

## Race and Hispanic Origin



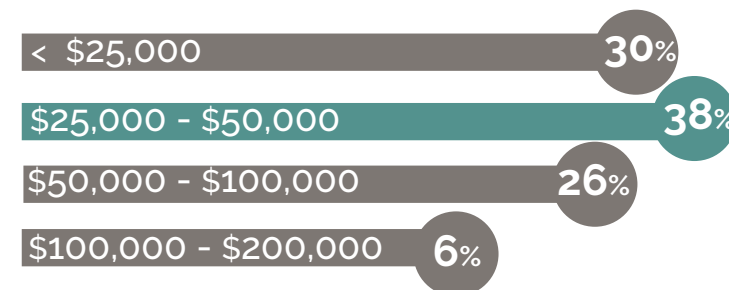
## Housing



Source: 2020 ACS 5-Year Estimates.

## Household Income

Percentage of households within each household income range

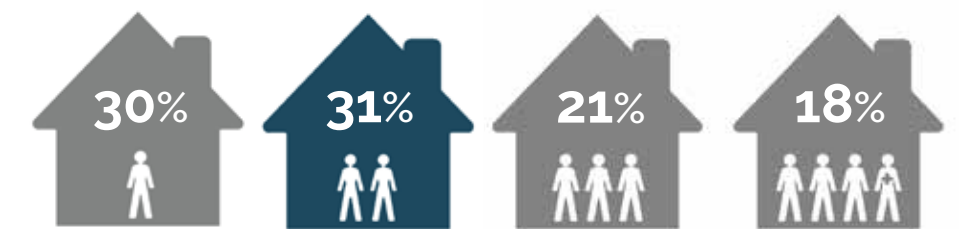


Average Household Income: \$44,441

Source: 2020 ACS 5-Year Estimates.

## Household Size

Number of Households: 2,178



Average Household Size: 2.68 people

Source: 2020 ACS 5-Year Estimates.



# Planning Process & Engagement

## Overview

The City of South Bend developed this plan through a process that engaged residents, businesses, institutions, government agencies, and other neighborhood stakeholders. The planning process included online surveys, key stakeholder interviews, and in-person/virtual workshops that gathered critical information about the Rum Village Neighborhood's existing conditions, needs, and opportunities. This engagement provided the basis for this plan. During the planning process, the City provided updates to the neighborhood organization, Plan Commission, and Common Council.



## Outreach Methods

The City used a series of outreach methods throughout the planning process to encourage participation. These methods included mailings to over 5,600 residents and property owners, e-mail lists, press releases, water bill announcements, posters, yard signs, door hangers, presentations to neighborhood associations, and attendance at other community events.



## Stakeholder Meetings

The City's Planning staff conducted 13 virtual meetings with neighborhood stakeholders. Stakeholders included neighborhood associations, community and nonprofit organizations, faith-based institutions, businesses, developers, City departments, and City Council representatives. These conversations began to outline general themes and potential focus areas for the neighborhood plan.



## Together South Bend

The City created an online engagement platform called Together South Bend that allowed residents to participate in the planning process from anywhere and at any time by using interactive mapping tools and surveys. Together South Bend mirrored the methods of collecting feedback traditionally seen at public meetings. The platform included an overview of the process and planning exercises about infrastructure, housing, open space, and quality of life topics, all available in both English and Spanish.



October

August 2022

September



## Visioning Workshop

Two identical visioning workshops, each held in person and virtually, focused on understanding the neighborhood and its vision for the future. Participants were asked big-picture questions and completed exercises on topics such as housing, infrastructure, land use and building form, neighborhood amenities, and neighborhood specific issues.

## Priorities Workshop

At the neighborhood priorities workshop, participants confirmed that the data gathered from the online engagement platform and the visioning workshops were complete and represented their ideas. The community was then asked to prioritize potential neighborhood initiatives. This helped prepare the framework and priorities outlined in this plan.

## Open House

After a draft neighborhood plan document was created, the City held an open house to present it to neighborhood stakeholders and ask for feedback.

## Adoption

Following public hearings, the Plan Commission and Common Council adopted the Near West Side Neighborhood Plan as an amendment to the Comprehensive Plan. This Plan now serves as the City's official policy for the area.



# What We Heard

Following are the main ideas expressed during the public engagement process for the Rum Village Neighborhood. The items in **bold** were identified as priority projects at the public workshops.

## Streets & Transportation

Calm traffic along the following streets:

- Indiana Avenue
- **Ewing Avenue**
- **Prairie Avenue**
- **Kemble Avenue**
- Donald Street

### **Create consistent lighting of streets**

### **Repair curbs and sidewalks**

Add more protected and shared use trails

Plant street trees where possible

Complete intersection improvements to improve pedestrian safety

Construct shared use trail and crossings on Ewing Avenue

## Housing

### **Promote and expand home repair program**

Diversify housing types, especially by adding missing middle housing

Preserve and expand affordable housing options

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

Promote infill housing opportunities in neighborhood

Meet demand for market-rate housing, including single-family and missing middle

Promote home ownership and provide owner-occupied housing repair grants

## Built Form & Zoning

### **Update zoning map to allow for wider variety of housing types**

Promote neighborhood scale (corner store) businesses on Indiana Avenue and Prairie Avenue

## Other Amenities

### **Improve Walker Field**

Add pedestrian connection between Walker Field Park and Rum Village Park

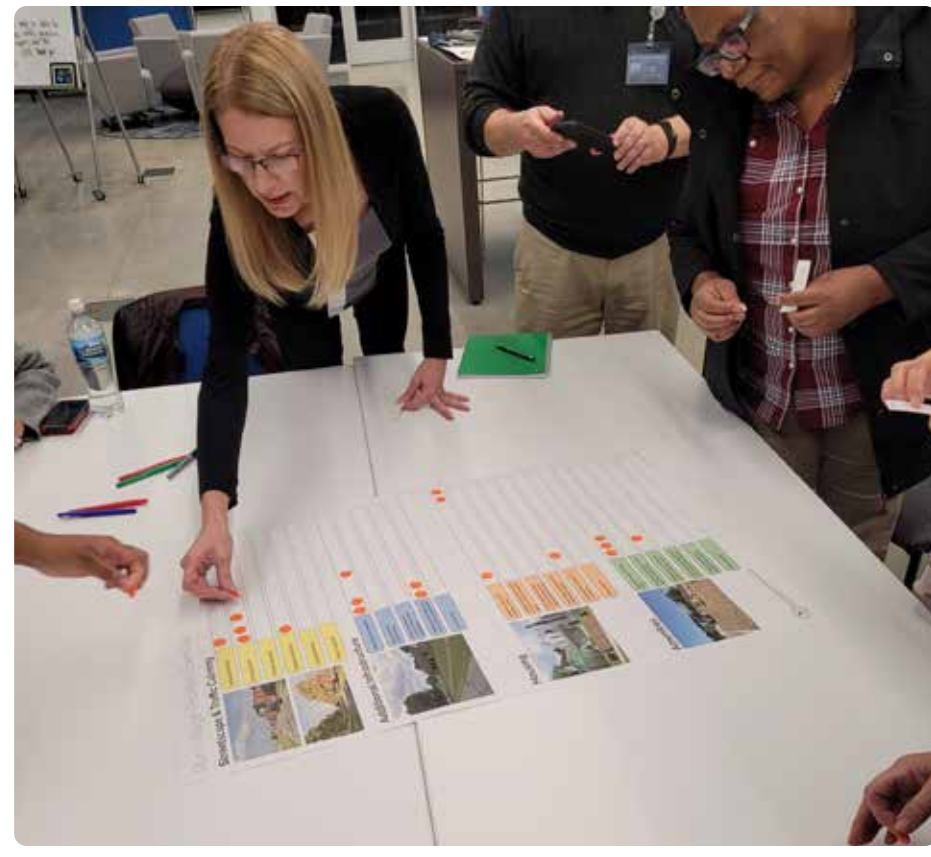
Encourage development of neighborhood businesses

### **Add neighborhood community center and/or gathering space**

Promote and build neighborhood identity

Clean up litter and illegal dumping





Streetscape & Traffic Calming	
 Indiana Avenue	●
 Ewing Street	●●●●
 Prairie Avenue	●●
 Kamble Avenue	●●●
 Donald Street	●
Other (specify)	
Additional Infrastructure	
 Repair/replace sidewalks	●●●●●●●●
 Improve bicycle infrastructure	
 Plant street trees in tree lawn/strip tree installation	●
 Additional street lights and repair existing broken lights	●●●●●
Other (specify)	
Housing	
 Establish home repair program in area	●●●●●
 Update zoning map to allow for wider variety of housing types	●
 Use Code Enforcement to hold building owner responsible for repairs	●●●●
 Encourage development of affordable housing	●●●
 Promote 302 housing on vacant lots	●●●
Other (specify)	



### Tell us What You Think: Infrastructure



**Where do cars speed in the neighborhood?**

Wabash

Main

Wabash & Main

Wabash & Main

**Where do you feel unsafe walking/biking?**

Wabash

Main

Wabash & Main

Wabash & Main

Wabash & Main

**Where does lighting need to be improved (specific areas)?**

Wabash

Main


Wabash & Main

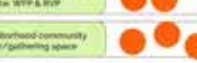
**Other:**

add lighting at 500 Wabash, see 'Wabash' if it's at 500 Wabash at 500 - add more security lighting

add / make additional lighting

Viewing Workshop - October 2, 2022 - October 30, 2022



 Improvements to Walker Plaza	●●●●●
 Redistrict and plan construction for WTP & RFP	●●
 Neighborhood community center/gathering space	●●●●●
 Encourage development of neighborhood businesses	
 Promote and build a neighborhood identity	
Other (specify)	

Some of the input provided from the workshops.

Individuals complete the Priority Rating Exercise at one of the Rum Village Neighborhood Plan Workshops.



# Neighborhood Planning Principles

The characteristics described below serve as the guiding principles for the development of the Rum Village Neighborhood Plan. These principles were formed through the neighborhood planning process.

## ① Urban

The neighborhood is walkable, has a network of well-connected streets and blocks, and a variety of public spaces. It contains a range of housing types that draws people from all economic levels. Amenities such as stores, schools, healthcare, entertainment, parks, cultural institutions, and places of worship are within a convenient distance.

## ② Attractive

The neighborhood's physical environment is thoughtfully managed to make it desirable, competitive, and vibrant. The neighborhood features well maintained buildings and properties, safe streets for all users, quality public spaces, and a memorable, unique identity.

## ③ Healthy

The neighborhood encourages an active lifestyle for residents and visitors, regardless of age or ability, through engaging open spaces and comfortable transportation options. Access to nutritious, fresh, and affordable food. The neighborhood is free of pollution that would notably impact its residents.

## ④ Equitable

The neighborhood's housing accommodates the unique needs, desires, and income levels of all households. Historic disinvestment is addressed through zoning reform and increased private and public investment promoting recovery.

## ⑤ Sustainable

The neighborhood fully uses its existing infrastructure, preserves and reuses structures of historical and/or architectural significance, implements sensible environmental policies, and is committed to reducing its carbon footprint. The neighborhood is resilient, including by being prepared for the effects of climate change.



Indiana Avenue looking west.



Walker Field.



# Scale of Development

This plan refers to low-, medium-, and high-density development. Below are illustrations of the scale of each for the Rum Village Neighborhood. Each scale of development incorporates and builds upon the scale below to help create a diversity of housing options.

## Low-Density



## Medium-Density

Medium-density areas would include buildings of this scale, as well as buildings from the low-density category.



## High-Density

High-density areas would include buildings of this scale, as well as buildings from the medium-density category.





# Neighborhood Plan

The following is a list of Rum Village Neighborhood project ideas which may be pursued by the City, nonprofit organizations, and the private sector over the next 20 years. More information on the concepts listed below can be found on the following pages.

- ① **Renewable Road Area**  
Support coordinated development of greenhouses for food production and other industrial uses.
- ② **Pokagon Land**  
Coordinate use of land as an entertainment destination, place for housing and other uses established by tribal land use planning.
- ③ **Prairie Avenue**  
Complete streetscape improvements including a shared use path along Prairie Avenue.
- ④ **Prairie Avenue - Olive Street Area**  
Redevelop vacant and underutilized lots with coordinated commercial development along Prairie Avenue, with medium-density residential development to the north as market warrants.
- ⑤ **Suburban Commercial Development**  
Fill vacant and underutilized lots with well-designed commercial development that addresses the street.
- ⑥ **Rum Village Park Expansion**  
Explore potential long-term expansion of Rum Village Park.
- ⑦ **Industrial Reuse**  
Encourage industrial reuse and remediation of industrial area.
- ⑧ **Rum Village Park**  
Enhance park amenities following a more detailed park master plan process; provide improved pedestrian access inside the park and between Rum Village Park and Walker Field; improve user access to mountain bike trails.

- ⑨ **Ewing Avenue Trail**  
Complete streetscape improvements; construct a shared use path along Ewing Avenue from Prairie Avenue to Main Street; provide improved access to Walker Field and Rum Village Park.
- ⑩ **Walker Field**  
Enhance amenities at park following a more detailed park master plan process; repurpose Walker Field Shelterhouse; construct crosswalk to Rum Village Park.
- ⑪ **Infill Housing**  
Fill vacant and underutilized lots with low- to medium-density residential development.
- ⑫ **Our Lady of Hungary Plaza**  
Explore creation of green space between Our Lady of Hungary church and school; complete streetscape improvements to slow traffic on Calvert Street.
- ⑬ **Dubail Street - Kemble Avenue Area**  
Fill vacant lot with low- to medium-density residential development.
- ⑭ **Indiana Avenue - Prairie Avenue Area**  
Fill vacant and underutilized lots with medium-density commercial and mixed-use development.
- ⑮ **Indiana Avenue**  
Create "Main Street" environment on Indiana Avenue; complete streetscape project; Revitalize commercial facades; fill vacant lots on south side with commercial and mixed-use development; develop north side of street with light industrial uses having active frontages.

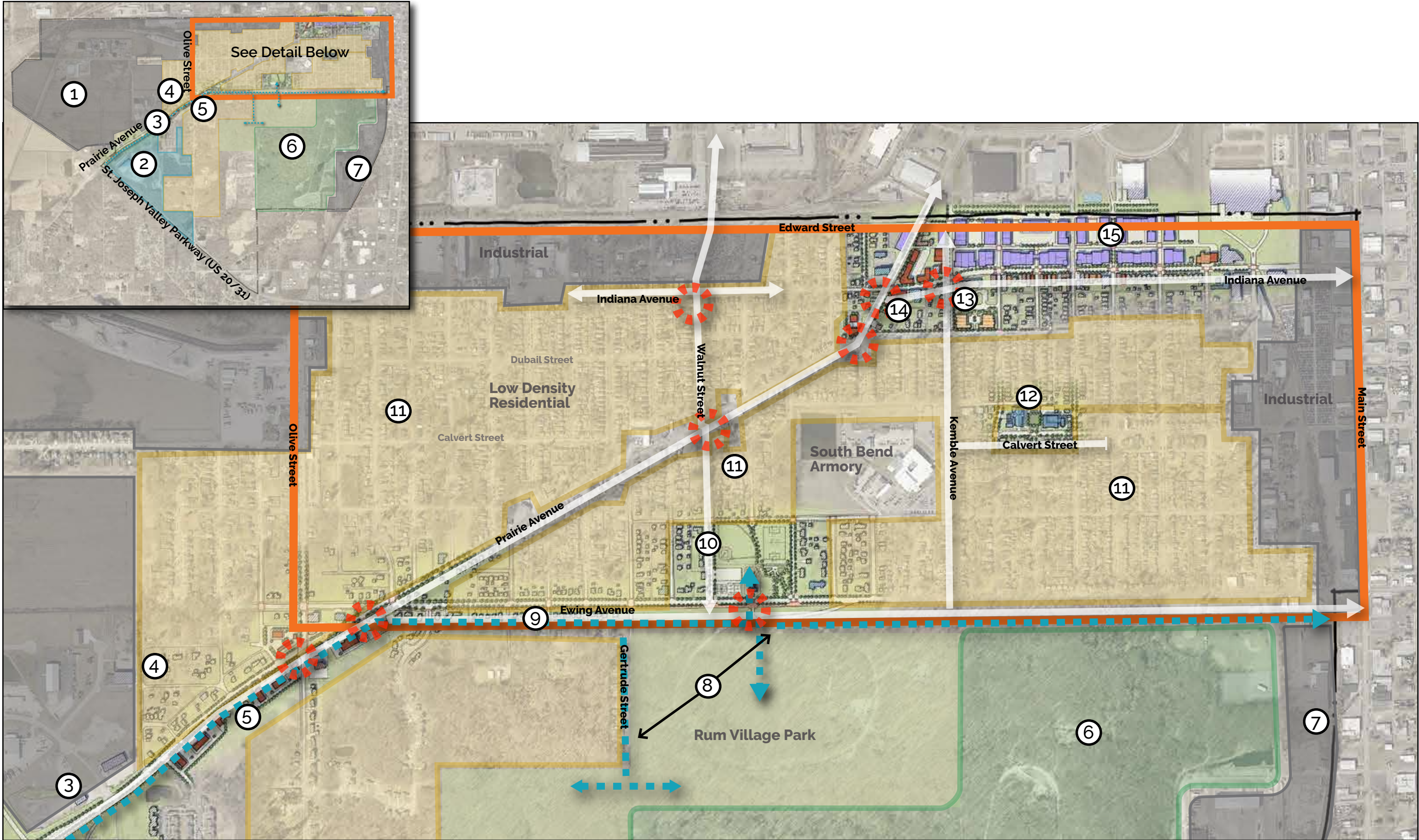
## Infrastructure

-  **Traffic Calming & Streetscape Improvements**  
Prairie Avenue  
Ewing Avenue  
Calvert Street  
Walnut Street  
Indiana Avenue  
Kemble Avenue

-  **Intersection Improvements**  
Prairie Avenue - Olive Street  
Prairie Avenue - Ewing Avenue  
Ewing Avenue Park Connection  
Walnut Street - Prairie Avenue  
Walnut Street - Indiana Avenue  
Prairie Avenue - Dubail Street - Oliver Street  
Prairie Avenue - Indiana Avenue  
Indiana Avenue - Kemble Avenue

-  **Shared Use Path**  
Prairie Avenue Trail  
Ewing Avenue Trail, with access to parks







## Renewable Road Area | Site 1

The area along Calvert Street can host a concentration of high-tech greenhouses that support environmentally friendly local food production, plus other industrial uses.



*Pure Green greenhouse building.*

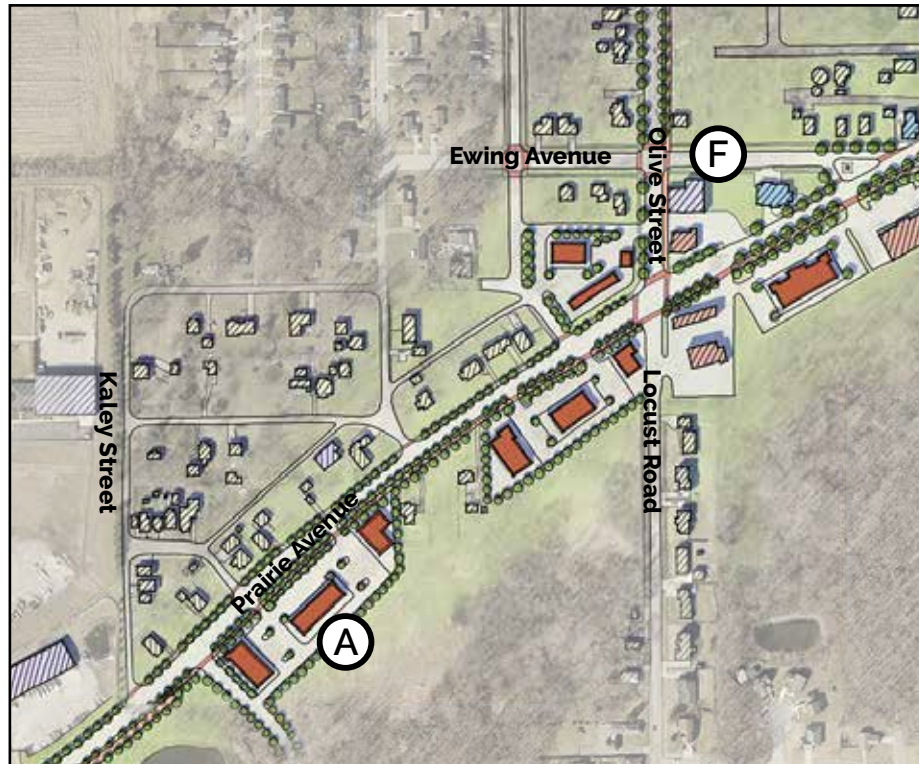
## Pokagon Land | Site 2

The Pokagon Band tribal land can be further enhanced as a major entertainment destination. Tribal housing, services, and land preserves that meet the goals of the tribe can also be located there.



*Four Winds Casino.*





Prairie Avenue commercial development plan concept.



Prairie Avenue commercial development plan concept with housing option.



Prairie Avenue commercial and shared use path facing southwest.

## Prairie Avenue Commercial Development | Sites 3, 4, 5

Between Ewing Avenue and the St. Joseph Valley Parkway, Prairie Avenue can feature a blend of commercial and low- to medium-density residential development, all linked by a shared use path on the southeast side of the street. While suburban in form, new commercial development can be well designed, have modest setbacks with attractive landscaping, and be coordinated with surrounding properties and Four Winds Casino. If existing property owners were interested in redeveloping their lots, the area between Ewing Avenue, Olive Street, Prairie Avenue, and Kaley Street can support a mix of housing types on a fully developed network of streets, sidewalks, and alleys. Medium-density residential development of up to 3 stories can taper to lower-density of 1-2 stories as one moves away from Prairie Avenue. Additional medium-density residential development of 2-3 stories can be constructed south of Prairie Avenue behind the commercial development.

- (A)** Commercial development
  - (B)** Medium-density residential development
  - (C)** Low-density residential development
- (D)** Reestablish the street grid including alleyways
  - (E)** Medium- to high-density residential development
  - (F)** Shared use path along Prairie Avenue



## Rum Village Park Expansion | Site 6

If the industrial uses south of Rum Village Park were to cease or be reduced, the park can expand into that area to offer additional recreational opportunities and environmental benefits.

## Industrial Reuse | Site 7

Existing industrial sites west of Main Street can continue to be used for industrial purposes. Properties can be redeveloped, including addressing brownfield concerns, as necessary.



Walker Field and Ewing Avenue concept.

## Walker Field, Rum Village Park, and Ewing Avenue Trail | Sites 8, 9, 10

Walker Field and Rum Village Park can be active, well connected recreational hubs serving the neighborhood and the broader community. A public master planning process led by the South Bend Department of Venues, Parks, and Arts can be completed for the two parks to determine future amenities, including a restoration and repurposing of the Walker Field Shelterhouse and a potential community center. Ewing Avenue can receive streetscape improvements to calm traffic. A shared use path can be added to the south side of the street, and a pedestrian connection can link Walker Field to Rum Village Park. Rum Village Park can have improved active transportation links through the park and along its edges, including to the mountain bike course.

- (A)** Shared use path
- (B)** Improved safety for pedestrian crossing
- (C)** Improved connectivity between Walker Field and Rum Village Park
- (D)** Enhanced park amenities





Concept for Walker Field Shelterhouse (left), Ewing Avenue Trail (center) and connection to Rum Village Park (right).



## Infill Housing | Site 11

Vacant lots through the neighborhood can be filled with low- to medium-density residential development, including detached houses, duplexes, fourplexes, and townhouses of 1-2 stories.



Public space at Our Lady of Hungary Church and School concept.

- (A) Traffic calming
- (B) Plaza / green space
- (C) Parking in rear



Our Lady of Hungary public space, looking north.

## Our Lady of Hungary Plaza | Site 12

A publicly accessible space lined with shade trees can be created within the Chapin Street right-of-way between the Our Lady of Hungary church and school buildings. The space, which can be used for both community events and school programming, can include a safe and accessible playground for students and residents. In front of this space, Calvert Street can receive traffic calming improvements to enhance pedestrian safety, especially during school drop-off and pick-up.





Dubail Street - Kemble Avenue area concept.

- Ⓐ Medium- to high-density residential development
- Ⓑ Parking in rear

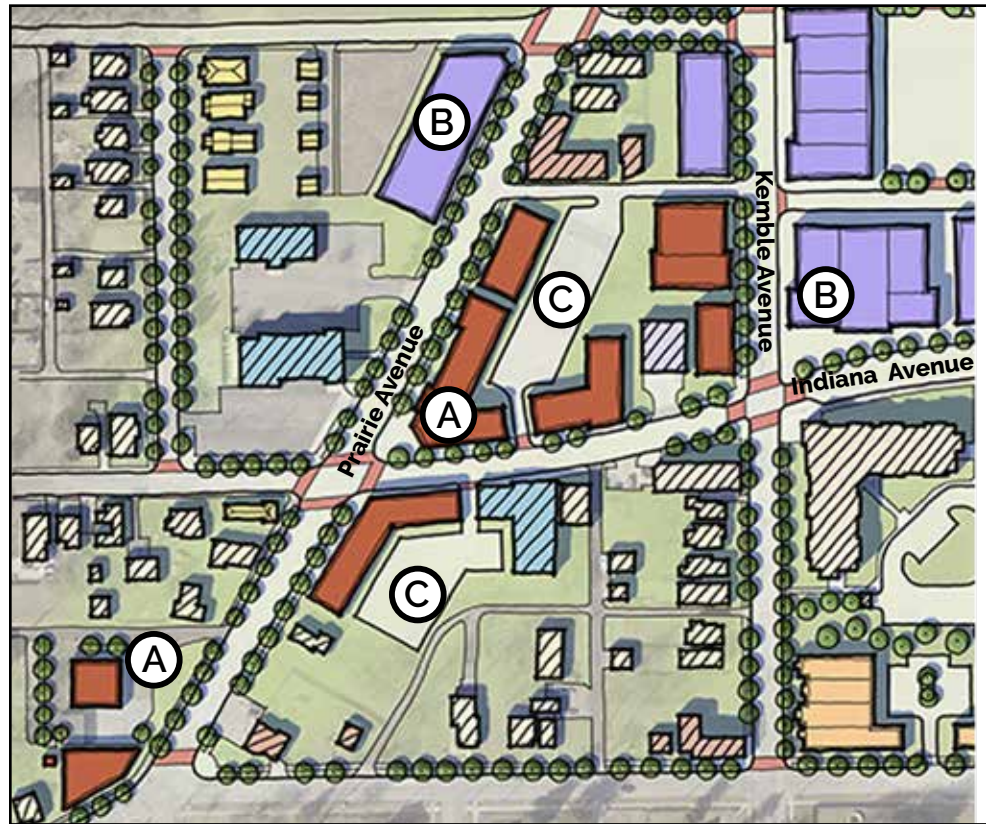


Dubail Street - Kemble Avenue residential development.

## Dubail Street - Kemble Avenue Area | Site 13

The area northeast of Kemble Avenue and Dubail Street can hold medium- to high-density residential development, such as townhouses or apartment buildings of 2-3 stories, that frame the streets. Parking should be screened from the street with trees and greenery. Improved pedestrian crossings on Dubail Avenue at Kemble Avenue and Catalpa Street.





Prairie Avenue- Indiana Avenue site concept.

- (A) Commercial development addresses the street
- (B) Industrial development
- (C) Parking internal to block



Prairie Avenue - Indiana Avenue concept.

## Prairie Avenue - Indiana Avenue | Site 14

The area around the Prairie Avenue - Indiana Avenue intersection can become an active, attractive neighborhood node. Existing buildings can be rehabilitated and new commercial or mixed-use buildings of about two stories can fill vacant lots and line the streets. Streetscape improvements can slow traffic while adding street trees and improved lighting. Shared use paths can run on the east side of Prairie Avenue and the north side of Indiana Avenue to provide comfortable connections for people on foot or bicycle.

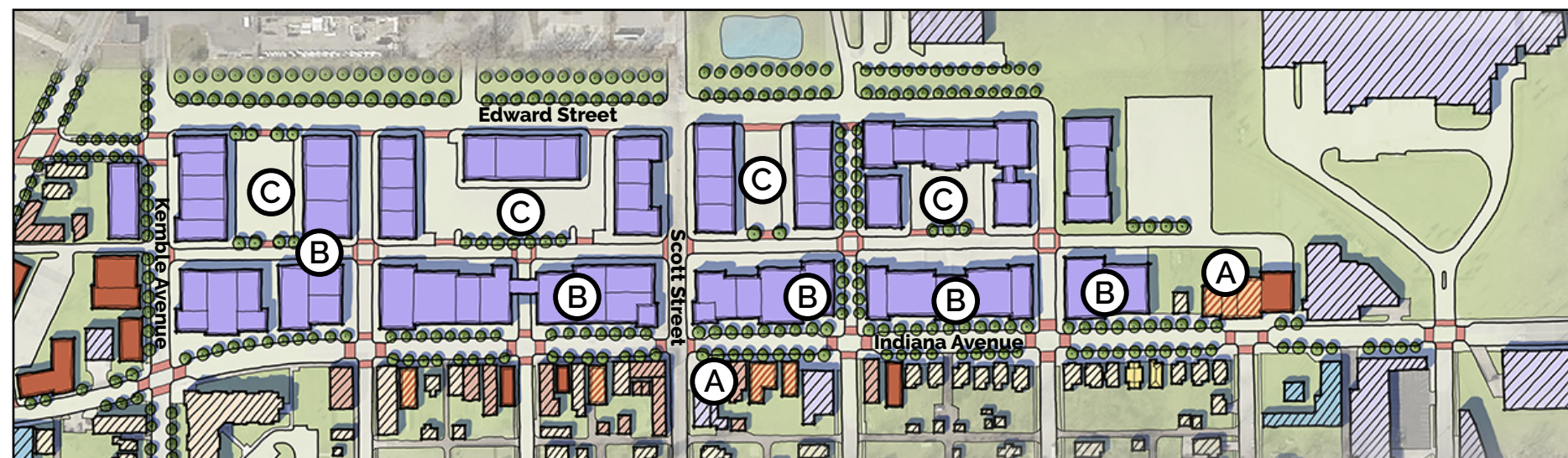


## Indiana Avenue | Site 15

Indiana Avenue can be reestablished as the heart of the Rum Village Neighborhood, with a walkable blend of small local businesses, medium- to high-density residential development of 2-4 stories, and other uses in a “main street” environment. Existing buildings can receive façade improvements, including restoration of storefronts where present. Over time, new structures can fill vacant lots on the south side of Indiana Avenue. The north side of the street can feature light industrial development, mixed commercial/ industrial development, medium- to high-density residential development, or institutional uses. Streetscape improvements, including a shared use path on the north side of Indiana Avenue, can calm traffic, while street trees, lighting, and other pedestrian-focused amenities can add to the atmosphere.



Indiana Avenue streetscape.



Indiana Avenue concept.

- Ⓐ Medium- to high-density commercial and mixed-use development
- Ⓑ Industrial, mixed commercial, institutional, or high-density residential development
- Ⓒ Parking internal to block



# Streets & Transportation

## Streetscape Improvements & Traffic Calming

Throughout the planning process, participants frequently noted the need to address the condition of streets, alleys, sidewalks, and lighting within the Rum Village Neighborhood. As these types of infrastructure improvements are important to every neighborhood in South Bend, they should be addressed on a citywide scale according to condition, funding, and current priorities.

Yet, this plan does identify places to receive improvements beyond general maintenance. The project list that follows was developed based on input gathered at neighborhood workshops, from 311 calls to the City of South Bend, and planning and engineering considerations.

Changes to streets in the Rum Village Neighborhood should be improved in accordance with South Bend's Complete Street policy. The use of streets by people on foot and bicycle is prioritized over high-speed vehicle travel. Street improvements should support the use of the Transpo bus system, including by improving the comfort of bus stops.

### Streetscape Improvements

Streetscape improvements are large-scale projects that may:

- have significant traffic and aesthetic impacts;
- include changes to street pavement width, the full replacement of driveway approaches, curbs, and sidewalks;
- upgrade street trees and lighting; and
- include traffic calming elements.

#### Priority Areas

Prairie Avenue  
 Ewing Avenue  
 Walnut Street  
 Indiana Avenue

### Traffic Calming

Traffic calming involves small-scale interventions to alter the physical design of a street to improve safety for motorists and people on foot or bicycles.

#### Priority Areas

Calvert Street  
 Kemble Avenue

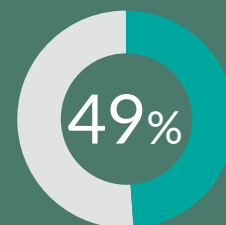
### Intersection Improvements

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

#### Priority Areas

Prairie Avenue - Olive Street  
 Prairie Avenue - Ewing Avenue  
 Ewing Avenue Parks Connection  
 Walnut Street - Prairie Avenue  
 Walnut Street - Indiana Avenue  
 Prairie Avenue - Dubail Street - Oliver Street  
 Prairie Avenue - Indiana Avenue  
 Indiana Avenue - Kemble Avenue

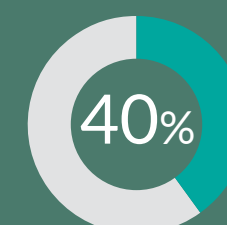
During the planning process, participants were asked a series of questions about streets, bicycle infrastructure, and other infrastructure topics.



of respondents stated they walk in the neighborhood

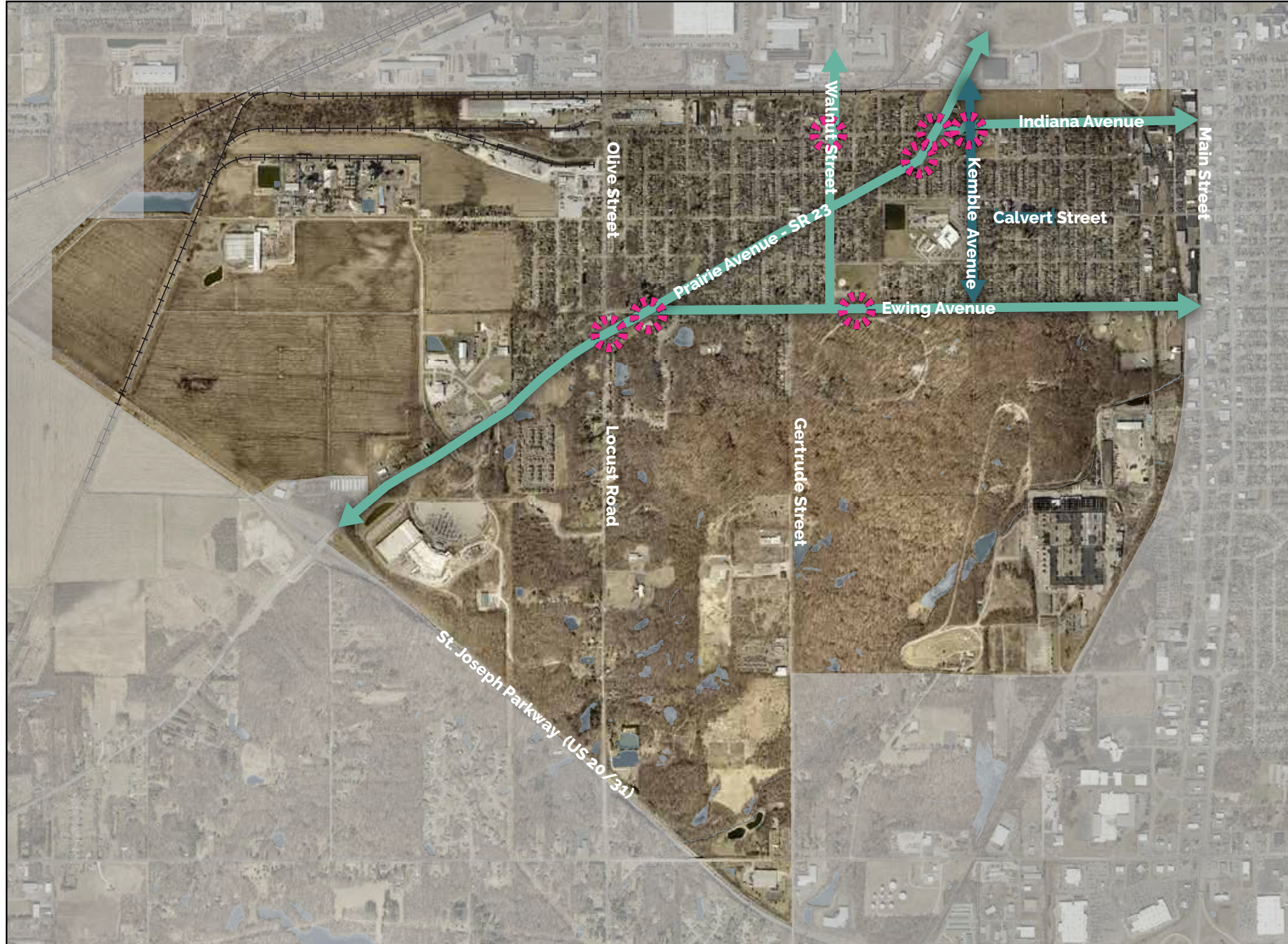


stated improved lighting would encourage them to walk more.




stated improved crossings would encourage them to walk more.





**Streets Map Key**

-  Streetscape Improvements
-  Traffic Calming
-  Intersection Improvements



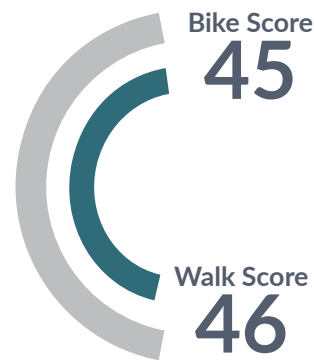
*Prairie Avenue - Ewing Avenue intersection improvement concept.*



## Bicycle Infrastructure

Following is a list of bicycle-related projects, including shared bicycle-pedestrian paths, proposed for the Rum Village Neighborhood.

### Walk Score & Bike Score



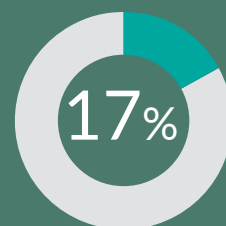
Source: Walkscore.com; Score at Calvert and Chapin Streets.



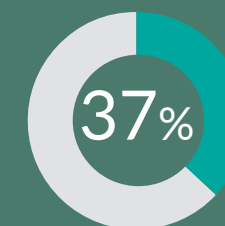
### Shared Use Path (Trail)

Route	Extent
Ewing Avenue	Prairie Avenue - Main Street
Prairie Avenue	St. Joseph Parkway - Edward Street
Indiana Avenue	Prairie Avenue - Main Street
Main Street	Indiana Avenue - Chippewa Avenue

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

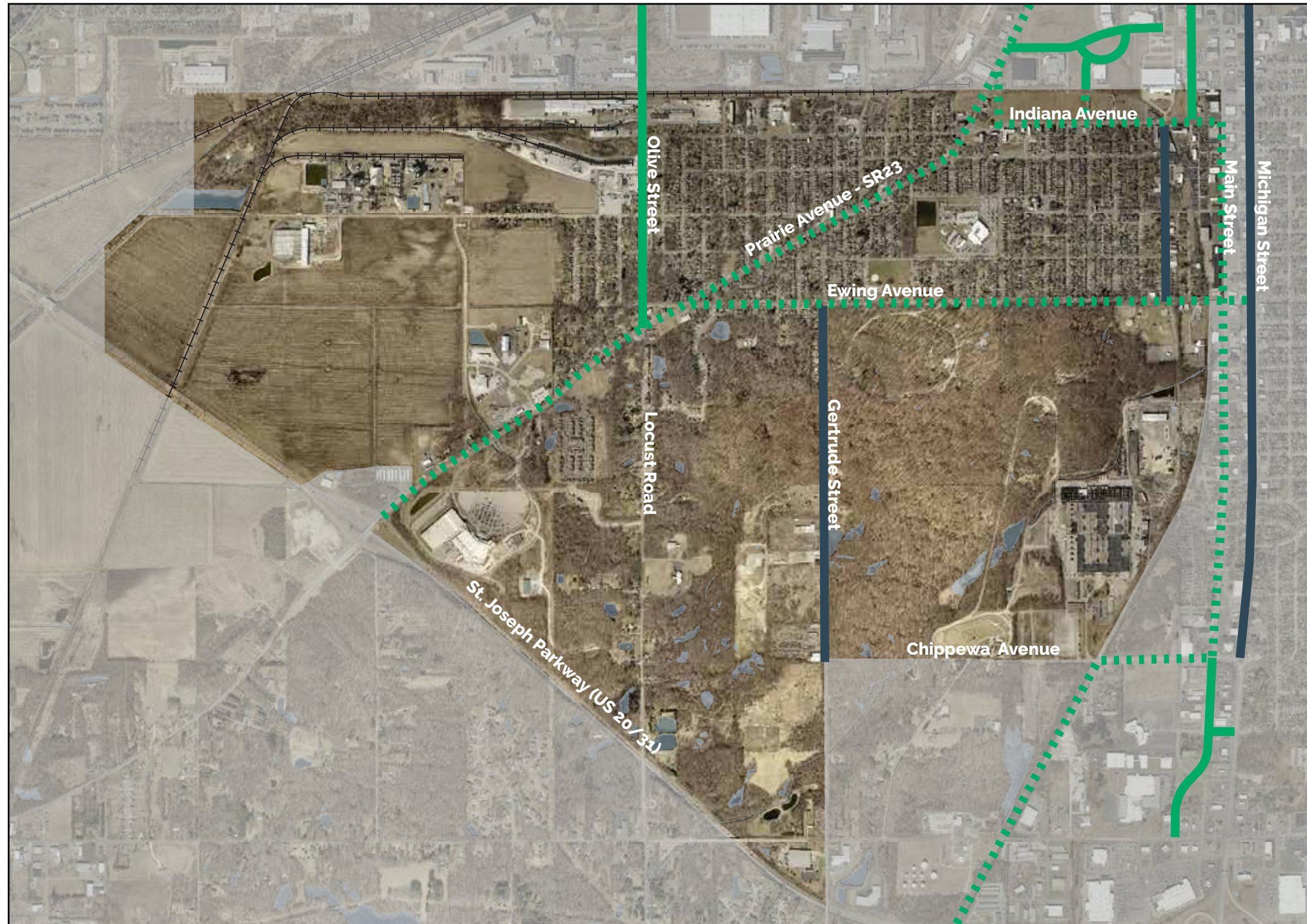


of respondents stated they bike in the neighborhood



stated designated bicycle infrastructure would encourage them to bike more.





**Streets Map Key**

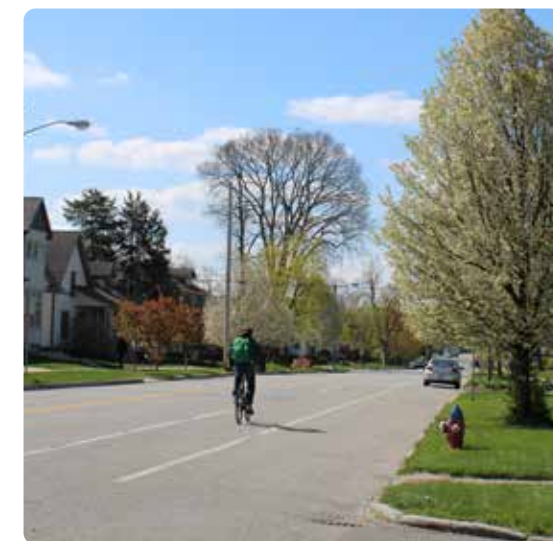
Existing		Shared Use Path (Trail)	Proposed		Shared Use Path (Trail)
		Protected Bike Lane			Protected Bike Lane
		Bike Lane			Bike Lane
		Shared On-Street			Shared On-Street



**Shared Use Path**  
Off-street facility shared by people on foot and bicycles



**Protected Bike Lane**  
Facility separated from motor vehicle traffic by a curb, planter, or other physical barriers for the exclusive use of people on bicycles



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



# Housing

A range of housing strategies will help ensure the Rum Village Neighborhood as a successful, diverse, mixed-income area.

## Market Challenges

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

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

Housing providers, both for-profit and nonprofit, can use tax credits, government grants, and other financing tools to rehabilitate or build new housing units for lower-income households.

## Missing Middle

A mix of housing types and price points can mean that housing is available for people of all means. One way to support this mix is through “missing middle” housing. Missing middle housing is a range of house-scale buildings with multiple units — compatible in scale and form with detached single-family houses — located in a walkable neighborhood. This housing is called “missing” because zoning regulations had made it difficult or impossible to build over the last half-century and “middle” because it sits in the middle of a spectrum between detached single-family houses and mid-rise to high-rise apartment buildings, in terms of form, scale, number of units, and often, affordability.

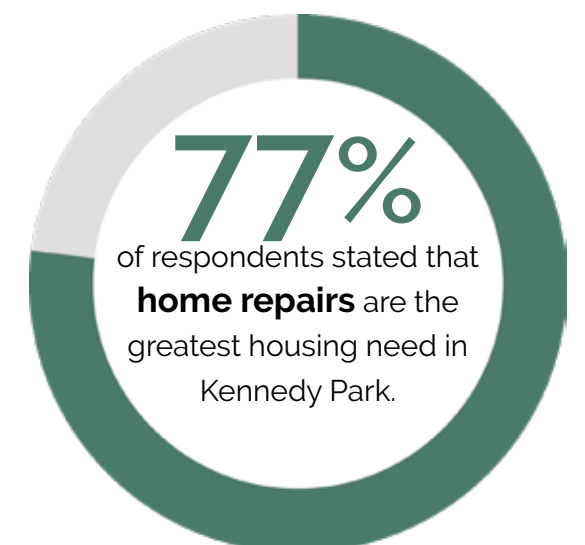
Often seen in South Bend in the form of duplexes, townhouses, and small apartment buildings, missing middle housing can be found in parts of the Rum Village Neighborhood. Many types offer opportunities for ownership and for the amenities that can be found in detached houses or in large apartment buildings. The South Bend Zoning Ordinance has been reformed to promote missing middle housing, but changes to the zoning map for the neighborhood can further encourage these units.



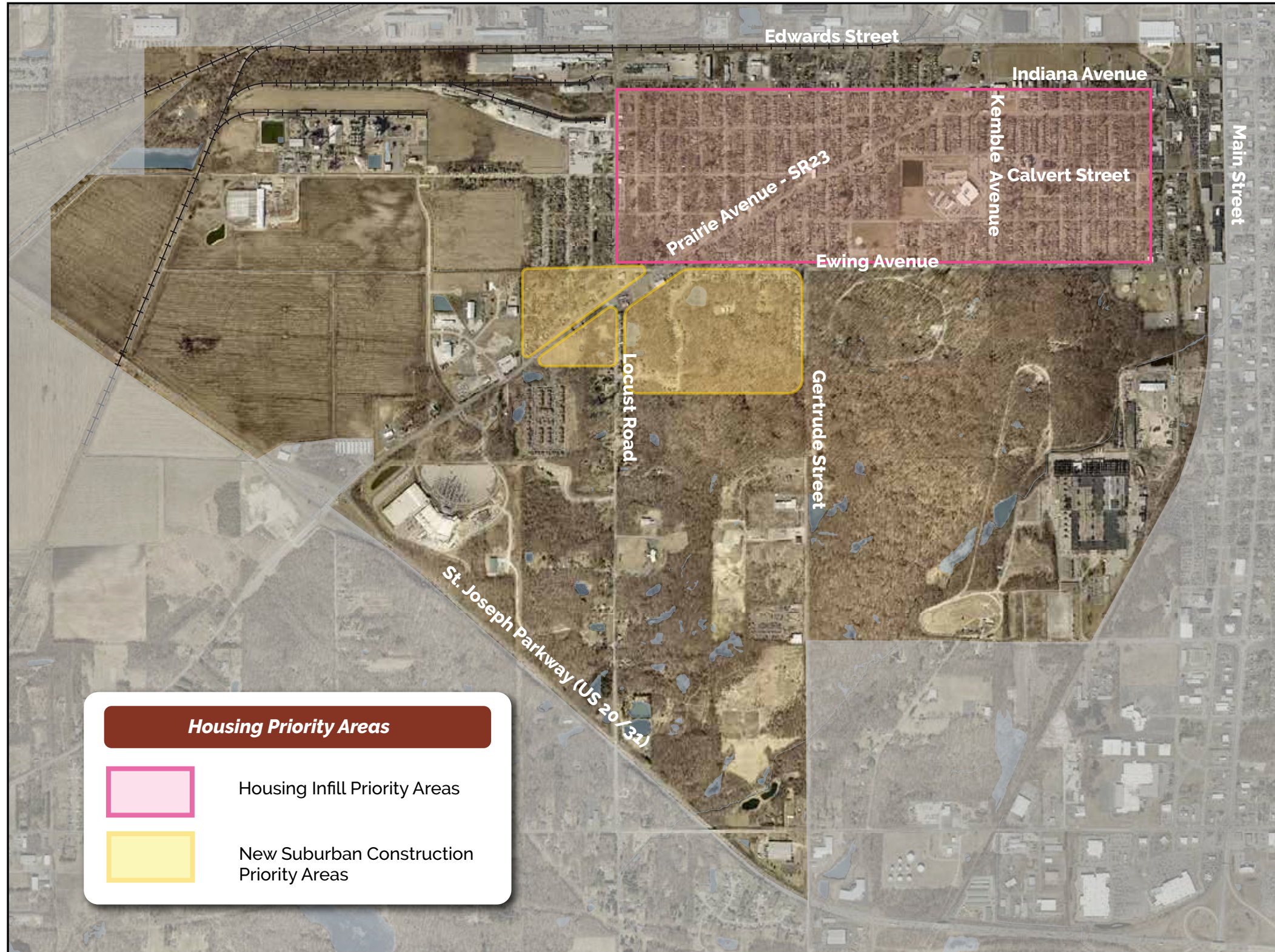
*Prairie Avenue house.*

## Housing Repair and Quality

The Rum Village Neighborhood has a strong and diverse collection of housing, but it must be kept in good repair to ensure the area's quality. Housing repair assistance programs can be offered to assist owner occupants maintain their homes. Code Enforcement can ensure that houses and their yards are kept in acceptable condition; in particular, the City's Rental Safety Verification Program Code can assure a level of quality for rental housing units.







## Areas of Priority

Housing construction should be targeted to vacant lots on existing infrastructure in the focus area. The planning area also offers the opportunity for well-designed suburban-scale residential development. Such areas should be built near existing infrastructure and services around Prairie Avenue - Olive Street intersection.



# Sustainability

South Bend is committed to becoming carbon neutral by 2050, and each neighborhood has a role to play in reducing the community's emissions. The projects put forward in the Rum Village Neighborhood Plan support the City's sustainability goals related to green infrastructure, built environment, and clean transportation.



## Green Infrastructure

Green infrastructure plays a central role in improving air, soil, and water quality, by reducing energy use in buildings, supporting the capturing and use of carbon, and improving stormwater filtration.

- Increase the number of trees planted to improve the energy efficiency of buildings by lowering the energy needed to heat or cool a building.
- Plant street trees to help extend the useful life of street pavement due to increased shading of pavement.
- Reduce paved surfaces in the neighborhood to help lower stormwater run off, improve water quality, and reduce vulnerability to the urban heat island effect.
- Seek to have water be absorbed where it falls instead of transferred off site for processing.

## Built Environment

Reducing energy use in South Bend will significantly cut greenhouse gas emissions.

- Rehabilitate existing structures to reduce carbon emissions and construction waste.
- Reuse materials or select lower-carbon building materials when constructing new housing.
- Encourage urban residential infill and the use of existing public utilities and infrastructure to reduce the need to extend services into rural areas.
- Promote the use of solar panels for energy generation.

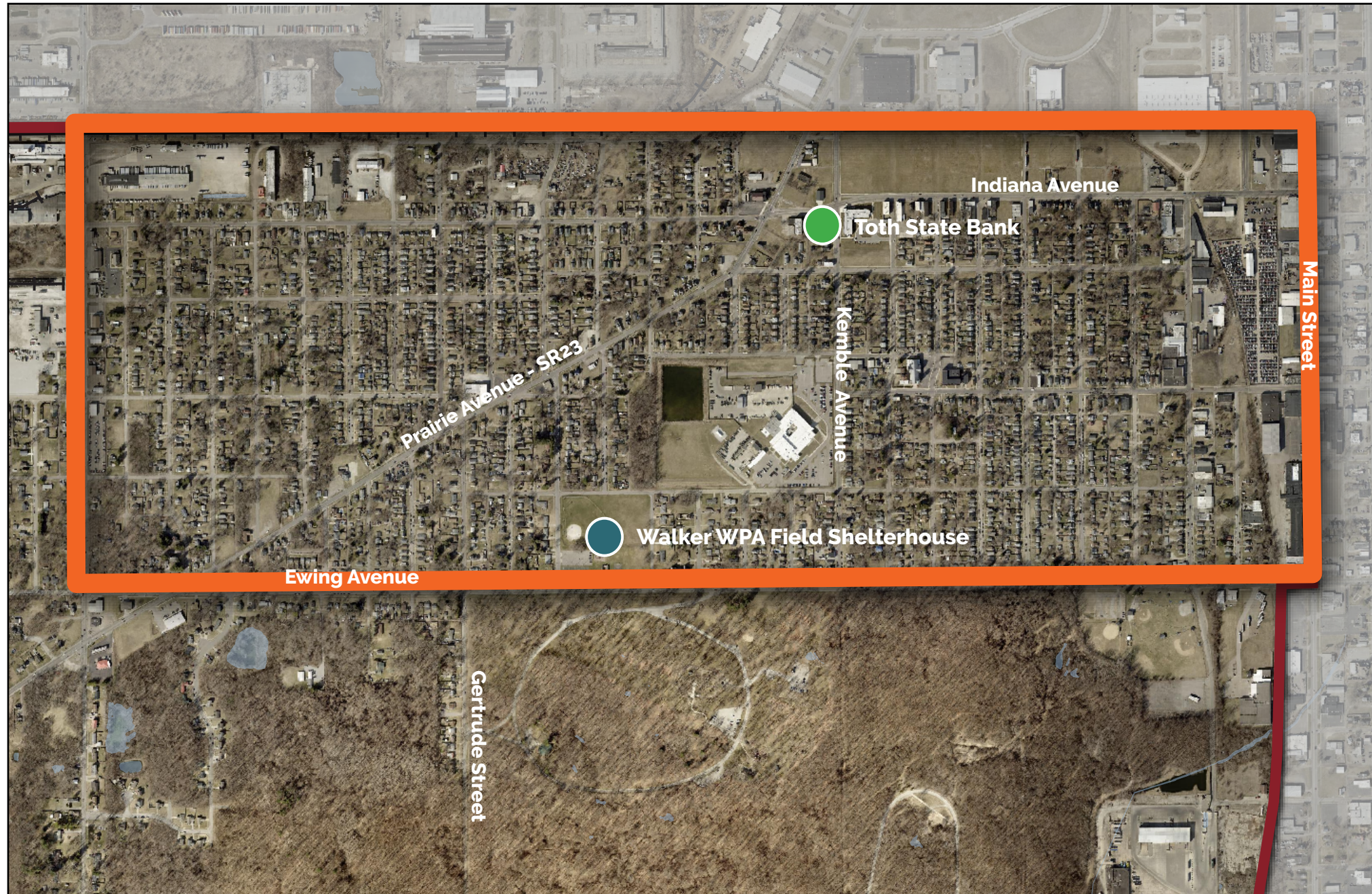
## Transportation

Transportation represents one of the largest sources of emissions in our community, so making biking, walking, transit, and other forms of shared mobility more accessible to residents is critical.

- Allow an appropriate mixing of land uses to reduce the amount of travel required.
- Add new bike lanes and improve walkability to allow more people to safely bike and walk, reducing vehicle-related emissions.
- Construct shared use paths, which put less stress on the existing street infrastructure, ultimately reducing the frequency of street repair.
- Promote public transportation, which compared to driving alone, reduces emissions and improves air quality.




# Preserve Historic Character



### Preserve Historic Character Key

 Focus Area Boundary

 Locally designated historic structures / sites

 Nationally designated historic structures



*Walker Field Shelterhouse.*

The Rum Village Neighborhood has structures that reflect its diverse cultural history and various architectural building styles.

To maintain the unique characteristics of the neighborhood, the following actions are recommended:

- Complete stabilization of the Walker Field Shelterhouse and plan for its future use.
- Preserve the historic character of individually designated local landmarks and other historic structures.
- Provide information on the benefits of listing buildings on the National Register of Historic Places.
- Use financial incentives of National Register designation to complete building rehabilitations.



# Built Form & Zoning

## Overview

The built form of the Rum Village Neighborhood is guided by the South Bend Zoning Ordinance, including its zoning map. The Ordinance is a local law that governs the physical development of property, both the form and scale of buildings, and the specific use of land.

The future zoning map within this section proposes how each lot within the Rum Village Neighborhood should be zoned following adoption of this plan. Over time, property within the neighborhood should be allowed to proceed gradually to the next increment of development.

Combined with the regulations found within the South Bend Zoning Ordinance, the aim of the future zoning map is to maintain and enhance the Rum Village Neighborhood's pedestrian-oriented, urban environment within the neighborhood focus area. Vehicle access should be from alleys when present. Drive-throughs are discouraged within the neighborhood focus area. Outside of the focus area, drive-throughs are permissible but should be designed in a manner to limit their negative impacts. New development should include good street connectivity, including construction of platted streets that have not been built.

This plan seeks to allow a greater quantity and diversity in housing units; doing so will permit people to find housing that meets their price ranges and lifestyle needs within the neighborhood. New housing should be carefully designed and located to support and positively influence neighborhood character. Ancillary dwelling units, such as carriage houses or backyard cottages, are encouraged for the Rum Village Neighborhood.

The South Bend zoning map divides the city into twelve zoning districts. Ten of these districts are proposed for the Rum Village Neighborhood as follows: S1, S2, U1, U2, U3, UF, NC, OS, C and I.

### S1 Suburban Neighborhood 1



#### Intent

The S1 Suburban Neighborhood 1 District primarily supports single-unit residential development on larger lots with deep setbacks.

#### Where It Is Appropriate

The S1 District is appropriate in the southwestern section of the planning area, but is not appropriate within the focus area which is urban in character.

### S2 Suburban Neighborhood 2



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

The S2 District is well suited for residential properties along Prairie Avenue southwest of Olive Street, including any potential higher-density residential projects in the area bounded by Ewing Avenue, Olive Street, Prairie Avenue, and Kaley Street. S2 is not appropriate for the focus area.

### U1 Urban Neighborhood 1



The U1 Urban Neighborhood 1 District supports mostly single-unit detached dwellings, but well designed duplexes would also be appropriate. The U1 District features modest building setbacks and inviting frontages, such as porches and stoops.

The U1 District is proposed for the vast majority of the focus area. It may be extended outside of the focus area to allow for more dense development. This plan would support special exceptions for new construction duplexes.



**U2** Urban Neighborhood 2



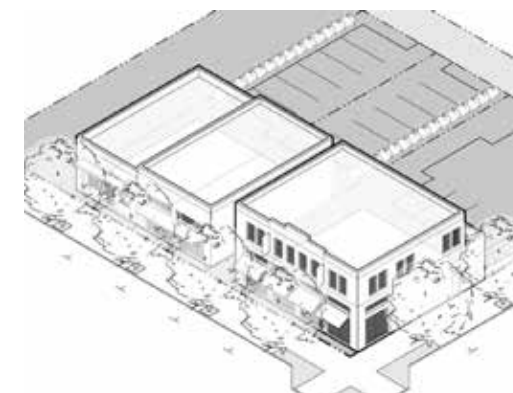
**U3** Urban Neighborhood 3



**UF** Urban Neighborhood Flex



**NC** Neighborhood Center



**DT** Downtown



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

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

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

The NC Neighborhood Center District supports higher intensity, mixed-use urban centers, often near the intersection of major streets. Buildings usually have small or no setbacks and can be up to four stories. In addition to having higher concentrations of housing units, these areas typically serve as the commercial centers for their neighborhood.

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

The U2 District is proposed for a few scattered sites within the neighborhood, notably on William Street and Prairie Avenue. This plan would support rezoning additional properties within the U1 District to the U2 District for sensitively designed buildings of up to four units built at a scale compatible with surrounding residential properties.

The U3 District is proposed for portions of Indiana Avenue, Dubail Street and Calvert Avenue. Additional properties along intersections or major streets may be appropriate for U3 if limited to 6 units and 2.5 stories.

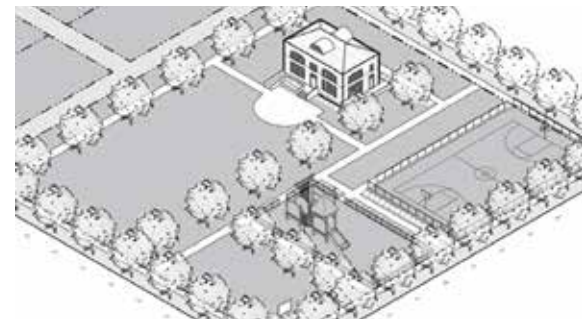
The UF District is proposed for scattered locations along major transportation routes in the Rum Village Neighborhood. The UF District is appropriate for scattered locations to support small-scale services and retail, especially at intersections.

The NC District is well suited for parts of Prairie Avenue and Indiana Avenue. NC zoning should be focused at key nodes along major thoroughfares in the neighborhood, but is not appropriate throughout the neighborhood.

The DT District would not be appropriate for any areas in the Rum Village Neighborhood.



**OS** Open Space



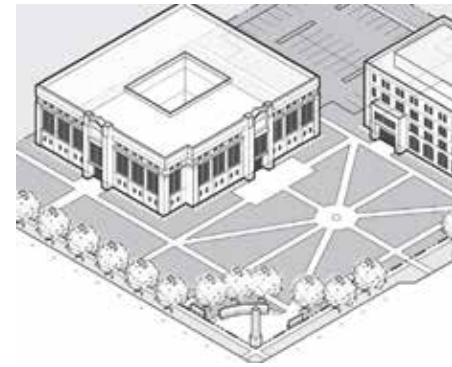
**Intent**

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

**Where It Is Appropriate**

The OS District is appropriate for Walker Field, Rum Village Park, and any new or expanded public parks in the neighborhood.

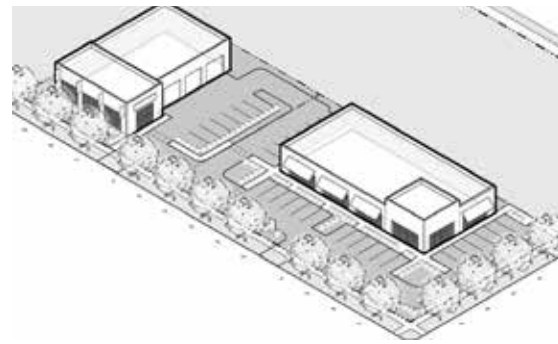
**U** University



The U University District supports the development of university campuses.

The U District is not currently proposed for the Rum Village Neighborhood.

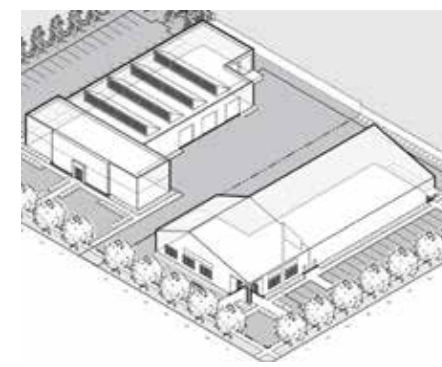
**C** Commercial



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

The C District is appropriate for well designed projects within 250 feet of Prairie Avenue southwest of Ewing Avenue; the properties shown on the zoning map as S1 may thus transition to C over time. Properties should share drives and connect to one another to minimize curb cuts. Sidewalks and designated shared use paths should be built as properties develop. The C District is not appropriate in the focus area.

**I** Industrial



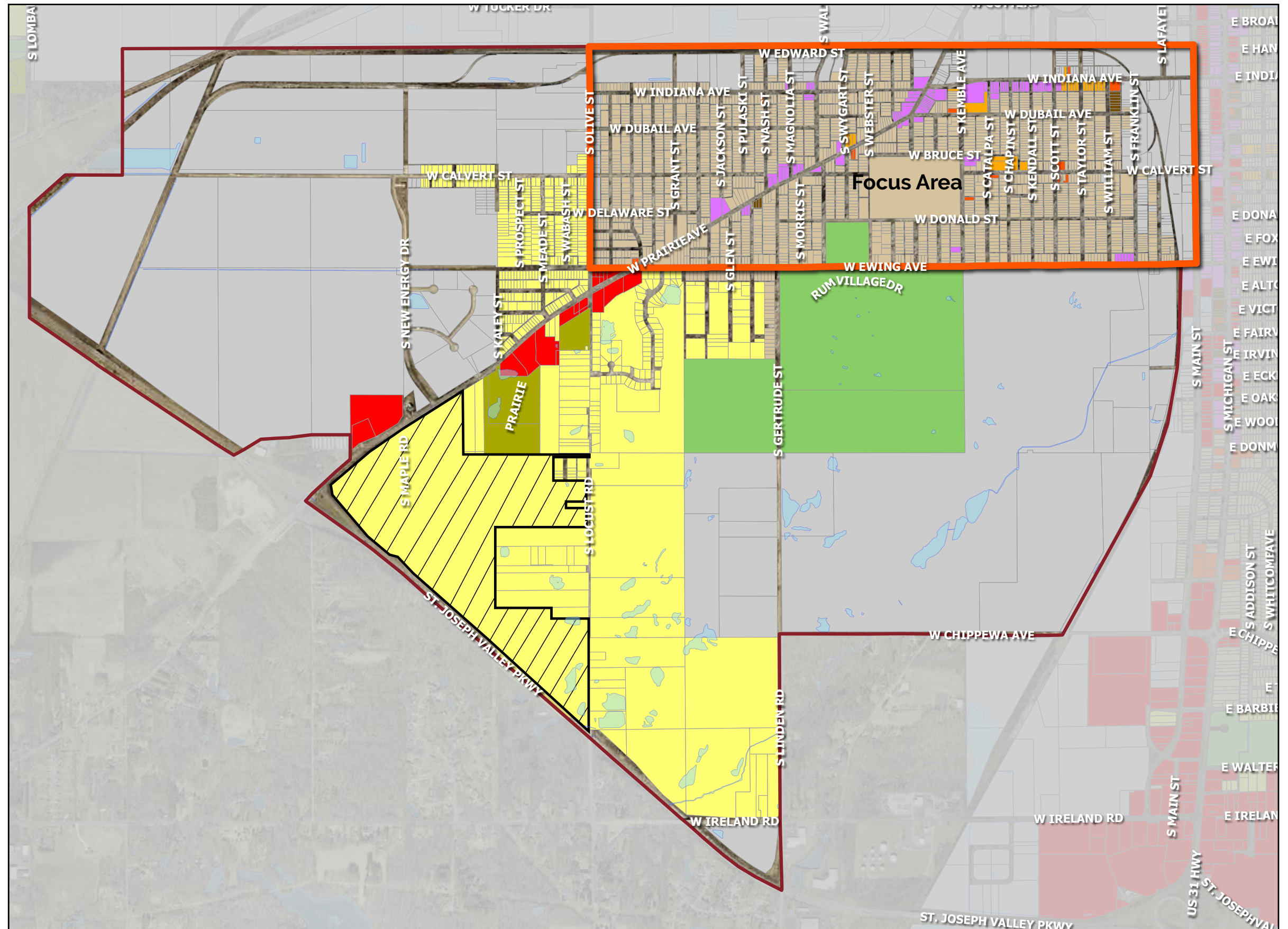
The I Industrial District supports medium- to high-intensity industrial uses, typically grouped along highways and major streets and separated from residential uses.

The I District is appropriate in the southern and western parts of the planning area where industries are currently situated. Properties classified as I in the northeast corner of the focus area, between Ignition Park and Indiana Avenue, can be adapted to more compatible land uses over time. If remaining in the I District, any further development in this area should be limited to light industrial uses and be sensitive to surrounding land uses.



**Zoning Districts**

- S1: Suburban 1
- S2: Suburban 2
- U1: Urban Neighborhood 1
- U2: Urban Neighborhood 2
- U3: Urban Neighborhood 3
- UF: Urban Flex
- NC: Neighborhood Center
- OS: Open Space
- C: Commercial
- I: Industrial
- Pokagon Land















Future Zoning Map for Rum Village Neighborhood.



# Building Types

The table on the following pages illustrates the character of different building types and show in which zoning districts they are permitted. Building types do not apply to the OS, U, C, or I zoning districts.

	Carriage House	Detached House	Cottage Court	Duplex
	S1 S2 U1 U2 U3 UF NC	S1 S2 U1 U2 U3 UF	S2 U2 U3 UF	S1 S2 U1 U2 U3 UF
<b>Zoning Districts</b>				
<b>S1</b> Suburban Neighborhood 1				
<b>S2</b> Suburban Neighborhood 2				
<b>U1</b> Urban Neighborhood 1				
<b>U2</b> Urban Neighborhood 2				
<b>U3</b> Urban Neighborhood 3				
<b>UF</b> Urban Neighborhood Flex				
<b>NC</b> Neighborhood Center				
<b>DT</b> Downtown				
				
				

Cottage court photos (top to bottom):  
 michaelwatkinsarchitect.com  
 kerneyhomes.com  
 cottagecourt.com



Townhouse

Apartment House

Stacked Flats

Shop

Mid-Rise / Tower

S2 U2 U3 UF NC DT

S2 U2 U3 UF NC DT

S2 U3 UF NC DT

UF NC DT

DT





# Implementation

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

Action	Lead Responsibility		Key Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>1.1 Ewing Avenue:</b> Complete streetscape improvements and traffic calming on Ewing Avenue including a shared use path connecting Prairie Avenue to Walker Field and Rum Village Park.	●			●		
<b>1.2 Indiana Avenue:</b> Complete streetscape improvements on Indiana Avenue, including a shared use path on the north side of the street. Improve intersections at Prairie Avenue, Kemble Avenue, and Walnut Street.	●				●	
<b>1.3 Prairie Avenue:</b> Explore streetscape improvements on Prairie Avenue including a shared use path. Improve intersections at Ewing Avenue, Dubail Street-Oliver Street, and Olive Street.	●	●	INDOT		●	●
<b>1.4 Walnut Street:</b> Explore streetscape improvements on Walnut Street. Improve intersection at Walnut Street and Indiana Avenue.	●	●			●	●
<b>1.5 Traffic Calming:</b> Explore traffic calming interventions on priority streets in the neighborhood.	●			●		
<b>1.6 Infrastructure Maintenance:</b> Complete regular maintenance on streets and sidewalks throughout the neighborhood.	●	●	Property Owners	●	●	●
<b>1.7 Street Trees:</b> Plant street trees where possible.	●		Rum Village Neighborhood Organization, Residents, Property Owners	●	●	●
<b>1.8 Promote Infrastructure Programs:</b> Promote existing curb & sidewalk replacement program to assist with the cost of replacement.	●	●	Rum Village Neighborhood Organization, Residents, Property Owners	●		



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

Action	Lead Responsibility		Key Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>2.1 Walker Field:</b> Complete park improvements following a park master planning process.	●			●		
<b>2.2 Walker Field Shelterhouse:</b> Complete stabilization work on shelterhouse; complete renovation and explore reuse.	●			●	●	
<b>2.3 Park Connections:</b> Connect Rum Village Park and Walker Field Park to neighborhood through an improved shared use path network.	●			●		
<b>2.4 Rum Village Park:</b> Complete park improvements following a park master planning process.	●			●		
<b>2.5 Community Center:</b> Explore feasibility of creating a community center, possibly through a partnership.	●	●		●		
<b>2.6 Public Space near Our Lady of Hungary:</b> Explore creation of publicly accessible space at Our Lady of Hungary.	●		Our Lady of Hungary Church and School	●		

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

Action	Lead Responsibility		Key Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>3.1 Develop Housing:</b> Support the production of a range of housing types including new construction and rehabilitation of market rate and affordable units for owner and rental housing.		●	Developers, Local Nonprofit Housing Providers, City of South Bend	●	●	●
<b>3.2 Zoning:</b> Update neighborhood zoning map.	●			●		
<b>3.3 Home Repair:</b> Ensure housing is well maintained by offering owner-occupied housing repair assistance and using code enforcement tools as necessary.	●	●	Rum Village Neighborhood Organization, Property Owners	●	●	
<b>3.4 Tools:</b> Explore mechanisms that can assist with the financial gap that impacts housing development.	●			●	●	●



Strategy 4: Develop sense of community through neighborhood engagement.						
Action	Lead Responsibility		Key Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>4.1 Capacity Building:</b> Build neighborhood capacity through engagement of all neighborhood residents.		●	Rum Village Neighborhood Organization	●	●	●
<b>4.2 Neighborhood Events:</b> Hold neighborhood events including celebrations of the neighborhood.		●	Rum Village Neighborhood Organization, Neighborhood Institutions	●	●	●
<b>4.3 Communication:</b> Develop and maintain communication with neighbors including residents of rental housing.		●	Rum Village Neighborhood Organization	●	●	●
<b>4.4 Relationships:</b> Foster relationships among the City, neighborhood institutions, and the neighborhood organization.	●	●	Rum Village Neighborhood Organization, Neighborhood Institutions	●		

Strategy 5: Address underutilized properties in the neighborhood.						
Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>5.1 Industrial Lots:</b> Investigate ways to reuse industrial properties.	●			●	●	●
<b>5.2 Facade Grants:</b> Promote facade improvement program for Indiana Avenue properties.	●			●	●	●
<b>5.3 Brownfield:</b> Work with federal, state, regional, and local governments to connect property owners with resources to assess and remediate brownfield sites.	●	●	EPA, IDEM, MACOG, St. Joseph County, Property Owners	●	●	●



Strategy 6: Increase feeling of neighborhood safety.						
Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>6.1 Problem Properties:</b> Utilize the Chronic Problem Properties regulations to reduce the negative impact of problem properties on the neighborhood.	●		Rum Village Neighborhood Association	●	●	●
<b>6.2 Crime Stats Meeting:</b> Attend Police monthly crime information meetings and report back to neighborhood.		●	Rum Village Neighborhood Association	●	●	●
<b>6.3 Street Lighting:</b> Improve level of street lighting and trim trees that block street lights.	●	●	Property Owners	●	●	