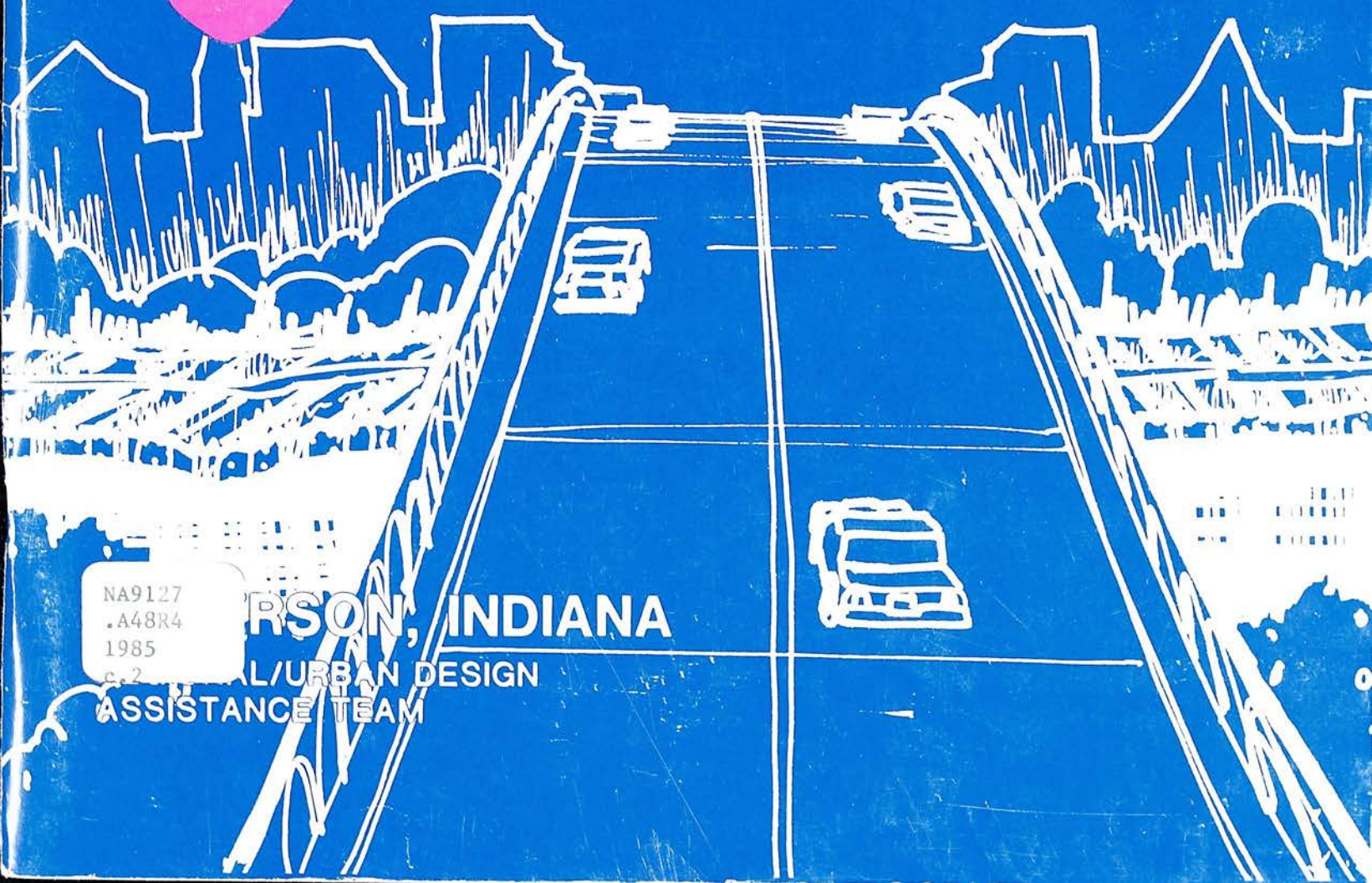


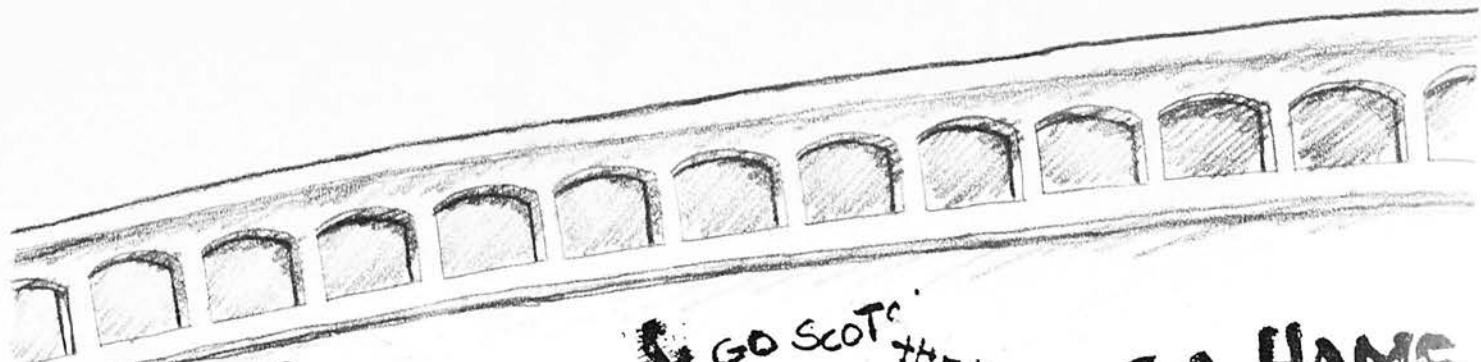


Imagine...



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.A48R4
1985

PERSON, INDIANA
R/UDAT '85
ASSISTANCE TEAM



GO HOME
PIRATES

GO SCOTTS
HERE'S
NO THERE
HERE
No Jobs

GO HOME
RAND McNALLY?

where is
this
place?

OF CLASSES
OF GOES

MAIN LEVEL

c.2

NA 9127.A48 R4 1985

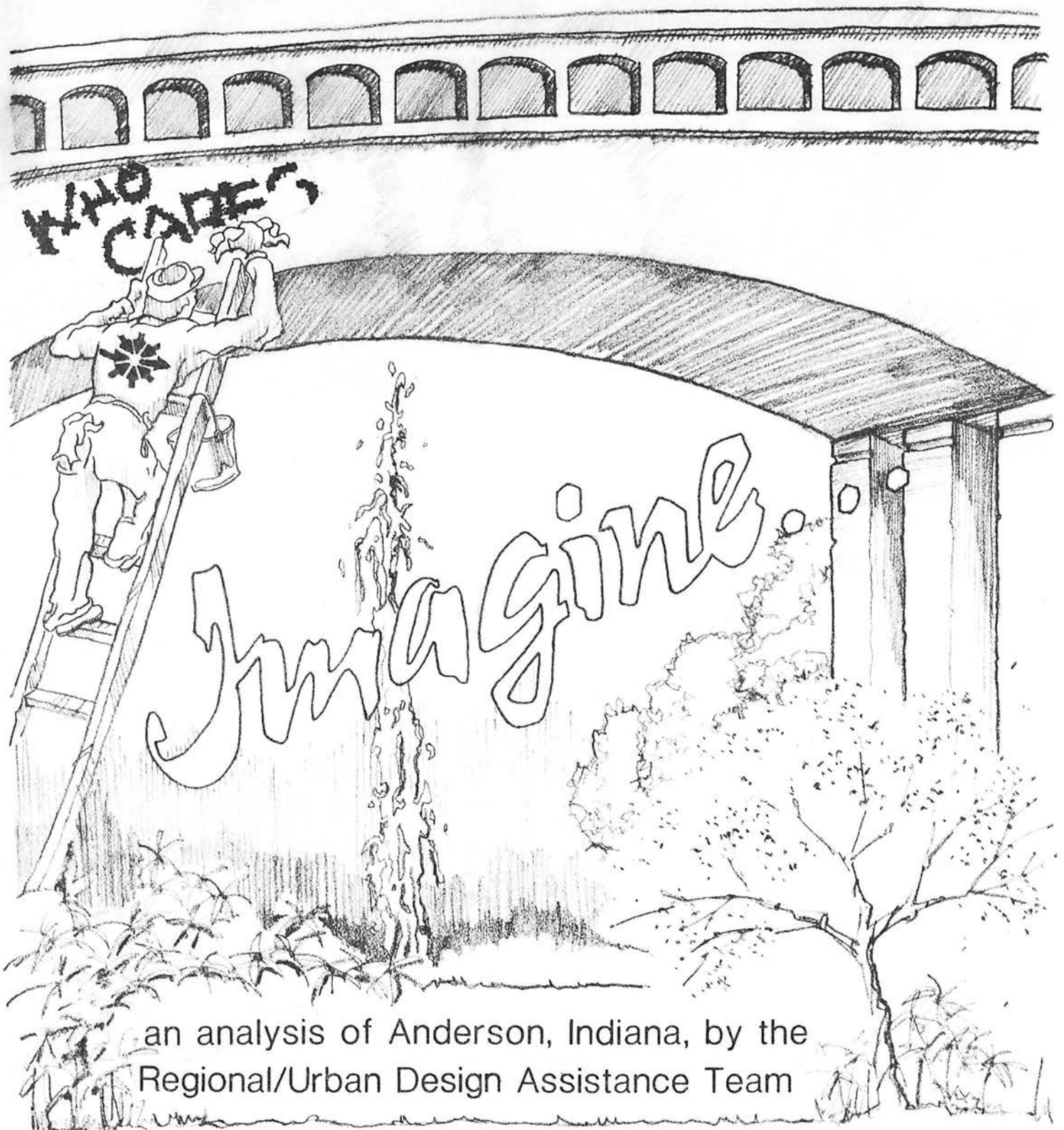
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an analysis of Anderson, Indiana, by the
Regional/Urban Design Assistance Team



Listen and Participate!

**R/UDAT Presentation — a proposed
program for Community Improvement.**

Get involved!!

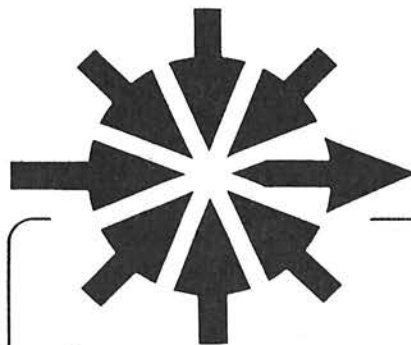
ANDERSON COLLEGE — BYRUM HALL

Mon., Mar. 11th, 7:30 p.m.

*(Parking behind
Byrum Hall)*

R/UDAT is a
Regional and
Urban Design
Assistance Team
comprised of
nationally known
experts in the
planning of cities.

They have been in
Anderson since
Thursday night.

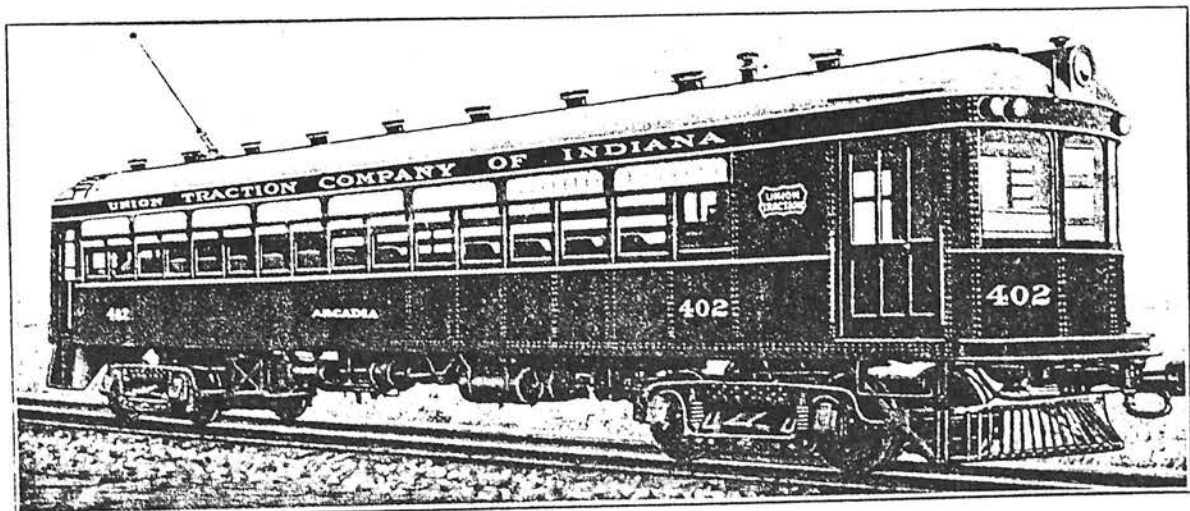


We can do it!

ANDERSON R/UDAT

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INTRODUCTION

or ONCE UPON A TIME...

Anderson lives.

This may come as a surprise to some who read in 1981 about the American city with the highest unemployment rate in the nation: Anderson, Indiana.

The national economy has improved, and so has Anderson's. People are back to work in the General Motor subsidiaries, Delco-Remy and Fisher Guide, that employ the bulk of Anderson's wage earners. With conditions apparently looking up, some Andersonians turned their attention, in 1984, to community betterment.

They found that the industrial ups and downs of the twentieth century had left Anderson's prime natural resource--the White River--in dismal condition. Water quality had improved somewhat in recent years but the rest of the riverway, a potentially delightful recreational site, was forbidding--and largely deserted.

To deal with this problem, the White River Task Force was formed in January, 1984. One of its earlier decisions was the drafting of a successful application for a Regional Urban Design Assistance Team (R/UDAT) visit. A site visit by R/UDAT official David Lewis in late 1984 was followed by a reconnaissance visit by Team Chairperson David Stea in early 1985. The R/UDAT

itself was launched on March seventh.

Devotees of numerology should note that this 85th R/UDAT opened the 85th year of the twentieth century. That, however, explains neither why Anderson chose to host a R/UDAT, nor why R/UDAT chose Anderson. To answer those questions, we must describe (1) what a R/UDAT is; and (2) what Anderson is.

The objectives of the R/UDAT Program are to improve physical design nationally, to reinforce the importance of urban and regional planning, to stimulate and give coherence to public action, and to provide a forum for the expression of diverse opinions and the realization of diverse community goals. It's a tall order. No less ambitious are the goals of a R/UDAT Team: to assess problem situations and suggest approaches to environmental design that will improve the quality of life of a community--all in 4 days. The Team, which serves without pay, is expected to produce no final solutions within so brief a time, of course, but rather to provide guidance, direction, and suggestions relative to urgent or long-standing problems.

A R/UDAT is something like a bumble bee. According to aerodynamic theory, a bumble bee cannot fly--yet it does. According to orthodox academic views on the separation of

research and practice, a R/UDAT cannot work--yet it does: 84 previous R/UDATs have shown this. That it works is due in large part to the almost incredible level of cooperation, of task-oriented energy, expended by involved communities: nowhere has this been more true than in Anderson. The acknowledgements on the last pages of this report testify to the monumental effort put forth by this community to make the R/UDAT a reality--and, we hope, a success.

The next step ... implementing some of these ideas and recommendations--is up to you, the citizens of Anderson. If you can maintain just half the level of energy expended on the R/UDAT visit, you'll have little difficulty; we hope for the continuation among Andersonians of the dialogue they began with each other during our days with them.

It will take effort, patience, and some time. For all its problems, Anderson has a remarkable human resource: its people, yourselves. But you need a new perspective on life in Anderson.

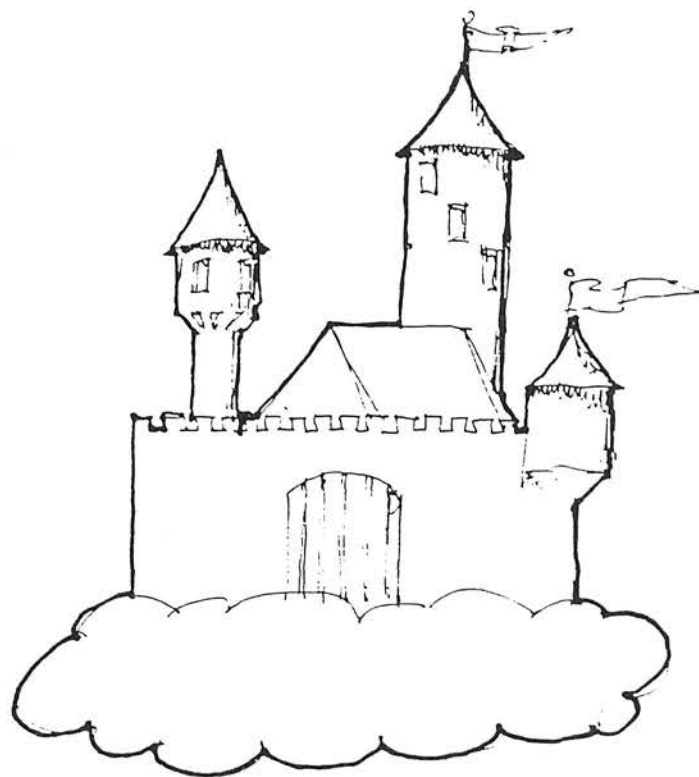
To help to energize such a new perspective we have chosen, in this study and report, to deal with more than just the White River Corridor, as an isolated peice of geography, to treat the context, as well, through which the river flows. The R/UDAT team, in its extensive discussions with representatives of more than 200 community groups and organizations, and with citizens-at-large, noted some underlying fatalism, fears of the future, denial of change, and little sense of place. Such feelings, we believe, are neither

necessary nor desirable. We would like to see them replaced by an understanding of history and of economic forces; confidence in the community's ability to anticipate and manage change, and even to welcome it; a desire to guide and control its destiny, to help its less-visible (and often less fortunate) citizens, to establish an identity.....

in short
to imagine
a new
and better
future.

We liked Anderson. It has good people, and potential for achieving a quality of life that goes beyond mere survival to true satisfaction and joy. Some day, more sympathetic writers than those that have written about Anderson in the recent past, will say:

"Once upon a time..."



HISTORY

It's Happened Before

Anderson has a history not unlike that of older Eastern Indiana towns in the Gas Belt. It is a history that is often forgotten or misunderstood. Interpreted as a past of continued and unlimited progress, it is instead a record of growth and decline, of optimism and of pessimism, of good times and of bad.

Andersontown, as it was first known, came into existence by an act of the General Assembly on May 21, 1827. Its creator, John Berry, was a town benefactor and promotor. Like others of the time, he hoped to make his fortune by the increased value of the lots he plotted through town growth. In order to stimulate growth he dedicated land for the building of a courthouse to make Anderson eligible for the county seat. This was a controversial move as Pendleton had been already designated the county seat when the General Assembly created Madison County in 1823.

Berry, however, persuaded the state commissioners to accept his offer late in 1823. No action followed and the General Assembly revoked the donation in 1826. In 1827, the General Assembly tried again; the commissioners accepted Berry's offer and the seat of justice moved to Anderson. This move assured early growth as a civic center as county seat towns had obligations to construct such

amenities as courthouses, jails, and stray pens for vagrant animals. Accordingly, the first courthouse, a frame structure, opened in 1832. The log jail preceded it by one year. John Berry's aggressive, entrepreneurial spirit symbolized the attitude of the early settlers who viewed town creation as an instrument to create wealth.

The town grew slowly until the Civil War, paralleling the history of the state without a town of major size (Indianapolis and Madison, the two largest towns each had approximately 20,000 people). By 1838 when the town was incorporated, it had 350 inhabitants in a county of over eight thousand residents. In succeeding decades, Madison County's growth continued to outstrip Anderson's.

Even the coming of the railroad did not alter the situation very much. The Indianapolis and Bellefontaine railroad was the first to arrive, coming on July 4, 1851. The population of the county grew slowly in that decade rising from 12,375 in 1850 to 16,518 in 1860. The town did not account for much of that increase. It was not until 1865 that it had sufficient population to be incorporated as a city.

The economic base of the town was local and oriented primarily to the farmers who lived in the surrounding area. The merchants supplied farmers with goods they

ANDERSON POSTER ADVERTISING CO.

ANDERSON, INDIANA

"PUNCTURE PROOF CITY"

1915
30,000

POPULATION

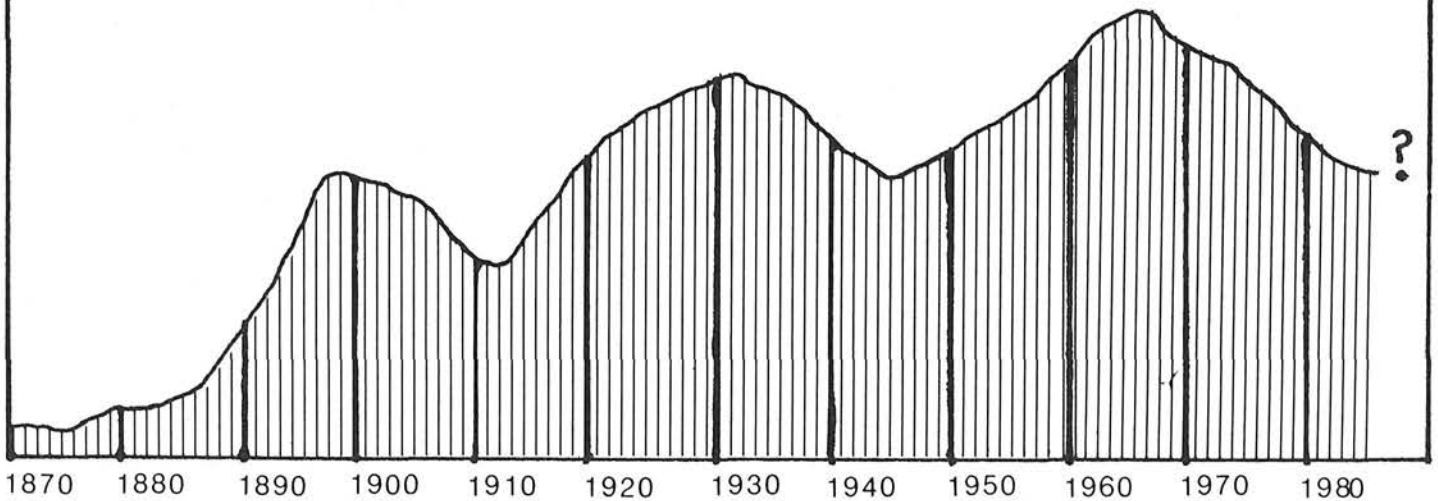
1920
50,000

"GROW WITH US"

Low Rates for Taxes, Insurance, Electricity Water, Gas
Unexcelled Facilities in Banking, Railroads, Improved Streets, Homes
Ideal Labor Conditions

"THE MANUFACTURING SPIRIT"

MANUFACTURING HISTORY : A Conceptual Pattern



could not make themselves, and the early manufacturers processed the products produced by farmers or else constructed tools or furniture for their use. In 1865, for example, James Quinn & Sons, opened a wagon and carriage firm in the town. The same year, Jackson and Holloway began a chair factory. Two years later, the Germania mills started processing wheat into flour. The following year, Anderson, Crittenden & Cisco began to turn wood into spokes and hubs while C.T. Doxey & Company opened a barrel heading and stave factory in 1870.

The only exception to the kinds of milling and woodworking manufacturing establishments in Anderson at this time was the Michner Machine Works which also opened its doors in 1870 and anticipated the day Anderson would be a center of ironworking. By 1870, the population was largely non-ethnic and second-generation Americans who had entered the town from elsewhere in the state or the South and East. The foreign-born came principally from Ireland, as did Quinn, or from Germany, as the name Germania Mills indicates, but never constituted more than a minor portion of the total population. More typical migrants were persons such as Dale J. Crittenger who came to Anderson in 1878. Born in Harrisonburg, Va., Crittenger moved with his parents to Henry County in 1856. He graduated from Indiana University and then moved to Anderson where he was a lawyer, county superintendent of schools, publisher of the Daily News, and postmaster, in that order.

The physical shape of the town changed very little over

the next few years. New public buildings appeared; these were often the result of special circumstance. In 1880, the second courthouse burned. The new courthouse, an impressive edifice, dominated the skyline in 1885 when it was opened. This landmark served as a cornerstone for the larger downtown when it developed later.

The character of the town was soon to undergo a revolutionary change brought on by the discovery of natural gas in the Trenton Field underlying East Central Indiana. The first well came in near Anderson in 1887 turning Anderson into an industrial city.

The new manufacturing base was, in part, indigeneous and, in part, imported. Cheap fuel attracted such industries as glass, and iron and steel manufacturers which from other areas lacking the advantage gas offered. Among the plants so enticed were: the Fowler Nut and Bolt Company from Buffalo, New York; the American Steel and Wire from Covington, Kentucky; the Pennsylvania Glass Plate Company from Meadville, Pennsylvania, the Anderson Knife and Bar Company from Dayton, Ohio; and the Anderson Flint Bottle Company from Butler, Pennsylvania, all of which had begun production in Anderson by 1890.

The migration of these plants was stimulated by aggressive marketing by the Board of Trade. This marketing, plus the growth of local industries, meant a rapid transformation with significant consequences for citizen's perceptions and for the built environment of the town. The first consequence was a boom town mentality; the second was a creation of an identifiable downtown area. The two did not

occur simultaneously, however, as the latter lagged behind the former.

The boom town mentality resulted from rapid population growth as well. By 1900, the population had more than doubled over the decade to 20,000, moving Anderson to the ranks of seventh largest city in Indiana. The county almost duplicated that growth, growing from 36,487 to 70,470 residents. This population growth did not include many immigrants from Europe or from the rural South. Indeed, the percentage of foreign-born residents declined while the proportion of Blacks, although very small, grew only slightly. The majority of workers in Anderson's factories were native-born residents from nearby small towns or farms.

The built environment did not keep pace with the population growth. Construction priority went to factories or retail establishments to service these newcomers. The latter helped create an image of Main Street which was to persist to the mid-nineteenth century and to contribute to the density of the downtown business districts. The creation of an electrified streetcar system added to the crush, enabling those living in the industrial regions to travel to the downtown area; while other, more affluent residents walked from their Westside homes. The traffic conveyed a sense of critical mass and heightened the feeling of citizens that Anderson was on the move.

Industrial growth came to an abrupt end in the first decade of the twentieth century as the supposed inexhaustible supply dwindled to a feeble flow. The town underwent a period of

de-industrialization as factories most dependent on cheap fuel closed. Among those so affected were the Fowler Nut and Bolt Works, the Anderson Flint Bottle Company, the Cathedral Glass Company, and the Victor Glass Company. The value of manufactured goods shrank as the industrial base eroded.





The de-industrialization affected Madison County significantly, reducing the population from 70,470 to 65,224 persons - the first and greatest such decline in the county's history. The population of Anderson did not decline instead, it grew by approximately 2,000 people. This growth consisted of persons moving to Anderson from smaller towns or farms to work in construction: the economic slack.

The rise in construction disguised the extent of de-industrialization and helped prevent a more serious economic dislocation. The reason for the construction was the demand created by the population growth of a decade earlier. Not only were houses built, but Andersonians constructed public buildings to make the town more civilized and religious. Among the public buildings were the public library (1905) and the post office (1906). Other private facilities served the same functions. These include the Elks (1901) and the country club (1902). Three imposing churches replaced older ones, Methodist Episcopal and Central Christian, both built in 1900, and the Presbyterian Church, built in 1906. The built environment of the downtown area was nearing completion and the addition of the Union Building in 1902 placed another



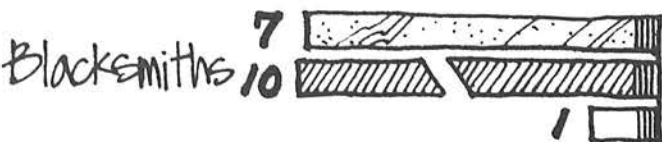
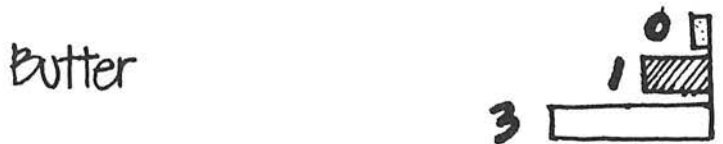
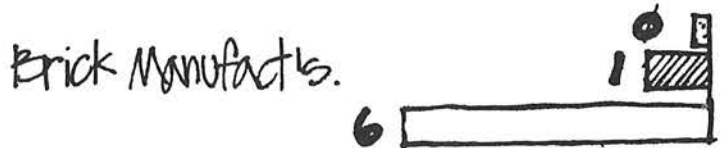
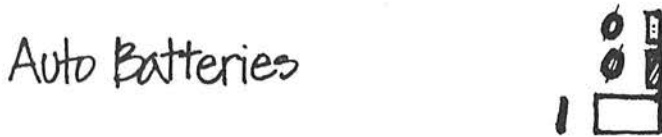
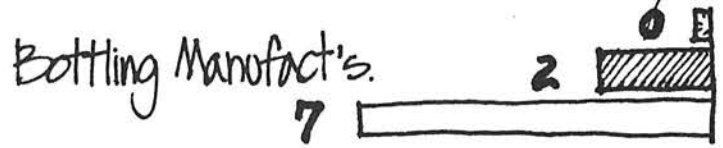
BUSINESS

MANUFACTURING TRENDS

BASED ON THE 1876, 1912, AND 1943 CENSUSES
KEY 1876  1912  1943  CONTINUATION 



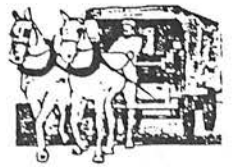
NUMBER





MANUFACTURING TRENDS

BASED ON THE 1876, 1912, AND 1943 CENSUSES
 KEY 1876 1912 1943 CONTINUATION



BUSINESS

NUMBER

BUSINESS

NUMBER

Electric Equip.



Magneto Ignition



Engines



Motor Manufact's.



Coopers



Motor Trucks



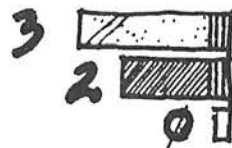
File Manufact's.



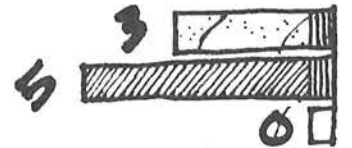
Oil Engines



Flour Mills



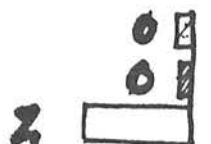
Planing & Saw Mills



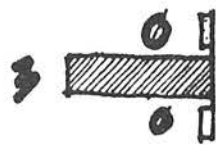
Furniture



Pumps & Turbines



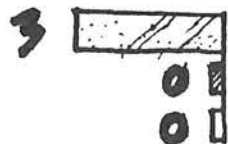
Gas Engines



Roofing Manufact's.



Heading Factories



Wagons



Hub & Spoke Factories



Wheels



distinguishing landmark in the Central Business District.

By 1910, Anderson had not yet found a manufacturing identity to replace that which it had lost. It had a widely diversified economy with elements of earlier eras side by side with new ones meeting local and regional needs. These industries had not been challenged by national competition, and had not yet become challengers themselves.

The seeds of re-industrialization and specialization had already been planted, although to an observer of the time this was not readily evident. The key to renewed industrial growth was to be the automobile.

The automobile industry by 1910 was still an infant one, lacking rationalization. Every town in Indiana of any size had entrepreneurs who built cars in small machine shops or factories previously devoted to manufacturing buggies, bicycles, gasoline engines, and even threshing machines. Anderson was no exception, counting at least twelve different makes. Most of the small manufacturers were short-lived. Lacking either capital or organizational skills or both, these early fabricators were unable to compete with larger enterprises managed by entrepreneurs who had both.

A good example of the process was the experience of John W. Lambert. Lambert came to Anderson in 1893 from Union City, Ohio, where he had worked in his father's company which made such wood products as neck yokes, wheel spokes, and other buggy parts. In 1893, when he moved to the town, he opened the Buckeye Manufacturing Company and the Lambert Gas and Gasoline Engine

Company. There he began to build small engines. From this beginning, he moved into building tractors and automobiles. He produced the Buckeye car in 1906 and the Lambert car in 1905 and 1906. Although the company had 200 employees by 1914, it could not compete with Ford or Chevrolet.

The future of Anderson was not to be in the manufacture of automobiles, but rather in the production of parts for them. Again, the genesis was largely accidental. The Remy brothers moved to Anderson from Peru in the 1890's. B.P. found a job at John W. Lambert's plant building gasoline engines while Frank wired houses. B.P. believed he could improve the primitive ignition system used on earlier engines so he and Frank left their jobs to open their own magnet plant in 1896.

The company succeeded, after initial difficulties, but success proved almost as much a problem as failure might have been. The growth of the company extended the talents and resources of the Remy brothers to the limit and made takeover inevitable. In 1911, the original owners sold out to Stoughton Fletcher of Fletcher Savings and Trust Company of Indianapolis. Fletcher added both capital and managerial expertise to the Remy Electric Company before he, in turn, sold it to Billy Durant in 1916. Durant, who had built the Chevrolet Motor Car Company, was organizer of the United Motor Corporation which, in 1918, became part of General Motors. The company boomed during World War I, growing to a high of 10,000 employees.

The pattern of

re-industrialization in the decade of 1910 to 1920 shared some characteristics of the original industrial spurt but not others. It resembled the Gas Boom Era in that industrial growth was extremely rapid, seemingly occurring overnight. Industrial growth caused the population to increase significantly. While the growth was not equal to the rate of the 1890's, in absolute numbers it was similar. The differences, however, were even more significant. Growth was concentrated in one industry and in one firm. Further, that firm was not like earlier ones, enticed from other cities and then controlled locally. It was, instead, native-born, one which became a branch of a national corporation whose management and stockholders were living elsewhere.

The growth of Delco-Remy and of Guide Lamp in Anderson did not alter the composition of downtown Anderson as they located in the south part of town. It did, however, promote residential expansion in the south part of town and growth in that direction. The prosperity of the 1920's meant a busy and prosperous downtown with new congestion caused by increasing numbers of motor cars. The downtown once again reflected pride and optimism.

Good lines were not without tension as the population composition changed. Attracted to town by prospects of employment were proportionately larger numbers of blacks and whites from the south. These by no means outnumbered the native-born Hoosiers who still constituted the majority of the work force and the town's

population but did now become more visible.

The tension manifested itself in the emergence of the Ku Klux Klan which entered Indiana in 1920 and had become important in Anderson by 1923. The Klan appealed to racial and nativist sentiments which was ironic since Anderson lacked large black or foreign-born populations. Klan activities divided the community and instilled fear in its black citizens, a heritage difficult to forget.

Another element which further divided the community occurred during the Depression decade as hard times again reduced employment. Although the Depression did not close Delco-Remy or Guide Lamp as it had closed the glass plants, it did create fears of unemployment. Further, the struggle to unionize the large factories in the late 1930's with sit-down strikes and violence resulted in suspicion on the parts of labor and management which, like racial tension, was almost impossible to erase. Even the onset of World War II brought only a temporary postponement of the conflict.

The need for guns in World War II and post-war demand for consumer goods meant prosperity for Anderson's auto-related economy. This also meant continued migration of blacks from the South. The era is remembered as a golden age by middle-aged and older residents, although to perceptive observers, certain trends were disturbing. Growth of new industries was small; the downtown was clogged with cars; and housing was in short supply. As a result, residents welcomed

the shopping centers in the late 1950's and, even later, the shopping mall. Suburban developers enticed residents into new outlying areas. The density which once characterized the city gave way to sprawl.

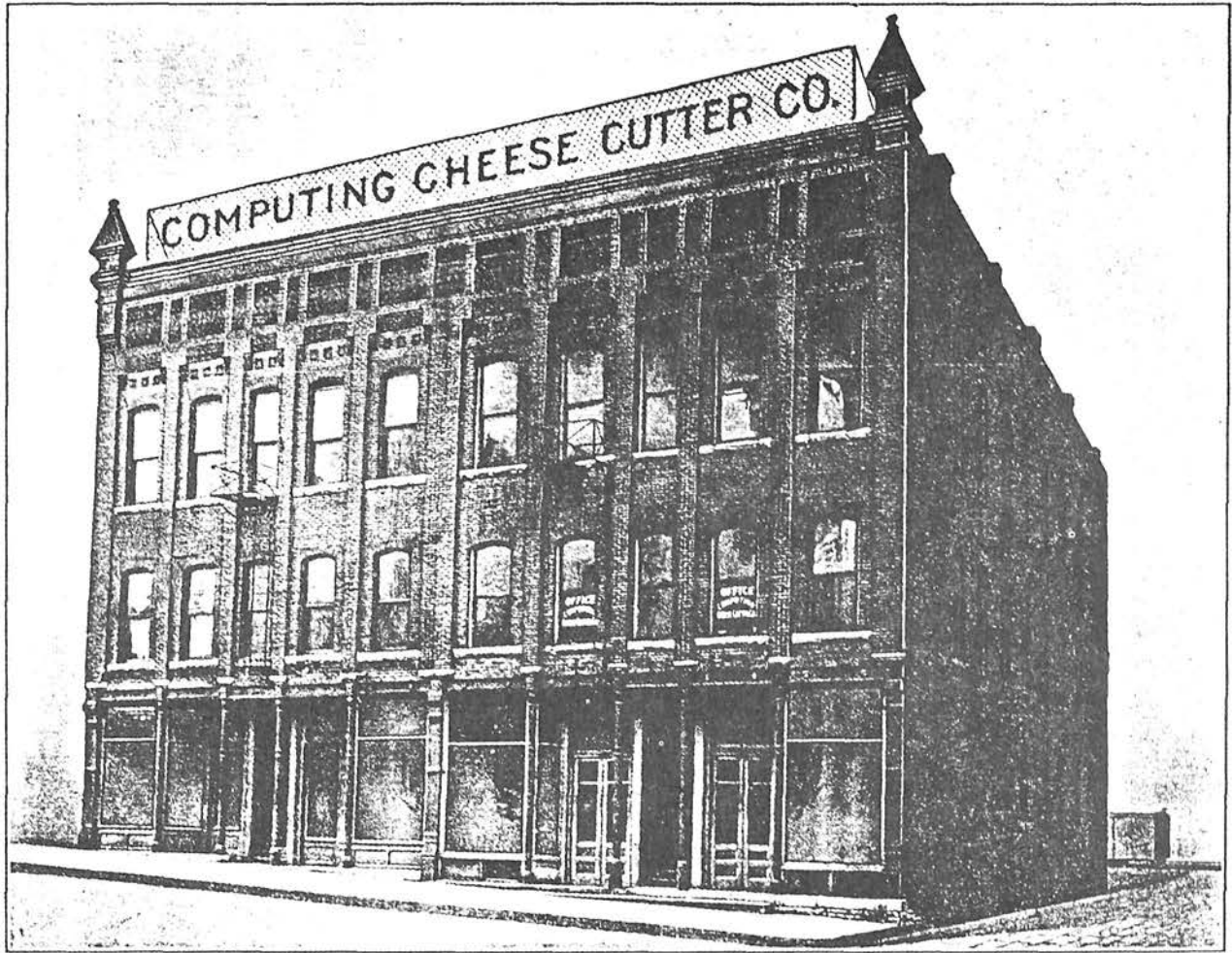
Not until the 1970's did these trends become disturbingly obvious. Jobs in manufacturing continued to increase, but new major plants did not. Downtown merchants found fewer customers willing to drive to an area which was perceived as congested, and either closed or moved there shops elsewhere. Construction in the central city continued but the new buildings were either public ones - city and county buildings - or private ones - banks or office buildings - which did not make for pedestrian traffic or mercantile prosperity. The perception of a dead downtown grew.

This perception, unfortunately, came at a time of economic troubles. High gasoline prices and intense Japanese competition plunged the automobile industry into a depression. By the end of the '70's, the number of manufacturing jobs had fallen to the level of 1950. For the first time in any decade, the population of Anderson had dropped; it was 8 percent less than it had been in 1970. (The county, however, had only a slight decline, much less than in the decade from 1900 to 1910). The economic and population decline combined to create a sense of despair, heightened by the belief that the situation was unique.

Yet, as this short review, has indicated, the history of Anderson belies that belief. The city has experienced earlier periods of rapid growth and of contraction.

It has industrialized and re-industrialized. Its prosperity has not always been a function of manufacturing, nor even of one kind of manufacturing. The periods of growth have not been identical: at one time; Anderson grew by attracting persons from other cities, and, at others, it grew by having firms which attracted take-overs. The patterns of the past growth are complex and unpredictable.

The same position holds true for the built environment of the city. The downtown area characterized as an ideal one that probably existed only from about 1910 to 1930. In the end, Anderson's history should demonstrate that present conditions are results of past ones, and that informed and intelligent efforts can make a difference in the future. But the failure to anticipate can be distressing indeed.



COMPUTING CHEESE CUTTER COMPANY

621-625 NORTH MAIN STREET

ANDERSON, INDIANA, U. S. A.

The City of Anderson makes several strong impressions on the first time visitor. One of these is the scenic quality of the White River and Killbuck Creek as they meander and finally join near downtown. Another is the system of riverside greenspace hugging the banks of the river and creek beginning at the eastern edge of the city with the ancient and mystical Indian mounds in Mounds State Park and continuing with Edgewater Park, Indian Trail Parkway, Athletic Park and Shadyside Park. Another strong impression is conveyed to the visitor by the city's distinguished architectural heritage. This consists of stately homes on tree-lined streets, such as those along West Eighth, West Ninth and Brown-Delaware. Massive churches such as St. Mary's Church, the Central Christian Church and the Presbyterian Church, punctuate the skyline with their spires and domes.

There are fine historic municipal buildings as well, such as the Beaux-Arts inspired Post Office, the domed library and the very fine Richardsonian Romanesque Railroad Station. In addition to these truly outstanding buildings which can be classified as structures possessing national significance, there is a wide variety of more modest historic structures which are locally significant because they represent distinct periods in the development of the community and its physical growth, history, and economic development. Among these examples are the Gruenwald House on Main Street, or the Mark Jones House on Eleventh Street, among the oldest in town. These were built before the natural gas boom when Anderson was still a rural market town.

During the 1880's and 1890's the city enjoyed heady days as reflected in such exuberant and aesthetic houses as those at 203 West Fifth Street and 711 W. Ninth Street. During the first decade of the Twentieth Century, a post-boom recessionary period, Andersonians expressed their confidence in the future by constructing such distinguished municipal buildings as the French-inspired Post Office and Library and the classical fire station on West Third Street. Such confidence was well placed: the period 1910-1920 brought new industry to town and with it a new wave of prosperity. Great Baronial houses were built at this time: The showy house on 308 Winding Way in Edgewood is an example. Dozens, perhaps hundreds, of well designed smaller houses in the then up-to-the-minute bungalow and /or arts and craft style, were built to house the average citizen. Some of the best examples of these are at 1218 Brown Street and 220 Thirteenth Street. A very interesting building from this period is a residence at 1019 Brown-Delaware Street which is very reminiscent of the early work of Frank Lloyd Wright. It's clear that the streets of the city embody the progress of a town with a rich and varied history: history of ups and downs.

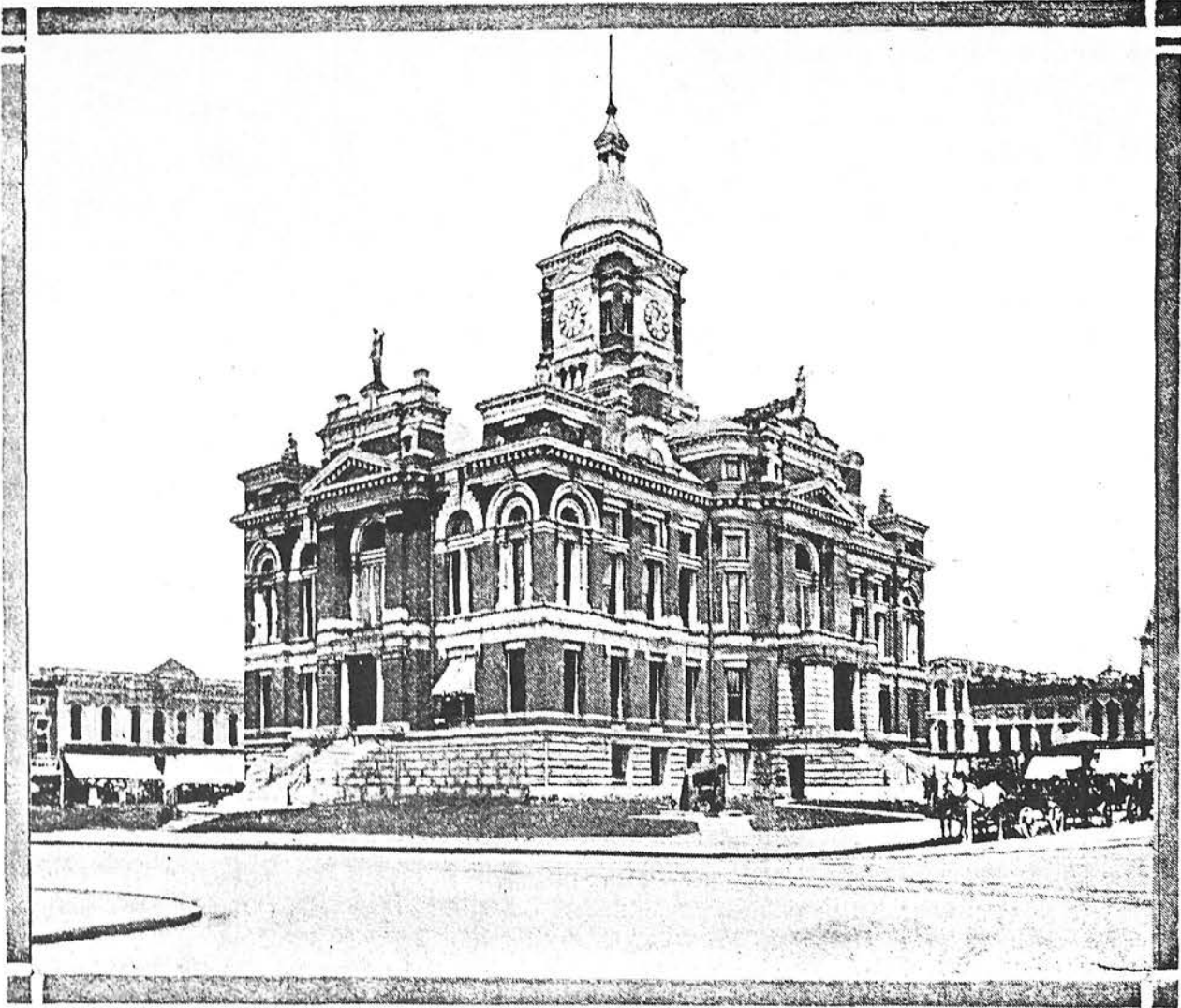


It is important to note that the unique combination of scenic areas and architectural landmarks provides the city of Anderson with a good deal of its distinction and identity. It is not every city in America that possesses such excellent examples of late 19th and early 20th century architecture as well as mile after mile of river parkland. It is also not every city in America that has taken measures to safeguard its man-made environment. The city certainly lost many important landmarks: most notable of all, perhaps, was the 1885 County Courthouse. But since that time the city has established a Landmark Preservation Commission which is charged with identifying, designating, and protecting buildings of architectural and historic significance. Unlike other agencies, the local Landmarks Preservation Commission has not yet moved to identify and designate natural scenic areas within the city borders. This would afford these areas the same protected status as a historic district. Parklands as well as buildings require protection from unsympathetic intrusions, additions or total destruction. Like fine buildings, the parklands merit municipal protection because, properly restored and maintained they are not only functional space but also valuable urban amenities which contribute to a community's identity, attractiveness, and quality of life.

While many of the finer buildings in town have been restored or are undergoing restoration, the riverfront parks as well as many of the less notable historic structures suffer from neglect, vandalism and lack of upgrading.



In conclusion, Anderson has made a good start in the safeguarding and reclaiming of its architectural heritage. Buildings and streetscapes should continue to be restored and revitalized. Parklands, should be upgraded and infused with new life. Promenades, pavilions, band shells, benches, lighting, water sculpture, jogging and biking paths can transform unused open land into quality of life enhancing parkland. Historic preservation agencies can promote these aims for the enrichment of the entire community.



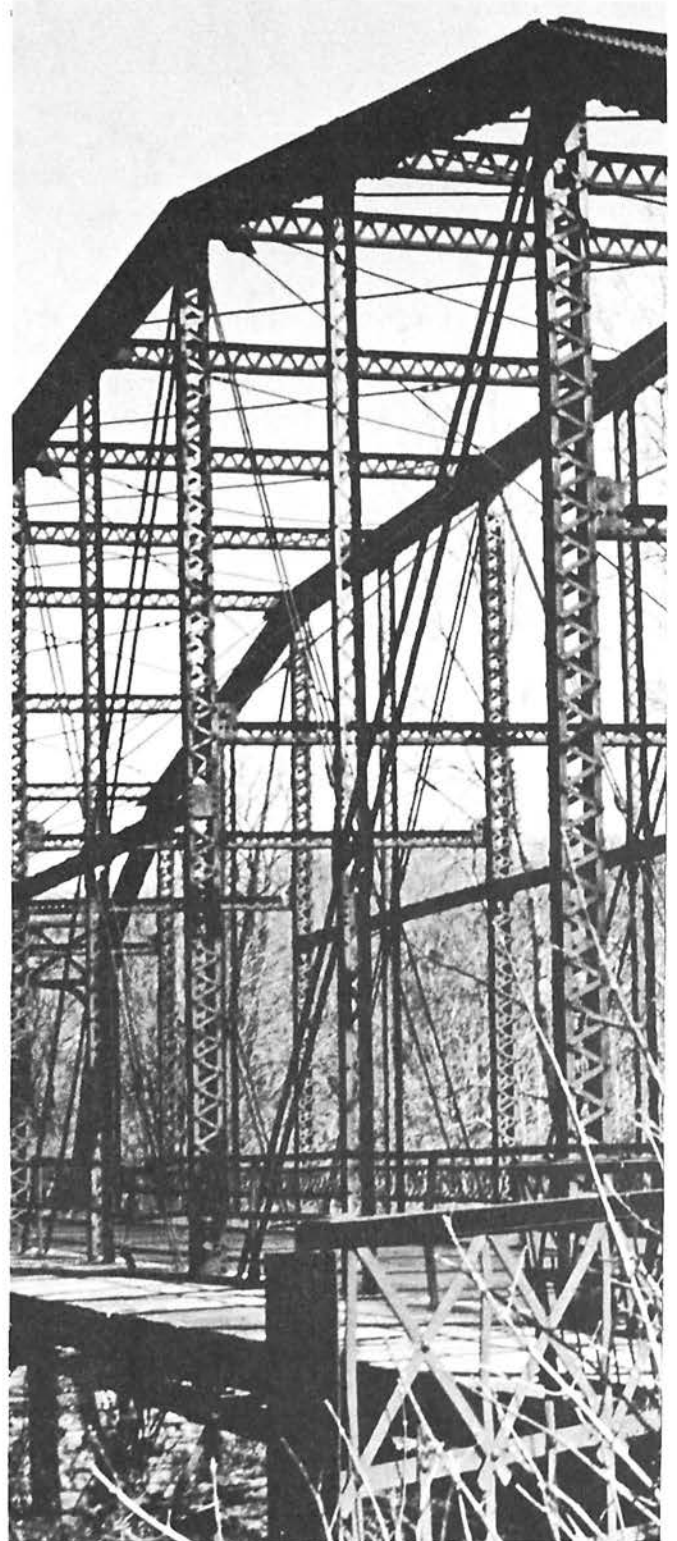
Madison County Court House

UNDERSTANDING ANDERSON

IMAGINE: A city of confident people who create their own definition of greatness; a city that takes charge of its direction, manages its own social and economic density in light of the best information it can gather on the changing world in which it lives.

REMEMBER: The concentrated economy of the city may have left its people vulnerable and dependent in ways it could not anticipate. Wide swings of an external market have demoralized many of its citizens and lowered their self-image, a problem compounded by national attention to its plight.

ACT: Pursue the program of economic development, industrial and social diversity you have set. You are right! The White River Project can be the hub that ties your goals together.



IMAGINE: A city that cherishes the minds and spirits of its youngest and oldest citizens; remembers and rewards the contributions of its seniors; prepares the minds of its young for a future in the city or away.

REMEMBER: The city may have, at times, ignored its schools, allowed them to fall into disrepair; let the curricula and teacher corps wander in directions that quietly undermined children's ability to exercise their genius.

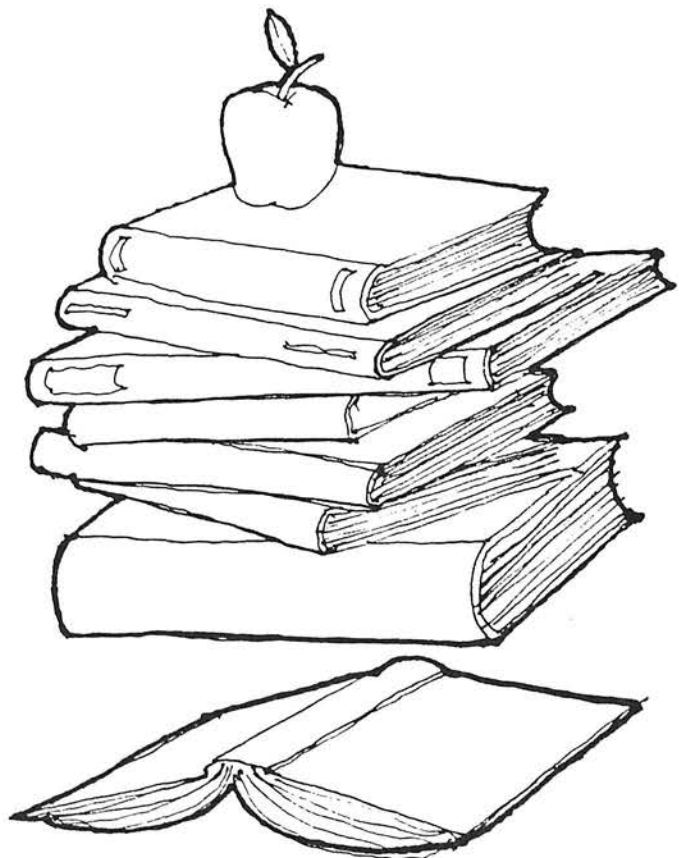
The city has relied too much on a single concentrated industry to employ and protect its youth from cradle to grave.

The city's public store of books and literature has been left to languish in crowded conditions almost inaccessible to the inquisitive eyes of old and young alike.

The city seems not to have valued the wisdom and experience of its senior citizens but, instead, substituted recalcitrance for wisdom and exhibited resistance to change under the guise of tradition.

ACT: Attention must be paid to the financing of schools and library. The very plans for change are in jeopardy if these are allowed to

remain stagnant. New learning for a new world must take young people beyond old hopes to new possibilities.

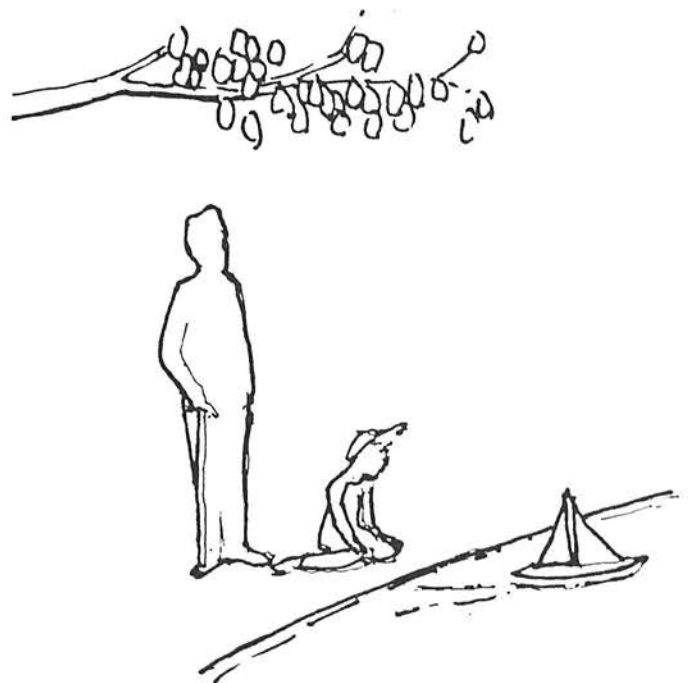


IMAGINE: A city that invites all its citizens to participate in its change and growth; a city that shares power, takes advantage of the wisdom of its experienced older leaders but values its youth and makes room for their talents and skills in the social, governmental and political processes through which the city is recreated.

REMEMBER: The city has had a distinguished history of government, but not all of its citizens have felt included in the decision-making process. Many young potential leaders who have seen their elders clinging to power more than exercising wisdom see no room for the contribution of energetic youth and leave the city. Women, black people and the poor, feeling excluded even from the city's decision to change itself, have seen this as a continuation of the past with little hope of their inclusion in the city's future. Many senior citizens who have given their lives and allegiance to the city have felt themselves ignored and abandoned in a deteriorating central city environment.

ACT: Immediately widen the range of citizens who can contribute ideas and visions to the city's plans. These

can be future leaders. They will soon seek to shoulder their elders aside. This should be a welcome exchange for their allegiance to the image of a new city.



IMAGINE: A diverse city: young and old, black and white, men and women, many religions, labor and management all engaged in the task of building and growing. A city making a bright place of dwelling, work, workship, play and celebration on the banks of an historic river.

REMEMBER: In the past, diversity has at times meant separation and conflict. Even with the recent improvements in labor management relations, conflict has endangered the education of children, and the ability to attract new industry. Petty political conflicts have endangered the realization of development projects that could have benefitted all people of the city.

ACT: Celebrate diversity. Let it show. Do not wait for a new downtown center. Hold downtown days for women, seniors, youth, black people, that announce what the new city will be about, who it is for, and how it might be used.



IMAGINE: A city that respects its land and natural resources and preserves its historic places in town and country as reminders to all of the city's rich history.

REMEMBER: While many thoughtful land use decisions have been made, others were based on short-term self-interests. Coherence and sense of place may have been weakened by a lack of vision, by lack of imagination; few people have understood the possibility of alternative futures. The comfort of a stable economy has, in the past, diminished the ability to conceive of futures.



ACT: Learn from the process of the White River Project. Use the process to educate the community about its resources and history. Refine the process and use it again.



IMAGINE: A city gathered around a great place it has created; where people walk, discuss their joys, successes, their children: where people take pride in what they have accomplished: where their idea of greatness is expressed through a place in the center of the new city that brings together the diversity and the confidence of a renewed people.

REMEMBER: You did it.



DESIGN OPTIONS

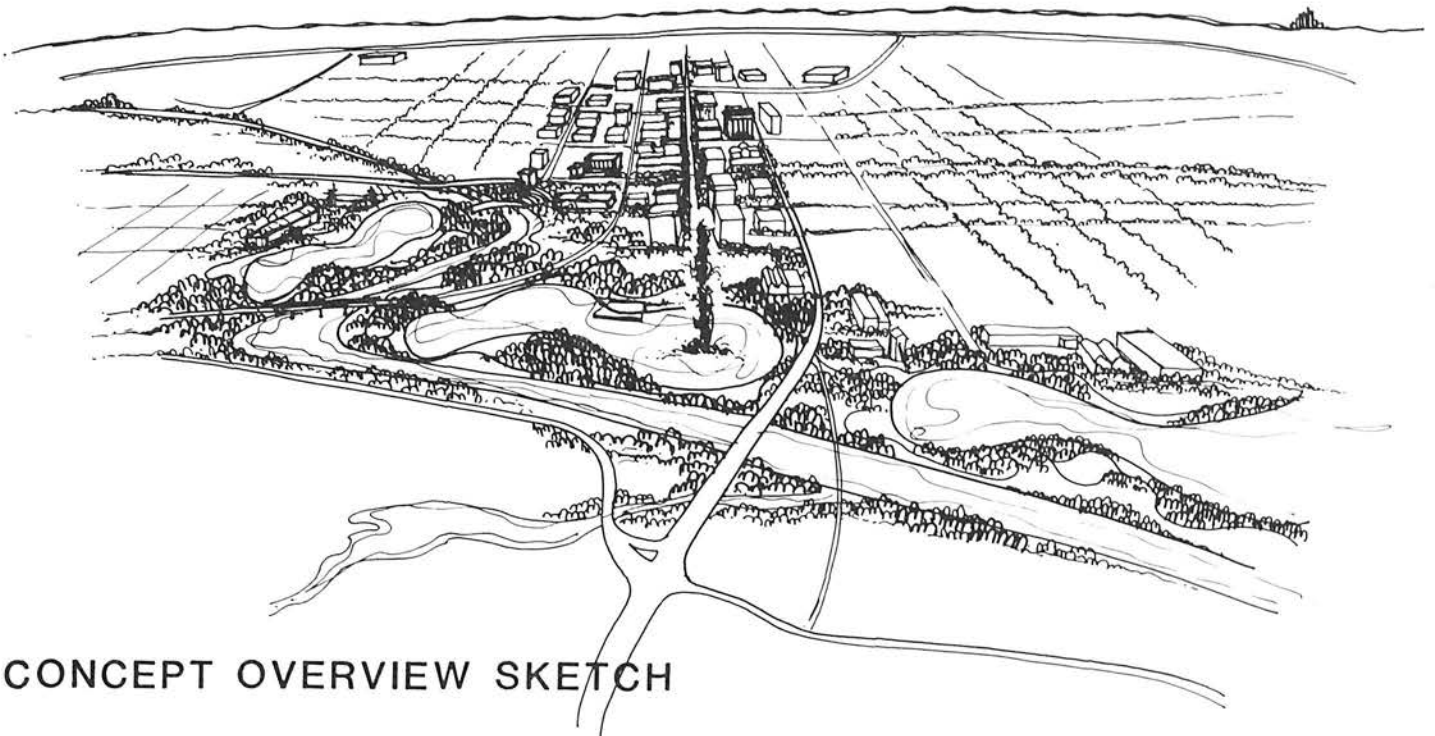
After reviewing the latest study recommendations of the White River Task Force concerning the White River and Killbuck Creek, we commend them for their efforts and heartily endorse the concepts and goals prepared.

THE RIVER

THE RIVER CORRIDOR CONCEPT

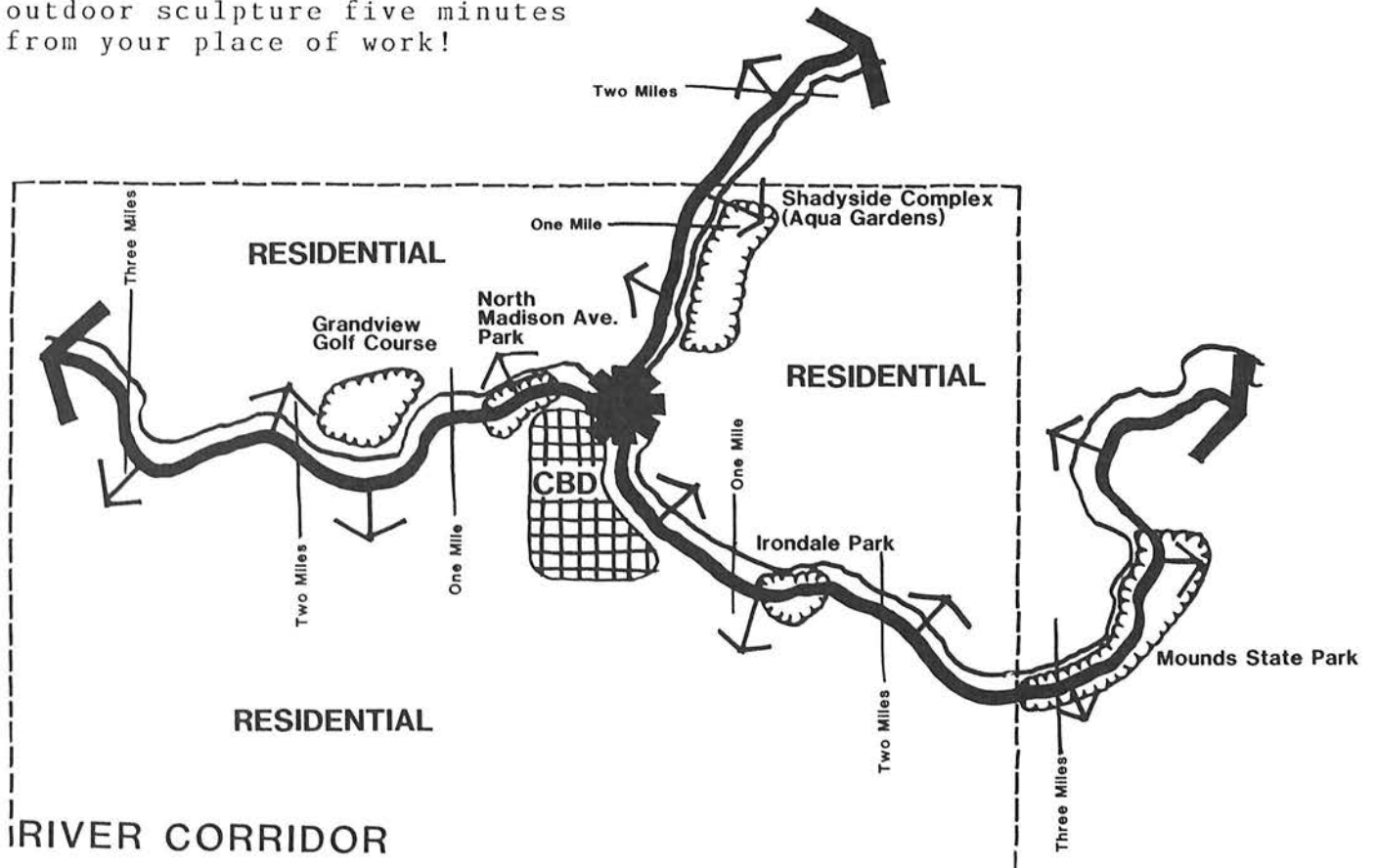
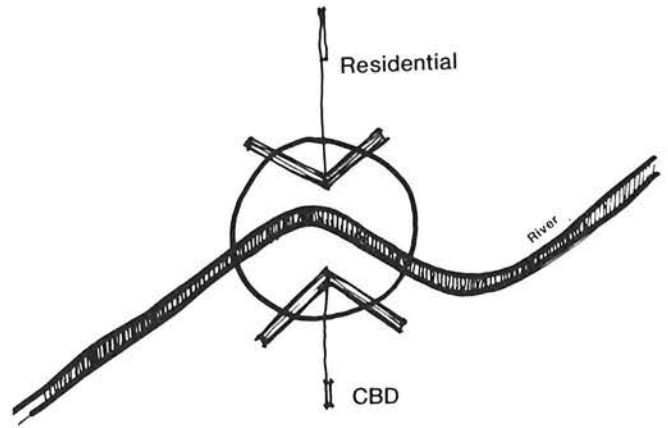
As a supplement to the study, looking further into the future and considering recent quality of life discussions, we offer the following physical planning

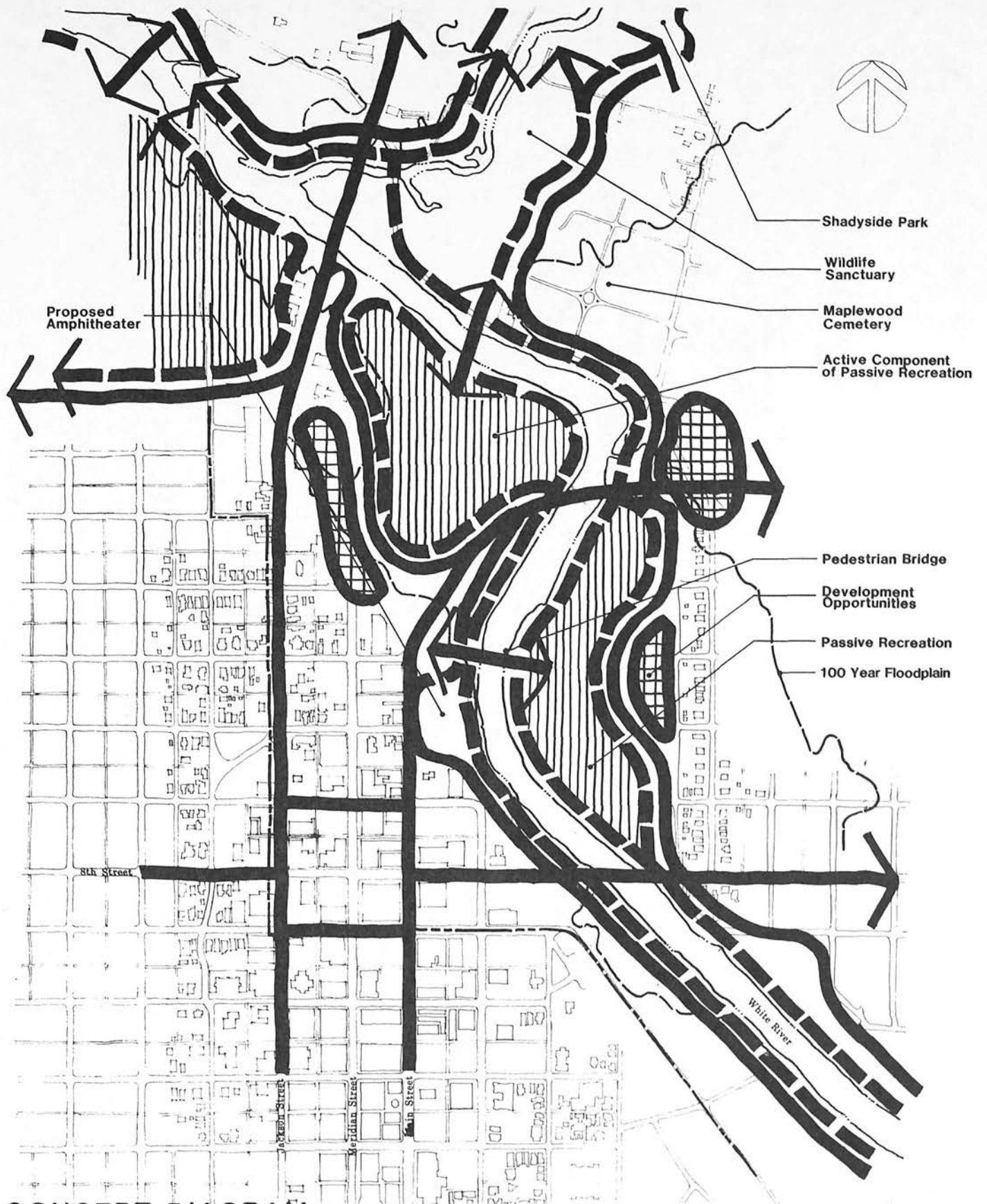
opportunities to stir for your imagination. Using the waterways to link areas of the city to one another, imagine the inclusion of water-based recreation activity areas adjacent to the central business district. Imagine several areas similar to those of Shadyside Park but close at hand to the downtown area offering recreation potential to workers, shoppers and residents. Imagine a towering fountain of water acting as a focal point for citizens in the heart of the community.



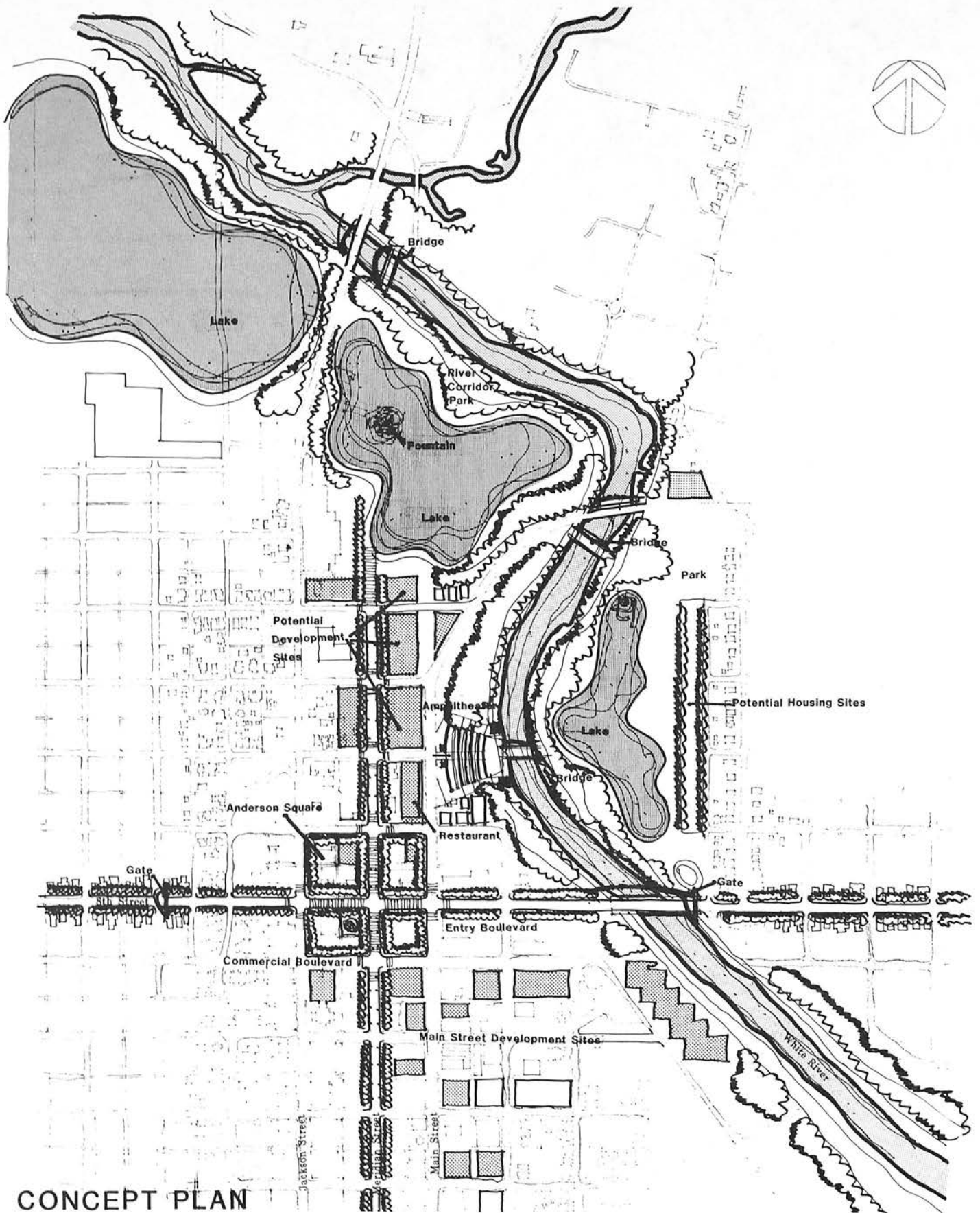
CONCEPT OVERVIEW SKETCH

Imagine a mix of active and passive recreational uses interwoven throughout the community with alternate land uses. Imagine new development possibilities adjacent to these recreation facilities, what better setting or incentive could a community offer to spur development and lead in the revitalization of the downtown area? Imagine Anderson believing and investing in itself. Imagine the cultural amenities to enrich the life of the community—produced concerts, dance and theatrical productions in a grand open space overlooking the river which links the downtown to the new river corridor. Imagine an earthworks or environmental art piece as a contemporary statement about this city's current relationship to the river similar to the one the Indians made ages ago at Mounds State Park. Imagine outstanding outdoor sculpture five minutes from your place of work!





CONCEPT DIAGRAM



CONCEPT PLAN

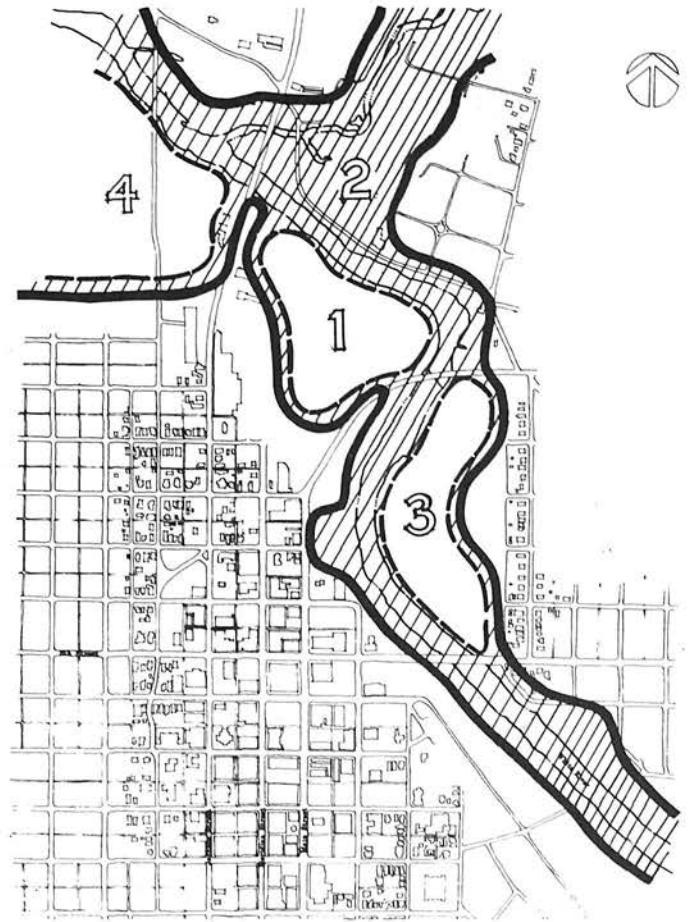
PRIORITIES IN RIVER CORRIDOR DEVELOPMENT

Priority area one: development focusing on the area immediately north of the Central Business District and south of the White River and the juncture of Killbuck Creek, identifying this as the location of the hub and core of the river, the place where business and residents, water and recreation meet.

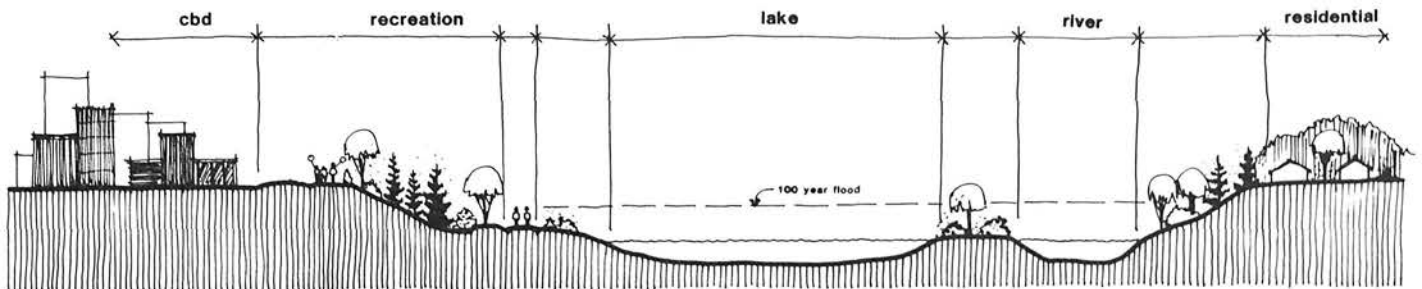
Priority area two: a network linking the whole river corridor with trains, playing fields, picnic areas and wildlife, locating canoe landings adjacent to the downtown with convenient canoe rentals.

Priority area three: Athletic Park serving a higher percentage of its neighbors.

Priority area four: a water based recreation facility serving the near west side residential area.



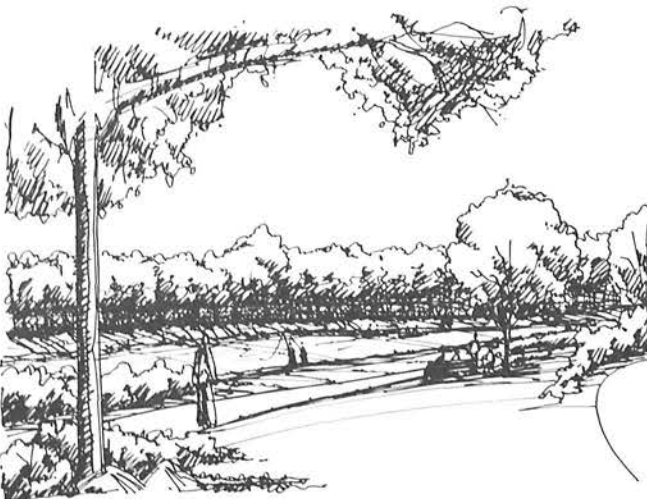
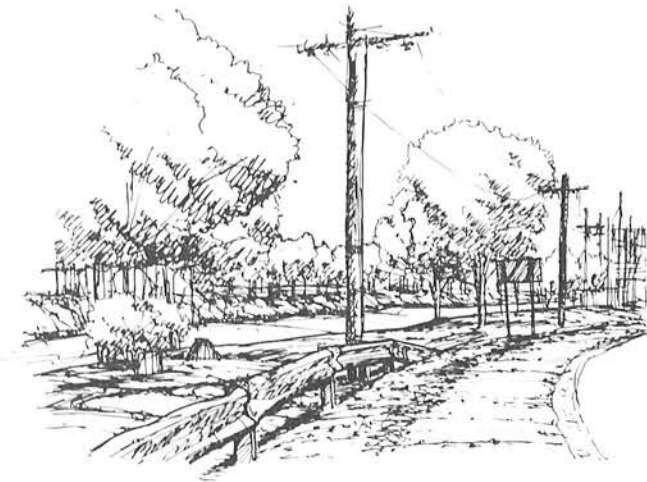
PHASING DIAGRAM



TREATMENT OF THE RIVER CORRIDOR

Because the river corridor is floodplain, we recommend that only non-structural improvements be made. The force and fury of a river in flood will not respect man-made elements. Because this area is prone to flooding, consistent community efforts and/or funding must be in place for clean up and repair on an annual basis.

While the concept plan proposes predominately water-based recreation use in priority areas one, three and four, it does not pre-empt more land-based uses.



URBAN DESIGN CONCEPT

The enhancement of Anderson's White River Corridor is essential to the future potential and well being of the city center. The possibilities of growth within the central business district, though limited at the present time, could be greatly enhanced and deemed desirable through all of the proposed river and lake improvements. Anderson has the potential for creating developable land surrounded by water, parks, and improved streets thus creating a development amenity generally only found in urban settings.

Uses within the newly developed CBD Zone that should be encouraged are new offices, restaurants at grade levels along the park, housing along the water front and adjacent to existing neighborhoods in the Athletic Park area. A future hotel site might be envisioned on the south side of Eighth Street bridge. Finally major river festivals must be encouraged to constantly involve the public in the new Anderson White River Corridor.

These opportunity sites, shown conceptually in the development plan, illustrate just one of many possibilities for the Central Business District. Among the major components of the plan are the following:

--Exemplary cities need a physical landmark or image which stands tall and commands respect, one of which all its citizens can be proud. In Anderson this landmark is the White River, playing a new and important role in the city, boldly using your most valued asset - water. Imagine a fountain soaring several hundred feet, emanating from the River Corridor, providing an uplifting and inspired city image. This image recalls the rich history of the river which once supported a flaming torch as the city's symbol. Anderson's fountain will be well known and will provide the physical landmark that will inspire its citizens.



--Develop a Boulevard concept for Eighth Street from Rt. 109 to Madison that creates an identity as the major crosstown street.

--Develop a Boulevard concept for Meridian Street leading from Fourteenth Street to the newly created central lake. Eliminate "snake alley" and promote two way traffic on this major retail corridor. Furthermore utilize this street's axis to establish the fountain location as a way of bringing the River and Anderson's new "Image" to the shopping district.

--Create a place or square at Meridian and Main Streets as they intersect Eighth Street to promote and celebrate the heart of downtown Anderson.

--Encourage infill development along Main Street, South of Eighth Street, as the secondary development corridor within the CBD.

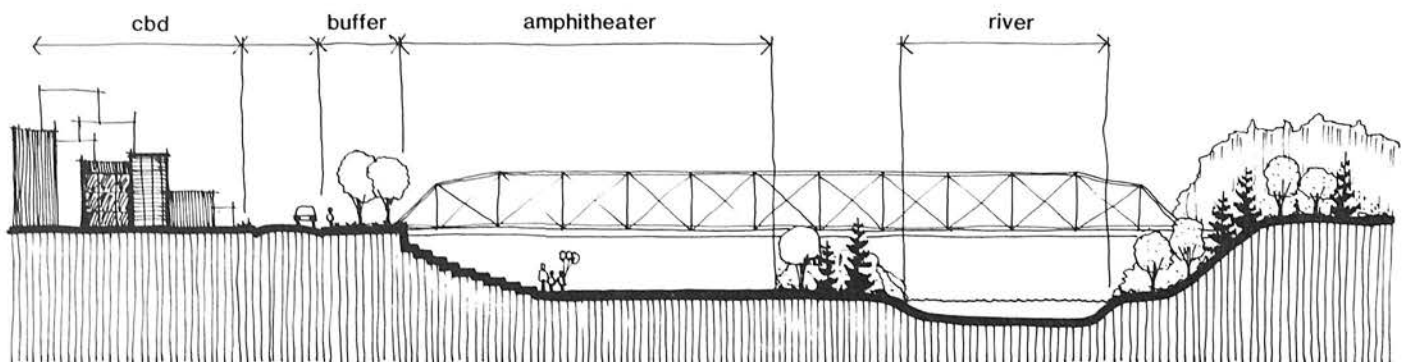
--Provide a comprehensive parking study for future development which will identify required spaces and the most desirable location within the CBD for this use.

--Improve all street/pedestrian connections within the CBD, and especially along Meridian and Eighth Street to promote the notion of pedestrian linkages to the River Park. These improvements should include but not be limited to an aggressive street tree program, new sidewalks with improved paving materials, new lighting designed to blend harmoniously with the improvements (perhaps even recalling the gas boom street lights), benches and improved street intersections.

--Develop a civic open space behind city hall which leads to the river and park thru an open-air amphitheater to be utilized by community groups and festival performances. This could be combined with a new community center located nearby.

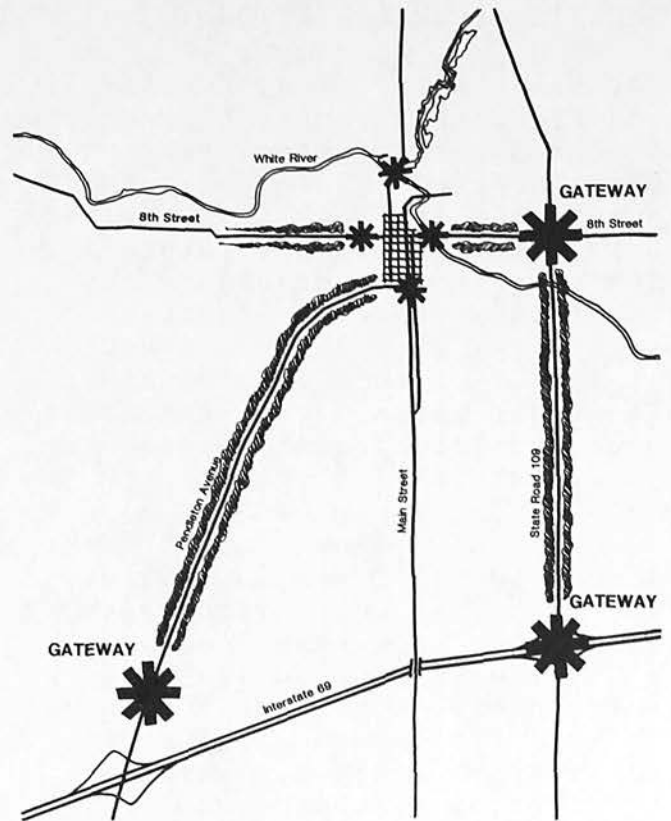
--Implement and enforce a sign ordinance prohibiting projecting, oversized, and over illuminated signs.

--Encourage merchants to improve building facades and provide awnings along the pedestrian way.

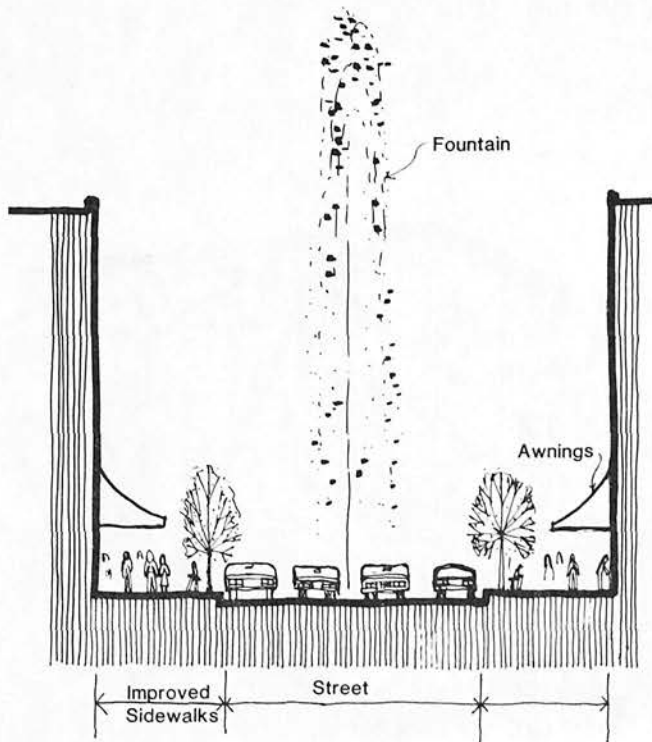


--Finally continue the Boulevard concept along Pendleton Avenue and Route 109 to Interstate 69. This simple idea could improve greatly the perception of entering Anderson and in part answer the need for linkage between downtown Anderson and Interstate 69.

The White River Corridor offers many things to the Anderson Community and chief among this is the possibility for the total rehabilitation and revitalization of the Central Business District. The goals as stated are an attempt to illustrate what can be done to improve this City. This list is only an attempt to illustrate the possibilities that await Anderson once the city recognizes the value of investing in itself. Imagine... a new Anderson.



GATEWAYS

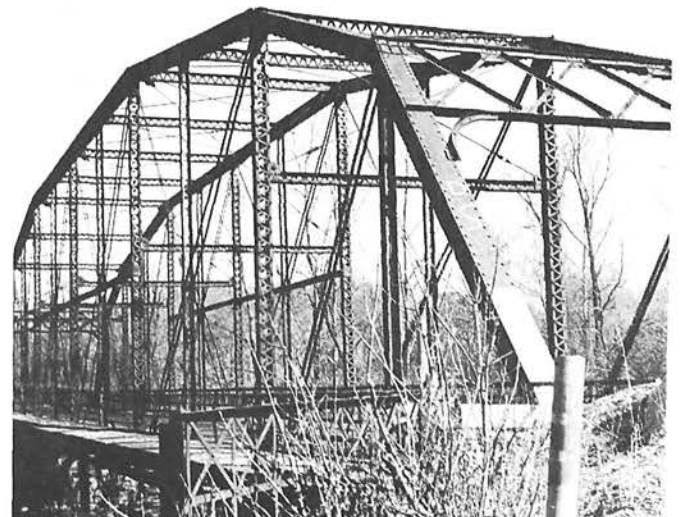
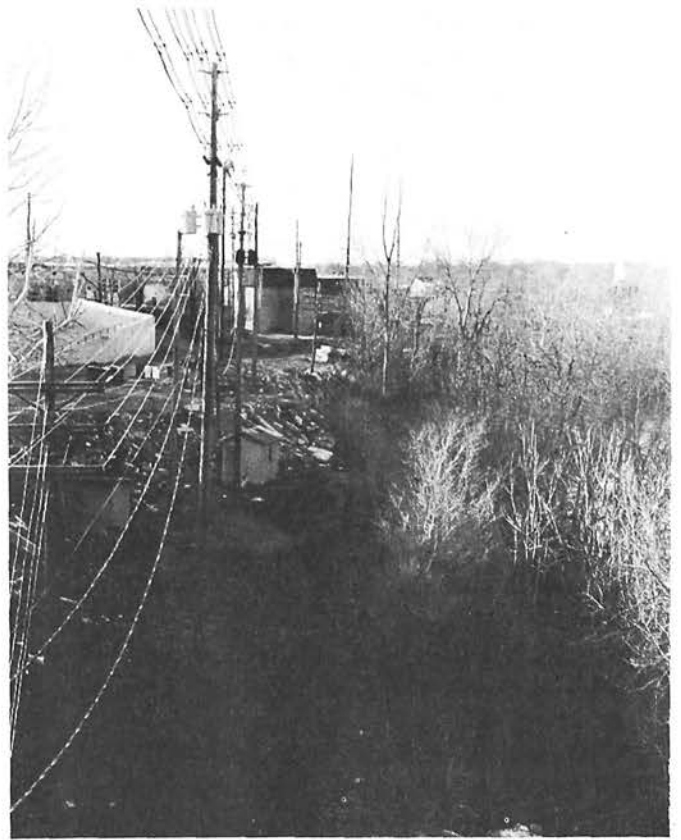


TODAY'S RIVER CONDITION

The White River flows relatively unnoticed through the city as the integral part of the River Corridor/flood plain. Anderson has turned its back to the river both figuratively and literally. The river no longer enjoys any important purpose or function within the city and consequently is barely visible from downtown. The river is, however, the major under-utilized natural resource in the city.

Access to the river is limited. It may be gained through selected recreation facilities such as Shadyside Park or Mounds State Park. This restricted access has in turn limited the degree of activities within the River Corridor, with the major exception of those that occur at Shadyside Park. Canoeists and fishermen partake with some determination.

The potential exists to work with river to provide a much greater variety of activities for a much greater variety of people within the river.



EXISTING CENTRAL BUSINESS DISTRICT

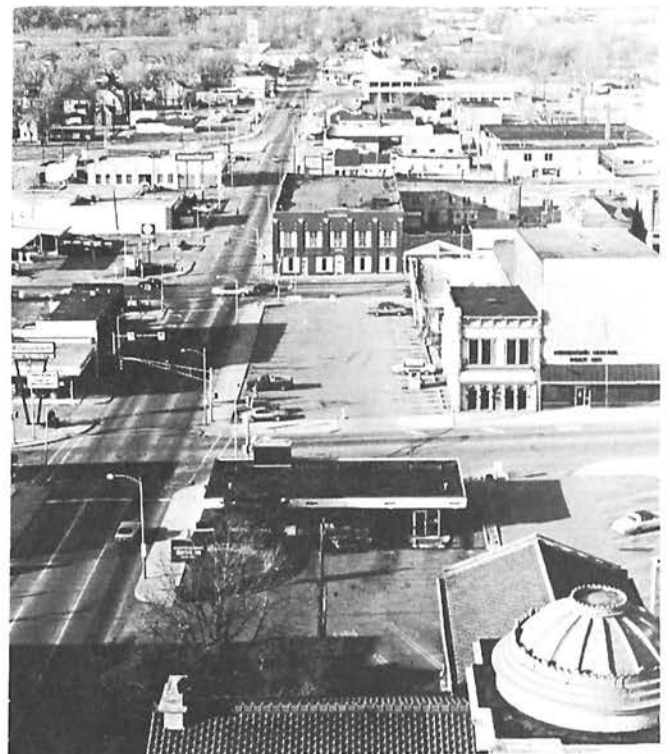
The existing structure of downtown Anderson is problematic. An abundance of open air parking lots and vacant land coupled with several deteriorating structures creates urban discontent and dissarray.

There is a lack of "containment" along all streets. That is, there is no "street wall" formed by contiguous buildings which, through its intersections, creates a viable urban building network. The holes in the streetscape are the result of a history of unimplemented planning schemes, intended to maintain continuity; instead, visual confusion has been the rule. Future development must be encouraged to fill in these vacant areas and contain the streets. The concept plans we propose encourage commercial development, located along Main Street and Meridian Street, to create continuously active streets. Imagine...shopping in Downtown Anderson!

Downtown parking is seemingly adequate but poorly distributed and perceived. Short time limits on parking spaces discourage the use of downtown business. A plan for more effective use of existing parking should be developed in connection with additional parking where necessary to serve all of the CBD. Imagine...rational parking!



BUILT FORM



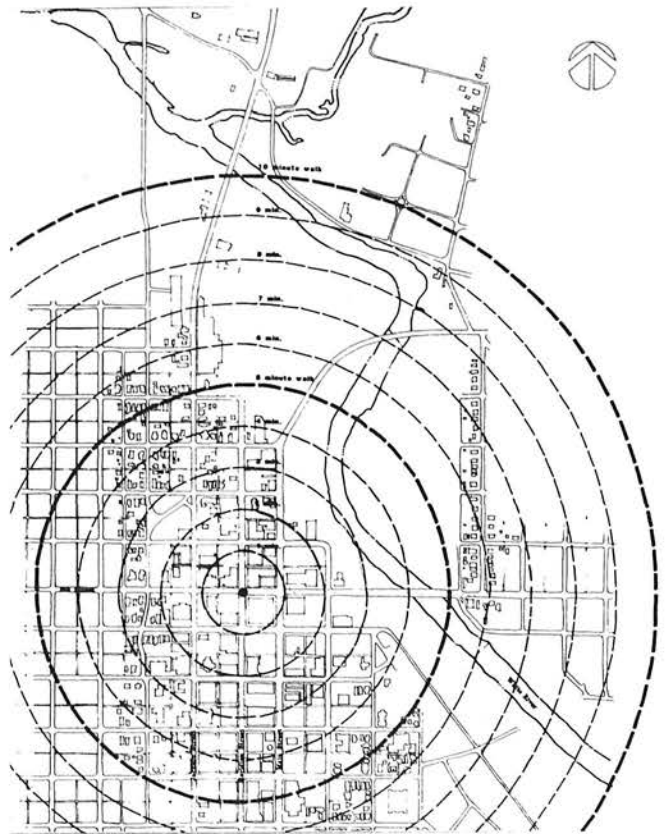
TIME/DISTANCE SURVEY

The linking of the White River Corridor development to the central business district provides desirable exposure to both. The key to this exposure is the ease of access for the pedestrian population, both visually and physically, to the river's edge.

Because of the proximity of the proposed newly-developed lake system, as illustrated in the concept plans, the water's edge will become a focus not only of the properties that front it, but also the existing CBD and the developable properties more distant from the river. The adjacent diagram illustrates just how close the CBD, and therefore the pedestrian population, is to the waters edge. Approximately 7 minutes to the north from the Eighth Street and Meridian/Main Street intersection lies the new central lake and fountain with its edge amenities, paths, bikeways, benches, etc. Similarly, from the same spot a 4 minute walk is all that separates one from the river's edge to the east. Likewise, a 13 minute walk provides access to the new lakes from Thirteenth Street.

The above listed times demonstrate the possibility that Anderson has for waterfront recreation in close proximity to downtown. Most important is the inherent potential of such a development to attract new commercial development and rehabilitation due to its location.

Imagine... an Anderson that has a major waterfront within 10 minutes of the commercial center. Imagine!



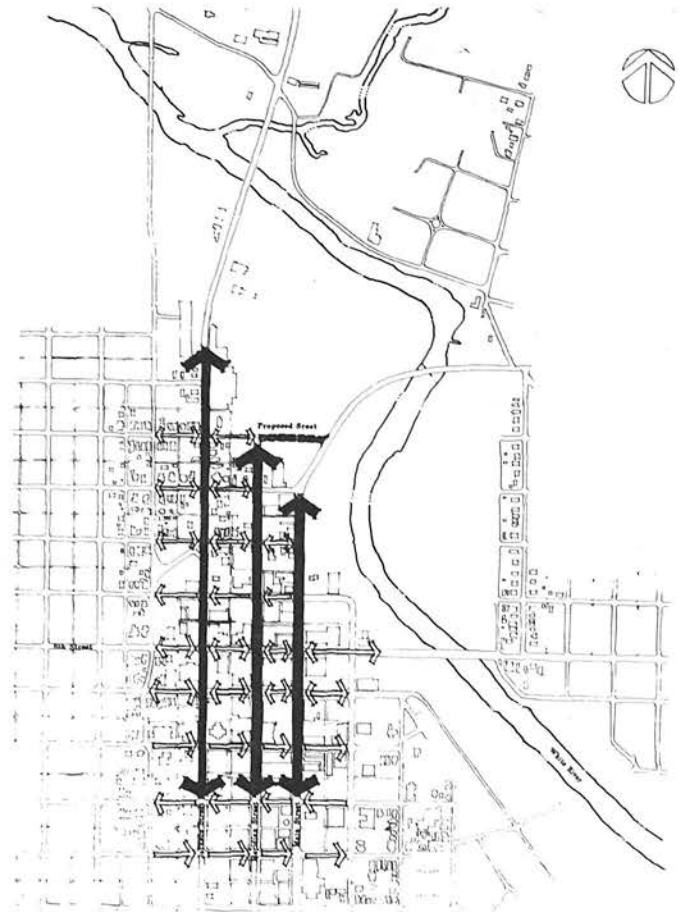
TIME/DISTANCE SURVEY

TRAFFIC

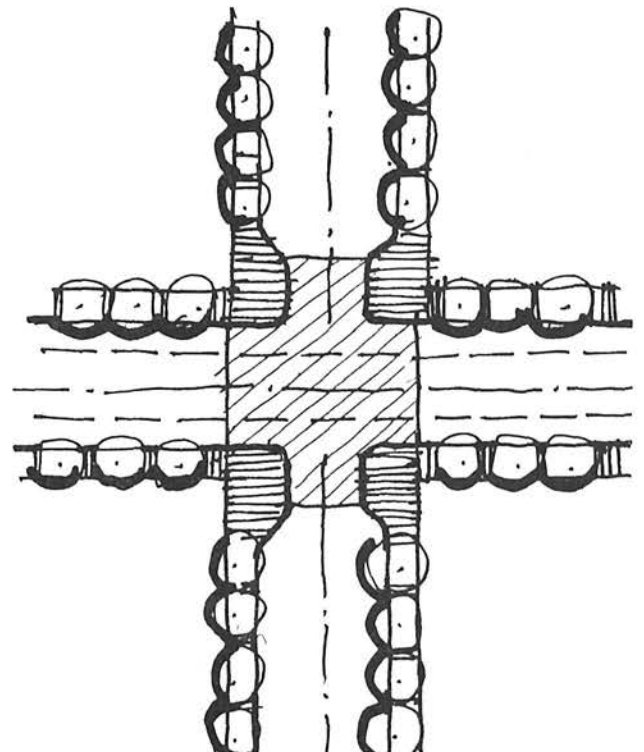
The traffic diagrams illustrate the potential for developing two way street traffic on the major north/south connectors. While the R/UDAT team is not comprised of traffic planners, we feel that in order to encourage new development in proximity to the proposed lake, greater north and south accessibility is required. Therefore, the plan shows Jackson, Meridian, and Main Streets all with two way traffic instead of the current one way system. This team further recommends the elimination from Anderson's plan of the Indian Trails Parkway proposed to run along the south boundary of the river from Rangeline Road to Madison Avenue. In this way, the river's edge can be preserved as a pedestrian and recreation zone. East/west traffic can be handled better by improvement of existing streets and intersections at Eighth Street and at Twenty-Fifth Street as proposed by the city's traffic study. Imagine...the river accessible to people!

Finally, it is our recommendation that all secondary street intersections in the CBD, where parallel parking exists, be reduced in size to allow for a more unified street appearance and, more importantly, safer crosswalks for pedestrians. In addition, pedestrian safety can be enhanced by a change in paving materials at intersections which will slow down motorists at these important crossings.

Imagine...a beautiful and logical CBD pedestrian network!



TRAFFIC FLOW



VISUAL CLUTTER

Many citizens have commented on the ugliness of much of Anderson. Some of this sentiment stems from negligent management of the visual environment. Specifically, there is a disregard for signs, overhead utility, wires, etc. Together these such disamenities form much of the environment we all see in our daily lives.

Anderson should adopt, and diligently and vigorously enforce strict sign ordinance which would limit the numbers, size, and level of illumination of signage throughout the city.

Anderson should work with the utility companies to route new overhead wiring in a manner that is not detrimental to the visual quality of the environment.

Imagine...a clutter-free and beautiful city!



VISUAL CLUTTER

Historic Preservation Goals

The design aims of historic preservation in Anderson should be to reinforce the intrinsic character of the city through the restoration of historic buildings, the integration of new buildings into historic streetscapes, the restoration of riverside parkland and the linking of parkland with urban fabric.

Regarding the restoration of historic buildings, the Secretary of the Interior's Guidelines for Historic Preservation is a good basis from which to begin the task of regulating changes to historic buildings. These guidelines basically rule out alterations or additions that would adversely affect the special character of a building. At the same time they encourage the restoration of that character in places where, prior to designation, unsympathetic changes had occurred.

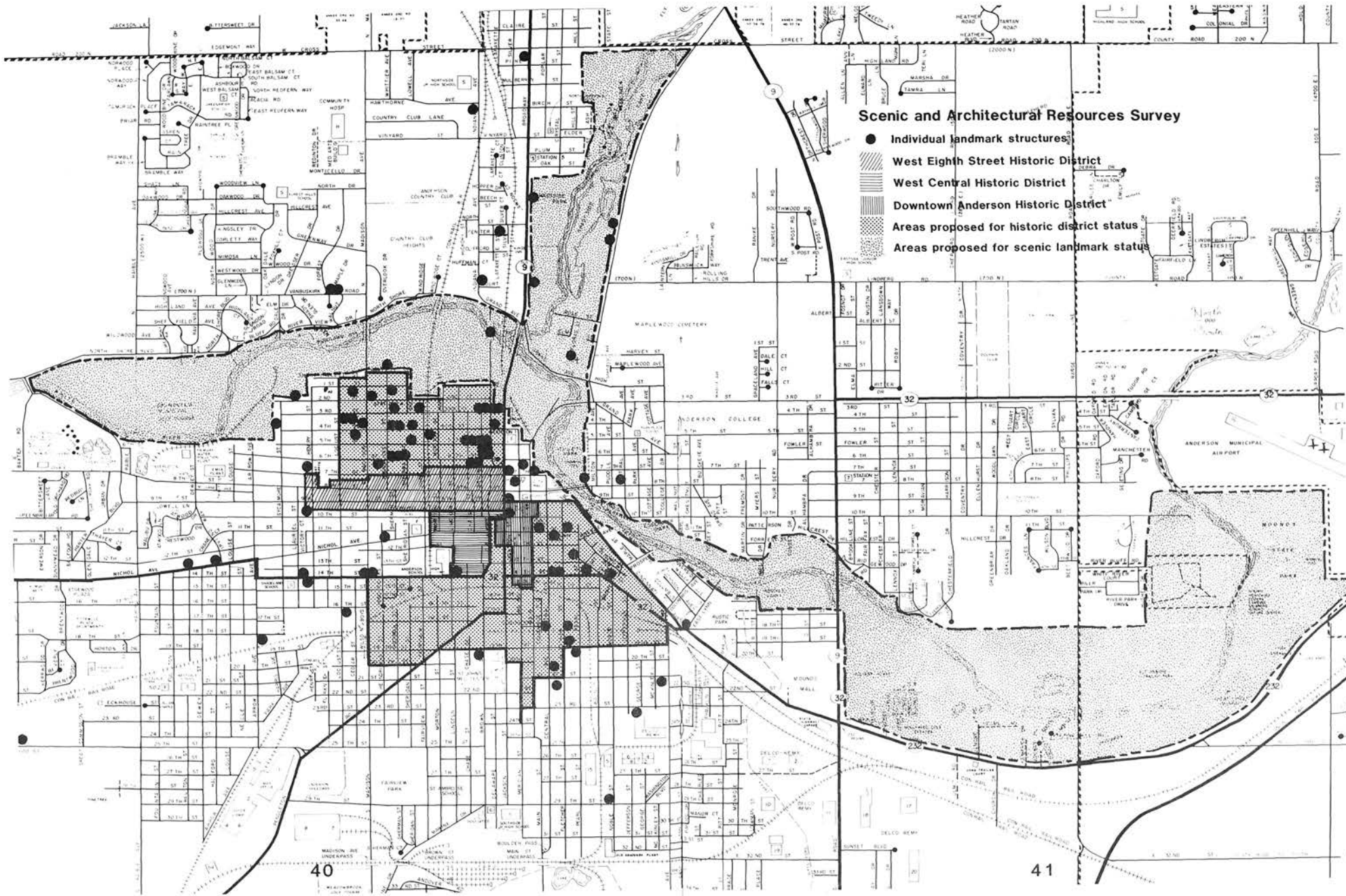
One of the most likely places for unsympathetic changes is the ground floor of commercial buildings. Anderson's downtown has many fine historic buildings which have had their original storefronts removed. The replacement of inappropriate storefronts with ones which follow certain standard historic prototypes can have a profound effect on a commercial street. This, coupled with the restoration of such street furniture as historic lampposts, sidewalk clocks, and historic benches can make commercial streets more attractive to shoppers.

It's obvious when walking downtown that there are many gaps

in the streetscape, the result of past demolitions. These gaps not only produce visual interruption of the streetscape but also tend to make blocks look less healthy and vital. One advantage of historic district designation is to ensure that new buildings that go into a block respect that area's sense of scale, use of materials, set-backs and height. A successful modern "infill" building will be compatible with the established architectural vocabulary and basic patterning of neighboring buildings but will not reproduce or slavishly imitate historic styles.

Another question facing the future of historic preservation in Anderson involves the Public Library on West Tenth Street. The building is a classical limestone structure with a tiled roof and central copper clad dome. Its design is based on the modernized classical vocabulary of the French Beaux-Arts School which swept the United States after the Chicago Columbian Exposition of 1893. The building, built in 1903, perfectly embodies the turn-of-the-century "City Beautiful" movement. At that time, it was felt that the sublime forms of classical architecture could ennoble the lives of all citizens through their fine materials, their perfect proportions, and their refined ornament. This vision of an ennobling environment, derived from the great architecture of Europe, produced many fine municipal buildings in cities and towns throughout the United States. In those towns in which they have survived, they usually set a high standard for public architecture.

In Anderson, the Public Library building is all the more valuable





MERIDIAN STREET BEFORE



MERIDIAN STREET AFTER

because it preserves the activity it was intended to house: it still functions in the role for which it was designed. As such, it is an important connection to the past, a point of reference in the historic evolution of the city of Anderson.

A brief tour of the library shows it at once to be overcrowded. Fortunately, there is open space to the rear of the building which appears to be a logical place to build a new architecturally compatible wing to which would remedy the overcrowding and not diminish the architectural quality of the building. This plan, which seems to be workable, does not appear to be currently in favor. Instead, it is felt that the library should move to a new facility, (actually a remodeled department store) and that an alternative use can be found for the present library building.

This raises two important concerns. First, in divorcing an historic building from the role it has always served in the community, its historic and cultural significance is diminished. Second, if an economically feasible alternate use is not found for the building, it can rapidly fall into a state of disrepair and perhaps be lost.

The goals of Historic Preservation in Anderson would therefore be best served by maintaining the library functions in the existing building, and by addressing the programmatic spatial demands for expansion by adding a new rear wing to the building or by establishing an annex to the library on another site.



BEFORE



AFTER

The intrinsic value of usable, attractive waterside parkland is very great. Anderson is fortunate to have tracts of open space along its river in such close proximity to its downtown. In order to encourage the utilization of these tracts preservationists can look toward other cities with riverside parks, such as Boston or New York City. Historic riverside parks always make the most of the experience of walking, riding or promenading next to a body of water. Wide paths can curve first towards the river and then away from it so that views are momentarily blocked and then re-opened. Trees and attractively designed lighting standards can help frame, with their verticals, the horizontal sweep of water. Grouping benches can provide places for viewing and relaxation.

In order for a riverside park to be functional it cannot be cut off from the neighborhood it is meant to serve. A link between parkland and cityscape can be an amenity in itself. An approach or entrance to a park can add an important terminus to a street that would otherwise "dead-end." In traditional and historic cityscapes such linkages are usually played up and made into important elements in the overall urban plan.



View of White River (1910)



View of Ninth and Meridian Streets (1901)

COMMUNITY AND COMMUNITIES

COMMUNITY AND POSSIBILITY: WHAT WE SAW, WHAT YOU SAID

Physically, the City of Anderson immediately presents itself as a quiet mosaic of urban and rural elements. The housing stock is pleasant, even in disrepair. The lots are ample and well kept. One sees few pedestrians in town or out. Wide streets and set-backs highlight the absence of people in the outdoor public realm. Cars prevail.

Even in the city center, the spread and low physical density of Anderson gives no sense of place. Where does Anderson "happen"? What happens in Anderson? What are the boundaries of these happenings?

Andersonians tell a story its buildings and streets do not. What does it say about the probable success of the White River Project?

Two impressions dominate: the overwhelming presence of the automotive industry in all aspects of community life and, more quietly, the religious foundation of the city. The former is associated with opportunity (and despair) in the minds of the people, the latter with hope beyond secular troubles. They seem related when talking to Andersonians. A basic nervousness runs throughout the community. They have suffered

greatly in recent years, but did come together in a spirit of mutual support and survival. The legacy of the city's economic crisis is dual: pride in their resilience and fear that it could happen again. There is a tendency to long for the past and a disquieting understanding that things will never be the same. Longing for the past may be dangerous if improvements in the auto industry return the general mood to "business as usual". But the current mood is not "business as usual". Some parts of the community are alive with self-awareness, articulate understanding of community problems and ideas for change. Some topics arose repeatedly in our conversations.

YOUTH

The very special agony of Anderson is concern for the fate of its young people. The chorus is so common it hardly merits repeating what everyone seems to know: jobs in the auto industry are no longer a guaranteed path to life-long security. The educational system, so long geared to vocational training, has not, because of its own economic condition, found a way to successfully re-orient the curriculum for wider types of training and education. Even if this were possible the mobility paths in Anderson are closed. The young people must leave.

For those too young to leave or who decide to stay in Anderson, life is characterized as "dull" and "boring." "There is nothing to do." On the other hand, sporting activities are abundant and games like high school basketball occupy the very heart and soul of the city and have done so for years. There are some cultural events. The Boy Scouts are popular and strongly supported. Evidently, the same cannot be said of the Girl Scouts.

Social and human service organizations point to an increasing number of single-parent (female) families, a range of personal disturbances and loose family attendants that seemed not to be the case as recently as seven to ten years ago.

No one likes to see troubled youth or see them disappear without clear life prospects. But from our view Anderson's pessimism is not entirely justified. The city maintains a safe, healthy and caring environment for its young people. American history is replete with cases of young people seeking their fortunes in larger, more complex environments than the small towns in which they were raised. Some later return.

It is small solace, but Andersonians can hardly blame themselves for the devastation of their economy and, thence, of their schools. Major local, national and international economic forces account for much of its continuing inability to recover your children's educational environments. Successful broadening of your economic (and tax) base must be accompanied by community

education for the need to improve funding for the schools. New industries bring new--people--many of them young professionals--who will join the demand for a quality education for their children. This will be important--for these children are the new Andersonians.

FAMILY LIFE

The rate of new family formation in Anderson appears to be slow. Youth are leaving, the population is aging. But family life, when discussed by Andersonians, is described as vigorous. Unemployment and the resulting need for a husband or wife to take jobs great distances from the city has put understandable strains on family ties. Anderson has just experienced the classic circumstances that undermines families; massive and extended unemployment.

To the outsider the first impression is that the churches--the number approaches 100--play a strong role in the maintenance of family and community stability.

THE BLACK COMMUNITY

In any city it is almost always incorrect to refer to the black population as "the" black community. Many sins are hidden in that designation. But the circumstances of black people in Anderson justify this way of discussing a special set of issues.

On a positive note, there are successful black business people, professionals, officials and highly placed employees in the local industry of Anderson.

Stable black families, with long histories of residence, have contributed effective leadership in some areas of local government. The current city administration is credited by some black residents with having opened the first real lines of communication to the broader black community. But there is trouble.

The vast majority of black people are concentrated on Anderson's west side. Unemployment is extremely high. The sense of exclusion from the city's resources and decision-making processes is total. The White River Project is, for many, just another example of how things are accomplished without their consultation or knowledge. In addition to the application of such passive resources as housing to their neighborhood, the community also seeks active resources such as business loans, access to business from federal contracts, etc.

Anderson, in general, should applaud the recent emergence of strong voices from the west side. The demoralizing effects of continued unemployment, astonishingly--in this age--encounters with active racism in public, in private, at work, from organized racist groups, and a persistent sense of exclusion could easily have led to a cowed and passive group continuing to sink into misfortune. But new, young leadership is emerging.

ORGANIZED LABOR

Anderson area unions have had a long history of militance, a history they are proud of. Anderson industry has had a long

history of dramatic economic fluctuations. As the local economy has gradually condensed around the auto industry, labor/management relations have had increasing radial effects on Anderson's municipal prospects.

Labor and auto industry management both attest to the fact that a "bright spot" of flexibility has appeared between them recently. As this mutual flexibility continues to develop, Anderson should benefit visibly.

In education the opposite is the case. The positions of the union and the schools administration have hardened as each has felt its backs against the economic wall. Both sides appear hopelessly entangled in state, county, and local attitudes and regulations. A local referendum to raise the level of tax support for schools is clearly needed. But education has no natural constituency, especially in an aging population. Any boost in taxes is a direct threat to the profitability of the auto industry. Education stands near the end of a line of activities dependent on the public dollar. In the meantime, the schools suffer increasingly constricted curricula and reduced teacher morale. The children suffer.

Despite the differing situation of the unions, they have had and will continue to have major impact on the life of Anderson. It is estimated that as many as three-fifths of Anderson families are union households. Current and retired G.M. employees make up a large portion of Anderson's volunteer and leadership cadre. Mutual support, among union members, in good times and bad, has provided a stable, caring core to the city. To a far

greater extent than appears to be the case among non-union professionals, union members appear to have an allegiance to Anderson.

THE ELDERLY

Church groups, community organizations, the city and private organizations provide a wide range of subsidized housing and support services for Anderson's senior citizens. There appears, however, to be little overlap between these groups and services.

With over ten thousand social security recipients in Anderson it is clear that most elderly people are receiving at least minimal support. Some, particularly near the central business district, appear to lack the amenities and support they deserve. Convenient shopping has disappeared as stores have moved or have gone out of business. The environment is experienced as increasingly dangerous. There are no convenient places to meet. Mobility is difficult.

GOVERNANCE

During our wide-ranging citizen group interviews, and informal discussions with many individuals, the current mayor was given credit for caring about the entire city and for making sincere efforts to rise above partisan politics in some administrative appointments. It is said that he has sought to form coalitions for the good of the city and has begun to open access to groups with special problems.

Evaluations of council members and city administrators varied

widely and often along political lines, although there was some agreement that a core of vigorous and effective young administrators has developed in recent years. The bi-partisan consensus to back Anderson's quest for economic development was applauded by all people we met.

We began this description of Anderson's community elements with a discussion of youth. It is a sad irony to report that a general criticism of Anderson's young and developing leadership is that there is no room to grow and develop. Office and authority are seen as in an unbreakable lockhold by traditional older men. The choice for the young seems to be to wait out the years or leave.

WHITE RIVER PROJECT: OPPORTUNITIES FOR COOPERATION

We wanted the opportunity to look beyond the river and the business district and into the opinions and life experiences of Anderson's citizens. We are grateful for the co-operation we received. Obviously, such a condensed version of what we saw and heard cannot possibly capture the richness and complexity of a long-established community.

The looking and listening was productive: awareness of the nature of the project was not as great as we expected. Nonetheless, nowhere did we find hostility to the White River Project. On the contrary: with one exception, we found universal enthusiasm. The people of Anderson understand and support the project for the good of the city. Specific groups, such as

the elderly, could envision ways in which their own needs could be blended with the larger good. The one exception was some black community's inability to see the project's relevance to their lives. It is our view that this opinion is based on their preception of their exclusion from the White River Task Force as more of the same treatment they've come to expect.

Recommendations

1) Immediately seek and appoint black members to the Task Force. Avoid appointments from the small pool of black professionals who currently serve on boards and commissions. They are exhausted and are blamed by other blacks for their perceived failure to represent the West Side.

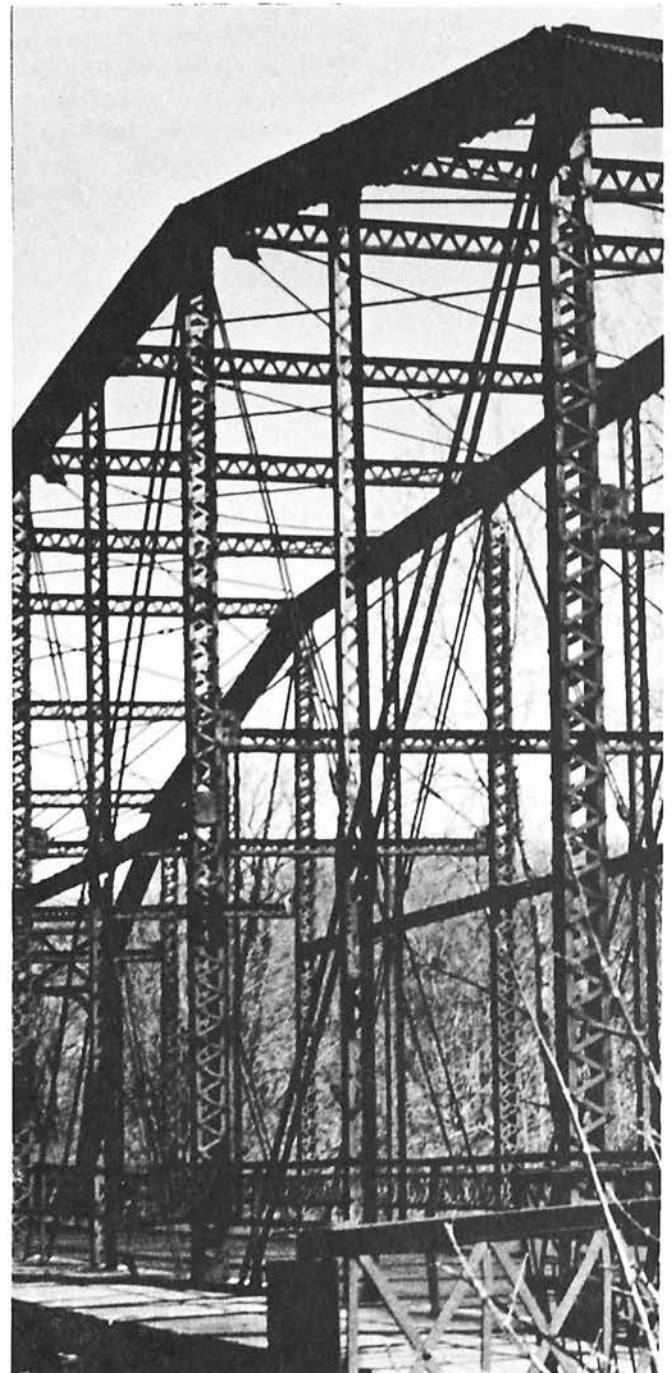
2) Improve community awareness of the nature and purpose of the White River Project. An information campaign should show links to other efforts at city social and economic development. The library is in an excellent position to prepare information flyers which might also relate the project to Anderson, Madison County and Indiana history.

3) Enlist the visible support of all elements of the community: industry, community groups, organized labor, the churches, etc. By the very nature of this effort symbols of support are crucial. We envision banners with the White River Project logo throughout Anderson.

4) Hold promenades and fairs at various downtown sites. These could be theme events celebrating the various groups and organizations of Anderson. The main purpose should be to associate various river/CBD sites with pedestrian activity. A

celebration committee including elderly people residing near the downtown area should be formed.

5) Take the occasion of the White River Project and other economic development activities to groom, sponsor and promote young leadership whom the Anderson public can associate with its success.



FINANCING

General Approach

The demand on Anderson's public resources and private giving over the next years will be substantial. Anderson has set itself on a road to make improvements upon the quality of life here. Economic development is tied closely with these improvements. More jobs will lead to increased quality of life, but more jobs may also depend upon making such improvements. They reinforce each other. Equally important, the future of Anderson's young people depends upon such improvements (education, for example) whether those young people continue to live here or not.

A commitment to making these improvements is gutsy and bold and forward looking. It is also expensive. Tax abatement and infrastructure improvements are direct economic development programs that cost local money. Improvements in education will be a high priority item, but difficult with limited funds caused by declining enrollments. Library facilities are in serious need of improvement, and expanded programming and geographic coverage are additional needs. Important private fund drives for YMCA facilities and programs are under way. Continued improvements on drainage facilities and park maintenance and programs and roads are public commitments.

All of these demands are made in the wake of the shaking of faith that Anderson has been through recently. It also comes at a time when Federal funding is being withdrawn. The need for keeping property taxes low is widely expressed: by businesses and farmers trying to be competitive, and by households trying to limit costs. The health of Anderson may depend on balancing these demands for improvements with the need to keep taxes in line. The answer lies in making expenditures productive.

Quality of Life

- Education
- Library
- YMCA
- Park

Economic Development

- Tax Abatement
- Infrastructure

Keep Property Taxes Competitive



This rough plan for financing river improvements seeks to limit reliance on the property tax and to tie expenditures directly to economic development on the one hand and to citizen use of facilities on the other. It is designed not to compete for property tax dollars against other demands.

How River Improvements Rank Against Competing Demands

Educational improvement was the single most important "quality of life" need expressed by every group meeting with R/UDAT. A short-term budget crisis exists along with projections for long-term declines in students (revenues are based on numbers of students). The potential for an increased property tax levy must be considered, along with need for internal economies and a strong response to demands for improvements in academic programs.

Library facilities are severely strained, and long-standing attempts to fund improvements are in their final stages. The property tax will necessarily be tapped for this purpose.

Both of these "quality of life" claims on the property tax should take priority over river improvement projects, as should maintenance and programming expenses for existing park facilities.

Financing River Improvements

The river improvement projects can and should be undertaken. Happily, financing those improvements need not compete with other projects for

property tax dollars. In fact, using other means will help insure the direct tie of the improvements to economic development and to citizen use of the improvements. Anderson needs to believe that "quality of life" investments yield benefits--real and important benefits. The river improvements can do so and certain financing mechanisms can help insure that they do.

There are three different components of the project for funding purposes: the Central Business District improvements which are aimed at economic development and community-wide recreational use; the community-wide river corridor improvements which are aimed at recreational use for the whole community; and neighborhood river corridor improvements which are aimed at recreational use primarily by residents of the adjacent area and visual amenities to benefit those properties.

Funding for the Central Business District Improvements. Federal and state funds are a logical centerpiece of the funding for this portion of the project. Economic development programs and natural resource programs are candidates.

Local funding will also be necessary. A mechanism for this local portion exists in Indiana, but has not yet been used in Anderson. Tax Increment Financing ties the costs of improvement to resulting economic development. It works like this: an area in need of development (one parcel or many city blocks) is designated by the City Council; the amount of property tax generating by the area is divided into two parts--the existing tax proceeds continue to

be paid to the taxing jurisdictions and any new proceeds due to the improvement are set aside; revenue bonds are sold and the bond proceeds used to finance the improvements; the bonds are repaid from the set-aside tax proceeds. The idea is to make the improvements pay for themselves in increased taxes. It is more than an idea, it is a requirement. As the improvement is planned, the economic development benefit must be planned as well; the repayment of the bonds depends upon it.

In practical terms this means that the river improvements must be planned to attract specific new development, and the new development must come on line as the improvements proceed.

A first choice for such a development would be a new administrative services center for Delco-Remy to be situated near priority area one.

A second financing device is available for Central Business District river improvements related to community-wide recreational use. Certain State tax revenues are turned back to local governments for use in capital improvements. They have most recently been used in Anderson for construction of government buildings downtown. Those bonds have now been largely repaid and some \$250,000 per year is available. This revenue is sufficient to repay \$3.5 million in bonds, and this amount could be applied to river improvements.

Other available funds have specific uses. City utility funds are available to pay for removal of the dam south of 8th street. Rental of park facilities for festivals and

other large scale uses could help fund maintenance and programming.

A final note on financing of the Central Business District improvements: it may be possible to cover major improvement costs by using private sand and gravel extraction operations. In the area of the floodplain, one can normally expect to find sand and gravel deposits. This is evident in Anderson as indicated by various sand and gravel company holdings and operations about the city. The result of the operation of this industry can lead to development of water-based recreation facilities as shown by the existence of Shadyside Park.

Soil conservation service data indicate small deposits of gravel in the area designated as priority area one. Since this is rather coarse, data we suggest that the extent and quality of this deposit be investigated. If it should prove feasible, this offers the possibility of the private sector providing the city with a substantial water-based recreational facility immediately adjacent to the Central Business District at little cost to the city.

Community-wide River Corridor Improvements. These corridor improvements are designed for the recreational use of the entire community. They include trails for hiking and jogging and river-level improvements designed for fishing

FUNDING RECOMMENDATIONS SUMMARY

<u>Project Components</u>	<u>Funding</u>	<u>Objectives</u>
<ul style="list-style-type: none"> ◦ Central Business District 	<ul style="list-style-type: none"> ◦ State, Federal Grants ◦ Tax Increment Financing ◦ State Financed Capital Improvement Fund ◦ City Utility Funds ◦ Private Extraction of Resources 	<ul style="list-style-type: none"> ◦ Commerce
<ul style="list-style-type: none"> ◦ River Corridor 	<ul style="list-style-type: none"> ◦ Community Design and Construction ◦ State Financed Capital Improvement Fund ◦ Cumulative Building Fund 	<ul style="list-style-type: none"> ◦ Recreation
<ul style="list-style-type: none"> ◦ Neighborhoods 	<ul style="list-style-type: none"> ◦ Special Assessments ◦ Cumulative Building Fund 	<ul style="list-style-type: none"> ◦ Housing

and canoeing. It is appropriate that this community-wide use be funded by community-wide sources. The most important source is direct community volunteer labor. The R/UDAT team was impressed by the success of Project Good Neighbor. It represented a community effort, enormously successful and a source of justified pride. A recreational river corridor project is only worth the effort if it is used. Funds from a cumulative building fund and/or the capital improvements fund are sufficient to cover material costs and major construction elements. But the direct involvement of the community in the planning and construction of the project will help insure that the community uses and cares for the results.

Neighborhood River Corridor Improvements. Many improvements along the river corridor are designed to benefit the immediate neighborhood. The purpose is to provide recreational facilities and visual amenities that make the neighborhoods attractive and the housing desirable. Special assessments (Barrett Law) are a financing mechanism that ties the improvements to local benefit. Involvement of homeowners is assured and the property tax is not used. A cumulative building fund program could be developed as a complement or alternative.

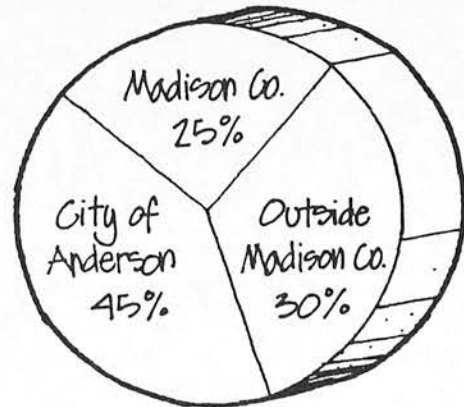
Living and Working in Anderson

A special topic on the theme of financing and quality of life deserves mention. Many who work in Anderson do not live here, and many who live here work elsewhere. This raises two important questions for public finance and planning: 1) how to structure a fair local tax system that promotes economic development, and 2) how to make

the most of Indianapolis' proximity.

On the first question, the R/UDAT team is impressed by the proposal for a county option income tax. The proposed tax is fair and will contribute to the economic development of Anderson.

Where Delco Employees Live



The Indianapolis Tie. The relationship of Anderson to Indianapolis has many facets. First, people of Anderson take advantage of Indianapolis' facilities--retail, cultural, educational, recreational, and transportation facilities. This improves the quality of life in Anderson; it enlarges the opportunities for residents and enables them to use major league sports and entertainment and airport facilities that Anderson alone could not support. Second, people commute to Indianapolis to work. About 1000 people did so in 1980 and there is every reason to believe that this number has increased since. This opens additional job opportunities, particularly for young people and spouses. It provides some safety valve in periods of downturn in the automotive industry. Indeed, it

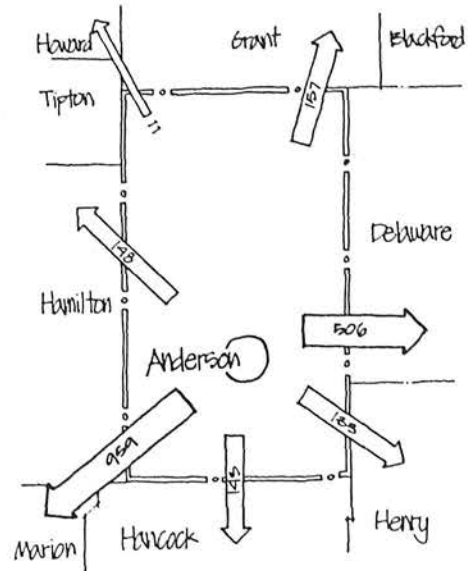
helps to "diversify industry" from the employee's point of view. It is a way for many Anderson residents to continue to live in town who could not otherwise do so. And the informal contacts made by Anderson residents help other residents in finding jobs. Notice in the chart that Muncie and other places also serve this need. Overall, 10% of Anderson residents commute out of the county to work.

But the tie to Indianapolis is not all positive. Shopping dollars spent in Castleton Square are not spent in Mounds Mall. People who work in Indianapolis are pulled away from Anderson both physically and in community attachment. Workers in Indianapolis pay income tax to Indianapolis, and diners pay a special local sales tax.

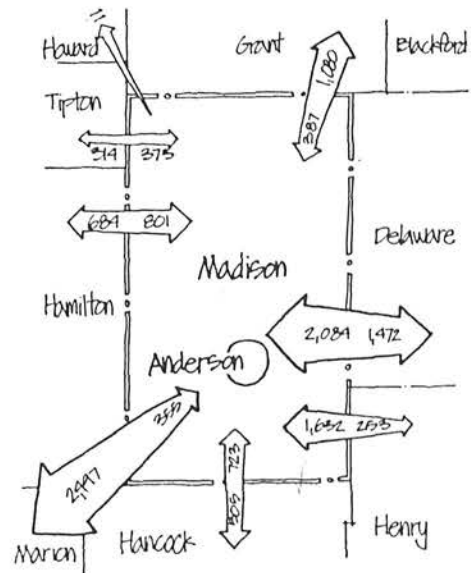
What can be done to promote the good aspects of the Indianapolis tie, and are they worth the price? What is the future of Anderson as a "bedroom community"? Informal information networks are the most used (and probably most effective) way to take advantage of the positive aspects of the commuting opportunities. Continued carpooling information services may be helpful as well. As Indianapolis spreads and jobs extend closer to Anderson, the use of Anderson as a "bedroom community" may increase. However, the prime users of Anderson will likely continue to be current Anderson residents. The number of competing bedroom communities and the change in city character involved in attracting new resident commuters suggest that emphasis in planning be placed elsewhere. We think that the emphasis should be on

strengthening the attractiveness of Anderson as a place to live for those already here.

ANDERSON RESIDENTS WORKING ELSEWHERE



WORKERS COMMUTING TO AND FROM MADISON COUNTY



IMPLEMENTATION

GETTING THERE: FROM IMAGE TO REALITY.

Based on the earlier work of the White River Task Force, we have identified two physically attractive development options that are without adverse environmental impact. If carried out, either should serve as a catalyst for stimulating important economic activity. Either option seems to be within the resource capability of the City. What else does Anderson need to make the plans work?

The short answer, in commonplace terms, is "Community Consensus", the "Spirit of Cooperation" that so many participants have called for in the R/UDAT meetings. But the short answer is both vague and superficial. It fails to specify the process by which community consensus is achieved and the policy and management decisions which are necessary to turn image into reality. It does not answer the critical question of the capacity of the institutions which will be responsible for implementing the development options.

If we are really going to answer the question "will it work?", we need to gauge the goals, dispositions, skills, and energy of the key actors necessarily involved in consensus-building process. They are essentially drawn from three sectors in Anderson's civic life: the government, the private sector

and the not-for-profit organizations in the city. Within each sector, we identify particular actors and their roles and responsibilities. They include:

--In Government: The character of political leadership; the operational capacity of the municipal agencies and departments; and the participatory process employed in assuring involvement from a wide spectrum of opinion and perspective.

--In the private sector: The civic roles required of the large corporate employers in the city; the collective role of Anderson's small entrepreneurs, the contributions that organized labor can make.

--In the voluntary sector: The total program role which the civic associations, service organizations, community-based organizations and churches can collectively play in supportive and supplementing the development plan.

Given the sizable number of key actors, their current institutional responsibilities, the question is how they can be brought together to procure an effective, cohesive and representative team. The evidence provided R/UDAT, both in documents and testimony suggests building this team won't come "naturally" --nor easily. It is

a task of statesmanship in a complex and somewhat disordered environment.

Problems for Political Leadership

There are three conventional measures for determining how well a community "hangs together" or achieves cohesion:

--public opinion surveys of citizen attitudes;

--election returns that explain how leaders are recruited into public positions;

--census data that show the variations in economic and social status among the city's neighborhoods.

By any or all of these measures, the Anderson profile emerges as a fragmented and disparate one.

The latest opinion survey available was completed in 1977, in the hard times of the recession. Most probably, the opinions reported on personal concerns of family life, work, and standard of living would be more favorable today. But some of attitudes toward government, even if adjusted by 5% or 10% would still give pause.

-- More than one third of the respondents were dissatisfied with the schools; one half with day-care facilities.

--While four-fifths were satisfied with their neighborhood, an overwhelming majority - 76%- were dissatisfied with the effectiveness of local government.

--Sixty-nine percent were dissatisfied with the level of taxes as compared to "what you get in return".

No profile emerges of happy citizens content with the performance of the grassroots government closest to the people. The contrary is a more realistic appraisal.

So far as the electoral process is concerned, Anderson exhibits a significant degree of partisanship, not always found in municipal elections. Moreover, the political disposition of the six wards works to enlarge city-wide disparities. The accompanying chart shows 1984 voting by wards for the Mayor and District Council. The mean disparity, regardless of party affiliation is 21.5%. In the closest race, the winner still received a 10% margin. In two wards, the margin exceeded 30%.

Political disparity is underscored by social and economic ward characteristics. Where 1980 census tract data is assembled on a basis (so far as is possible without making a block analysis) extreme variations appear. The accompanying Chart compares two polar sets of precincts that fairly show the contrast according to selected characteristics of race, income and housing. It extends the analysis of ethnic characteristics for all six wards.

Thus, the data received from the three conventional measures combine to suggest that consensus building is a formidable undertaking in Anderson.





--A substantial portion of the public appears alienated;

--A partisan election process serves to magnify the differences;





COMMUNITY CONCERNS

BASED ON PURDUE UNIVERSITY STATION BULLETION





Schools

%Metro		%Non-Metro		
				
Extremely Satisfied	5	15	15	16
Satisfied	63	49	68	61
Dissatisfied	32	36	17	23





Tax

%Metro		%Non-Metro		
				
Extremely Satisfied	1	7	5	3
Satisfied	47	44	36	28
Dissatisfied	52	49	59	69

Tax

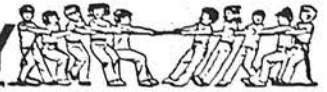
%Metro		%Non-Metro		
				
Extremely Satisfied	1	3	3	2
Satisfied	30	39	48	48
Dissatisfied	69	58	49	50

Effectiveness of Local Government

%Metro		%Non-Metro		
				
Extremely Satisfied	0	2	2	1
Satisfied	24	22	30	42
Dissatisfied	76	76	68	57



VOTER PARTY POLARITY



BASED ON 1983 GENERAL ELECTION RESULTS

MAYOR

DISTRICT COUNCILMAN

<u>Ward</u>	<u>Rep.</u>	<u>Dem.</u>	<u>Difference</u>	<u>Rep.</u>	<u>Dem.</u>	<u>Difference</u>
1	62.93%	37.07%	25.86%	55.00%	45.00%	10.00%
2	37.03%	62.96%	25.94%	31.72%	68.27%	36.55%
3	58.08%	41.92%	16.16%	60.20%	39.80%	20.40%
4	38.90%	61.09%	22.19%	38.27%	61.72%	23.45%
5	59.84%	40.16%	19.68%	59.00%	41.00%	18.00%
6	40.37%	59.63%	19.26%	34.87%	65.12%	30.25%

SOCIO-ECONOMIC POLARITY



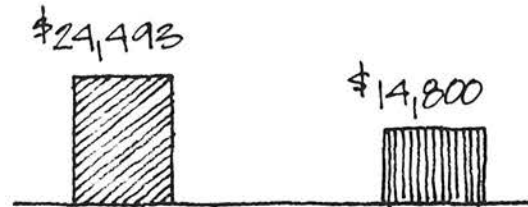
Ward 5

Precinct 4a,5

Ward 6

Precinct 11,12

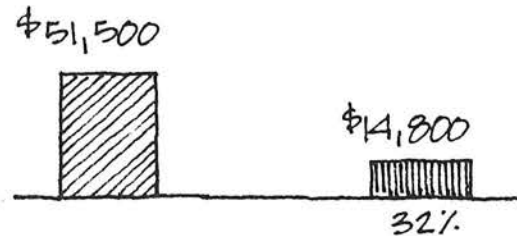
Mean Household Income



Period in which most structures were built

1960-'69 PRE-1939

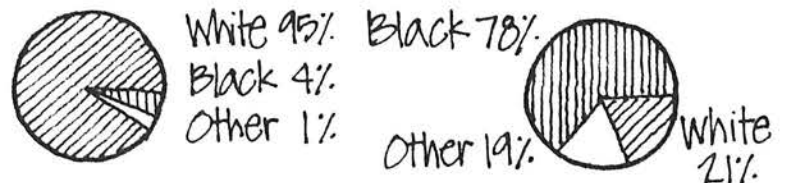
Mean value of owner occupied units



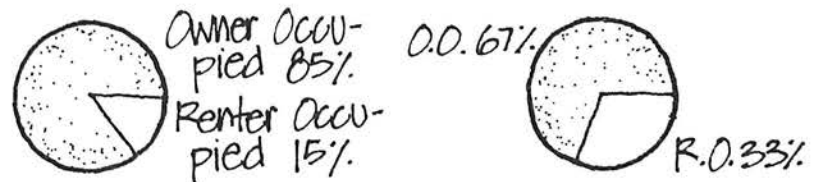
Percentage below poverty level



Racial Analysis



Occupant Analysis



o Total number of units

1050

1050

o Number vacant

8

56

o Number lacking compl. plumbing

12

12



POPULATION DISTRIBUTION BY RACE AND WARD

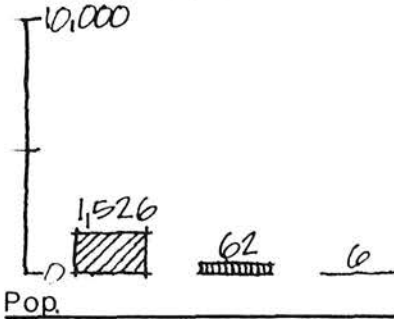


BASED ON THE 1980 CENSUS

WHITE  BLACK  OTHER 

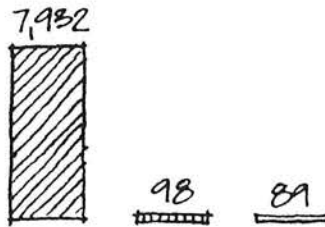
Ward 1

Precinct 1



Ward 2

Precincts 1,4-6,8-11



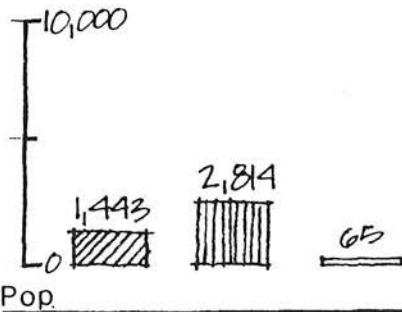
Ward 3

Precincts 1-8



Ward 4

Precincts 1-3



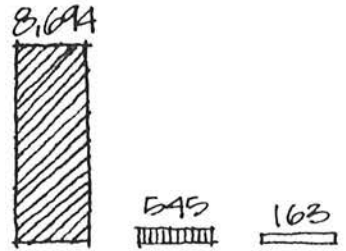
Ward 5

Precinct 7



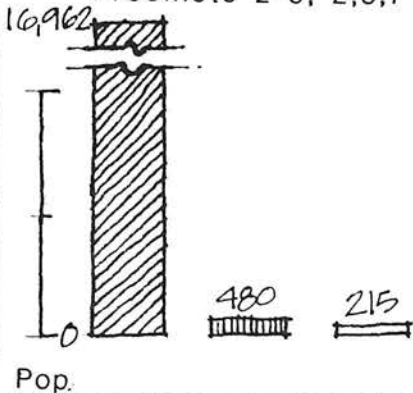
Ward 6

Precincts 2-11



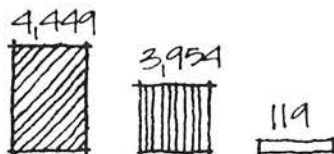
Ward 1,2,5

Precincts 2-8; 2,3,7



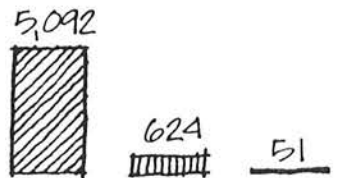
Ward 3,4

Precincts 9,10; 4-6,11



Ward 4,5,6

Precincts 7; 6,8; 1



--The political geography of the wards exhibit even further differences in social and economic characteristics.

The formal structure thus yields a chief executive office of one party; a council and Mayor of another. A growing independent vote divides itself to yield "safe" seats but of separate party allegiance. The net result reinforces the comments repetitiously expressed throughout the R/UDAT meetings: that Anderson's decision making process is "political" in the dispiriting sense of the word.

Management Capacity

If the task of political leadership is to build consensus for the White River plan, from fractionated parties and disparate neighborhoods, to engender public enthusiasm and support, a second requisite is the effective execution of plan. Whichever option is adopted, it must move from the broad design phase to street-level, detailed, performance activities on a scheduled and timely basis.

Typically, municipal governments perform three functions: caretaking (ie, public safety, traffic, code enforcement etc.), amenities (parks/festivals) and development. By far the most complex is the last, and this is the nature of the White River project.

Within the constraints of the R/UDAT format, no comprehensive or systematic evaluation of local government program performance is feasible and outside observations are inevitably impressionistic --to be weighed against the informed judgement of Andersonites. For example, no

study of the recruitment, qualifications, personnel evaluation, staff development and performance records of municipal middle management or development agencies was attempted.

In our visit, however, we found an able and energetic staff in the Mayor's office and the Council of Governments. The department heads and commission members with whom we met were impressive in their presentations and professional in their analysis. The communication and collaboration between the city and the county appears as satisfactory as can be expected in a metropolitan context. Reviews of reports by the League of Women Voters of the Mayor's Task Force on City Organization show reasonable and sensible tables of organization and description of duties and responsibilities. So as far as surface observations are concerned, a sense of satisfactory program capability emerges.

We did hear in our meetings a concern for improved "caretaking" performance in such matters as trash collection, parking, traffic signs, and housing code enforcement. Our observations of housing conditions in several neighborhoods add weight to the testimony. Attention to "visible" needs--commonly known as "whitewash" activities is probably appropriate. Good maintenance programs are usually high in the public concern. More than all other municipal services, they are the usual source of dissatisfaction. The "spring clean-up" program, undertaken and expanded on a priority basis this year, may make an important contribution to improving the image of the government.

The Special Case of Education.

While our overall analysis of municipal management capability is necessarily limited, one program requires special attention: education. This is so because after years of the snow belt - sun belt debate appeared to doom the northeast and middlewest, it is now clear that cities which pay appropriate attention to human resources -- the skills and talents and competencies of their citizens -- can successfully compete whatever their geographical location.

The new service-information economy has overtaken the traditional industrial one in job growth, human resources become an increasingly important factor. This is true not only for "high technology" industries (usually greatly overestimated in their job potential) but also in traditional heavy industry which now requires expanded service and information capabilities.

So do small enterprises as they meet national chain competition: in retail trade, real estate and banking. The right education, at the right time, in the right place is an economic imperative. It is not surprising then that since 1983, more than 30 national reports assessed the condition of our schools and colleges and found them "in crisis". Ever since educational institutions have been caught up in a public firestorm of reform. Frequently, simplistic media accounts have unfairly identified teachers as the principal villains, sought "quick fixes" by imposing new regulations and new requirements rather than adding support resources to a troubled profession. Nonetheless, more than 40 states have enacted comprehensive legislation, raising teachers salaries,

mandating competency testing, providing merit pay, and changing curriculum.

The Anderson schools have not escaped both the new focus of attention nor the new criticism. The 1984 Fantus report bluntly labelled the schools an economic "liability" on the basis of their comparative performance to state and national averages on the statistical measures of student-faculty ratio, SAT scores and the percent of college bound graduates. A 1983 Blue Ribbon Committee called for more effective student involvement and volunteer support in schools, a reformed PTO, school pairings with outside institutions, a public relations department and thematic involvement. A 1984 Parent-Teacher survey revealed wide support for competency testing, more effective discipline, teacher evaluations, and curriculum reform. It indicated dissatisfaction with counseling services and some aspects of the curriculum and extra-curricular activities.

Many of these Anderson evaluations parallel those of other states and the national appraisals. They need to be placed in the context, however, of the severe constraints under which the City's schools presently operate. Enrollment has dropped sharply in recent years from 19,000 to 13,900. Couples of child-bearing age have left the city in significant numbers. We are informed that although Anderson ranks 44th of the 304 Indiana school districts in the tax effort, 62nd in per pupil expenditures, 45th in teacher salaries; teacher morale is low; the active AFT teachers union reports strong teacher dissatisfaction with classroom

size. Some observers believe that the athletic program dominates educational concerns.

Whatever the prospects of the high schools' basketball teams, (and R/UDAT enters no opinion on this overarching topic) it is plain that the schools need help and support not only in working through its present budgetary crisis but also in the long-range and often wrenching reforms that most American schools must undergo. Even constructive criticism is not sufficient, unless additional resources and institutional assistance becomes available.

We outline in later sections some of the ways other institutions can help. Here, we simply note that the sympathetic and growing collaboration with Anderson College is a most welcome association. The fact that the college has sought further support from the states' large research-oriented universities is especially welcomed, for the liberal arts program of the college cannot alone respond to some of the schools most pressing needs. Moreover, these reforms must take place in the atmosphere of good faith bargaining and a recognition that legitimate teacher concerns have often not been satisfactorily understood, let alone addressed.

Participation in the Decision Making Process

Throughout our visit, we heard expressions of concern from a variety of groups that they had not been involved in the planning process for the White River Project. Indeed, they only read about it in the newspapers after the fact. Therefore, they felt

that one fundamental rule of public policy - "no surprises" - had been breached.

We offer three observations as to this concern.

--First, the pool of talented and committed citizens is impressive, with rich resources largely untapped in the minority community and women from a number of organizations. Given the fragmented nature of the political process, their non-involvement is most likely unintentional, but special emphasis needs to be paid subsequently to reaching out to more constituencies if only to strengthen the political process and enhance confidence in its judgements.

--Second, the opportunities for involvement in future stages is substantial. Here it is important to note that the work of the present White River Task Force is not only commendable and its members able and committed but also working in the formative stage, it was a thoroughly appropriate vehicle.

--Third, from the past experiences of some R/UDAT members, it is important to point out that truly effective participation occurs only when goals and missions are clear, the responsibilities of the participants specific and unambiguous and all parties understand that participation, advise, and comment is not the same as control. Accountability still must rest within public leaders.

The Private Sector

To the degree we have been able to review the Fantus reports,

their analysis seems competently performed, and their emphasis on seeking out process-oriented industries such as metal fabrication, detergents and pet foods is reasonable. We only note that most national and state economic projections today place special emphasis on the growth of the small entrepreneurs sector. We believe special considerations for assuring attractive space, adequate transportation, and appropriate accommodations need to be given to small businesses.

So far as the enterprize zone is concerned, experience in other states yields mixed results. Often the tax and credit incentives do not appear especially relevant to the major problems small businesses face. The city should continue actively to explore further ways to help the stability and prosperity of this sector. It should give special attention to the expansion of minority businesses most of which are directly in this sector. Clearly, the R/UDAT design component for the CBD will serve as a powerful catalyst for trade and commercial enterprises.

As for the civic obligations of the large employers, Delco-Remy and Fisher Guide Lamp, we believe they can be an expanding force in school support. Several years of experience in 18 metropolitan areas of industry-school partnership have established the criteria for effective partnership. The Boston compact is one example; arrangements in Milwaukee and Birmingham are others. In key areas of science and mathematics; in vocational education, industry personnel can make substantial contributions consistent with collective bargaining agreements. They can also assist in solving management

and personnel operational problems for the complex institution which a school system actually is, but which is rarely recognized as such.

Small business can help in school collaboration as well, over and beyond the substantial contribution of the Junior Achievement Program. They can be especially useful in vocational educational programs geared to the emerging occupations in the service and informational sector.

Again, these key requirements for effective partnerships are:

--that they match educational needs and business capabilities precisely;

--that they are long-term commitments

-- that the benefits are reciprocal: a contemporary labor force in exchange for improved job opportunities.

The Not-For-Profit Sector

Throughout our visit, R/UDAT was impressed by the variety and dedication of Anderson's civic associations, service and community based organizations, and church representatives. The services they render to the handicapped, the elderly, the first offender, the homeless, and the young are vital parts of the city's essential social services. Without them, the government's capacity would be further strained.

We observed that although the civic clubs, and to some extent the health and welfare associations had strong networks for communications and exchange of views, others did not. Yet all

had useful recommendations for Anderson revitalization ranging from the extension of recreational and cultural activities for the young to the identification of volunteer efforts which could enrich the White River project directly. We believe that if they could come together in a county-wide umbrella association, as the ministers have recently revived, and the women groups have initiated, they could better link their own programs and be in a position to render even more support to governmental endeavors.

Some Next Steps

We have traced some paths along which a presently disparate and politically fragmented city could find its way to consensus on an important and potentially unifying development initiative. We have tried to suggest specific roles and responsibilities which the community actors might assume, based on their own observations and the experience of other cities. We have tried to outline a viable strategy for participation and collaboration that does not impinge on current institutional and organizational arrangements, public or private.

What we signal at the concluding section of the report when we suggest four Next Steps of implementation, is that Anderson should be aware that it is at the decision-point which urban political analysts call "destiny politics". Caretakers and amenity functions will continue whatever the fate of the White River. But the next decisions are of a nature that come no more often than once in fifteen or twenty years. This is why the achievement of cohesion and

triumph over factionalism is so important.

To start destiny politics on its way accompanying and supporting the principal development objective, we suggest four Next Steps:

--First, a comprehensive, city-wide attack on the immediate visible problems so often cited by citizens: code enforcement, improvements in service delivery as in traffic and sanitation, attention to the condition of vacant lots, a clean-up along the river site itself, including volunteer participation.

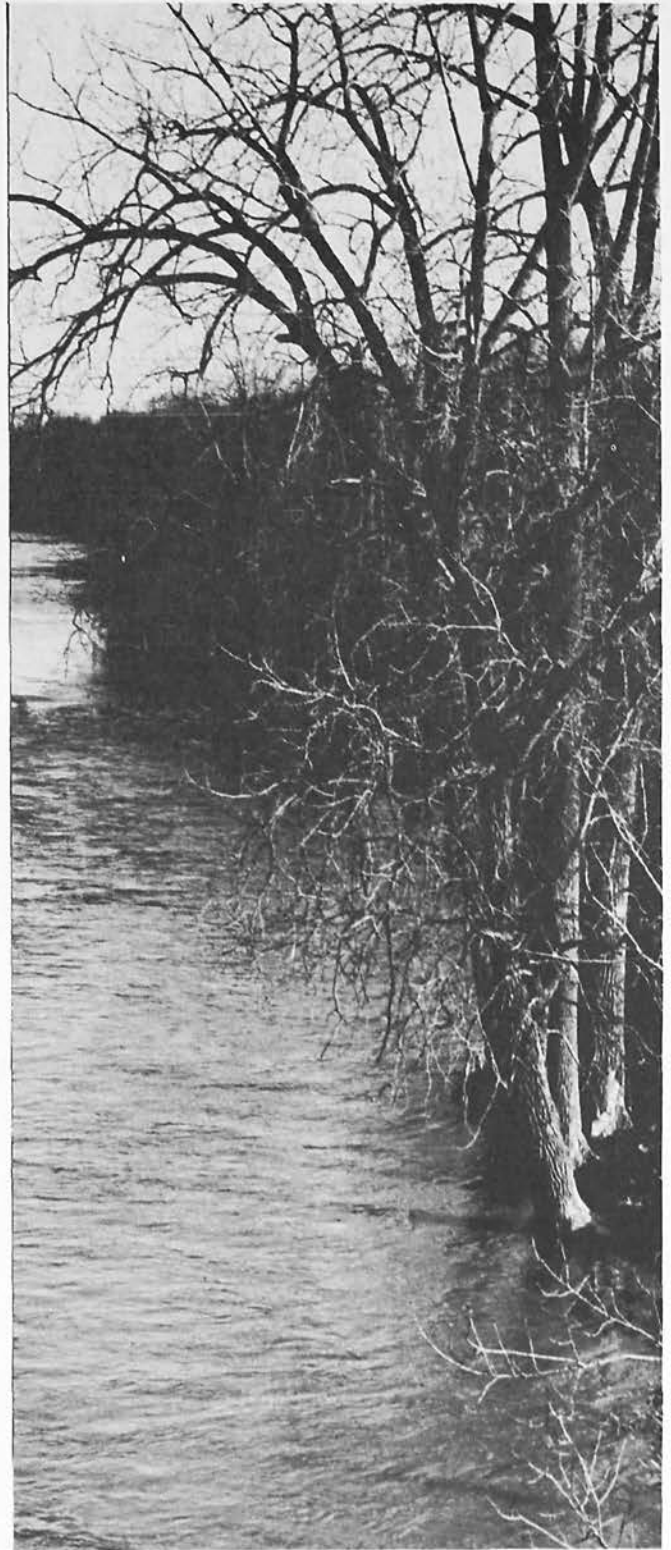
--Second, in the not-for-profit sector, exploration of the possibility of establishing and financing a community foundation. In nearby cities such as Cleveland and St. Paul, private foundations provide critical seed money to leveraging for funding projects outside the scope of government or encouraging later public participation. They also powerfully help the forging of a comprehensive association network, a third force for consensus building.

--Third, as the City assesses its situation with the prospect of additional revenues and additional dividends, it might give consideration to site-value approach to real property assessments. Pioneered by Pittsburg in this country, site-value taxation has proven increasingly effective in some 30 cities about the size of Anderson. It can be a powerful incentive for home improvement as well as stimulating reuse of vacant land.

--Four, as discussion and analysis of the White River program gets

underway, the city should prepare an operational work program, identifying distinct phases, task assignments and specific deadlines. By these techniques the project progress can be monitored and evaluated; potential bottlenecks and unforeseen problems targeted and resolved. This is the essential of contemporary strategy management complementing the more general management by objectives.

With these initial actions, destiny politics gets underway. Image becomes reality more quickly than the casual observer might suspect.



RECOMMENDATIONS

GENERAL RECOMMENDATIONS

1. Do a resource analysis of the community's social services with the goal of greater coordination and cooperation.
2. Involve Delco-Remy and Fisher Guide Lamp more in improving education.
3. Utilize resources of Ball State's College of Business to help with a small business and trans-national business development.
4. Improve communication with various segments of the community with a series of forums where different groups - industry, the unions, the schools, and others - present their goals and answer questions about intentions.
5. Mobilize resources and energy of volunteers from community-minded citizens to improve Anderson's quality of life.

DESIGN OPTION RIVER CORRIDOR RECOMMENDATIONS

1. Provide the city with a bold, soaring water feature associated with the White River and Central Business District to give the city an imageable landmark.
2. Develop the River Corridor at the CBD to provide waterfront recreational space and extremely

desirable commercial development opportunities.

3. Implement a CBD street and pedestrian improvement program designed to encourage and promote new infill commercial development and increased pedestrian use.
4. Do not build the Indian Hills Parkway East/West Connector Road.
5. Develop strict guidelines to limit excessive signage and environmental clutter.

HISTORIC PRESERVATION

Historic preservation is alive and well in the City of Anderson. As in most places, a concerned citizenry is the force behind efforts to reclaim and restore houses, stores, and even public buildings. However, even the most active community effort requires some measure of support from local and state governments for the full potential of this movement to be realized.

In Anderson, local officials and citizens should join forces in the reclamation and refurbishment of parkland, the restoration of public buildings and the pursuit of an improved quality of life.

COMMUNITY AND COMMUNITIES

1. Immediately seek and appoint black members to the Task Force. Avoid appointments from the small pool of black professionals who

currently serve on boards and commissions. They are exhausted and are blamed by other blacks for their perceived failure to represent the West Side.

2. Improve community awareness of the nature and purpose of the White River Project. An information campaign should show links to other efforts at city social and economic development. The library is in an excellent position to prepare information flyers which might also relate the project to Anderson, Madison County and Indiana history.

3. Enlist the visible support of all elements of the community: industry, community groups, organized labor, the churches, etc. By the very nature of this effort, symbols of support are crucial. We envision banners with the White River Project logo throughout Anderson.

4. Hold promenades and fairs at various downtown sites. These could be theme events celebrating the various groups and organizations of Anderson. The main purpose should be to associate various river/CBD sites with pedestrian activity. A celebration committee including elderly people residing near the downtown area should be formed.

5. Take the occasion of the White River Project and other economic development activities to groom, sponsor and promote young leadership whom the Anderson public can associate with its success.

IMPLEMENTATION

To start "destiny politics" on its way, accompanying and supporting the principal development objective, we suggest

the four next steps:

1. A comprehensive, city-wide attack on the immediate visible problems so often cited by citizens: code enforcement, improvements in service delivery as in traffic and sanitation, attention to the condition of vacant lots, a clean-up along the river site itself, including volunteer participation.

2. In the not-for-profit sector, exploration of the possibility of establishing and financing a community foundation. In nearby cities such as Cleveland and St. Paul private foundations provide critical seed money to leveraging for funding projects outside the scope of government or encouraging later public participation. They also powerfully help the forging of a comprehensive association network, a third force for consensus building.

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As discussion and analysis of the White River program gets underway, the city should prepare an operational work program, identifying distinct phases, task assignments and specific deadlines. By these techniques, the project progress can be monitored and evaluated;

potential bottlenecks and unforeseen problems targeted and resolved. This is the essential of contemporary strategy management complementing the more general management by objectives. With these initial actions, destiny politics gets underway. And image becomes reality more quickly than the casual observer might suspect.

FINANCING

River improvement projects can and should be undertaken. Happily, financing those improvements need not compete with other projects for property tax dollars. In fact, using other means will help insure the direct tie of the improvements to economic development and to citizen use of the improvements. Anderson needs to believe that "quality of life" investments yield benefits -- real and important benefits. The river improvements can do so and certain financing mechanisms can help insure that they do.



Anderson R/UDAT Members

BIOGRAPHIES

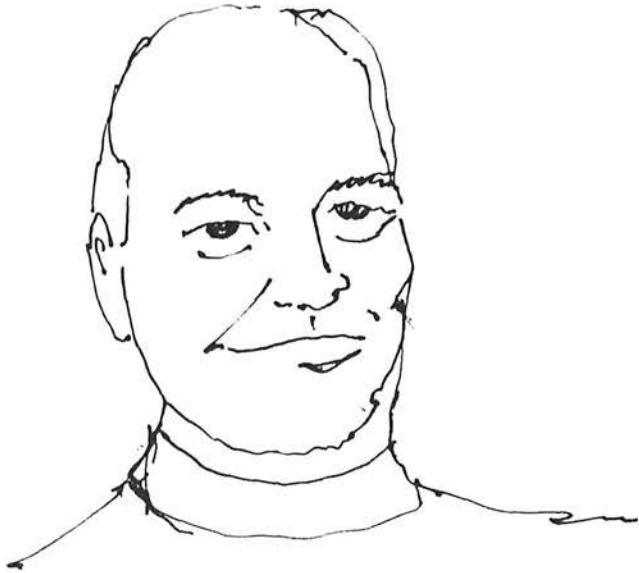
DAVID STEA - (chairman) He is Distinguished Professor of Architecture and Senior Scientist, Urban Research Center, University of Wisconsin. He participated in R/UDATs in Gunnison, Colo.; Lincoln, Neb.; and Healdsburg, Calif. He is the author of four books and over 60 articles on city planning, architecture, landscape architecture, geography, environment, and psychology. His honors include listings in American Men and Women of Science and Who's Who in America. He has been a professor of psychology and geography at Clark University; professor of architecture, urban design and planning at UCLA; and has held 12 visiting appointments at universities in eight countries. He is consultant to agencies and foundations, several foreign countries, and a number of Native American Tribes. David is on part leave from the University of Wisconsin for field research and program development in Santa Fe, N.M.



WILLIAM RUSSELL ELLIS JR. - He has been associate professor of behavioral sciences in architecture, University of California at Berkeley, since 1972. His degrees, including a doctorate, come from the University of California. He is a member of the Berkeley Waterfront Commission. He served on the community-staff advisory committee for selecting the school superintendent for the Berkeley Unified School District in 1980.



DR. MICHAEL E. GLEASON - He has been the associate professor of public affairs at Indiana



University since 1980. From 1979-80 he served as urban policy specialist for the U.S. Department of Housing and Urban Development in Washington, D.C. He assisted in preparing the president's national urban policy report in 1980. He was assistant professor for the Hubert H. Humphrey Institute of Public Affairs at the University of Minnesota, 1973-79. Honors include an Albert Schweitzer chair in public administration research assistantship, 1970-71, 1971-72 and National Association of Schools of Public Affairs and Administration faculty fellow, 1979-80. He is the author of numerous reports and publications on urban housing. His degrees including a doctorate from Syracuse University and University of Minnesota.



ALEX HERRERA - Preservation architect from New York City, he is deputy director of preservation for the New York City Landmarks Preservation Commission, and is involved in the restoration of the Statue of Liberty, the Chrysler Building and the ongoing campaign to save the St. Bartholomew's Church complex. He has a Master of architecture in historic preservation from Columbia University. He is also deputy director of preservation for the New York City Landmarks Commission which is restoring the Statue of Liberty and the Chrysler Building. He has a Master of architecture in preservation from Columbia University.

PROFESSOR DWIGHT HOOVER - He teaches urban history at Ball State University, Muncie, and was selected because of his knowledge of historic background for the area. He was the author of a 1980 pictorial history of Indiana and

was a counselor for the Middletown Three study on Muncie. He has a doctorate degree from the University of Iowa; his master's degree is from Haverford University in Pennsylvania.

GARY JOHNSON - He is project architect and senior designer for a \$60 million corporate headquarters tower and banking hall in central Texas as a member of Cambridge Seven Associates at Cambridge, Mass. A Harvard graduate, he recently served as project design director for a \$40 million merchandising mart for the furniture industry in Houston, Texas, and a \$52 million mixed-use project in Cambridge, Mass., including a 300-room hotel. He also was in charge of the Harrah's Hotel Casino, a \$100 million project in Atlantic City, N.J. It includes a 600-room hotel, casino, theater, restaurants, and convention facilities. He was also design coordinator for a South Shore urban planning project in Miami Beach, Fla., which included two hotel complexes, housing, commercial space and a science museum aquarium.

VICTOR J. WALKER - A landscape architect, he has been with the Walker Design Group, Belmont, Mass., since 1979. He holds degrees from Harvard and Syracuse universities. His professional background includes working with parks and recreation at Syracuse, N.Y. He was a judge for the Professional Grounds Management Society, New England Branch, Fifth Annual Awards Program in 1984. He was a visiting lecturer for Washington University School of Architecture 1980-82. He has been the recipient of numerous landscaping honors including 1984 honors from the Michigan Chapter ASLA for



his work on Independence Lake Park, Washtenaw County, Mich.

ROBERT COLDWELL WOOD - He is a past secretary (1969) of the U.S Department of Housing and Urban Development and served as undersecretary from 1966-69. He is the Henry R. Luce professor of democratic institutions and the social order at Wesleyan University (Middletown, Conn.). He was professor of political Science and director of urban studies at University of Massachusetts at Boston. He served as superintendent of Boston Public Schools 1978-1980. He was appointed by the United States District Court 1975-78 to monitor desegregation of Boston Public Schools, and served as chairman. He served as president of the University of Massachusetts 1970-1977. He was chairman of the department of political science at Massachusetts Institute of Technology, 1957-1966. He is author of five books including "The Necessary Majority: Middle America and the Urban Crisis" and "Suburbia: Its People and their politics." He holds degrees from Princeton and Harvard universities.



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