

Alternate Futures for the City of Scottsdale



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ALTERNATE FUTURES FOR THE CITY OF SCOTTSDALE

The Brookings Institution Seminars of 1971-1972
Sponsored by the City Council

Preliminary Report and Digest of Discussions

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The Future is the Reward

α comment by

Mayor B. L. Tims

The function of the city in the future of organized society is being debated. The question is raised whether the city has outlived its usefulness. Should the state or federal government perform community functions? Certainly Federal authority, regulation and funding are more and more influencing living standards and life style for most of our people. Nevertheless, many of us believe that the identity of the individual is of highest importance. Preservation of the family and its right to develop communities with others of like interests and standards is best fostered by the city concept.

To probe such problems and discover useful answers Scottsdale and its citizens have spent seven intensive years in critical self-study. Starting with STEP in 1965 and culminating with the Brookings seminars, which involved foremost experts in urban complexities, Scottsdale has searched for essential answers more deeply than most small cities. The City Council has strongly endorsed such efforts and conscientiously participated in order to attain distinction for the City. The Council has succeeded beyond anyone's expectations. Scottsdale in those years has been transformed from a scandal-ridden nonentity to a nationally recognized progressive city.

Scottsdale's growing reputation as a good place to live is gratifying, particularly with its low tax rate. However, this has produced philosophical and practical problems. This City has become one of the "growingest" in the State and in the desert Southwest. Although most of the City is undeveloped, being virtually raw desert, there is a strong tendency among some citizens to set artificial limits

on growth. This is not new. As long as I've lived here people — "old-timers" living here two or five or ten years — have said they didn't want Scottsdale changed.

There is a new emphasis now, though. Awareness of the total environment as a significant, if not *the* significant factor in individual well-being, is arousing concern among people who formerly equated personal success with physical possessions. The decline in the birth rate has been accelerated by the growing belief that happier, self-fulfilled people are preferred to merely more people. It is popular now to question whether more of anything is desirable. Rarely are answers found unless there is first a question.

However, the United States and Scottsdale (and the rest of the world) face the reality of growth and must responsibly prepare for its consequences. Population statisticians project that even with the present low birth rate it will be about 70 years before this nation can achieve zero growth, if that objective is desirable. It is a safe prediction that Scottsdale's current environmental concerns will have been resolved long before then, though it is doubtful as a practical matter if our community will stop growing.

These Brookings seminars have turned up some more pragmatic questions of immediate interest. For instance, we are made to realize that many homes in Scottsdale are already 12 or more years old. We must insure that they age gracefully; that neighborhood maintenance is sustained. Many

homes are closely clustered. Fortunately we have time to work out practical solutions. Maintenance of property values must continue to have the highest priority.

We must recognize that high quality, relevant public schools are a major factor in sustaining property values. Rarely do neighborhood values survive school deterioration.

Neighborhood values and school determination

The Brookings seminars provide substance for all people who have a responsible citizen interest in their City. (Complete transcriptions are available for study in the Library.) The seminars raise hard questions — and guide us toward answers — ranging from the value of a forever green belt recreation area in the Indian Bend Wash to the rising importance of changed curriculums in public schools in our newly emerging, post-industrial, leisure-time society. Here are some of the points that have been highlighted for us:

- If local people don't make policy for their communities — workable policy — then state or federal government will make it for them.
- Environment is more than clean air and landscaping. It includes safety, health, convenience-comfort, deterioration, uniqueness and natural scenery.
- There is no virtue in low rise buildings as such and they are synonymous with metropolitan sprawl. Low rise can be bad as well as good and the Valley has many shocking examples.
- Poor public land policy has handicapped private land development in Arizona. As in some European countries, and as has been proposed, Scottsdale may consider a public corporation to assemble land parcels and provide initial planning and perhaps basic development based on community policy. Land thus prepared should be sold to private developers.
- The City, by skillful promotion and long-range planning could become the elite shopping area of the Sonora Desert.
- Land values are now rising more rapidly than

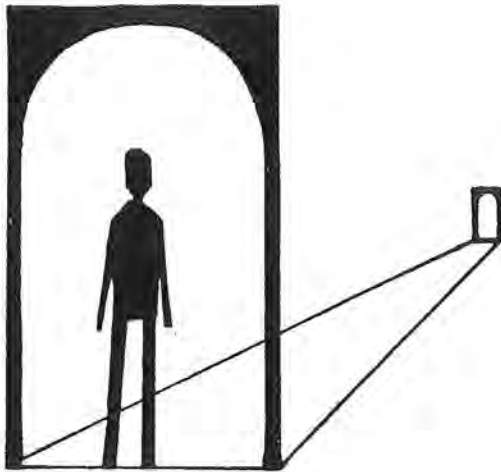
the cost of living.

- Man should understand that a natural landscape cannot support man; it wasn't evolved by nature to support concentrations of people. Only through chemicals has man been able to support expanded human life.
- Like it or not, seven vital new forces are shaping our life styles: increasing affluence, stabilizing economic fluctuations, the rising tide of education, learning to cope with work and with leisure, the emerging post-industrial society, increasing government leadership and, finally, rising individualism which inhibits group problem solving.
- The industrialization of the great metropolitan centers doesn't happen any more; the southwest can be reasonably selective about its patterns of economic growth.

The need to know to attain City's potential

Will these seminars give added value to Scottsdale living? Does education give any of us an added value? Whether urbanology is a science or an art is immaterial before the fact that cities of all kinds have outpaced man's ability to control them for man's benefit. We need to know everything we can learn about cities and why they succeed or fail if we are to realize the full potential of Scottsdale. The discovery that cities are often as dynamic as a bucking horse suggests that we will need future seminars of this nature which will bring us an updating. If Scottsdale expects to be in the forefront of Arizona cities, and expects to stay there, then it must have a body of informed and concerned citizens such as have made up the conference. This group as well as the Council and city staff must, as surely as a physician must, know what is new, what is pertinent and how to apply it.

It may be a measure of Scottsdale today that among all of the many places where Brookings seminars have been given it is the first that was not a metropolis or an entire metropolitan area. It has been a major undertaking for a small city. We expect it will be a rewarding one for years to come.



A Statistical Profile of Scottsdale

A profile of the City of Scottsdale, composed entirely of statistics, reveals that the community is growing at the awesome rate — without annexations — of more than 10 percent a year which projects to a population of 150,000 by the end of 1977, barely five years away.

Between the census of 1970 and the end of 1971 the growth exceeded 16 percent.

The statistical study was prepared for participants in The Brookings Institution seminars on Alternative Futures for Scottsdale.

The study confirmed the contention of City officials that the bulk of sales taxes which provide the largest proportion of City revenues are being paid not by residents but by visitors and shoppers from out of town. Only about one-third of the shoppers at two major regional shopping centers are City residents. The growing importance of the City as a shopping area produces the highest per capita revenue from sales taxes of any city in the state: \$40.39, compared with Phoenix at \$32.93 and Tempe, \$25.30. The higher the per capita tax return the lower the actual taxes paid by residents.

Retail sales per capita are also highest in the state, of course, and at \$4,376 for last year are more than double the national average.

Some 15 percent of heads of households who work are self-employed, a tremendous proportion reflecting the large number of professional people who are residents. An equal proportion are retired. The median income for 1972 is projected at \$14,000 per household, second only to the Town of Paradise Valley (\$21,400). Median is the figure at which half are higher and half lower.

One out of five new families come here from California. Other studies have shown that they generally have moved to California in recent years and have been disappointed with conditions there. Newcomers come here mainly for jobs (two out of five), for health (13 percent) or because a relative is living here (10 percent).

Perhaps the most unexpected statistic showed up in the transportation characteristics of Scottsdaleans. Of the 27,233 working people — on all levels — only 148 use a bus to get to work. About five times as many walk to work.

The Brookings Seminar Recommendations

The following preliminary recommendations of the Brookings-Scottsdale conferees were adopted at the last session. Some of the recommendations for consideration by the City Council reflected near unanimity. A few represent a bare majority opinion. Subsequent discussion may modify some of the recommendations before formal Council review. However the following are substantially the product of the sessions.

1. On growth, population and land use.

The keys to healthy growth in population and to sound land-use development are a balanced distribution of population and activity, building at a neighborhood scale, and taking advantage of today's better technology, design and planning. Therefore . . .

a. It shall be the policy to build at a neighborhood scale in a way which would insure: open space, parks and environmental integrity; a full range of essential facilities and services; and city-wide efficiency in land-use and transportation.

b. It shall be the policy to strategically locate populations with a land use policy which prevents excessive concentration of population in any single area. A guideline ratio for densities should be an over-all density of not more than three dwelling units per undeveloped acre with the understanding that some areas should be planned for higher or lower densities depending upon good planning.

c. It shall be the policy to achieve flood control along flood plain corridors with dedicated land where possible, and by securing Federal funds for construction of flood controls.

d. It shall be the policy to require dedication by land developers of sufficient land for educational and recreational uses.

e. It shall be the policy to annex additional land when appropriate for the purpose of protecting our physical environment and making our boundaries geographically sound. Legislation should be obtained to permit the City to annex County islands within its boundaries.

f. It shall be the policy to work closely with the adjacent jurisdictions (Indian reservation, City, County, State, and Federal lands) to insure com-

patibility of land development adjoining or near Scottsdale.

2. On the economy and human resources.

Scottsdale should contribute to the balanced economic growth of the metropolitan area. To do this, the human skills, the physical resources, the commerce and industry of the City must be intelligently and imaginatively developed. Therefore . . .

a. It shall be the policy to encourage retail trade, the convention and resort business and the "research industry."

b. It shall be the policy to encourage the development and expansion of diversified, clean, light manufacturing industry.

c. It shall be the policy to encourage the location and expansion of professional services such as medical, dental, mental health, and educational services.

d. It shall be the policy to encourage the location of arts, crafts, and other cultural enterprises.

e. It shall be the policy to encourage the location and conduct of training and development programs which will upgrade individuals' skills and earning power, and assure adequate manpower for industry, business, commerce and the professions.

3. On the environment.

The environment is one of our greatest assets. Every effort will be made to maintain the quality of land, water and air, and natural beauty of the area. Therefore . . .

a. It shall be the policy to dispose of trash, garbage, and sewage in a way that would be both

sanitary and non-polluting, and encourage recycling where economically feasible.

b. It shall be the policy to consider all development in relation to the quality of the natural environment.

c. It shall be the policy to cooperate and coordinate with other public and private agencies to insure preservation of natural resources.

d. It shall be the policy to encourage formation of improvement districts to pave alleys. Homeowners maintaining unsanitary or unsightly alleys should be notified that the alleys are to be cleaned up within 30 days or the City will do it at the homeowners' expense.

4. On design of the City.

Our goal is for a City of quality with both beauty to please the eye and the form and functions to accommodate the life style of our citizens. Our general plan and related studies will be plans which will become the design for our city. Therefore . . .

a. It shall be the policy to emphasize advance planning as a function of city planning.

b. It shall be the policy to encourage specific districts and neighborhood designs which blend in with the overall community design, recognizing that each district or neighborhood has special problems, desires and opportunities.

c. It shall be the policy to retain, in so far as possible, the distinctive southwestern motif and manner for which Scottsdale is known.

d. It shall be the policy to design the Central Business District as a multipurpose area for commercial trade, tourist and convention facilities, governmental, educational and cultural use, with a minimum of single, detached-dwelling residential use.

e. It shall be the policy to seek to renew blighted areas of the city, and to seek to prevent deterioration of the area.

f. It shall be the policy to provide citizens with information about and an understanding of community problems, and to accord them a positive role in initiating, as well as revising, programs designed to achieve community purposes.

g. It shall be the policy to develop a greenbelt of open space and recreation land along the Indian Bend Wash and locate park and recreation facilities in neighborhoods.

h. It shall be the policy to work with adjacent jurisdictions so that property development adjacent to Scottsdale will meet or exceed our standards of development for our mutual best interest.

5. On housing.

Much of the collective pride of our community is the sum of the individual pride of each homeowner in his home. Therefore . . .

a. It shall be the policy to require a high level of quality in site and design plans and construction of housing and commercial buildings, through the design and review program.

b. It shall be the policy to implement programs to encourage renovation of housing to prevent it from becoming delapidated and to systematically improve existing neighborhoods.

c. It shall be the policy to encourage housing of good quality for all citizens wishing to become citizens of the City of Scottsdale.

6. On transportation, streets and highways.

Scottsdale must improve its transportation system to provide better movement by automobile and new options in public transportation. Therefore . . .

a. It shall be the policy that there will be major arterials both north-south and east-west at approximately one-mile intervals throughout the length and breadth of the developed area of the City.

b. It shall be the policy of the City to receive public rights of way through dedications upon development of an area, and to acquire property by bonding where dedication is not available through purchase.

c. It shall be the policy to provide and support bicycle lanes and bicycle paths throughout the City designed to provide access to schools, parks, and other areas of community interest.

d. It shall be the policy to support, with other governmental units in the region, a metropolitan transit system which would serve the entire metropolitan area and specifically serve the needs of Scottsdale, and study all present and future pilot programs designed to furnish local transportation within the City proper.

e. It shall be the policy to bring the Municipal Airport to its fullest potential, consistent with our needs, to complement the economy of the City, but with due regard for residential dwellings in the area. It is our belief that the municipal air field should remain a satellite facility rather than becoming a major airport.

f. It shall be the policy to develop a transportation system which eliminates traffic through the neighborhood units and encourages cohesive neighborhood units.

g. Freeways when determined necessary will be located with recognition of the importance in maintaining the integrity of the community and neighborhood.

7. On education.

a. Scottsdale shall continue to cooperate with the school system and other public bodies to provide the best possible education and to encourage full utilization of existing school facilities.

b. It shall be the policy to cooperate with the school system with regard to the City library, recreation, cultural, research, and other city resources.

8. On health.

The physical well-being of Scottsdale citizens is a major concern. Without good health the individual cannot attain his full potential, for his own benefit or for the benefit of the community. The determinants of health are complex and interrelated, and its achievement is a challenge to which the city must respond. Therefore . . .

a. It shall be the policy to encourage the very best in hospital facilities and staff, clinic facilities with adequate out-patient care, and private family practices.

b. It shall be the policy to insist that appropriate agencies identify tolerable levels of air, water, and noise pollution and the costs necessary to protect them, recognizing the problems of pollution are real and imminent.

c. It shall be the policy to encourage and facilitate the availability of efficient and speedy ambulance service throughout the city.

9. On public safety.

Each citizen must feel assured of the opportunity to live in peace and free from fear. To meet the constant challenges to public order and personal security which too often accompanies rapid population growth and increasing urbanization, we need to strengthen our programs of public safety. Therefore . . .

a. It shall be the policy to encourage recognition of the responsibilities of the individual in and to an urban society.

b. It shall be the policy to develop closer coordination with Federal, State, County, and other law enforcement, fire, and public safety agencies, in an effort to avoid duplication and increase efficiency.

c. It shall be the policy to place greater emphasis on programs and agencies concerned with prevention of juvenile delinquency and rehabilitation of juvenile offenders.

d. It shall be the policy to strive to improve the entire criminal justice system.

10. On recreation, cultural and entertainment activities.

Each person in our community should have access to a wide range of recreational cultural and entertainment activities. By day or night, indoors and out, free and commercial, people must be able to find these activities accessible. Such activities are desirable to keep the young constructively occupied, to satisfy the needs of older people, to hold families together, and to heighten a sense of beauty and the spiritual values of life. Therefore . . .

a. It shall be the policy to involve neighborhood residents in the development of neighborhood parks so that each will best reflect the priorities of that area.

b. It shall be the policy to provide a variety of recreation throughout the city.

c. It shall be the policy to support and encourage the arts and crafts, through the library and the performing arts center, in keeping with the character of Scottsdale.

d. It shall be the policy to encourage preservation and restoration of buildings or items of western historical significance.

11. On government of the City.

The reputation of Scottsdale as a well-governed city has been earned because our government has been responsible. The council-manager type of government has been effective. Constant changes in the urban life patterns, increasing concentration of population, the need for new technology, present new and unprecedented policy and administrative challenges, growing revenue needs, and emerging social responsibilities. Therefore . . .

a. It shall be the policy to regularly examine our government to assure that it is sufficiently representative and responsive to the needs of the area and its citizens. One means would be to re-establish STEP committees.

b. It shall be the policy to coordinate with other government units and agencies to assure that duplication will be avoided.

c. It shall be the policy to institute an ongoing program to inform Scottsdale citizens directly about city affairs.

d. It shall be the policy to involve the citizens of Scottsdale to the maximum feasible extent in goal-setting and other City affairs.

e. In recognition of the interrelatedness of Scottsdale to the metropolitan area and regional economic and political systems and subsystems, it shall be the policy to continue joint efforts with our neighboring cities and with the County, believing that only through Valley-wide cooperation will common problems be solved.

f. It shall be the policy to provide such social services as are needed by the citizenry, which the City is best able to provide and which may fill in gaps between existing services.

12. On financing City government.

Not only is the cost of providing the current level of services rising, but there is a growing need for expanded services, and a broader role for local government should be recognized. When we add to this the expected further growth in our population, with the accompanying expense of extending public services to new areas, a continuation of the rising cost of City government seems inevitable. Therefore . . .

a. It shall be the policy to project five-year budget plans annually for each major program through careful analyses of the various service costs. Annual operating budgets will continue to be reviewed annually.

b. It shall be the policy to continually implement, review and revise user charges for those activities which ought to be self-sustaining. It should be the policy to devise and develop new means of financing city government.

c. It shall be the policy to selectively seek Federal, State, and private grants as sources of funds.

d. It shall be the policy to support and lobby in behalf of Federal and State revenue-sharing programs which would be favorable to the City.

THE BROOKINGS-SCOTTSDALE SEMINARS *

Seminar One

Discussion leader: Dr. Wilbur Thompson, Professor of Economics, Wayne State University.

Scottsdale is less a place than a process. The process is urbanization and it is going on all around the city and inside the city. Urbanization has many definitions one of which is a population concentration in which a life style can be achieved. The question is what life style and its control.

The "city" of our discussion is an economic city; not political, not social. It is an economic city of which Scottsdale is only one part. Economists have a saying about cities: "Tell me your industry and I'll tell your fortune." The economic city is a bundle of industries which determine its economic mix. Some cities have a high per capita income. In Flint, Michigan, the union sustains high wage rates in manufacturing and these are equally distributed. The level is not higher than San Francisco or Chicago, which have many more highly talented professionals but also have many more low wage earners.

Stabilize income

Income stability is important. In Flint workers are laid off by the thousands when auto sales fall. Hartford, sustained by service industry — insurance — is little affected by short economic swings.

The Salt River Valley has a diversified economic mix: agriculture, manufacturing, professions, service, tourism. Industry mix affects the growth rate. Some industries are fast growing because they are new. Detroit has an old and income-sensitive product and is therefore elastic. In most parts of the country cities grow because they have generated jobs, and workers come to fill those jobs. People also come to the Salt River Valley to live enjoyably and hope to find a job. There is growth independent of industry mix.

To grow is to get bigger. This is a most significant sentence. A lot of places would like to grow and not get bigger. They want the benefits of growth but don't want more people. The natural rate of increase is 15% per decade. You can't grow

**Digests of presentations by discussion leaders and seminar lecturers reprinted from the City of Scottsdale publication, Steps Forward.*

15% and stay the same size, unless you export your children. A city must generate enough jobs to care for its children as they grow up. If children and families move away to find jobs and job-related amenities, this out-migration is adversely selective. The most capable move away first. They go where the action is.

Local growth rates will slow down. As Scottsdale's boundaries get stabilized will you choose higher density or go on annexing more land? Will the character of the city be shaped so that it becomes mainly one where people live, and commute to work elsewhere? Or will you become a retail trade and office district? Or both?

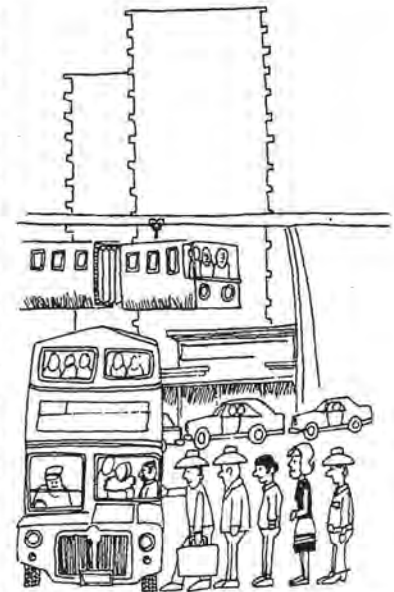
Those urban areas which are strongest are those with greatest diversification; greatest independence. For the next 10 years or so the Valley should aim at stabilization and the ability to generate innovative business.

Recognize the economic realities of size. The private sector runs the economy of this country, not the bureaucrats. Only the Federal Defense Department has any significant influence on location of industry. Locations are determined by corporations and size expands their range of choice.

High profession cities

In the east, manufacturing cities tend toward sprawl and are dead downtown. Technically skilled blue collar workers and management employees seek and can afford suburban living.

High profession cities — New York, Boston, San Francisco — tend to cluster their buildings downtown. The lower paid office workers have to live downtown where the public transportation operates.



Transportation affects community character. The same income that supports an auto, supports sprawl. Some people like auto sprawl. How about the poor, the elderly, the children? What kind of mobility do they have?

Housing affects growth. Fast-growing places usually produce critical housing shortages and with them social problems.

Rapid growth also produces political fragmentation which is a handicap to solving social problems or any other kind of problems. Particularly fragmentation balks ability to solve the metropolitan problems which growth goes right on compounding. Some variation of two-level government permits centralized consideration of some problems such as transportation or pollution and decentralization on others. Units as small as neighborhoods may have some say in park and school location, for instance. The political boundaries of neither Scottsdale nor Phoenix coincide with economic and social considerations. Nor do they do so precisely anywhere else.

Discussion leader: Dr. John W. Dyckman, Professor of City and Regional Planning, University of California, Berkeley.

Cities present a conflict of forces in which the citizen sometimes feels helpless.

Markets affect urban growth: autos, Detroit; air conditioning, Phoenix-Tucson. Market demands of people affect urban development forms. Viz., Americans will (1) buy space; (2) will use time to buy distance to get space; (3) the mobile elite choose communities they prefer (i. e. the desired combination of community services and costs).

Consequently, we surrender policy making for housekeeping. Communities try to attract certain consumers by having superior schools, for instance.

In the past urban policy has often been dominated by single and compelling considerations. Once urban policy of American cities was to induce a railroad to run through the town. So are certain industries lured today. Scottsdale wants clean research industry; in Appalachia a box factory would be welcome.

However, the citizen can effect other policies more directly: (1) the character of development (2) governmental changes. These are interrelated. Cities came before nation-states. Counties were imposed and now economic boundaries (the market) have confused political areas as in Washington, D. C., and Chicago, New York and Boston. Even the valley has commuters to Los Angeles.

New, semi-autonomous communities are created by subsidized political actions, such as new highways opening up sub-divisions. Metropolitan cities subsidize satellites with museums, symphony music and other cultural benefits. The affluent suburbs not having to subsidize the poor, have extra tax money for schools, a privilege the California Supreme Court has held unconstitutional.



Policy making by urban citizens may be accelerated by changing the area in which they function as citizens. The citizen should vote, perhaps, in the economic area in which he lives and works daily. Another possibility is a new kind of federalism — instead of having 50 states, form 200 states, each a metropolitan area, enabling citizens to move a giant step nearer individual participation.

Citizens need a role in management of the society. Technology provides efficiency, opening up a legitimate place for the amateur in public service. We must equip ourselves to be non-professionals, able to manage growth and work within our federal system for restoration to local government some policy-making critical to the fortunes of the community.

Seminar Two

Discussion leaders: John Osman, The Brookings Institution; Professor Wilbur Thompson, Wayne State University.

The definition of urbanization, passed over in Seminar One, is broadened by suggesting criteria by which urbanization can be measured: high density, life style, psychological attitudes, occupations, and cultural, educational and economic institutions.

(An ecological definition of urbanization was later supplied: "a transfer of exploitation of natural resources to development of man-made resources.")

Beware these measurements, however. High population density in Indonesia, for example, does not imply urbanization.

Control of urbanization is a major concern. Consider the nature, extent, and legality of realistic potential controls alongside the alternative, *laissez-faire*. Here is the possibility of a serious split in policy making. Urbanization is a tremendous energizing force. Electric power, a product of urbanization, is said to supply each person with the muscle output of 400 slaves. Control deserves thorough study.



Decentralization of control — controls by local ordinance — keeps the heterogeneous voters looking over the shoulders of elected officials and inhibits positive positions and encourages fragmentation. Consequently, when decisions are weak or deferred on a local level they will be made somewhere else — at state or federal levels. The opportunity for local control thus evaporates.

To influence urbanization the options include: (1) direct investment, the taxes spent on new streets, new sewers, a transportation system; (2) changes in the land use pattern by zoning; (3) price strategy, raising or lowering bus fares, parking charges, etc.; and (4) taxes as a tool.

Influence on urbanization

Taxes are the substance of public investments such as Scottsdale's effort to influence its urbanization recently by an increased sales tax. However, some taxes (gasoline) act like a price increase paid by the user. (Not to be confused with voluntary user charges such as bridge tolls.) All four of these factors, plus others, can affect public transportation.

Congestion acts as a cost of public transportation. When costs get high enough the community responds. If political courage is lacking to reduce transportation costs to money terms, congestion will eventually provide the response. Perhaps 80% of people prefer auto transportation and will not change.

Some of them can be encouraged to live near their work by rearranging land use patterns. An effective, short haul public transportation system would also provide incentive, particularly if it was low-cost. Zoning which aided clustering of living spaces and work spaces would further reinforce this urbanization. (Conceivably there could be tax benefits. If financial institutions were enlisted, lowered interest rates could become feasible.)

Scottsdale is an odds-on favorite to become an "East Downtown" of the metropolitan area. It is a highly intensive city and this is a condition the citizens must respond to. When Scottsdale becomes twice as big this will become more evident.

Land use policy

Eventually, and hopefully aided by these seminars, the city must come up with a land use policy. However, it is essential to understand the other

parts of the urbanization process and the urban system to realize what adjustments might be made in present land use policy. Land use is the key.

Now Scottsdale's problems are largely the problems of affluence. All housing is less than 20 years old. Poor people do not live in such new houses. It takes a long time before housing ages and filters down to low income families. In 20 or 30 years there will be low-income people in Scottsdale.

Think about that in your planning — of school sites, for example. Get a fix on the future. A house built in 1960 is 40 years old in the year 2,000. Estimate its relative value. Estimate the income of the family that will live in it. Estimate the means of transportation. The aging of capital is no less dynamic than urbanization.

Discussion leader: Dr. Edward Higbee, Professor of Land Utilization, Rhode Island University, is consultant to the Congressional Committee on Environmental Quality.

Urbanization has tremendous potential for giving material basis for any way of life we choose. Urbanization should provide intelligence which can make use of constantly improving techniques. The evidence is right here in the valley.

Industries are discovering that plants which use more human material and less capital are obsolete; it is time to move. They move from Chicago and along the Great Lakes. Much of Detroit's work is farmed out to other parts of the country. From the great complex extending from Boston to Richmond the tendency is to move south. A map of the new industrialization would show a belt extending from Miami to San Diego and passing right through Arizona. It is not a shift of industry. It is a shift from obsolete technology to an advanced technology based on intelligence.

We are emerging from a society of limits. Contrast Michigan's vein of 60 per cent copper a century ago with Arizona's profitable production of mines yielding 3/10ths of 1 per cent of copper.

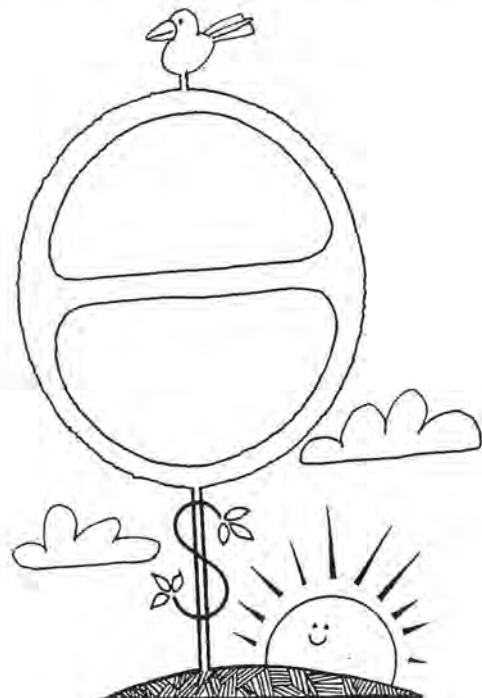
Technology plus intelligence enables industrial and business management to choose where it wants to live; where life is good. The implications for Scottsdale and this region are clear: life here is still on a human scale. Scottsdale is concerned about one new six-story building. New York is coping with new twin towers of 110 stories, and their burdensome consequences.

To protect its future, Scottsdale must have more than prohibitory controls. The community must also be entrepreneur. It must pursue its goals through its own activities. A society that emphasizes the intelligent industries — those which require almost 25 years of schooling — requires extraordinary public expenditures: streets, sewers, water supply, libraries, parks and open space. To maintain a high quality of life; to attract the intelligence businesses; social costs must be increased.

Flight to suburbs

The tendency to suburbanize urban populations was dramatically emphasized by the 1970 census. For the first time suburbanites are a majority of the United States: 43 per cent of the population are outside the center city; 35 per cent are in the center city. (In small towns, 17 per cent; on farms, about 5 per cent.) Scottsdale's growth is an example of this movement, a movement which requires more land per family unit.

Scottsdale must consider whether its land use policy will in fact accommodate future growth. For instance, Kaiser Aetna will provide for traffic within its area; outside Scottsdale must pick up the added flow. Not many communities make adequate provision for such growth. Scottsdale should examine its own program of setting aside vacant land



for future needs.

Density is not objectionable if it is blended into development. Scottsdale has houses valued at \$60-\$80,000 in walled compounds. They are skillfully planned. Public development can be made to encourage and enhance private investment and thus achieve community goals.

The local community tax base is generally inadequate to finance the desired infrastructure of streets, utilities, etc., and especially such newly essential amenities as parks and open space. Local governments in 1932 collected 50 per cent of the tax dollar. Today they collect 17 per cent. The feds take 65 per cent; the states 18 per cent. Congress opposes using federal funds for environmental development, even though federal income is tied to local economic growth.

We need a totally new concept of how public wealth will be spent in this country. We cannot have low taxes and a quality public environment.

Seminar Three

Discussion leader: Leo Molinaro, President, The American City Corporation, developers of the new city of Columbia, Md., and the \$300 million greater Hartford investment.

Today as always people have sought and in generations past have achieved a higher quality of life. To continue to improve life quality there must be new resources. A city which isn't growing is a dead city. It takes continuing study to define and redefine the city's parameters of growth, its needs and its directions. In Hartford, in a program covering 750 square miles and 29 towns and cities, American City Corporation has spent \$300,000 in beginning research to find out what people want. This is part of a private investment of \$300 million in the 10 years ahead. Two years of research and planning will cost \$3.35 million. This is how one private corporation operates. The basic research must precede decisions. Nor can a city do less in charting its development.

People generally have three common goals: prosperity — increasing personal income; larger equity, or share in the good life; and stability, a dynamic equilibrium in which justice, law and education also respond to the law of supply and demand.

Growth and change have to be considered together. They are inseparable. If you could stop growth you couldn't stop change. Two major re-



Continuous critical problems

Some 200 Scottsdale's residents have described what they believe to be the Continuous Critical Problems of the City: Here is the list of those most often identified:

1. Uncontrolled and rapid growth
2. Intensified traffic congestion
3. Increase in high density development
4. Degradation of the environment
5. Limited supply of water
6. Overcrowded school facilities
7. Intrusion of freeways
8. Obsolescence of Master Plan
9. Maintaining zoning regulations
10. Inadequacy of public services
11. Periodic flooding
12. Encirclement by Indian reservations
13. Aggressive annexation program
14. Inadequate tax base
15. Increasing crime rate
16. Loss of Scottsdale's Identity
17. Citizen involvement in civic affairs
18. Lack of employment opportunities
19. Estrangement of youth

sults of recent growth and change are undesirable: sprawl and ghettoization. They are blood brothers. Both are counter-productive, counter-equity, counter-stability. Scottsdale's policy decisions must consider where people live and where they work.

Unfortunately, urban planning is invariably separated from development. Keeping planners and developers apart prevents useful interaction. Zoning laws aren't enough. They are custodial. They don't encourage goals for prosperity, equity, or stability, the aim of responsible developers.

Consider Scottsdale's growth and change as an opportunity to build a "new" city. What should the next Scottsdale be like? Without planning ahead we are certain to duplicate the past. First, successful planning involves zealous concern for every detail. A second critical element is a road map showing action and investment necessary to move toward a desired future — the "new" Scottsdale.



American City Corporation builds three models of what a future community will be like. The economics model is community arithmetic: how much does one job at \$6,700 a year produce in demands for roads, justice, education, etc.

The second model is social institutions: medical, educational, spiritual, etc.

The third is a land model — the ecological system: where does one put cluster housing, shops, business.

Thus the value creation process gets going.

The city has a function and potential value far beyond the housekeeping chores usual in municipalities. When a city undertakes to shape itself to growth and change in behalf of its citizens it acts as entrepreneur and generates a beneficial economic thrust. Unless it does so; unless its citizens establish policy guidelines, the direction of private development will be conflicting personal, short-range aims of the developers.

Discussion leader: Dr. William Cooper, Professor of Zoology, Michigan State University; State of Michigan Environmental Quality Control.

Urbanization — the evolution of cities — is an ecological process in which man interacts with his environments. That is precisely what ecology means. Man has a problem, though, in interacting with his environment. He can't do everything he wants to do or feels he should do. There are limits and constraints on him: legal, economic, political,

* Managing growth

Managing growth and change requires (1) creating policy, (2) uniting planning and development; (3) designing solutions; and (4) creating new values. None of these is accomplished simply by "doing something" or "taking action." For instance, the U. S. Office of Education launched 1,600 programs and spent \$10 million evaluating, but designed no solutions.

Creating new values requires sensitivity to the human spirit as well as to the dollar. It requires research and planning responsive to human needs and is untested in urbanization. Such creativity must have development enterprise which links communities with the private sector developer. Finally, new values will arise only out of a communications capability which can reach out and across every level of interest and activity. We must find out what are the limits of apathy as well as the potential for zeal.

The value creation process is the heart of dealing with growth and change. Of critical importance is land, enough of it so that all phases of community life can be developed: work, shelter, justice, health, play, education and so on. This involves planners and ecologists. Then action must be taken to insure such uses. This means zoning but more important it means an invitation to developers who see the values being created as profitable. Indispensable is a means whereby the average citizen can ascertain that what is happening is what he agreed to.

ethical, even religious. Every material gain we achieve is offset by a loss through, say, pollution and trash dumps; every social gain is offset by a loss of freedoms. Therefore so-called gains must be reappraised in terms of offsetting losses.

If a community chooses to strive for maximum growth — and many do — the citizens are putting aside or shutting their eyes to the effects of pollution. They are spreading the tax base but deferring the costs of the inevitable clean-up later.

A desert area which forces the soil to produce through intensive fertilization and irrigation is going to force production more and more until the point of diminishing returns is reached, the water exhausted and the soil used up. A community which switches from productive agriculture to manufacturing becomes dependent on others to grow its food, a price, along with other costs, which will even out the gains of growth in numbers.

Man should understand that a natural landscape cannot support mankind. A pristine natural landscape wasn't evolved by nature to support concentrations of people. Man has had to introduce chemicals to supplement the natural chemical pools of air and water. He has had to build up energy production through fossil fuel and mechanical systems.

Crisis accelerates change

Vital change is accelerated by crisis. The oncoming crisis is in energy production — the whole electrical network east of the Mississippi is on the brink of failure. The need for energy — doubling kilowatt production every ten years — is a price paid for encouraging growth to insure the future.

The need for energy seems clear. Shall we build the nuclear plants along the Great Lakes where the hot water generated can be conveniently discharged? But the Great Lakes contain 20 per cent of the *world's* supply of fresh water. In view of the diminishing supply of usable fresh water, shall we trade that resource for any imaginable industry?

A lake is a chemical system supporting life; water is a unique chemical. It is the universal solvent. Chemicals go into a solution with water: Water becomes the transportation system for chemicals. If you want to move chemicals you have to double the waterways. Up to now they have been a handy means of waste disposal. Soil has a greater ability to process chemicals than aquatics ever did.



These suggest the limits and constraints that communities encounter when they seek to plan their future. Many of them are national and regional and seem at first to be beyond the scope of the individual citizen or city. However, their appreciation by the citizen is a real step toward their solution before they gain crisis proportion. In scale, each community is continuously making policy decisions of this nature. Arizona, for example, is affected by the pollution initiated by the energy generated by the plant at Four Corners. Does such a plant come into being simply because the citizen doesn't know its possible effect? Or does it follow a reasoned consensus that the energy produced is worth the resulting damage?

Those who want change must take existing laws and change them on a national, state, or local basis — wherever the change you want is needed. There will be change at the national level, no doubt about it. Whether it is the change you want depends on your objectives.

As one example, the ability of the citizen to zone land can determine what kind of institutions will be your neighbors. More and more legislatures and courts are sustaining environmental arguments in defense of zoning. Legislation follows understanding of policy and theory. The ecological system poses a whole separate and puzzling set of propositions and problems from that presented by the social system.



Seminar Four

Discussion leaders: Dr. Brian J. L. Berry, Professor of Geography, University of Chicago; Ford Foundation consultant to Calcutta Metropolitan Planning Commission; White House National Goals Planning Staff; and James M. Mitchell, Director, Advanced Study Program, The Brookings Institution.

There are four types of planning. Though they blend into one another, like colors in a spectrum, they are recognizably different.

One of these is concerned with planning to meet immediate problems, such as putting out a fire. Two are aimed at predictable future events by, say, training more firemen. Just one is designed to create a future that will not occur unless action is taken to make it so, such as prevention of all fires by prohibiting flammable materials.

Type one planning is merely reacting to present problems. It does call for analysis, the design of methods and the allocation of resources. It helps reduce the burden of the problem and it tends to modify the future by haphazardly interrupting the sequence of repetitions of the same problem.

Type two planning carries the planning process one step further in determining trends and allocating resources accordingly. It makes the *best* of trends, giving rise to a sense of hope that progress can be made in providing workable solutions. In type three, instead of merely passively applying

available technology and material, the planning is designed to create opportunities for improvement. Instead of making the *best* of trends, it makes the *most* of them. It gives its practitioners a sense of triumph over ordinary hazards and has the more important effect of tending to unbalance the future through the avoidance of problems and reducing the potential of new problems.

Type four and the future

Type four is related wholly to the future. It is planning *with* and *for* the future and provides a sense of creating destiny. It is the kind of planning that motivates and activates such projects as Kaiser Aetna's McCormick Ranch or Goodyear's Litchfield Park or Gulf's Reston, Virginia. It causes change in predictions by changing values or goals and aims to make desired prospects come true. Its roots may be found in idealism.

With type four there is one inherent handicap: unless its aims are specific as in a profit-making venture such as McCormick Ranch, it is likely to become inoperable. For a community which operates through the democratic process the realization of specific goals is extremely difficult, particularly when large populations are involved. Spelling out objectives also means spelling out conflict. The greater the diversity of the citizens the greater the conflict which can be anticipated.

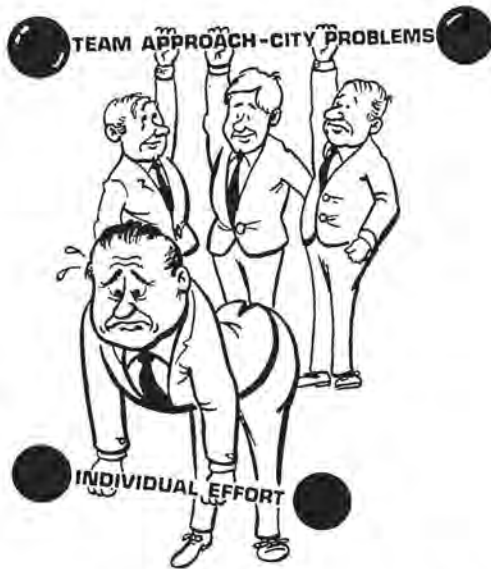
Type four planning is used by most large corporations which also use other types when necessary. However, the business corporation almost always is authoritarian, which makes such planning effective. It is also effective for authoritarian governments.

Of special interest is that type four planning is also useful in small, homogenous communities which have the power of selecting their options.

Types two and three are also concerned with future planning. Type two essentially begins with present problems and on the basis of information gained during the planning process, attempts to measure and alleviate the effect of the problem in the future. The approach of the medical fraternity to illness has been characteristically reactive (type one). When someone became ill he was given treatment. With the adoption of public health measures type two was embraced as a phase of medicine.

Analytical facilities

Type three planning uses the analytical facilities of type two but goes much further. It engages in research aware that what is learned will be useful even though it may not directly solve anything. It is constantly trying to probe and identify new resources; to appraise existing information (such as the U. S. Census) to see what unsuspected revelations it may contain. Real estate developers have made a science of analyzing census and related statistics. Thus they can often forecast what will happen to a neighborhood sometimes years before it occurs — to their profit. Type three is the key to continuing innovation; it makes new developments occur instead of waiting for them to happen.



It is important for a community to recognize that there are differences in what people mean by planning and in how they go about the planning process. Serious problems arise where these differences are not explicitly understood.

Much of community planning today is concerned with growth and development; two often-ambiguous words. Broad study of planning and its effects requires a community unit which meets certain specifications. It must have a housing market and a job market. For the last 20 years its people will have enjoyed rising incomes, increased mobility from improved highway facilities. Such a unit is rapidly being decentralized. Commuting areas may extend out 80 miles or more from the central city.

An intensive study of 170-180 traditional central cities (1960 census) ranging in size from 50,000 to

25 million, revealed that fast growth was characteristic of metropolitan areas of approximately a half million to one-million population. When cities get much larger than that they converge on the national growth rate. Smaller cities also fall behind, very rapidly in the case of very small cities.

Losers vs. gainers

The losers are those which depend on primary economic activities such as agriculture or mining. The big gainers had an economic base either governmental, service industry or latter stages of manufacturing. This is true of all parts of the country. Phoenix meets all three requirements.

The process of urbanization taking place in the qualifying cities includes a rapid outgrowth, evenness of distribution and increasing segregation not by race but by income, the establishment of child-rearing areas settled by young couples and other areas where the older people settle after the children have left home. These are being affirmed constantly as more data becomes available from the 1970 census.

Effective planning presumes understanding of the relationship of a community to a larger system — to a metropolitan area, to a region, to a state or a nation. These are facts of life which inhibit the planning process. They can be ameliorated, and have been, by some communities which have been self-asserting. Where the majority is articulate, determined and belligerent, surprising results may be achieved. Nevertheless, local planning must accommodate itself to the larger area.

The involvement of citizens in the planning process has been effectuated splendidly by the Scottsdale City Council, through STEP (Scottsdale Town Enrichment Program), and by pointing out that many of its once-controversial ordinances, such as limiting signs and setting standards for the design of gas stations, were aimed at improved property values. Citizen realization that their home values were at stake has provided an effective incentive. Community leadership is an essential ingredient, and not only from the politicians.

Scottsdale is fortunate in its small size and the effective communications that makes this possible.

Seminar Five

Discussion leader: Dr. Daniel R. Mandelker, Professor of Law and Director of the Urban Studies Program, Washington University School of Law; Visiting Professor of Law, Columbia University; former Attorney-Advisor, Housing and Home Finance Agency.

There are many decisions which will have to be made in Scottsdale in the years immediately ahead. In some of them there may not be much choice. In others there may be more choice than has been believed possible.

Some of these questions: Will there be a public housing authority? Will you permit private subsidized housing? Will undeveloped land in the desert be reserved from development until some future time? If this is done what will happen to the value of comparable land not so reserved? How will growing national and regional influences inhibit home rule in land use? How can they be overcome?

Such questions have significance with Scottsdale because it is probably the only unit of a large urban system in the country which is trying to find out how to determine its own destiny. Scottsdale is trying to develop its own institutions rather than to rely on the State or Washington.

Like most of the country, Arizona and Scottsdale have enjoyed statutory home rule and the result makes for great legal difficulty. Power derives from two sources: the state statutes and the city charter. Neither permits control of the community environment and the result is constant ambiguity and compromise. Timid cities often don't use the power they have; bold ones risk expensive court action.

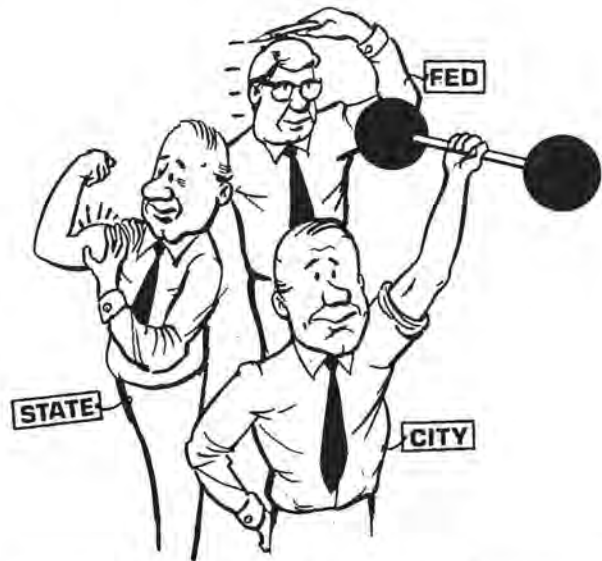
Courts and zoning

Courts are increasingly sensitive to zoning and environmental problems. Arizona courts have traditionally taken the part of the property owner versus the municipality. It is likely their position will change gradually as the need for planning action for increasing large tracts of land becomes more apparent.

Cities like Scottsdale are the new urban frontier. Massive federal intervention is necessary to save the core of the older cities from their management

problems. Places like Scottsdale, once their capital investments such as streets and sewers are in place and paid for, should be relatively trouble free. The major problems would be maintenance and accretion. There will be no decaying inner city. The social and welfare demands hopefully will not overload the system.

Scottsdale's effort to wield its own power for self-determination is likely to run counter to the national trend in some directions of federal intervention and, in another, of focusing on increasing local decision-making such as housing. Home rule is not dead. Congress is now considering legislation which would require every state to have a land use policy. This is very important to Arizona.



In subsidizing low cost housing the government is often confronted with its desire for environmental protection, high rise buildings built to the edge of the property line. Such conflicts should be resolved locally.

Land development control has been generally left to local governments. In many cases they have neglected their responsibilities. However, it would be difficult to imagine Scottsdale getting by with adopting ordinances that would have an adverse effect on the entire metropolitan area. By contrast it is possible that the City could phase out its remaining billboards if it decided to initiate the necessary action.

As illustrative of recent legislation is a 1968 national environmental policy act. This requires that before a new highway is built there must be filed a document which will set forth the impact of

the highway on the environment. Since engineers are not too trained in social terms they find such a document infinitely difficult to prepare. They don't have to pay attention to the document once filed, incidentally, but they must think about its preparation. Because they neglect to do this, citizens groups have been quite successful in halting highway plans at least temporarily.

Halting highway plans

While the case for federal control of highways is clear, the case for local land development is equally clear for the municipality. Within five or ten years some landmark decisions are expected to take the power away from the cities. It is expected that a state agency will be in control. Contemplated legislation is ambiguous, defining five key factors which determine an area which will come under state review:

1. The amount of pedestrian or vehicular traffic to be generated.
2. The number of persons to be present (as in a shopping center).
3. Potential effect on the environment.
4. The size of the site.
5. Nature and number of additional developments likely to be generated.

The effects of other anticipated legislation on Scottsdale should be carefully studied. Revenue sharing may not trickle down that far but a national health insurance plan and a value added tax most certainly would, especially if used for education. Special revenue sharing is expected to be set up which would give Scottsdale access to funds to be used as desired, for capital improvements.

The municipal land bank program, widely discussed as a means of insuring orderly growth of cities, is no panacea. If too much land is taken off the market, that which remains in private hands will increase disproportionately in value. Similar difficulties are encountered in securing land for middle and low income housing. If land is zoned for multi-family use its value goes up immediately, even though the housing unit price goes down. Then the project may become overpriced.

Land values are moving up much faster than the general cost of living index. During the 1950's real income rose faster than the cost of housing. This has now reversed though the trend may not become evident for some years.



How courts rule

Courts have often ruled against municipalities which have tried to restrict building — the number of bedrooms in apartments — to limit school children. But they have contrarily ruled when density was reduced because school facilities were overcrowded. Large lot zoning has been upheld because septic tanks on small parcels would cause pollution.

The effect of zoning on land values is neither new nor remarkable. However, the growing insistence on master planning can have an interesting effect. If a master plan is successful then it limits the number of ways various land areas can be used. In so doing it brings into action one of the numerous immutable laws of economics which are not widely recognized: as the supply of a commodity — including land — is reduced, price is increased. Thus a master plan becomes one of the many factors which govern the law of supply and demand and keep it continuously working.



Seminar Six

Discussion Leader: Dr. Theodore C. Foin, Jr., Professor of Ecology, Institute of Ecology, University of California at Davis.

The report of the "Commission on Population Growth and America's Future" Laurence S. Rockefeller, Chairman, projects to the year 2,000. The report says the metropolitan city stage of development has long since been passed. The U. S. is no longer made up of cities but of 28 regional systems, number 12 of which will be composed of the 6.5 million people in the year 2000 who will be living from Phoenix to Tucson.

Parallels with California

A trained observer in the Scottsdale area is impressed by at least five parallels between the Valley and parts of California:

1. Such transportation trends as linear road networks and de-emphasis of public transportation.
2. Population growth paralleling that of Sacramento.
3. The brown haze of air pollution.
4. Potential water scarcity due to encouragement of population growth.
5. Land speculation: transfer of land from agricultural to urban use for short-range profit.

The comparison between the Salt River Valley area and the Santa Clara Valley of which San Jose is the hub, is most striking and comes 20 years after the California development.

Important to formulation of Scottsdale policy is consideration of four factors often overlooked:

1. Is Scottsdale independent or is its future a Siamese twin to Phoenix?
2. Is the "growth-is-everlasting" faith of Utah and California realistic?
3. Is now the time to annex everything available, in a scramble for resources such as that of Northern and Southern California?
4. Major factors limiting Scottsdale's urbanizing:
 - a. lack of minorities; look-alike housing.
 - b. option open for attracting business-industry of desirable types.
 - c. transportation bypass of Scottsdale on straight lines Phoenix-Mesa.

A policy decision must be made by the community — so far as it has a say in the matter — whether growth is to be stimulated and if so by how much. A national policy on growth is already forming.



A national land use policy will be set forth by this federal administration or the next based on the growing conviction that land has public significance. It will likely contain specific standards for Arizona. In anticipation, it is proposed that a public corporation be established by the City of Scottsdale. Its function would be to assemble land parcels and provide initial planning and development, water lines, sewers, roads that will determine how the land will ultimately be used. Land thus planned and prepared will then be sold to private developers.

A new land control

Reactions to this proposal ranged from the prospect of monotonous development to defense of the idea as a means of preserving individuality. To preserve the community as one fostering the highest esthetic standards and continued high property values — one proposal was to set tax rates in proportion to the amount of land occupied by a single family house (and other living facilities). One house on an acre might pay four times the taxes compared with a house on a quarter acre.

With much of the city undeveloped, Scottsdale is in a position to set density standards chosen by the community. It is also able to exercise options denied many older cities. It can encourage service businesses which are growing nationally much more rapidly than manufacturing. The City by skillful promotion and long-range planning could become the elite shopping area of the Sonora Desert. A gradual lowering of the family income must be anticipated among families housed in the south section of the City as these structures become older.

Seminar Seven

Discussion leader: John Carson, Rivkin/Carson, Inc., an urban planning firm. John Carson prepared "A National Urban Growth Policy" for the Urban Land Institute.

Evaluation of the significance of a national urban growth policy requires considerably more understanding than appears on the surface. There is some doubt as to whether we need one; how we should go about formulating it and what we would do with it if we had it. However, Congress has said there shall be one.

We sometimes talk about urbanization without knowing what we are talking about. Take two words: urban and metropolitan. What do they mean? A metropolitan area including Scottsdale is one thing; involving New York is entirely different. Some such areas are 50,000 in population; others several millions. Differences are greater than mere size. The same is true of urban; technically it is any place of 2,500 people or more. How much does Scottsdale resemble Buckeye; or St. Louis? Another abused term is a balanced community. What is it?

Slow or fast growth

In addition to terminology, our points of view sometimes hamper us. We tend to believe that growth in the U. S. occurs because of some policies or because some city council wants slow growth or fast growth. In fact, it is determined by the characteristics of the existing population, by natural increase, and by migration. Migration is to a large extent determined by the economy. Migration from one metropolitan area to another is not from poor to rich or from smaller to larger. Cross-metropolitan migrations are based primarily on economic opportunities. Even places with a sound economic base are losing people today because of mobility and the constant seeking for better opportunities.

By and large, though, natural increase determines growth. Federal, state and local governments do not have it in their power to say of any place we want it to be twice as large or stay as we are or to decline.

There are doubtless people in Scottsdale who subscribe to a policy of non-growth. There is growing consideration of this idea, particularly in the West.

In 20 years of analyzing communities we have

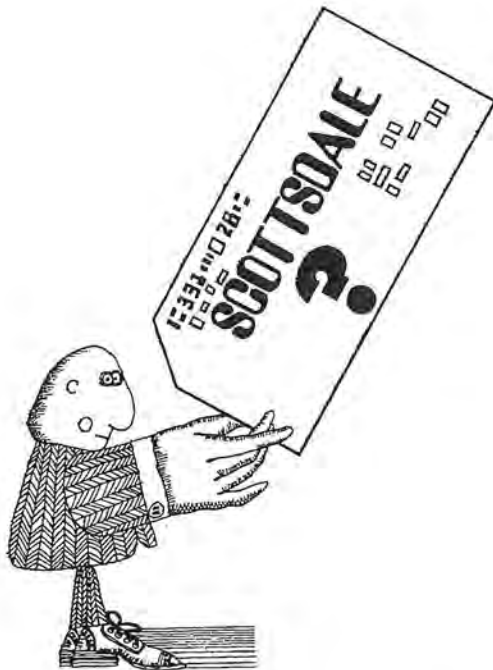


learned that stability is practically non-existent. Communities of any size either grow or decline, because the reasons for growth or decline are economic. One California community discovered a reason for non-growth in analyzing an undeveloped tract of land. The consultant advised turning it into a park. If it were developed for housing it would cost more to service than the taxes would produce. This community didn't want industry. The only housing the city would attract is the kind that doesn't pay its share of municipal costs.

Occasionally a suburban community can cut itself off from growth, but Scottsdale is not likely to be able to do so. There is the impact of Fountain Hills for instance. It will be tremendous if you get 60,000 or 70,000 people moving into the area highly controlled by one developer which meets the needs of the market. It should attract people who want to live there rather than in Scottsdale. Even in Phoenix you may have developments that will attract the kind of people you would like to have living in your community.

You must ask yourselves how much influence you can have on development in your city, considering the competition.

Where there are competing developments you must examine your policies carefully. There is a tendency to respond to demands for negative policies; to add on restrictions. You have a long list of these. Only by looking at yourself in the context of the metropolitan area can you begin to weigh the various alternatives.



For instance, you immediately jump to the conclusion that high rise is bad because it has been done badly in Chicago and New York. You don't have to cut out the sun or the view of the mountains; you can put high rise here and there on the desert without obstructing anything. Low rise can be bad, too. There is some very bad low rise around here.

Consider, too that the U. S. growth rate is declining; the birth rate is lowest in history. We can accommodate growth for the next 40 years or so. Human beings breed differently at different times. All demographers have been wrong. They don't know anything about inventions. We don't know what inventions, what energy, will be available to us 50 years from now.

The really important factor in controlling urban development is land. Land speculation is responsible for much of the bad development of suburbia in the U.S. There is one way of controlling this. You can acquire land publicly and sell it for private development. Assemble land in those locations where you want something to happen. Assemble enough of it to do a proper job. Then sell or release it for appropriate development. When you have a Kaiser Aetna owning 4,000 acres there is no need for public acquisition; it is simply a case of working together.

New communities being assisted by HUD are going to be in locations similar to the past. Of 60

so-called new towns, 50 are in metropolitan areas; another seven are adjacent. HUD rules provide for: 1) economically balanced new developments; 2) a new town in town, really redevelopment in cities; 3) additions to existing smaller towns; and 4) free-standing new towns.

As to water policy, cities away from water have grown most during the past 20 years. Water and sewage costs are not as important as, say, schools. When a community needs water for new industry, it is usually able to fund the costs with bonds. There is no Federal water policy; there is not even Federal coordination. Where most Federal money has been spent in recent years growth has not been fostered, it has declined.

Seminar Eight

Discussion leader: Leo Molinaro, President, American City Corporation, a division of the Rouse Company, developers of Columbia, Maryland, and a pioneering redevelopment program for Hartford, Connecticut.

There is a source of Federal funds which could be used for local community development, the highway trust fund, provided from Federal gasoline taxes. There is a significant movement backed by heads of industry, including the automobile industry, to have some of these funds used to help solve urban problems, meeting the costs of essential community infrastructure as well as highways. I commend this effort.

The city with the competitive edge today — and that includes Scottsdale — is the one that is most aware of and is best able to control or influence the dynamic forces that are reshaping our society. As with the operators of the airport control tower, if your instruments are primitive, you are going to have mid-air collisions. Like jet airplanes these forces have tremendous velocity. They must be measured with accuracy, with respect and capability.

The first of these is increasing affluence. You hear a lot about it. Don't discount it. It is creating new markets. It is creating tremendous new desires and people who want their share of it. Today they are on the outside of the club looking in and seeing how nice it is. They are either going to be made full members or they are going to wreck the joint.

FORCES SHAPING SOCIETY

The major forces now shaping our society according to Leo Molinaro in the accompanying digest of his seminar discussion are:

- increasing affluence
- ability to stabilize economic fluctuations
- rising tide of education
- the new attitude toward work and leisure
- emergence of the post-industrial society
- individualism
- the growing role of government

The second trend or force is our ability to stabilize economic fluctuations. Insurance is a way of life and the whole economic or business cycle is being insured as is, increasingly, our social security.

The third force

The third force is the rising tide of education. In Hartford we analyzed the six largest suburban communities, each about the size of Scottsdale. Each has increased its funding for education at the rate of 20 per cent a year for five years. We have a proposal for 29 community learning systems, a kind of Comsat Corporation, for all people — from retired to too young to go to school. As part of this system we will by 1980 have brought 25,000 illiterate or semi-literate adults to full literacy. Every semi-literate person is diminishing your quality of life by his own diminished quality of life!

The fourth force reshaping our society is our changing attitude toward work and leisure. The strikes going on in a few auto plants today are not for dollars and cents. They are about conditions of work — or rather, non-work. Our number one problem in future business and industry will be how to organize non-work activities on the job. Young people are no longer work-oriented. They require a more leisurely pace; more breaks. That does not mean productivity will not rise; it is rising. There must be greater corporate involvement in

this and other aspects of community living.

The fifth force is the emergence of the post-industrial society. You have often heard that among the characteristics of the post-industrial society are growth of service industries, growth of non-profit cooperative corporations, and an effective floor for income and welfare. It is an economic necessity that this new era be developed by specific policy and not be dumped on us by falling through the roof.

The sixth force is individualism. I used to think that individualism would be just great and the more I see of it the more I see of people insisting on doing their own thing. People returning from Communist China report that there by giving up individualism, drug addiction and VD have been abolished along with litter in the big city streets. But our individualism is rampant, whether it is an automobile producer turning out 119 body styles each year, or someone taking a mind-altering substance regardless of consequences. The velocity is picking up. We ought to plot this force.

The seventh force

The seventh force is the growing role of government. The taxpayer revolt notwithstanding, government is getting stronger on every level. So the pressure is on the private and quasi-governmental agencies to hold their own in the arena: the big unions and professional associations. The teacher groups, for instance. Teachers now aim for 20-20-20. That means 20 children in a class; \$20,000 a year and 20 years for retirement. Based on today's teaching systems it would bankrupt every school system in America by the end of the century.

Those of us concerned with the future must study social change, technological change and enlarged life-style.

Social changes will increase in number and intensity. Given a choice I would prefer to suffer social change engendered by affluence and education. We have the power to put together something better than we have.

Obviously technology will provide the leisure time for the enlarged life style and with it changes in the family. However, we have no institution studying the effects and potential of enormously increased discretionary time.

Such forces as I have outlined will work on these factors. How then does a community go about building its policy and planning model. The policy planner's primary job is to evaluate and allocate

resources for selected missions or for objectives. This includes allocating time periods for accomplishment of objectives which advance conditions of life deemed desirable for the community.

The basic requirement to building this model is a concept of mission. The statement of mission — what you expect to accomplish and why — determines what you need and when you need it. It is not easy to analyze a mission.

Scope of the mission

First you define the scope of the mission in time and scale. When does it reach the point of no return? Second in mission analysis is the environment within which the mission is carried out, governmental, private, or both. The third element is the technical capacity in people and equipment. Accuracy in appraisal is essential.

A fourth element, one often overlooked or underestimated, is appraisal of the special training required. Building teams have become a tremendous preoccupation of major corporations. When General Electric undertakes to build a re-entry system for rocket ships they have to put together a bunch of teams. I was involved for three years to get five engineers who could think across systems. Five out of 100 survived the team building program for cross system thinking. It is a very costly thing. It is vital. In building a city you don't get overwhelmed by traffic overnight. It is signalled on an early warning system. It is important to recognize the connecting links of what is happening in a city, to anticipate and respond.

Team approach training

You must train people with the team approach. I can't overstate it. In the Greater Hartford area in trying to build a team to handle a comprehensive problem we had a 50 per cent attrition rate. They were all competent people, but they couldn't get the team syndrome fast enough to be useful.

A fifth element of mission analysis in a statement of mission is how the mission will be reported before, during, and after and to whom by whom. We don't get enough feedback; people who need to know don't receive information. If you can't answer questions your program gets clobbered.

Research and information are related. Let us say GE or IBM is putting in a plant with 12,000 jobs. What will be the mix of those jobs; the salary ranges? What will be the transportation routes?

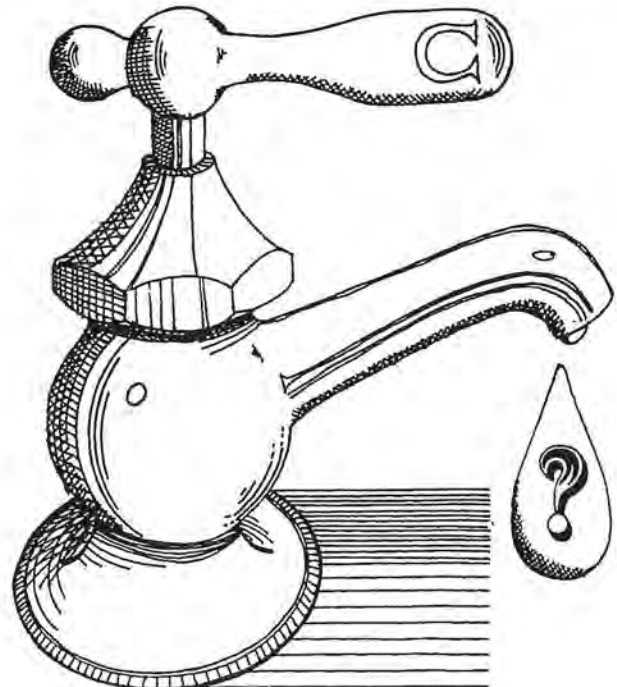
How can they be accommodated? These lead to appraisal of new land development and financing and income opportunities. We have some 28 criteria including political feasibility and community reaction and so forth.

A policy maker has got to know his arithmetic. Is a hospital to be built; or shall home services be extended? Those differences must be demonstrated in dollar amounts. When you get to programming you must constantly review what you are doing and why you are doing it. At Columbia we planned five man-made lakes. After five years we had built two lakes and were still flexible enough to drop one lake from our program.

When we plan the action; that is the construction, we come up with some 500 decisions that management must make on every large-scale project we undertake, like a pilot's check-list before take-off.

Conceptual planning

The conceptual planning is very broad. We have to plan for 10 years ahead in Hartford, for law and justice and safety. We consider an alcoholism center, fire, health services, transportation systems, learning systems. Vocational training goes right to the top beginning with the pregnant mother. All life support systems are designed to support family living. Our mission is to strengthen family life.



One of the problems in any major program is capital formation. Some people are surprised to learn that today you organize capital around goals just as you can around collateral. More and more big lenders — insurance companies, government — are going to bet on who has a realistic set of goals.

You can't always count on a supply of tax dollars to capitalize your program. In Hartford the mix is private and public. We are going to reclaim 40 per cent of the city (pop. 162,000; 17 square miles). The city will put up \$200 million; private business \$600 million. The job will take 10 years.

(Hartford has an annual budget of \$32 million vs. Scottsdale's \$11.5 million. In the past 10 years Hartford has spent \$200 million in riots, police, and fire and anti-poverty programs.)

One thing we have learned: you can't answer questions until you create a capacity to get the answers.

At Columbia we said we will build a whole city, not just a planned unit development and we described a whole city. Secondly, we would respect the land and we defined respect. Third, we will return a substantial profit for our investors. We would not sacrifice any one of these. That was the 100 per cent mission statement.

Seminar Nine

Discussion leader: Donald Appleyard, Professor of Urban Design and Chairman, Department of Landscape Architecture, College of Environmental Design, University of California, Berkeley.

From their answers to questionnaires it is evident that people in Scottsdale are primarily concerned about their environment. There are many ways of assessing environments. I believe urban design is only a tool in achieving goals and in improving the environment. Simplified, the environment consists of two parts. Here one is the natural desert of your surroundings. The other is the inner content in which most of you live and know about.

We need to understand what kinds of qualities can be considered environmental qualities. Many of us think only of trees as having impact on the environment; the more trees the more environmental qualities. Others believe that so long as you have a landscape architect the environment is sure

to be all right. Here are some environmental qualities we seldom consider:

- safety — the feeling of security you have in an area free of crime; free of earthquakes, fire hazards, floods;
- health — the concern that people have about health is a reason many people come to Scottsdale;
- comfort — a wide variety of comfort questions such as the distance from shopping, from work, from school;
- deterioration — condition of buildings; appearance of the community or neighborhood;
- natural scenery — like the hills and mountains hereabouts which have a tremendous value to people and one difficult to assess;
- luxury — any part of the environment built of expensive materials, or custom designed, has amenity value;
- uniqueness — here you have Taliesin and Paolo Soleri, for instance, and up north the Grand Canyon of the Colorado. Remember, some things can be uniquely bad.

Individual expression

Obviously such a list can be quite extended. There are more subtle matters, however. One of them is individual expression. People who live on a street with heavy traffic take less pride in the appearance of their home than do those living on a quiet street. The latter will even plant trees along the sidewalk even if they merely rent. The effect of big buildings can be important. Protests against very large buildings as in San Francisco, stem partly from their tendency to tower over people. They represent the power of the corporation or individual owner over you and me.

With your concern here with the environment you need to be reminded that every environmental action is a political action. It benefits some and hurts others. Some win; some lose; and often it is difficult to determine which is which.

When people feel well oriented in a community they tend to be happier. If they are confused and don't know their way about, they are tensed and uncomfortable. Consider what a stranger encounters on his first visit to Scottsdale. Whatever that first impression it is likely to be lasting; it affects the desire of people to visit or settle here.

The environment poses some difficult and specific problems, especially for a city, like Scottsdale, with

a small and busy planning staff. Priorities must be set and here are five criteria on which they may be based:

- The amenity resources which affect the most people such as the transportation system, the commercial centers, the major parks, the civic center and so on.
- Those resources which are most intensely felt. Small groups such as conservationists often have very intense reactions and they must be considered.
- Resources which are not renewable. You can tear down buildings and put up new ones. You cannot renew some natural settings, once destroyed, such as a wilderness area.
- Environments that are easily, cheaply improved. Planting street trees, for instance, would greatly improve Scottsdale's arterial streets.
- Improvement in the lives of deprived people, the aged, the handicapped certainly, but also some housewives, office workers, children.

A test of any environmental decision may be its concern for groups which do not or cannot speak up for themselves.

Scottsdale consists of a number of beautiful islands — and this is true of many places — apartment clusters, residential neighborhoods, shopping areas. But the areas in between have been neglected. Their beauty must be developed, too.

Finally, an admonition: You must plan for distribution of development or accept the economic handicap of low density development. You can have high density if you can hold your open space. That is the issue, whether you can.

Seminar Ten

Discussion leader: Dr. William Cooper, Professor of Zoology, Michigan State University; State of Michigan Environmental Quality Control. (See also Seminar Three.)

We must be aware that there is a limited capacity to absorb industry, a certain limited chemical capacity. As an illustration, to support agriculture in which Scottsdale has an economic interest, M.I.T. determined that 32 raw chemicals are required — 32 elements. As a nation we are self-suffi-

cient in only 10. The rest must come from undeveloped nations. You assume these are going to flow into Scottsdale and all you have to do is to find a safe way of dumping them. You can't assume that those chemicals will flow here always.

Similar constraints are placed on the growth planners at every step of the way. You want industry, more jobs, more people. Translated in this concept of higher chemical flows, where are they to come from. This is how we can determine the realities of our goals. In Michigan they plan for a 13.8 million population. The fact is that they won't exceed 11 million in 70 years. Yet newspapers and the chambers of commerce all expect to make jobs for 13.8 million. Forces outside the community exercise strong control.

One example is the sudden eruption of women's lib. It is an important reason our population is not increasing.

There are going to be numerous and severe restraints on Scottsdale. You are going to have to live with them. You need to know what ball game you are going to have to play in.

You have the basic law of physics. You don't destroy matter. You don't have a basic law of social science. You have nothing like the laws of thermodynamics; the law of evolution. There is nothing like that in sociology. It is all a matter of interpretation. Many people talk grandiose plans for the future. They're social utopias you can't afford so you look to new technology to bail you out.

Information system

Another component, the information system, does not enable us to say A equals B therefore we get C. In information A and B simply get a new creative thought. Nothing is fixed about the results.

Another factor is time. To an urban planner time is 25 years. To an ecologist it is 30 generations. The perspective helps determine what you can afford.

The natural environment runs on solar energy alone. Incidentally, you never re-cycle energy. There are three kinds of energy: solar energy, on which your agriculture is dependent; human labor, which is not counted as a flow of service. It is an energy cost to make society work.

The third source of energy is fossil fuels. Fossil fuels and the technological revolution are wedded. They replace humans with machines and produce leisure time. That is all it does; that and change the whole reward system. In the old family farm the labor wasn't partitioned into specialists. Everybody did general work together; there was no reward for having a big farm. The population was spread out because there was no reward for concentration. As you shift from human labor to mechanical energy there is a shift to a reward system. You get bigger and bigger. This is not rational; giving us feed-lot urbanization, a huge transportation system, giant oil tankers. The same thing is true of the urbanization process. It produces dis-economics.

A city is a complex of minds coming together to be creative. In a commune system the whole thing speeds up. If you spread out you lose a lot of social interaction. People are a secondary benefit — concentrated economics. With enough income base you can afford the luxury of a social class. Those are benefits from a city but as you get bigger are you gaining anything but a second hockey team.

You have a fundamental choice here in Scottsdale. Is this city a passive kind of social service you are going to respond to? Or are you going to take a hard nosed attitude? If you roll with the punches, forget planning. To get a plan you have to be hard-nosed and control forces that implement that plan.

Seminar Eleven

Discussion Leader: Dr. Ray Marshall, Professor of Economics, University of Texas; Director, Industrial Relations Research Association, member, Board of Editors, Southern Economic Journal.

Your concern with my two main topics are their implications for Scottsdale. What will the post-industrial society be like? What will our future economy be like? The trends are now clear for the whole country. In seeking to improve the non-economic objective of quality of life we may sacrifice some of our economic gains, though the promise of the future in money terms is very great.

We and the whole world are involved in a Scientific-Technical-Industrial (STI) revolution. Its implications are enormous. For example, it has the prospect of solving the monetary problem of poverty. A study shows potential increase in U. S. income per capita in real terms (i.e., current dollars)

What Congress produced as U. S. growth policy

Planners have a hard time convincing laymen that growth policy is necessary to a community such as Scottsdale. They also have some difficulty explaining exactly what a growth policy is. Here is what The Congress of the United States said it was in 1970. Urban growth should:

(1) favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth.

(2) foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods, and rural areas;

(3) help reverse trends of migration and physical growth which reinforce disparities among States, regions, and cities;

(4) treat comprehensively the problems of poverty and employment (including the erosion of tax bases, and the need for better community services and job opportunities) which are associated with disorderly urbanization and rural decline;

(5) develop means to encourage good housing for all Americans without regard to race or creed;

(6) refine the role of the Federal Government in revitalizing existing communities and encouraging planned, large-scale urban and new community development;

(7) strengthen the capacity of general governmental institutions to contribute to balanced urban growth and stabilization; and

(8) facilitate increased coordination in the administration of growth and stabilization, the prudent use of natural resources, and the protection of the physical environment.

In the opinion of many professional planners, these are platitudes not policies.

to \$18,000 in 2,000 A. D. (28 years from now); to \$25,000 in 2,012 and to \$100,000 in 2,064.

This will result from human resource development for which we are just beginning to develop national strategy — national policies. Human resource development is earning power improvement.

In order for us to be self-determining about the quality of life we must:

1. Solve the population problem, which means advancing the STI revolution and getting the economy going faster than the population.

2. Stop wars. World War II used 40 percent of the GNP; WW III will use 60 percent.

3. Solve current domestic problems and then concentrate on economic problems which the STI will produce such as the distribution inequities which produce business cycles. The STI revolution will produce an economic society with such huge demands on mechanical energy and complex coordination that scientists at CalTech have stated that if it ever stopped it would never get started again!

Horse and buggy freeways

It will involve all of us. Example: it is no longer practical to drive to work in large urbanized places in a horse and buggy; it would devastate freeway and arterial traffic. It forces creation of new trade and professional skills. The education system is the handmaiden to the process and must change.

STI increases the importance of investment in people. It is dynamic and change must be assumed and planned for. It depends on an open society; no race, class or caste distinctions (Americracy). It must welcome a pluralized society in which organized minority groups have a place or they will disrupt it. With STI government will have far more responsibilities than in the past.

Long term trends in post-industrialization include more than solving economic (poverty) problems. We are rapidly learning the chemistry of the human body. We are discovering communications and its potential as a social force (The Conference Board says already the knowledge and communication industries account for 53 per cent of employment.) A dictator or a small power group in government can dominate through use or abuse of communications.

We know about work from generations of following the work ethic. We know very little about leisure. Leisure may involve sabbaticals, perhaps, or early retirement, shorter work weeks. There will

be difficulty in determining who contributes what share of economic gains, now usually measured in production terms.

A hard question to answer will be "Who am I?" Already, with disappearance of the work ethic, young people often find it difficult to identify themselves.

To cope with STI a strategy must be adopted. It must flexibly accommodate a variety of people. Decision makers will be on higher than local levels making it essential for Scottsdale to identify its place. Human resources components must be studied and developed. For instance, we know more about cattle and corn than about people.

Another example: counsellors in schools are biased against technical jobs toward higher education but many rewarding jobs don't and won't require so-called higher education, but specialized training.

Manpower development needs drastic revision of all these: education, welfare, approach to elimination of discrimination, economic policies.

The community which most benefits from STI will adapt itself to these requirements.

