

CITYSHAPE 2020

COMPREHENSIVE

REPORT

PLANNING THE PHYSICAL FORM OF SCOTTSDALE'S SHARED VISION  
MARCH 1996

This packet contains the final report of the CityShape 2020 Steering Committee and its Advisory Team. It expands upon the information presented to the City Council at their March 18, 1996 meeting. This final report summarizes the work and findings of the citizen driven CityShape 2020 General Plan review process from its inception in October 1994 to completion in March 1996. Behind each section of this report is a large body of work completed by the Steering Committee, the Advisory Team, and/or the citizens who participated in the CityShape 2020 Citizen Forums. The complete documentary history of CityShape 2020, both written and in video, is available for review at the reference sections of all Scottsdale libraries and with City of Scottsdale Community Planning staff. This report includes Appendices (Section VIII), containing a detailed list of pertinent CityShape 2020 documents.

# CITYSHAPE 2020 COMPREHENSIVE REPORT

PREPARED FOR:

THE HONORABLE MAYOR  
AND MEMBERS OF THE CITY COUNCIL

PREPARED BY:

DIANE CUSACK, CHAIRMAN  
NANCY WALKER, VICE-CHAIR  
AND  
MEMBERS OF THE STEERING COMMITTEE

MARCH 1996

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# INTRODUCTION

On October 18, 1994, City Council approved the workplan, objectives, and budget for the landmark citizen-driven CityShape 2020 General Plan review process. The General Plan, originally written and adopted in the late 1960's, has undergone considerable review and revision since that time. However, there has not been a **comprehensive** review of the entire General Plan for at least fifteen years. The direction for the City's future as established by the *Shared Vision* process, historic annexations, recent development trends, rising public dialogue, and emerging fiscal realities have combined to necessitate this comprehensive review of Scottsdale's General Plan.

When City Council initiated CityShape 2020 it adopted two all-encompassing goals — **Clarity of Direction and Consensus on Decisions** — and a series of specific objectives. These goals and objectives provided an excellent starting point for this citizen driven process as well as a valuable benchmark for measuring progress and accomplishments.

The Council envisioned an extensive educational and community outreach process that would be responsible for reaffirming and improving the Scottsdale General Plan as an expression of our *Shared Vision*. CityShape 2020 would build upon the legacy of citizen

involvement from the Scottsdale Town Enrichment (S.T.E.P.) programs of the 1960's, 1970's, and early 1980's to the *Shared Vision* program several years ago. Like CityShape 2020, all of these processes relied on grass-roots citizen participation to help guide policy directions for Scottsdale's future and all of them helped distinguish Scottsdale as a premiere place to live, work, and play.

On October 16, 1995 the CityShape 2020 Steering Committee and its Advisory Team delivered a significant Progress Report to City Council. CityShape 2020 presented **six Guiding Principles** to serve as a platform for informed public discussion of growth and development issues in Scottsdale over the next twenty five years.

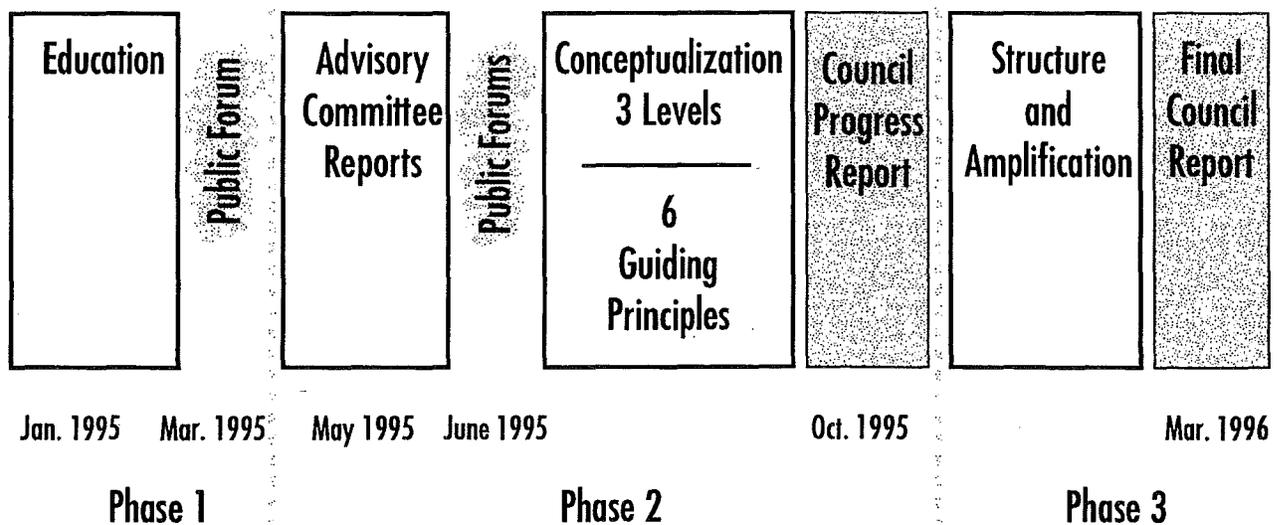
The Steering Committee has successfully completed the final phase of its original charge from City Council and met the goals established by the Council. We have framed a general plan format that is capable of addressing the opportunities and challenges of this community based on the messages and themes of Scottsdale's *Shared Vision*. This comprehensive report brings the citizens of Scottsdale all of the CityShape 2020 findings and recommendations.

# OUR CHALLENGES AND PROCESS

The **CityShape 2020** process goals adopted by City Council — **Clarity of Direction and Consensus on Decisions** — have been the central driving forces behind the early commitment to a comprehensive CityShape 2020 education process. This process in turn became a starting point for an intensive and extensive community discussion shared not just by a Steering Committee and its Advisory Team but also by a much broader representation of citizens.

Thirteen specific **objectives** were identified by the City Council and addressed through CityShape 2020. Some are being dealt with through parallel processes, i.e. Cost of Development Study, Cost of Services Study, and Annexation Policy review. The two interrelated **products** of CityShape 2020 — the Guiding Principles and the character-based General Plan format — and the way to achieve them either touch upon or direct specific action for all of the process objectives listed below.

## CityShape 2020 Process



## PROCESS OBJECTIVES

- Increased public education and understanding
- More informed and involved community
- Strategic priorities to achieve the *Shared Vision*
- Specified function and use of the General Plan
- Integration of the General Plan citywide
- Fiscal impact of development identified
- Economic aspects of development emphasized
- Environmental impacts of development considered
- Mountain and desert preservation linkages created
- Identification and development of new tools to use
- Current area studies completed

At the outset CityShape 2020 identified a three part goal to guide and measure the public participation process:

- 100% of Scottsdale residents will have the opportunity to contribute to CityShape;
- 10% of Scottsdale residents will utilize that opportunity; and,
- 1% of Scottsdale residents will be directly involved in the CityShape 2020 program.

These were clearly very ambitious goals requiring a variety of outreach approaches that would fit individual interests, time availability, and commitment.

The most visible and central role in CityShape 2020 fell to the **Steering Committee** — a **body of thirteen citizens representing a wide variety of interests, perspectives, and community and professional affiliations.** They were selected from over two hundred and fifty applications received in response to the advertisement effort in November 1994. The committee included among its membership two Planning Commission liaisons and one Transportation Commission liaison. Since December 1994, the committee members met virtually once every week for a total commitment of over two thousand aggregate hours.

Diane Cusack, Chairman  
Nancy Walker, Vice-Chair

Bill Eider-Orley  
Ken Harder  
Diane Jezek-Powell  
Mark Loeb  
Cynthia Lukas  
Anne Mariucci  
Jim Wellington  
Nancy Wendorf

Marilyn Armstrong, Planning Commission Liaison  
Keith Holben, Planning Commission Liaison  
Diana Smith, Transportation Commission Liaison

The Steering Committee was able to draw upon the second citizen body, the **forty-five member Advisory Team that included thirteen liaisons from a wide range of city boards and commissions**, plus thirty-two

other civic minded citizens appointed from the original CityShape 2020 applicants. The principal role of the Advisory Team was to serve as an issue and idea generating resource to the Steering Committee.

**Advisory Team**

Karen Amacker  
 Steve Ambrosini  
 Marilynn Atkinson  
 Marlene Baker  
 Greg Balfany  
 Tim Bray  
 Dawn Brokaw  
 David Carpenter  
 Janie Ellis  
 Barbara Espinosa  
 Julian Fruhling  
 Cindy Haskell  
 Odoch Hawkins  
 John Hink  
 Margaret Hodge  
 Mimi Hynek

Dan Johnson  
 Dwight Johnson  
 Greg Keller  
 John Kraetz  
 Charles Murphy  
 Roberta Pilcher  
 Elliot Pollack  
 Dennis Robbins  
 Marcita Ryon  
 Marcia Sewell  
 Herb Shipp  
 Sandra Simms  
 Curt Smith  
 Glen Turner  
 Joyce Winston

**Advisory Team  
 Boards and Commission Liaisons**

Susan Black  
 Carla  
 Catherine Foley  
 Andrea Forman  
 Kathryn Heffernan  
 Peter Homenick  
 Betty Kjellberg  
 Ronald McMillan  
 Ronald Parodi  
 Harry Paston  
 Lida Stewart  
 Laurel Walsh  
 Robert Wexler  
 Barbara Worth

## **CityShape 2020 Process — Phase I**

The citizen participants of CityShape 2020 undertook a **comprehensive education process** to provide an understanding of the interrelated subject areas that influence and guide community growth and development decision making. The subject areas covered in the **Phase I** education and evaluation effort included:

- a review of our *Shared Vision*;
- an introduction to general plans and their use, as well as a detailed review of the components of the current Scottsdale General Plan;
- a review of legal opportunities and complexities;
- urban form and urban design;
- demographic trends in Scottsdale and the metropolitan valley;
- economic and fiscal trends;
- transportation planning and challenges;
- environmental planning;
- neighborhood issues and initiatives;
- parks planning;
- a history of key decisions in Scottsdale, with special attention to the interrelationships of internal and external factors; and
- water resources and drainage planning and challenges.

## **KEY CONTRIBUTORS TO CITYSHAPE EDUCATION PHASE:**

- Vern Swaback, Visioning Consultant (Guest Speaker) - *Shared Vision process/results and applicability to CityShape 2020*
- Planning Staff - *Key community decisions and tools that have guided growth and development in Scottsdale*
- Planning Staff - *Mutual gain bargaining: General Plan philosophy and structure*
- City Attorney - *Legal opportunities and constraints*
- Planning Staff - *Scottsdale's General Plan history; demographics and trends; urban form; urban design; environmental planning (livable communities); General Plan form and function*
- Economic Development Staff - *Economic development in Scottsdale*
- Community Services Staff - *Parks planning in Scottsdale*
- Transportation Staff - *Transportation planning and challenges; drainage challenges*
- Citizen Services Staff - *Neighborhood planning*
- Frank Cassidy, Attorney at Law (Guest Speaker) - *General Plan related legal issues*
- Nancy Wendorf, Steering Committee member (Guest Speaker) - *Interactive strategic thinking*
- Water Resources Staff - *Scottsdale's water supply*
- Police Staff - *Safety/security issues and urban design*
- Human Service Staff - *Human service needs in Scottsdale*

- *Preserve Meaningful Open Space*
- *Support Economic Vitality*
- *Advance Transportation*
- *Enhance Neighborhoods*
- *Seek Sustainability*
- *Value Scottsdale's Unique Lifestyle and Character*

The education and evaluation phase concluded with a citizen conference, where Scottsdale residents had the opportunity to discuss community issues and challenges with one another, invited experts, city staff, and Steering Committee and Advisory team members.

**Phase 1 Citizen Conference (March 9, 1995)  
Guest Speakers**

- Ruth Yabes (ASU Planning Dept.) - importance of public responsibility
- Ash Campbell (Tempe Senior Planner) - General Plan updates, goals and issues
- John Berry (Zoning Attorney) - impact of property rights on the planning process
- Dave Phelps (Carefree Preservationist) - preserving mountains and the Sonoran Desert

**CityShape 2020 Process —  
Phase 2**

Phase 2 of CityShape 2020 began with a challenge to the Advisory Team. The Steering Committee asked these citizen consultants to identify and report on the issues and challenges this diverse group saw as critical to Scottsdale's future. **Five topic areas were**

**identified, the Advisory Team created five separate Issue Groups, and an intensive six week small-group process was initiated.** Each eight to ten member Advisory Team Issue Group studied their topic and then developed **options and strategies** for their topic area. The topics included:

- Land Management
- Environmental Protection
- Transportation
- Economics
- Residential and Commercial Neighborhoods

The results of this intensive study included an Issue Group Report for all five topic areas. These reports were presented by each individual Issue Group to the Steering Committee. The committee, in turn, reviewed and discussed each report in depth. CityShape 2020 was also fortunate to have the Scottsdale Youth Council participate in this study process as a sixth reporting group. The second two-day Citizen Conference then took the options and strategies identified by the Issue Groups and asked the more than two hundred and thirty conference attendees to evaluate the Advisory Team findings.

The work of the Issue Groups, as reviewed and debated by the Steering Committee, became the reference points in creating draft Guiding Principles. In two joint Steering Committee/Advisory Team sessions, and with the input of Citizen Conference participants, these draft

principles were challenged and reviewed. The consensus of the participants in this process was to restructure and combine the draft principle concepts into six Guiding Principles.

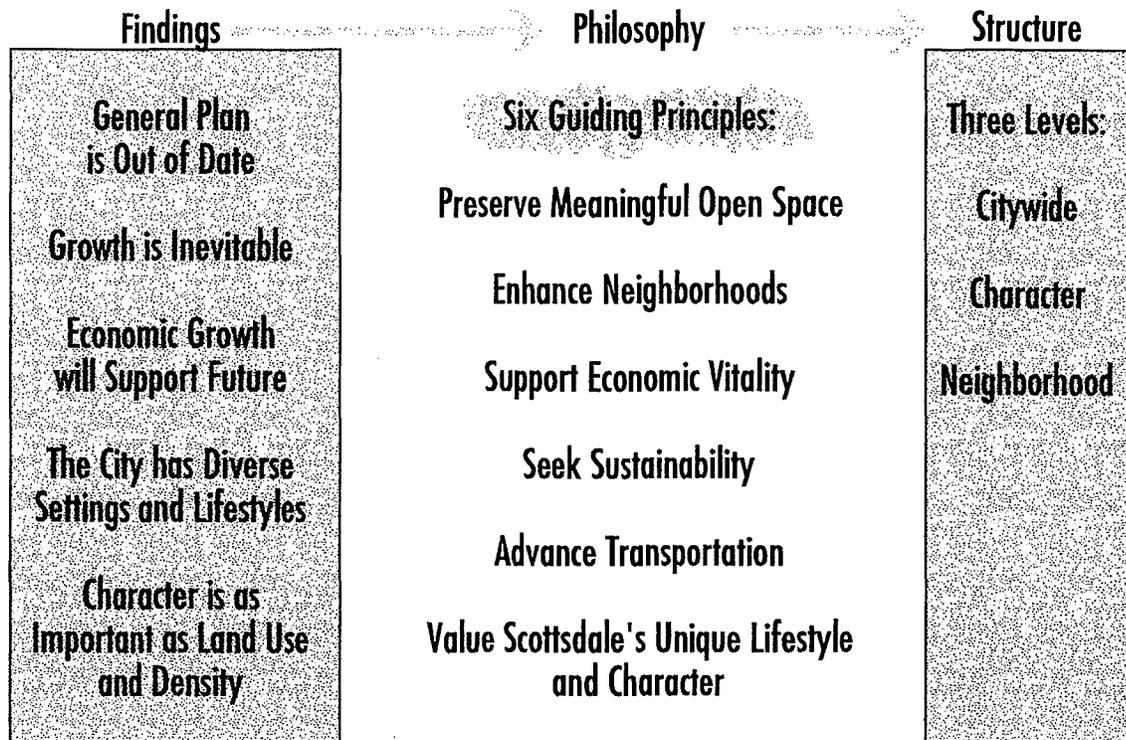
The second, and roughly concurrent part of the **Phase 2** process, was the discussion and debate on an appropriate and innovative concept for the General Plan format, culminating in the framing of a three-level character based General Plan.

**CityShape 2020 Process — Phase 3**

The **Phase 3** portion of the CityShape 2020 process started in late October 1995. The Steering Committee divided into work teams

who, together with critical evaluation from Advisory Team volunteer consultants, articulated detailed format and operating parameters for the implementation of a revised General Plan.

Each of the four work teams framed and debated one significant topic area — the Level 1 General Plan (the General Plan Elements), the Level 2 General Plan (Character Plans), the Level 3 General Plan (Neighborhood Plans), or the city's Annexation Policy. Each work team met during the months of November and January in individual team meetings. Team findings were presented to the Steering Committee as a whole and reviewed in detail at two progress report sessions.



# THE GENERAL PLAN - WHAT IS IT?

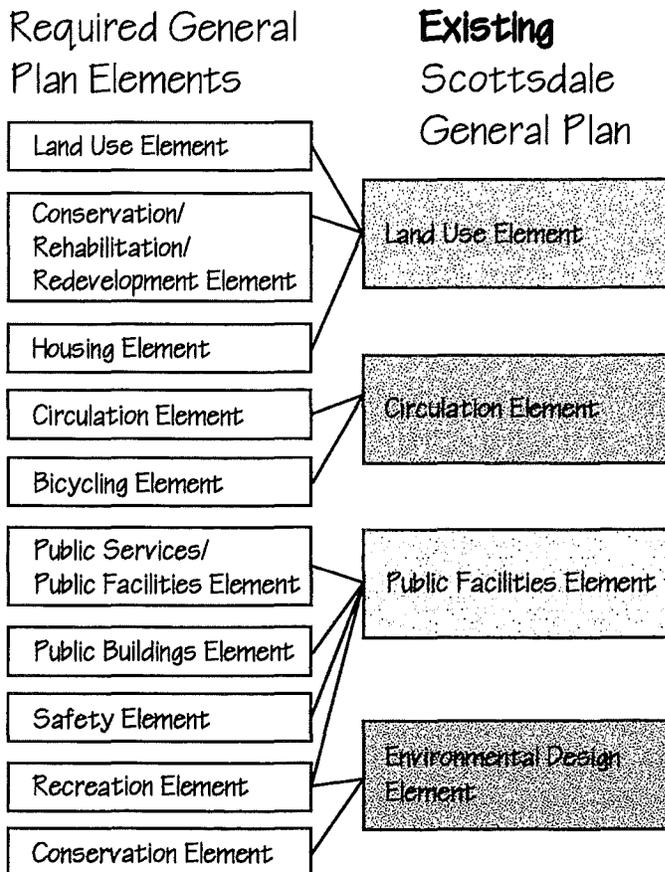
## A Description

Arizona laws require that each city adopt a comprehensive, long-range General Plan to guide the physical development of their community. The General Plan has three interrelated functions:

- It is an expression of community goals and their priority
- It is a guide to decision-making
- It fulfills legal requirements

This written guide may include maps, diagrams, and text setting out community objectives, principles and standards. For a city the size of Scottsdale, the General Plan is expected to have a number of parts or elements, including land use, transportation (circulation), conservation, recreation, public services and facilities, public buildings, housing, conservation, safety, rehabilitation and redevelopment, and bicycling.

It has been Scottsdale's practice to simplify the General Plan by combining related items in order to reduce the number of elements. Scottsdale currently has four elements: the Land Use Element; the Circulation (Transportation) Element; the Environmental Design Element; and the Public Facilities Element.



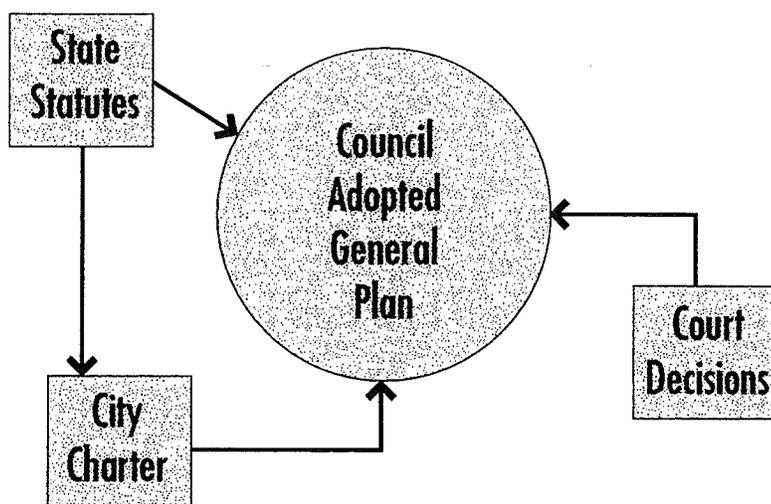
## Credibility

When a General Plan is said to represent goals and policies to guide a community over a twenty to twenty-five year period, there is a natural tendency to presume that the plan as adopted will be applied in its entirety with minimal change over that period of time. This is simply unmanageable in a community as dynamic as Scottsdale, and such rigid application would not be responsive to the natural changes and unforeseen opportunities that arise. **Making long range decisions means that issues need to be periodically readdressed to reflect new or emerging circumstances.** Beyond this practical issue,

"THERE IS OFTEN A CONFUSION OR BLURRING OF THE DISTINCTION BETWEEN THE ROLE OF THE GENERAL PLAN AND THE ROLE OF THE ZONING ORDINANCE."

there is also a legal issue. Each succeeding City Council has the discretion to reconsider previous long range policy decisions and may choose to modify them, subject of course to community discussion in public hearings. The General Plan thus becomes a key instrument to reflect changing perspectives and attitudes.

and associated zoning map are actually a legal instrument that defines with significant precision the permitted land uses and associated performance standards for every property within a municipal jurisdiction. The confusion between the two very different roles probably has its origin in the fact that Zoning



**Relationship to the Zoning Ordinance**

In practice, there is often a confusion or blurring of the distinction between the role of the General Plan and the role of the Zoning Ordinance — that the General Plan is a zoning map and/or that the Plan and the zoning map are interchangeable. While the plan is a community’s “general” policy document that guides growth and development decisions, the Zoning Ordinance

Ordinance amendments and zoning map changes must be consistent with the generalized policies of the General Plan.

**Interrelationships**

Many citizens struggle with a common misperception that the General Plan is really just the land use map and associated policies and guidelines. For many growth and development decisions, it is absolutely

**"MANY CITIZENS STRUGGLE WITH A COMMON MISPERCEPTION THAT THE GENERAL PLAN IS REALLY JUST THE LAND USE MAP AND ASSOCIATED POLICIES AND GUIDELINES."**

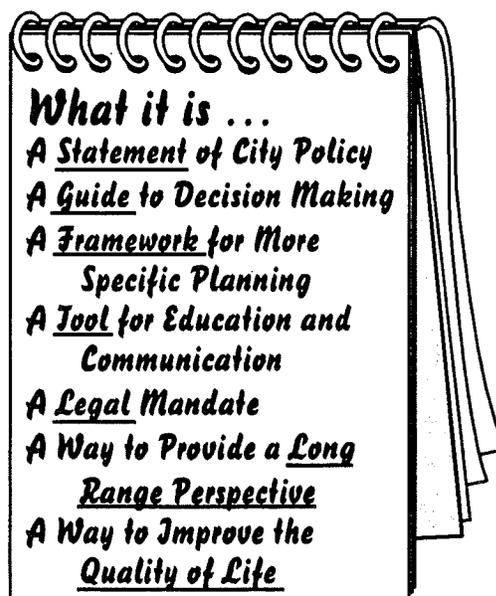
true that the Land Use Element is the focal point of dialogue about their appropriateness. However, this view can often disregard many associated and interrelated issues that can include transportation and other infrastructure concerns and impacts, and the community's environmental and economic philosophy for a self-sustaining city. The best community decisions are those that recognize and address these complexities and interrelationships.

**Terms**

The term "General Plan" is occasionally confused with other planning terms such as "master plan" and "specific plan". The

General Plan may include "specific plans" (defined as plans applicable to a specific area or areas of a community). While specific plans form part of the General Plan, it is incorrect to assume that a specific plan is in and of itself the complete policy statement for any area of the community. Likewise, the "master plan" terminology may speak to some or many General Plan issues — most notably infrastructure. However, a "master plan" associated with a rezoning application or a major infrastructure initiative, such as a drainage improvement, is not a substitute for the long-range community goals and policies contained in the General Plan.

# General Plan



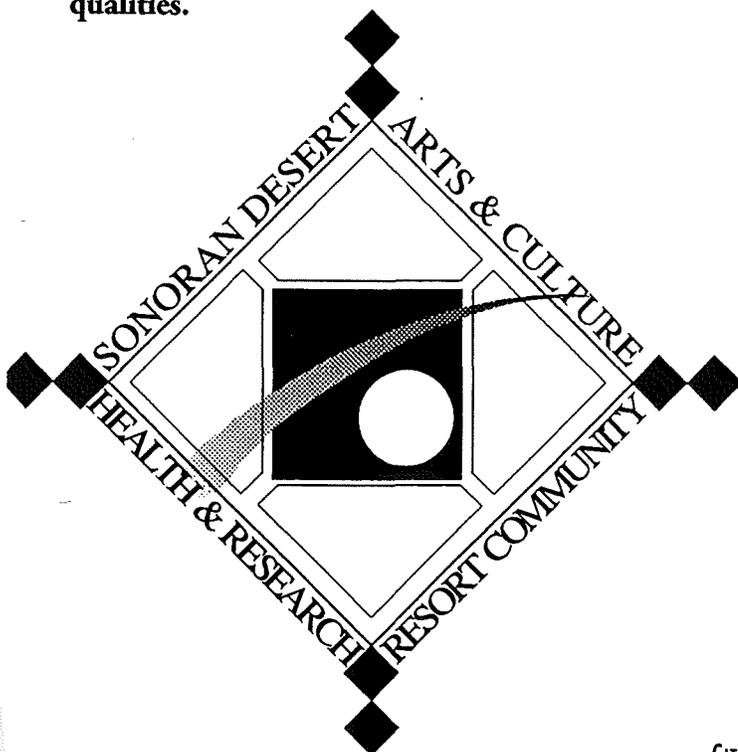
# CITYSHAPE 2020 AND SCOTTSDALE'S SHARED VISION

Among the varied and specific objectives of CityShape 2020 is the challenge and commitment to reflect and implement Scottsdale's *Shared Vision*. This Visioning process established consensus on a baseline for Scottsdale's future that has been accepted as the cornerstone for CityShape 2020. To emphasize the close relationship, CityShape 2020 is subtitled "**Planning the Physical Form of Scottsdale's Shared Vision**".

The *Shared Vision* was created through its own eighteen month citizen-driven process where hundreds of Scottsdale citizens spent countless hours defining what they want for their community's future. **The Shared Vision defined four mutually supportive Dominant Themes that reflect our City's special qualities.**

Twenty-four Vision Tasks were developed that directly relate to the Four Dominant Themes. **In some cases, the Vision Task further explores new ideas; in others, the task is to implement specific objectives.**

The success of Visioning does not lie in "accomplishing" the twenty-four Vision Tasks, but in the continuing evaluation, evolution, community dialogue, and innovation that has been the foundation of Scottsdale's planning history.

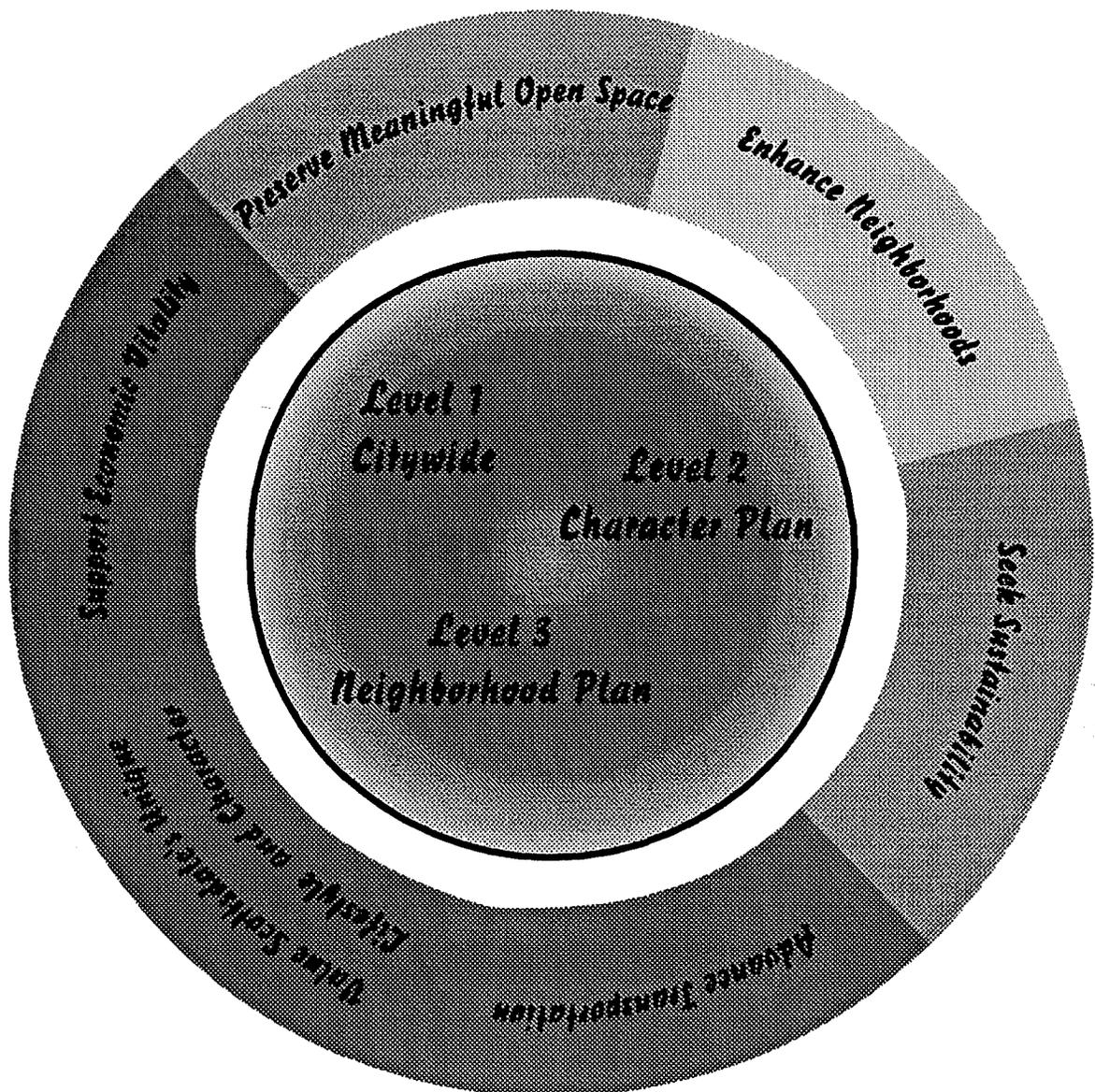


- Educational Excellence*
- Health and Wellness Education*
- Historic Preservation Commission*
- Life Enhancement Centers*
- Coordinated Arts Alliance*
- Downtown Arts District*
- Acquire and Maintain Parks and Open Space*
- Human Services*
- Transportation*
- Annual International Festival*
- Destination Attraction*
- Build and Rebuild Neighborhoods*
- City Code and Ordinance Review*
- Water and Energy Conservation*
- Desert Greenbelts*
- Indigenous Architecture*
- Streetscape Commission*
- Southwest Cultural Center*
- Targeted Industries*
- Teen Center*
- Canal Bank Development*
- User-friendly Municipal Services*
- Community-Wide Communication*

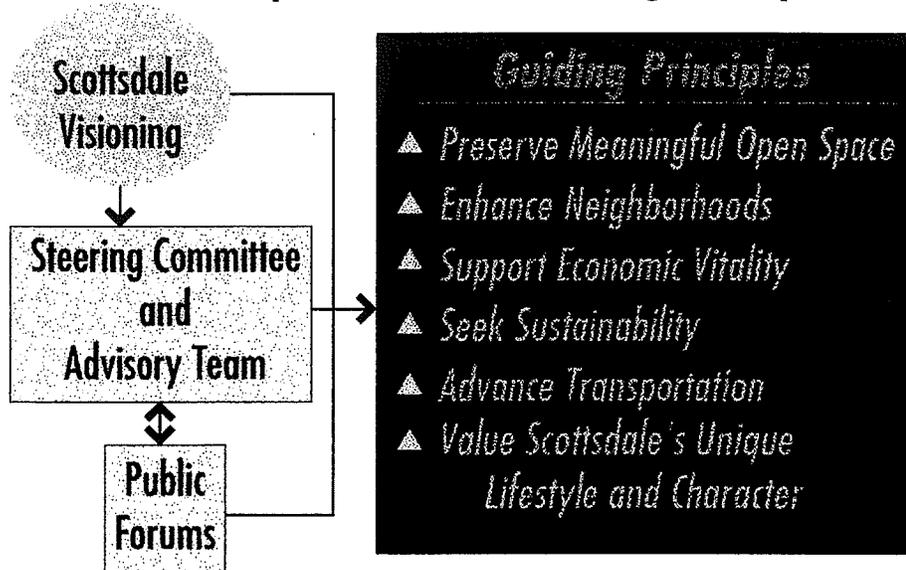
# RECOMMENDATIONS AND DIRECTION

The recommendations and direction suggested by CityShape 2020 relate to two products — a revised General Plan format, and the

application of a set of six Guiding Principles that define the City's priorities for decision-making.



## The Development of the Guiding Principles



### The Guiding Principles

The Guiding Principles recommended by the Steering Committee for inclusion in the General Plan have three origins:

- they are derived from the four themes of Scottsdale's *Shared Vision*;
- they are distilled and organized from the existing elements of the current General Plan; and
- they come from the practical insight of the committed citizens of the Advisory Team who spent an intensive eight weeks debating the magnitude and importance of community issues and challenges, as well as strategies to address these issue and challenges.

The six recommended Guiding Principles are intended to highlight and organize in the General Plan, the most important goals of this community. This document presently has more than one hundred policies and guidelines, but no prioritization has been done. They must be capable of addressing community decisions in mature, redeveloping, and emerging areas of the community. They must be applicable to all of our diverse and ever-changing community.

Each Guiding Principle has two parts: (1) the "concept" that describes the community goal that applies to the whole community; and (2) the "strategies" that describe examples of ways in which Scottsdale can operationalize the Guiding Principles.

The key to understanding these principles is to recognize that they can apply with equal effectiveness to a wide range of circumstances in a uniquely appropriate way. For instance, the application of the Guiding Principle “Preserve Meaningful Open Space” may vary profoundly from a location near Downtown Scottsdale where the canal banks are an important open space and recreational amenity, to a location where the predominant type of open space is undisturbed Sonoran Desert.

The six Guiding Principles are equal and represent no priority in listing.

### Preserve Meaningful Open Space

Concept:

*The City of Scottsdale is committed to promoting the acquisition, dedication, and setting aside of open space as a community amenity and in support of the tourism industry in Scottsdale. Open space includes, but is not limited to, open space for passive enjoyment and low impact recreational activities, open space for active recreational uses, and setbacks for vista corridors along major streets. The character and function of open space will be different depending upon the character of the area within which it is located.*

Strategies:

- Promote three distinct types of open spaces through acquisition, dedication, or “set aside”:

passive natural open spaces that will preserve wildlife and view corridors and sensitive historic/ archeological sites, and provide areas for low impact recreational activities such as hiking and horseback riding

a system of contiguous open spaces, accessible from Scottsdale neighborhoods, that connect the desert, mountains, washes, and canal systems

park space and facilities for active recreational activities such as softball, tennis, basketball, volleyball, swimming, and equestrian pursuits

- Encourage public acquisition of natural area or developed open space through direct purchase, purchase of development rights, or purchase/dedication of open space easements
- Provide incentives to promote the dedication of natural area open space by property owners
- Promote creative residential and

commercial development techniques consistent with the character plan of an area, to further preserve meaningful and accessible open space

### Enhance Neighborhoods

#### Concept:

*Scottsdale's residential and commercial neighborhoods are a major defining element of this community. The quality of our experience as a Scottsdale citizen is expressed first and foremost in the individual neighborhoods where we live, work, and play. Scottsdale is committed to maintaining and enhancing our existing and future neighborhoods. Development, revitalization, and redevelopment decisions, including zoning and infrastructure planning, must meet the needs of our neighborhoods in the context of broader community goals.*

#### Strategies:

- Integrate public safety into the design of neighborhoods and their community facilities and amenities
- Enhance neighborhood attractiveness by integrating them with and linking them to public amenities such as greenbelts, desert open spaces, parks, and Downtown
- Address neighborhood edges, especially adjacent to major streets and areas of commercial development

- Encourage the blending of new and existing neighborhoods
- Designate historic neighborhoods to reinforce neighborhood character and enhance value
- Identify mature neighborhoods that may benefit from revitalization and/or redevelopment and pursue reinvestment through public projects, private and individual initiatives, and other incentives
- Support Downtown Scottsdale and other commercial centers that strengthen adjacent and nearby residential neighborhoods

### Support Economic Vitality

#### Concept:

*The strength of Scottsdale's economy has enabled the City to provide a high level of service to its residents at a relatively low cost through tourism and sales tax subsidies. In order to maintain its economic advantage, it is important to foster a balanced economic development program. We are committed to the goal of supporting our existing strengths by: targeting new opportunities which can diversify our economic base; providing for the fiscal health of the City; and forming partnerships with the community which strengthen our ability to meet this goal.*

Strategies:

- Encourage opportunities for existing businesses to grow and prosper
- Enhance the local tourism industry by providing for a comprehensive tourism development strategy, seeking out new opportunities within the tourism industry, and protecting our unique Sonoran Desert environment
- Target new economic activities and job opportunities that are compatible with Scottsdale's lifestyle, such as medical and research; especially those that are non-polluting and use advanced technologies that support telecommuting and alternative transportation modes
- Ensure that there are adequate opportunities for future commercial and business activities throughout the community
- Continue to form community and regional partnerships as the best means of dealing with critical issues and emerging opportunities
- Ensure that any new areas being considered for annexation into Scottsdale can support not only the economic goals but also the priorities of this community
- Encourage a variety of housing types and densities in new development if they foster neighborhood identity

Seek Sustainability

Concept:

*Scottsdale is committed to the effective management of our finite and renewable environmental, economic, social, and technological resources to ensure that they serve future needs. It is essential that there will always be sufficient resources to maintain or improve levels of service, environmental quality, economic vitality, and access to amenities that contribute to the quality of life Scottsdale offers today.*

Strategies:

- Plan and promote the orderly building of infrastructure such as water, sewer, and transportation facilities
- Encourage development patterns where land uses and locations are compatible and supportive of alternative modes of transportation, such as bicycle systems, pedestrian ways, and transit
- Encourage a variety of compatible land uses throughout the city in appropriate locations allowing people to live, work, play, and shop in the same general area
- Anticipate the need and secure land for public facilities such as water treatment plants, reservoirs, well sites, street rights-of-way, parks, libraries, and other public needs such as police and fire services

- Promote partnerships to accommodate efficient use of resources, land, and services

### Value Scottsdale's Unique Lifestyle and Character

Concept:

*Scottsdale offers a superior and desirable Sonoran Desert lifestyle for its citizens and visitors. Scottsdale's lifestyle and character embrace the beauty of our natural features including the desert, mountains, and washes; and our contributions to the physical environment such as quality residential development, distinctive commercial and employment centers, and pleasing public amenities. Ensuring a variety of living, working, and leisure opportunities is fundamental to our community. The preservation of this unique lifestyle and character will be achieved through respect for our natural and man-made environment, while providing for the needs of our citizens.*

Strategies:

- Define a variety of character areas that are compatible with the surrounding natural and man-made area by taking advantage of existing amenities
- Ensure that development or redevelopment reflects the form, scale, materials, design features, and overall ambiance established in a character area plan
- Encourage projects that are responsive to the natural environment, site conditions, and unique character of each area, while being responsive to people's needs
- Support accessibility to the desert and mountains for all citizens where appropriate
- Incorporate public art into emerging and mature areas that express the dominant lifestyle or character of an area, through public and private development and redevelopment opportunities
- Establish art districts, where appropriate, throughout the city capitalizing on existing opportunities such as Downtown Scottsdale

### Advance Transportation

Concept:

*The transportation system must be the backbone of the city, supporting its economy and serving and influencing its land use patterns in a positive way. Scottsdale's commitment to transportation planning will be reflected in both development and redevelopment decisions. Historically, Scottsdale has grown up with the automobile as the primary mode of transportation. Although the automobile will likely remain the primary mode of transportation, Scottsdale shall provide*

*alternatives to diversify our City's transportation system. The alternatives will provide greater accessibility for residents and visitors, alleviate pollution and congestion, and serve and influence land use patterns.*

Strategies:

- Maintain a continuous and integrated land use and transportation planning process to ensure that development and infrastructure planning accurately reflect the travel demands and complement each other
- Provide for adequate transportation corridors by allocating enough land during the planning process to allow for high occupancy vehicle (HOV) lanes, bike lanes, multi use paths, and transit facilities for future travel demands
- Encourage land use patterns that reduce the amount of travel by the development of neighborhoods where mixed use centers and services are easily accessible from residences
- Expand and enhance pedestrian, bicycle, and transit access by considering safe and inviting access to shopping, offices, schools, etc. from multi use paths and transit facilities in all development decisions
- Ensure that the physical location and

design of our transportation corridors are environmentally sensitive to our desert, mountains, scenic corridors, and neighborhoods

**The Character-based General Plan**

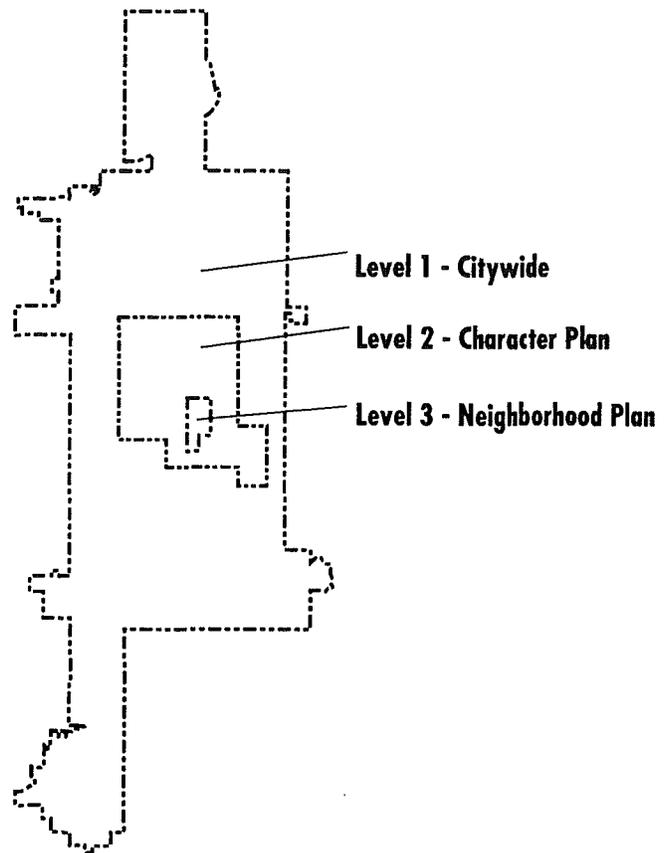
The Character-based General Plan has **four components**. In addition to the **Guiding Principles** discussed above, the recommended General Plan format has three distinct and interrelated levels:

- Level 1: Purpose, Structure, and Process descriptions and citywide policies expressed in the Elements,
- Level 2: Character Plans, and,
- Level 3: Neighborhood Plans.

**Level 1 - The City as a Whole**

The **Level 1** part of the General Plan incorporates all **policies that apply to the City as a whole**. Perhaps the greatest departure from the existing General Plan is that, for the first time, it describes the origin and purpose of the plan, and the unique attributes of planning in Scottsdale. In aggregate, the introductory language for the plan recommended by CityShape 2020 provides a history and context for the application of General Plan policies and statements.

The Steering Committee recommends that the General Plan retain its existing four elements (the **Land Use, Circulation, Environmental Design, and Public Facilities** Elements), and add an **Economic** Element to the core document. Each of the existing elements has been reviewed by the Steering Committee. The five recommended plan elements **together** form the basic parameters for decision-making at the Character Plan and Neighborhood Plan Levels. They are enhanced in importance and reinforced in authority by having them constitute the Level 1. This is the community's assurance that the Level 2 and 3 plans will be accomplished with overall consistency, adherence, and sensitivity to community-wide issues and goals.



The Steering Committee has developed recommended language for the General Plan introduction that includes sections entitled “What is a General Plan”, “A Definition of Scottsdale”, “Guiding Principles for the General Plan”, and “General Plan Format”. In addition, the committee has developed a working outline for a draft Economic Element. Appendix 1 contains the annotated table of contents for the Level 1 General Plan.

### *Level 2 - Character Plans*

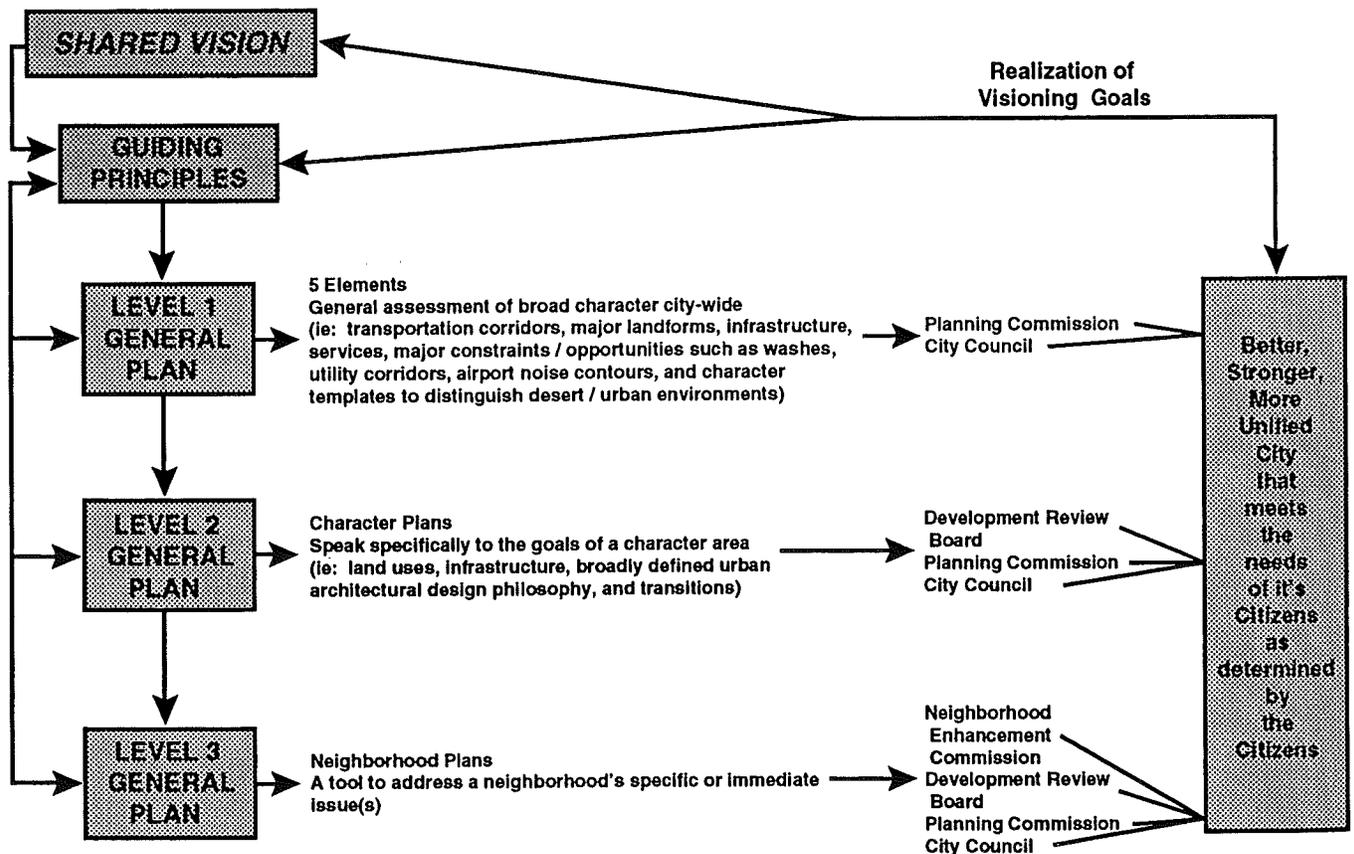
The **Level 2** Character Plans, developed on a priority basis over a period of time, will speak specifically to **the goals and special attributes of an identifiable and functional area** — its land uses, infrastructure, broadly defined urban architectural design philosophy, and transitions. The Character Plans will ensure that **quality of development and consistency of character** drive Scottsdale's General Plan, all within the context of community-wide goals.

An additional strength of the Character Plan approach is its ability to address “edges” — those critical places where two character areas meet or places where Scottsdale’s boundaries meet with the boundaries of other governmental jurisdictions.

The Steering Committee has drafted generalized descriptions for an array of potential Character Area descriptions or templates, that may in the future be applied to specific areas as the basis for

further Character Plan development. The recommended template descriptions are included in Appendix 6.

The Steering Committee has also developed a series of questions to be asked in determining priorities for Character Plan preparation, as well as key questions to be addressed by each and every Character Plan. These key questions involve administrative framework, integration with the Level



## "A NEIGHBORHOOD PLAN IS NEITHER A SUBSTITUTE FOR THE ZONING ORDINANCE NOR THE CITYWIDE POLICIES OF THE GENERAL PLAN."

1 General Plan citywide policies, and specific components of the Character Plan. Appendix 2 contains the annotated Table of Contents for the Level 2 General Plan.

### *Level 3 - Neighborhood Plans*

Because the health and vitality of a neighborhood is dependent on its ability to plan for the future, steps need to be taken to address changes that will take place in the neighborhood.

The **Level 3** Neighborhood Plans will **assist neighborhood groups in their efforts to improve specific neighborhoods within the City.**

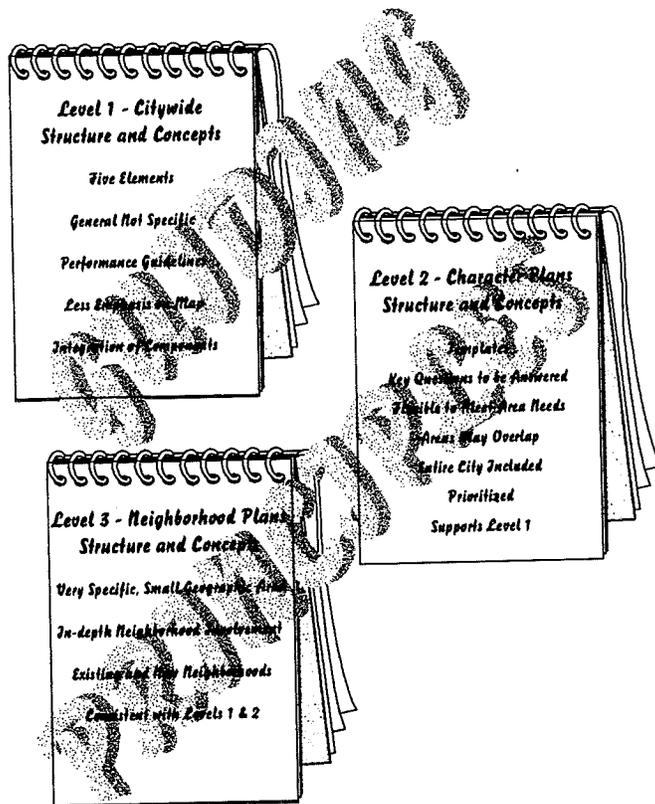
They must be consistent with Scottsdale's citywide Guiding Principles, the guidelines contained in the five General Plan Elements, and the clarifications contained in the Character Plan within which a Neighborhood Plan is located, if there is one. Every neighborhood has different needs, issues, constraints, and opportunities. The Neighborhood Plan might broadly define a neighborhood's goals together with an action plan or it could be a functional plan to address a neighborhood's specific or immediate issue. One thing that the Neighborhood Plan must be careful to avoid is to become a zoning map or to imply control over land use.

**A Neighborhood Plan is neither a substitute for the Zoning Ordinance nor the citywide policies of the General Plan; it is the application of both to our most defining environment - the smaller area where we live and/or work.**

The Steering Committee detailed a list of key questions that should be addressed within a Neighborhood Plan, as well as the process steps that should be followed leading to the adoption of a plan by City Council. In short, the committee sees the Level 3 planning process as including the mechanics of neighborhood organization (either formally or informally), the establishment of boundaries, a neighborhood inventory to articulate its goals, issues, problems, opportunities, and resources, and the development of a draft Neighborhood Plan. The Level 3 process **must have** the in-depth involvement of the people who live and work in that neighborhood. Appendix 3 contains the annotated Table of Contents for the Level 3 General Plan.

Many neighborhood plans may be done in concert with ongoing redevelopment efforts. For example, the Los Arcos area is located in a mature part of Scottsdale and reinvestment in this area will preserve and enhance the

surrounding neighborhoods as well as the commercial and retail centers. Because of the importance of revitalization to this and other portions of the city, the Neighborhood Enhancement Commission will provide support and assistance to both the Neighborhood Planning and Redevelopment efforts.



**Benefits of New Format**

This four component General Plan approach has many direct benefits in serving as a highly accessible framework for community decision-making. The CityShape 2020 recommended General Plan approach applies **throughout the City**, regardless of the use, intensity, or age of development. In planning the land use distribution for developing areas and acknowledging the defining characteristics of an area, planning for and budgeting needed infrastructure is greatly simplified and enhanced. A key advantage of this new General Plan format is certainly its **ability to address issues and challenges in existing/mature neighborhoods** that have often received little attention in the past.

The key to establishing the value and viability of the recommendations from CityShape 2020 is in their implementation. Scottsdale traditionally has had higher levels of staffing and applied more resources for planning than most communities. Given the extensive and comprehensive scope and process for both Scottsdale's *Shared Vision* and the CityShape 2020 program, it is important that the City pursue these goals with ever increasing focus and energy.

## **CityShape 2020 Process Objectives Addressed**

The thirteen specific objectives, adopted by City Council at the outset of the CityShape 2020 process, and as described below were addressed through CityShape 2020 or parallel processes (i.e. Cost of Development Study, Cost of Services Study, and Annexation Policy review). The two interrelated products of CityShape 2020 — the Guiding Principles and the character-based General Plan format — and the process to achieve them either touch upon or direct specific action for all of these process objectives.

- *Increased public education and understanding*
- *More informed and involved community*

The community outreach process clearly and comprehensively addressed the education and community involvement objectives through a series of outreach tools, ranging from speaking opportunities and written messages to interactive citizen conferences.

The many facets of community outreach have included: two newsletters; eighteen information capsules; and speaking engagements with property owner/resident groups as well as numerous civic groups and clubs.

- ▶ Increased public education and understanding
- ▶ More informed and involved community
- ▶ Strategic priorities to achieve the *Shared Vision*
- ▶ Specified function and use of the General Plan
- ▶ Integration of the General Plan citywide
- ▶ Fiscal impact of development identified
- ▶ Economic aspects of development emphasized
- ▶ Environmental impacts of development considered
- ▶ Mountain and desert preservation linkages created
- ▶ Identification and development of new tools to use
- ▶ Current area studies completed
- ▶ New area studies identified
- ▶ Annexation policy adopted

With the help of the twenty four hour dedicated telephone hotline, the availability of an Internet address, and coverage in Scottsdale's utility billing newsletter, the CityShape 2020 mailing list grew to over twelve hundred addresses. The Planning Commission also has provided CityShape 2020 with a televised outreach opportunity since the summer of 1995. At the commencement of each formal

hearing, the Planning Commission has dedicated time for a CityShape 2020 presentation update targeted to the citizens who are attending the hearing as well as those persons who are watching the proceedings on Scottsdale CityCable 7.

- ***Strategic priorities to achieve the Shared Vision***

The strategic priorities to achieve the *Shared Vision* are delineated in the development of CityShape 2020's six Guiding Principles, as defined by context statements and a series of sample implementation strategies. For instance, they address the four dominant themes of the Visioning Process — **Sonoran Desert, Health and Research, Resort Community, and Arts and Culture**. In addition, the character-based General Plan format will reinforce community **character** and **quality** of development, striving to meet overall community expectations expressed by the *Shared Vision*.

- ***Specified function and use of the General Plan***
- ***Integration of the General Plan citywide***

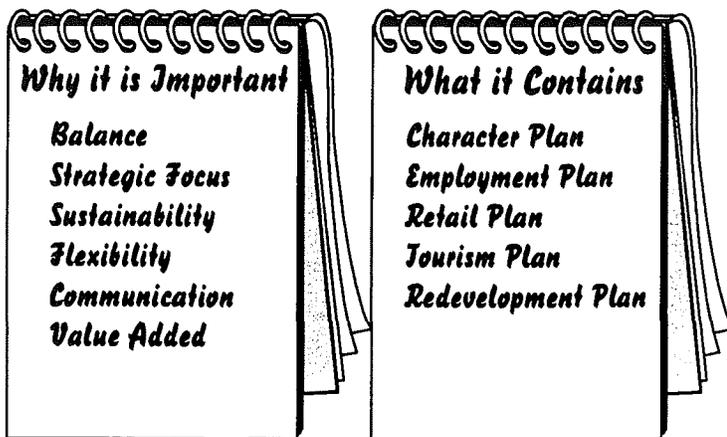
The function and uses of the General Plan and the integration of the Plan's

citywide objectives formed the basis for the development of the character-based General Plan format. It was considered crucial by CityShape 2020 that the General Plan recognize the **importance of citywide goals** that must be carefully considered and take precedence over the more local issues and potential solutions. The specific examples discussed within CityShape 2020 included the overall citywide coordination required for most transportation and other infrastructure planning.

- ***Fiscal impact of development identified***
- ***Economic aspects of development emphasized***

CityShape 2020's recommendation that an Economic Element be added to the current General Plan Elements, as well as the inclusion of a draft outline, addresses the process objective of emphasizing the economic and fiscal aspects of development. In addition, the separate but parallel Cost of Services and Cost of Development studies are expected to be finished soon, and to provide valuable additional information.

## Economic Element



- *Environmental impacts of development considered*
- *Mountain and desert preservation linkages created*

The environmental impacts of development and the need to create mountain and desert preservation linkages are clearly articulated and addressed in the Guiding Principles concept and strategies statements.

- *Identification and development of new tools to use*
- *Current area studies completed*
- *New area studies identified*

The recommended character-based General Plan format is capable of directly addressing current area studies,

using the Character Plan format and process, as well as the systematic identification of new area studies as Character Plans. This three-level format is clearly a new tool to use in application to our community of great variety.

- *Annexation policy identified*

The CityShape 2020 Steering Committee has reviewed the city's current Annexation Policy as a separate objective and has made recommendations and updating suggestions. CityShape 2020 has concluded that the flexibility and accountability of the current process-based policy is appropriate for the limited annexation opportunities that may present themselves in the future. It is expected that both the Planning Commission and the City Council will wish to review these recommendations separately and in greater detail.

**Appendix 4** contains a complete list of significant accomplishments of CityShape 2020, including "products", "process", "community outreach", and "accountability".

# IMPLEMENTATION

The key to establishing the value and viability of the recommendations from CityShape 2020 is in their implementation. Scottsdale has traditionally had higher levels of staffing and applied more resources for planning than most communities. Given the extensive and comprehensive scope and process for both Scottsdale's *Shared Vision* and the CityShape 2020 program, it is important that the City pursue these goals with increased focus and energy.

## **Current Resources**

The City of Scottsdale has recently begun a number of technological and procedural improvements which will assist the implementation efforts. Over the past few years a Geographical Information System (G.I.S.) has been established. This provides more accurate map-based information, with greater ability to retrieve and present the information. Various computer models have been developed, are in design, or are being updated in order to plan for infrastructure systems such as water, sewer, drainage, and streets. New procedures are being developed to refine the master planning capability for infrastructure systems, and better integrate them into the city's planning.

## **Future Resources**

In anticipation of the CityShape 2020 recommendations, **the City has comprehensively reorganized its planning programs in order to fully carry out these recommendations.** A key component of this

change has been the creation of a Community Planning team which is now structured for emphasis on the three levels of planning being proposed by the Steering Committee (i.e. General Planning, Character Area planning, and Neighborhood Area planning). This team will have expanded staffing and will be able to draw upon the resources and expertise of other city departments and programs. In addition, a Redevelopment program has been created which will help to implement planning goals and policies in established areas of the City. Additional supportive relationships with other parts of the city organization will be established to carry out the recommendations, in effect creating a broad-based team.

It is important that future resources be devoted to informing and educating the public about the concept of these recommendations and General Planning for Scottsdale. To the extent possible, citizens should be a part of this outreach activity.

## **Commitment to Community Education Process**

Because citizen input helps to validate the message, CityShape 2020 is committed to the inclusion of all affected stakeholders (all Scottsdale residents, property owners, and business owners). Broad citizen outreach is essential to the long-term relevance and accountability of the General Plan. With that in mind, **an extensive community education process will be the linchpin in achieving the desired results.**

"... IT MAKES SENSE TO APPLY THE EXISTING AND APPROVED GENERAL PLAN, ALONG WITH THE GUIDING PRINCIPLES, TO PLANNING DECISIONS IN SCOTTSDALE DURING THIS TRANSITION."

When the role of the Steering Committee and its Advisory Team is complete, the CityShape 2020 message, as embraced by the City Council, should be highlighted in the community through a multitude of outreach opportunities. Some of these opportunities include:

- Citizen Board and Commission briefings
- Meetings with stakeholder groups
- Media package—Uniquely Scottsdale, Bear Reporters and City Editors, CityShape publications and videos
- Library references of entire CityShape process
- Key mailing lists
- Speakers Bureau (outreach to interested community, resident, and civic groups)
- CityCable 7
- Citizen Service and Neighborhood Centers (outreach to community members who may not be reached by standard planning initiatives)
- Schools and institutes of higher learning

### **Priorities and Transition — The Role of Planning Commission**

As the CityShape 2020 recommendations are implemented, there will undoubtedly be a period of time before all of the pieces are in place. During this period, the Steering

Committee recommends that the **Guiding Principles take effect immediately** to provide necessary guidance and continuity for community decision making. **In order to allow for the reasonable planning and development of the community to go forward during this period, it makes sense to apply the existing and approved General Plan, along with the Guiding Principles, to planning decisions in Scottsdale during this transition.** Under any other scenario, the community could well lose the benefits of the kind of opportunities it envisions as desirable if CityShape 2020 implementation is delayed.

As described previously, the resources within city government are being realigned in order to begin implementation of the CityShape 2020 recommendations soon after City Council endorsement. **The initial effort will likely focus on defining and designing the policies and procedures for the development of Character and Neighborhood Plans and on updating the General Plan Elements, including the addition of the Economic Element.**

Obviously, the creation of Character Plans citywide, and even the creation of strategic Neighborhood Plans, will take some time. Once a Character Plan is complete for a specific area of the community, it makes sense to begin applying the revised and simplified General Plan Elements to the area along with its Character Plan and any completed Neighborhood Plans.

The creation of Character Plans will challenge the creativity of the Planning Commission, the City Council, city staff, and the citizens of Scottsdale. Character Plans have the potential to bring the community's *Shared Vision* into reality. Every effort should be made to develop such plans with both performance standards and incentives necessary to guide the type of development that this community desires, and to afford the opportunity for the public/private partnerships that can achieve such development.

**The guidance for this and ongoing planning activities will come from the Planning Commission**, based on the concepts developed by CityShape 2020. The CityShape 2020 process has produced many documents and other resource materials to assist in guiding the implementation of the character-based General Plan. A list of these resources is contained in Appendix 6 to this report.

It is the conclusion of the Steering Committee that Scottsdale's General Plan is a good base that has served us well. Now it needs to be improved to address the changing conditions of the City. Regardless of the rate or location of growth, **the General Plan needs to be focused on leading growth toward high quality and value while at the same time recognizing the diversity of character and function between different parts of the City.** As the General Plan Elements are updated and simplified, and as Character Plans are adopted, the recommendations proposed by the

Steering Committee will become more visible and functional. It is important that this process not stand in the way of ongoing decision-making, but rather these recommendations should help to create a sense of direction that facilitates decision-making.

### **Results of Proposed General Plan Process**

The initial products that are expected to come out of these recommendations include the procedures and priorities for Character Plans and Neighborhood Plans. The revised Level 1 portion of the General Plan, including templates for Character Areas, should be completed in the first four to six months. It is also expected that specific Character Plans will closely follow the completion of this initial activity.

### **Prioritization**

Specific prioritization issues — such as opportunities for change and/or improvement, citizen interest, the amount of development interest, the need to resolve infrastructure concerns, and the availability of resources — will be evaluated by the Planning Commission, and ultimately decided upon by City Council. Some character or neighborhood plans may be relatively simple and focused on a few specific issues, while others may cover a broad range of complex topics. It is important that the process allow for such variety and for activities to occur in an expeditious, timely manner.

## CONCLUSION

The citizens of CityShape 2020 have now completed their work. This report has been prepared to offer City Council and the whole community a summarizing document that explains where the education, discussion, and debate has been, and where it has taken us. It also summarizes CityShape 2020 recommendations on how to make the Scottsdale General Plan a better and more meaningful document through six Guiding Principles and an improved three-level General Plan format.

**CityShape 2020 clearly and concisely articulates a *Shared Vision* for the future—one that represents broad citizen consensus — through the Guiding Principles.** It states strategies for realizing Scottsdale's *Shared Vision* through the Guiding Principles and the development of Character and Neighborhood Plans. CityShape 2020 provides opportunities for community involvement and follow-through of the General Plan recommendations. It recognizes and celebrates the multitude of differences throughout the community. CityShape 2020 also represents an investment in our future. By engaging the youth of our community in this process they will become stakeholders in fulfilling Scottsdale's *Shared Vision*.

Scottsdale's quality and desirability is the result of our citizens. **Each citizen has a personal responsibility to get involved in shaping the future of their community.** All decisions are interconnected — no decision

occurs without impacting other areas of community activity and interest. This recommended approach, with its Guiding Principles, helps assure that decisions will be balanced to meet personal needs while addressing community values. The Guiding Principles will add value and quality to the community. The three levels of planning, as proposed, will accommodate varying degrees of flexibility and specificity. The CityShape 2020 recommended General Plan framework recognizes broad assumptions about the future and is essentially **a statement of commitment, priority, and process to achieve the community that Scottsdale's citizens want.**

The Steering Committee believes that the ideas and approaches outlined in **this report** (and in the volumes of materials generated by the citizens of CityShape 2020 that are referenced but separately organized) **will provide the means for the city to maintain its traditions of strong planning and high quality, and to have a plan with the flexibility to address redevelopment at the same time it guides new development.** Above all, this General Plan will be thorough and responsive to the needs of this community.

We present it to the City Council and all the citizens of Scottsdale with full faith in its potential to enhance Scottsdale's reputation as one of the best-planned cities in the country.

# APPENDICES

1. Level 1 General Plan - Annotated Table of Contents
2. Level 2 General Plan - Annotated Table of Contents
3. Level 3 General Plan - Annotated Table of Contents
4. CityShape 2020 Accomplishments
5. Guiding Principles
6. List of documents and resource materials developed by CityShape to guide the implementation of the recommended General Plan

**APPENDIX 1**

*Level 1  
General Plan*

*Annotated  
Table  
of  
Contents*

# The Scottsdale General Plan

Table of Contents  
Scottsdale, Arizona

## *INTRODUCTION*

---

### *WHAT IS A GENERAL PLAN*

---

Statutory authority / requirements .....	page
Statement of purpose .....	page
What a General Plan is not .....	page
History of General Planning in Scottsdale .....	page
Relationship of General Plan to other City documents .....	page

### *WHO IS SCOTTSDALE*

---

History of growth and development .....	page
Key community decisions (emphasis on internal and external forces that have affected these decisions) .....	page
Role in the metropolitan area .....	page
Relationship to surrounding communities .....	page
Key socio - economic trends .....	page
Definition of community past, present and future - particularly those elements that differentiate Scottsdale from other valley cities .....	page
Acknowledge <i>Shared Vision</i> and <i>CityShape 2020</i> process, history and significance of the S.T.E.P. programs .....	page

***GUIDING PRINCIPLES FOR THE GENERAL PLAN***

---

Special attention to describing the *Shared Vision* and list contained in  
November 18, 1994, Council Action Report .....page

Acknowledge the General Plan deals effectively with mature, redeveloping,  
and new areas of the community .....page

***GENERAL PLAN FORMAT***

---

Describe multi-level approach to the General Plan

Level 1 - City-wide .....page

Level 2 - Character Plans .....page

Level 3 - Neighborhood Plans .....page

Define Character Plan (particularly those elements of a Character Plan that  
will be applied consistently to each plan), and that one Character Plan theme  
may be applicable to more than one geographic area under separate  
plans .....page

Define Neighborhood (or "Focus") Plan .....page

**APPENDIX 2**

*Level 2  
Character Plan*

*Annotated  
Table  
of  
Contents*

# **Anyplace Character Area Plan**

## **Table of Contents Scottsdale, Arizona**

### ***INTRODUCTION***

---

Statement of Purpose ..... page

Define what a character plan is and what it is not  
Identify how character plans relate to other components  
of the General Plan (Levels 1 and 3)

Plan Development Process..... page

Describes the process and the participants

Background/Context- some materials in this section may be appropriate for inclusion in an appendix..... page

Character Area description  
Area boundaries  
Socio-economic data and trends  
Existing conditions  
Existing General Plan, public policies, past planning efforts

### ***VISION AND CHARACTER***

---

Character Area Vision ..... page

Statement of Overall Goals and Objectives ..... page

### ***RELATIONSHIP TO CITYWIDE POLICIES***

---

Role of this Character Area in the community ..... page

How are Guiding Principles addressed ..... page

Policies / Strategies to ensure compatibility with / to adjacent character areas and bordering communities ..... page

***THE CHARACTER PLAN***

---

Land use, transportation, open space, schools, design, services, etc. Recommendations ..... page

Character Plan Map and other graphics as required ..... page

Land use projections and infrastructure requirements / needs ..... page

Identification of opportunities ..... page

Identification of challenges, impacts, threats and prohibitions ..... page

***IMPLEMENTATION PROGRAM AND ACTION PLAN***

---

Outline Action Plan (identify tasks and timeframe for their completion, responsibilities and sources of funding) ..... page

Identification of Priorities / Actions ..... page

Identification of Performance Standards ..... page

Identification of incentives, disincentives ..... page

Identification of recommended modifications to existing City policies (General Plan Elements, Zoning Ordinances) ..... page

Identification of monitoring / update approach specific to this character plan ..... page

**APPENDIX 3**

*Level 3  
Neighborhood Plan*

*Annotated  
Table  
of  
Contents*

**Anyplace Neighborhood Plan**  
Table of Contents  
Scottsdale, Arizona

***INTRODUCTION***

---

Statement of Purpose ..... page  
    Why this Plan was done and any unique circumstances that provided the impetus

Scope of the Plan ..... page  
    What it is and what it is not

Plan Development Process ..... page  
    Description of the process, participants and anticipated time frame

Map of the Neighborhood (outlined within larger city map) ..... page

***DESCRIPTION OF EXISTING CONDITIONS***

---

Neighborhood boundaries and history ..... page

Land Use, Housing, Circulation, Open Space, Recreation, Character, etc. .... page

Demographic and socio-economic information ..... page

***NEIGHBORHOOD GOALS AND OBJECTIVES***

---

Neighborhood Plan Vision ..... page

Statement of Overall Goals and Objectives ..... page

***RELATIONSHIP TO CITYWIDE POLICIES***

---

How the Guiding Principles are addressed ..... page

Relationship of the Neighborhood Plan with Level 2 Character Plan  
and adjacent neighborhood or existing Neighborhood Plan(s) ..... page

***RECOMMENDATIONS***

---

Identification of Opportunities, Challenges, Constraints and Impacts ..... page

Policies, Strategies and Specific Actions ..... page

***IMPLEMENTATION PROGRAM***

---

Identification of Priorities ..... page

Tasks, responsibilities, timelines, funding sources, etc. .... page

Identification of Recommended modifications to existing  
City policies -- Zoning Ordinance, etc. .... page

Identification of Review, Monitoring and Evaluation  
approaches ..... page

**APPENDIX 4**

*CityShape 2020*

*Accomplishments*

## CITYSHAPE 2020

Accomplishments  
Scottsdale Arizona

### *Products*

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- Issues / challenges reports developed by Advisory Team
- 6 Guiding Principles identified as key community priorities
- Character-based General Plan format studied, defined, and framed
- Comprehensive Table of Contents recommended for updated / revised General Plan
- Expanded introductory component developed for the General Plan
  - \* What is a General Plan
  - \* Who is Scottsdale
  - \* Guiding Principles for the General Plan (framed)
  - \* General Plan format described
- Outline for an Economic Element developed
- Existing General Plan elements reviewed to determine consistency with statutory authority and the Guiding Principles (matrix)
- Series of questions developed for guidance in determining priorities for Character Plan development
- Key Questions developed that should be addressed by each Character Plan
  - \* Administrative (process, participants, timeframe)
  - \* Integration with Level 1 General Plan
  - \* Specific components of each Character Plan

- Character Area Plan Table of Contents developed
  - \* Introduction (statement of purpose; plan development process)
  - \* Background / context
  - \* Vision and character
  - \* Relationship to citywide policies
  - \* The Character Plan (map graphics; elements; land use projections / infrastructure needs; opportunities, challenges, impacts, threats, and prohibitions identified)
  - \* Implementation program and action plan
- Generalized Character Area templates identified
- Neighborhood Plan defined
- Key Questions developed that should be addressed by all Neighborhood Plans
- Neighborhood Plan initiation strategy developed
- Neighborhood planning process developed (goals; issues; problems opportunities; incentives; role of neighborhood groups; recommended Neighborhood Plan outline)
- Community outreach outline developed to explain the Neighborhood Plan concept and its implementation

## *Process*

---

- Develops implementation focus for the *Shared Vision* themes through Guiding Principles and through character-based General Plan format
- Catalyst for new Scottsdale organizational structure to provide a more proactive and comprehensive approach in key areas such as CityShape 2020 implementation
- Comprehensive education over four months CityShape 2020 Phase 1 produced valuable information for the Steering Committee directly, the Advisory Team indirectly, and the general public through complete CityShape 2020 record in all public libraries (written and video)

## *Community Outreach*

---

- Comprehensive outreach to the community when 2020 was initiated resulted in 250 applications to serve on the Steering Committee or Advisory Team
- Televised Planning Commission updates two times per month
- Transportation Commission updates
- Chamber of Commerce updates
  - \* Community Development Committee
  - \* Chamber Board
- 18 Information Capsules
- 2 Newsletters
- Process Summary Report (October 16, 1995)
- 32 Steering Committee meetings (2,000 hours, plus Work Team off-line meetings)
- 11 Advisory Team meetings, plus Issue Group off-line meetings
- Speakers Bureau (outreach to property owner/resident groups, civic clubs)
- Mailing list of 1,200 interested citizens who receive information capsules
- Representation at Council sponsored neighborhood/community meetings, Mayor/Council breakfasts, select Civic Center Mall events
- Internet address
- Dedicated telephone hotline
- Educational Citizen Conference (March 1995)
- Interactive Citizen Conference incorporating electronic technology (June 1995)
- Scottsdale Almanac

## *Accountability*

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- Respects and builds upon Scottsdale's *Shared Vision* themes
- Continuation of Scottsdale citizen participation legacy as pioneered by S.T.E.P. forum series in the 1960's, 1970's, and 1980's

**APPENDIX 5**

*Guiding  
Principles*

## Preserve Meaningful Open Space

### *Concept*

---

The City of Scottsdale is committed to promoting the acquisition, dedication, and setting aside of open space as a community amenity and in support of the tourism industry in Scottsdale. Open space includes, but is not limited to, open space for passive enjoyment and low impact recreational activities, open space for active recreational uses, and setbacks for vista corridors along major streets. The character and function of open space will be different depending upon the character of the area within which it is located.

### *Strategies*

---

- Promote three distinct types of open spaces through acquisition, dedication, or “set aside”:
  - \* Passive natural open spaces that will preserve wildlife and view corridors and sensitive historic / archeological sites, and provide areas for low impact recreational activities such as hiking and horseback riding
  - \* A system of contiguous open spaces, accessible from Scottsdale neighborhoods, that connect the desert, mountains, washes, and canal systems
  - \* Park space and facilities for active recreational activities such as softball, tennis, basketball, volleyball, swimming, and equestrian pursuits
- Encourage public acquisition of natural area or developed open space through direct purchase, purchase of development rights, or purchase / dedication of open space easements
- Provide incentives to promote the dedication of natural area open space by property owners
- Promote creative residential and commercial development techniques consistent with the character plan of an area, to further preserve meaningful and accessible open space

## Enhance Neighborhoods

### *Concept*

---

Scottsdale's residential and commercial neighborhoods are a major defining element of this community. The quality of our experience as a Scottsdale citizen is expressed first and foremost in the individual neighborhoods where we live, work, and play. Scottsdale is committed to maintaining and enhancing our existing and future neighborhoods. Development, revitalization, and redevelopment decisions, including zoning and infrastructure planning, must meet the needs of our neighborhoods in the context of broader community goals.

### *Strategies*

---

- Integrate public safety into the design of neighborhoods and their community facilities and amenities
- Enhance neighborhood attractiveness by integrating them with and linking them to public amenities such as greenbelts, desert open spaces, parks, and Downtown
- Address neighborhood edges, especially adjacent to major streets and areas of commercial development
- Encourage the blending of new and existing neighborhoods
- Designate historic neighborhoods to reinforce neighborhood character and enhance value
- Identify mature neighborhoods that may benefit from revitalization and / or redevelopment and pursue reinvestment through public projects, private and individual initiatives, and other incentives
- Support Downtown Scottsdale and other commercial centers that strengthen adjacent and nearby residential neighborhoods

## Support Economic Vitality

### *Concept*

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The strength of Scottsdale's economy has enabled the city to provide a high level of service to its residents at a relatively low cost through tourism and sales tax subsidies. In order to maintain its economic advantage, it is important to foster a balanced economic development program. We are committed to the goal of supporting our existing strengths by: targeting new opportunities which can diversify our economic base; providing for the fiscal health of the city; and forming partnerships with the community which strengthen our ability to meet this goal.

### *Strategies*

---

- Encourage opportunities for existing businesses to grow and prosper
- Enhance the local tourism industry by providing for a comprehensive tourism development strategy, seeking out new opportunities within the tourism industry, and protecting our unique Sonoran Desert environment
- Target new economic activities and job opportunities that are compatible with Scottsdale's lifestyle, such as medical and research; especially those that are non-polluting and use advanced technologies that support telecommuting and alternative transportation modes
- Ensure that there are adequate opportunities for future commercial and business activities throughout the community
- Continue to form community and regional partnerships as the best means of dealing with critical issues and emerging opportunities
- Ensure that any new areas being considered for annexation into Scottsdale can support not only the economic goals but also the priorities of this community
- Encourage a variety of housing types and densities in new development if they foster neighborhood identity

## Seek Sustainability

### *Concept*

---

Scottsdale is committed to the effective management of our finite and renewable environmental, economic, social, and technological resources to ensure that they serve future needs. It is essential that there will always be sufficient resources to maintain or improve levels of service, environmental quality, economic vitality, and access to amenities that contribute to the quality of life Scottsdale offers today.

### *Strategies*

---

- Plan and promote the orderly building of infrastructure such as water, sewer, and transportation facilities
- Encourage development patterns where land uses and locations are compatible and supportive of alternative modes of transportation, such as bicycle systems, pedestrian ways, and transit
- Encourage a variety of compatible land uses throughout the city in appropriate locations allowing people to live, work, play, and shop in the same general area
- Anticipate the need and secure land for public facilities such as water treatment plants, reservoirs, well sites, street rights-of-way, parks, libraries, and other public needs such as police and fire services
- Promote partnerships to accommodate efficient use of resources, land, and services

## Value Scottsdale's Unique Lifestyle and Character

### *Concept*

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Scottsdale offers a superior and desirable Sonoran Desert lifestyle for its citizens and visitors. Scottsdale's lifestyle and character embrace the beauty of our natural features including the desert, mountains, and washes; and our contributions to the physical environment such as quality residential development, distinctive commercial and employment centers, and pleasing public amenities. Ensuring a variety of living, working, and leisure opportunities is fundamental to our community. The preservation of this unique lifestyle and character will be achieved through respect for our natural and man-made environment, while providing for the needs of our citizens.

### *Strategies*

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- Define a variety of character areas that are compatible with the surrounding natural and man-made area by taking advantage of existing amenities
- Ensure that development or redevelopment reflects the form, scale, materials, design features, and overall ambiance established in a Character Area Plan
- Encourage projects that are responsive to the natural environment, site conditions, and unique character of each area, while being responsive to people's needs
- Support accessibility to the desert and mountains for all citizens where appropriate
- Incorporate public art into emerging and mature areas that express the dominant lifestyle or character of an area, through public and private development and redevelopment opportunities
- Establish art districts, where appropriate, throughout the city capitalizing on existing opportunities such as Downtown Scottsdale

## Advance Transportation

### *Concept*

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The transportation system must be the backbone of the city, supporting its economy and serving and influencing its land use patterns in a positive way. Scottsdale's commitment to transportation planning will be reflected in both development and redevelopment decisions. Historically, Scottsdale has grown up with the automobile as the primary mode of transportation. Although the automobile will likely remain the primary mode of transportation, Scottsdale shall provide alternatives to diversify our City's transportation system. The alternatives will provide greater accessibility for residents and visitors, alleviate pollution and congestion, and serve and influence land use patterns.

### *Strategies*

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- Maintain a continuous and integrated land use and transportation planning process to ensure that development and infrastructure planning accurately reflect travel demands and complement each other
- Provide for adequate transportation corridors by allocating enough land during the planning process to allow for high occupancy vehicle (HOV) lanes, bike lanes, multi-use paths, and transit facilities for future travel demands
- Encourage land use patterns that reduce the amount of travel by the development of neighborhoods where mixed use centers and services are easily accessible from residences
- Expand and enhance pedestrian, bicycle, and transit access by considering safe and inviting access to shopping, offices, schools, etc. from multi use paths and transit facilities in all development decisions
- Ensure that the physical location and design of our transportation corridors are environmentally sensitive to our desert, mountains, scenic corridors, and neighborhoods

**APPENDIX 6**

*Resource Materials  
for  
Guiding  
Implementation  
of  
CityShape 2020  
General Plan Process*

**Documents and Resource Materials for Guiding  
Implementation of CityShape 2020 General Plan Process  
Scottsdale, Arizona**

*Citizens Conference Summary (March 9, 1995)*

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*Advisory Team Issue Group Reports (June 1995)*

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*Citizens Conference Summary (June 14 & 15, 1995)*

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*Process Summary Report (October 16, 1995)*

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*Steering Committee Progress Report (November 29, 1995)*

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*Steering Committee Progress Report (January 17, 1996)*

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*Annexation Policy (February 1996)*

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## CITIZENS CONFERENCE SUMMARY

*(MARCH 9, 1995)*

- \* March 9, 1995 Citizen Conference Agenda
- \* Mission Statement for participants
- \* Biographical list of professional guest speakers
- \* Citizen comments regarding several topics
  - Quality of Life
  - Environmental Preservation
  - Land Management
  - Residential and Commercial Neighborhoods
  - Transportation
  - Economics
- \* List of questions from participants to speakers

# ADVISORY TEAM ISSUE GROUP REPORTS

(JUNE 1995)

## \* Economics Issue Group

- Underlying Assumptions
- Topics
  - 1 - Providing Services
  - 2 - Revenue Sources
  - 3 - Balanced Employment Opportunities / Targeted Industries
  - 4 - Tourism
  - 5 - Retail Issues
  - 6 - Preservation of our Older Neighborhoods

## \* Environmental Preservation Issue Group

- Assumptions
- Topics
  - 1 - Shift in Public Attitude Towards Growth
  - 2 - Unsettled Lands
  - 3 - Zoning
  - 4 - Water

## \* Land Management Issue Group

- Assumptions
- Topics
  - 1 - Quality / Quantity
  - 2 - The Location of Various Land Uses
  - 3 - Natural and Developed Open Space
  - 4 - Land Use and a Balanced Economy
  - 5 - The General Plan
  - 6 - Annexation
  - 7 - Land Use for Public Facilities

\* Neighborhoods Issue Group

- Assumptions
- Topics
  - 1 - Neighborhoods
    - ◆ Neighborhood Edges
  - 2 - Residential Neighborhoods
    - ◆ Maintain Established Neighborhoods
    - ◆ New Neighborhood Development Standards
    - ◆ Support Neighborhood Maintenance with Ordinances
  - 3 - Commercial Neighborhoods
    - ◆ Promote Neighborhood Development in the Downtown
    - ◆ Maintain Existing Neighborhood in new Neighborhood Shopping Centers
    - ◆ Provide Commercial Neighborhoods for Commercial Developments

\* Transportation Issue Group

- Assumptions
- Topics
  - 1 - Congestion
  - 2 - Pollution
  - 3 - Mass Transit
  - 4 - Tourist-Friendly Transportation

# CITIZENS CONFERENCE SUMMARY

*(JUNE 14 & 15, 1995)*

- \* June 14 & 15, 1995, Citizen Conference Agenda
- \* Demographic Information
- \* Idea/Concept Ranking
- \* Critical Issues Comparison

# PROCESS SUMMARY REPORT

*(OCTOBER 16, 1995)*

- \* Memorandum to City Council
- \* CityShape 2020 Process Summary and Action Plan
- \* Statement of Philosophy
- \* Guiding Principles
- \* CityShape 2020 Citizen Participants
- \* Presentation Slides

# STEERING COMMITTEE PROGRESS REPORT

(NOVEMBER 29, 1995)

## \* Level 1 General Plan Work Team

- Team Responsibilities / Findings
- Land Use Element - General Plan Level 1 and 2 Summary Map
- Economic Element Concept Plan
- General Plan Elements - Guidelines Matrix

## \* Character Plan Work Team

- Team Responsibilities / Findings
- "Developing a Character Plan" - Graphic
- Key Questions - Identification of Alternative Futures

## \* Neighborhood Plan Work Team

- Team Responsibilities / Findings

# STEERING COMMITTEE PROGRESS REPORT

(JANUARY 17, 1996)

## \* Level 1 General Plan Work Team

- Reformatted General Plan
- What is a General Plan
- Who is Scottsdale
- Guiding Principles for the General Plan
- General Plan Format

## \* Character Plan Work Team

- Determining Priorities
- Key Questions to be Addressed by each Character Plan
- Character Area Plan Table of Contents
- Character Area Templates

## \* Neighborhood Plan Work Team

- Goals
- Issues
- Problems
- Opportunities
- Incentives for Neighbors Working Together
- Role of Neighborhood Group
- What is a Neighborhood Plan?

**ANNEXATION POLICY ISSUE GROUP**  
*(FEBRUARY 1996)*

- \* Philosophy behind annexations
- \* Summary of annexation history and graphic
- \* Description of adjacent unincorporated county land and graphic
- \* Recommended annexation procedure

