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Oct/Nov/Dec 1973

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IOWA ARCHITECT

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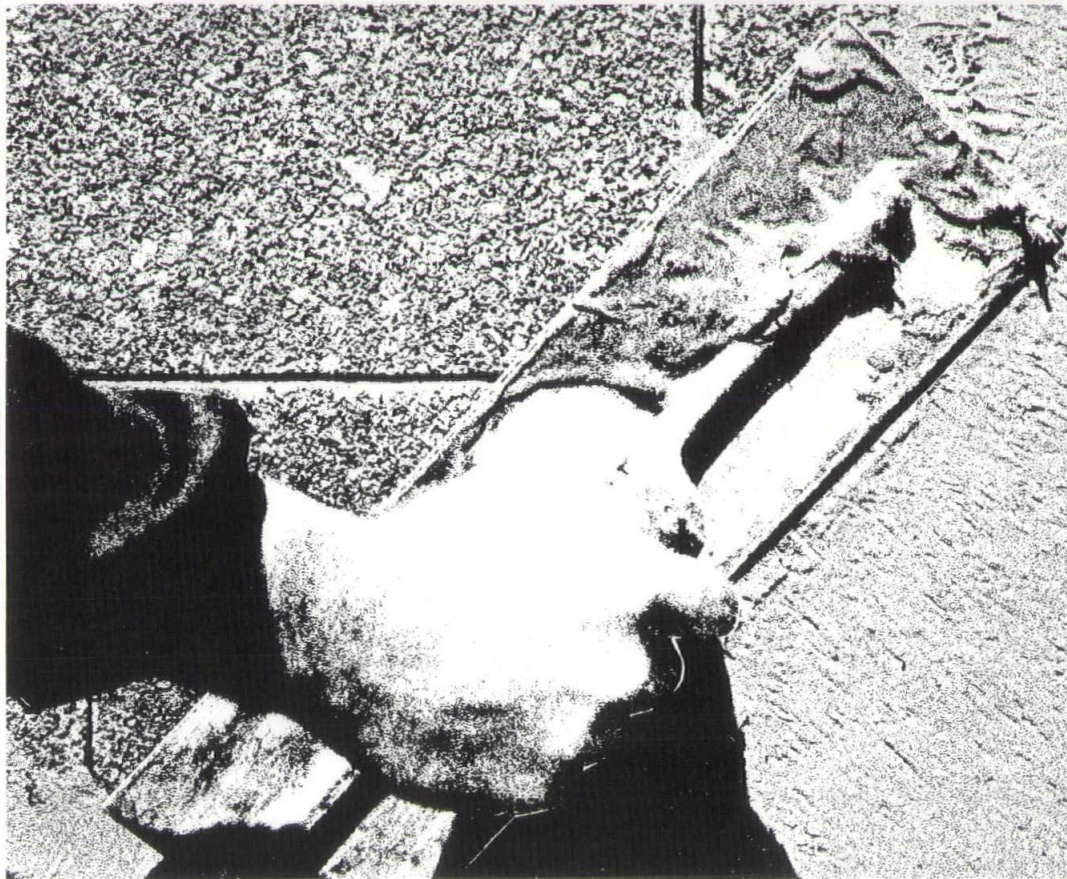
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Explorations in Continuing Education for Architects

Dr. Stuart Rose

Except for scattered remnants, the mark of the acclaimed great architects is invisible in our contemporary environments. Each was copied by a few "disciples". While this tribute is noble, modeling of respected artifacts seems to be a useless means for improving our lot. While I'm closely aware of the desires of historians to generally teach the principles of good design through historic examples, the tactic seems, at least empirically, a waste of time. I suspect that an examination of personal environments that gave rise to the psychological profiles of "great designers" might be a more beneficial historic study. Secondly, a close look at "successful" thinking patterns might then also serve as a useful model to be taught or emulated. (Let me pursue this.)

For several years I've been looking at "design methods". First, I approached them as techniques. Later, I began seeing them as thinking patterns. (*Synectics* the beginning of *Notes on the Synthesis of Form*, and some NTL materials helped me begin seeing things that way.) If some thinking patterns—or problem solving approaches—are more effective than others, why not teach people to use the more effective approaches? Further, if certain approaches are more effective in some situations and less so in others, why not teach a "repertoire" of thinking patterns? The mental dexterity is wild! But I'm convinced, (through my own observations and experiences,) that such control is both achievable, consciously controllable, and extremely useful.

This seems distant from what we know as "Continuing Education". It is, only so far as I'm unable to execute a program to achieve that intent.

Two years ago there was virtually nothing in the way of regular and ongoing Continuing Education. Some new data and skills were developed, tested and put into practice in both universities and private practice. Nothing was being disseminated in any sort of wide spread way. The printed media—books, magazines, etc.—and lectures (titled as "seminars") were sole vehicles of dissemination. Some data can be diffused

that way, but certainly no training occurs. And developing more effective mental processes requires training! Not reading about it or hearing about it, but doing it . . . actively practicing it . . . training.

All AIA Continuing Education Programs are classified as either "data transmitting" (informational) or "training" (skill developing). Because some media for doing the former exist, my initial energy focused on the latter area.

The Architectural Training Laboratories are locally conducted "live" training programs. The Architectural Game Seminars are packaged (programmed) training programs. Organizational Development is an In-House educational program which features training components.

Each is intended for a different audience situation. Some people prefer going to live programs. Some prefer working at their own pace and time at home. Some wish to develop their skills in the context of their firm—as part of a team. Those are the differences.

The common characteristics—All find out where people are at, and begin there. All are forms of training. All measure preceptions of change and, a few months later, actual change. All are diversified in content, so that the differing needs of different people to increase their effectiveness *on their own terms* can be met.

AIA isn't the only source for Continuing Education. Universities, private companies, technical schools, and even individuals are selling Continuing Education. Some are mostly educational goal oriented. Some are mainly profit oriented. In pursuing a source for Continuing Education, ask yourself these questions:

What problems do I really feel?

Can I describe what I'd like a helpful learning experience to do? What should I be like afterward?

What are my options? In subject? In type of experience? In cost? In convenience?

What assurance do I have that these brochures are accurate?

Will I be passive? Will I be listening to others describe their skills, or will I be actively guided to

work at developing my own skills?

Am I willing to work—practice—try something new?
It's dangerous.

I'm not starving and I want to be sure I don't toss out something that works for something I'm unsure of. What risk exists in making a change? How can that be minimized?

Finally—a little discovery that reconfirms the mental process ideas I've toyed with, but which also poses problems for which you can help, follows.

All lab instructors are resource people who are "All Stars" nationally in their fields—Marketing, Business Management, OSHA, Environmental Impact Assessment, Financial Management, Construction Management, and Development, to name a few of the fields. Every instructor goes through a training program to teach them to be trainers. One of the key points of the instructors' trainers is that teaching *problem solving methods* is the best vehicle. The All Stars tend to agree that they got their skill that way. The labs that are more that way are more successful.

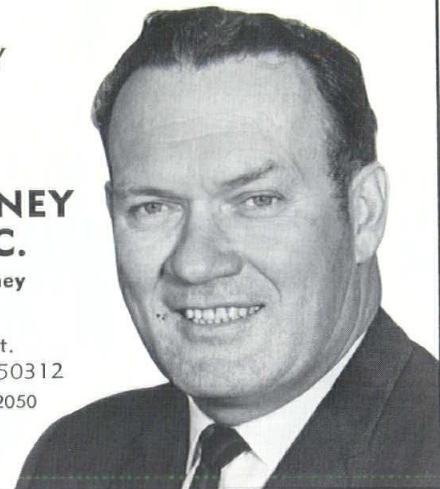
But people don't show if the lab is titled "Problem Solving Methods to use Anywhere". They do partake in specialized applications. The Continuing Education system would be better—clearer, more effective and less expensive if it could openly do the former. I'm open for suggestions on how to get there. How can I "sell" a course in "Problem Solving Methods—Applied to Your Biggest Problem"? Success equals the success of our future.

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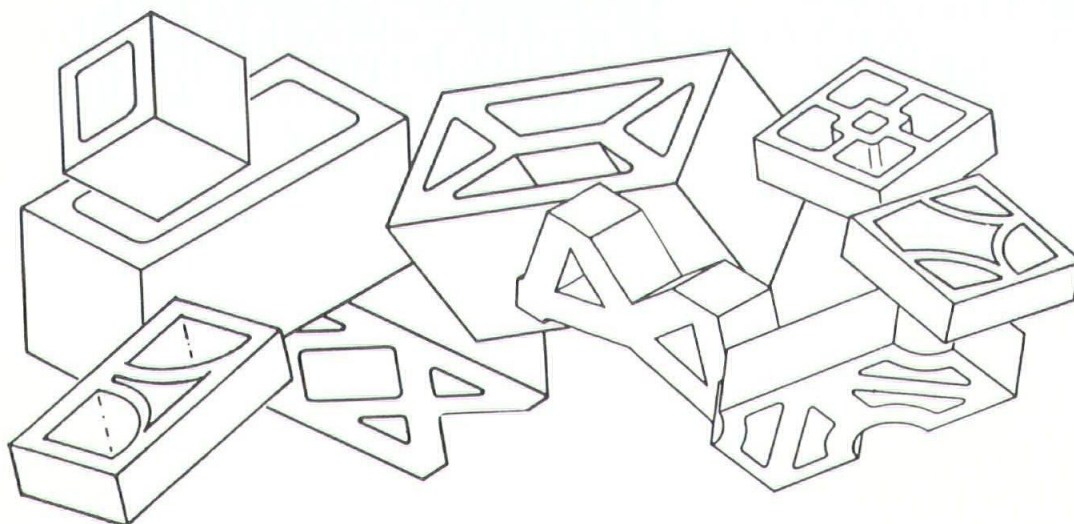
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Federal and Iowa Land Use Legislation

Vernon Stone

The nation and the state are initiating land use planning legislation. Several issues have stimulated action: the deterioration of the environment—particularly the urban environment, the marginal supplies and poor distribution of energy resources, the accumulating needs of a growing population (U.S. and the world), an inequitable tax system, severe psychological and social stresses sustained by economically and racially segregated elements of the United States citizenry.

Efforts have been made since 1970-71 by Congress and the President to grapple with land use problems. The Land Use Policy and Planning Assistance Act (S 268) is currently receiving the most attention. It provides incentives for states to develop land use programs and comprehensive plans along federal guidelines. James J. Kilpatrick, syndicated writer appearing in the Des Moines Register, recently wrote about this bill under the headline "Federal Land Use Planning as Threat to Cherished Principles" . . . "Potentially, in terms of our political values, it is the most dangerous and destructive piece of legislation ever passed by the Senate . . . I suspect there is vastly more to this bill than meets the eye . . . it has an edge like a wedge." Pursuant to cherished principles, landowners in Blackhawk County recently insisted on the absolute right to subdivide their land.

These views, of course, reflect an important fact. Any public land use control inevitably reduces individual freedom to use land. National and state land use legislation will generate constitutional issues likely to plague the process of land use control for a long time.

The U. S. derived concepts of economics and property from Britain. Soon after these were passed on, they began being modified at the source. Britain started the reform of their socio-economic system while the U.S. was squandering its vast resources in a scramble to occupy the continent from sea to sea.

Britain, as well as the Scandinavian countries and the Netherlands, began to develop direct land use control measures shortly after the turn of the century. Many serious efforts were made to solve the social problems created by the industrial revolution. In Britain, there are

many examples of these efforts from Robert Owen and his Port Sunlight (1816) to Patrick Geddes, who perceived the need for regional planning (1892). Ebenezer Howard, a compelling and patient man, published *Tomorrow* (The Garden City) in 1898 and built Letchworth and Welwyn Garden City, the latter eventually becoming a "designated area" after World War II, and subsequently expanded as part of the New Town program.

British national legislation was written, rewritten, and increasingly refined until 1946-47 when the New Town Act and the Town and Country Planning Act created the detailed structural organization of the administrative, financial and technical procedures for the design and construction of New Towns. This became the basis for all land use planning. Subsequent Acts have smoothed out and updated the original and have also dealt with problems of land acquisition procedures and compensations.

The British have succeeded in spite of severe constraints of resources, wealth, a contracting empire and vicissitudes of a viable democracy in action. Its success rests on an informed electorate, a tradition of social responsibility, and on a superb administrative and civil service, constituting a recognized achievement of governance.

European societies which provided parenthood for early America retained vestiges of their medieval systems, including recognition that the land was vested in the Crown as a proprietorship responsible to the national interest. However, the feudal view of land held in common had little influence over American thought. Great Britain, which influenced the culture and laws of the United States during the early beginnings and also during the 19th Century, was, at the crucial time, dominated by philosophies of laissez-faire political economy and fee simple title to land. Land, as property under the Constitution, was thus considered literally subject to 'sole and despotic dominion' of the owner, extending from the earth's center to the zenith.

In America, the supply of land seemed inexhaustible. The attitudes of a free and vigorous frontier life, cou-

pled with great quantities of elbow room, intensified this simplistic concept of individual rights in land. Free and active traffic in land as a commodity was void of the social obligations of ownership.

Thus was the land gained. The policy from 1620 - 1900 was: "fill it up, connect it up, use it up".

The Homestead Act passed in 1862 stimulated productive occupation of the land by family units and had the virtue of tending to prevent speculation. In 1891 the U.S. Government took the first steps to exercise control when it set aside forest reserves, and later, watersheds, to protect streams and timber. Increasingly poor living conditions in urban areas produced the first zoning laws. They have been disliked, misunderstood, and misused ever since. Rural zoning went nowhere, but some rural land control was exercised through designation of irrigation, drainage, and soil conservation districts. These were extended in the 'dirty thirties' to attack problems associated with dust storms by voluntary cooperative programs of land improvement and management. Little has been done since 1941-45 except to suffer the consequences of all the defects allowed to become impacted in the system. Even in the face of mounting disorder and disarray, challenges to the rules and regulations of the land game were rarely given serious credence.

The results of land use policies in Britain and the U.S. stand in sharp contrast.

Land use legislation is challenging. Its objectives are difficult to define in politically congenial terms. It frequently develops stresses vis-a-vis the Constitution and excites the emotions as intensely as any issue in the nation. After much waste and misuse of resources, and the creation of an ugly urban environment, the needs became apparent and pressing and the government began to react.

A series of proposals for initiating U.S. land use policies appeared recently in the Congress. Bills were offered by Senator Jackson (D. Wash.), Representative Aspinall (D. Colo.) and by the executive branch. At the present time, Senator Jackson's S.268 is receiving considerable attention and is likely to be consistent with

the final bill, if passed.

The following diagram outlines the essential features of S268. The Hatched areas are not covered in detail by S268 and are subject to decision by state legislatures.

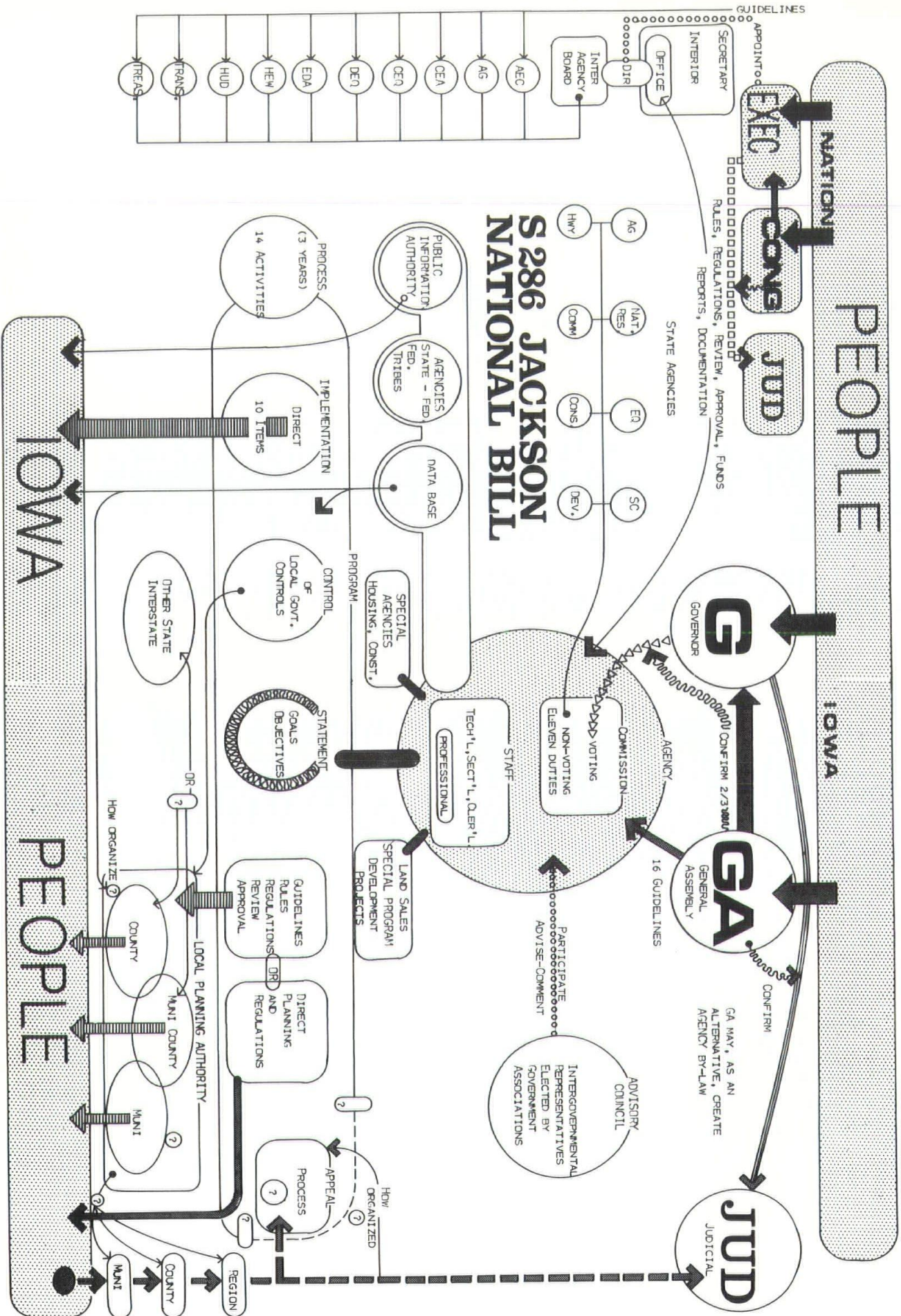
II A PROCESS and III A 3) IMPLEMENTATION are given in detail to augment the diagram.

II A. PROCESS (To be completed during first three years after enactment of S 268)

- 1) Preparation and continuous review of an inventory of all land and natural resources.
- 2) Preparation and continuous review of demographic, economic and environmental data.
- 3) Projections of land requirements for recreation, parks, open space, transportation, housing, urban development, new towns, etc., etc.
- 4) Preparation and continuous review of inventory of environmental, geological, and physical resources.
- 5) Monitoring changes in land use.
- 6) Preparation and continuous review of state needs related to federal land in state.
- 7) Preparation and continuous review of inventory of
 - a) Institutional, financial, organizational resources.
 - b) Local programs of extra-local impact.
- 8) Establishing methods of
 - a) Identifying needs for large scale and regional development.
 - b) Identifying areas of critical environmental concern.
 - c) Providing for appeals procedures for exception of areas non-state law.
- 9) Provisions of technical assistance and training programs for agency personnel.
- 10) Establishing arrangements for exchange of data and information among all agencies.
- 11) Establishing procedures for education of the public concerning land use planning.
- 12) Participation of public, property owners, users, officials in the planning and management.
- 13) Consideration and consultation with other states concerning interstate zones.
- 14) Consideration of impacts on local property tax and rights of private property.

A. 3) IMPLEMENTATION for: (after five years)

- a) Control of land of critical environmental concern; historic, cultural, scientific, aesthetic values; renewable resource lands for food, water, fiber.
- b) Control of land in areas of, and access to, 'key facilities'.
- c) Control local restrictions relative to public facilities.
- d) Locating new towns and control of land use around new towns.
- e) Control of large-scale development.





- f) Control of pollution consistent with federal laws.
- g) Assuring fit among local, regional and state land use plans.
- h) Review and update continuously.
- i) Assuring maximum participation of public, owners, users, officials, etc.
- j) Inclusion of federal programs as pertinent and appropriate.

STATE LAND USE ACTIVITIES

The forces stimulating Congress and the President have already caused reaction from a few states. Hawaii, Colorado, Maine, Washington, Oregon and Florida have recently enacted state land use policies.

For the past three years ('71, '72, '73) two successive Iowa Legislative Study Committees have been working on proposals to the General Assembly for a procedure to create an Iowa Land Use Age the 1974 session.

AMERICAN INSTITUTE OF ARCHITECTS' RECOMMENDATION

The American Institute of Architects has been active in studying problems of growth and land use policies. The Houston Convention, 1972, adopted a plan for national urban growth recommended by the National Policy Task Force. The recommendations were directed primarily at urban problems, particularly those of heavily impacted city centers and metropolitan regions. However, the principles involved are valid for any locality where growth takes place because *all growth requires land*, and continued growth finally arrives at the need to determine difficult priorities. Other issues are relevant to non-growing areas, particularly the matter of equity of distribution of the tax burden.

SALIENT POINTS OF THE REPORT AS ADOPTED

1. A national policy is an expression of *national values* including, foremost, the worth of the *individual* and his *freedom of choice*. A national growth policy should commit the nation to these values.
2. Problems of a national growth policy are more concerned with quality of life than with numbers. People are searching for more livable communities; safer, functionally integrated neighborhoods with an identity of their own providing both community and privacy.
3. The *neighborhood* should be a minimum unit of growth for rural areas, small towns, metropolitan areas (both in the center and at the edge), and new towns.
4. People who design, build and serve the community should be given incentives to identify with and work at the scale of the neighborhood.
5. Major growth will probably continue to take place in existing metropolitan areas. In spite of the desirability of radically changing this pattern to a 'better distributed growth', the political and economic realities indicate concentration on these areas, particularly the older city centers.
6. Restoration of existing areas should be simultaneous with new development. Space for relocation must be available before restoration can be properly effected.
7. A broader financial base must be obtained before a program of more livable communities can be effected. The local property tax is a crippling and distorting force. The Federal Government and the States should assume a much

larger proportion of the cost of social services, utilities and schools by means of a combination of broadly based, less regressive taxes responsive to the general economy.

8. The States, supplemented by regional structures, should assume a larger role responding to the needs of growth because of their broader jurisdictions and their constitutional functions of control over local governments. The 'sturdiness and savvy of grassroots support', available through citizen control and participation at the neighborhood level is a capability which is needed to augment public support of a national growth policy.

9. Higher standards for community values—environment, facilities and services—should be given some consideration even at the loss of some of the amenities of the single lot—single house concept and the exclusionary effects of higher costs.

10. Land development requires close public control, particularly at the 'growing edge' of communities and in the 'critical areas'. Public acquisition and preparation of land in advance of development is needed. Such lands, in most cases, should be leased rather than sold.

Subsequent to the adoption of the Growth Policy, Archibald Rogers FAIA, First Vice-President AIA and Chairman of the National Policy Task Force testified before a Senate committee on S268. Included in his statement were recommendations for objectives of state planning programs. Of the fifteen recommendations, thirteen have been clearly covered in the bill, including the one most frequently emphasized in Iowa, conservation of highly productive agricultural land. Two objectives which may not be included specifically in S268 are: assurance of equal opportunities for all citizens and planning a 'balanced' distribution of population. Following the previously noted urban emphasis, he deplored the omission of specific reference to central cities and metropolitan areas and recommended appropriate amendments.

Rogers commented further about the importance of activities by states and local government units.

1. State funds should be provided to aid local programs.
2. State chartered development corporations with power of eminent domain and public borrowing authority should be encouraged.
3. Metropolitan planning and development agencies should be formed.
4. Both public and private programs should be developed to aggregate community development into units of growth large enough to integrate *all the necessary inter-related parts*. In short, build neighborhoods of approximately 500 to 3,000 units.
5. "Unearned increments in land values due to public investment should be returned to the public." S268 awards compensation for diminished use of property. The state planning process should also "find means to capture unearned increments in the value of land accruing to private property owners due to public investments on or near their property."
6. The amount of money available under S268 should be increased substantially.
7. Retain and extend sanctions. (An amendment to this effort was defeated.)
8. Information pertinent to land use process and programs, including alternatives, should be publicized well in advance of hearings. The public should be aware of options and be able to take informed positions at hearings.
9. An appeals procedure must be available to review objections and reservations after preparation of the initial state plan.

OBSERVATIONS—RECOMMENDATIONS

America's ideal concept of man's relationship to land developed from its European origins, the vastness of its

resources, the pioneer-frontier profligacy and the leverage of technology. The gross waste generated by the impetuous expansion has only recently been recognized.

Activities of Congress and State Legislatures imply a recognition of the need for a public land use planning process. There should be no illusions that a 'fee simple' dominion over land can be retained and simultaneously have planning. Land use planning requires a commitment regarding future action, implicitly a surrender of some freedom in individual use of land.

GROWTH

Growth continues. Achieving zero growth by 2020 A.D. would still produce a 30-40 percent population increase. Also, demographic curves are notoriously erratic; current rates are not likely to continue. Growth in other countries indirectly affects Iowa. Conservation of our resources is clearly a practical and moral necessity. Conservation and development cannot be made compatible except through land use planning.

Iowa has been insulated from the more severe pressures of growth, but will not be insulated indefinitely. Many unresolved social, economic and logistical problems are reminders that there are unavoidable national interdependencies denying comfortable isolationism.

Growth for Iowa implies social effects beyond numbers. At best, non-growth would tend to slow social development, at worst, would produce an Iowa hardly more socially viable than a food and fiber factory. Iowa has been exporting its human resources with an unfavorable balance of trade. This movement should be arrested to preserve the State's future. Opportunities of self-realization in a more varied and expanded social milieu must be provided. Occupations challenging talent and creativity should become increasingly available. A public policy of growth combining Iowa's natural and human resources can yield social enrichment.

Possible national planning programs devised to solve socially and physically depressed urban areas may include redistribution of population and industry. Expanded and new towns would be consequences of such programs. These large-scale developments have been successful in Britain, but under circumstances not analogous to conditions in the U.S.

HOUSING

New housing responds immediately to growth. A free market subject to high costs is out of range to low income people. The government must respond with some form of subsidy and cannot discriminate in its application. Burdens of race and poverty, strangely ubiquitous in our society, must be borne with equity and compassion. The promise of the American enlightenment is at stake.

Any land use policy must relate to the issue of a

balanced population distribution. Rights of mobility and choice must be retained.

THE NEIGHBORHOOD

The idea of the planned unit development has existed for a long time. Radburn, N.J. (1929), the product of American design, has been recognized world-wide and has influenced Tapiola and Stockholm, and British town design.

The ideas contained in the design of Radburn are economically and aesthetically compelling. The program is based on an elementary school sized community. The range of dwelling units (500 - 3000) is dependent on the acceptable range of elementary school population. Project scope logically includes associated services, facilities and amenities and permits compounded economies due to composition, good relationships and the opportunity to integrate all required elements.

Successful PUD process includes the aggregation of non-fragmented land in appropriate locations and recourse to a large financial base. The scale of these requirements suggests public involvement and careful qualification of the designers, builders and managers of a development to insure quality and economy. A continuing program of public acquisition of land for neighborhood development may be desirable.

PUBLIC SERVICE

How go about planning? Planning for whom? By whom? We look to our political and social institutions, to our technical and professional resources. Here lies another legacy of profligacy. The 'conventional wisdom' sees politics as a shadowy sector. Pre-election skepticism often turns to post-election cynicism, with or without reason, and generates the fulfillment of expectations. 'Bureaucrat' is a term of opprobrium. Although essential to government, the bureaucracy is regarded as bumbling and expensive, a defenseless target of citizen scorn. The professions survive in public esteem by dint of outstanding individual performances.

A land use policy must be implemented by the very people suffering public castigation. Lay enlightenment and good intentions cannot substitute for competent professionalism, but laymen can seek out and qualify those who do have the skills and experience. Britain's successful planning efforts include many factors, not the least of which are a first-class public service and administration, recognized to be worthy by the people. Training, and/or obtaining outstanding administrative and technical performance is important to the process being sought by the STUDY COMMITTEE.

DATA, INFORMATION

Before policy implementation, there must exist much data and information. An appalling deficiency exists. Several agencies are working hard under inadequate funding to fulfill the task. This work should be intensified and expanded.

Resource Analysis: The Land Use Analysis Laboratory, an ISU project, is developing a process which will become a valuable tool for decision-making by planners, officials and the public. The process encodes large volumes of land capability and characteristics data which can be integrated visually on a computer print-out. The project deserves expansion to cover the state and to enlarge the data range.

The National bill gives emphasis to acquiring a data base. Implementation will eventually depend on it. Work should be expedited separately from enactment of the bill.

THE LEGISLATIVE STUDY COMMITTEE

Weightier problems of growth and social disorder have not yet appeared in Iowa. The state has an opportunity to develop planning policies before the necessity of expedient and drastic action. A LEGISLATIVE STUDY COMMITTEE has been working since 1971 to prepare a proposal to the GENERAL ASSEMBLY. The COMMITTEE's working objectives appear to include:

1. Compatibility with proposed National bill requirements in order to qualify for grants-in-aid.
2. Preparation of a proposed bill to the GENERAL ASSEMBLY which, when adopted, will
3. Establish a land use policy (goals) for Iowa
4. Establish a state organizational structure to execute policy according to
5. Guidelines for local units to carry out policy.

Objectives seem non-controversial at this time, but should receive careful attention as the focal point for eventual public discussion. Objectives of current proposals seem to undershoot urban problems. 'Control of urban sprawl' is too loose a term and does not adequately focus on the range of related planning problems.

The statewide organizational structure has received much attention. Four possibilities have been proposed:

1. A *temporary* COMMISSION — DIRECTOR — STAFF agency, the COMMISSION appointed by GOVERNOR, confirmed (2/3) by SENATE to *propose* legislation for the *permanent* agency and system required by the National bill.
2. An entirely new agency
3. An agency formed by combining existing agencies
4. An agency formed by expanding the existing Department of Soil Conservation.

Alternative 1. was the 71-72 STUDY COMMITTEE proposal. COMMISSION membership and degree of agency autonomy were contended. The idea of an entirely new agency attracts little support although the general procedure seems to lead to a new agency, in fact, if not in name. Also, contributions of staff from other state agencies will be likely in any event.

Alternative 4. has received attention based on the availability of an existing state-wide staff in good standing, particularly with the rural sector. The structure of Soil Conservation agencies consists of districts and

counties. In the proposal, six direct directors plus two special section directors (elected citizens) would be augmented by five additional members representing the general public, appointed by the Governor and approved by two-thirds of the SENATE, to form a COMMISSION assisted by an ADVISORY COMMITTEE of selected state department heads. The state AGENCY would be known as 'The Department of Land and Resource Conservation'. An intermediate tier of state agencies would be County Agencies headed by Boards of Supervisors assisted by the County Soil Conservation representatives who would not have a vote.

Under guidelines from the GENERAL ASSEMBLY, the permanent COMMISSION would determine goals and guidelines for local agencies, plan and/or control 'critical areas' and 'key facilities', prepare land capability inventory data, prepare tax studies, review and approve local plans, hear appeals and carry out normal Soil Conservancy functions. Alternative 4. includes the concept of county planning agencies serving as the intermediate tier of the state system.

Organizational problems recur with all proposals: election or appointment for key positions; relationships among administrative, planning, enforcement and appeals functions; identification of 'critical areas' and 'key facilities'. Boundary determination between state and local responsibility occurs as an issue.

An interdisciplinary, professional STAFF and an association-elected intergovernmental ADVISORY COUNCIL are required by S268 and not adequately identified in current proceedings. Appeals procedures are required by S268, but will require detailed design by the State.

Membership of the COMMISSION has been contended throughout the deliberations. Proposals appear to have a rural-dominant imbalance in varying degrees. Tenure of membership can only be inferred. For such a pervasive and sensitive function as land use policy formation and implementation, conditions of tenure and removal should be specifically included.

Current proposals under Alternative 4, if eventually carried out, do not give hope for an adequate or effective Iowa Land Use Policy. The AGENCY membership is grossly unbalanced, and narrow in orientation, the name inaccurate and the county hierarchy unsound.

The County as the regional planning agency is seriously questioned. Sixty-six now have no planning activities; most of the remainder rely largely on municipal planning agencies. A multi-county unit provides a better organizational and financial base for services and institutions and is compatible with modern communications.

Thirteen out of sixteen existing multi-county districts have planning agencies. HUD requires processing programs through established regional agencies. Community colleges, medical facilities and economic areas fit into this structure. Interstate problem areas reflect regional rather than county scale. Sixteen lines of communication between agency tiers is much preferable to ninety-nine. The good offices of the Soil

Conservation Committee certainly would not be sacrificed by varying modes of agency structure. With consolidation, if indicated, the multi-county districts seem decidedly preferable to counties as the intermediate agencies.

Land use administration under Soil Conservation as 'The Department of Land and Resource Conservation' is a misnomer promising to generate misunderstanding and confusion. Instituting a comprehensive activity under a parochial label would be avoidable and undesirable.

EXTEND AND CHARACTER OF THE PLANNING PROCESS

Should government undertake forward-looking legislation at the risk of overshooting public opinion? Or should carefully conservative agencies be created and avoid offense to special groups?

These questions do not appear to have been consciously confronted and answered, particularly where extent of planning is concerned. Piecemeal development and implementation of policy is a continuing plague on planning that can be avoided by requiring a comprehensive bill, leaving no gaps in the plan and insuring adequate coverage of interstate problem areas.

Multi-county Districts should be brought up to speed as soon as feasible and, as a coordinated group, should be directed to consider land use on a complete statewide and interstate basis. All land in Iowa should be identified under an assigned land use classification and funding should not create a short-fall to comprehensive objectives. The principle should be applied immediately, but allowing deliberate tactical implementation as circumstances indicate. Cooperating regional and local authorities should begin work to provide an inventory data base as expeditiously as possible.

TAX POLICY

Concepts of land use and taxation interrelate. Successful European examples of large scale land planning seem to be invariably accompanied by tax policies designed to recover community values in land. The objectives are not only to generate revenue, but *primarily* to control use.

Community creates value in land by public investment and development *and simply by its very existence*. Communities have rights to these values the same as the individual has rights to the product of his individual investment. But our tax procedures do not yield these values, and rights of the community are abused. Real estate transactions for 1967 include a \$1 Billion tax yield on a \$20 Billion increase on the value of *raw land*. Past and continuing losses of community values to private individuals are inequitable and cripple needed investment in the public sector.

The use of land as a marketable commodity results in large amounts withheld from timely use, producing scattered, irregular patterns which defy comprehensive

solutions to land use problems. Hanson, of Ames, before the Study Committee said, "... property suitable for development within the city limits has been bought up by land speculators, who, in order to maintain a low tax base, do not develop it." This is the classic situation forcing needed development to take place piecemeal on marginal land. The result is sprawl, disorder, increased costs and degradation of environmental quality.

Effective implementation of long-range plans requires the prevention of speculation in land and eradication of tax policies making speculation a private remunerative business. Initiatives should be taken to recapture and recycle community-created land values.

PUBLIC PARTICIPATION

Participation of the citizenry is essential to successful planning. Constructive participation requires understanding and agreement concerning the roles of the public, the administration and the technical-professional people. Responsibilities and functions of all groups should be mutually respected.

Enforcement, investigation and appeals procedures should be carefully woven into the system. Current public affairs underline the need to proceed clearly and purposefully.

Public control should be exercised in an orderly and timely manner. Agencies responsible for planning should be protected from sustained variably apathetic-frenetic public reactions. Pressure group influence should be kept in reasonable proportion.

Constructive public-agency interrelationships are important to the health of the process. The design of this complex mechanism is the challenge to the GENERAL ASSEMBLY and the GOVERNOR.

TRANSPORTATION AND UTILITIES

A complete and adequate major highway system has been projected and presumably will eventually be executed. Changing patterns of agriculture suggest possibilities or reordering our secondary road system into less mileage and lower cost. River transport and related facilities should be expanded. Improved. Air systems should be included for balanced and diversified transportation.

The railroad system requires attention *now*. It is being progressively dismantled as increased capacity is sorely needed. The state should acquire rights-of-way and build, improve, maintain and manage the system for the use of railroad companies in a manner analogous to the highway system for trucking companies. Cost/benefit advantages should include the value of needed service.

In spite of severe environmental problems, nuclear energy seems to be the most timely alternative to fossil fuel systems. A state land use policy should be particularly attentive to the meshing of this function. Utility corridors have been debated. A curbstone view is that

the eventual consolidation of power, gas, electrical power, communications and railroads into a multi-utility system is logical and desirable. Feasibility criteria should include a wide span of time and values, the latter not always measureable.

CRITICAL AREAS—KEY FACILITIES

The S268 and the STUDY COMMITTEE refer to these, emphasizing direct control by the state agency. Identity, scope and jurisdictional management of affected areas seem to be sensitive issues. Accommodating this aspect of state planning responsibility intensifies the need for a comprehensive approach. Current proposals do not appear adequately to cover factors included in these general areas of direct state agency control.

AGRICULTURAL LAND

Preservation of agricultural land for agricultural purposes is a recurring theme. Land is not classified as 'prime' but as Class I - VIII in that order of quality. For Iowa, Class I is 12%, II - 42%, III - 28%, IV - 7%, V - VIII - 11%. NINETY FIVE PERCENT of all Iowa is cropland, pasture or forest. If argument persuades, our farmland is secure.

No prudent person would suggest this land be profligately used. However, *non*-planning has resulted in towns being located on the best farmland with no expansion possible without absorbing more. Highway corridors, especially the intersections and other key facilities may have been placed without regard to quality of land occupied. These heavy public investments generate values not realizable without using farmland. Add availability of good water supply, good drainage, a major railroad and urban development becomes increasingly compelling.

Objectives of a sound land use policy should be to prevent wasteful anomalies, to selectively identify development designated areas, to recover land from unproductive development and to conserve all existing farmland consistent with the needs of Iowa.

Addendum

To Editors of IOWA ARCHITECT

The article submitted was written under the assumption that the latest published proposal was H688 (23 April 1973).

It has come to my attention, too late to alter the manuscript, that there is an amendment (3 May 1973) to this bill which should receive mention. An amendment of similar content was made to an earlier bill, S65/H58. Therefore, the following is given as an addendum to the articles.

The principal change effected by the amendment is to change membership of the group charged with developing proposed legislation.

From: COMMISSION

Voting members:

- 2 Farmers (diversified)
- 1 Elected or Appointed officer of a city or town
- 1 Elected or appointed officer
- 5 of a county
- 5 Representatives of the General Public (Appointed by Governor, confirmed by GENERAL ASSEMBLY)

Non-Voting Members:

Dept. Head or designee of:
Agriculture
National Resources
Office of Environmental Quality
Soil Conservation
State Highways
Commerce
State Conservation
Iowa Development

TO: STUDY COMMITTEE

Voting Members:

- 5 Senators
- 5 Representatives
- 5 Non-legislative with technical and professional knowledge

(Senators and Representatives to be appointed by the LEGISLATIVE COUNCIL must include current STUDY COMMITTEE membership, if they desire. Non-legislative members appointed by legislative members).

Duties are reduced to 8. a) b) c) d) of those outlined for H688, deleting the remainder.

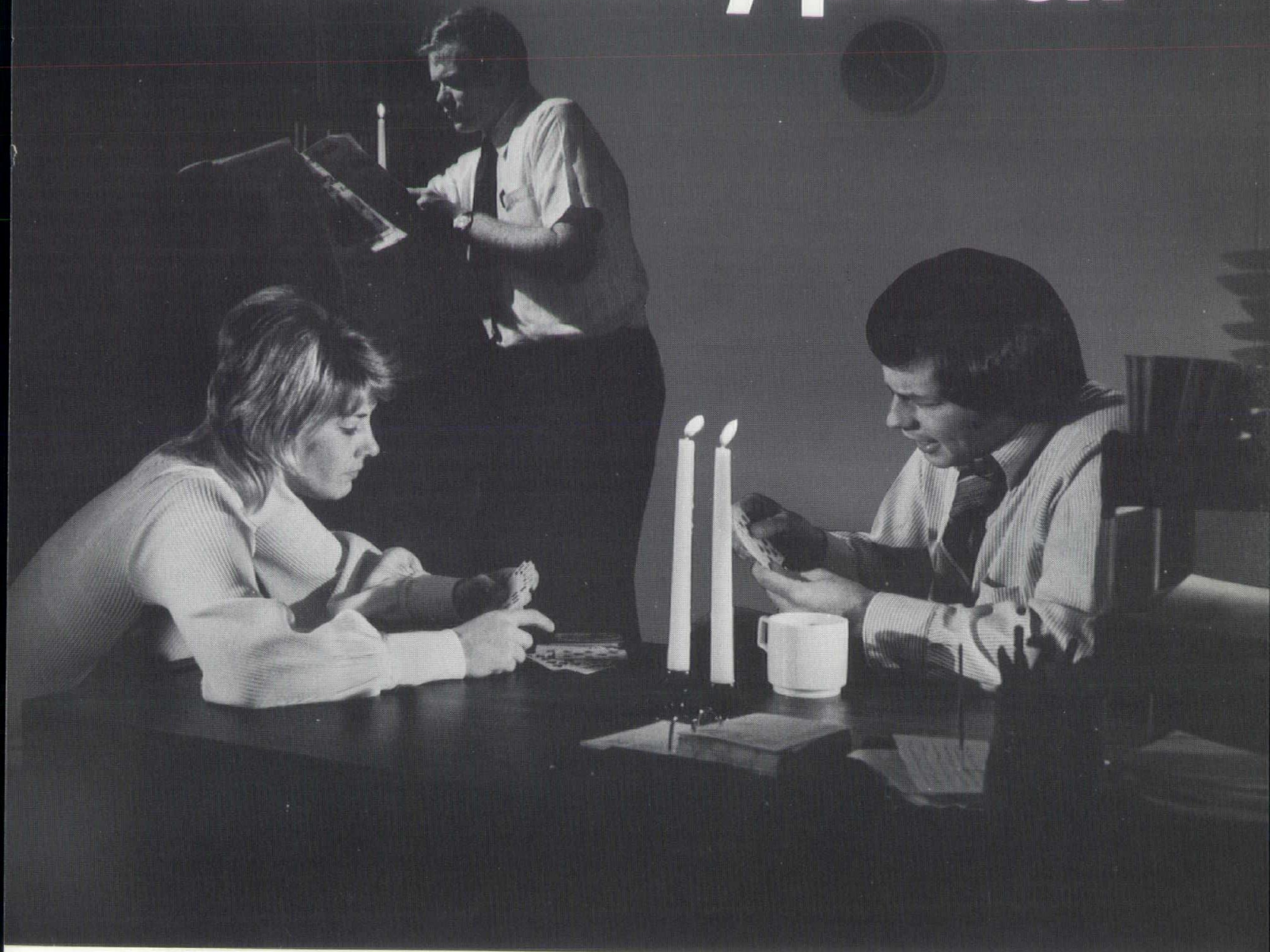
The due date for presentation of the policy proposed by this COMMITTEE is 30 days after convening of the 1975 GENERAL ASSEMBLY.

The implications of this change are not clear. The membership of the STUDY COMMITTEE will depend on appointments by the LEGISLATIVE COUNCIL. One might speculate the retention of the rural-urban imbalance.

Reduction of scope of duties omits public hearings and others. However, one may presume that these matters would be included in the new STUDY COMMITTEE'S subsequent proposal to the GENERAL ASSEMBLY.

It should be emphasized that these bills and amendments not firm at this time, but currently under consideration. No bills have been passed. NO amendments approved.

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Pollution and Living

It is becoming harder to die naturally. This is the opinion of Matthew J. Kerbec, publisher of the annual environmental reference-text "YOUR GOVERNMENT AND THE ENVIRONMENT." According to Kerbec, environmental laws now being enforced will force hard choices in 1973 and 1974.

At this time no one knows how present and future pollution control actions will affect health, ecology, living habits, product design, manufacturing processes, transportation and costs. The far reaching air, water, noise, pesticide, and ocean dumping antipollution laws enacted in 1970 and 1972 are now starting to be actively enforced and these enforcement actions will affect all individuals and companies. Ignorance of these laws can result in fines of up to \$50,000 per day and two years in prison. Also under these laws companies must install and allow inspection of pollution monitoring devices and records.

These are only a few of the provisions common to all the laws and each one has other restrictions aimed at specific pollution categories.

The three year grace period allowed under the Clean Air Act of 1970 for states to develop clean air implementation plans has passed, and the Environmental Protection Agency (EPA) has transferred 70 specialists from planning to enforcing activities. In addition to the legal penalties, this legislation will require many sacrifices by the driving public and commercial firms in areas having heavy population concentrations. Actions being proposed by EPA include new vehicle inspection and maintenance regulations, bus and car pool lanes, gasoline rationing, some urban areas restricted to all vehicles, parking surcharges, increased bridge tolls and installation of additional antipollution devices on vehicles. The EPA has proposed regulations that would make it mandatory for states to compile lists of facilities violating the provisions of the Clean Air Act of 1970. A listed facility would be ineligible to receive any Federal contract, grant, or loan.

For the first time, under the Noise Control Act of 1972, producers of transportation, construction, electronic and electrical equipment (including motors and engines) are required to meet noise emission standards and obtain certification for their products. One

real benefit for producing certified products is if these are found to be substitutes for products presently purchased by the Federal government, it will pay up to 125% of the price of non-certified products.

For the first time, under the Federal Water Pollution Control Act of 1972, discharge permits are required for municipal discharges and ocean dumping permits must be consistent with the Marine Protection, Research and Sanctuaries Act of 1972. Also for the first time manufacturers will be required to pay "industrial user charges" if they discharge water into public water treatment facilities built with federal grant funds. The Act also provides for loans to small business concerns to make facility alterations required to meet water pollution standards.

These considerations must be measured against the health hazards and ecological damage which may be caused by an indifferent approach to pollution control. In the recent 13 day air pollution alert in Washington, D.C., normally cautious public health officials un-animously agreed that automobile emissions of carbon monoxide, sulfur dioxide, solid particles, hydrocarbons, nitrogen oxides and photochemical oxidants were the major causes of the pollution alerts and that we should care more about air pollution than we do. These alerts are becoming more frequent in this area — six so far in 1973 with the first carbon monoxide alert in January 1973. There were only four alerts in 1972. EPA studies show that people who live in heavily polluted areas suffer far more from diseases such as asthma, bronchitis, pneumonia and emphysema. Autopsies of long term residents in North Birmingham, Alabama are revealing black lungs similar to the black lung associated with coal miners.

Comparing today's solid wastes, containing materials such as pesticides, herbicides, fungicides, mercury, asbestos, arsenic, plastics, lead, radio-active residues, obsolete gas weapons, cadmium, ammunition, polychlorinated biphenyls and other toxic compounds to the solid wastes generated in 1900, is as meaningless as comparing the first airplane with a supersonic jet. There are a number of new materials and products in today's solid wastes that are polluting the air, water, land and mankind. Their effects still

remain to be evaluated. Many of them are insidious, persistent and lethal.

Our waterways are being inundated with an ever increasing amount of organic and inorganic materials, chemicals, compounds, and human and animal wastes. The Potomac River flowing past the Nation's Capitol is the recipient of so much raw sewage that swimming is banned and caution is advised when boating or fishing. Raw sewage contains all the potential disease and bacterial agents present in healthy or sick human body wastes. Water quality in many areas does not meet health standards for drinking water.

On the subject of noise there is evidence showing that noise of sufficient intensity and duration can cause temporary or permanent changes in the auditory system. These changes can affect persons of all ages by distorting the clarity and quality of the auditory experience leading to hearing handicaps that adversely affects the learning process, work performance and health.

Each passing day brings more evidence that many of man's actions affecting resource acquisition, energy use, and environmental degradation are not only harmful but irreversible. There is no doubt that humans now have the capability of exhausting a number of the world's resources and poisoning the air, water, and land systems to the point where these systems will no longer support life; and this can happen in one lifetime if adequate environmental laws are not enacted and supported.

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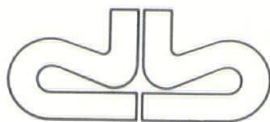
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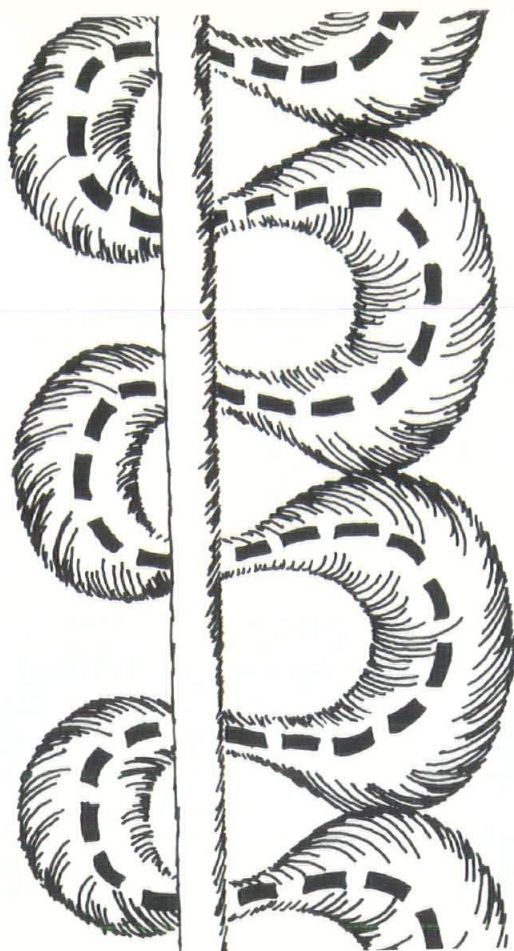
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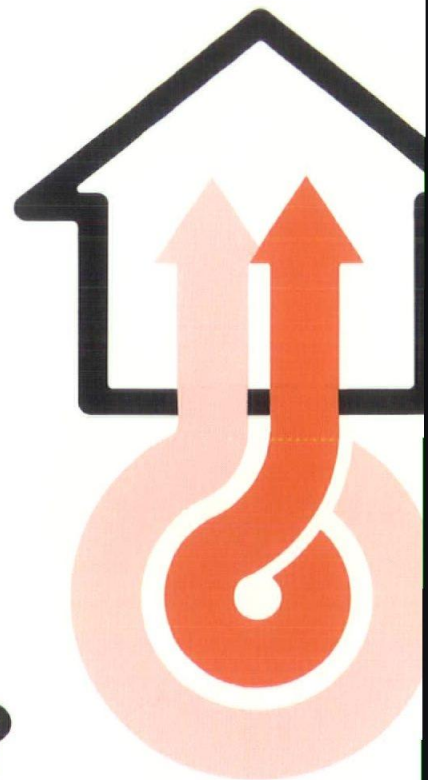
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Doesn't electric heating ultimately waste the natural resources consumed as fuels for electric generating plants?



The purpose of conserving natural resources is to insure future supplies when the use threatens to exhaust the supply. Thus, it is proper to conserve natural gas and oil. In addition, these fossil fuels have a host of economic uses outside of energy supply such as plastic and agricultural chemical production.

We should not, however, place equal emphasis on conserving coal and

nuclear fuel. We have 1,310 years' ultimate supply of coal. An ultimate supply of fuel for the fusion reactor, heavy water, is essentially unlimited. No matter how far off the fusion reactor seems today (estimates range from 15 to 30 years), it seems reasonable to assume a substitute for coal will be found within the next 1,000 years.

The buildings being designed today will be using energy 40 years from

now, and electric base load generating plants (which are the ones used for off-peak loads, such as heating in most parts of the country) are increasingly nuclear. The older fossil-fueled generating plants will continue to be used more and more solely for on-peak loads which rarely include electric heating.