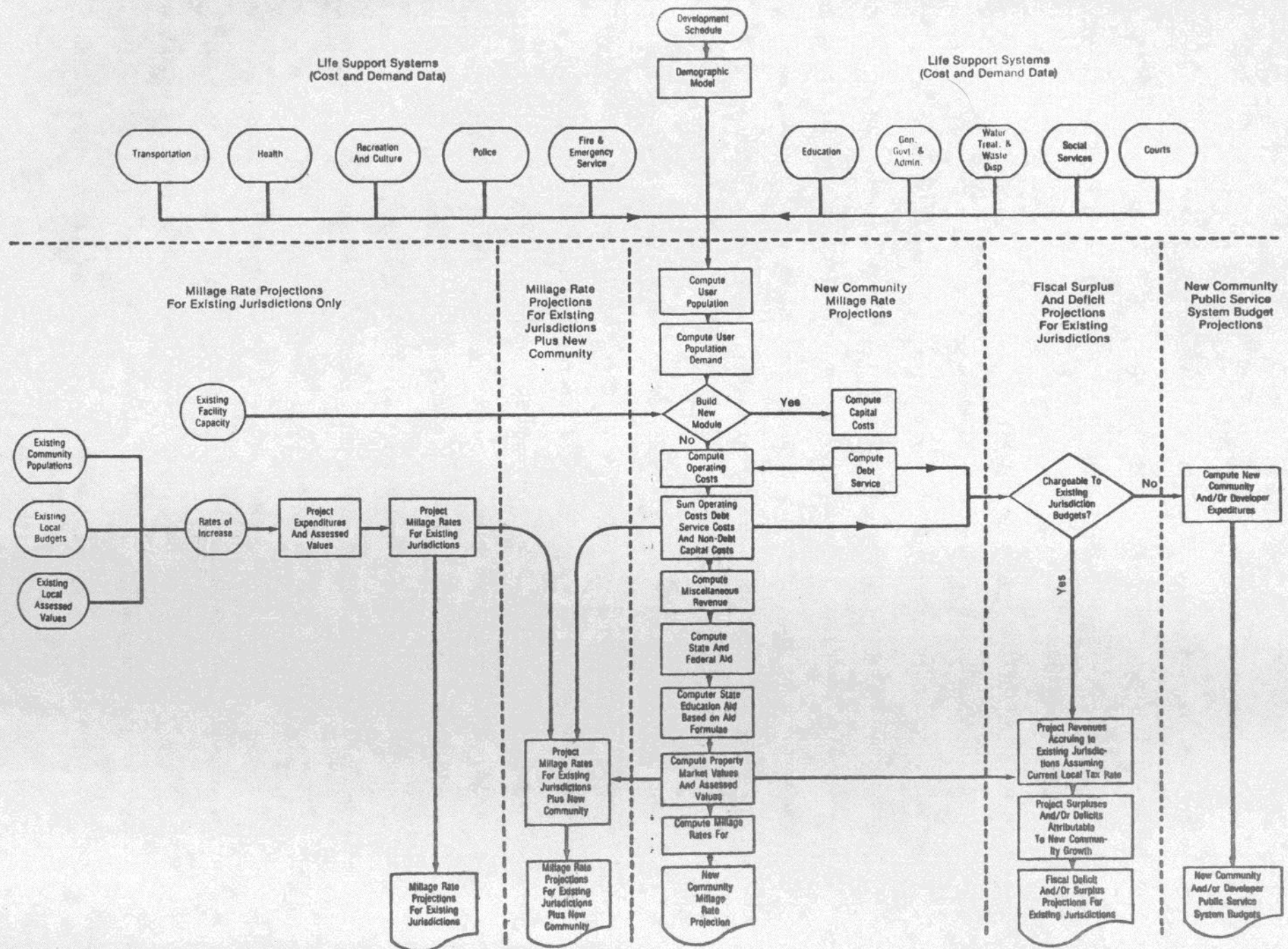
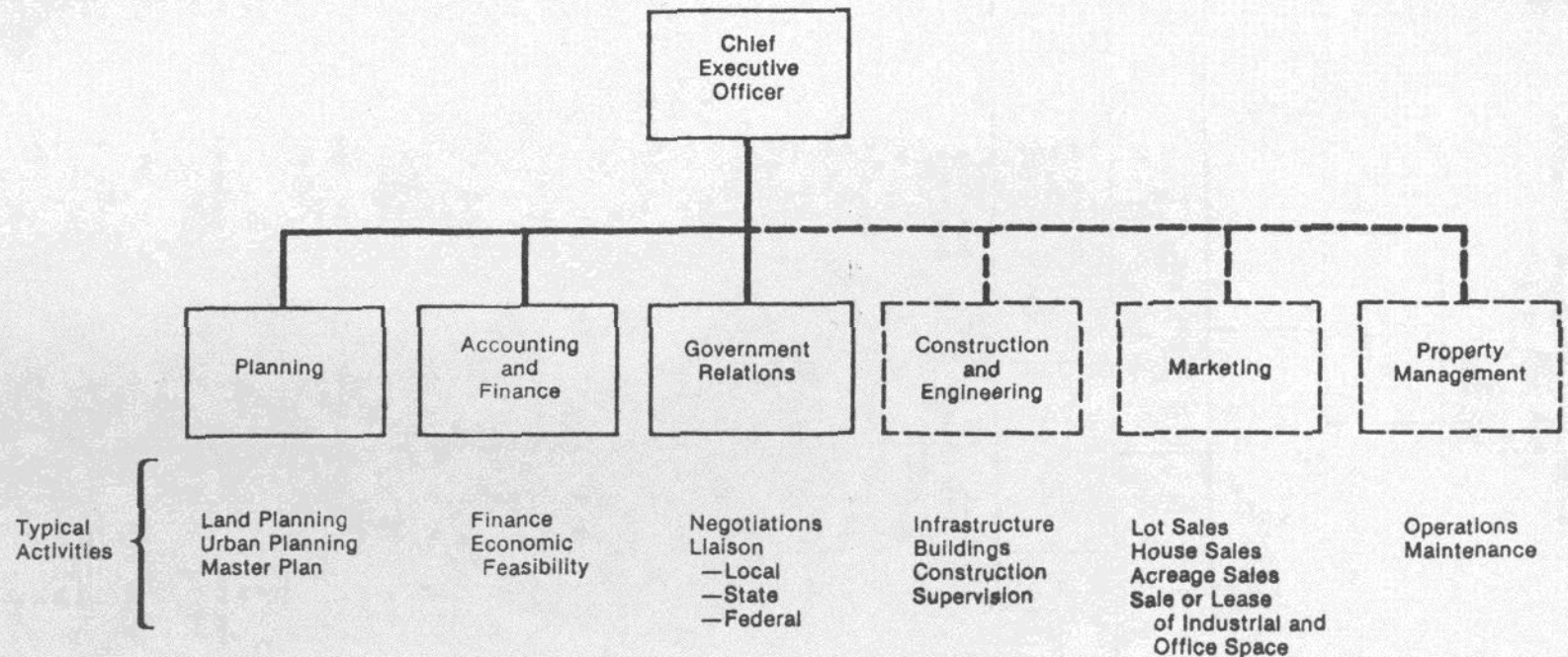


FIGURE 7- MUNICIPAL IMPACT EVALUATION SYSTEM FLOW DIAGRAM



**Figure 8 — Chart of a Typical New Community Development Organization During the Planning and Programming Phase**

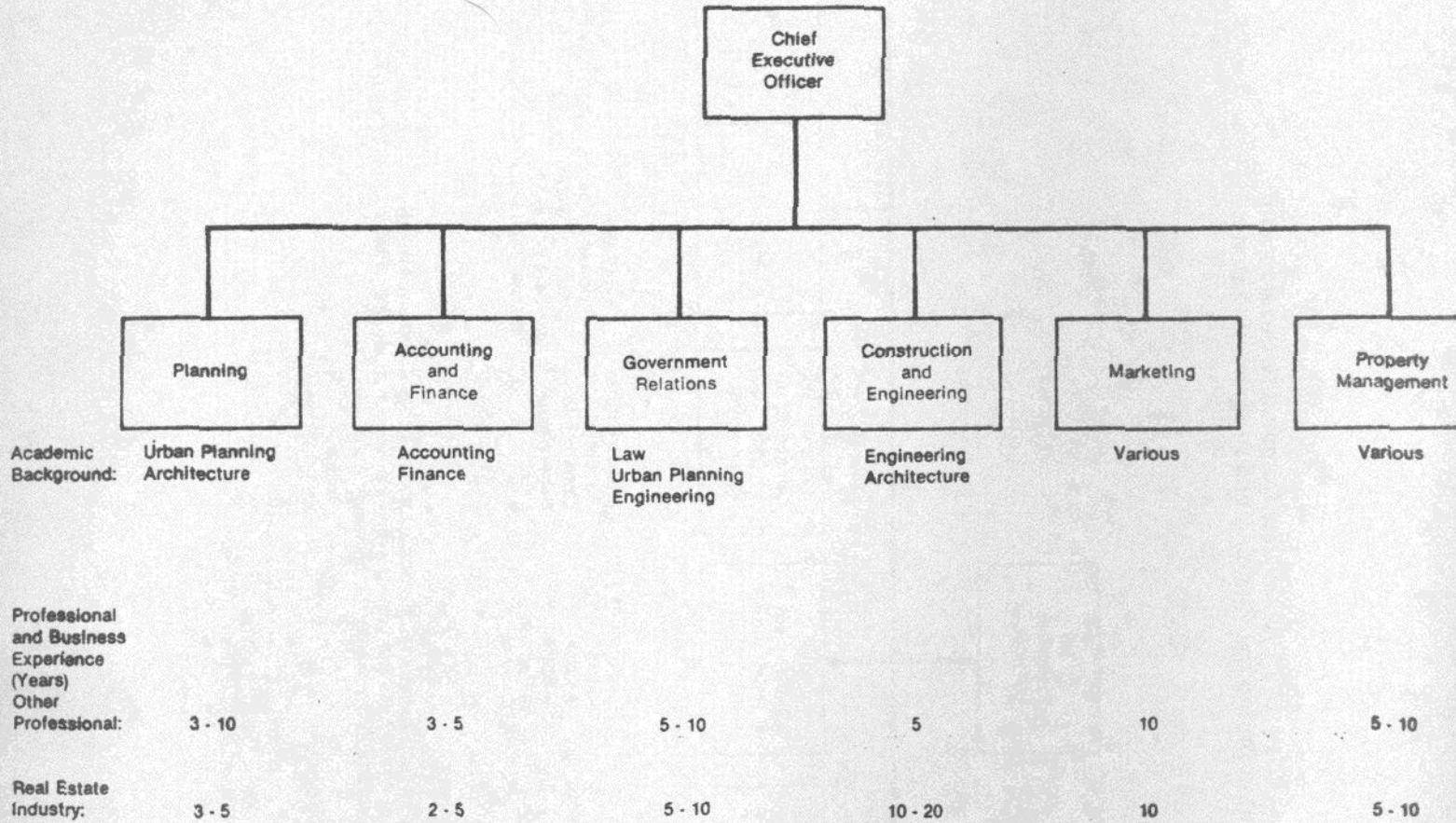


**NOTE:** During Phase 1 it is common to emphasize planning, project feasibility and governmental relations. The solid lines indicate typical core functions found During Phase 1. As the project evolves major functions are added to this core and emphasis within the organization increases for the functions shown on the broken lines.

**SOURCE:** Kenneth Leventhal and Company, 1978



**Figure 9**  
**New Community Development Executives**  
**Experience and Training**



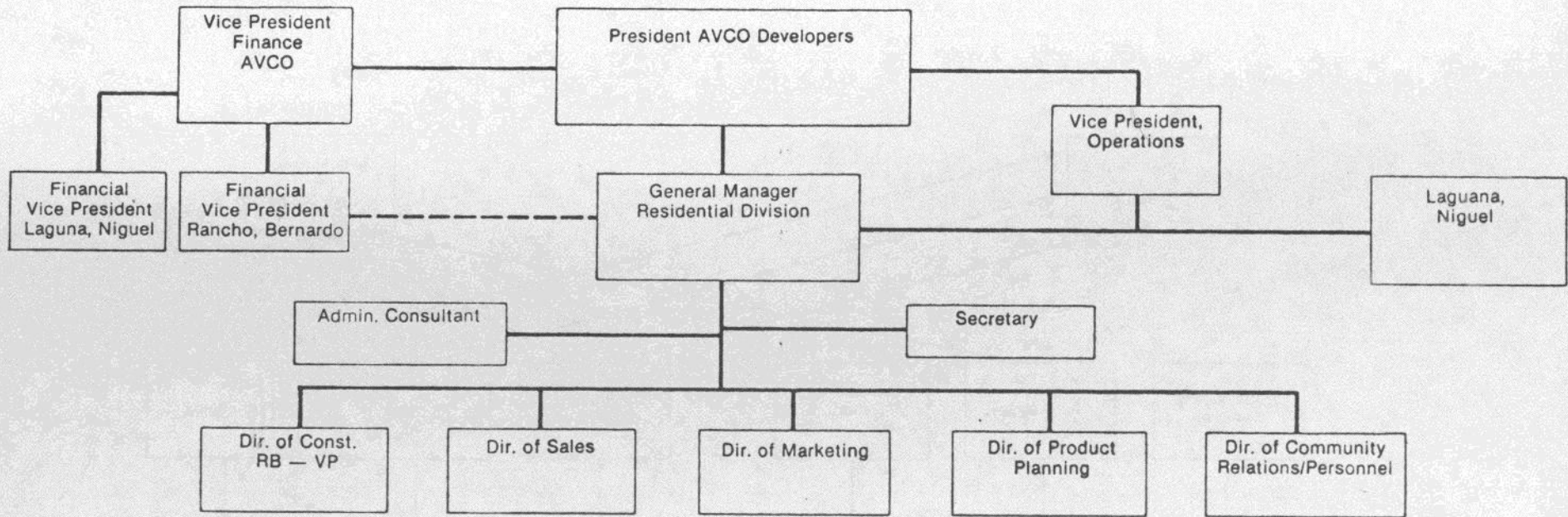
(1)  
 1977 Staffing Levels — (Selected New Towns)

Selected Title VII - assisted	Personnel	Selected Non-Title VII	Personnel
New Towns -		New Towns -	
Harblson	20	#1	30
Maumelle	17	#2	750
Shenandoah	28	#3	85
Soul City	25	#4	43
St. Charles	20	#5	160
Woodlands	183		

Source: Kenneth Leventhal & Company  
 Report on the Management and  
 Organizational Survey of  
 Selected New Community Projects,  
 Contract No. H-4085, New  
 Communities Administration, 1977

(1) Excluding field construction labor

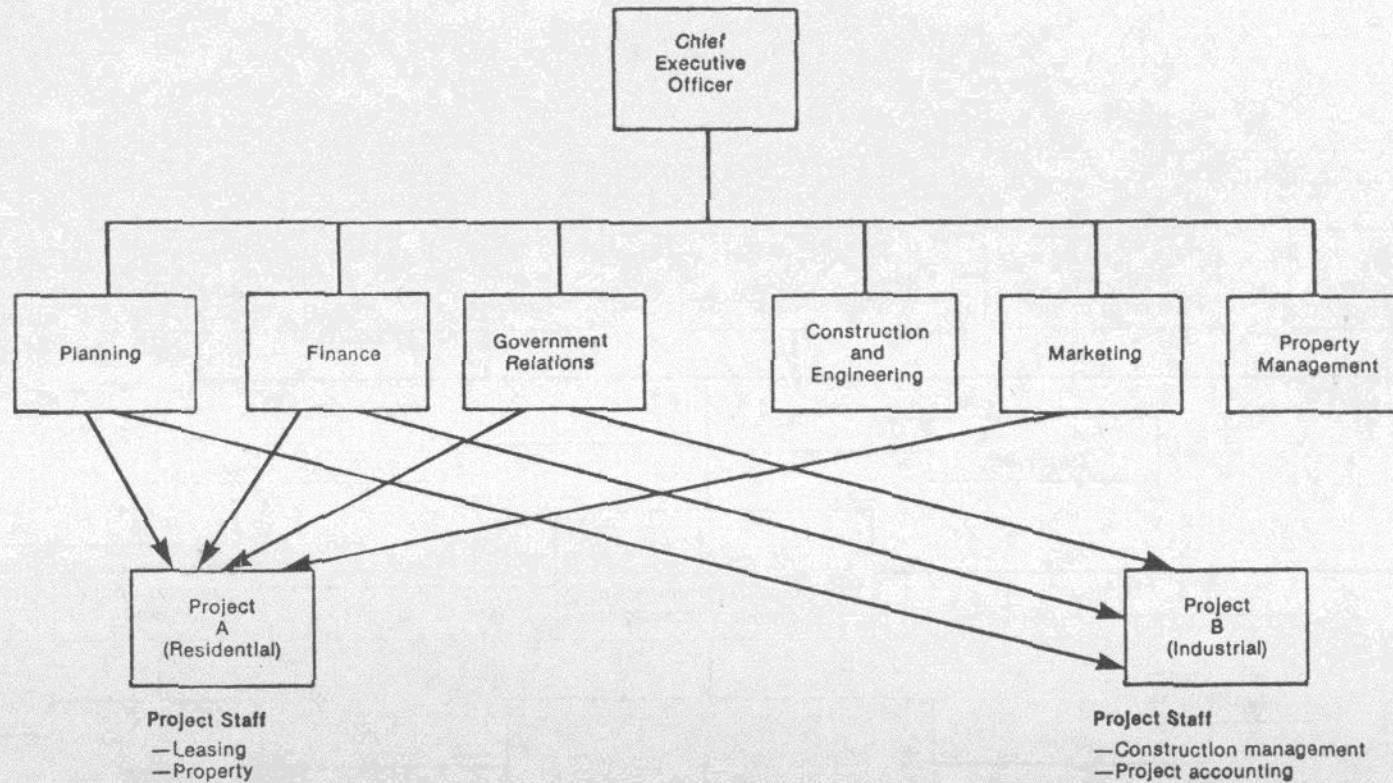
Figure 10—Organization Chart, AVCO  
Rancho Bernardo, Residential Division



SOURCE: AVCO Developers, 1980



**Figure 11—Organization Chart  
New Community Development  
(Combined Project—Functional Organization) \***



\* In the combined model, each project has some of its own internal staff functions (e.g., construction management but relies upon corporate staff for the remaining functions (e.g., government relations, planning).

SOURCE: Kenneth Leventhal and Co. 1978

"project approach" to organization would have a full team of experts assigned full time to each project, which would be the basis for the organization of the company.

Figure 12 shows that 1979 organization of Irvine Ranch, the biggest new community in the U.S. The scope of the Irvine organization is illustrated by the fact that it has an agricultural division. The 80,000 acre ranch has a very profitable agricultural operation on undeveloped properties. Figure 13 shows the evolution of the organization of the Columbia Association which manages Columbia's recreational properties. It shows three stages: start up, growth, and maturity.

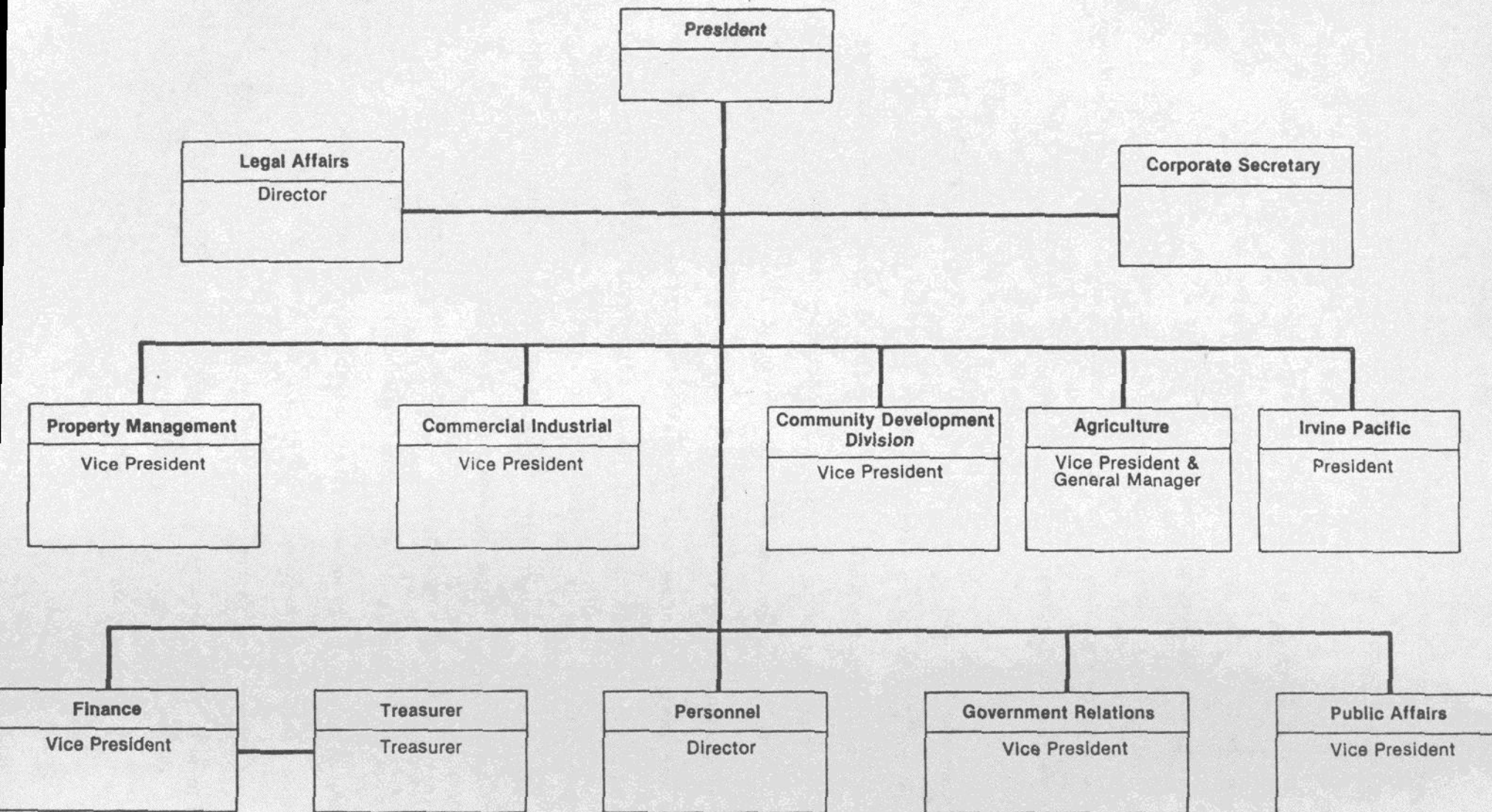
The size and training of the new community staffs are suggested by Figure 9 which shows the 1977 staffing levels of selected Federally assisted and private new towns. It also shows field of specialization of the top new community professionals and the number of years of experience they have. The size of the new community organizations run from a high of 750 to a low of 17.

The management style of a new town general manager is also critical. Columbia, Maryland, has prospered under the charismatic leadership of Jim Rouse, now retired. Rouse did an excellent job in motivating his employees and making them believe that they had a special mission in life. The bibliography contains several references to popular books on management which would apply equally to public or private entities (see 86, for example).

While the internal organization of a development company is important, the organization of the national new community support agency is vital. The genius of the French new towns program is that they have succeeded in combining in a single organization at the top level, all of the ministries of potential assistance to new communities in the Group Central des Villes Nouvelles (Central Group for New Towns). They operate on a five year combined budget for the new towns.



Figure 12—Corporate Organization, Irvine Co.  
Irvine Ranch, Calif. 1979



SOURCE: Irvine Company, 1979

In the U.S. it has been very difficult to combine different functional agency interest to focus on a single geographic area such as a new town. A discussion of the French administrative arrangements is contained in my book on French new towns (Underhill, Chapter III).

Organization may be very critical at the local level for the energy impacted communities. One of the most effective approaches has been in Mercer County, North Dakota, where an Energy Development Board had representation from all of the local towns and county officials so that they could coordinate their growth mitigation action in response to the new energy developments. (RPA) Although this Board had fewer powers than originally proposed, it provided a vital communications function.

#### Budgeting, Accounting and Development Control.

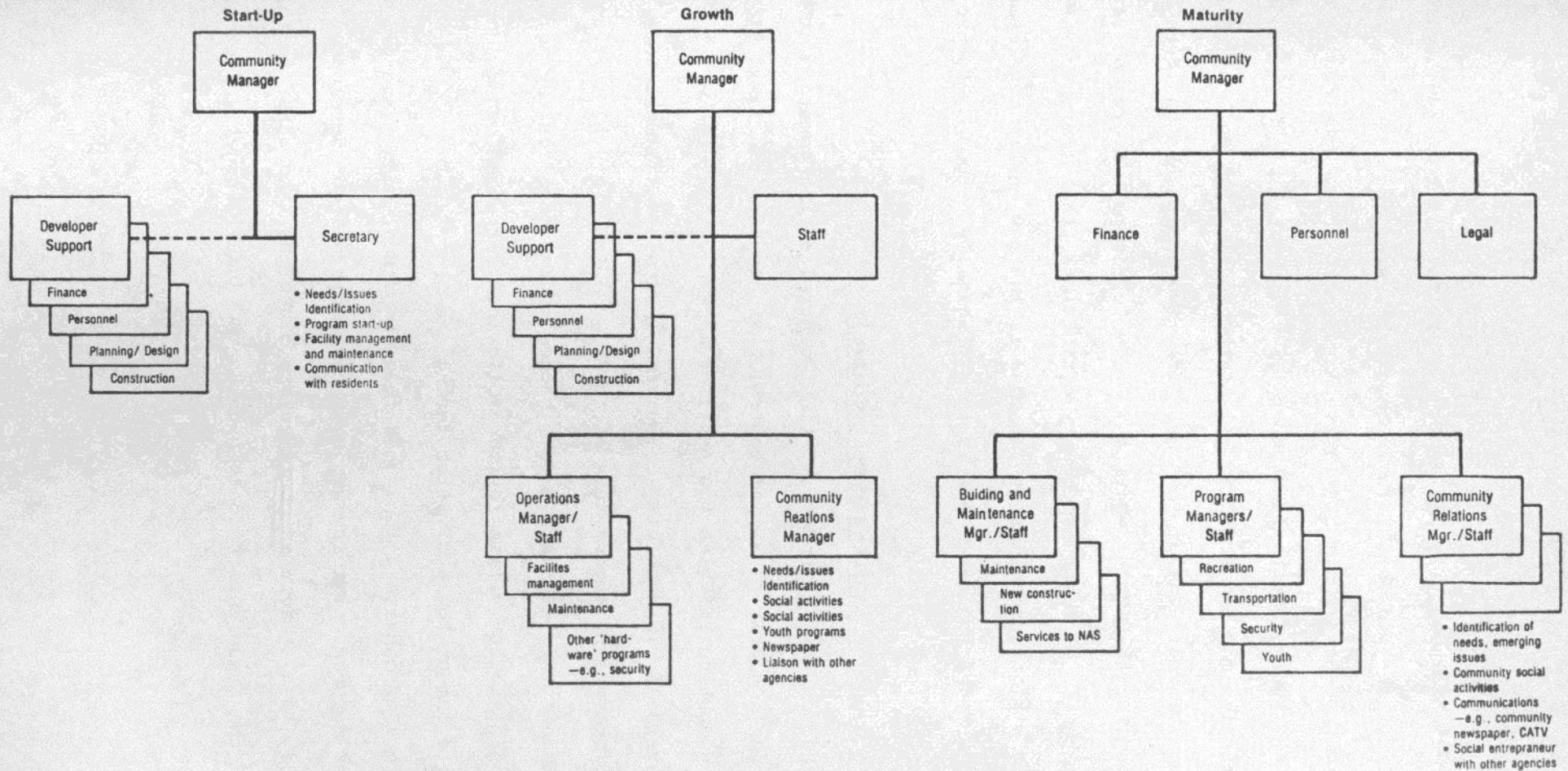
Once the new town is underway, tight control of the development process is essential, particularly financial control. Rancho Bernardo has a "job cost" system of accounting in which the costs of each new subdivision, along with allocated overhead, is carefully calculated then used as a basis for authorizing actual development and expenditure of funds.

In Columbia the "economic model" becomes a key tool for laying out the budget and program activities for the following year which, when adopted, becomes the control document for activities during the year.

A variety of considerations goes into the annual budget and program for the year for any new community project: probable pace of development which can be sustained, local government permission, financing, and other factors. All elements of the organization contribute to the annual budget and program, as shown on Figure 14.



Figure 13—Evolution of the Columbia Association Organization



SOURCE: Mahlon Apgar, ed., *New Perspectives in Community Development*, McGraw Hill, London, 1976, p. 143

Another device used by many developers for control of complex multi-year construction and land development projects is the "critical path" scheduling techniques which show what actions are to be taken sequentially to complete a given project. There are seven references in the bibliography to construction scheduling techniques.

#### Community and Governmental Relations.

A key feature of the success of any new community is the way that it deals with the public and with governmental entities which control its development. The amount of time by key new community executives spends on these functions is illustrated by Michael Spear's "Log Book of a General Manager" in Sandy Apgar's book. (120) The bibliography also contains numerous studies on citizen participation.

#### Marketing and Market Analysis.

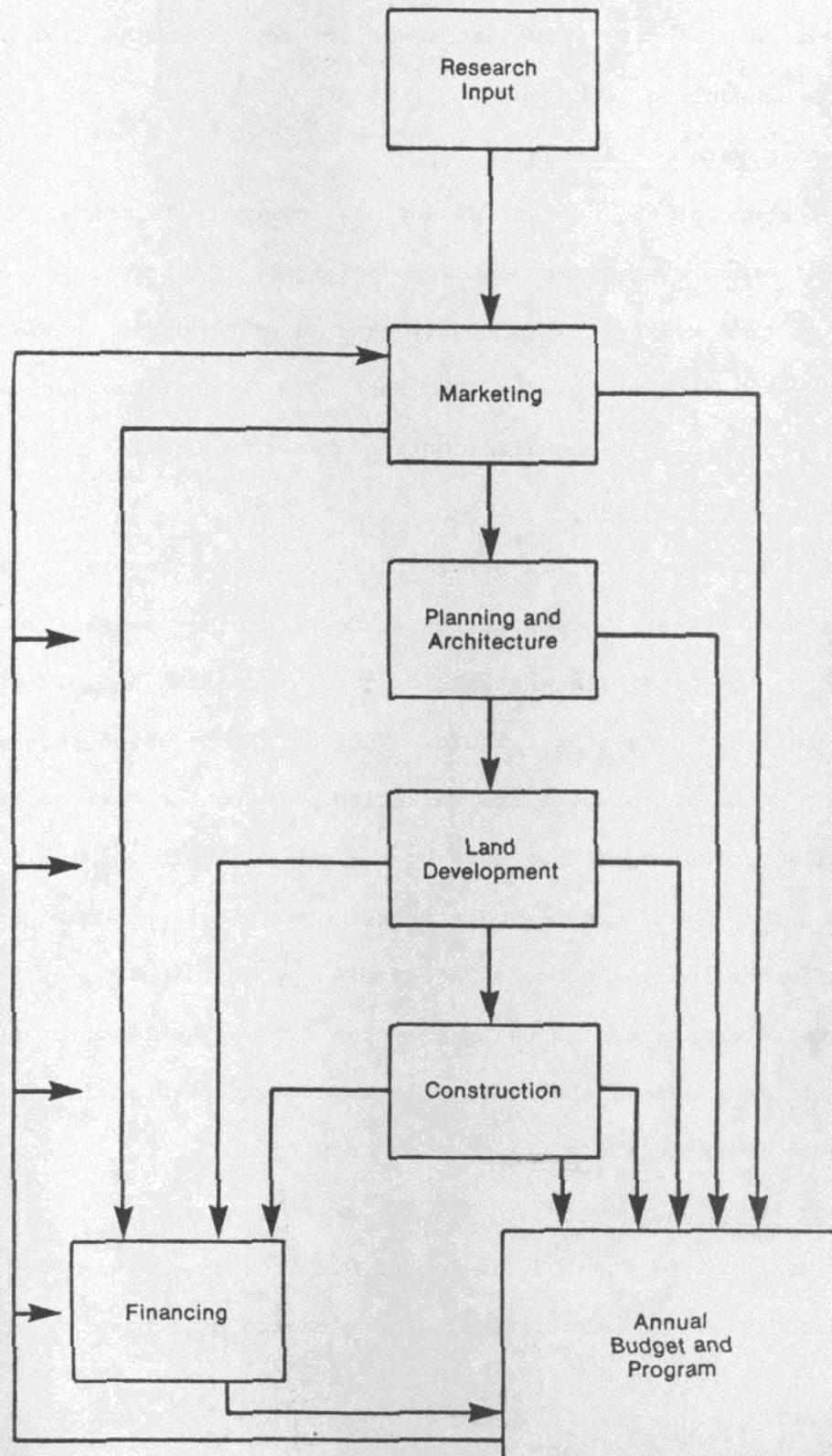
Unlike the new communities of centrally planned countries, the U.S. new communities must compete on the market place with other attractive developments. Their capacity to anticipate what the customers need and can pay for is a critical factor determining success or failure. There are some seven references in the bibliography on market studies and marketing. Among the most sophisticated market studies programs is that used by the new community of Irvine Ranch, California. At one time, they undertook periodic market studies of consumer preferences of some 27 different "market segments" (example: young singles, or families with small children) to determine what housing features Irvine should offer during the following year. In many cases, they were able to anticipate changing housing needs and desires which other builders were not satisfying.

#### Architectural Control.

An outstanding feature of the better U.S. new communities has been their high standards of design excellence. A key method of achieving this excellence



**Figure 14—Forecasting Committee Process: Annual Program and Budget**



has been the use of architectural covenants "running" with the land. These covenants or contracts signed when a homeowner purchases a home in the new town commit him to architectural review for the construction or modification of his home or other building on his property. They also define his payments for the community association which maintains common property. Often the developer sets up design standards to which buildings, fences, "street furniture" and other elements of the new town must conform. Such control is normally not possible by traditional governmental control mechanisms such as zoning.

#### Management of Building and Lands and Governance.

An important potential contribution of the U.S. new communities to the world new community movement is the widespread use of community or homes associations. They are private organizations composed of homeowners or residents of the new community which contribute fees and charges to their own organization to operate and maintain common buildings and lands. There is an extensive literature on the operations of these community associations referenced in the index to the bibliography.

In addition, there are other options to community associations, such as municipal incorporation, the use of special districts and the use of county services (or they may be used in tandem). A fairly comprehensive analysis of these alternative methods is contained in Burby and Weiss's, New Communities USA.

(20) A matrix showing the management and governance devices used in various U.S. communities is shown in Figure 15.

#### Evaluation and Feedback.

The overall management framework presented in this paper, as shown in Figure 2, lists periodic evaluation and feedback as an important part of the management process to determine whether, in fact, stated goals have been achieved



	Institutions Used									
	County		Municipality		Special District			Home Association		Developer
	General	Subordinate Service District	Annexation	Incorporation	Multi-function	Single-function	Independent School	Neighborhood & Condominium	Village	Community
New Community	General	Subordinate Service District	Annexation	Incorporation	Multi-function	Single-function	Independent School	Neighborhood & Condominium	Village	Community
Columbia										
Reston										
Irvine										
Valencia										
Park Forest										
Westlake Village										
Elk Grove Village										
Foster City										
Laguna Niguel										
Lake Havasu City										
Sharpstown										
Forest Park										
North Palm Beach										

**Figure 15.—Structure of Governance at Selected New Communities**

SOURCE: Burby and Weiss, p 179 (see item 10 on bibliography)

during a given planning period. This evaluation becomes the basis for constantly improving the new community through subsequent stages of development. In fact, this function does not appear to be very well done in many new towns. However, at the national level in the U.S. many well documented evaluations have been done providing new community developers with a good critique of their product. An example is the New Communities USA referred to in the previous section. (20)

### Conclusions.

Although many U.S. new communities have faced financial difficulties, the U.S. new communities movement has much to offer the world in terms of management methods. So do the French and British and other new towns of the world. The problem is that the management process has been poorly recorded. Developers seldom write down their experiences and writers often do not have access to the critical knowledge of the development executives. The result is that neither management mistakes nor successes are well recorded. Most of the references in the accompanying bibliography did not come from the new communities experience, but from the other literature about activities which may have applicability to new communities.

Because of the lack of written record by which knowledge can be transmitted, many countries and new communities are doomed to repeat the same mistakes. INTA could make a tremendous contribution by striving to record this experience, by offering management training interships in new communities on an international basis, by sending in consulting teams to evaluate the management process of selected new communities, and by calling attention to developers new advances in management.



By so doing, it could make a great contribution to the "art and science" of managing balanced national growth. New community developers and consultants throughout the world could play a key role in helping this effort by contributing their knowledge to this effort. By so doing, they could make an immeasurable contribution to the art and science of building balanced communities more responsive to human needs and aspirations: a long time dream of man.