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Guide Brief 7 – Guide Use by All Community Types

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Community Types

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Applicable Section(s) of Guide:	Volume 1, Section 1.2, Defining Communities, p. 11

**Guide Briefs supplement the Community Resilience Planning Guide
for Buildings and Infrastructure Systems (NIST SP1190)**

Purpose and Scope

This Guide Brief offers a conceptual road map for applications of the Guide to all communities. While resilience is often associated with larger urban cities, resilience concepts can be applied to communities of any type or size. The primary intended audience for this Guide Brief is the local government convener and the collaborative planning team.

The Guide informs resilience planning efforts for communities of all sizes and complexities, and presents a variety of approaches to applying the planning process and the composition of the collaborative planning team based on the community type. This Guide Brief defines four representative types of communities:

- A **Suburban Community** that primarily provides homes for commuters

- A **Single Industry Community** that has a large employer or a dominant industry

- A **County** serving a variety of incorporated and unincorporated towns

- An **Urban City** that has a diverse economy and is fairly self-sufficient

Communities may identify themselves with one of these representative community types or a combination of them. The complexity and level of detail in a community's resilience plan depend on whether the resilience plan is for the community alone or is incorporated into or aligned with other community or regional plans.

1. Applying the Guide to Communities

In the Guide, for resilience planning purposes, *community* refers to a place designated by geographical boundaries that functions under the jurisdiction of a governance structure, such as a town, city, or county. The Census Bureau [Census 2017] identifies two types of urban areas: urbanized areas of 50 000 or more people and Urban Clusters of at least 2 500 and less than 50 000 people. Rural areas encompass all population, housing, and territory not included within an urban area. This Guide has further defined communities beyond these categories to better identify community characteristics [Census 2011]. The following set of representative community types illustrate how applications of the resilience planning process might be tailored to meet the unique needs of each community. While a community may not

match any of the four representative communities exactly, representative types are used to demonstrate the range of planning issues communities face. Communities can use these examples to identify the issues and topics they need to consider.

Table 1 compares typical characteristics of the representative community types to help convey the differences that may exist between community stakeholders and the collaborative planning team, recognizing that there are likely to be exceptions to these descriptions. More information on infrastructure stakeholders is provided in Volume II of the Guide under regulatory environment sections.

Each description of a community type in the following sections refers to elements of the Guide's six-step process and how they may be implemented.

Table 1. Comparison of Typical Community Characteristics for Community Types

Community Characteristics	Suburban	Single Industry	County	Urban City
Population	• Less than 50 000	• Less than 50 000	• 1 000 to millions	• Greater than 50 000
Economic Diversity	• Low diversity • Service economy • Primarily services, retail, and healthcare	• Low diversity • Service economy with a dominant industry • Includes a dominant industry and services, retail, and healthcare	• Medium to High diversity • May range from small businesses to major industry with associated services, retail, and healthcare	• High diversity • Multifaceted and broad based
Density	• Moderate - suburban	• Low - rural	• Mixed – combines rural, suburban, and urban	• High - urban
Resilience Planning Leadership	• Part-time by Emergency Management	• Part-time by Emergency Management	• Part-time to full time by Designated Resilience Office or Emergency Management	• Full time by Designated Resilience Office or Emergency Management
Planning Team	• Local government department head and local business leads	• Local government department head and local industry and business leads	• Executive Committee with multiple task committees	• Executive Committee with multiple task committees
Planning Focus	• Individuals, families, neighborhoods	• Individuals, families, neighborhood, and industry	• County provides social and infrastructure services to incorporated and unincorporated areas	• Urban and private organizations provide social and infrastructure services
Infrastructure Stakeholders – Owners and Service Providers	• Power transmission and distribution – Private • Communications – Private • Transportation – State, county, private • Water– County • Wastewater – County or private	• Power transmission and distribution – Private • Communications – Private • Transportation – State, county, private • Water– County, municipal • Wastewater – County, municipal, or private	• Power transmission and distribution – Private • Communications – Private • Transportation – State, county, private • Water– County • Wastewater – County or private	• Power transmission and distribution – Private • Communications – Private • Transportation – State, county, municipal , private • Water– County, municipal • Wastewater – County, municipal, or private
Coordination and Support Levels	• Federal, state, regional, county	• Federal, state, regional, county	• Federal, state, regional	• Federal, state, regional

1.1.   Suburban Community

A *Suburban Community* is characterized as a community with a population less than 50 000 people. Its governance structure is focused on services and economic development that mostly support residential living. The community may have a designated emergency manager and generally has plans for responding to multiple hazards. This plan includes Voluntary Organizations Active in Disasters/Non-government Organizations (VOAD/NGO), county, state, and federal assistance and a variety of mutual aid agreements. Suburban communities often have a strong tax base and sufficient revenue to support services, such as police and fire, sanitation, parks and recreation, and senior services. They generally rely on regional providers for transportation, communication, power, water, and wastewater services.

Resilience planning will likely be included in the responsibilities of the Emergency Manager, or other department head, and a single collaborative planning team. The resilience plans focus on buildings and infrastructure systems that support the needs of individuals, families, neighborhoods, and small businesses. The planning team needs to determine the goals and objectives that will best support community recovery, with the understanding that it may take decades to fully achieve their resilience goals and desired level of performance. The planning team will likely develop a single community plan, which should align with state, regional, and county resilience plans.

1.2.   Single Industry Community

A *Single Industry Community* is characterized as a community with a population less than 50 000 people. The single dominant industry could be a service industry such as tourism, a particular type of manufacturing such as automobiles, or a producer of raw materials, such as agriculture, forestry, fishing, mining, and related distribution activities. The industry may be comprised of a single large company or a handful of producers that are the economic drivers for the community. The industry pays the majority of taxes that fund community operations, such as police, fire, water, wastewater, public health, parks and recreation, and economic development. The balance of the economy is based on the workforce and residential living. Because of the challenges related to safety surrounding these types of industries, communities usually have emergency management departments and emergency plans for responding to multiple hazards, which include VOAD/NGO, county, state, and federal assistance and a variety of mutual aid agreements.

Resilience planning for the Single Industry Community will likely be the responsibility of the Emergency Manager, or other department head, and a single collaborative planning team. They will focus on buildings and infrastructure systems that support the needs of individuals, families, neighborhoods, small businesses, and the dominant industry. The planning team needs to focus on the rapid recovery of the dominant industry to restore jobs and the community's revenue income, as they determine the goals and objectives that will best support community recovery, understanding that it may take decades to achieve their resilience goals and desired level of performance. The planning team should consider aligning their community plans with the business continuity plans for the dominant industry as well as the state, regional, and county resilience plans.

1.3.   County with Incorporated and Unincorporated Areas

There are over 3000 counties in the United States, which vary in population from under 1 000 to millions of people in a few cases. Most counties include incorporated municipalities or cities that are distinct and other independent communities. For purposes of community resilience planning, small towns and villages in the unincorporated portions of the county can be considered as one community in many situations. Counties generally provide a recorder's office for vital statistics, law enforcement, judicial services, jails, public health (e.g., hospitals), public works, social services, and parks and recreation facilities. The

county's economic base can vary from residential and tourist-oriented small businesses to large industrial and manufacturing complexes. Counties larger than about 100 000 people likely have designated Emergency Management departments and plans. Smaller counties often rely on multi-jurisdictional mutual aid agreements. All counties depend on VOAD/NGO, state, and federal assistance for responding to hazards.

County-level resilience planning will need to address services to both incorporated communities and the unincorporated areas. For larger counties with multiple communities, planning may be led by a Chief Resilience Officer working in collaboration with other county departments and communities. The planning team will focus on buildings and infrastructure systems that support the needs of individuals, families, and neighborhoods, as well as the small businesses and the industries that support the county economy. The planning team may need several task groups that include representatives from the cities, dominant industries, and each of the towns and villages. The planning team needs to determine the goals and objectives that will best support recovery, with the understanding that it may take decades to fully achieve their resilience goals and desired level of performance. The planning team should align their resilience plans with the business continuity plans for the major industries as well as state and regional plans. The county resilience plan should provide the foundation for plans developed by the communities within the county.

1.4. Urban City

The *Urban City* has a population of over 50 000 people and a broad-based economy. The city provides social services and supporting infrastructure, as either the provider or coordinator with regional utility providers. The city maintains a well-organized General Plan that includes an emergency plan and designated implementation staff. The Urban City may provide mutual aid to adjacent communities.

The Urban City planning team should consider starting with an executive resilience planning team, led by a Chief Resilience Officer, to identify stakeholders and guide the planning process. The executive planning committee should include representatives from each department and significant stakeholders that will contribute to the resilience plan. The planning team may need several task groups to address the parallel development of resilience plans for physical infrastructure and social and economic systems. The planning team needs to determine the goals and objectives that will best support recovery, with the understanding that it may take decades to fully achieve their resilience goals and desired level of performance. The planning team should align their resilience plans with the business continuity plans for the major industries as well as state and regional plans. The urban city resilience plan should provide the foundation for plans developed by agencies and organizations within the city.

1.5. Example of a County with Incorporated and Unincorporated Areas

Colorado experienced severe flooding in 2013 that affected communities in 24 counties. Following that event, Colorado initiated a statewide effort to improve resilience to natural hazards. Boulder County used the Guide a basis for developing a *Resilient Design Performance Standard* [Boulder County 2015] to evaluate reconstruction projects, as required for the HUD's CDBG-DR funding support.

Colorado has six regions, 64 counties, and 271 incorporated municipalities. Boulder County is in the Front Range Urban Corridor with four cities and six towns (Figure 1). It is an example of a county with incorporated and unincorporated areas that has applied the Guide. For illustrative purposes, Figure 1 identifies a number of communities within the county and suggests a community type from the four listed above. For more examples of ongoing community resilience activities for a range of community sizes, see Guide Brief 3.
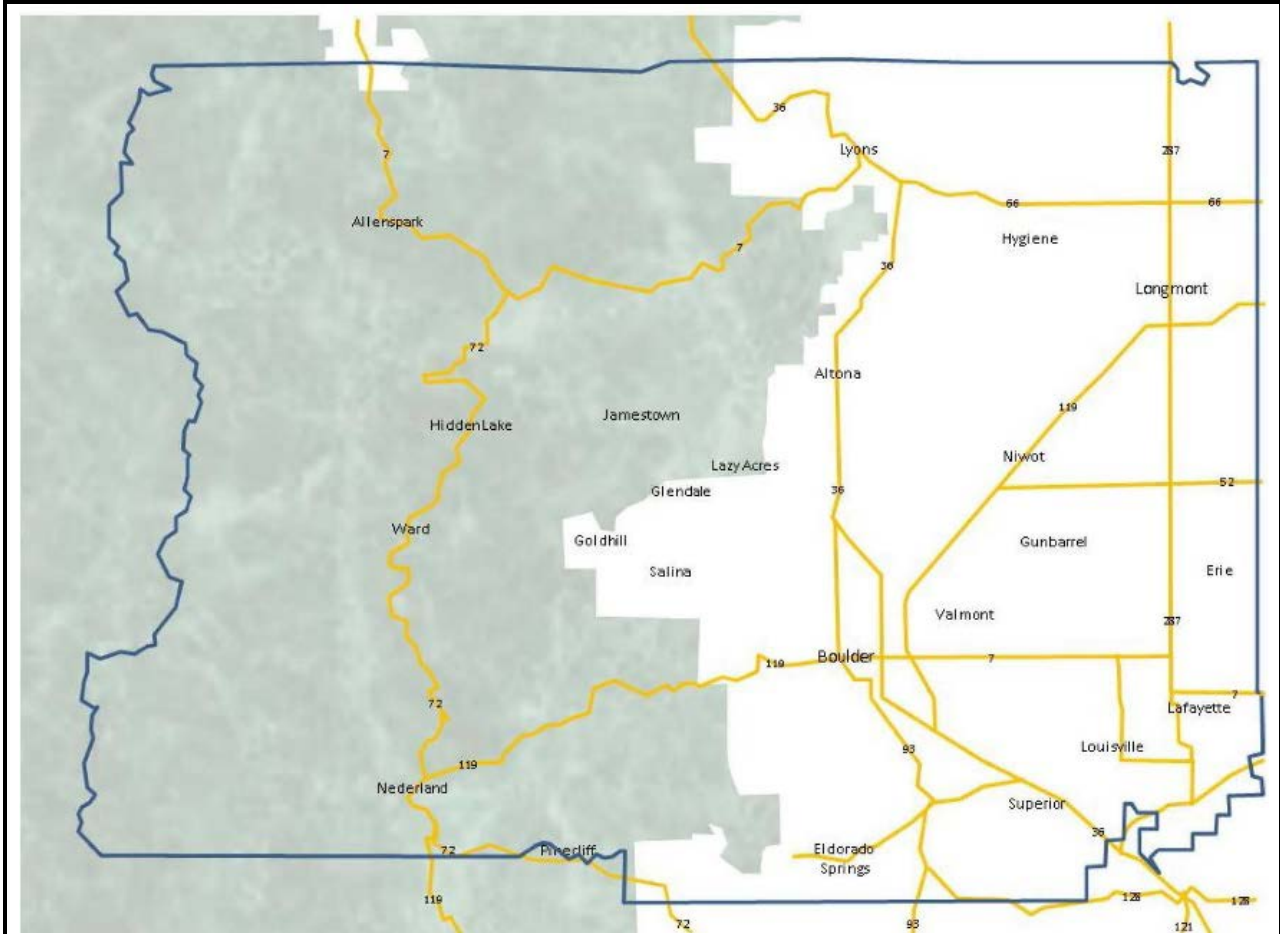
Designation of Cities and Towns in Boulder County

Boulder County has a population of just over 300 000 people with both incorporated cities and numerous unincorporated towns and villages. The county needs to lead the resilience planning for the unincorporated areas and collaborate with the plans being developed in the incorporated areas.

Incorporated Communities:

- Lafayette and Louisville are Suburban Communities for residents who work in other communities.
- Boulder and Longmont support diverse economies that include high tech and higher education. These communities are a combination of the Single Industry Community and the Urban City.

Unincorporated Communities:

- Erie, Jamestown, Lyons, Nederland, Superior, and Ward are Suburban Communities and Single Industry Communities that support residential living and tourism.

The City of Denver is located to the south of Boulder County and is an Urban City.

Figure 1. Community Types in Boulder County, Colorado, USA.

2.   References

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