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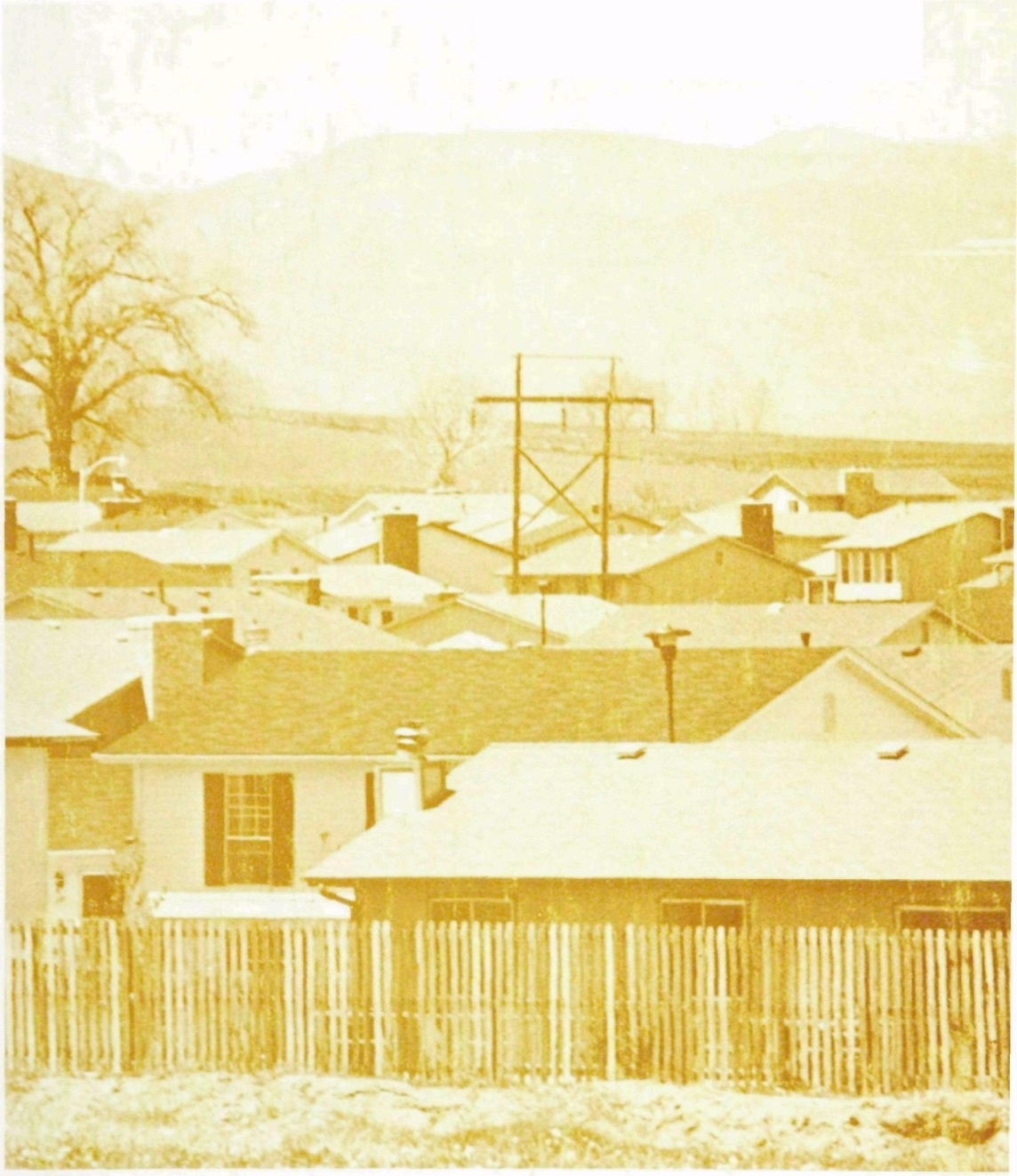
Action Handbook

Part I
Getting a Picture of What's Ahead

Managing Growth in the Small Community



Briscoe, Maphis, Murray, Lamont, Inc.
Boulder, Colorado

EPA-908/4-78-005a

Action Handbook

Managing Growth in the Small Community

PART I:

GETTING A PICTURE OF WHAT'S AHEAD

Prepared For
U.S. ENVIRONMENTAL PROTECTION AGENCY
GEORGE G. COLLINS, PROJECT OFFICER
REGION VIII, DENVER, COLORADO

Prepared by
Briscoe, Maphis, Murray & Lamont, Inc.
Boulder, Colorado
1978

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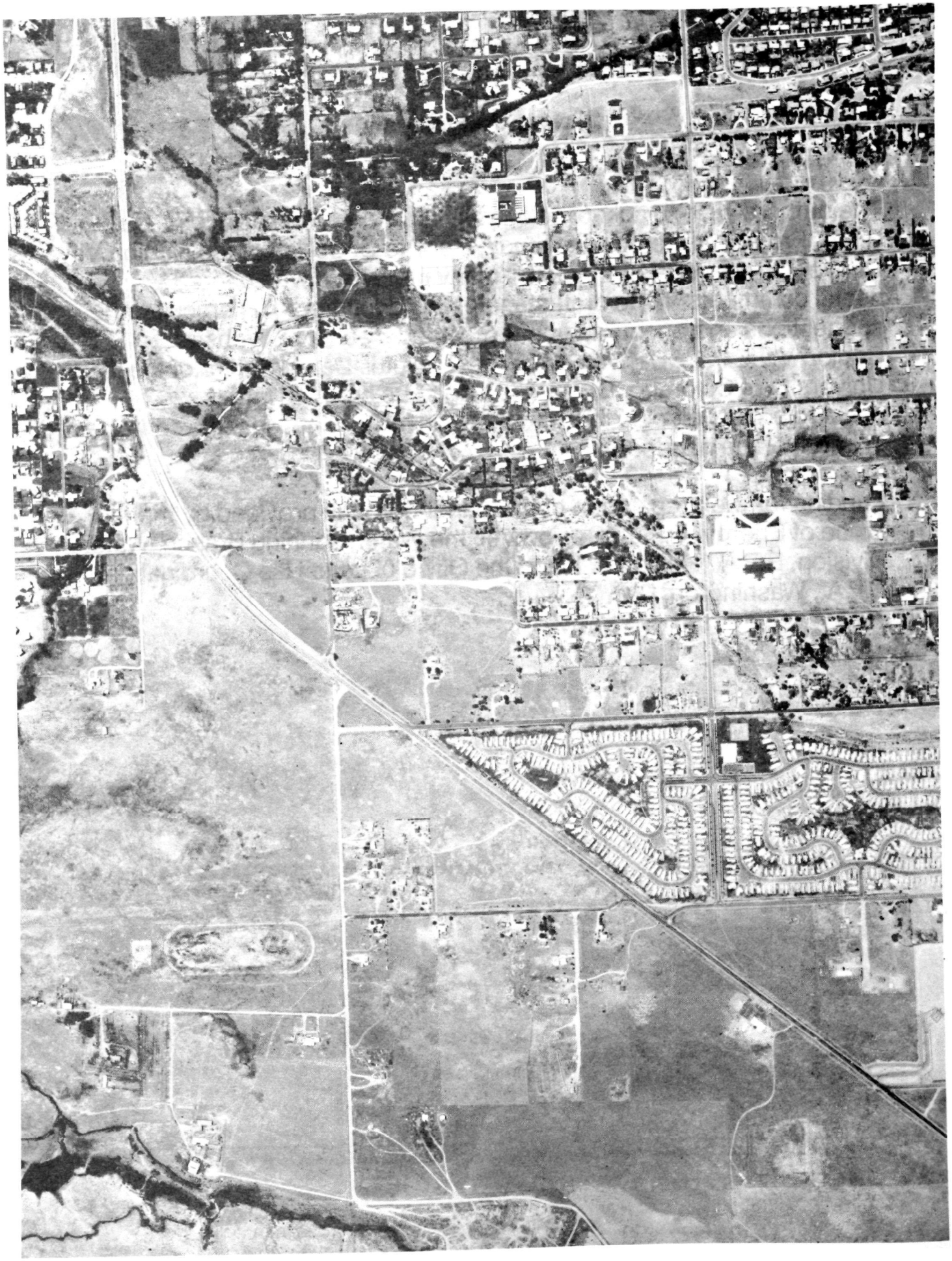

Preface: How to Use the Action Handbook

The Action Handbook is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The reader may find the Action Handbook rather straightforward in detailing "the approach" to successful community growth management. This presentation should not be interpreted to mean there is only one approach. Rather, it reflects the author's intent to suggest concrete procedures which are specific enough to implement with only slight modification for particular local conditions. In all cases, the suggested procedures must be tailored to local conditions.

To accomplish the goal of preparing a "how to" handbook, it was necessary to commit to a best overall approach to community management under growth conditions. The approach recommended was not chosen arbitrarily. Rather, it is based on a decade of experience in the Rocky Mountain West. The concepts are not speculative; they have been tried and tested in a number of locations including Boulder, Loveland and Vail, Colorado, and Rock Springs, Wyoming, and as part of this project, applied in Scobey, Montana, and Sheridan, Wyoming.

The Action Handbook presents a process for community management. The job to be done is not a one-shot project, but an ongoing set of organized activities involving a broad range of citizens in the community and outside affected parties. Once the process is accepted and becomes part of the community way of life, the practices and procedures tend to perpetuate themselves. Thus, the focus is on describing the process and steps to be taken for its adoption in the community.

The handbook is divided into three parts for the reader's convenience. The Table of Contents, which follows, includes all these parts. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

HOW TO USE THE HANDBOOK

After reading this preface and the introduction contained in Part I, look at the chapter entitled "Getting Control" in Part III. At this point, you will not need to understand the complexities involved in establishing standards, codes, and policies, but rather the basic philosophy underlying the recommended actions and approach. "Getting control" is really the main purpose of the entire process described in this book.

Next you may want to look at the tables in the chapter "Getting a Picture of What Lies Ahead" in Part I and work some or all of them, based on actual figures associated with proposed development in your area, or using your own estimate of development which may occur. What will it cost your community not to take control? How much trouble will organizing the community for impact management create?

Look through "The Process of Community Management" in Part I to get an idea of what will be involved in following the recommended management process. How difficult will it be to involve the community? Compare this with the problems that may arise if work is done by town staff and/or consultants and the community is then asked to accept decisions it had no part in making. Depending on your assessment of the seriousness of what may lie ahead, and the opportunities and/or difficulties presented by the involvement process, you can decide if you want to go ahead.

Keep in mind that what is presented in this handbook basically describes the areas of concern that surface in most communities threatened by change. The Action Handbook attempts to show how to make this process more successful by emphasizing study and involvement by citizens, and getting an early start on response by the whole community before a crisis develops. Such efforts will strengthen the community and the democratic process, create a broader base of positive responses to the impact situation by a variety of community organizations, groups, and individuals, and reduce the long range possibilities of citizen opposition to needed changes and adjustments. The "crisis" approach to dealing with growth has long range negative effects on the community's quality of life. A systematic, communitywide approach can avoid many of the chaotic problems that will otherwise develop, and can conserve scarce human and fiscal resources.

Because local communities are run on a democratic basis, the handbook is written for a varied audience. Especially in Parts I and II, the authors have tried to use nontechnical language so that citizens can carry out the activities designed for their participation and achieve a basic understanding of specifics such as financial or facilities planning which are part of a government's role. If particular sections or concepts are unclear or confusing, we encourage you to seek explanations. Don't be afraid to ask. Go to government staff, local college professors, or available technical experts. You might invite one of these people to an informal study session to go over a particular section(s) with a group.

The authors also wish to emphasize that although a given chapter may be particularly useful for, say, financial managers, all chapters are part of an overall process which is inter-related and in which cooperation within local government and between government and citizens' groups is essential to the overall success of the impact management effort. It is strongly recommended that readers of the handbook concern themselves with chapters specific to their area of interest, but also look at related chapters to gain a broader understanding of how their activities relate to all impact management activities which are taking place.

To some people, handbook recommendations may appear too detailed and structured for their particular community. Each community is encouraged to adapt the specific contents to its local situation, use those parts which are most relevant, and revise particular situations to make them more suitable to the community's own situation and needs. As stated above, handbook recommendations are the result of the authors choosing among various alternative approaches. They are intended as guidelines, not as rules.

Finally, remember that the Action Handbook is a working document. Write in it. Reorganize sections to fit your community's style and needs. Tear out pages and charts and put them up on walls. Get this book dirty and dog-eared with use!

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1 Introduction to Part I

What does rapid growth do to a community? Rock Springs, Wyoming, had a 1970 population of 11,700. By 1974, the figure had jumped to 26,000. Requests for building permits were 68 in 1970, and in excess of 500 in 1974. There were 75 new sewer taps in 1970; 1,220 in 1974. Compared to 9,200 police calls in 1970, there were more than 40,000 in 1974. The 1970 budget was $2/3 million; $5½ million by 1974. What does impact do in addition to the statistics? According to Paul Wataha, former Mayor of Rock Springs, "It has lowered the quality of life for the established citizens. Those people that formerly took things in stride now go around with a chip on their shoulder. The people that formerly had one chip on their shoulder now have two."[1]

Rock Springs' experience[2] shows vividly what rapid growth can do to a community. The lesson it offers is an important one for the many western communities now sitting atop (powder kegs of) rich energy resources. Even today, it may already be late to prepare in advance for rapid energy-induced growth. The question is, how do we get organized, what should we do.

Unfortunately, few communities can claim to have emerged a clear victor over energy-induced rapid growth. Few have even had a chance to do more than chase after its spiraling demands. There has been no time to think or to plan ahead, only to react. But this dilemma does not yet burden many other communities in energy rich areas. In this sense, they are no different from communities throughout the nation which face an uncertain future.

Facing uncertainty and change in the future is far different than racing to overtake an insurmountable deficit. Like individuals, communities have developed ways to deal with changes and uncertainty. In some cases, we can point to success stories -- Boulder, Colorado; Eugene, Oregon; Reston, Virginia, and Vail, Colorado, have all assimilated rapid growth and preserved a quality living environment. Was it luck or is there an answer? No one can be sure, but the success stories are woven with some common threads.

In each case, growth and change were anticipated well in advance. A high level of community involvement created an informed and concerned citizenry. Areas of common citizen concern and support were found and used to give the community direction and momentum. The communities established specific levels of quality for public facilities and services which had to be met before development was given approval to proceed. Citizens accepted a leading role for government, but demanded a high level of efficiency and performance from government staff. Meticulous attention was devoted to equity and intergovernmental relationships. In short, these communities took the lead, acted responsibly, and planned and controlled their own futures.

A number of different systems have been tried for rapid growth management, and there have been numerous studies on the problem in recent years. Study locations range from the east to the west coast -- from Fairfax, Virginia, to Boulder, Colorado, to Petaluma, California. Reactions against what is perceived to be the results of rapid growth have erupted from Vancouver, B.C., to Boca Raton, Florida. In spite of this attention and concern, for the most part we have not in practice done a very good job in managing growth, even where we have large staffs, sophisticated legal advice, and a population which is vitally concerned. We have searched for formulas or cure-alls. There are none.

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[1] Address to the First National Conference on Financial Requirements for Energy Development, Albuquerque, New Mexico, October, 1975.

[2] Denver Research Institute, A Growth Management Case Study: Sweetwater County, Wyoming, December, 1974.

If other communities have had problems, what of communities in the Rocky Mountain West, scattered in relatively lightly populated areas and faced with rapid population growth as a result of energy related developments? In a 1977 report by the Federal Energy Administration, Region VIII, 188 communities in six states were identified as potential areas of impact. Well over half of them are 5,000 or under in population. Only 12 have over 10,000 in population. These areas, until impacted, have not been wrestling with the growth issue. In fact, most of them have been stable or declining in population. For the most part, they have small staffs and minimum processes for development review. Facilities are adequate for the existing population but will be strained if the communities double. Little unemployment exists. The communities tend to lose their young people, and in-migration has been limited as the employment picture in the past did not attract new residents.

New employment opportunities from energy related actions will draw new population and cause dislocations for existing employers. Wages in the mining, construction, and power industries are usually set on a national basis, e.g., starting wages at the Decker-Birney Mine north of Sheridan, Wyoming, are $9 to $10 an hour for the lowest paying jobs. Existing employers will find it hard to compete with wage scales such as this. In-migration will occur whether to fill the energy related jobs or local service sector positions. Some energy developments, in unattractive locations, will have to pay additional incentives and may still find turn-over high. Others, because of their natural setting and proximity to larger communities, should have little difficulty attracting and holding people, e.g., Sheridan, Wyoming, or Paonia, Colorado.

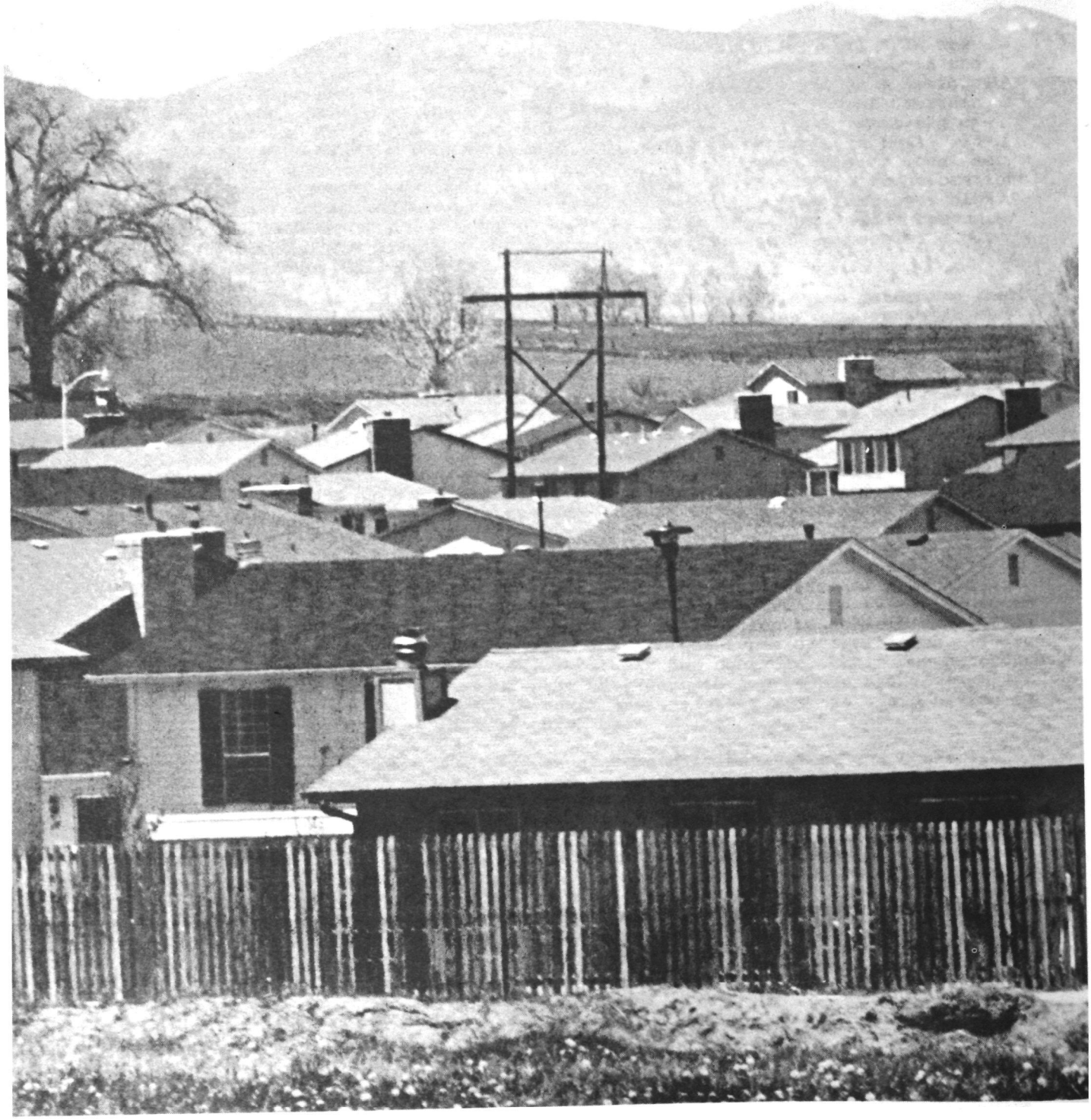
All of the communities will need to prepare if they wish to determine their own futures. Once impact begins, it becomes a catch up game in which correcting mistakes requires a major effort that could otherwise be going toward producing positive quality features for the community.

The challenge to the small community facing rapid growth is to develop the local capability to assure that the effects of growth are as beneficial as possible. While financing new facilities is extremely important, money alone cannot assure quality growth. Broader roles for the local community and its local government are necessary. Managing development, including regulating land uses and enforcing development standards, and carefully planning the entire physical system, is sure to be a requirement to assure growth is positive for the community.

Without a strong local initiative, towns and counties will have to rely on state or federal commitment to see that proper facilities and programs are developed in a logical sequence before problems occur. The track record in this area is spotty. Few states have the legislation to achieve effective state regulation now, and then only for limited types of facilities. Therefore, local governments must develop their own controls, their own procedures, and their own guidelines about what they want to see happen before any impact is allowed to develop in their area, if they want to avoid having to play a nearly hopeless game of catch up.

This handbook is about the process of community management and control. While the following principles and techniques are valuable for a variety of communities and situations, the approach is directed specifically at small western towns and counties in energy rich areas that have not yet fallen behind in preserving a quality living environment. For some it is already late. Much time, patience, and hard work are required to mobilize citizens and develop effective and comprehensive means by which to regulate growth. This handbook is offered as a set of guidelines and tools which may enable your community to influence the style and substance of future development that national energy needs will almost inevitably cause to occur.

NOTES



2 Getting a Picture of What Lies Ahead

If an energy facility is built near your town, do you know how many new people will move into town? Will you need more policemen, firemen and doctors? How much new housing is needed? Should your community build mobile homes or single family houses? Will a new sewage treatment system be needed? How many new school classrooms are needed? How much land is needed?

If you don't know the answers to these questions, you may find some by reading on in this chapter.

There are many tasks that face any community that is anticipating growth. The most important task is for the community to prepare itself to be in control if and when growth does occur. It must prepare itself before new people actually enter the community. Growth will bring pressing demands and rapid change. There will be expanded demands for existing services, as well as demand for new services. Higher prices for land, houses and labor can be expected. There will be a greater need for governmental action. New faces, new ideas and new demands for public resources to support the expanding needs and desires of a growing population will result.

In this handbook procedures are suggested that local governments and citizens can use to manage growth impacts from large scale development. To effectively handle the complex problems that a community will face, both local government officials and citizens must understand the problems and issues. Local government -- city and county -- will have major responsibilities to see that what does occur is positive. But government cannot do the job alone. Widespread citizen participation and support will be essential. The citizens' role is vital to help make the crucial decisions that will guide the future of the community. The citizens must understand the magnitude and complexity of issues that face their local government officials in order to solve the problems effectively. This is the way most smaller communities have accomplished tasks for years, only they've had years to meet the issues. Now they will be faced with a great variety of issues in a relatively short time span. The exercise in this chapter is a great way to get the point across in your community that you may indeed face a sizable task.

THE NATURE OF ENERGY IMPACT

The population impact will be much greater than the actual employment at the proposed facility. Workers will, in many cases, bring wives and children. Additional employees (service workers) will be drawn to serve the needs of the energy workers and their families. Thus, the total added population will be much larger than the number employed at the facility.

Energy developments, both in the construction and operation phases, will affect land use, housing supply and demand and public facilities. You can expect that added government personnel will be required to serve the enlarged population's needs for community services. It is likely that the type and amount of land, housing, public facilities and personnel required will differ between the two phases. Some facilities will be required by both construction and operation workers and can, therefore, be of a permanent nature. Others may be required solely to serve the needs of construction workers.

Where major energy processing facilities, like a power plant, are involved, the construction phase is the most difficult to accommodate because it creates a large and rapid demand for facilities and services. The influx of construction workers occurs very rapidly. The period during which the construction employment winds down may be as rapid as the start-up period, allowing little time, unless anticipated, to adjust to the new lower demand for facilities and services. In most cases, construction requires more workers than does the operation of facilities -- coal and uranium mines being the exceptions.

The strategies used to provide the additional facilities, services and land will vary with a community's goals and needs. The ultimate permanence of the growth and the region's ability to sustain development will influence the strategies. If it is expected that energy development will be the only new basic employment, facilities must be closely tied to the life of the resource. On the other hand, if it is reasonable to assume that the region has potential for attracting additional growth, then facilities should be designed with a potential for conversion, and of a level of quality suitable for use by a permanently growing community. These strategies will have to be developed by each impacted area according to its own needs and circumstances.

To give you some idea of the meaning of growth to your community, we have provided greatly simplified tables for you to use to make projections. By completing these tables you will understand the general impacts of new employment on your area. Bear in mind this exercise is an educational tool that may give you an incentive to dig further into this handbook. It brings examples directly into your situation. It is based on actual experience, but it is not a precise tool for you to measure exact impacts. That will be done later in the process.

Bear in mind that the companies that will be developing the energy resources in your area have the best figures on how many construction and operation workers you can expect. The companies might also be able to provide information about their own worker characteristics (percent single and married, average family size, income, skills and number expected to be hired locally) and when they expect to reach certain levels of employment. Where the state or federal governments require impact statements, this information should be available from those reports.

In lieu of that information being available from the industry, or until it is, we have researched reports and actual experiences for information for you to get started. As a point of beginning, the data and procedures contained in Tables 2-1 and 2-2 can be very useful. However, as specific information becomes available, you will want to update the estimates.

We have also prepared a worksheet for you to use to determine what these new people will require in the way of housing, land use, public facilities and public employment. This follows as Table 2-3. Local figures or standards should be substituted in the proper places when they are available. Otherwise, use the figures furnished along with the tables.

Remember, these are guides; the actual situation will surely vary according to the individual characteristics of your community. However, using the tables will tell you something about what may develop. Even though not totally precise, this may help you mobilize citizen interest and support to do something other than to sit back and await the crunch. Work through the tables and then decide if you should be concerned!

EMPLOYMENT/POPULATION PROJECTIONS

Tables 2-1 and 2-2 are worksheets for estimating employment and population projections from various types of energy development activities. In developing these tables and the process, several assumptions have been made for purposes of simplification:

- The community in question is isolated from larger urban areas. Larger communiites in the area would attract workers away from smaller towns due to available services and facilities. These larger communities would also probably supply a larger portion of workers to the energy project.

- All people employed in the construction and operation phases migrate into the area. If local people are employed by the industry, their current jobs will probably be filled by newcomers, so the gain in total jobs and population will occur based on the industry jobs and those it induces. It is assumed local unemployment is very low.

- All newcomer workers will reside in the area. Some may choose to live outside the immediate area; however, it is nearly impossible to estimate how many may do this by choice, and how many may do so because of lack of adequate housing, family ties, or other reasons. If the community is located in close proximity to other cities, it is logical to assume that fewer people will locate in a single community.

- Only a single energy industry will locate in the area. If more than one industry does locate in the area at the same time, the calculations may be done for each industry and the results totalled.

- A small energy facility will have the same ratio of employees to output as will a larger facility of the same type. Larger industries may, because of "economies of scale," employ fewer workers per unit of output than will smaller facilities.

The first step in using the tables is to find out the projected output of the proposed industry (i.e., tons of coal per year, megawatts of power, barrels of oil per day, etc.). Next, refer to Table 2-1 to determine how many employees can be expected per unit of output in each of the construction and operation phases for the type of energy facility proposed in your area.[1]

Now, enter the projected output and the appropriate employee/output ratio (from Table 2-1) in Table 2-2, Step 1. After you figure out the peak construction and operation employees, complete the remaining steps in Table 2-2 and total the numbers at the end.

HOUSING, LAND USE, PUBLIC FACILITY AND EMPLOYEE IMPACTS

Do you know what your community will need if 1,000 people move into town? Table 2-3 has been provided to allow you to determine land use, public facility and employee impacts to your community -- for the construction phase and for the operations phase. This table is intended to define and estimate the facility and employment needs for those facilities and services which can be provided or influenced by governmental action. Facilities and services usually supplied by the private sector have not been included. The market place will provide the best indicator of these needs.

The table is based on standards and guidelines per 100 new residents. It is assumed that if the land, facilities or employees required for an increase of 100 people is one unit, then the amount required for a population increase of 1,000 people would be ten units. The actual relationship may be more complex, because of a number of variables unique to each community. The real need probably will not become proportionately greater as the population increases. However, in this case, for guideline purposes, the straight-line relationship provides a good basis for determining needs; despite its validity in all cases, it provides a straightforward basis from which each community can interpret its own needs.

As you work through Table 2-3, you will come up with fractional numbers for facilities and employees (e.g., 0.2 community center, 6.4 classrooms, etc.). Your own judgment should play a part in determining whether these fractional numbers should be rounded off to the next higher or lower number. Obviously, a community which only requires 0.2 of a community center does not have the population necessary to support a full facility; in such a case, construction of a new community center is probably unwarranted. A substitute may be found by using school facilities or other existing public buildings for community center purposes. A requirement for 6.4 classrooms should show that 6 classrooms might result in slight overcrowding of one or more classes; on the other hand, 7 classrooms may not be warranted due to distribution of pupils throughout the various grade levels.

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[1] Table 2-1 can be skipped if the company(ies) have actual estimates of the number of construction and operational employees available. Use their figures to plug into Table 2-2 rather than using the generalized figures we supply in Table 2-1

TABLE 2-1: ENERGY FACILITY/ EMPLOYMENT CHARACTERISTICS[1]

ENERGY ACTIVITY	CONSTRUCTION PHASE	OPERATION PHASE
Coal-Strip Mining:		
Peak employment per 1 million tons/year output	17.5[2]	66[3]
Coal-Underground Mining:		
Peak employment per 1 million tons/year output	138[4]	345[3]
Electric Power Plant:[3]		
(Coal fired, hydropower, nuclear) Peak employment per 1000 megawatts capacity	1000	130
Oil Shale Mining and Processing:[5]		
Peak employment per 1000 barrels/day output	33	18
Uranium Mining and Milling:[6]		
Peak employment per 100 tons uranium concentrate produced/day	13	22
Coal Gasification Plant:[3]		
Peak employment per million cu. ft/day capacity	4.5	2.4

[1] These figures are estimates based on various actual experiences and may vary among energy facilities.

[2] Adopted from A Study of Social, Economic and Public Effects of Four Coal Mines, Bickert, Browne and Coddington, 1976.

[3] Projects to Expand Fuel Sources in Western States, Bureau of Mines, 1976.

[4] Adopted from Baseline Environmental Report, Proposed, Long Canyon Coal Mine, Dames and Moore, 1976.

[5] Oil Shale and the Future of a Region, Colorado West Area Council of Governments, 1974.

[6] Draft Environmental Statement, Bear Creek Project, Rocky Mountain Energy Company, 1976.

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In many instances, it is not possible to express some of the requirements in terms of square footage for a facility. Some area requirements vary so widely, depending upon the community's existing standards and needs, that local judgment again will have to enter into the picture. For example, the size of fire station required will depend upon the type and number of fire trucks to be garaged, and whether the fire department has full-time employees who sleep at the station or has volunteers who need no dormitory space.

The table is divided into impacts resulting from the construction and operation phases. The procedures are the same for both phases.

1. Divide the "total population added" by construction (from Table 2-2) by 100 and put it into the left-hand column of Table 2-3 under the construction phase.

2. Divide the "total population added" by operation (from Table 2-2) by 100 and put it into the column in Table 2-3 under the operation phase.

3. Multiply these numbers times the factors in both columns of the table and enter the products in the appropriate blanks on the right.

4. After completing the table, you can total the land use and public employee requirements.

5. Other land use, facilities and employee requirements that you feel are important may be added into the table (e.g., courts, jails, museums, airports, etc.) if you have standards to guide you.

SPECIAL NOTE ON HOUSING

The number of new housing units needed to accommodate the increased population (of 100 persons) added by energy development and related services has been estimated for both construction and operations phases as follows (see Table 2-3):

	Construction Phase	Operations Phase
Permanent Housing Units (single-family homes, duplexes, townhouse units, apartments)	18	22.5
Temporary Housing Units (mobile homes)	10	6
Other (motel units, rental rooms, company bunkhouses, etc.)	2	0.5
Total Units Needed	30	29
Average Number Persons/Unit	3.33	3.45

Note that, where peak population added in the construction phase exceeds the peak population added in the operations phase by more that 25%, there will be an excess of permanent housing units at the end of the construction phase if permanent housing units are built at the ratio of 18 permanent units per 100 added population. When this is the case, a higher number of mobile homes or modular units in the construction phase may be the answer because of the speed with which housing will be needed.

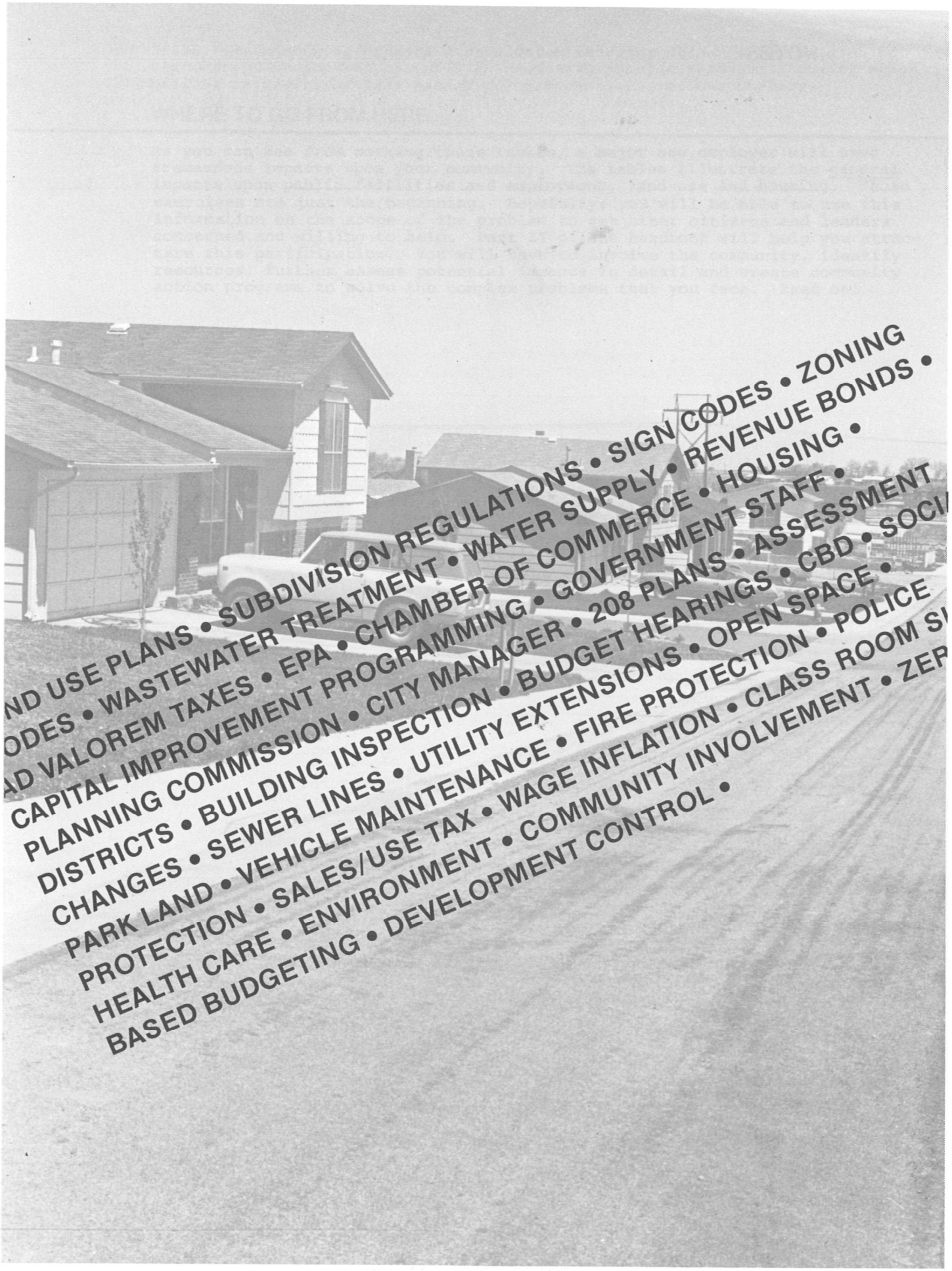
For example, if added construction-related population is expected to be 5,010, and added operations-related population is expected to be 1,070, only $\frac{1070}{100}$ X 22.5 or 241 permanent units should be planned for and built, even though construction-worker preference would indicate a need for $\frac{5010}{100}$ X 18 or 902 permanent units. In this case, 1,162 mobile homes (902 - 241) + $\frac{5010}{100}$ X 10 may be planned for.

Unless the community expects a population increase which is not related to the energy development, it will be unwise to provide permanent housing which will be in excess of that needed for permanent operations workers.

WHERE TO GO FROM HERE

As you can see from working these tables, a major new employer will have tremendous impacts upon your community. The tables illustrate the general impacts upon public facilities and employment, land use and housing. These exercises are just the beginning. Hopefully, you will be able to use this information on the scope of the problem to get other citizens and leaders concerned and willing to help. Part II of the handbook will help you structure this participation. You will have to involve the community, identify resources, further assess potential impacts in detail and create community action programs to solve the complex problems that you face. Read on!

NOTES


ND USE PLANS • SUBDIVISION REGULATIONS • SIGN CODES • ZONING
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AD VALOREM TAXES • EPA • CHAMBER OF COMMERCE • HOUSING •
CAPITAL IMPROVEMENT PROGRAMMING • GOVERNMENT STAFF •
PLANNING COMMISSION • CITY MANAGER • 208 PLANS • ASSESSMENT
DISTRICTS • BUILDING INSPECTION • BUDGET HEARINGS • CBD • SOCI
CHANGES • SEWER LINES • UTILITY EXTENSIONS • OPEN SPACE •
PARK LAND • VEHICLE MAINTENANCE • FIRE PROTECTION • POLICE
PROTECTION • SALES/USE TAX • WAGE INFLATION • CLASS ROOM S
HEALTH CARE • ENVIRONMENT • COMMUNITY INVOLVEMENT • ZEP
BASED BUDGETING • DEVELOPMENT CONTROL •

3 The Process of Community Management

Historically, communities in the United States have developed as a result of the independent investment decisions of large numbers of individuals. Farmers and ranchers invest in agricultural land and create demands for equipment and supplies. Small businessmen invest in centrally located commercial space and inventories to supply farm needs. Large distributors invest in warehouse space to buy and sell trade goods. Entrepreneurs invest in production space to produce manufactured goods. As the demand for labor grows, housing needs are created. Developers seek out and invest in land suitable for residential development. Builders invest in labor and materials for housing production. Families, with the support of mortgage lenders, invest in residential land and housing. Investments in service industries are stimulated. With commercial, industrial and residential development comes the demand for various services to meet collective community needs. Investments follow in sanitary sewer systems, water lines, streets and roads, park land, buildings to house police and fire equipment, and schools.

Sometimes the result of these uncoordinated decisions is the growth and development of an acceptable community. When it is, there is the added advantage that a maximum degree of freedom of choice is achieved. Experience shows, however, that the totally unmanaged approach works better in stable, slow growth situations than it does under conditions of rapid growth. Similar to a business which expands very fast, rapid growth creates vast needs for investment capital. This capital must be provided for anticipated larger capacity, but supplied and supported by the existing smaller sales (community) base. Businesses may go bankrupt or be forced to merge as a result of overly rapid expansion. On the other hand, communities can only exhaust their resources and be forced to lower the quality of public and private services, and consequently the overall quality of community life.

An added problem with rapid community growth is that inequities are likely to be imposed on existing residents who are forced to become borrowers and pay increased taxes to support the investments in utility extension, added treatment plant capacities, street extensions, expanded public buildings, new parks, and so on. Eventually, these costs may be shared by the larger population, but not until some point in the future. The existing residents also bear the risk that the larger population level will not be sustained or in fact ever reached.

These conditions of rapid growth, with major risks and consequences for the existing residents, support the argument for a greater degree of public influence and involvement than may be necessary under more stable conditions. Where and how growth occurs, and who pays for the required facilities, become vitally important issues to the existing residents. An active role is required for the protection of their interests, and for the assurance that the overall quality of life does not deteriorate.

Admittedly, taking an active role in community management will require a considerable effort by the community's citizens. The community's first concern should be whether or not to make the investment in time and worry. Fortunately, this initial effort will not be expensive dollar-wise. The preceding chapter in this handbook can be used to get a picture of what lies ahead with all types of energy development activities. The exercise of projecting impacts should be used to get an idea of what might occur with and without the community taking active steps to influence the outcome.

The following chapters in Parts II and III detail an approach for the community which wishes to take an active role in seeing that its development is positive and beneficial for its present citizens and future residents. What is proposed is a <u>process</u> of community management. The basic elements are involving and informing the citizens to gain their support and to understand their

interests and goals, achieving a measure of public control over impacts, and managing the development which occurs to assure the citizens' goals are advanced.

Getting the community informed and involved is the foundation of the community management process. This is the subject of Part II of the handbook. Broad citizen support must underlie and endorse the actions that will allow the community to influence the shape of its future. In this phase of the process, there are two main actors, the "initiators," and later, the Community Impact Committee. The initiators may be local government officials or staff, the chamber of commerce, advisory board members, or interested citizens in general. Their role is to inform the community about the proposed development project and stimulate interest in launching a community-wide effort to manage potential impacts, and quickly to expand their base into the officially selected Community Impact Committee, which then takes over the lead.

The Community Impact Committee is the major coordinating body for the citizens' study and goal setting efforts. They are responsible for setting the direction of the involvement process, planning and conducting community meetings which will be the primary means of exchanging information and keeping the community interested, and guiding the formulation of recommended community goals. As recognized leaders of the community's impact management effort, Community Impact Committee members will continue in advisory roles when local government undertakes the task of translating recommended goals into viable programs which will effectively shape future growth according to the community's stated concerns and desires.

This next stage of the impact management process is the subject of Part III of the handbook. It is carried out by government staff and other experts and is the crux of getting control over growth. After setting priorities and determining responsibilities, the government, with the aid of Community Impact Committee members and other involved citizens, needs to develop specific standards, codes, and policies which will allow it to regulate any future growth proposed to take place. By establishing, publicizing, and preparing to enforce specific standards, the community is making known how it wishes to see growth take place, and will be able to require developers to conform to community standards in order to carry out their development plans.

Once standards have been established based on recommended goals, it is imperative for the local government to follow management policies that will enable it to keep growth from overwhelming existing facilities, service capacities, finances, and current residents of the community. Less rigorous procedures may have sufficed in the past. But under conditions of rapid growth, the government must optimize its ability to plan land uses, facilities, services, and financial programs which will best be able to meet the challenges of an expanding population and perhaps new kinds of needs. Capital improvements programming, for example, is a relatively sophisticated financial tool which may not be necessary for small, stable communities. But in a rapid growth situation, good capital improvements programming may be a key to an overall management program which will enable the community to enjoy the benefits of growth without sacrificing its quality of life.

Monitoring programs as you proceed and looking out for problems or new opportunities are also fundamental for effective growth management. The final and ongoing stage in the community management process is evaluation of what has come before and what is occurring now, with the aim of changing or updating current problems to meet new needs and requirements as they arise.

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15. SUPPLEMENTARY NOTES
The Action Handbook consists of three parts which are designed to be used together. Parts I, II, and III should not be ordered or issued separately.

16. ABSTRACT

The Action Handbook is designed to be a detailed "how to manage" manual for small communities undergoing or facing the prospect of accelerated growth. The recommendations and prescriptions may be of particular interest to small Rocky Mountain communities facing rapid growth due to the surge in energy development activities. However, the authors consider the material valid for a much broader range of communities in terms of both size and of the causes of growth.

The handbook is divided into three parts for the reader's convenience. Part I is intended to give an overview of the community management process and to assist the user in estimating how development of a certain type might affect the community's needs for various public services, such as police officers, sewage treatment capacity, park land, etc. This part should be of interest to all those who wish to understand potential community impact, and especially those who would initiate community management and organization. Part II deals with approaches to getting the community involved and organized. It suggests a working model for the community organizers. Part III focuses on community action and growth management. This part will be of greatest interest to those closely involved in making government work to manage growth.

17. KEY WORDS AND DOCUMENT ANALYSIS

a. DESCRIPTORS	b. IDENTIFIERS/OPEN ENDED TERMS	c. COSATI Field/Group
Energy Impacts Growth Management Community Management Socio-Economic Impacts Rural Communities		

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