



Report to the 2005 Legislature





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# Executive Summary

This report reviews the Quality Growth Commission's work and other Quality Growth projects in Utah. For more information see our website [www.qualitygrowth.utah.gov](http://www.qualitygrowth.utah.gov). The report has eight sections.

**Growth Measures:** Population, water demand, housing values, transportation demand and employment are all growing in Utah.

- Utah's population is growing fastest on the fringes of the urbanized areas.
- Utah's demand for water will increase as the population increases. Current plans call for significant water development as well as a 25 percent reduction in use through conservation.
- Housing values have continued to increase in Utah since 2000.
- Job growth in Utah rose 1 percent in 2002-03, while job growth in the US decreased 2 percent during the same period

**State of Planning in Utah:** In this report, we provide information on planning and conservation efforts across the state. We report on the following projects:

- *New Federal Lands Planning Efforts*, the US Forest Service and the BLM are currently revising their plans for many areas in Utah. The Governors Office has been a contractor to the Forest Service on the forest plans and is providing social and economic data for these plans.
- *LUDMA Revisions*. The legislature and numerous stakeholders are updating the state's land use code and making important changes.
- *Roll out of the County Resource Management Tool Kit*. The Governors office has rolled out a tool kit to help counties update their plans to include a resource management section dealing with public lands. This tool kit should make the county plans more specific and therefore more useful to federal land managers as they prepare the new plans.
- *The new WFRC/MAG 2040 Transportation Plan*. For the first time, local land use is being considered as the transportation plan is developed. Also, an extensive visioning effort is being undertaken in cooperation with Envision Utah.
- *New Jordan River Parkway Trail Completion Priorities*. The Jordan River Natural Areas Forum has been conducting a series of workshops to help prioritize the trail completion along the river.

## Online Survey of Planner Opinion

GOPB conducted an online survey of planning professionals across the State in order to gauge their opinions relative to the Quality Growth Commission.

94% say that they are familiar with the Commission.

82% say they are familiar with the Quality Growth Communities program.

88% say they are familiar with the LeRay McAllister Fund.

Learn more at:  
[www.planning.utah.gov](http://www.planning.utah.gov)

- *Alliance for Regional Stewardship National Meeting in Salt Lake City.* This national organization of leaders promoting regional planning is holding its national convention in Utah November 10-12, 2004. Focus on the work of Envision Utah, and the Quality Growth Commission will be a highlight of this event.
- *American Society of Landscape Architects National Convention in Salt Lake City.* ASLA held its national convention in Utah October 29 to November 2, 2004. Utah's efforts to conserve critical land and to promote Quality Growth were important features of this meeting.

**Municipal Quality Growth:** The Quality Growth Commission requested input from Utah Cities regarding Quality Growth in their communities. The commission received several responses describing the innovative efforts of some Utah Communities. They include:

- Draper passed a \$7 million bond to conserve important local openspaces.
- Taylorsville has begun very important new updates to their small area master plans.
- Several new affordable housing projects were completed in Orem City. They provide housing for students, and other moderate income residents
- Ogden's planning efforts have focused on three areas. They include increasing employment, housing and activity downtown.

**Quality Growth Commission:** By April 15, 2005, seven new members will need to be appointed. Now that the election is over, we will solicit nominations to fill these vacancies.

**Planning Grants:** From 1999 to 2001, the Quality Growth Commission awarded forty five planning grants to Utah cities and counties. These grants totaled \$600,000, and were matched by more than \$1.4 million in other funds. In 2004, the Commission set aside \$50,000 from the LeRay McAllister fund to help communities do critical lands planning and inventories.

**Quality Growth Communities:** The first 19 Quality Growth Communities were certified in October 2004. This program is a partnership with several state agencies. The goal of this program is to use state infrastructure spending to reward communities for good planning.

**LeRay McAllister Fund:** In six years, the state spent about \$11 million, which was matched by \$49 million to conserve or restore 33,325 acres in 13 counties in Utah. The fund also provided administrative funding to the commission. In 2004, the Commission spent \$1 million, which was matched by \$3.9 million, to preserve or restore 809 acres.

**Conserved Lands Mapping Project:** The Commission funded a GIS project to map lands conserved by the McAllister Fund, other state agencies, and private conservation organizations. This map identifies linkages, and visually documents conserved lands. The Automated Geographic Reference Center (AGRC) will host this map on its website.

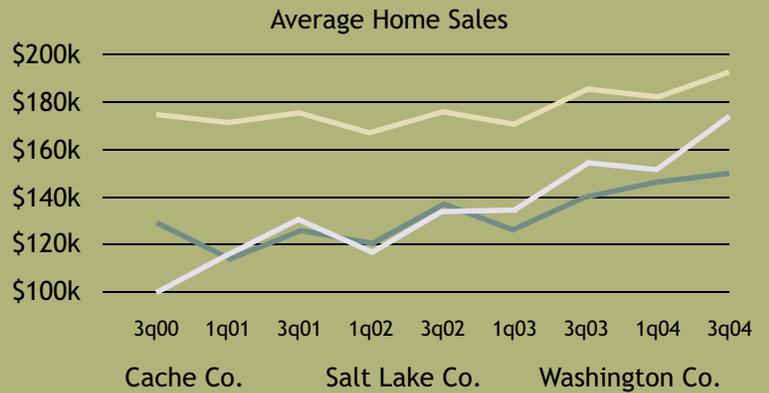
We hope this information is useful to you.



land, air, and water — and the requisite development of residential, commercial, and industrial land to accommodate our expanding economy and populations.

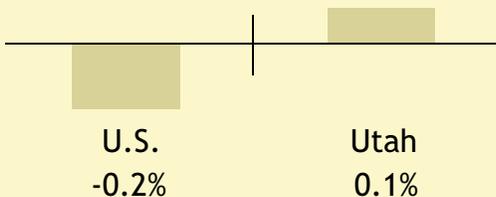
### Housing Values

Average home values have continued to increase since 2000 in spite of the economic slowdown in Utah.



Source: Wasatch Front Regional Multiple Listing Service

### Non-Agricultural Employment Growth October 2003 over October 2002



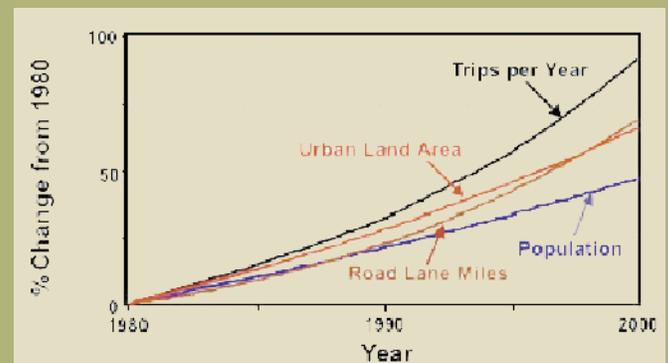
Source: Governor's Office of Planning and Budget

### Economic Growth

The Utah economy added 1,000 jobs from October 2002 to October 2003. Unemployment has been declining in the state since October 2002 and it is assumed that 2005 will bring stronger growth in jobs.

### Transportation Demand

The rates of land consumption and road miles have increased exponentially when compared to population growth rates along the Wasatch Front. This translates into a substantial increase in demands on transportation infrastructure.



Source: University of Utah

# State of Planning in Utah



snapshot of planning activities in the state

## County Resource Management Planning Toolkit Unveiled

To help local governments get “ahead of the curve” in BLM and Forest Service resource management planning processes, the State has developed a Toolkit to help counties develop their own County Resource Management Plans, targeting the resources and uses of federal lands within county boundaries.

The Toolkit will assist in the development of Plans that use the same structure and terminology as BLM and Forest Service plans to ensure consistency and clarity when compared with federal plans, and that address the management of the public land resources from the local perspective.

Learn more at: [www.planning.utah.gov/crmp.htm](http://www.planning.utah.gov/crmp.htm)

## Land Use Development & Management Act (LUDMA) Revisions

Senator Greg Bell (Farmington) has convened a group of 73 planning officials and practitioners in order to minimize state barriers to streamlined local land use processes. The hopeful outcome is a comprehensive overview of the state of the law that will:

- 1) enable local governments to establish locally-relevant processes,
- 2) provide flexible appeal options, and
- 3) codify clearly established common law principles.

Learn more at: [www.ulct.org](http://www.ulct.org)

## Wasatch Front 2030 Transportation Plan Advanced

The Wasatch Front Regional Council has adopted the Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030. This Plan recommends needed transportation improvements through the year 2030. The Update seeks for a balanced approach, which offers alternative transportation choices to the traveling public including programmed improvements for mass transit, highways, bicycles and pedestrians. The plan also addresses revenue needs and recommends increased taxation to pay for the projected costs of planned transportation improvements.

Learn more at: [www.wfrc.org](http://www.wfrc.org)

## Federal Planning Efforts

The decisions of federal lands management can make a significant socio-economic impact on the communities near them. The federal plans are typically updated every 10-15 years. All but two of the BLM field offices in Utah are currently updating their RMPs. Similarly, all but two of the National Forests in Utah are updating their plans.

The Governor’s Office of Planning and Budget has been retained by several National Forests to develop assessments that are intended to facilitate collaboration between federal, state, local, and tribal interests.

Learn more at: [www.planning.utah.gov](http://www.planning.utah.gov)



### Jordan River Parkway: Trail Completion Prioritization

The Jordan River Parkway trail has a number of incomplete sections or sections needing work. Nine of these sections have been identified. The purpose of this project is to create a prioritized recommendation for completing the trail.

The Jordan River Natural Areas Forum, a local voluntary coalition of regulating agencies, has been asked by Salt Lake County to 1) initiate an informed public process to develop a strategy to fill in the gaps in the Jordan River Parkway Trail and 2) serve as a facilitator to bring together the stakeholders.

Learn more at: [www.planning.utah.gov/jnaftrail.htm](http://www.planning.utah.gov/jnaftrail.htm)

### Citizen’s Initiative #1

Sponsors of Initiative One chose the Quality Growth Commission to administer the bond funds because the Commission has established a successful process for evaluating conservation projects and has demonstrated experience administering the LeRay McAllister Fund.

While the Initiative ultimately failed, the commission understands that there is public interest in the objectives of the initiative. Critical land conservation is an issue that will remain at the forefront of public discourse.

### Envision Utah’s Efforts

Envision Utah, a public-private partnership, focuses on demonstration projects with local communities, training planners, elected officials and developers, as well as highlighting quality growth efforts through awards.

Envision Utah is presently running its 2004 Public Awareness Campaign. This year’s campaign focuses on the importance of neighborhoods, the importance of critical lands, and the importance of providing housing for all residents as they go through different stages of life.

Learn more at: [www.envisionutah.org](http://www.envisionutah.org)

### Net Increase of Private Land

In Fiscal Year 2004, the Trust Lands Administration sold 8,336 acres of land. Most of this land went into the hands of private citizens.

Trust Lands is the primary source of public-to-private land sales and transfers in the State and is likely to remain so for the foreseeable future. Their efforts to increase the Permanent Fund will also contribute greatly to the State’s Net Gain policy of increasing private land holdings.

Learn more at: [www.planning.utah.gov](http://www.planning.utah.gov)



## municipal planning examples

### Ogden City

Ogden’s planning efforts have focused on three areas. They include increasing employment, housing and activity downtown. Employment has increased because two historic warehouses have been renovated for office space. Housing has increased downtown with new and recent development. The River Project is a mixed use project of commercial and housing areas and promises to increase the downtown population.

### Draper City

Draper City continues to see a tremendous amount of growth. As part of the City’s commitment to balance the amount of growth with the preservation and enhancement of the City’s natural and recreational amenities, the citizens of Draper have passed an Open Space Preservation General Obligation Bond in the amount of \$7 million. This will be used to purchase critical open space and recreational land in the Corner Canyon and/or other critical areas, such as the Jordan River Parkway. The City has also responded to the current and future anticipated rate of growth with the construction of a new City Hall and General Services / Public Works facility this year, all completed without raising taxes. Draper has also adopted a new General Plan in 2004, which will serve as a guide for the responsible growth and development of the City for the next 10-20 years.

### Orem City

Orem has made significant strides in housing development. Midtown Village is a mixed use development which offers a new standard in urban living with an added mix of business and leisure opportunities. It will be home to some of the finest retail shops in the valley. Parkway Crossing is a student housing urban village. With more than 40 acres of posh student apartments, retail shops, restaurants, and non-stop activities, PC is putting the life back in student living.

### City Of Taylorsville

The City of Taylorsville is currently engaged in two very significant planning projects, each of which will have current and long-range benefits. Preliminary drafts of the General Plan update have designated several key areas for future small area master plans, including a 118 acre vacant property adjacent to Bangerter Highway.

Planning objectives include aesthetic enhancements, design controls and aggressive transportation improvements. Taylorsville currently employs three full-time city planners, one part-time planning intern and operates under the supervision of a Community Development Director.

The Quality Growth Commission

recognizes its responsibility to

**LEAD** the change,

not **REACT** to it.

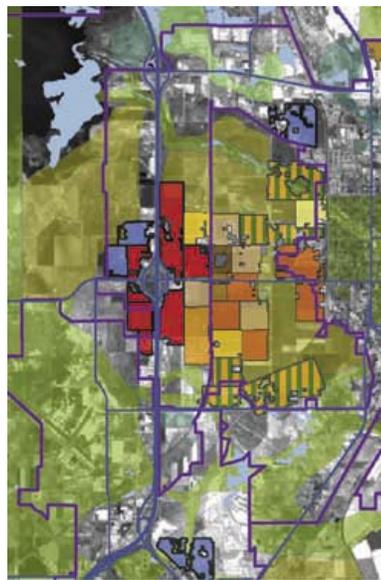
Planning Grants

Quality Growth  
Communities

LeRay McAllister

Critical Lands Mapping

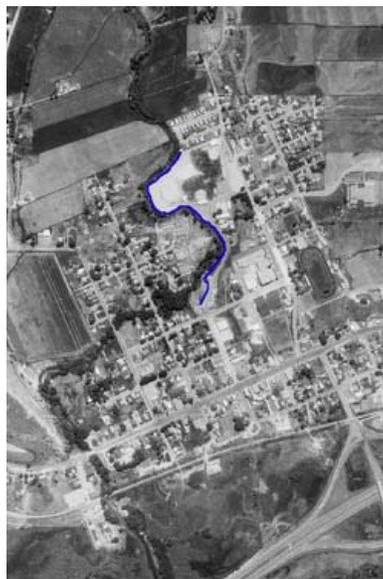
# Planning Grants



## Allocations:

From 1999 thru 2001, the Quality Growth Commission has awarded 45 planning grants totaling over \$600,000 to communities throughout the state in an effort to promote responsible and intelligent growth throughout Utah. Communities receiving these grants have enthusiastically provided matching funds in excess of \$1,407,325.

The 1:3 matching ratio demonstrates the desire and need local governments have for planning. Utah communities are now better prepared to not only meet their current needs, but have plans and programs in place that will assist them in meeting the changing demands of growth in a more cost effective manner. This saves Utah and taxpayers money now and in the long-term. Unfortunately, due to a depressed economy and budget cuts planning grant funds were eliminated in 2002.



In 2004, the Commission elected to set aside \$75,000 from the LeRay McAllister fund to be spent on critical lands planning. Of that amount, \$50,000 has been made available to municipalities and counties through a competitive bid process to assist in the development and refinement of critical land identification and conservation plans.

# Quality Growth Communities



## Quality Growth Communities:

American Fork City  
Carbon County  
Draper City  
Midvale City  
Murray City  
Orem City  
Payson City  
Provo City  
Riverton City  
Roy City  
Salt Lake City  
Sandy City  
Snyderville Basin Water  
Reclamation District  
Summit County  
Tooele County  
Utah Transit Authority  
West Jordan City  
West Point City  
West Valley City

## 21st Century Communities:

Ballard  
Bear River  
Beaver  
Brigham City  
City of Naples  
Coalville  
Corinne  
Fillmore  
Honeyville  
LaVerkin  
Lindon City  
Logan City  
Manti  
Mt. Pleasant  
Myton City  
Newton  
Nibley  
North Logan City  
Panquitch City  
Perry City  
Piute  
Price  
Salina  
Santaquin City  
Smithfield  
Springdale  
Tremonton City  
Uinta County  
Wasatch County

By Executive Order, Governor Olene Walker launched the Utah Quality Growth Communities Program in January, 2004. The program designates “Quality Growth Communities” based on progress in planning and implementation of Utah’s Quality Growth Principles at the city, county, and special service district level.

In addition to recognition of their planning efforts, participating communities will receive access to a “bundle of benefits” as an incentive for planning for quality growth. The benefits consist primarily of preferential access to state resources and funding sources and/or better terms and rates when receiving state financial support on such things as loans for water and sewer projects.

In January, 2004, the Quality Growth Commission, working with several state agencies, launched the Quality Growth Communities program. Later, Governor Olene Walker issued an Executive Order directing state agencies to implement the principles of Quality Growth. This order promoted the work of the commission and its state agency partners.

The first 19 communities were certified on October 20, 2004 at a luncheon hosted by Governor Olene Walker at the Governors Mansion in Salt Lake City.

The 28 Communities currently designated as 21<sup>st</sup> Century Communities were also recognized at this event by being cross certified as Quality Growth Communities. These Communities are also entitled to the same bundle of benefits. Eventually, the two programs will merge.

The Quality Growth Communities program originated from the legislature’s charge to the commission to define a Quality Growth Area (*Utah Code* 11-38-202). Up until now, all the incentives have been identified and provided by working with state agencies to do this under their own authority. The Commission requests that the Legislature endorse the program and provide recognition and incentives to the certified communities.

Learn more about the Quality Growth Communities program at:  
[www.planning.utah.gov/qualitygrowthcommunities.htm](http://www.planning.utah.gov/qualitygrowthcommunities.htm)

mcallister fund (fy05)

*\$1 million*

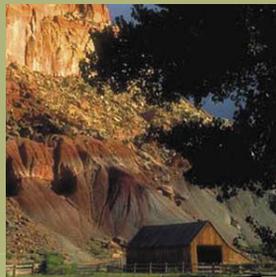
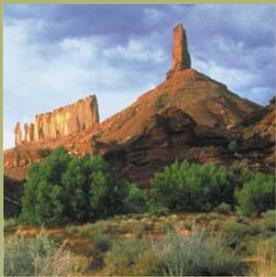
matching funds (fy05)

*\$3.9 million*

critical lands conserved (fy05)

*803 acres*

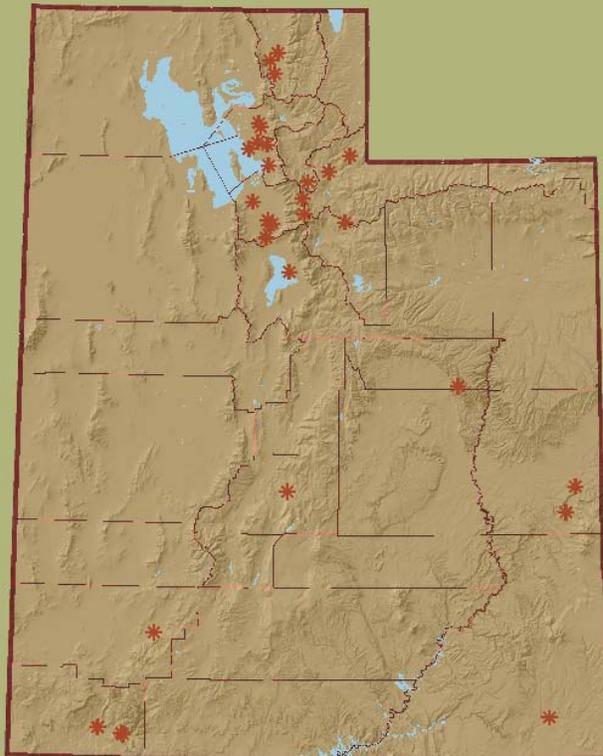
## LeRay McAllister Critical Land Conservation Fund



The LeRay McAllister Critical Land Conservation Fund was established in 1999 with the intent to provide grants to encourage communities and landowners to work together to conserve and restore their critical lands.

The fund targets lands that are deemed important to the community such as agricultural lands, wildlife habitat, watershed protection, other culturally or historically unique landscapes that provide unique or irreplaceable state benefits.

Because the funds for the McAllister Fund are appropriated by the legislature, the Commission has been able to use a small portion of these funds for administrative costs as permitted by law (Utah Code 11-38-303). Traditionally, a very small percentage of these funds have helped to defray the cost of providing staff to the Commission.



Learn more about the LeRay McAllister program at:  
[www.governor.utah.gov/planning/leraymcallister.htm](http://www.governor.utah.gov/planning/leraymcallister.htm)

number of partners

7

projects mapped to date

84

acreage mapped to date

40,000+

# Conserved Lands Mapping Project



In an effort to increase awareness of land conserved through the McAllister Fund, as well as to improve the State's knowledge of public/private conservation activities, the Quality Growth Commission asked the Governor's Office of Planning and Budget to create a statewide GIS database of public and private conservation properties and easements.

This database will be used to better inform and coordinate future land use and conservation planning decisions. It will be hosted online by the State Automated Geographic Reference Center.

**Information has been submitted by state and private agencies such as:**

**State Agencies:**

- Forestry, Fire, and State Lands
- Governor's Office of Planning and Budget
- Utah Department of Agriculture
- Utah Division of Wildlife Resources
- Utah Department of Transportation

**Private Agencies:**

- Rocky Mountain Elk Foundation
- Utah Open Lands



Learn more about the Critical Lands program at:  
[www.planning.utah.gov/criticallands.htm](http://www.planning.utah.gov/criticallands.htm)

# Quality Growth Commission

The Quality Growth Commission was established by the Quality Growth Act of 1999. It has thirteen members, each appointed by the Governor and confirmed by the State Senate.

Membership represents a broad spectrum of interests including local governments, development, housing, agriculture and ranching, and the citizens-at-large.

The Commission is required to consist of: two state agency representatives, one of which must be from the Utah Department of Natural Resources; six elected officials from local governments, three representing counties, and three representing cities; one representative from the construction industry; one representative from the real estate industry; two representatives from the farming and ranching community; and one member from the public at-large. Members may serve two consecutive four year terms. Terms are staggered so that half of the commission must be reappointed every two years.

The Commission meets monthly at various locations throughout the state. Commission rules place a premium on consensus. Nine members are needed to make a quorum for doing business and motions require 9 of 13 votes to pass.

By April 15, 2005, seven new members will need to be appointed to the Commission. The two state representatives will be replaced by the new governor. The three county representatives will need to be replaced. One Commissioner has served her two terms and the other two are not running for reelection as county officials. In addition, the real estate industry representative and one of the two farming and ranching industry representatives have completed their second terms. As soon as the new governor is elected we will solicit nominations from industry groups and the Association of Counties to fill these vacancies.



## **Chair**

Dan Lofgren  
*Utah Home Builders*

## **Vice Chair**

Shauna Kerr  
*Summit County Commissioner*

## **State Government**

Cary Peterson  
*Commissioner; Department of  
Agriculture and Food*

Bob Morgan  
*Executive Director; Department of  
Natural Resources*

## **Municipal Government**

Lewis Billings  
*Mayor of Provo*

Carlton Christensen  
*Salt Lake City Council Member*

Darrell Smith  
*Mayor of Draper City*

## **County Government**

Gary Herbert  
*Utah County Commissioner*

Carol Page  
*Davis County Commissioner*

## **Real Estate**

Max D. Thompson  
*Broker, Mansel and Associates*

## **Farm Community**

Kenneth R. Ashby  
*Utah Farm Bureau*

David Allen  
*Rancher / Business Owner*

## **At-Large**

Brad Barber  
*Private Consultant*

## **Former Members**

Jon Huntsman, Jr.  
Lee Allen  
Leland J. Hogan  
Dee Allsop  
Kathleen Clarke  
Jerry Stevenson  
Dennis P. Larkin

# Utah's Guiding Principles for Quality Growth

The Utah Quality Growth Commission defines quality growth as creating a responsible balance between the protection of natural resources - land, air, and water - and the requisite development of residential, commercial, and industrial land to accommodate our expanding economy and population.

## Assumptions:

These assumptions underlie the principles of Quality Growth:

- Utahns value quality of life.
- Growth creates challenges and opportunities.
- State government should not impose requirements on local governments without adequate resources or appropriate incentives.
- Private property and other individual rights will be respected.
- A solution for one community may not apply to all communities.
- Free market forces are important in addressing challenges.

## Principles:

These principles should apply to all levels of government as our communities develop. To this end, we offer these principles:

- **Local Responsibility** - Local governments are responsible for planning and land use decisions in their own jurisdictions in coordination and cooperation with other government entities.
- **State Leadership** - The State's role is to provide planning assistance, technical assistance, information and incentives for local governments to coordinate and cooperate in the management of growth.
- **Economic Development** - The State shall promote a healthy statewide economy and quality of life that supports a broad spectrum of opportunity.
- **Efficient Infrastructure Development** - State and local governments and the private sector should cooperate to encourage development that promotes efficient use of infrastructure and water and energy resources.
- **Housing Opportunity** - Housing choices and housing affordability are quality of life priorities and state and local governments should cooperate with the private sector to encourage both.
- **Conservation Ethic** - The public sector, private sector and the individual should cooperate to protect and conserve water, air, critical lands, important agricultural lands, and historical resources.

# Recommendation to the Utah Legislature

## Implement a Policy to Achieve a

### Net Gain of Private Land

The Utah Quality Growth Act of 1999 directs the Quality Growth Commission to make recommendations to the legislature on implementing a policy of no net loss of private land:

*[The Commission is to consider] ... how to implement the policy of no net decrease in the quantity or value of private real property available to generate property tax revenues, while recognizing that at times some additional public land will be needed and at other times public land that is not critical can be sold, exchanged, or converted to private ownership to accommodate growth and development.*

Developing these recommendations required the Commission to study land ownership in Utah. The Commission has compiled an updated accounting of land ownership in Utah, including recent land trades and acquisitions<sup>1</sup>.

Based on this land ownership data, the Commission recognized that public land ownership in Utah is extreme among states. Since economic opportunity is a primary component of quality growth, the Commission deliberated about how best to conserve lands that serve a compelling public purpose while simultaneously ensuring a strong economy. This precipitated very strong discussions about how to avoid a net loss and how conservation easements and other use restrictions should factor into the calculations. The Commission also solicited comments from numerous interested parties and the public to help define what the no-net-loss policy means and how to implement it. After much deliberation, the Commission recommended that the state implement a policy of an overall net gain of private land. The Recommendation has four components:

1. **Achieve Net Gain**—Due to the preponderance of publicly owned land in Utah, the State must strive over time to achieve a net gain of private land by proactively pursuing all feasible mechanisms.
2. **Set High Standards**—State critical land preservation funds should only be used for the truly critical and highest priority projects, which serve a compelling public and statewide interest.
3. **Build Capacity to Monitor**—The State must implement the necessary procedures to monitor the goal of a net gain of private land.
4. **Provide More Resources for Planning**—In order for the State and local governments to make good decisions, they need accurate information, careful research, and long-term strategic thinking. The State must provide additional resources for state and local planning activities.

(Footnotes)

1 Compiled based on the SITLA land ownership database.





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