



Achieving

Quality Growth

A Statewide Progress Report for Utah

**ACHIEVING QUALITY GROWTH
A STATEWIDE PROGRESS REPORT FOR UTAH**

"Life quality is a Utah asset. We must protect and enhance our quality of life so our children and grandchildren can enjoy the beauty and traditions we have known."

--Governor Mike Leavitt

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Executive Summary

Preserving quality of life is important to all Utahns. After a decade of unprecedented growth, many residents have asked, “What progress has Utah made in its efforts to achieve quality growth?” And more specifically, “What progress has Utah made in the last four years?” Four years ago, Governor Leavitt and the State Legislature enacted the Utah Quality Growth Act – the first statute in Utah explicitly addressing growth challenges. The Act created the Utah Quality Growth Commission whose mission over the last four years has been to foster quality growth in Utah.

Utah has faced some real growth challenges since the Quality Growth Commission was created in 1999. The 2000 Census showed that Utah was the fourth fastest growing state in the nation from 1990-2000. Rapid growth has challenged our ability to keep our air and water clean, educate our children, and provide government services. Growth pressures will continue to challenge Utah. In the last decade Utah added approximately 510,000 people. In the next decade, Utah will add an estimated 600,000. In the 90’s, Utah’s vibrant economy helped cushion these growth pressures, but Utah has recently faced the same economic challenges as the rest of the nation. Utah has benefited from the global exposure of successfully hosting the 2002 Olympic Winter Games. The success of the games is a direct result of good planning – just as Utah’s future economic viability is linked to quality growth planning for our communities.

The Quality Growth Progress Report is the first attempt to describe the efforts of numerous entities, as well as the Quality Growth Commission, toward achieving Quality Growth. In preparation for this report, the Commission asked, “What can we say is different now than it was four years ago?” In response to that question, the Commission finds support for the following four assertions:

1. Our Communities are Better Prepared for the Challenges of Growth

More Utah Communities are prepared to avoid the costs and inefficiencies that come from the lack of planning and coordination; more public officials have been trained on growth issues, making them better prepared to address the planning issues facing their communities; and more communities have received outside resources and planning assistance to help them plan for quality growth.

- The Utah Local Governments Trust has trained over 1000 public officials and citizens at their Certified Citizen Planner Seminars since 1999.
- Envision Utah has trained approximately 1000 public officials at their Urban Planning Tool Box training sessions since 1999.
- The Utah Rural Summit has gathered approximately 800 public officials since 1999 and discussed a variety of land use planning and economic development concepts relevant to rural Utah.

- The Western Rural Development Center at Utah State University has trained approximately 150 public officials through their “Western by Design: a Small Community Planning Toolkit” and other quality growth related efforts in the last four years.
- The Governor’s Office of Planning and Budget has helped train approximately 30 local elected officials on public lands issues.
- The Utah Quality Growth Commission has met with citizens and local elected officials for every county in the state to help create Utah’s Quality Growth Principles.

2. Utahns Have More Transportation Options

People living in and visiting the Greater Wasatch area have more transportation choices now than ever before. Utah has a world-class transportation system that makes our economy stronger and improves livability. The Centennial Highway Fund has reduced congestion and lowered transportation costs for businesses. Improved public transit has alleviated stress on our roads while providing options for children, the elderly and those without a driver’s license.

- The Utah Department of Transportation has completed 16 miles of I-15 reconstruction through the Salt Lake Valley.
- 17.5 Miles of TRAX light rail has been completed.
- Utah has acquired 175 miles of commuter rail corridor, stretching from Payson to Brigham City.
- The Utah State Division of Parks and Recreation has helped numerous communities plan and build trails through trail building grants. The Division of Parks and Recreation has awarded to Utah local governments a total of \$500,000 for motorized trails and \$1.5 million for non-motorized trails over the last four years.
- Salt Lake City has re-stripped 10 miles of roads to include bicycle lanes in the last four years.

3. We Have Protected Critical Lands

While Utah as a state has a good deal of open space, other lands with attributes critical to our quality of life need to be protected. Utah has protected lands critical for recreation, wildlife, air quality, water quality, agriculture, and other purposes.

- The state has completed two major land trades with federal land management agencies. These trades have given the state title to developable lands which will benefit the state’s education trust fund while also protecting critical resources in sensitive areas.

- The state's LeRay McAllister fund has helped preserve 30,000 acres of critical land throughout Utah over the last four years.
- Utah's various state agencies have preserved an additional 17,000 acres of critical lands in Utah over the last four years.
- The Utah Quality Growth Commission has studied land ownership in Utah and passed operating procedures to ensure that land preserved through the McAllister Fund meets a compelling public interest.
- Envision Utah has helped to protect the quality of life in the Greater Wasatch Area through the Davis County Shore Lands Plan.
- Non-profit preservation groups such as The Nature Conservancy, Utah Open Lands, and the Trust for Public Land have preserved approximately 31,000 acres of sensitive lands in Utah.
- The Utah Quality Growth Commission has helped 34 local Utah governments prepare for growth through critical lands planning.

4. The State of Utah is a Leader in Quality Growth

Utah is addressing quality growth better now than it was four years ago, and doing it in a way that emphasizes local control and state leadership. The state has been recognized as a national leader for its bottom-up approach to quality growth. Several agencies have made significant strides toward quality growth.

- Envision Utah received the American Planning Association's prestigious Daniel Burnham Award for their work to improve Utah's quality of life through grass-roots planning efforts.
- The National Governor's Association (NGA) selected Utah as a leader in integrating quality growth and transportation planning. Of the six states selected by the NGA, only Utah effectively fosters locally controlled quality growth rather than taking a top-down approach.
- Governor Leavitt's 1000-Day Economic Plan includes "Enhancing Utah's Life Quality" as one of three strategies for improving Utah's economic viability.
- The Utah Quality Growth Commission created Quality Growth Principles for Utah and is developing an incentive program to reward communities for implementing those principles.
- The Governor's Office of Planning and Budget is working with the United States Forest Service to help rural counties have more influence in public lands decisions.

Purpose

Utah has a heritage of seeking ideals, including prosperous, healthy, safe and beautiful communities. In building their towns, the pioneers followed the concepts of Joseph Smith's *Plat for the City of Zion* as they settled throughout the region. Much of that tradition remains in our communities today and we seek to preserve the same ideals of community the settlers had. Growth in prosperity and population has brought challenges for communities in Utah.

In the 21st Century a state's success is no longer defined by proximity to a seaport, a rail station, a gold mine, or a big city. Instead, a state's greatest economic advantage is a livable community with free-flowing traffic, clean air and water, attractive natural landscapes, and fabulous places to recreate. Utah is known for all of these and we want to keep it that way.

Passage of the Quality Growth Act of 1999 was a landmark for the State of Utah. The Act created the Utah Quality Growth Commission and gave it three broad responsibilities:

- To provide planning assistance to local governments
- To administer the LeRay McAllister Critical Land Conservation Fund
- To make recommendations and advise the legislature on growth issues

The Commission has made annual reports to the legislature beginning in 1999. The reports have presented the progress made by the Commission in its three areas of responsibility. The accomplishments of the Quality Growth Commission are significant, but only part of the story. Many other entities have worked toward the same goals.

This report is different from the previous reports. The Quality Growth Commission is required to "conduct a review in 2002 and each year thereafter to determine progress statewide on accomplishing the purposes of this chapter, and give a report of each review to the Political Subdivisions Interim Committee of the Legislature by November 30 of the year of the review." 11-38-202 UCA. The Commission interprets the statutory language broadly. This report is the first attempt to describe overall progress in Utah toward achieving quality growth through the efforts of numerous entities, as well as the Commission.

This report describes the individual and collaborative efforts that have resulted in many new milestones toward achieving Quality Growth and supports the assertions that:

“Our Communities are better prepared for the Challenges of Growth”

“Utahns have more Transportation Choices”

“We have Protected Critical Lands”

“The State of Utah is a leader in Quality Growth”

**SECTION I:
CONTEXT
FOR
UTAH'S
PROGRESS**

Utah has faced many challenges with regard to quality growth. Preserving our quality of life is an important issue. This section discusses key challenges and milestones that form the context for quality growth progress over the last four years.

Challenges

Rapid Growth

According to the US Census for 2000, Utah was the fourth fastest growing state from 1990 to 2000. Utah's population grew 30% from 1.7 million to 2.2 million. Projections show continued growth to 2.7 million in 2010. Although past increases in population have included in-migration, recent growth is coming from Utah's high birth rate.

The Economy

Although Utah has become a hot spot for technological innovation, we are experiencing effects of the national economic downturn. The annual job growth rate in Utah from 1990 through 1998 ranged from 3% to 6.2%. It was about 2.5% in 1999 and 2000. It was .9% in 2001. State and local governments are experiencing a decline in revenues at a time when infrastructure needs are increasing – old infrastructure has reached the end of its useful life and new infrastructure systems need to be expanded.

Resource Conservation

Although much of Utah remains open, public land, we do not have unlimited room to grow. When the pioneers came, they chose mostly the best lands on which to settle. These are now the private lands available for development which make up less than 22% of the state's land base. Yet many of these lands provide critical watershed, habitat, scenery and other resource values. Agricultural lands are an integral part of our communities and economy. Where to develop and where not to develop are critical decisions to be made.

**Milestones
Before 1999**

The focus of this report is the progress made since the establishment of the Quality Growth Commission in 1999. Many initiatives were underway and achievements made before 1999. These are the foundation for quality growth progress and are described in this section. Many of these initiatives continue today and their recent accomplishments are discussed in the next section.

Utah Tomorrow State Strategic Planning Committee 1990

The Committee orchestrates an ongoing, comprehensive strategic planning process that emphasizes all segments of Utah society. Task force groups in ten key areas identify goals, objectives and performance measures that are integrated into an annual planning document. Input to improve the document is taken from both the public and the various state agencies. The program has evolved into a productive planning effort for both the public and government agencies. The plan is updated regularly to maintain useable performance measures that help to evaluate the state's progress toward achieving our goals.

Local Government Comprehensive Planning Project 1992

General planning functions as a valuable process for citizens and officials to establish the values, goals and future direction of their community. The LGCPP was the first state program to assist local governments with development and implementation of their general plans. The program initially focused on counties, then expanded to municipalities. The program is administered by the Governor's Office of Planning and Budget with advice from a steering committee of local officials. The program provides funding, technical assistance, project administration, and vital demographic and economic data to facilitate planning projects. Implementation and update of plans is still needed. Since 1992 the LGCPP has:

- Provided over \$2.2 million in grants
- Assisted 34 communities
- Matched monies from all Counties at \$1 million
- Helped every county in Utah develop a general plan

Growth Summit 1995

In November of 1995, the governor and leaders of the Utah State Legislature jointly sponsored a Growth Summit to address critical infrastructure challenges created by unparalleled growth. The purpose of the Summit was to create an environment leading to legislative solutions for transportation funding, water policy, and tools for preservation of open space and wildlife

habitat. Over sixty proposals were developed by Republican, Democratic and local government working groups. Between the Summit and the start of the 1996 Legislative Session, legislation was prepared to implement these proposals. Due to the great awareness of the issues and because of the growth Summit, the governor and legislative leaders were able to accomplish much during the 1996 session concerning growth issues. A dozen bills were adopted by the 1996 Legislature and forwarded to the governor for his consideration and signature into law. Highlights of the Summit accomplishments:

- Specific legislative funding proposals for transportation infrastructure. This issue was discussed in the realm of the big picture of what is realistic and feasible.
- Formulation of a basic policy for future water development, focusing on three specific questions:
 1. What are the respective roles of state government, local government, and water districts in the development of new water and conservation of existing water?
 2. Should the future development of water be financed with water rates or tax dollars?
 3. What are our options related to unusable allotments of Colorado River water?
- Legislative proposals for defining the necessary tools for local government to implement open space strategies and preserve wildlife habitat. These may come as the result of discussions and proposals from many individual towns, cities, counties, legislators, as well as other individuals and focus groups.

Quality Growth Efficiency Tools 1996

The Governor's Office of Planning and Budget coordinates the Quality Growth Efficiency Tools (QGET) technical committee, which provides critical information and analysis of the impacts of growth on transportation, air quality, land use, water supply/demand, and infrastructure costs. QGET seeks to improve the quality of information available to plan for Utah's future. The QGET information and technical analyses are available to the public. QGET's foremost accomplishments are the establishment of a *Baseline 2020 Scenario Analysis* (discussed below), *Alternative Scenario Analyses* (also discussed below), and the *Preferred Scenario Analysis* (discussed in Section II).

21st Century Rural Communities Program 1997

Governor Leavitt and the Governor's Rural Partnership extend a challenge to rural communities to engage in the planning and development processes that will lead to designation as a 21st Century Community. Communities accepting the challenge receive coordinated assistance from agencies. Circuit Rider Planners are available through Associations of Local Governments to help communities through an assessment process, planning and implementing projects. Over 100 communities are participating in the program. Sixteen communities have achieved 21st century status.

Envision Utah 1997

The Envision Utah Public/Private Partnership was formed to guide the development of a broadly and publicly supported Quality Growth Strategy - a vision to protect Utah's environment, economic strength, and quality of life for generations to come. Five years of scenarios analysis, research and public involvement have helped Envision Utah bring the topic of planning and preparing for growth to the public mind. With the help of thousands of Utah residents, Envision Utah has developed a Quality Growth Strategy that will help preserve critical lands, promote water conservation and clean air, improve our region-wide transportation systems, and provide housing options for all residents. Envision Utah now serves the role of advocate for implementation for the Quality Growth Strategy.

Baseline 2020 Scenario 1997

QGET and Envision Utah have partnered to analyze a baseline future, alternatives, and the Quality Growth Strategy for the 10-county Greater Wasatch Area. The Baseline 2020 Scenario was compiled from existing research and planning documents from state, regional, and local planning entities. It gives decision-makers an indication of future conditions and serves as a benchmark against which the effects of alternative actions can be evaluated.

Alternative Scenario Development 1998

With the use of the state's technical tools and analysis of public input, Envision Utah developed four alternative growth scenarios showing possible development patterns that could result if various growth strategies are implemented during the next 20 to 50 years. An extensive analysis of these alternative scenarios was conducted to determine and demonstrate the relative costs and impacts of each strategy on population, infrastructure costs, air quality, water, open space and recreation preservation, traffic congestion, affordable housing, business patterns and other significant topics. The alternatives range from a very auto-oriented, sprawl scenario, to significant increases in densities and extensive transit systems.

**SECTION II:
WHAT WE
CAN SAY IS
DIFFERENT
NOW THAN
IT WAS FOUR
YEARS AGO**

1999 was a landmark time for The State of Utah. The Quality Growth Act was passed for the purposes of addressing growth issues throughout Utah. Although the Act mandates nothing, it provides statewide direction on defining and implementing Quality Growth, creates opportunities for local governments to define and implement quality growth according to their own community needs, and establishes the Utah Quality Growth Commission.

The 13 member Commission is appointed by the Governor and approved by the Senate. Staff services for the Commission are provided by the Governor's Office of Planning and Budget with local government assistance from the Utah Association of Counties and the Utah League of Cities and Towns. Though the Commission holds no regulatory authority, it does have duties in three broad categories:

- Provide local governments with planning assistance, training, and incentives for implementation of quality growth principles and initiatives
- Administer the LeRay McAllister Critical Land Conservation Fund
- Recommend Principles of Quality Growth, how to define Quality Growth Areas, and advise the legislature and governor on growth management issues

The Commission has made annual reports to the legislature beginning in 1999. The reports have presented the progress made by the Commission in its three areas of responsibility. The accomplishments of the Quality Growth Commission are significant, but only part of the story. Many other entities have worked toward the same goals.

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**“Our
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Planning and preparation go hand-in-hand. Although there were some Utah communities in 1999 that were proactive and progressive in planning efforts, most were not prepared for the growth they were experiencing. This section describes milestones that support the assertion that our communities are better prepared for the challenges of growth now than they were four years ago. These milestones are categorized as:

- Education and Public Dialogue
- Increased Planning
- Technical Tools and Analysis Capability
- Regional Cooperation

Education and Public Dialogue

Communities know much more about quality growth strategies now than they did four years ago. The following milestones demonstrate an increased level in planning education and public dialogue on growth issues.

Envision Utah

On January 10, 1999, Envision Utah distributed 570,000 growth questionnaires throughout the Greater Wasatch Area in daily newspapers and weekly ad supplements, as well as posting the questionnaire on this office’s web site. Over 17,000 people completed growth questionnaires and returned them to Envision Utah. In addition, 50 town meetings were conducted throughout the Greater Wasatch Area, in which people were asked to give detailed personal reactions and preferences to the four alternative growth scenarios. The public response showed overwhelming support for a Quality Growth Strategy that would focus on walkable and transit-oriented development on unused land and would encourage more infill and redevelopment. They also wanted to see strong investment to extend public transit systems and alternatives to the automobile.

Envision analyzed the Preferred Alternative Scenario and developed six goals for the Quality Growth Strategy that can be realized over time by the pursuit of the thirty-two individual strategies. Together with QGET the Quality Growth Strategy was analyzed and compared to the Baseline Scenario, showing significant cost savings, improvement in air quality, water conservation and transportation.

In addition, Envision Utah conducted a housing analysis to the year 2020 as a means of gauging the needs and wants of the Greater Wasatch Area's current and future residents.

Citizen Planner Seminars

This program is sponsored by the Utah Local Governments Trust and the Center for Public Policy and Administration at the University of Utah. It is a two-day seminar for local officials and citizens that covers eight modules of planning topics. It is presented by professional planners in an easy to understand format of videos and workbooks. It is offered several times each year at various locations throughout the state. Over the last four years the program has trained over 1000 people in the basics of land use planning.

Governor's Quality Growth Awards

The Envision Utah – Governor's Quality Growth Awards recognize outstanding developments and creative communities that help keep Utah beautiful, prosperous and neighborly for future generations. These awards are given by both the governor and Envision Utah to honor organizations and individuals working together to preserve Utah's quality of life. Twenty-six awards have been given since 2001, recognizing achievements such as:

- Promoting development of a region-wide transportation system
- Infill and re-use development
- Excellence in design/planning
- Water resource conservation
- Excellence in implementation of quality growth strategies

Quality Growth Research

Quality growth is an issue of discussion and research at many of the institutions of higher learning around the state.

Brigham Young University

Professor Richard Balling and Professor Sito of the BYU Civil Engineering Department have developed a new transportation and land use model. This model employs genetic algorithms to sift through all the transportation and land use plans that meet the specified criteria, and present policy makers with the best possible options from among the millions of possible plans.

This research is funded by the National Science Foundation, and represents the first time this genetic algorithm technology has been applied to land use and transportation modeling. Professors Balling and Sito are now working on simplifying their model so that it can be used more readily by state, regional, and local planners.

Utah State University

Dave Bell, Associate Professor in the Landscape Architecture and Environmental Planning Department at Utah State University, through the Western Rural Development Center at USU, a regional multi-state project, is developing and distributing “Western By Design: A Small Community Planning Toolkit.” The toolkit is being developed to educate and inform landowners, local governments, and administrative officials regarding current growth and development issues pertinent to Utah and the Western United States. The toolkit includes a 120-page manual, several videos of discussions on growth in small communities throughout the West, an intensive reference collection, and assessment and action plans for several different scenarios of growth management and planning.

Utah State University’s College of Natural Resources has recently realigned to include a new department called Environment and Society (ENVS). This new branch of study will focus on “bringing people and science together for healthy communities and enduring ecosystems.” The department will offer bachelors degrees in environmental studies, geography, geography teaching, and recreation resource management. At the graduate level, the department will offer degrees in bioregional planning, geography, and recreation resource management, as well as certifications in natural resource and environmental policy and NEPA. A degree in bioregional planning will be offered jointly with the Landscape Architecture and Environmental Planning Department in the College of Humanities, Arts, and Social Sciences. This degree will emphasize the importance of how the biological attributes of a region influence the human dimensions of settlement and culture as well as the reciprocal relationship.

The ENVS program is currently working with the Wasatch Front Regional Council and the Mountainlands Association of Governments to study regional open space preservation opportunities and their relationship with current economic development factors. Future studies include transportation and rapid transit issues as well as New Town development as an alternative to existing urban development patterns.

University of Utah

Several projects are being pursued in the Geography Department in connection with the Urban Planning program and College of Engineering's Civil and Environmental Engineering program. The Utah Trace Gas Emissions Study correlates changes in urban development with changes in air quality. This project is funded by a \$1.5 million grant from the National Science Foundation and involves faculty and students from five colleges across the University.

Professor Philip Emmi is also leading a team of graduate researchers to study several model cities in the U.S. and Mexico to evaluate environmental quality in an urban context and study the mechanics of sprawl as associated with transportation growth. This project assesses the impact of highways and highway construction on land use and is being used to calibrate an urban land allocation model.

The Geography Department is involved in several transportation models used to evaluate the evacuation of developed areas such as canyons and river courses in emergency conditions i.e., fire, flood, earthquake, act of terrorism, etc. and predict problem areas during transportation network disruptions such as construction, accidents, as well as health, safety, or security incidents.

The Geomatics Laboratory of the Energy and Geoscience Institute is currently working with the Wasatch Front Regional Council and Utah Dept. of Transportation on the fourth phase of a research and implementation project designed to utilize state-of-the-art digital technologies to map, monitor, and project urban growth along the Wasatch Front. This project will ultimately provide a comprehensive database of spatial information relative to planning and a model of growth prediction available to the two counties and 13 municipalities involved in the study area.

Increased Planning

Communities in Utah have become proactive in anticipating growth, seeking assistance, and planning for their future. The following milestones illustrate the increased level of planning activity.

Survey Information

In preparation for this report, the Quality Growth Commission has conducted some short surveys of local government officials through the Utah Association of Counties and the Utah League of Cities and Towns in September and October of 2002. These surveys give an indication of changes in local government knowledge of planning. In particular, 80% of municipalities and 76% of counties have increased their planning efforts over the last three years. A majority have also increased their planning budgets.

A majority of local governments have made changes in their general plans and zoning ordinances that provide for quality growth. For example, 75% of municipalities and 56% of counties have made changes that provide for the protection of critical lands; 69% of municipalities have made changes that provide for more affordable and/or varied housing; and 65% of municipalities have made changes that provide for more efficient use of infrastructure.

Communities have expressed a strong interest in planning grant assistance – 90% of municipalities and 84% of counties. Open-ended questions in the surveys yielded some typical comments about the need for funding and technical assistance in planning. However, the type of issues for which assistance is needed varies. Most communities see growth as an issue, but 36% of counties and 12% of municipalities state that lack of growth is the issue. Based on the comments, the needs are greater for smaller and rural communities.

Best Practices from Quality Growth Planning Grants

The Quality Growth Commission has provided over \$600,000 in grants to 42 local governments throughout Utah. These projects have ranged from general planning, often the first time for some communities, to very specific design projects. The products of these projects represent some of the best practices in planning for Utah. Some examples are briefly described below.

The *Nebo Community Vision* process helped local governments and citizens plan for significant growth during the next 20 years, while identifying key land areas for conservation and preservation. The project area is 400 square miles

(300,000 acres) in south Utah County, encompassing ten major towns, several small communities, unincorporated county area, Forest Service land, and Fish and Wildlife lands. The process used extensive public involvement similar to the Envision Utah process, including multiple public workshops, where citizens were educated on new development alternatives, and participated in the conceptual design of their own community and region. Growth projections for the NEBO area suggest an increase from 74,882 residents, to 139,027 – an increase of 86% in 20 years. There are many specific outcomes from the project:

- Springville did a master plan for the west fields area prior to annexation.
- Mapleton adopted a cluster development ordinance.
- Payson acquired more than 500 acres of open space in the foothills.
- Elk Ridge adopted a wildlife corridor preservation ordinance.

The *City of St. George* developed a water conservation management plan with a goal to reduce potable water consumption by 15% by the year 2010. The Utah Division of Water Resources has established a goal of 25% in water use statewide by the year 2050. City staff, working with the Water Department, the Conservation Coordinator, the Water Conservation Advisory Council and others wrote the plan using the guidelines of the United States Bureau of Reclamation, Lower Colorado River Region. To complete the plan, the city took the following steps:

- Assess existing infrastructure and resources
- Determine future water requirements
- Review environmental issues associated with Water Conservation
- Determine Water Conservation Management Concerns and Conservation Goals
- Review Existing Water Conservation measures
- Evaluate Additional Water Conservation measures not currently in use
- Select Water Conservation measures to be implemented and develop implementation schedule

The city selected the following measures for implementation:

- Create Water Measurement and Accounting System
- Implement Conservation Pricing
- Create an Education Program
- Hire a Water Conservation Coordinator
- Develop a Low Water Use Landscaping Program

- Create a Water Use Audit Program
- Create a Fixture/and or Retrofit Program
- Adopt New Ordinances and Standards
- Implement a Wastewater Reclamation Program

The City of West Haven prepared for future growth impacts by revising its General Plan. West Haven was awarded a \$15,000 grant from the Quality Growth Commission in 2001 to update its general plan. The updated plan successfully identified appropriate areas in West Haven for relatively higher housing densities. The updated plan also identified areas the community would like to preserve for parks, trails and open space. An important part of the identified open spaces is West Havens flexibility with landowners. West Haven went further and prepared graphics, documentation and sample layouts of housing developments that show how open spaces and trails can be preserved while simultaneously allowing developers to meet their goals.

South Salt Lake prepared to take advantage of TRAX light right through their community by completing two land use planning projects at two TRAX stops. The Quality Growth Commission awarded South Salt Lake \$15,000 in 2000 and \$30,000 in 2001 to complete these projects. The study completed in 2001 was done in conjunction with Salt Lake City and West Valley City. These projects analyzed land uses surrounding the Millcreek Station TRAX stop and the 33rd South TRAX stop. The outcomes have prepared these cities to create dynamic, mixed-use environments with pedestrian amenities, retail, office and housing at the TRAX stops.

Envision Utah Demonstration Projects

Envision Utah provides financial and technical assistance for “Quality Growth Demonstration Projects.” Envision Utah works with projects that show collaboration between neighboring communities, practical approaches to implementation of the Quality Growth Strategy, and the willingness of local decision-makers to be a part of the process that will encourage quality growth. Envision Utah demonstration projects are designed to help Utah communities with the development of tools, plans, and resources to prepare for future development as they continue to grow. Over the past two years, Envision Utah has undertaken many successful projects. The projects have addressed issues such as the protection of sensitive lands, the development of regional visions and historic downtown revitalization. Each project has included strong involvement from key stakeholders and residents to develop a broadly and publicly supported vision.

- Wall Avenue Corridor Study, Ogden
- Davis County Shorelands Vision

- Nebo Community Vision
- Tooele County Regional Vision
- Salt Lake County Shorelands Vision
- West Weber Community Vision
- Weber River Corridor Study

21st Century Rural Communities

Governor Leavitt and the Governor's Rural Partnership Office extend an invitation and a challenge to rural cities, towns, counties, and Indian tribes to engage in the planning and development processes that will lead to designation as a 21st Century Community. This challenge includes a call for rural leaders to look to the future and begin now to develop a game plan for community prosperity and success. It is a call to evaluate the forces of change that are shaping the future, to assess community needs and opportunities, to improve leadership skills and knowledge, and to develop strategies to resolve problems and achieve community goals. The 21st Century Communities program stands ready to assist rural leaders who accept the challenge of becoming 21st Century Communities.

Sixteen communities have achieved 21st century status, 20 communities are at the gold level, 30 are silver and 56 are bronze. Following is a list of the communities or counties that have received 21st Century Community designation:

- | | |
|----------------|--------------|
| • Ballard | • Bear River |
| • Beaver | • Coalville |
| • Corinne | • Filmore |
| • Honeyville | • LaVerkin |
| • Mt. Pleasant | • Newton |
| • Nibley | • Payson |
| • Piute County | • Salina |
| • Smithfield | • Springdale |

Circuit Rider Planners

Circuit Rider Planners are available through Associations of Local Governments.

- The purpose of Circuit Rider Planner Program is to provide planning assistance to rural communities.
- The goal is to help communities through the process of receiving designation as a 21st Century Community, and to help address their local planning needs.
- Special emphasis is given to helping communities meet the state requirement to prepare and adopt Affordable Housing Plans.

Affordable Housing Plans

State law requires all counties and municipalities to have an affordable housing plan as a component of their general plan. However, many communities did not have the resources to complete these plans when the law was passed. The Circuit Rider Planner and 21st Century Communities programs have assisted many communities to complete affordable housing plans. Approximately 136 plans are now in place statewide.

Technical Tools and Analysis Capability

One of the primary purposes of the Quality Growth Act is to assist local governments with resources to do their own planning.

The Quality Growth Efficiency Tools

The culmination of the QGET work came with the Quality Growth Strategy Analysis in 2000. It depicts how the region is likely to develop based on adherence to Envision Utah's goals and strategies. These strategies were developed through extensive public processes. It incorporates the principles of smart growth. QGET showed that, compared to the Baseline, the Quality Growth Strategy can conserve critical lands, reduce mobile emissions, increase housing choices, improve traffic flows, reduce water consumption, and require less infrastructure investment. The Quality Growth Strategy is a dynamic process. Another round of technical analysis is underway that will update the baseline, with more future scenario work to come.

QGET's analyses have made it possible to study the effects of long-term growth in the 10-county Greater Wasatch Area. Since that time, Envision Utah has developed Urban Planning Tools for Quality Growth, offered special training opportunities to help interested citizens, mayors, commissioners, city council members, planning commissioners, developers, realtors and other key stakeholders learn more about the Implementation Toolbox, and worked on Quality Growth Demonstration Projects in three sub-regions where 21 cities are working together to plan for their regions. In addition, new demonstration projects in Tooele and along the existing and future transit corridor are underway. None of this would have been possible without the QGET work.

QGET's work is not limited to the requirements of the Envision Utah visioning process. QGET is fundamentally a statewide effort devoted to meaningful, long-term improvements in the state's ability to make informed decisions about the future.

Municipal Infrastructure Planning and Cost Model

MIPCOM, is an application designed by the QGET project to assist communities in evaluating and planning for the installation and maintenance of municipal infrastructure such as roads, curbs and sidewalks, water and sewer lines, and other basic utilities. Multiple scenarios may be considered to give community officials a concept of these costs over time and through different development samples.

MIPCOM is a simple spreadsheet that requires basic geographic data that can be obtained with a map and ruler and demographic data from the 2000 Census that is available through GOPB's Demographic and Economic Analysis section.

MIPCOM then requires some detailed information regarding the specific community's existing infrastructure that should be available through that office's engineers and planners. The results of the spreadsheet's calculations can then be used by community planners, elected officials, and concerned citizens to evaluate the costs and benefits of current and proposed developments and growth patterns.

GOPB is distributing MIPCOM via the office web page as well as by e-mail and through educational gatherings to community officials and planners around the State of Utah. Feedback from users is being collected in order to refine the application's functions and performance.

Quality Growth Strategy Urban Planning Tools

Upon its release in October 2000, Urban Planning Tools for Quality Growth, or "The Toolbox" as it has come to be known, was enthusiastically received by many municipalities. The Envision Utah Toolbox is designed to assist communities, of various types and stages of development, in the key areas of protecting sensitive lands, meeting housing needs, how to develop walkable communities, in-fill and reuse, water conservation strategies, and utilizing local on-line scenario building and analysis for the community. The Toolbox also gives a broad description of model development codes, design standards, and strategies for accomplishing your objectives. This practical approach into the Quality Growth Strategies will assist us in coping with infrastructure costs, air quality, limited water and private lands, and other constraints in the Greater Wasatch Area.

Because of the overwhelming reception of the Toolbox and continuing interest in the topics it addresses, Envision Utah decided this year to re-issue it with four additional chapters. Two new chapters build on the section "Making our Community A Good Place to Walk" from the original document by providing more strategies in the area of Commercial and Retail Development and Street Design and Pedestrian Safety. There are also new chapters of Energy Conservation and Urban Forestry. In addition, the Water Efficiency chapter was updated due to changing data and findings since the first release. This chapter is now placed in a subdivision of the Toolbox called Natural Resources. The three areas of water efficiency, energy conservation and urban forestry touch on the everyday concerns of our cities and counties as they try to accommodate development while preserving our precious natural resources.

The toolbox has been distributed to officials in over 100 communities. Envision provides a toolbox training workshop that has been attended by 1900 individuals.

Regional Cooperation

More and more communities are affected by the actions of one another. Protecting quality of life is a regional issue. Utah has seven multi-county planning organizations called Associations of Governments (AOG). Circuit rider planners are employed by six of the AOGs with funding assistance from the State of Utah. Three of the AOGs also serve as Metropolitan Planning Organizations for federal transportation funding assistance. There are a number of planning efforts underway on a regional level that will significantly improve the future of Utah.

Timpanogos Community Vision

Twelve local governments are jointly planning for significant growth during the next 20 years, while identifying key land areas for conservation and preservation. The project is similar to the NEBO Vision discussed above. The process uses extensive public involvement, similar to the Envision Utah process, including multiple public workshops, where citizens are educated on new development alternatives, and participate in the conceptual design of their own community and region.

WFRC Regional Open Space Plan

The Wasatch Front Regional Council is creating a regional open space plan to identify critical lands within their region. This study, funded by the Utah Quality Growth Commission and participating cities and counties will help local governments determine which lands should be preserved, and which can be developed to meet expected growth. Having this information will make land use decisions easier for all local governments.

Davis County Shorelands Plan

This plan was recently completed and is being implemented by the county and the cities. It identifies critical shorelands along the Great Salt Lake in Davis County, and provides options cities and the county can use to protect these critical areas, while at the same time developing appropriate areas to meet growth needs.

Davis County Hillside Plan

The Cities in Davis County are currently working together on a hillside plan that will identify, and provide options for preserving, critical hillside areas within the county. Other cities and counties have hillside ordinances, but this is one of the first times when adjoining cities and county have worked together to craft a plan to preserve hillsides.

Bonneville Shoreline Trail Plan

Salt Lake County, and many of the cities in the County are working together on a plan for preserving and providing access to the Bonneville Shoreline Trail. This plan is partially funded by the Utah Quality Growth Commission, and should provide cities and the county with critical information as they work to preserve this valuable hillside trail.

**“Utahns
have more
Transportation
Choices”**

There is a dynamic interaction between transportation and land use. Build a new road and development often follows, bringing additional vehicular traffic that quickly generates a need for yet more capacity. Likewise, as developers build new communities beyond existing neighborhoods, it doesn't take long for new residents to start complaining about traffic congestion and slow commutes, which often translates into a demand for additional roads or other alternatives. This interconnectivity between transportation and land use must be taken into account by transportation and land use planners, but they have different objectives to satisfy and often work at different levels of government. A lack of coordination contributes to an ever-increasing rate of land consumption, a loss of green space, rapidly rising infrastructure costs, and an increase in vehicle miles traveled, congestion, and air pollution.

The development of a region-wide transportation system (buses, bus ways, light-rail, lower cost self powered rail technology, commuter rail, and small private buses) and development that supports the system is one of the most important elements impacting the implementation of quality growth. An efficient transportation system is essential to a vibrant economy. It is also necessary to have a variety of transportation types, conveniently accessible, to meet the needs of different population groups – such as children, elderly, disabled, and those without a driver's license. The state has seen progress over the last four years in these areas:

- Transportation Infrastructure
- Transportation Planning
- Transportation-Oriented Development
- Trails

Transportation Infrastructure

The most visible milestones are constructed transportation projects.

The *Utah Department of Transportation* (UDOT) received the 2001 Opal award, which recognizes Utah's I-15 reconstruction as the best engineering project in the nation. UDOT was also recognized for their excellent response to the Olympics in February. The “Know Before You Go” campaign achieved great success and provided roadside assistance to approximately 1,800 stranded motorists during the games. Emphasis is being placed on the continued necessity of maintaining current roads. If UDOT is proactive with maintenance good roads will last longer, saving the state money in the long run.

The *Utah Transit Authority* (UTA) built 17 miles of TRAX light rail. UTA has recently concluded a long-range plan for transit development, which covers 175 miles of rail corridor from Payson to Brigham City. UTA recently signed one of the largest rail transit right-of-way purchases in US history. UTA is already working to acquire trains, build tracks, and secure station locations for the northern part of this route.

Transportation Planning

A comprehensive *Long Range Transportation Plan For 2020* was developed and approved by the Wasatch Front Regional Council (WFRC) in October 1998 for the Salt Lake and Ogden Urbanized Areas. This plan placed greater emphasis on public transit improvements than previous long range transportation plans, and identified a system of fixed guideway light rail and regional commuter rail facilities.

WFRC has begun development of a new plan, the *Wasatch Front Urban Area Long Range Transportation Plan: 2002-2030*. A 30-year planning horizon was selected for this long-range transportation plan update effort. The process takes advantage of the latest socioeconomic growth forecasts, projected increases in travel demand for the region, and changes in prioritization of various planned transportation improvement facilities. *The Wasatch Front Urban Area Long Range Transportation Plan: 2002- 2030* specifies a coordinated system of highways, freeways, arterial streets, transit facilities, transit hubs, intermodal centers, park-and-ride lots, airport improvements, freight movement corridors, pedestrian paths, and bicycle routes. Periodic updates to the LRP allow for new information to be incorporated and recommended additions to the list of highway and transit projects to be made.

Transit-Oriented Development

Our current transit stations consist primarily of park and ride lots, where people must use the automobile or bus service in order to use light rail. The proactive planning of development around transit stops at the time when investments are being made will ensure that our future transportation system is supported by smart land use decision making throughout the Greater Wasatch Area.

Envision Utah has developed specific tools and resources needed to implement changes in codes, zoning ordinances and general plans that will support our transportation system and encourage quality growth. The plan serves as a guiding tool for local communities to pass codes and ordinances and direct development that follows the goals and strategies identified by residents for their new, transit-oriented, pedestrian-friendly development.

Envision Utah is working with select communities to help plan development around existing and future transit station areas, creating destinations with housing, retail, employment centers, entertainment and services. These amenities around stations encourage more transit ridership, contribute to neighborhood livability, provide housing within walking distance to rail transit, and promote infill and redevelopment of underutilized land. This type of development has many benefits including: saving public resources through development around existing infrastructure, improving air quality with increased transit use, providing housing options within walking distance to rail transit and taking pressure off of open lands by encouraging infill and redevelopment. It also contributes to community life with the development of mixed-use destinations for residents to enjoy.

This planning effort is inclusive; involving businesses, residents, local officials, developers and other key stakeholders, working together to develop site-specific plans (transit-oriented developments) for their community. Envision Utah has and will continue to approach cities to explore the possibility of working together to design plans for future development. Local officials have been very supportive and invited residents and key stakeholders to participate in public workshops to gather input on how and where development should occur near their transit stop.

Trails

As part of his Quality of Life endeavor, Governor Michael O. Leavitt initiated an effort to create a statewide trails initiative. The aim of this project is to develop a framework for future funding processes, planning, development, networking, and maintenance for motorized and non-motorized trails. The role of State Parks is to bring these groups together and put together a toolbox for statewide trail planning and development. Major trail systems are being developed such as the Bonneville Shoreline Trail, a ninety-mile long pedestrian and bicycle path which is being built across the foothills of the Wasatch Range along a route that follows the eastern shoreline of ancient Lake Bonneville. Also, many State Parks have trail systems, including Snow Canyon, Wasatch Mountain, Antelope Island, Historic Pacific Rail Trail, and Jordanelle.

Recreational Trails Program funds are available for motorized and non-motorized trail development and maintenance projects, educational programs to promote trail safety and trail related environmental protection projects. Project sponsors can be cities, counties, special service districts and state and federal agencies.

Off-Highway Vehicle Program funds are available to any federal agency or political subdivision of the state or any "organized user group" for the construction, improvement, operation, or maintenance of publicly owned or administered OHV facilities.

Non-Motorized Trails Program funds are available to any federal, state, or local government entity for the planning, acquisition and development of recreational trails. This program includes the funds appropriated by the legislature for the Bonneville Shoreline Trail and Centennial Crossing Programs.

Riverway Enhancement Program funds are available to state agencies, counties, cities and towns for property acquisition and/or development for recreation (including trails), flood control, conservation and wildlife management, along rivers and streams that are impacted by high density populations or are prone to flooding. Public outdoor recreation is the primary focus of the project.

**“We have
Protected
Critical
Lands”**

Although much of Utah remains open, public land, we do not have unlimited room to grow. When the pioneers came, they chose mostly the best lands on which to settle. These are now the private lands available for development, which make up less than 22% of the state's land base. Yet many of these lands provide critical watershed, habitat, scenery and other resource values. Agricultural lands are an integral part of our communities and economy. Where to develop and where not to develop are critical decisions to be made.

The State of Utah has defined two types of critical lands. Open land means land that is preserved in or restored to a predominantly natural, open, and undeveloped condition; and used for:

- Wildlife habitat
- Cultural or recreational use
- Watershed protection
- Another use consistent with the preservation of the land in or restoration of the land to a predominantly natural, open, and undeveloped condition.

Open land does not include land whose predominant use is as a developed facility for active recreational activities, including baseball, tennis, soccer, golf, or other sporting or similar activity. The condition of land does not change from a natural, open, and undeveloped condition because of the development or presence on the land of facilities, including trails, waterways, and grassy areas, that:

- Enhance the natural, scenic, or aesthetic qualities of the land; or
- Facilitate the public's access to or use of the land for the enjoyment of its natural, scenic, or aesthetic qualities and for compatible recreational activities.

Agricultural Land means land devoted to the raising of useful plants and animals with a reasonable expectation of profit, including:

- Forages and sod crops
- Grains and feed crops
- Livestock
- Trees and fruits
- Vegetables, nursery, floral, and ornamental stock
- Land devoted to and meeting the requirements and qualifications for payments or other compensation under a crop land retirement program with an agency of the state or federal government

LeRay McAllister Fund

The Utah Quality Growth Commission administers the LeRay McAllister Critical Land Conservation Fund, which was established by the legislature through the Quality Growth Act of 1999. State resources are scarce, so it is important that we protect lands that are truly critical and have a statewide importance. The Quality Growth Commission has set "defining principles" to ensure that public funds are used for projects that truly offer public benefits. Since 1999, the Commission has helped to conserve or restore over 30,000 acres of critical land throughout Utah. Grants have been approved in 13 counties. The approved grants total \$7,489,986 in state money and have been matched with \$36,423,014 of other funds, a leverage of greater than four to one.

Other State Conservation Efforts

In addition to the Quality Growth Commission, other state agencies have a charge to preserve critical lands. Some of these have done projects that used matching funds from the LeRay McAllister Fund. Other projects have been done using other funds entirely. The Division of Forestry, Fire and State Lands administers the Forest Legacy Program, which uses federal funds to preserve private forestlands. The Division of Wildlife Resources preserves habitat and the Department of Agriculture and Food preserves prime farmland. The Utah Department of Transportation also preserves wetlands mitigation sites. Combined, state agencies have preserved nearly 17,000 acres in addition to projects that used McAllister funds.

Critical Lands Preserved by Other Entities

Local governments and private non-profit land trusts are active preserving lands in Utah. For example, Salt Lake City has authority to preserve watershed outside its boundary. In coordination with the US Forest Service and others, the city is preserving large tracks of land in the nearby Wasatch Mountains. These lands are also open to the public for recreation and hunting.

Several non-profit preservation groups are working within Utah to preserve critical lands, such as the Nature Conservancy, the Trust for Public Land, Utah Open lands, and the Grafton Heritage Partnership Project. These groups have protected approximately 31,000 acres of sensitive lands in Utah.

Net Gain of Private Land Policy

To offset the preservation of lands, the state has a policy to assure that a sufficient base of private land remains available for development and property taxes. The Commission has studied this issue and developed a policy for the state to increase the amount and value of private land. The Net Gain of Private Land Policy emphasizes four actions:

- **Achieve Net Gain.** The Commission recognizes that private lands serving a compelling public purpose should be preserved and, conversely, public land not serving a compelling public purpose should be converted to productive private use. The Commission believes it is in the state's best interest to facilitate the reallocation of public and private lands to best meet the needs of current and future residents. Due to the preponderance of publicly owned land in the state, the state must strive over time to achieve a net gain of private land.
- **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. Decisions about the use of these funds must include a balancing of conservation and economic interests of the state since both are relevant to quality growth.
- **Build Capacity to Monitor.** The State must implement the necessary procedures to monitor the goal of a net gain of private land and to set high standards for state involvement in land conservation.
- **Provide More Resources for Planning.** Prudent decisions require careful research, accurate information and long-term strategic thinking. In order to make the best decisions, the state must provide additional resources for critical land planning and other state and local planning activities.

The primary source for conversion of public land to private ownership or economic use is the State of Utah Trust Lands Administration (TLA). TLA engages bi-annually in a sales process that auctions parcels of Trust land to private buyers. More than one third of Utah's current private land was at one time under TLA's management. Land acquired by TLA through federal exchanges can also be turned around and sold to the private sector, not only adding to the Trust's permanent funds, but also increasing private ownership around the state. In recent years, TLA has exchanged 106,000 of scattered state-owned lands for 120,000 acres of federal lands that are suitable for residential, commercial, oil, gas, and mineral development.

“The State of Utah Is a Leader in Quality Growth”

The State of Utah exemplifies leadership in quality growth in two contexts: as a leader among states and providing leadership within the state. The state has provided leadership by establishing quality growth principles, defining quality growth, assisting local governments to plan and developing the Quality Growth Communities Program for state priority funding. The state has been recognized nationally as a leader among states for the Envision Utah Quality Growth Strategy and for taking a grass roots rather than top-down approach to growth planning.

Principles of 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. The Commission has developed a set of principles to guide state agencies and local governments in implementing quality growth.

Assumptions underlying Quality Growth Principles:

- 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.

These following principles should apply to all levels of government as our communities develop:

- 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, 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.

Assistance for Local Governments to Plan

The Commission is charged to assist local governments to plan for quality growth. The Commission has provided grants that are matched with local funds and provide vital resources to plan for quality growth in their own communities. Since 1999, the Quality Growth Commission has awarded a total of \$612,375 in planning grants. The number of communities applying for these funds far outstrips the money available. The Commission received a total of 98 applications from communities requesting assistance. Of these, 46 grants have been awarded to 42 communities in 14 counties throughout Utah.

Priority Funding for Quality Growth Communities

The concept of a Quality Growth Community is that a community implements the principles of quality growth. A community that is so designated would receive priority consideration in the use of state funds. The Commission has worked with several state departments that administer funds that local governments can access, to identify criteria that can be used to allocate the funds for quality growth – thus providing incentives to communities to implement the principles of quality growth. These Departments are, The Department of Natural Resources, Division of Water Resources, the Department of Environmental Quality, Divisions of Drinking Water and Waste Water, the Department of Community and Economic Development, and the Department of Transportation.

In addition, a number of other stakeholders have been asked to participate in crafting this draft proposal. These include the Utah League of Cities and Town, the Utah Association of Counties, the Utah Transit Authority, and a representative of the Metropolitan Transportation Planning Agencies. The final product defines a quality growth community and how it implements the quality growth principles.

A Quality Growth Community creates 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. It integrates multiple housing types with commercial areas and public open space. Quality Growth Communities also use infrastructure, natural resources and public resources efficiently. A Quality Growth Community recognizes the impact it has on neighboring communities and seeks to cooperate to solve common problems.

A community is defined by social and community interaction, not solely by political boundaries. Community is defined as a political subdivision, however

multiple jurisdictions may work together – for example, not every community needs to build every type of housing, neighboring communities can aggregate their assets to meet the requirements. Quality Growth Communities must implement the principles of economic development, efficient infrastructure development, housing opportunity and conservation ethic.

In order for rural communities to not be at a disadvantage, the 21st Century Communities Program applies to rural areas. The 21st Century Community designation will qualify a community as a Priority Funding Area. 21st Century Program assessments will be reviewed to ensure that all criteria for a quality growth community are met.

National Leadership

The *American Planning Association* honored *Envision Utah* with one of the most prestigious planning awards in the nation. The Daniel Burnham Award is given to those planning efforts that have contributed to the elevation of planning principles, greater awareness of the value of planning, and an improved quality of life in communities. The award, named after Daniel Burnham, the legendary urban planner responsible for creating the Chicago Plan of 1909, considered one of the nation's first examples of comprehensive planning, is one of the highest honors in the planning profession. It is not awarded each year, but is reserved for projects that stand apart from the rest as models of success.

Envision Utah promotes local involvement to garner community cooperation in order to obtain regional results. Five years of scenarios analysis, research, and public involvement have helped Envision Utah bring the topic of planning and preparing for growth to the forefront of the public mind. With the help of thousands of Utah residents, Envision Utah has created a regional growth vision for the Greater Wasatch Area that will preserve critical lands, promote water conservation and clean air, improve our region-wide transportation systems, and provide housing options for all residents.

It is an enormous task to work with 90 cities and 10 counties to facilitate a regional vision. However, as Daniel Burnham once said, “make no little plans, they have no magic to stir men’s blood.” Envision Utah is a planning process that deserves support. Regional planning can be non-partisan and does not have to divide across the traditional conservative-liberal spectrum or the environment-development divide. Through a grass roots process of locally elected leaders and citizen involvement, Envision Utah addresses growth issues in a way that is compatible with the strong ethic of local control that is shared by many states throughout the nation. Envision Utah provides our community with valuable resource: providing financial and technical support for regional demonstration projects, information and training on urban planning tools for quality growth and assistance with site specific plans and designs. Envision Utah is a process that involves residents in the decision-making process.

California, Texas, Montana, and Baltimore, Maryland are just a few examples of places around the nation that are turning to Envision Utah, bottom-up, grass roots approach to regional planning. In Chicago, Illinois, the Chicago Metropolis 2020 “relied heavily on the Envision Utah experience in developing their ‘Metropolis Plan’ process” and recently honored the leaders of Envision Utah for their efforts. Utah is planning for its future and others are watching as we work together to preserve the quality of life in our growing community. Let’s continue to pursue our common goal to keep Utah beautiful, prosperous and neighborly for future generations.

The *National Governors Association's Center for Best Practices*, with funding from the EPA, the FHWA, and the David and Lucile Packard Foundation, selected six states through a competitive process to participate in a Policy Academy for Best Practices in Integrating Transportation and Land Use. The six states chosen include: Illinois, Missouri, New Hampshire, Pennsylvania, Tennessee and Utah. The states participating in the policy academy were asked to consider what was driving their state's interest in integrating land use and transportation, what were the existing challenges specific to their state, and who appeared most likely to provide the necessary leadership to bring about substantive change. At a kick-off meeting all six states presented their progress in quality growth. Utah was acknowledged as the only one of these states to take a grassroots, rather than top-down approach. The second meeting of the Academy was scheduled to be held in Salt Lake City so other states can get a first hand look at how Utah succeeds in this approach.

**SECTION III:
CONTINUING
TO ADDRESS
THE
CHALLENGES**

**Implement Priority Funding for Quality Growth
Communities Program**

The Utah Quality Growth Commission together with various departments of the state will implement the Quality Growth Communities Program. This will require that the advisory boards that oversee the various state infrastructure funds agree to make the needed changes to their criteria. These changes would give priority for receiving state funds to those communities that have received Quality Growth Community Designation.

The result would be that communities would have incentives to change the way they plan for growth, and the way they spend infrastructure development money. It could help improve the efficiency of our state's infrastructure investments, as well as influence the way communities grow in the future.

Quality Growth Measures

The Utah Quality Growth Commission, Envision Utah, and others should develop measures to use in tracking progress toward quality growth. These measures could be based on the Commission's definition of a Quality Growth Community. They would need to be flexible enough to allow for the natural differences between communities such as location, urban or rural nature, or resources. However, in the 2000 Census, Utah was ranked as the 10th most urbanized state in the nation. More than 88% of Utahns live in urban areas. Therefore, changes that impact urban Utah will have a greater impact on our population than those which impact rural Utah.

Such measures might include measures of availability and use of mass transit, efficiency of investment in infrastructure, provision of parks and conservation of critical lands, creation of jobs, and availability of housing, traffic congestion, and measures of environmental pollution.

Some of these measures are found in the Utah State Strategic Plan entitled "Utah Tomorrow." For example, the Utah Tomorrow Report has tracked the percentage of the State Highway System Experiencing no worse than Intermittent Congestion since 1980. In that time, congestion on rural highways has remained essentially constant with about 96% of rural highways experiencing no worse than intermittent congestion. Congestion on urban highways, however, has varied from a low of about 63% of urban highways experiencing no worse than intermittent congestion in 1993, to over 80% of urban highways falling into this category by 2000. The Utah Tomorrow Plan could be particularly useful in measuring progress toward quality growth.

Conserved Lands Inventory

The State needs to implement the necessary procedures to monitor land ownership and use restrictions in the state. Steps have been taken by the Quality Growth Commission to understand in detail the current land ownership within the state and to assure that all lands conserved with the LeRay McAllister Critical Land Conservation Fund serve a public benefit. The next step is to compile an inventory of all conserved lands to determine availability of lands for other uses.

County Planning Tool Kit

The 21st Century Communities Program has proven to be very successful in assisting rural cities and towns with their planning needs, but to this point in time, only a few counties have been involved with the program. One of the priorities of the 21st Century Communities Program for the coming year is to actively encourage county participation in the program, and to provide new tools specifically tailored to county planning needs.

Except for a few notable exceptions, county governments in rural Utah are generally not at the level they need to be with regards to their general plans and their on-going planning activities. County governments occupy a critical place in rural planning because of their role in coordinating with cities and other governmental jurisdictions within county boundaries, and because of their inescapable social and economic connections to Federal and state public lands – and thus with Federal and State lands management agencies. County governments also play a leading role in economic development activities, which inevitably affect, and are affected by, land use planning objectives.

In contemplating the planning needs of rural counties, it appears that county planning efforts need to be strengthened in three key areas: 1) Planning for growth; 2) Inter-jurisdictional Coordination, and; 3) Planning relative to public lands uses, access, resources, and land management agency plans.

One of the most cost effective ways to strengthen county planning efforts in these areas would be to develop, and make available, a planning "tool kit" which would provide information, ideas, contacts, examples, self-assessments and other resources that could assist and support county planning efforts. With the tool kit resources in hand, and with the involvement of the regional circuit rider planners, counties will be able to significantly strengthen their general plans and better position themselves to deal with the challenges of a rapidly changing world.

Survey Work

The Commission and Envision will co-sponsor an in depth survey of local officials to be conducted by the University of Utah's Center for Public Policy and Administration in November and December. This survey will ask more detailed questions about implementation of quality growth principles and strategies. Results will be analyzed and compiled by the end of January 2003.

Section IV: Commission Members

Commission members are appointed by the Governor, confirmed by the Senate and serve four-year terms. The Utah Quality Growth Act of 1999 defines interests that are to be represented on the Commission. They include the citizens-at-large, homebuilders, real estate, agriculture, and municipal, county, and state government.

- Lewis Billings, Chair
Provo City Mayor
- David Allen, Vice Chair
Rancher, Business Owner
- Kenneth R. Ashby
Utah Farm Bureau
- Brad Barber
Planning Consultant
- Carlton Christensen
*Salt Lake City Council
Member*
- Gary Herbert
Utah County Commissioner
- Shauna Kerr
*Summit County
Commissioner*
- Dan Lofgren
*Past President, Utah Home
Builders Association*
- Bob Morgan
*Director, Utah Department
of Natural Resources*
- Carol Page
*Davis County
Commissioner*
- Cary Peterson
*Commissioner of
Agriculture, Utah
Department of Agriculture
and Food*
- Jerry W. Stevenson
Layton City Mayor
- Max D. Thompson
Coldwell Banker

Past Members Include:

Jon Huntsman Jr., Lee
Allen, Leland J. Hogan,
Dee Allsop, Kathleen
Clarke

