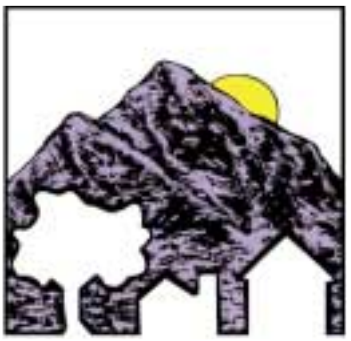
THE HISTORY OF

ENVISION UTAH



ENVISION UTAH

A Partnership for Quality Growth

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PREFACE

The following is a summary of how the Coalition for Utah's Future researched, created and supported a process known as Envision Utah to work toward quality growth within the Greater Wasatch Area of Utah. During recent years, this region has experienced rapid growth and is projected to continue in this pattern for many years.

Utah's political climate is unique. In sharing its experience regarding Envision Utah, the Coalition for Utah's Future realizes it is not presenting a "one-size-fits-all" solution for other metropolitan regions. The organization hopes, however, that its experiences will provide insights and possible parallels for other regions experiencing growth-related challenges, particularly those having a strong tradition of local land-use control, with strong feelings about protecting personal property rights and preserving individual decision-making.

INTRODUCTION

Growth Challenges within the Greater Wasatch Area

Population Growth:
Contrary to a common misperception, Utah is the sixth most urban state in the nation. Close to 80 percent of Utah's residents live in the narrow corridor stretching one hundred miles north and south of Salt Lake City on both sides of the Wasatch Mountain Range. In 1995, this corridor—referred to as the Greater Wasatch Area—was home to 1.6 million residents. The Governor's Office of Planning and Budget projects this region will grow to 2.7 million residents by 2020, and to five million residents by 2050—nearly tripling in population from the time the Coalition began its work on this issue. Two-thirds of Utah's growth is internally generated.

Geographic Constraints:
The unique topography of the Greater Wasatch Area poses significant limitations on long-term growth. The Wasatch Mountain Range, the Great Salt Lake, Utah Lake, surrounding desert and federally-owned land form a natural urban growth boundary to this region. Much of Utah's land is arid, uninhabitable or federally managed.

Political Constraints:
The Greater Wasatch Area includes 10 counties, 88 cities and towns and more than 157 special service districts, as well as agencies responsible for air quality and transportation. Each entity is in some way charged with planning for growth. Many jurisdictions have been left to act independently, compounding the challenges presented by Utah's growing population. This fragmentation contributes to a "bunker mentality," causing citizens to entrench themselves within the smallest defensible unit (their city, neighborhood, etc.) and try to manage growth from a micro level. Until the creation of Envision Utah in January 1997, no single organization existed to bring major public and private stakeholders together to coordinate activities related to growth within the region.

THE HISTORY OF ENVISION UTAH

The Coalition Sees a Community Need

The origins of the Coalition for Utah's Future make its role with Envision Utah somewhat ironic. When the Coalition for Utah's Future was formed in 1988 as a multi-issue organization, Utah was experiencing a recession that caused many residents to leave the state in order to seek employment opportunities. The Coalition Board, which was comprised of a diverse group of community leaders interested in a quality future for all Utah citizens, began working on ways to affect economic growth and attract new business to the state.

Over the years, the Coalition for Utah's Future worked to increase discussion, cooperation and consensus building on a variety of issues ranging from affordable housing, neighborhood and community issues, education, and children, to wildlands, healthcare, rural economic development, water, air pollution, demographics, transportation, and information technology issues.

By 1995, just seven years after the organization's founding, community concerns regarding growth seemed to reverse themselves. The state was now experiencing an unprecedented growth spurt, and new worries about how growth would affect Utah's high quality of life began to emerge. This climate prompted the Coalition Board to form a special sub-committee to research this issue and make recommendations to the Board. The Quality Growth Steering Committee began its work in the spring of 1995.

The Quality Growth Steering Committee included several business leaders, a representative from the Governor's Office of Planning & Budget, the president of Utah's largest residential developer, several state legislators, urban planning advocates, and several representatives from local government.

The Coalition for Utah's Future charged the Steering Committee with the responsibility of researching and recommending methods to address the state's growth challenges.

Choice of Leadership was Critical

When the Quality Growth Steering Committee convened, Robert J. Grow, then president and chief operating officer of Geneva Steel, emerged as a leader for the Committee's efforts. Before his tenure as president of the steel mill, Grow had practiced law specializing in land development issues. In addition, his work at Geneva Steel provided him with a thorough knowledge of Utah's air quality challenges. He was also a member of an advisory board for Utah's Department of Community & Economic Development and a trained engineer. The expertise Grow brought to the Committee, combined with his position as one of Utah's top business leader, gave the Committee's work validity, visibility, and influence.

Despite his knowledge on many growth-related issues, Grow describes his approach to this role to that of a "Sherlock Holmes." "The chair should never think he knows everything," Grow explained when asked about his role with Envision Utah. "The more people we asked questions and listened to, the easier it was to sort out the truth."

As the effort progressed, Grow's leadership would prove critical to the work. He spent countless hours bringing important segments of the community together to work toward a common vision for Utah's future. He often stated he was doing this because he wanted his children and grandchildren to have a choice about whether or not both spouses must work to provide for a household and afford to buy a home. Grow said he believes the way we grow has a direct effect

on personal and public transportation costs, infrastructure costs and taxes. His hope was that Envision Utah could help educate Utahns to help them choose a future with lower costs that would also preserve their personal living choices.

Although Grow's name is not mentioned specifically in the remainder of this document, he played an integral role and made significant contributions of his time, effort, reputation, and finances toward the success of Envision Utah. Mr. Grow left his position as Envision Utah chair in June 1999 to serve a three-year term as a mission president for the Church of Jesus Christ of Latter-day Saints in Sacramento, California.

Grow was succeeded by Jon M. Huntsman, Jr., a former U.S. Ambassador to Singapore and successful international businessman. Huntsman is reputed to be a strong negotiator and conciliator—attributes critical to the next phases of Envision Utah.

RESEARCH PHASE

The Quality Growth Steering Committee began its work in 1995 by asking how important the issue of growth really was to the surrounding community. Soon after its creation, it commissioned a formal public opinion survey to find out what issues concerned area residents the most. This survey confirmed that the community had a growing anxiety toward future growth. In fact, worries about Utah's increased growth were the top concerns among residents, ranking above crime, safety, and other issues.

The Committee realized it did not need to "re-invent the wheel" when addressing Utah's growth challenges. It recognized the value of learning from other metropolitan areas that had experienced rapid growth over relatively brief periods of time. Although Utah's political climate was sure to differ from that of other areas of the country, the Committee believed parallels could be found and translated into tools for addressing similar challenges in Utah.

California's Experiences—The Challenge of Moving "Beyond Sprawl"

The Steering Committee began by looking at the rapid growth that had taken place in California during the 1970s and 80s. Several poignant concerns pointed out in a special report contained potential warnings for Utah's future. This report was sponsored by a diverse coalition including the California Resources Agency (a government conservation agency), Bank of America (California's largest bank), Greenbelt Alliance (the Bay Area's citizen conservation and planning organization), and the Low Income Housing Fund (a nonprofit organization dedicated to low-income housing), and was titled “Beyond Sprawl: New Patterns of Growth to Fit the New California.”

The report concluded California's rapid and unmanaged growth had resulted in an acceleration of sprawl, which brought with it “enormous social, environmental, and economic costs.” Consequently, the state's business climate became less attractive than those of surrounding states. Residents were forced to pay a heavy price in taxation and automobile expenses and residents of older cities and suburbs lost access to jobs, social stability, and political power. Agriculture and ecosystems also suffered.

The report's recommendation to communities in California was to move beyond sprawl and for the state to be “smarter about how it grows.” It called for residents to find ways to overcome isolation as individuals and interest groups to address their challenges as a community. Specifically, it called on government, businesses, community organizations and citizens to work together to find solutions.

Growth Management in Portland, Oregon—Metro 2040

The state of Oregon established a regional government for the Portland metropolitan region in 1979 known as “Metro.” As the region’s planning organization, Metro was responsible for developing land-use goals and objectives for an area encompassing approximately 460 square miles of northwestern Oregon including Portland and 23 other cities. In 1992, the state voted to make growth management planning Metro's primary responsibility. This vote also empowered Metro to compel cities and counties within the region to comply with issues of “regional significance.” Metro is the only elected regional government in the United States.

With this added power and responsibility, Metro set out to create a long-term vision to ensure the region's livability by embarking on the “Region 2040” process. Metro’s first step was to create a set of "Regional Urban Growth Goals and Objectives" to guide future growth. Though appropriate, cities and counties indicated the goals and objectives were not specific enough, prompting a more detailed process to develop a regional growth concept.

Metro's work led to the development and study of four possible growth scenarios for the future of the region. These scenarios included a “base case” scenario projecting how current growth trends would develop over the long term. Following an extensive analysis of the scenario data along with a thorough compilation of public input, the council adopted the region's “2040 Growth Concept” in December 1995.

Since the time of the Coalition Steering Committee's initial research, Metro has continued its efforts to turn the region's 2040 Growth Concept into a framework, creating policies and guidelines to address areas such as land-use, transportation, water quality, natural areas and parks, natural hazards, and other issues of metropolitan significance.

Denver Regional Council of Governments (DRCOG)—Metro Vision 2020

Growth has been a major issue for the Denver metropolitan region during the 1990s. Projections showed the region would add nearly 800,000 additional residents by 2020 to its current population of more than two million. Concerns about future growth prompted DRCOG to set up a special task force to study the issue. The task force was composed of representatives from local government, business leaders, environmental groups, and other segments of the regional public.

The task force’s assignment was to develop a guiding set of principles and policies for regional transportation, land use, and water. Its work eventually spawned a study of multiple growth scenarios to compare the long-term projected effects of specific growth patterns to the Denver region. Like Portland, Denver studied four basic development patterns for future growth: compact, dispersed, corridor, and satellite. The study included numeric projections for each pattern on areas such as housing cost, air quality, transportation cost (personal auto ownership and public costs), and other infrastructure development costs. After an extensive analysis of the alternatives, a preferred development scenario was identified and adopted by the Board of Directors in November 1995 as the “Metro Vision 2020 Framework.” The framework defined six core elements needed to address regional goals for the future in order to form a long-range growth and development plan for the region. These six areas were urban development, open space, freestanding communities, a balanced multi-modal transportation system, urban centers, and environmental quality.

Projections from this study later proved instrumental as the Coalition educated the Utah State Legislature about the need for QGET funding during the 1996 legislative session.

LAYING THE GROUNDWORK OF A QUALITY GROWTH PROCESS

Involving Utah's State Government

Also in 1995, the Coalition approached Utah Governor Michael O. Leavitt to discuss concerns about growth and see if he would be willing to form a special growth commission to coordinate discussion of future growth challenges. Gov. Leavitt declined to pursue a formal entity, expressing concerns that such action could result in state land-use planning—something he very much opposed. He was also sensitive to local governments' jurisdiction on this issue. However, Leavitt encouraged the Coalition to pursue answers within the community.

In the mean time, recognizing the importance of this issue, Gov. Leavitt established a special sub-cabinet group within state government to study this issue. The sub-cabinet group was comprised of representatives from Utah Department of Transportation (UDOT), Department of Environmental Quality (DEQ), Department of Community & Economic Development (DCED), Department of Natural Resources, and others. They held a senior staff retreat in the spring of 1995 to discuss Utah's growth challenges and make recommendations. The recommendation of the sub-cabinet group was for the state to host a special, high profile, summit to discuss growth-related issues.

The Growth Summit of 1995

Plans began immediately for the Growth Summit, which took place in November 1995. The Coalition for Utah's Future made a presentation during this event. The Governor encouraged participation from Utah's legislative leadership as well as local government leaders. The Governor's Office also worked to make this a high profile event—working with local media to make coverage of the event a community priority. This resulted in a live broadcast of the Growth Summit on two consecutive evenings, with all four local affiliates of the major networks participating in a block broadcast from 6-7 p.m. The local PBS station continued coverage of the event beyond that time slot.

The event focused mainly on transportation issues and open space preservation. The impending reconstruction of I-15—the main transportation corridor through the state—was the peak of interest. Residents and leaders expressed concerns about the inconvenience it would cause and the high cost of the project.

Despite all its hype and promotion, television ratings of the event were low, and so followed criticism of its success and impact. However, the event clearly raised public awareness of the topic and brought the growth discussion to a higher level. It is believed to have influenced the passage of legislation for open space preservation and funding for Quality Growth Efficiency Tools (QGET) in the following legislative session.

Developing Technical Tools

The Coalition for Utah's Future had a long-term working relationship with Brad Barber, State Planning Coordinator for the Governor's Office of Planning & Budget, stemming from work on previous issues. He related to them the need to purchase GIS data and services in order to build future growth models and tools for analysis. He estimated a cost of $500,000 for the development of what became known as QGET, or the Quality Growth Efficiency Tools.

The Coalition made preparations to present the necessity and benefits of QGET to the state legislature during the 1996 Legislative Session in the hopes that they would help provide funding.

Educating the Legislature

The Coalition sponsored two legislative luncheons to educate legislators about the need for a quality growth effort within the state—one for the entire Senate and one for key members of the House.

Coalition staff members developed a special slide presentation that was presented to legislators by Coalition Board Chair, Robert Grow, and Steering Committee member, Mike Alder, to help illustrate the dangers of continuing on an uncharted growth course. The presentation looked at how Portland and Denver had responded to growth by studying several growth scenarios. It also pointed out the dangers of failing to address growth in a timely manner—pointing out conclusions of the "Beyond Sprawl" report out of California. They were able to share specific projections from the Denver Metro 2020 effort showing that the difference in cost between the scenarios was tens of thousands of dollars of added taxes or other public and personal costs per housing unit. This demonstrated the need to grow in a careful and thoughtful way to preserve Utah's high quality of life for future generations. The presentation effectively illustrated the need to use resources efficiently and maintain reasonable housing and development costs.

Steering Committee members continued to educate House and Senate leadership as well as individual legislators on the QGET request through nearly the entire 45-day session. In the end, they voted to approve a $250,000 appropriation for the development of QGET.

The Coalition returned each of the following years to support the QGET effort. An additional $100,000 in funding was approved in the 1997, 1998 and 1999 sessions, resulting in total state funding to-date of $550,000 for the continued development of QGET.

Addressing Growth within Utah's Unique Political Climate

Clearly, parallels could be drawn between Utah's growth challenges and those facing California, Portland, and Denver. But ultimately, Utah has its own unique political climate. Utah is a state where local control is revered and a move toward the establishment of another layer of government in the form of a regional power would be easily defeated. In some political circles, words like "planning" or "growth management" are considered "four-letter-words." Whatever the Coalition undertook, local control had to be protected.

The Steering Committee realized an effective quality growth effort in Utah would need to take the form of a public/private partnership, motivated by good information and a sincere desire to work for the common good of all residents—both present and future. It would also need to be coordinated on a cooperative basis through the decision-making power of local government.

In addition, the Steering Committee discovered that an effort to direct Utah's growth was attempted in the 1970s, but had failed to meet its objectives because the proponents had excluded several key stakeholders such as local land developers. The exclusion of this powerful community group eventually resulted in a public referendum repealing the State's land-use planning law. A local radio talk show had facilitated this failure. In fact, this movement became so unpopular that some believe it cost Dixie Leavitt, Governor Mike Leavitt's father, the Republican nomination for governor because he had supported it as a state senator.

If a new effort were to succeed in the 1990s where the earlier one had failed, it would have to include all aspects of the community—including opposing parties.

Fitting an Effort to this Community

Research to this time led the Steering Committee to several conclusions. First, for the Coalition to have a real impact on the impending growth challenges, it would need a commitment of significant time and resources from local and state government leaders and agencies, as well as that of community, business, and civic leaders. Second, it was imperative that an effort asking for this caliber of community support result in more than an informative report that might just sit on someone's shelf. It must effectively address growth challenges ahead.

Moreover, the Steering Committee concluded it needed to pursue and create a *process* for addressing Utah's growth challenges. To succeed in Utah's political climate, this process needed to bring together a public/private partnership, with representations from as many factions of Utah's society as possible. Most importantly, Utah residents needed to be given the opportunity to play a significant role in this process.

Evaluation: This was a very positive activity that Envision Utah would recommend to any group working toward a quality growth process. It was a critical step in building community support to begin its process. It also laid the groundwork for community participation and effectiveness and generated good feedback about how to proceed.

Asking Questions—Gaining Important Community Input

In order to muster the type of community support needed for such an effort, the Steering Committee compiled a list of community leaders whom they would interview to probe their views on this issue and petition for recommendations on how to proceed. Steering Committee Chair, Robert Grow, and Coalition Executive Director, Stephen Holbrook, and a staff member conducted most of the interviews. The Coalition also hired a full-time project manager to help lay the groundwork for its efforts. Each interviewee was asked three questions during their interview:

1. "Do you believe a process to coordinate future growth would be helpful?"
2. "Will you support this process?"
3. "Who should be involved in this process to ensure its worth and success?"

The interviews yielded important feedback on how to proceed and what obstacles might occur. The initial interviewees recommended names of other community leaders to be interviewed. Within six months, the Coalition had interviewed approximately 150 community leaders, including religious leaders, educators, business leaders, environmentalists, developers, local and state government leaders, utility companies, minority and civic leaders.

Conclusion on How to Proceed

Feedback received from the community interviews led the Stering Committee to the following conclusions on how to proceed:

1. Develop an ongoing process—not a project.
2. The process should be something that could be repeated and updated over the years to address growth challenges.
3. Identify representatives from both the public and private sectors of the community who would be willing to work toward the common good.
4. The group must be a manageable size and represent as many segments of the community as possible.
5. Several alternative scenarios should be developed as choices for future growth.
6. A baseline report projecting how the area would grow without change in current growth trends should be completed.
7. An effective technical model needed to be developed to create and analyze a baseline and alternative scenarios.
8. Area residents must have an opportunity to be involved in the process as much as possible, be able to assess the results, and make decisions about how the Greater Wasatch Area should grow.

Seed Money for the Effort

The Coalition needed funding to develop its research into a working process for Utah's future. In early 1996, shortly after the Utah State Legislature approved funding for the development of QGET, the George S. and Dolores Doré Eccles Foundation approved a $150,000 grant as seed money to develop the Coalition's efforts. With this money, the organization was able to hire a small staff and begin laying the groundwork for a full-scale community-based process.

Defining the Study Area

Realizing they could not deal effectively with the diversity of growth issues facing the entire state, the Steering Committee decided to concentrate its efforts on the geographic area projected to grow the most. Since 80 percent of future growth within Utah is projected to take place within the Greater Wasatch Area, the Steering Committee decided to focus its efforts within this narrow corridor. This is a 10-county area stretching from Brigham City to Nephi, and from Tooele and Grantsville to Park City and Kamas. It includes approximately 23,000 square miles, reaching 100 miles north to south and 40 miles east to west.

Includes a 10-county area referred to as the Greater Wasatch Area. The central portion of this area represents the "commutershed" and stretches from Brigham City to Nephi and from Tooele to Park City.

This centralized focus would not exclude other areas of the state from benefiting from this process. Technical data and tools developed from this effort would be available for all cities and towns to access in the coming years.

PHASE I—ENVISION UTAH

Step One: Launching Envision Utah

Evaluation: Choice of leadership and community representation is critical to any such process. Over time, Envision Utah has been flexible with its Partnership list, expanding it to include more local leadership from some of the outlying areas. Ensuring that all key stakeholders were represented and that those stakeholders could report back to a group of their peers helped support the effort.

Once a basic outline for a process to deal with Utah's future growth challenges had been defined, the Coalition for Utah's Future and its Quality Growth Steering Committee were ready to move forward with the formation of a public/private partnership. Assessing feedback gathered through the 150 local interviews, they compiled a list of names of those who would be asked to be a part of this community process. By design, the Committee tried to divide the community into as many sectors as possible in order to choose equal representation. Its goal was to invite stakeholders from all aspects of the community, if possible, including local and state government, businesses, developers, utility companies, religious leaders, educators, conservation and citizen groups, and the media. The Committee was meticulous in choosing representatives from all cities and counties within the study region as well as a balance from each political affiliation.

Because there were potential participants who would be less available to meet together on a regular basis than others, the Steering Committee created two levels of participation—Partners and Special Advisors. This provided enough flexibility for participation from a variety of community levels.

By the group's kick-off time in January 1997, the invitation to participate was extended to more than 100 members of the Greater Wasatch Area communities. Only one invitation was declined.

Due to its public/private nature, the Partnership needed high level support from both the public and private sectors of the community. Utah Governor Mike Leavitt agreed to represent the public sector as honorary co-chair along with Larry H. Miller, businessman and owner of the Utah Jazz NBA team, representing the private sector. A strong business leader, Miller seemed to personify Utah's "every man." He often attends public functions—formal and informal—wearing a golf shirt and tennis shoes. Steering Committee chair, Robert Grow, was asked to serve as chair of the Partnership due to the outstanding vision and abilities he had shown during his work on the Steering Committee.

Leave Your Personal Interests at the Door, Please!

In order to accept the invitation to participate, each prospective Partner or Special Advisor agreed to sign a pledge form in which each was asked to overlook his or her own self-interest (either personal or of those whom he/she represented) while bringing expertise to the table. They were all challenged to work toward the common good of the community and to look beyond the short-term issues now facing the region. Furthermore, they were told that the Coalition and the Partnership would take a neutral position on all growth-related issues until the process was complete and the community had voiced its desires for a preferred growth strategy for the future of the Greater Wasatch Area.

Kicking-off the Partnership

The formal launch of the Coalition's growth efforts took place on January 14, 1997, at the Delta Center in Salt Lake City, Utah, in the form of a press conference and Partnership meeting. Partnership Chair, Robert Grow, Gov. Mike Leavitt, and Larry H. Miller introduced the effort with the help of a special guest hired by the Coalition—an actor to play Brigham Young, the area's founder and first territorial governor. Brigham Young recognized the value of long-term community planning and mobilized the early pioneers into settlements that are still admired by modern day planners and architects. His image at this event was a reminder of Utah's heritage

of planning. Renowned urban architect, Peter Calthorpe, was also a guest speaker at the event. The effort was launched under the name of "The Utah Quality Growth Public/Private Partnership." Although the name correctly exemplified the work of the group, it was clearly cumbersome and quickly drew chides and criticism. Within a few months, however, the Utah Quality Growth Public Private Partnership became known as "Envision Utah."

The mission of Envision Utah is to help residents of the Greater Wasatch Area find a way to deal effectively with the growth-related challenges facing the region while preserving Utah's high quality of life for future generations.

Utah Governor Mike Leavitt addresses the media and Partnership during the kick-off.

Funding Envision Utah

In order to attempt this large-scale community venture, the Coalition needed to find significant funding. The George S. and Delores Doré Eccles Foundation already had a stake in the Coalition's work by providing the initial seed money. During the kick-off, they again stepped forward to offer a $1.5 million matching-challenge grant for Envision Utah. Since a true public/private partnership should have funding from the community, the Eccles Foundation agreed to match one for every two dollars raised from either government or private individuals or groups, up to $500,000. This grant was announced during the kick-off event.

Envision Utah set out to raise the matching private funds from other foundations, local businesses and individuals. Half of the public funds were raised in-kind from state government (QGET funding), and half were raised from local government—cities and counties. The amount of the requests made to local government was determined by a formula considering the size and population served by the municipality. Funds from this grant were completely matched by October 1998.

The Coalition's Role with Envision Utah

From its inception, Envision Utah has continued to operate as a project of the Coalition for Utah's Future, which is a 501(c)(3) non-profit organization. The Coalition was responsible for providing staff members to work on Envision Utah-related activities. These staff members included:

Executive Director
Partnership Manager
Scenarios Manager
Public Awareness Manager
Local Government Coordinator
Administrative Assistant
Development Manager
Special Project Coordinators

Creating a Model for Public Involvement

Though the Partnership membership clearly brought many community stakeholders to the discussion table, Envision Utah wanted and needed to create an opportunity for area residents to play a key role in the decision making process. From the beginning, Envision Utah made a pledge to area media and residents to be an open and public process.

Evaluation: This particular funding structure complemented Envision Utah's objectives and goals by requiring support from local and private interests within the study area. An effective development staff member was also fundamental to its success. The key to successful private fundraising is engaging the right individuals to "make the ask."

The Greater Wasatch Area media served as a major channel for communication between Envision Utah and area residents. Robert Grow and Stephen Holbrook met with top media officials during the research phase of the project in 1996, and asked several to serve as Partners or Special Advisors to Envision Utah. By the time Envision Utah was launched in early 1997, most news organizations already had some idea of what the organization was trying to accomplish. Envision Utah rigorously pursued further relationships with area media, taking every opportunity to pitch possible news stories, host special events, and update reporters. This resulted in on-going news coverage of the process, allowing residents to receive regular updates on its progress.

Envision Utah identified several key opportunities it would have over the duration of its efforts to gather input directly from area residents. These opportunities were expanded as the process progressed. Envision Utah's most important commitment was to provide residents with the opportunity to evaluate and choose among several long-term growth scenarios for the future of the Greater Wasatch Area. Officials determined from the outset of the process that they would work toward this goal to give area residents enough information and decision-making power to actually influence the future of the region. Envision Utah chair Robert Grow coined this phrase describing the commitment: "We believe if we give good people good information, they will make good choices."

Working With the Media

Evaluation: A good working relationship with the media from the outset was absolutely vital to this and process. Envision Utah was best served by equal treatment of the various media outlets and openness in all its efforts.

Working with the area media was vital to this process. It was also important to hire a staff person to strategically plan and coordinate this interaction. It was determined early in the process that Envision Utah would be best served by equal treatment of the various media outlets and openness in all its efforts.

All local news organizations were invited to Scenarios Committee meetings, Partnership meetings and press conferences to hear new information regarding the process or new technical information about future growth projections.

The Important Role of Local Government

Even with significant representation on the Envision Utah Partnership, additional local government support and involvement would be critical to the success of the Envision Utah effort. Local government representatives would need to play a key role in directing the process and eventually implementing the results. Recognizing this, the Coalition hired a staff person to serve as a full-time liaison between Envision Utah and local city councils, mayors, county commissioners, planners and other elected and appointed officials.

Throughout the process, Envision Utah has worked to update local government officials as often as possible. Funding requests were also submitted in 1997 and 1998—giving municipalities added incentive to learn about the process so they could make a decision regarding whether or not to grant funding. Envision Utah continually sought ways to include them in the process—hosting special meetings, seeking input, requesting support for public meetings, and otherwise asking them to become involved.

DIVIDE AND CONQUER—CREATING WORKING SUB-COMMITTEES FOR THE PROCESS

By announcing its intentions publicly, Envision Utah had committed itself to a monumental effort that would require the coordination of a myriad of tasks. To do this effectively, it set up several sub-committees to direct specific aspects of the effort (please see appendix for a list of committees/membership).

Steering Committee

This group was more or less an extension of the original Quality Growth Steering Committee set up by the Coalition for Utah's Future in 1995. Throughout the process, its continued responsibility has been to oversee the day-to-day activities of Envision Utah and make political and strategic decisions regarding the accomplishment of long-term objectives. This has included the review of potential employees to staff the effort, contracts with potential consultants, and short and long-term activities of the Envision Utah effort.

Scenarios Committee

The Scenarios Committee is comprised of technical experts from various areas of local and state government, as well as business leaders, conservationists and local activists. This includes representatives from agencies of state and local government, conservationists, and technical experts from the private sector. These experts were brought together to offer expertise on specific subjects Envision Utah is trying to address.

The responsibility of this committee has been to review the development of several long-term scenarios for the future of the Greater Wasatch Area. Committee members were asked to consider multiple areas of impact including social, economic, and environmental impacts at a macro and micro level. For example, water, air, land use, and transportation have no political boundaries and must be considered in water sheds, air sheds and commuter sheds at a macro level. On the other hand, local actions affect these issues, and they all have local impacts. The Greater Wasatch Area is comprised of hundreds of communities and thousands of individual neighborhoods. Therefore, consideration must also be given to these issues at a micro level.

This committee continues to provide ongoing technical assistance to the Envision Utah effort.

Public Awareness Committee

Envision Utah asked representatives from all major media outlets in the Greater Wasatch Area to participate in an advisory role for its public awareness activities. Several members were also chosen from local public relations or advertising agencies.

Members of this committee were asked to work with the public awareness manager and examine the long-term activities and objectives of Envision Utah and develop an effective outreach program to take these activities to area residents.

QGET Technical Committee

The technical work for modeling and analysis has been conducted by the Quality Growth Efficiency Tools (QGET) Technical Committee, which is overseen by the Governor's Office of Planning and Budget. This group formed before the launch of Envision Utah and began meeting in July 1996 after funding was approved by the Utah State Legislature. The team is comprised of state and regional analysts, engineers, planners, and scientists.
QGET began work to develop a process and set of tools to improve the quality of growth-

Evaluation: The structure of sub-committees and working groups played a significant role throughout the process. Some groups were more effective than others in accomplishing their original objectives. Interaction and involvement with area experts, opinion leaders, and media gurus proved critical at various stages of the process.

Evaluation: The QGET working group performed innumerable vital functions to the technical success of Envision Utah. QGET was a key factor in the "public" part of the partnership. Envision Utah helped QGET secure an appropriation from the legislature and then in turn was able to count QGET's efforts as "in-kind" contributions to match funding from

related information to plan for Utah's future. QGET's mission is to improve the technical and analytical models used to forecast growth and to improve the current processes and procedures that accompany the management of data and models within the state.

The team's efforts can be divided into two key focuses. Their first efforts were to facilitate the sharing of growth-related information among local government, business, and industry and improving knowledge about current land/resource use in the Greater Wasatch Area (the study area of Envision Utah). The second focus of QGET was to gain a better understanding of existing planning and analysis models used by various state and local agencies and to standardize the data to provide quality information to plan Utah's future.

Their work to-date includes the modeling and analysis of a Baseline Scenario projecting how growth will proceed in the Greater Wasatch Area if current growth trends continue over the next 20-50 years; modeling and analysis of three alternative scenarios developed through the Envision Utah process; and the modeling and analysis of the Quality Growth Strategy. They have also made significant strides in standardizing data to make coordination and exchange of information for future planning efforts easier and more efficient.

Evaluation: Effective and reliable research is fundamental to any strategic plan and is highly recommended. For Envision Utah, this research was important in knowing what direction to lead the Envision Utah effort, and was also instrumental in planning public awareness activities. Envision Utah consultants Calthorpe and Fregonese found Wirthlin's approach to research uniquely helpful to this type of community process. An example of this was the finding that Utahns would be more receptive to nature preservation as it relates to places families can go to get away together rather than preservation for its own stake.

Step Two: Researching What Residents Value about Utah

Before Envision Utah could work to help preserve "Utah's high quality of life" for future generations, it had to define what residents valued about living in the area. After reviewing proposals from several research firms, Envision Utah commissioned Wirthlin Worldwide to study this topic. Utilizing a specialized research methodology called VISTA, Wirthlin conducted a series of in-depth interviews to find out what residents valued about living in Utah. Special care was taken to ensure an equal demographic representation regarding ethnic background, age, religious affiliation, income level and length of residency within the state. This research was then validated through a traditional random-sample survey.

The study revealed that residents value highly the sense of peace or peace of mind they feel by living in Utah. This peace of mind emanates from a feeling of safe haven based on living among people who prize and share a common sense of honesty, morality, and ethics. This value clearly dominates all other value orientations and is supported by a dedication to family and the desire to provide opportunities to help children handle life's challenges.

The value associated with Utah's scenic beauty and recreational opportunities operates at a secondary level for residents, providing diverse opportunities and activities to be with the family, relax, or feel less stress—all of which contribute to peace of mind, freedom, and enjoyment.

The Wirthlin research also validated an important aspect of the Envision Utah effort. When asked "Who can best deal with growth issues in Utah?" residents' responses were similar to the model Envision Utah was trying to create with its Partnership. Forty-two percent said, "residents like you and me" can best deal with Utah's growth challenges, 20 percent answered, "state government," 18 percent, "local government," and 14 percent, "businesses in Utah." If Envision Utah could catalyze state and local governments to work together along side community and business leaders, and then create opportunities for local residents play a major role in making decisions about Utah's future, it would fulfill its goal and respond to the public's desires.

Step Three: Creating A Baseline Model for Future Growth

Even before Envision Utah was formally launched, the QGET Technical Committee began work on a baseline model projecting how the Greater Wasatch Area will grow if current municipal plans are followed through 2020—with extrapolations of those municipal plans to 2050. The Baseline is based on detailed technical analyses of critical trends, historic relationships, national projections, known future events (e.g. 2002 Winter Olympics), and the policies/projects included in planning documents.

The purpose of the Baseline was to identify future conditions that would likely prevail if no further actions or initiatives were taken to alter the future. It serves as a benchmark against which the effects of alternative actions can be evaluated. This document is appropriate for public discussion, but is also subject to revision and enhancements throughout the process as better information becomes available and new ideas surface.

This effort was extremely time-intensive. Never in the State's history has a single entity attempted to gather and coordinate this quantity of information on this scale. More than 140 public and private entities contributed to its compilation. This process was a critical step for the Envision Utah process and formed the technical basis for effective long-term planning in Utah.

To build the Baseline model, QGET contacted all local governments and state agencies having jurisdiction in the Greater Wasatch Area over current and planned land-use data, air quality, water, transportation, infrastructure, housing, business and economic development, open space and critical lands, and neighborhood demographics.

Technical Challenges

Bringing local government, state government and private agencies on board for the sharing of information was relatively easy compared to the challenge of standardizing the data they provided. This caliber of information had never been compiled at this level in Utah's history, or probably in any state in the U.S. Data was inconsistent in its availability and format, and in many cases, had not been shared outside a specific agency function. In some rural areas, data did not exist and had to be gathered. This was an overwhelming task.

QGET worked to form partnerships and agreements with state, local, and business entities in order to collect the necessary information. Stuart Challender, senior project manager for the Utah Division of Information Technology in the Automatic Geographic Reference Center coordinated much of data collection for QGET and oversaw the standardization of data into a GIS format. His team spent time in government offices reviewing maps and local data to update land-use maps. With their participation, agencies agreed to adhere to guidelines and standards for data collection and recording for future data. This stage of the process was labor-intensive, tedious, and expensive.

Nevertheless, this initial investment is expected to pay dividends for future planning. As new data becomes available in the coming years, the ability to create, model and analyze future scenarios will be relatively easy.

Releasing Baseline Information to the Public

The Baseline model was released to the public in September of 1997, and was a pivotal accomplishment for the Envision Utah effort. Not only had it brought together previously uncoordinated data for public review, it also served as a wake-up call to many Utahns. When Envision Utah presented Governor Leavitt with the Baseline data forecasting infrastructure costs, he exclaimed, "We can't afford this!" Most people reacted similarly.

Baseline Summary

Demographics:

- Eighty percent of Utah's future growth is projected to settle within the Greater Wasatch Area.
- The Greater Wasatch Area is projected to grow from 1.6 million to 2.7 million residents by 2020 and to five million by 2050—nearly tripling in size in just over 50 years.
- Utah's high rate of natural increase is projected to continue.
- Utah's youth population (0-19) will continue to be the largest age group in the state.

Economics:

- Utah's young, educated workforce attracts industry to Utah. Therefore, employment is expected to continue at high rates, holding down unemployment.
- Services and trades are expected to see the greatest employment growth over the next 20 years.

Transportation:

- Despite an ambitious highway and road reconstruction program costing more than $2.6 billion over the next 10 years, the average commute time is expected to increase from 24 minutes in 1995 to 34 minutes in 2020.
- Vehicle miles traveled in urban areas—especially in Salt Lake County—will increase.
- Vehicles miles traveled per capita will also increase.
- Urban freeway construction will continue to stimulate growth on the outer edges of the Greater Wasatch Area.

Air Quality:

- Increased traffic congestion and automobile use will have a profound influence on air quality.
- Three out of five of the major air pollutants are projected to increase, resulting in air quality challenges.
- Air quality standards and regulatory constraints could have a serious impact on future economic and business development.

Land Use:

- Rapid urban expansion is projected to increase during the next 20 years, filling in much of the remaining vacant land along the Wasatch Front.
- Natural features and open space provisions will profoundly affect the form of urban growth in the Wasatch Mountain region.
- If the Greater Wasatch Area continues to follow current growth patterns, urbanized land area is projected to quadruple from 320 square miles in 1995 to 1,350 square miles in 2050.
- The region may lose more than half of all irrigated agricultural land, converted to urban use to accommodate new growth.

Water:

- Water rates are projected to increase by 50 percent between 1995 and 2020. Water infrastructure development is projected to cost more than 3.2 billion dollars by 2020, and current budgets show no plans for how to fund this growth.
- There is enough water to meet demand in the Greater Wasatch Area through 2020 if water resources are shared among water districts, and in some cases, additional water sources are developed (e.g. Bear River Basin).
- We have not begun to calculate what increased water demands will have on Utah's natural lands, streams, and wildlife.

Step Four: Creating Alternative Scenarios

Consultants for Envision Utah?

Both Denver and Portland hired outside urban architects to help guide their processes. Members of the Steering Committee felt strongly that this would be helpful for the Envision Utah process. However, there were strong concerns about someone coming to Utah with a "cookie cutter" approach to its unique growth challenges and political climate.

Despite concerns, the overall consensus from the Committee was that the effort should solicit leadership and expertise from an outside consultant. This person or team would need to meet the following criteria:

- Must be a big league thinker who could effectively communicate the big picture
- Must be on the cutting edge of planning technology
- Not necessarily from outside Utah
- Must work closely with a local group to help narrow the big picture
- Must be willing to let QGET create a baseline and alternative scenerios
- Must be willing to commit to a fresh approach and help create ideas specific to this region
- Must bring ideas for community outreach and communication

The Steering Committee formed a special selection committee to search for and choose a consultant or consultant team. They posted a Request for Qualifications and contacted potential candidates both locally and nationally. After several months of search and review, the selection committee narrowed its choices to two teams: John Fregonese and Peter Calthorpe from Calthorpe Associates—previously consultants to the Portland Metro 2040 effort; and John McNamara and a team of local and national staff members from BRW Inc.—previously consultants to the Phoenix, Arizona metro planning effort.

In late fall of 1997, after careful review of the candidates' qualifications and compatibility with goals and criteria of Envision Utah, the Steering Committee hired Calthorpe Associates as consultants to the Envision Utah effort. In doing so, the Steering Committee emphasized concerns and received a commitment from the consulting partners to approach Envision Utah's effort with new creativity and a commitment to find solutions unique to the region's future growth challenges.

Designing A Process

Although Denver and Portland had designed future scenarios for their regions based on four basic growth patterns (compact, dispersed, corridor and satellite development), Envision Utah believed the Greater Wasatch Area needed scenarios unique to the region's own personality and geographic constraints. This was also critical for the process to be a true exercise in democracy.

Fregonese and Calthorpe worked with the Steering and Scenarios Committees to design a process by which the Envision Utah Partners and Special Advisors could understand the constraints and challenges facing the region and create the alternative scenarios. These alternative scenarios would later be modeled and analyzed by the QGET Technical Committee. Envision Utah also hired a full-time Scenarios Manager to coordinate these efforts.

Governor Leavitt's participation in Armature Workshop I seemed to renew his excitement and commitment to the Envision Utah process.

This collaboration lead to the design of two armature workshops that would allow participants to model their personal ideas for future growth onto maps of the sub-region, provided they were able to work out those ideas with an immediate working group representing other community interests.

Originally, Envision Utah planned to wait until the scenarios were developed before directly involving local residents. But as plans for the armature workshop evolved, Envision Utah officials pushed for an application that could be taken to the public sector. Residents would not only play a role in evaluating future scenarios, but they would also help create them.

Armature Workshops

On May 12, 1998, Envision Utah hosted its first armature workshop—**Armature Workshop I (Where to Grow)**—on the top floor of the American Stores Company Tower in downtown Salt Lake City. Although it was originally intended for Envision Utah Partners and Special Advisors, participation was expanded to include a greater number of community stakeholders, particularly from local government. More than 450 invitations were extended including invitations to every mayor and city planner within the Greater Wasatch Area.

During the workshop, the Greater Wasatch Area was divided into three sub-regions: north, central, and south. Participants worked in groups of 10 at a table with a map of the sub-region in which they lived. Local planners and architects served as facilitators at each of the tables.

Participants were first instructed to identify areas that should be protected from future growth. They did so by marking the maps with a set of colored markers. Many delineated steep slopes, public lands, wetlands and agricultural lands as areas where development should not be allowed to occur. Then they had to decide where to place future growth on the map, and do so within the constraints they had just imposed on the surrounding urban area.

Each of the three sub-regions had a total of 23 paper chips to place on their map in order to accommodate growth through the year 2020, and another 48 chips to place for projected growth through 2050. Each chip represented 16,000 additional residents at current housing densities of three units/acre, and the total number of chips accounted for projected growth to 2.7 million residents by 2020 and to five million by 2050.

Participants expressed frustration and concern as they grappled with growth-related issues such as resource availability, land use, and urban density. Slightly more than 200 people participated in the workshop, which drew more press coverage than any previous Envision Utah event. This was an exciting day that proved pivotal for most participants and observers—renewing their commitments to find solutions that could address Utah's growth challenges and reminding participants of the importance of a coordinated effort.

Evaluation: The armature workshops were outstanding tools for the Envision Utah process because they provided a forum to gain the necessary public input while effectively communicating to the participants the complexity and importance of the challenges facing the Greater Wasatch Area in future years.

Armature Workshop II (How to Grow) took place a month later in June of 1998, with the same group of stakeholders. After listening to a summary of the results from the first workshop, participants returned to their tables to decide how growth should occur. They were asked to consider what types of development and infrastructure would best accommodate the population that was placed on the map during Armature Workshop I. The second workshop provided an opportunity for most participants to relieve frustration they felt during the first workshop when trying to deal with densities to accommodate future population. In this workshop, participants manipulated land-use icons representing different development types and infrastructure elements to build the region. Ultimately, they were asked to decide what mix of walkable and non-walkable development types would best serve the Greater Wasatch Area in the coming years.

A version of Armature Workshop I was also made available to the public in the form of Regional Design Workshops—community meetings hosted during the remaining summer months. Envision Utah staffers conducted workshops in 15 communities throughout the Greater Wasatch Area. Local planners helped arrange the workshops and many mayors mailed out letters of invitation to residents of their respective communities. Local architects and planners again volunteered their time to serve as facilitators. Envision Utah placed ads in both large and small circulation community newspapers promoting the event, and mailed out some 6,000 post cards to church groups, union members, conservationists, business owners, clubs and other community organizations. Press releases and reminders to area reporters were also distributed. Many news organizations mentioned the meetings in community bulletins and sent a reporter to cover the local workshop. More than 700 local residents, mayors, and city council members participated in the workshops. The personal letters of invitation from local mayors seemed to be the most effective communication tool in motivating attendance at these workshops.

Evaluation: This was a good public outreach and research tool. The only negative aspect of these workshops was that some participants seemed frustrated that the meetings were so structured and did not allow a lot of open discussion about concerns not directly relating to the development types. The public is more familiar with the hearing and public comment process usually associated with government. However, this structure is actually what makes Envision Utah workshops successful. Instead of being allowed to vent and philsophize, participants are required to sit down with neighbors and solve a specific problem.

Community Options Workshops

While the armature workshops collected information on residents' preferences at a macro level, Envision Utah wanted to give residents the opportunity to discuss future growth at a micro/neighborhood level. With the help of Dr. Barbara Brown, an environmental psychologist from the University of Utah, Envision Utah developed a visualization survey format for community development types called **Community Options Workshops.** Envision Utah sponsored seven such workshops in central communities throughout the Greater Wasatch Area. More than 350 residents attended during May 1998.

These workshops gave residents the opportunity to express opinions about the desirability of various development types to accommodate future growth. Participants were shown a series of 66 slides representing different residential and commercial configurations. After viewing each slide, residents were asked to rate the image according to its desirability on a provided survey form. A short intermission followed the slide presentation so that the responses could be scanned and tallied. Then participants returned to the meeting to add qualitative input to the survey. They did so by reviewing the results of their votes and commenting on why they liked or disliked various images.

Brown conducted the workshops with the help of her students and Envision Utah staff members. Her work at the University of Utah qualified her perfectly for this role and she graciously changed her teaching schedule to accommodate Envision Utah's timeline. Brown's previous research had included the linkages between the physical environment and human behavior and their application to crime, housing design, environmental personalization, shared housing, and neighborhood and community viability.

Workshops were promoted through press releases, ads in community newspapers, mailers and news coverage, and refreshments were donated by Great Harvest Bread Company.

Turning Input into Long-term Growth Scenarios

The regional maps created in Armature Workshop I were reviewed by Envision Utah consultants and analyzed for common land-use patterns. They also took photographs of the maps and made them into slides for further study. Maps created during the Regional Design Workshops augmented this research. By studying all of the maps, Fregonese and Calthorpe were able to determine how much land residents wanted to preserve and how much they were willing to give up to accommodate future growth. In addition, these maps helped determine where residents thought this growth should take place and what areas should be preserved long-term.

Maps created in Armature Workshop II were also analyzed and photographed. Chips representing various development types were counted to determine a percentage of recommended usage by participants. The results indicated where and how often industrial, office, retail and various types of residential developments should occur and what percentage of growth should be accommodated in walkable and non-walkable designs.

Survey results from the Community Options Workshops were helpful in measuring residents' willingness to accept possible development types, including walkable and more compact future development.

Four Scenarios Emerged

Instead of creating several alternative future growth scenarios, the combination of these results seemed to form only one new growth pattern—what would later be known as Scenario C. Nevertheless, data gathered through rigorous note taking during the Regional Design Workshops helped point consultants toward the creation of two additional land-use patterns—what would later be named Scenarios A and D. The model developed earlier by the QGET Technical Committee as the Baseline was updated and depicted as Scenario B, although some data indicated a recent shift in municipal land-use policies toward Scenario A.

Scenario A

Scenario A projected how the region could develop if the dispersed pattern of development occurring in some Greater Wasatch Area communities today were to continue. New development would primarily take the form of single-family homes on larger, suburban lots (0.37 acre average). Most development would focus future transportation investments on convenience for auto users.

Scenarios B

Scenario B depicted how the region could develop if state and local governments follow their 1997 municipal plans. Development would continue in a dispersed pattern, much like it has for the past 20 years, but not as widely dispersed as in Scenario A. New development would primarily take the form of single family homes on larger, suburban lots (0.32 acre average). Most development would focus on convenience for auto users and transportation investments would support auto use.

Scenario C

Scenario C shows how the region could grow if new development were focused to form walkable communities containing nearby opportunities to work, shop, and play. Communities would accommodate a portion of new growth within existing urbanized areas, leaving more undeveloped land for open space and agriculture. New development would be clustered around a town center, with a mixture of retail services and housing types close to transit lines. These communities would be designed to encourage walking and biking, and would contain a wide variety of housing types, allowing people to move to more or less expensive housing without leaving a particular community. Average lot size would be slightly smaller (0.29 acre) than Scenarios A and B.

Scenario D
Scenario D shows how the Greater Wasatch Area might develop if Scenario C were taken one step further, focusing nearly half of all new growth within existing urban areas. This would leave more undeveloped land for open space and agriculture than any other scenario. When new land is used, development would be clustered around a town center, with a mixture of commercial and housing types close to some portion of a greatly expanded transit system. These communities would be designed to permit and encourage walking and biking, and would contain the widest variety of housing types of any scenario, but would also have the smallest average lot size (0.27 acre).

Step Five: Scenario Analysis

The Analysis Process

In early fall of 1998, the four growth scenarios were turned over the QGET Technical Committee for analysis. This was another tedious and time-consuming process.

Envision Utah had set a tight timeline for the analysis phase of the process in order to meet necessary deadlines for its media campaign in January 1999. By this time, land-use for each of the scenarios had already been configured by Fregonese's office. The analysis of water consumption went on independently from the other analysis areas because its model required land-use and lot size data only. The other areas of modeling required a consecutive sequence.

Transportation modeling took place first and was conducted by the two Metropolitan Planning Organizations (MPOs). Their job was to model how far residents would need to drive and the use of public transportation to generate projected Vehicle Miles of Travel (VMT) and transit ridership. This information was then turned over to experts at the Division of Air Quality where they used VMT and average speed data to determine the amount of vehicle emissions in relationship to population densities. Then they ran the data through very extensive computerized air quality models that analyze projected environmental and atmospheric conditions to determine total emissions, and more importantly, their proximity to future population centers. Envision Utah was later told that the model used to generate the air quality data is more sophisticated than any used before anywhere. In fact, it took 30 hours of processing to complete the computer analysis of each pollutant for each scenario.

Next, the Governor's Office of Planning & Budget used VMT and information about major infrastructure projects to generate an infrastructure cost model. A renowned engineering firm, Psomas, also lent its expertise to this stage of the process, helping to develop a model to determine the municapal and developer costs of local infrastructure.

The majority of the analysis was completed and presented to area press and members of the Envision Utah Partnership on November 14, 1998. However, QGET felt more time was needed to complete some aspects of the transportation and air quality analysis. Therefore, information for these areas was released several weeks later in the form of a press release.

Governor Leavitt previewed the data shortly before its public release. When he saw the difference in cost among scenarios, he seemed to have another pivotal moment that reinforced his support and participation with Envision Utah.

Evaluation: Members of QGET expressed frustration that deadlines for their work were so tight. Many worked day and night to meet these timelines set in place to enable the public awareness campaign. On the other hand, pressure from some participants and members of the media necessitated the acceleration of some working schedules.

Summary of Analysis Results

Scenario A

Housing:

- People live farther apart and have more privacy
- Most new housing is single-family homes on large lots
- Fewer housing choices than today; less housing available in all categories except large-lot, single family
- Single family homes would represent 77 percent of the housing mix, up from 68 percent in 1990
- Average size of single family lot increases from 0.32 acre today to 0.37 acre in 2020

Land:

- Land consumption is higher than in other scenarios
- Urbanized area grows by 95 percent from 1998 to 2020
- Open space and farmland are consumed more rapidly than in any other scenario
- Reuse of existing urban areas is minimal

Transportation:

- People benefit from convenience of automobile travel and expanded road network
- Fewer transportation choices, due to increased reliance on automobile travel
- Compared to the other scenarios that means:
    - Increasing vehicle travel
    - Families need to own more cars
    - More money used for highway development
- 1.5 percent of population has easy access to rail transit

Cost:

- Affordable housing farther away from jobs, services, etc., than in any other scenario
- Infrastructure most expensive of all scenarios
- Personal transportation costs highest of all scenarios

Air Quality:

- More vehicle travel created worst air quality of all scenarios

Water:

- Water demand is the highest of all scenarios, primarily because of outdoor water use

Scenario B

Housing:

- Average size of single-family lot remains at current level
- Most new housing is single family homes on large lots
- Fewer housing choices than C & D; less housing available in all categories except large-lot, single family
- Single family homes would represent 75 percent of the overall housing mix, up from 68 percent in 1990
- A few more condos, apartments, small lot homes than A

Land:
- Land is consumed almost as quickly as in A
- Urbanized area grows by 75 percent from 1998 to 2020
- Open space and farmland are consumed more rapidly than in Scenario C and D
- Reuse of existing urban areas is minimal

Transportation:
- People benefit from convenience of automobile travel
- Fewer transportation choices, due to increased reliance on automobile travel
- Compared to the other scenarios that means:
    - Increasing vehicle travel
    - Families need to own more cars
    - Increased congestion
    - 1.7 percent of population has easy access to rail transit

Cost:
- Affordable housing farther away from jobs, services
- Infrastructure second most expensive of all scenarios
- High personal transportation costs

Air Quality:
- Second best air quality of all scenarios

Water:
- Water consumption is the second highest of all scenarios

Scenario C

Housing:
- Average size of single-family lot decreases from 0.32 acre today to 0.29 acre in 2020
- Homes are closer together; most new homes are single-family homes
- Wider variety of housing options available than in A or B, including townhouses, condos, apartments, and small lot homes
- Much of new housing would be located in villages and towns situated along major roads and rail lines

Land:
- Land consumption is slower than A or B
- Urbanized area grows by 29 percent from 1998 to 2020
- New development is placed within existing urban areas and clustered around transit routes, leaving more land for open space and agriculture

Transportation:
- Expanded transit system augments road network to provide:
    - More transportation options
    - Lower per-person transportation costs
    - Families can operate with fewer cars
    - 25 percent of population has easy access to rail transit
    - Rail transit provides convenient access to most Salt Lake area communities

Cost:
- Diversity of housing options makes affordable housing available
- Lowest infrastructure costs of all scenarios
- Lower personal transportation costs than A or B

Air Quality:
- Best air quality of all scenarios

Water:
- Second-lowest water consumption of all scenarios

Scenario D

Housing:
- Average size of single-family lot decreases from 0.32 acre today to 0.27 acre in 2020
- Homes are closer together than in all other scenarios; most new homes are single-family homes or townhouses, but on smaller lots than A or B
- Wider variety of housing options available than all other scenarios
- Most new housing would be located in existing urban areas and in villages and towns situated along major roads and rail lines

Land:
- Land consumption is slower than all other scenarios
- Urbanized area grows by 20 percent from 1998 to 2020
- Large portion of new development is placed within existing urban areas and clustered around transit routes, leaving more land for open space and farmland than any other scenario

Transportation:
- Greatly expanded transit system augments road network to provide more transportation options
- 32 percent of population has easy access to rail transit
- Convenient transit access to most Salt Lake area communities, Ogden, and BYU

Cost:
- Diversity of housing options makes affordable housing closer to jobs
- Second lowest infrastructure costs of all scenarios
- Lowest personal transportation costs of all scenarios

Air Quality:
- Better air quality than A, worse than B or C

Water:
- Lowest water consumption of all scenarios

For more in-depth information on Envision Utah's future growth scenarios and their analysis, please contact the Governor's Office of Planning & Budget for the State of Utah at (801) 538-1027 or visit www.envisionutah.org.

Step Six: A Time for Public Awareness and Input

The Public Awareness Campaign

In January 1999, Envision Utah launched a massive public awareness campaign to educate area residents about the Envision Utah effort and involve them in the decision-making process. This campaign took more than a year to plan and many months to execute.

The goals of the campaign included:

- Educate area residents about the growth challenges facing the Greater Wasatch Area in the coming years.
- Create awareness of the Envision Utah effort, its goals, objectives, and current process.
- Educate area residents about the four possible growth scenarios and motivate them to participate by filling out the growth survey and/or attend meetings hosted by Envision Utah during January 1999.

Although some awareness had already been raised during previous Envision Utah activities and resulting press coverage, many people knew nothing or little about the effort up until this time. Education and awareness were a big challenge to Envision Utah, and also critical to its ultimate success.

Envision Utah utilized the Wirthlin research study to help form the strategies for the campaign. Then tactics were strategically planned. The following is a summary of the tactics employed during this campaign:

- **Press conference** in November 1998 to announce the four alternative growth scenarios—this was hosted on a Saturday to assure that all news organizations were working with the same deadlines.
- **Press tour** with management, editors, and reporters of the four largest newspapers and four television stations for the Greater Wasatch Area—this took place several weeks before the formal launch of the public awareness activities and was arranged several months in advance. A consultant, at least one member of the GOPB, the Envision Utah chair, and the public awareness manager were present at each meeting. This took place several weeks before the majority of the campaign's activities in January. Detailed media kits were also distributed to supplement the technical material and provide information about the activities in January.
- **Radio and television ads—**In his role as honorary co-chair of Envision Utah, Gov. Mike Leavitt appeared in radio and television ads along with small children depicting areas of concern about Utah's future. Governor Leavitt appealed to area residents to locate, complete, and submit the Envision Utah survey found in their newspaper or on the Internet. Five 10-second commercials featuring other local celebrities or community leaders were also used to appeal to a variety of community interests. Local television and radio stations provided a total of $140,000 worth of advertising time—$100,000 of which was completely donated. Envision Utah worked with a media buyer to make sure the ads ran on an effective rate and schedule.
- **Campaign promo/launch event—**This took place on January 5, just after most Christmas vacations ended, yet still preceding most Envision Utah activities. This was hosted at Utah's "This is the Place State Park"—a small restoration of the original pioneer settlement—in a room with a mural of the pioneers entering the Salt Lake valley back in 1847 as a backdrop. During its original launch back in 1997, Envision Utah again hired an actor to play Brigham Young for the event. He interacted with Governor Leavitt in announcing and emphasizing the importance of upcoming Envision Utah activities. This backdrop created a strong visual image for both television and print media. Detailed media kits were also distributed.

- **Newspaper insert—**This was one of the central communication tools for the campaign and the subject of most of the other awareness activities. Residents were directed to look for this four-page insert in their Sunday, January 10, newspaper. The piece was also distributed in newspaper supplements received by most non-newspaper subscribers. The insert described the Envision Utah process and contained an illustration depicting Scenarios A, B, C, and D, a detailed description, and their analysis. A separate mail-in survey accompanied this insert and directed residents to study the scenario information and decide what set of choices and consequences they would prefer for the future of the Greater Wasatch Area.
- **Internet site and on-line survey (envisionutah.org or envisionutah.com)—**This site provided an extensive explanation and description of Envision Utah, the alternative scenarios and analysis. It also provided a convenient way for many to fill out and submit their questionnaire.
- **Radio, television, and newspaper interviews—**These were arranged in advance to coordinate with and promote campaign activities. Appearances were made by the chair, executive director, state planning coordinator, Envision Utah's public awareness manager, and/or other staff members.
- **50 public meetings—**Arranged months in advance and announced in the newspaper insert and some special advertisements. Residents were encouraged to attend to discuss the alternative growth scenarios and general growth challenges with others in their own communities. Local American Institute of Archietects members served as facilitators, and in most cases, no Envision Utah representative could attend because of the number of meetings taking place simultaneously.
- **Newspapers-In-Education—**Utilizing a long-established forum distributed to K-12 classrooms state-wide, Envision Utah worked to have a special edition of the insert published during the January campaign. This was completely written by a manager at the Deseret News and was promoted trough traditional education channels. In conjunction, Envision Utah teamed up with the Deseret News to host a workshop for teachers during the preceding Fall to discuss growth issues among interested educators. Attendees even received credit toward re-certification of their teaching licenses.
- **Letter from the Governor to area educators—**Envision Utah coordinated the writing and distribution of a letter from Governor Leavitt, on his State letterhead, promoting upcoming Envision Utah activities. This was distributed to civics and history teachers, principals, and teachers of related subjects.
- **Documentary focusing on the region's growth challenges—**More than a year before its public awareness campaign, Envision Utah officials began talking with KUED, Salt Lake's local PBS station, about creating a possible documentary on Utah's growth. After internal discussion and investigation, KUED agreed to produce an hour-long documentary that aired Sunday, January 10.

Ultimately, nearly 17,500 Greater Wasatch Area residents participated by filling out and returning the Envision Utah growth survey—approximately 6,277 via Envision Utah's on-line survey and 11,214 via US mail. In addition, nearly 2,000 residents attended one of 50 town meetings. See appendix for examples of three editorials of Envision Utah process.

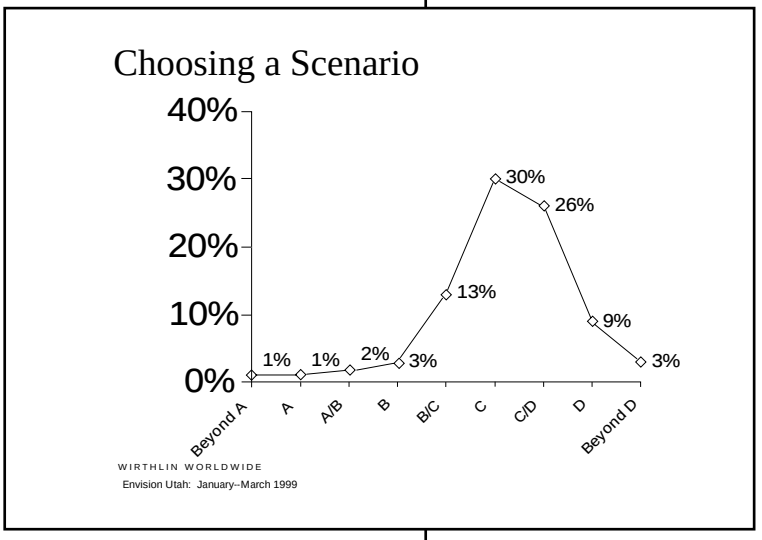
Evaluation: In hindsight, some things could be done more effectively such as planning more time to edit and improve the main newspaper insert and survey. Some residents felt the survey design was too simple and others criticized its complexity. There was some confusion regarding the statistics, which tended to point to a Scenario C conclusion. Some did not understand the independent nature of the cost benefit analysis and assumed Envision Utah stacked the deck. Overall, however, Envision Utah officials felt the campaign was very effective and utilized many of the same tactics a year later to communicate the Quality Growth Strategy.

PHASE II—USING PUBLIC INPUT TO FORM A PREFERRED GROWTH STRATEGY

Step Seven: Choosing a Preferred Scenario

Assessing the Survey Results

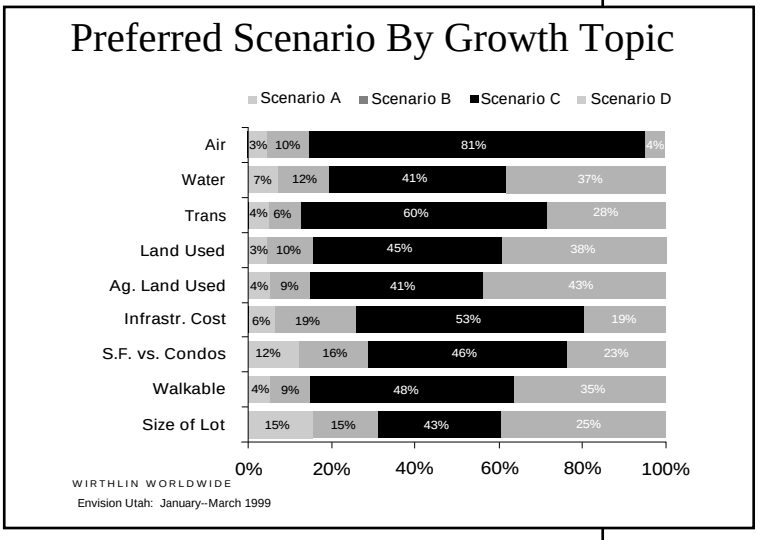
Wirthlin Worldwide compiled and interpreted the survey responses. The survey's primary objective was to determine how area residents evaluated four growth scenarios presented by Envision Utah. It also had several secondary objectives to determine the following: importance of ratings assigned to various growth topics, which scenarios fared best on various dimensions of growth, and where money should come from to pay for growth.



The survey itself had several obstacles to overcome. Distribution was somewhat complex, and the survey and insert contained complicated subject matter. Potential existed for multiple responses from a single person, and for disproportionate response rates from certain demographic groups. When Wirthlin weighted the responses to reflect community demographics, however, no major differences existed between weighted and unweighted data. A small percentage (0.04 percent) of the respondents went out of their way to comment that they felt the questionnaire was rigged to favor Scenario C.

Out of nine growth categories, 52 percent of respondents rated air quality as either the most or second most-important topic. Total water demand, transportation choices, and the consumption of new and agricultural land were rated as very important topics. Average size of single-family lot, walkable communities, and variety of housing choices were rated as less important issues.

When asked where money should come from to pay for growth, many respondents didn't know, or mentioned areas where relatively little money could be drawn. Twenty percent said it should come from raising taxes. On the other hand, respondents seemed to have a much easier time deciding which other community needs to fund if a less expensive scenario were chosen.



Input collected from nearly 2,000 residents who attended one of 50 town meetings closely resembled the survey data.

In the end, the Wirthlin analysis showed that Scenario C was perceived as the best scenario on eight out of nine growth issues, while Scenario D was perceived as the best scenario on one issue and second best on six issues.

Dealing with Community Concerns

As public awareness of Envision Utah increased, so did community concerns and even outright opposition the effort.

Envision Utah was committed to resolving as much of this opposition as possible. In fact, officials believed conflict resolution and communication were critical to Envision Utah's success. Much of the concern that surfaced originated from misinformation, which staff members and Envision Utah officials worked to correct in a timely manner. Concerns expressed through e-mail and letters-to-the-editor were responded to individually. One predominant theme was the idea that by accommodating growth Envision Utah was advocating growth.

Envision Utah's media tour preceding its media campaign also proved helpful at this time. By having one-on-one presentations, news organizations had previously resolved most concerns that arose later within the public sector, and therefore did not react significantly to much of the public criticism.

Envision Utah also met proactively with possible opposing parties before the public awareness campaign, including developers, and conservationists. After adquate communication took place, both groups seemed to express support for the Envision Utah process and goals.

When public awareness heightened in 1999, Envision Utah identified additional entities who needed special care in order to resolve concerns. This included some local Realtors and the Sutherland Institute—an organization with a Libertarian perspective who publicly accused Envision Utah of trying to take away residents' personal property rights and living choices. Envision Utah met with both organizations and worked to communicate its belief that quality growth coordination would actually preserve and expand long-term personal choices. Envision Utah also found common ground with these voices in its belief that government regulation and zoning restrictions are already too restrictive in some areas of Utah, and actually restrict the free market from providing adequate living options for residents.

Utah Establishes a Quality Growth Commission

In September 1998, after reviewing the alternative scenarios and their analysis, Governor Leavitt decided the time was right to establish a growth initiative. He informed Envision Utah of his intentions and pulled together legislative representatives and legislative leaders to draft the "Quality Growth Act of 1999." This act would establish a Quality Growth Commission and provide incentives to help communities pursue quality growth. In introducing the initiative publicly, he said the state would not force communities to participate, but that the state would no longer fund sprawl. By working together to grow in less expensive ways, communities would be eligible for monetary compensation and even a percent of local taxes to protect open space. In the end, the Legislature did not support all aspects of the proposal.

While Envision Utah officials were overwhelmingly pleased to see legislative efforts to address growth issues, it had concerns about any movement that did not include a strong voice from local government in the decision-making process. Though the Governor was clearly not proposing state land-use planning and was providing a role for local government leaders on the commission, Envision Utah worried about possible misperceptions of initiative due to its state origins. In addition, initiatives containing portions of the act had been defeated in the previous legislative session.

Therefore, Envision Utah began working as a conciliator among local, state, and private interests. It introduced itself to the co-sponsors of the bill from the Utah House of Representatives. It then arranged for and sponsored a weekly caucus meeting during the 1999 Legislative Session to bring together possible opposing interests and help mitigate potential concerns. In addition to concerns expressed by local government, Utah Realtors expressed strong anxieties about this bill. Nevertheless, participants at the weekly meetings gave significant input and revised many drafts of the proposed Quality Growth Act.

Public awareness of growth-related issues was at an all time high during the 1999 Legislative Session due to Envision Utah's massive public outreach campaign, which coincided with the beginning weeks of the session. In fact, a public opinion poll conducted by the Deseret News ranked growth as the number one issue regarding public interest for the session.

Eventually, the initiative passed and successfully established criteria for quality growth areas and incentives, preservation of open space, and the creation of a Quality Growth Commission. Currently, the Quality Growth commission is seeking to determine the state's role in growth issues and is funding some planning projects and purchase of critical lands.

Guidance from the Partnership

In March 1999, Envision Utah presented the survey results to the Partnership and media.

A month later, Partnership members were asked to evaluate a list of possible growth strategies to help move the Greater Wasatch Area toward what area residents had indicated as their preference. This was done in a workshop setting similar to the earlier armature workshops. Working again in tables of 10 in their respective regions, participants were asked to review an exhaustive list of possible strategies assembled by Envision Utah staff and consultants. During this event, each table edited possible strategies by either modifying the wording of a particular strategy, striking it out all together, or creating its own strategies.

The Partnership was also asked to review and approve a work plan for Envision Utah to accomplish its goals for the coming year.

Additional Public Review

By May 1999, after modifying the suggested growth strategies to reflect input from the Partnership, Envision Utah was ready for additional public input. With the help of volunteers from the American Institute of Architects (AIA) and staff members, Envision Utah hosted another round of 50 community meetings. Participants were invited to review the entire list of possible growth strategies and place small dots by three strategies they wanted to discuss as a group.

Discussion notes generated from these meetings clearly showed that residents preferred non-coercive, coordinated and voluntary actions over government regulations to work toward quality growth for the region. This input modified the suggested quality growth strategies further and has been applied to Envision Utah's work.

Public input helped Envision Utah form the following criteria for proceeding:

1. Use market-based approaches and incentives.
2. Effect change through education and promotion, rather than regulatory means.
3. Advocate incremental steps that can take place over time, provided the right regulatory and market environment.
4. Primary responsibility for land use decisions will, as it should, remain with local governments.

5. Strategies must be tailored to each community's unique character and needs.
6. Strategies are not aimed toward restrictions or additional layers of government. Rather they will help our communities and decision makers provide a broader array of choices.

Following the public workshops, the strategies underwent a feasibility evaluation by the Scenarios Committee and were fine-tuned by the Steering Committee. In early July 1999, the resulting body of work was handed over to Calthorpe and Fregonese, the Envision Utah consultants, who used the tools as a guide to create a set Quality Growth Strategies that could be modeled in quantifiable packages.

Evaluation: The purpose of the sub-regional effort was to test the feedback received from the public on the ground level with the people likely to make such decisions. The meetings were representative and required adjacent communities to look at challenges together. Even though Envision Utah had about 500 participants among the three sites, many local officials who work at other jobs were not able to attend. The effort demonstrated the ability of stakeholders to accommodate the public feedback.

Sub-Regional Workshops

In June 1999, as an effort to determine what strategies were feasible to local communities, Envision Utah invited community leaders from both the public and private sectors to attend a special stakeholder workshop in their respective sub-region. Here, participants, working at tables with maps of their sub-region were asked to review how their current municipal plans would accommodate future growth. This was done for three areas: residential, commercial and industrial.

Next, each table was given an initial set of chips representing Scenario C—the scenario residents favored during the January survey. The chips were divided into walkable and non-walkable development types. Participants were directed to allocate the chips within their map. If they didn't like their chip combination, they were able to trade for more walkable or non-walkable chips. They also had an unlimited number of open space chips they could place on the maps. Infrastructure and density were also reflected in the chip placement.

At the end of the exercise, the groups were asked to report their four top conclusions back to the entire workshop. One of the conclusions had to be how their chip allocation on the maps differed from their current master plans and what modifications would need to be made in order to accomplish what was reflected on their respective maps.

By analyzing the maps generated through this exercise, the consultants were able to see what development mixture participants were comfortable with as well as where they would place villages and towns. Also, special consideration was given to input generated from actual residents of a particular community along the map. For example, if residents from Layton did not want apartments in Layton, this was noted and given more weight in Layton than input given by non-Layton residents.

This information was combined with other information and utilized by Envision Utah consultants during July and August 1999 to form a set of Quality Growth Strategies to be modeled into a quantifiable package for further analysis by QGET.

Community Design Workshops

Concurrently with its own workshops and activities aimed at developing a set of Quality Growth Strategies, Envision Utah also began working with the Quality Growth Commission and several local governments to develop a series of Community Design Workshops designed to help interested communities create long-term growth plans for specific sites within their respective communities. During the spring of 1999, Envision Utah sent a preliminary invitation letter to all 88 cities and 10 counties to determine who might be interested in participating in a special site-specific planning process for their respective communities.

The workshops themselves were in the conceptual stage, and this preliminary letter was basically an invitation intended to spark interest early enough that individual communities could budget for the work if they were interested. This letter was followed by a more detailed description a month later.

In the mean time, Envision Utah worked with Peter Calthorpe to design the workshops while coordinating with the Quality Growth Commission to gain sponsorship of the workshops in an official capacity. In the end, Envision Utah was able to work out a three-way match for the local municipalities: one-third by the Quality Growth Commission; the remaining two-thirds divided between Envision Utah and the participating local government (the two-thirds division was determined by the size of the respective city).

Eight cities applied to participate in six projects and Envision Utah found sufficient funds to accommodate all of them. Envision Utah then helped these applicants apply to the Quality Growth Commission for funding. Initially, three of these applicants were funded including Brigham City/Perry, Sandy/Midvale, and West Valley City. The other three, Centerville, Provo, and Salt Lake City, were funded and carried out a few months later.

The Community Design Workshops were executed in three stages. First, Calthorpe's staff visited the respective locations within the participating cities and took an inventory of the area. This was done by meeting with stakeholders, taking photos of the area, and gathering GIS data. Second, Calthorpe and his staff worked to design a workshop specific to each area, using site-specific "chips." Calthorpe or Fregonese personally conducted each workshop. Each city was responsible for publicizing its event and getting stakeholders to attend the meeting.

During each workshop, participants were given the opportunity to plan the future of the specified area of their city by placing chips representing their ideas for ideal future growth on a map of their community. Chips included a variety of choices such as a broad range of open space designations, residential types, mixed-use buildings, employment centers, cultural and civic centers, and retail space. Participants did not have to worry about cost restrictions.

For the third step in the Community Design Workshops, Calthorpe took the results of each workshop and coalesced them into a single plan for that community based on input received during the workshop. Calthorpe provided some design guidelines such as how to create a zoning plan that would allow or encourage their respective plans to work. The stakeholders and participants were again brought together and presented with the results of their workshop.

The final presentation was made to the last participating city in December 1999.

Commissioning a Housing Analysis

Discussions generated by many stakeholders throughout the Envision Utah process reflected a deep concern for allowing market forces to work freely in regard to housing demand. For the Quality Growth Strategy to reflect the needs of the housing market, the Envision Utah Steering Committee commissioned a Greater Wasatch Area housing analysis.

In April 1999, Envision Utah sent out a Request for Proposals to 13 firms. The Steering Committee selected a special selection committee, which included a demographer from GOPB, a representative of the Utah Home Builders Association, a Realtor, a low-income housing advocate, a representative from a local county, one of the Envision Utah consultants, and an executive from a local bank. After reviewing applicants, the Selection Committee hired two firms with the idea that they would work together on the housing study: ECONorthwest, an economics firm based in Oregon, and Free & Associates, a Utah appraisal firm.

Evaluation: The most important contributor to the success of the meeting was participation by property owners, neighbors, local elected and appointed officials, and in some cases, potential developers. The meetings began with a slide show of various development types, some of which were unfamiliar to the citizens, including mixed use and mixed housing types. These were the most successful of all Envision Utah workshops because they put citizens in the proactive role of property development rather than the usual role in which developers make a plan and citizens can only react. Developers, property owners, city officials, and others all benefited from working together and making "trade-offs" in conjunction with problem solving.

Evaluation: The study helped validate Envision Utah's efforts by giving the development communities factual information about future needs and also presented a separate press opportunity for Envision Utah.

The purpose of the report was to describe, at a regional level, what kind of housing exists now, and what kind of new housing is likely to be demanded over the next 20 years, given likely changes in demographics and market forces. The consultants spent the next six weeks gathering information and completing their analysis.

In mid-August, they presented a draft of their report to the steering committee. They also met with a number of Realtors and developers to review their findings and gather additional feedback. Input from these meetings was taken into account and a final draft was presented and released to the public through the media in October 1999.

The report predicts, based on the best available information, that an average of nearly 20,000 housing units per year will need to be built between now and 2020 to keep up with forecasted growth. If current housing policies prevail, 70 percent of the new housing units will be single-family. However, dramatic shifts in household size and age of the head-of-household over the next 20 years may create a strong market demand for more multi-unit housing and single-family homes on smaller lots. The results of this report strongly support the direction of Envision Utah's Quality Growth Strategy.

The report also identifies and analyzes barriers that may affect the supply and affordability of housing for local residents. These include cultural perspectives, misperceptions of abundant land resources, lack of consistent growth, lack of education regarding sustainable planning practices, land ownership patterns, and development industry constraints.

After reviewing the results of the housing study, Envision Utah refined the Quality Growth Strategy where necessary to meet forecasted market demands.

Analyzing the Input

During July and August, the Envision Utah consultants analyzed the public input gathered from the various Partnership meetings and public workshops to form a draft Quality Growth Strategy that could be modeled into a quantifiable package to present to residents. By early fall, this package was turned over to QGET to be quantified and analyzed.

Before this information was released on any level, the Steering Committee reviewed the Quality Growth Strategies one final time and attached a narrative of responsible parties and benefits of the outlined actions. The final product was presented to the Envision Utah Partnership on November 15, 1999.

The analysis of the costs and benefits associated with of the Quality Growth Strategies was presented by Brad Barber and Natalie Gochnour from the Governor's Office of Planning and Budget. The analysis used comparison data between the Quality Growth Strategy and the Baseline study conducted several years earlier projecting how the Greater Wasatch Area would grow if current trends continued without any conscious changes.

The analysis showed that minimal changes in personal living decisions related to growth such as those outlined in the Quality Growth Strategy would bring clear and significant long-term benefits. For example, if the strategies were implemented, the Greater Wasatch area would have lower regional and sub-regional infrastructure costs (a total savings of $4.5 billion). By slightly reducing the average residential lot size (by 0.06 percent) over the next 20 years, the Greater Wasatch Area would preserve an additional 116 square miles of agricultural land, and 171 miles of undeveloped land could remain undeveloped. The overall transportation system would

improve, resulting in lower VMT and time spent in traffic, while transit trips would nearly double and an additional 21 percent of residents would live within close proximity to rail transit. A total of $2 billion in transportation costs would be saved. In addition, water conservation would increase 100 percent, resulting in an annual savings of 93,200 acre feet of water.

***(See Appendix II for a complete list of the Quality Growth Strategies and technical analysis.)

The Next Step: Informing the Public of the Results

Immediately following the November Partnership meeting during which the results were presented, Envision Utah leadership and staff members began a press tour similar to the one hosted during the previous year. The November 15 Partnership meeting and press tour effectively kicked-off an intensive two months of public awareness activities to announce the direction of the Quality Growth Strategy. In many respects, the campaign employed tactics utilized during the previous public outreach campaign, with a main section newspaper advertisement playing a central role in communicating the details of the Quality Growth Strategy. Radio and television ads began just after the start of the new year. The campaign goals were to update and educate Greater Wasatch Area residents about the Quality Growth Strategy and motivate them to contact their local and state leaders and ask them to support and enable the Quality Growth Strategies from the Envision Utah effort.

PHASE III—IMPLEMENTATION

2000-2003

Through Envision Utah, the Coalition for Utah's Future will develop and implement a Quality Growth Strategy to guide businesses, residents, and government bodies in planning for growth management and land use policies and practices well into the next century. Envision Utah will serve as an advocate for implementation of the Quality Growth Strategy, working with its influential and diverse Partnership to promote policies and a conceptual framework for growth-related decisions in the Greater Wasatch Area. Through educating decision makers concerning the Quality Growth Strategy at all appropriate levels of government, Envision Utah will help maintain and build support for action, which could take the form of intergovernmental and inter-local agreements, local zoning and planning decision making, state incentives for communities implementing Quality Growth Strategy measures, and legislative action for the year 2000 and beyond. Envision Utah's goal is to ensure that the Quality Growth Strategy is the guiding tool for local and state government and private sector planners for future development in the Greater Wasatch Area.

APPENDIX I

Envision Utah Key Contacts

Envision Utah Sub-Committees

Steering Committee
Public Awareness Committee
QGET Technical Committee

Public Private Funding for Envision Utah

Workshop Facilators

Envision Utah Editorials

APPENDIX II

Envision Utah Quality Growth Strategy

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Western States Management
William and Flora Hewlett Foundation
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Davis County
Farmington City
Heber City
Kaysville City
Lindon City
Midvale City
Ogden City
Orem City
Park City
Riverton City
Roy City
Salt Lake City Corporation
Salt Lake County
Sandy City
South Jordan
Spanish Fork City
Tooele City
State of Utah
Woods Cross City
West Valley City
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U.S. Environmental Protection Agency
U.S. Department of Transportation

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Greg Schindler, *The City of South Jordan*
Rob & Judy Scott
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Luke Smart, *Governor's Office of Planning & Budget*
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Barry Smith, *AIA*
Stephen Smith, *Fellow, AIA*
Edward Smith, *Fellow, AIA*
Roger Smith, *AIA*
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Jim Sorenson, Jr., *Sorenson Development, Inc.*
Brady Southwick, *Boyer Company*
Larry Steinbach, *Lythgoe & Steinbach Architects*
Sandy Stone
Annika Stonik
Jan Striefel, Landmark Design
Sumner Swaner, *Swaner Design, Inc.*
Eric Tholen, *AIA*
Timothy Thomas, *AIA*
Robert Thornton, Associates, *AIA*
Robert Timmerman, *AIA*
Johnson Vinson
Maria Vios
Mark Vlasic, *Landmark Design*
Kurt von Puttkamer, *AIA*
Lynne Ward, *Governor's Office of Planning and Budget*
Alan Weaver
Ross Wentworth, *AIA*
Mark Wilson, *AIA*
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Lynn Woodbury, *Woodbury Corp.*
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AIA=The American Institute of Architects, Utah Society

OUR VIEW

The Salt Lake Tribune's Editorial Position Nov. 19, 1999

Envisioning Utah

How might the Wasatch Front look in 20 years when there are 1 million more Utahns living here? Envision Utah has crunched the numbers and painted two contrasting pictures, one based on current policies and another based on a Quality Growth Strategy. Now it's up to the people and their local government leaders to decide whether to stick with the status quo or embrace the new vision.

Frankly, the new vision looks a lot nicer; it preserves open space, conserves water and creates less air pollution. Roads would be less clogged. It's cheaper because less tax money would have to be spent to build new roads, sewers and water lines.

But do Utahns accept the study's assumptions and recommendations? Now that the Quality Growth Strategy is on the table, Utahns and their leaders have a chance to decide for themselves.

Many people believe that the Quality Growth Strategy means central land-use planning at the expense of private property rights. They also figure that the planners want everyone in Utah to live in an apartment over a flower shop, ride a bicycle to the grocery store and take a light-rail train to work. That's not so.

The Quality Growth Strategy is actually dozens of incremental policy recommendations designed to help Utahns reach six goals: improve air quality, increase transportation choices, preserve critical lands, conserve water, provide a broad range of housing types for different incomes and life situations, and create efficient public investment in infrastructure.

Take housing, for example. The Quality Growth Strategy argues that as people move through life, their housing needs change. They want an apartment when they are single and newly independent; maybe a town home, apartment or condo when first married; a starter home for a small family; a larger home when the family grows, and back to an apartment or congregate senior living when the nest is empty and home maintenance becomes too big a burden.

The strategy argues that demographics and the market will push the Greater Wasatch Area to provide more small, single-family homes and duplexes, condos and apartments. It recommends zoning, tax and policy incentives that would encourage developers to build mixed-use projects and affordable housing. At the least, zoning laws and other policies should not stand in the way of market forces.

Envision Utah stresses that local governments must decide what they want for their own communities. The state won't dictate; Envision Utah is banking instead on education and persuasion. That's a concession to political reality, but it's also good policy.

In some respects, though, state or regional action will be necessary. Certainly this is true of tax policy. Envision Utah points out correctly that city governments' reliance on sales tax collected at point of sale spurs competition among communities for regional retailers. This results in sprawl development. Only the Legislature, preferably after study by the Tax Review and Quality Growth commissions, can address this issue.

These and other growth-related challenges cry out for the attention of the public and its leaders. Envision Utah has created a catalyst by gathering data and offering an integrated, systematic set of recommendations. Let the debate about those recommendations begin.

Envision Utah's plan has enormous value

Cities and counties should look long and hard at methods by which they can help create an enviable future

Sunday, November 21, 1999

Envision Utah finally laid its cards on the table last week, revealing its thoughts on Utah's choices for growth and development between now and the year 2050.

Alternately vilified and praised for its efforts over the past 2 .5 years, the public-private organization has studied the geographical area it defines as the Greater Wasatch Front, and determined what it will look like in the next 20 to 50 years if 1) the present course of development continues unabated, or 2) cities, towns and counties employ the methods and philosophy advocated by Envision Utah's Quality Growth Strategy.

The differences are dramatic, and our public officials will be doing themselves and their constituents a grave disservice if they do not avail themselves of Envision Utah's wisdom and tools for a better tomorrow.

The 10 counties and 88 cities and towns of the Greater Wasatch Area hold 1.7 million Utahns, or 80 percent of the state's population -- rendering Utah the sixth most urban state in the country. According to Envision Utah, there are about 1,000 square miles of developable land in the Greater Wasatch Area, from Nephi to Brigham City and Kamas to Grantsville, of which 370 square miles have already been developed.

The experts agree that the Greater Wasatch Area likely will be home to a population of about 2.7 million people in 20 years, and 5 million in 2050. If left unchecked, this growth will swallow the rest of that available 630 square miles of developable land. (Reducing the average lot size from .35 acre to .29 acre for the next million people, for example, would consume 126 square miles as opposed to 325 square miles.)

City and county planning commissions, city councils and county commissions need to start thinking more creatively about what kind of communities they want in the future. When developers come before them to propose projects, our leaders -- our advocates -- should challenge them: Will green space be part of the development? Will housing developments complement each other with varying densities, types of structures, multi- family condominiums, apartments and bungalows? Will new neighborhoods foster community clusters with retail shops and jobs within walking distance of homes?

And what about affordable housing for families just starting out? Or empty-nesters looking to shed yard work? And what of housing for the poor? Low-income housing can be spread over wide areas in order to avoid concentrations of poverty and crime.

It is important for cities to understand that by increasing the density of developments they need not cram more people into their borders. If a city wants to "build out" at, say, a population of 50,000, it should look at ways to allow a wide mixture of housing for that many people, with large lots, small lots, condos, apartments and the like in order to preserve farmland, parks, and pathways for bicycles, horses and pedestrians. Cities need not be a sea of rooftops; instead, they can each be unique, offering their own ambience and amenities suited to their residents' lifestyles and desires.

Envision Utah has issued a wake-up call to the Wasatch Front's leaders to take a critical look at the way they are currently doing business -- simply reacting to development proposals -- and to change, to cooperate with each other and to create better communities for our future by becoming proactive in their planning. The Legislature should continue to offer more and more incentives for cities and counties to educate themselves about this important research. A more livable future is ours for the taking.

(Editor's note: Monday, part two of our five-part editorial series on Envision Utah's Quality Growth Strategy will discuss air quality, transportation and public infrastructure.)

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In Our Opinion

Deseret News Editorial Nov. 19, 1999

Envisioning Utah's future

Perhaps the most significant thing Envision Utah is doing is getting people to seriously think about Utah's future.

That is a substantial accomplishment for the nonprofit organization dedicated to quality growth. Now in its third year, Envision Utah this week unveiled a number of land-use recommendations to assist in achieving that quality growth.

Helping communities along the Wasatch Front make the right choices about growth is Envision Utah's mission. That requires an informed citizenry led by men and women of wisdom and vision at the state and local level.

It must also be understood that what best suits Salt Lake City may not be what best suits Farmington, Draper or Brigham City.

But there are growth principles regarding housing, business development and transportation that are applicable to all. And there is a way to integrate them in a regional concept while still maintaining an individual sense of community.

Finding the best way to do that will not be easy. It will require patience and education.

Appropriately, that's Envision Utah's next major effort — facilitating the education process. A public awareness campaign will begin in January.

Envision Utah is a resource that has already provided plentiful and valuable data — the kind that will allow local communities to make informed decisions.

For example, it notes reducing the average lot size from 0.35 acres to 0..29 acres would result in reducing housing space for the next million people from 325 square miles to 126 square miles. That doesn't mean lots cannot be larger than 0.29 acres. Many are larger than the 0.35 average now. But as the population along the Wasatch Front is projected to climb from 1.7 million to 2.7 million by 2020 and to 5 million by 2050, that is the type of information officials, planners and residents need to have.

As education is an ongoing process, so is Envision Utah. Additional updated data will be forthcoming.

The people of Utah can either do nothing and let growth occur as it will or do something to control how it occurs.

Utahns need to do the latter. Envision Utah is a good tool to help bring that to pass.

SUMMARY

Goals and Strategies to Maintain Quality of Life

Through extensive research and exhaustive involvement of the public, local and state elected officials, the business, civic, and religious communities, and other stakeholders, Envision Utah has gathered information about what Greater Wasatch Area residents value and how they think growth should be accommodated. This involved research concerning core values, and workshops with stakeholders, including elected officials, planning commissioners, and city council members, addressing where and how to grow. Above all else, residents like the people who live here, and place a high value on this area's good atmosphere for raising a family, and its scenic beauty and recreational opportunities.

Based on this information, Envision Utah has identified six primary goals that need to be addressed in the Greater Wasatch Area if we are to protect our environment and maintain our economic vitality and quality of life as we accommodate anticipated growth:

- enhance air quality;
- increase mobility and transportation choices;
- preserve critical lands, including agricultural, sensitive, and strategic open lands and address the interaction between these lands and developed areas;
- conserve and maintain availability of water resources;
- provide housing opportunities for a range of family and income types; and
- maximize efficiency in public and infrastructure investments to promote the other goals.

These goals can be realized over time by the careful and deliberate pursuit of various strategies, identified and explained here.

To support each of these goals Envision Utah has worked with the stakeholders and the public to develop specific strategies, including strategies that utilize market-based approaches such as state and local incentives, and seeks to effect change through education and promotion, rather than regulatory means. These strategies include:

- promoting walkable development (encouraging new and existing developments to include a mix of uses with a pedestrian-friendly design);
- promoting the development of a region-wide transit system (which could utilize busses, bus ways, light rail, lower-cost self-powered rail technology, commuter rail, and small private busses) to make transit more effective and convenient;
- promoting the development of a network of bikeways and trails for recreation and commuting;
- fostering transit-oriented development (housing and commercial developments that incorporate and encourage various forms of public transportation);
- preserving open lands by encouraging developments that include open areas and by incentivizing reuse of currently developed lands;
- restructuring water bills to encourage water conservation; and
- fostering mixed-use, mixed-income, walkable neighborhoods to provide a greater array of housing choices.

There are other goals, equally important, that do not lend themselves as easily to a list of discrete strategies. Enhancing economic development and adjusting the means by which cities generate revenues are among the challenges. Nearly all of the goals identified will help to enhance economic opportunities in the state, and they should be pursued for this reason in addition to those listed. The issue of taxation and revenue relates to municipalities' reliance on sales tax revenues as a major source of income. This spurs counterproductive competition among communities for regional retailers, often resulting in sprawl development. This issue is so complex and involves so many stakeholders that, while briefly addressed here as our seventh strategy, it will require further careful consideration and extensive longer-term stakeholder involvement.

Envision Utah's Role

The primary role for implementation falls on local governments, state and local incentives, and the actions of developers and consumers in the free market. Envision Utah's objective is to analyze and disseminate the costs and benefits associated with these strategies, and to work with local and state governments, citizens, developers, conservationists, civic groups, and other concerned stakeholders to pursue the strategies outlined below. Envision Utah will seek progress over time by working with the entities that hold responsibility for these Quality Growth Strategies and by developing an awards program to recognize communities that put various components into place. The action items range from consumer choices to intergovernmental cooperation to local and state decision making, depending on the issue. Most of the strategies are incremental steps that can take place over time, provided the right regulatory and market environment. Envision Utah's role will be to encourage the creation of that environment, so existing and forecasted market demands can be met, while also maintaining the quality of life residents have come to enjoy and expect. Envision Utah will do this by providing information and resources to community leaders to broaden the choices available to them and to facilitate more informed decision making.

Local Control, Regional Coordination

The primary responsibility for land use decisions will remain with local governments. These strategies cannot be implemented overnight, nor will they be appropriate to every situation or community. Envision Utah's efforts will always acknowledge that every community is unique, with distinctive characteristics and needs. In some communities, the open space preservation strategies may be needed, where in others, affordable housing efforts may be more appropriate. We encourage the implementation of these strategies incrementally as appropriate in the communities of the Greater Wasatch Area, balancing local priorities with regional problem-solving.

While recognizing this need to respect community individuality and local control, there are some issues that cannot be effectively addressed at the local level, but rather require a regional or subregional solution. Indeed, from Kamas to Grantsville, from Brigham City to Nephi, we share common problems, using the same roads and transportation options as we travel to work, recreation, and shopping, sharing common water sources and breathing the same air. In such cases of common interest, Envision Utah will seek to build consensus among groups of communities and work toward mutually agreeable solutions. The results of such consensus could take the form of new zoning options and intergovernmental or inter-local agreements. Still other issues, such as air quality and water consumption affect the region as a whole but lend themselves to local solutions. Envision Utah will provide information to local governments about the regional benefits that can come from their local actions.

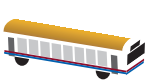
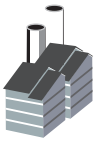
Finally, these goals and strategies are not aimed toward restrictions or additional layers of government. Rather, they help our communities and decision makers to provide a broader array of choices. This sentiment was resoundingly endorsed in all of the public workshops we conducted. Residents feel strongly that the Greater Wasatch Area should offer a wider array of housing choices, development types, and transportation options. This does not mean that we do away with the predominant options that exist today, but that we add to the mix a wider variety of choices. The Greater Wasatch Area's housing market, for example, will continue to be dominated by single-family, detached homes. Nevertheless, many residents have expressed a desire to add more choices to the market, such as condominiums, apartments, mother-in-law apartments, and town homes to accommodate different life stages. Our market research also suggests an increasing demand for single-family homes in a variety of sizes located on smaller lots. In the transportation area, the private vehicle will almost certainly remain the overwhelming means by which we travel. There are, however, significant segments of the population who cannot use a car (such as the elderly, disabled, and children), who cannot afford a car, or would prefer not to use one if other choices were available.

Providing more choices will also help us address our air quality and water supply challenges. Our unique meteorological conditions require us to be vigilant regarding air quality if we are to remain appealing to new employers as well as enjoy our beautiful vistas and maintain our health. Growth will also increase our need for water. While the supply is adequate to meet this need, it will cost billions of dollars to construct the infrastructure required to move the water where it is needed. We can reduce that need through careful use and incentives that create choices for consumers. By providing a wider array of housing and transportation choices, we can make it easier for people contribute to air quality preservation by driving less, and to conserve water by having somewhat smaller yards and using drought-tolerant landscaping. Envision Utah feels strongly that these strategies will help to provide a greater array of choices for area residents.

One of the primary strategies is promoting walkable communities around town centers. Doing so would help to increase choice by combining services, schools, shopping, and homes in a pedestrian- and bicycle-friendly environment. Such communities would offer residents a range of transportation modes, including the private vehicle, from which to choose. These communities would also contain a wide array of housing choices, allowing residents to live in single-family homes just outside the commercial core, or in loft apartments above retail stores, or condos or town homes mixed with commercial and residential areas. This would provide not only more choices in housing configuration, but also in price.

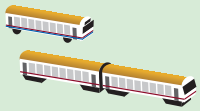
In all of the goals listed below, community leaders and members of the public have expressed the need to address these issues if we are to maintain quality of life for our children and grandchildren as we accommodate projected growth. By carefully and deliberately pursuing the strategies below, Envision Utah hopes to help residents of the Greater Wasatch Area accommodate the growth that is coming while working to create the kind of communities and environment we want for our children and grandchildren: a Utah that is beautiful, prosperous, and neighborly for future generations.

GOAL 1: ENHANCE AIR QUALITY

	Strategy	Why	Who	How
A 1	Foster and promote walkable development where feasible.	• Provides more transportation choices • Provides greater mixture of housing type & cost • Promotes and maximizes benefits of mixed-use areas • Promotes small business • Provides pedestrian access to the services of daily living • Reduces cost of infrastructure and services • Improves air quality • Increases sense of community, safe lively streets, gathering places • Reduces crime due to more active community centers • Reduces water usage due to smaller yards • Reduces land consumption, eases development pressure on open lands • Defines community edges, provides better access to open space/parks	Envision Utah will work with local governments, developers, Realtors, Quality Growth Efficiency Tools Committee (QGET), Quality Growth Commission, State (Governor and Legislature)	• Envision Utah will identify and disseminate information on advantages of walkable communities • Envision Utah will communicate with Councils of Government and local governments, (Mayors, city councils, planning commissions) regarding benefits. Provide "tool box" to local governments on how to create walkable communities. • Envision Utah will communicate with developers & Realtors regarding the advantages of walkable products • QGET will help localities run infrastructure cost model for their community and plan for infrastructure needs as development patterns change. • Envision Utah will work with Quality Growth Commission and Legislature to identify possible state financial incentives for development of walkable communities
A 2	Promote the building of a region-wide transit system to make transit more convenient and reliable.	See: GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES		
A 3	Foster transit-oriented development (TOD)	See GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES		
A 4	Encourage polluters to use best available technology to meet standards, and where possible, further reduce emissions.	• Improves air quality • Provides capacity for further economic growth 	Division of Air Quality, Envision Utah work with industrial corporations, point and area sources	• Work with large and small emitters to encourage compliance • Gather and disseminate information regarding regional environmental and economic benefits of compliance • Create air quality awards to acknowledge progress in reducing industrial emissions • Encourage regional market for trading emission reduction credits
A 5	Encourage energy efficiency ordinances.	• Improves air quality • Increases affordability of living	local governments, Utah Office of Energy and Resource Planning, Office of Energy Services	• Work with local governments to adopt market-driven approaches to encourage energy efficiency options for new construction. Examples include: mortgage incentives, awards programs • Look for guidance to models such as the State of Utah guidelines for state buildings, State of Washington's "Super Good Cents" program. • Encourage state (Public Service Commission) to incentivize energy efficient improvements to homes and offices (e.g., utility rebates for expenditures on insulation, windows, solar panels, efficient lighting etc)
A 6	Promote creation of a network of bikeways and trails, especially commuter trails linking daytime destinations.	See GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES		
A 7	Support strategies to reduce ozone and save energy.	• Improves air quality - reduced production of ground-layer ozone, a major contributor to summer time air pollution • Reduces energy consumption in the summer • Improves general comfort & quality of life - would help to revitalize outdoor aspects of community in the summer	Utah Office of Energy and Resource Planning, Utah Office of Energy Services, Utah Division of Air Quality	• Support the NASA/Utah Office of Energy Services "Cool Communities" program. • Inform builders, architects, designers, planners, and road builders about the benefits of strategic vegetation and highly reflective building and paving materials. • Encourage state to provide tax incentives for use of "cool" building materials
A 8	Support strategies to reduce particulate emissions.	• Improves air quality, reduced wintertime pollution • Improves health, particularly for children, elderly, and chronically ill • Improves visibility and scenic values	Utah Division of Air Quality, Wasatch Front Regional Council, Mountainland Association of Governments, Utah Department of Transportation	See GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES
A 9	Promote Telework	See GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES		

GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES

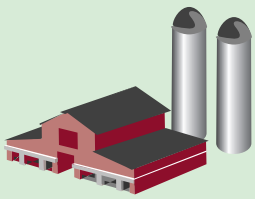
	Strategy	Why	Who	How

M 1	Promote the building of a region-wide transit system to make transit more convenient and reliable. 	• Creates more transportation choices
		• Reduces cost of infrastructure and services
		• Lowers personal transportation costs
		• Other benefits include:
		  • Improvements to air quality
		  • Reductions in traffic congestion
		  • Reduced stress for commuters who choose to use transit
		• More efficient use of travel time for transit riders (can work on the bus or train)
			UTA, UDOT, railroad companies, local governments, the public	• Find ways to identify and purchase rights-of-way in the near term for future transit; work with railroad companies to preserve rights-of-way
				• Encourage localities to support transit system with TODs
				• Advocate additional funding for UTA to improve service on existing routes

M 2	Foster transit-oriented development (TOD)	• Creates more transportation choices
		• Increases transit ridership by improving access to transit
		• Reduces long-term cost of infrastructure and services
		• Lowers personal transportation costs for citizens who utilize transit
		• Other benefits include:
		  • Better affordability of living by providing housing options near transit service
		  • Improvements to air quality
		  • Reductions in traffic congestion
		  • Reduced stress for commuters who choose to use transit
		  • More efficient use of travel time for transit riders (can work on the bus or train)
			Envision Utah work with local governments and UTA, other transit providers (e.g., Park City)	• Examine zoning barriers, work with local governments to remove
				• Provide model ordinances or overlays to communities for TODs
				• Provide information to developers and Realtors regarding the advantages of TODs
				• Work with UTA, get them to design rail & bus stops for easy interface with TODs

M 3	Foster and promote walkable development where feasible.	See GOAL I: ENHANCE AIR QUALITY		
M 4	Advocate an increase in the capacity of east-west transportation links (recognizing that some communities may have a greater need for additional north-south arterial capacity)	• Improves traffic flow and provide better access • Improves air quality	local governments, UDOT, WFRC, MAG	• Work with UDOT and local governments to identify corridors of greatest need.
M 5	Promote creation of a network of bikeways and trails, especially commuter trails linking daytime destinations.	• Improves air quality • Provides more transportation choices • Lowers cost of infrastructure and services • Lowers personal transportation costs	local governments, employers, WFRC, MAG, SLC Mayor's Bicycle Advisory Committee, UDOT, other bicycle groups, Quality Growth Commission, Legislature (offer incentives and funding to local governments)	• Envision Utah, bicycle groups work with local governments, UDOT to establish bike routes on streets, and where possible, to acquire independent rights-of-way. • Bring groups of commuters together to work on plan logistics and incentives. • Envision Utah work with bicycle groups, transportation officials to identify primary corridors for bicycle commuting. • Bicycle groups work with railroads, utility companies, and canal companies to identify possible dedicated bicycle paths.
M 6	Encourage job locations to include retail and services in a walkable configuration to reduce driving between daytime destinations.	• Reduces daytime congestion and air pollution • Revitalizes office areas with daytime walking traffic • Saves time for individuals	Envision Utah, local governments, developers	• Work with local governments to encourage mixed-use office and retail complexes • Inform commercial developers about benefits of mixed-use commercial (e.g. American Stores Center)
M 7	Encourage the addition of carpool lanes and promote incentives for their use.	• Improves traffic flow and provide better access • Improves air quality	Envision Utah, UTA, local governments, UDOT	• Work with local governments and UDOT to institute carpool and bus lanes on major city and state roads where feasible • Explore carpool incentives: parking fees, state tax deductions for personal cars used in carpooling • Work with UTA to improve Rideshare, Vanpool, and park-and-ride programs (for carpoolers)
M 8	Promote telework	• Provides an alternative form of "transportation" to work • Improves air quality - fewer commuters • Allows for more time with family by reducing commute time • Restores/enhances citizen presence in residential communities during the day, helps to reduce crime • Reduces family expenses for transportation • Provides (slight) reduction in peak hour congestion • Lowers office space and utility costs for employers	Tele2000, and telecommunications companies, Quality Growth Commission, Envision Utah	• Envision Utah, Tele2000, and telecommunications companies will work to establish information programs for employers, identify ways companies can save money by implementing telework programs, and identify types of work best suited for telework arrangements. • Tele2000 will work toward establishing incentives for companies that adopt telework programs. • The Quality Growth Commission should explore the possibility of securing state tax incentives for telework start-up costs. Lost revenues may be offset by reduced infrastructure costs.
M 9	Encourage reversible lanes where feasible to reduce peak hour congestion and take advantage of unused road capacity.	See GOAL VI: MAXIMIZE EFFICIENCY IN PUBLIC & INFRASTRUCTURE INVESTMENTS		

GOAL III: PRESERVE CRITICAL LANDS, INCLUDING AGRICULTURAL, SENSITIVE, AND STRATEGIC OPEN LANDS

	Strategy	Why	Who	How
C 1	Promote walkable development that encourages permanently reserved open lands through incentives.	• Slows land consumption, eases pressure on existing open lands • Provides more affordable housing options with more amenities • Provides open areas within communities that can be used for agriculture or outdoor recreation	local governments, developers, Envision Utah	• Encourage local governments to provide incentives—such as density bonuses—for open space • Actively provide information to local governments and developers on the benefits of communities that incorporate open space
C 2	Promote tax incentives for reuse of currently developed areas.	• Encourages efficient use of existing infrastructure • Helps preserve raw/undeveloped land • Encourages location of new development near existing services, thereby reducing traffic and travel times	Quality Growth Commission, Envision Utah, local governments	• Work with Quality Growth Commission to identify Quality Growth Areas, and propose incentives for development in those areas. • Help cities and towns understand options for encouraging reuse of developed areas
C 3	Support the establishment of transfer of development rights programs to promote protection of open space and maintain quality of life.	• Allows owners of sensitive lands to transfer their development rights to less sensitive areas. • Helps to preserve sensitive lands while preserving private property rights	local governments, The Nature Conservancy, Utah Open Lands	• Identify communities or areas where development rights could be traded • Establish a mechanism for assigning rights and trading them (various options)
C 4	Support the protection of sensitive lands. 	• Protects views and vistas for the larger community • Protects wetlands, watersheds, and wildlife habitat • Helps to protect lands that are particularly sensitive to the impacts of development • Development on steep slopes often causes erosion and instability, and ruins the aesthetic quality of hillsides and ridgelines • Development on steep slopes and sensitive lands often damages critical wildlife habitat and blocks access to recreation areas	cities, counties, developers, The Nature Conservancy, Utah Open Lands, Quality Growth Commission, state government	• Work with local governments to revise zoning codes and develop overlay zones • Inform builders about the damage caused by development on steep slopes and sensitive lands • Work with land trusts to purchase particularly sensitive areas to protect them from development
C 5	Promote use of conservation easements to preserve key/critical land for parks and recreation, open space, wildlife habitat, and agriculture, providing public access where appropriate, and organizing these areas into a regional network to the extent possible.	• Preserves key/critical land for parks and recreation, open space, watersheds, wildlife habitat, and agriculture 	cities, counties, developers, The Nature Conservancy, Utah Open Lands, American Farmland Trust	• Envision Utah work at the local and regional levels to develop plan for a regional network of trails and open spaces • The Nature Conservancy, Utah Open Lands, American Farmland Trust, inform land owners about conservation easements, identify obstacles • Local governments, developers, and Envision Utah work to create and adopt "rural residential cluster" zones to preserve rural or natural areas that have value as agricultural land, natural areas, or community separators.
C 6	Encourage the dialogue and ongoing public discussion of how to identify significant public and/or private funds for critical lands preservation. Push to resolve the appropriate balance of public and private funds to be used.	• Land owners may have a reasonable expectation of economic return on a sensitive piece of land, so acquisition of the land may be the only way to preserve it from development while preserving property owners' rights. • Major constraint to open space preservation is funding to acquire land or easements. Some lands must be purchased to preserve private property rights. There are successful programs that rely on private funds for land acquisition, while other programs have significant public funding sources (e.g., lottery in Colorado)	The Nature Conservancy, Utah Open Lands, American Farmland Trust, Quality Growth Commission, local governments	• Encourage public and private open space acquisition programs to protect designated sensitive and natural areas on a "willing seller" basis. • Encourage private land trusts to channel available private funds into critical lands preservation • County and community option sales tax program for critical lands • State funding • Tax incentives • Pool available funds and make available to local governments for critical lands acquisition
C 7	Pursue public land trades to create more private developable land, preserve critical lands and watersheds, and protect sensitive lands from development.	• Greater Wasatch Area's (GWA) land base is limited in part by large federal land holdings surrounding the urban area. Amount of usable land could be increased by trading sensitive private lands into federal hands, in exchange for federal lands that are more appropriate for development.	USDA Forest Service, US BLM/Department of Interior, Envision Utah, The Nature Conservancy, State of Utah, Utah State and Institutional Trust Lands Administration	• Work with cities, counties, and developers to identify sensitive lands currently in private hands • Work with Forest Service, the BLM, and SITLA to identify federal lands appropriate for development, and broker exchanges • Governor's Office work with regional councils and county councils of government

GOAL IV: CONSERVE & MAINTAIN AVAILABILITY OF WATER RESOURCES

	Strategy	Why	Who	How
W 1	Foster and promote walkable development where feasible	See GOAL I: ENHANCE AIR QUALITY		
W 2	Advocate restructuring of water bills to encourage conservation, and to help water providers encourage conservation. Advocate other ways to encourage conservation.	• Allows water providers to encourage conservation without jeopardizing ability to cover costs • Delays or reduces need for costly new water infrastructure (dams, diversions, pipelines, treatment facilities, etc.)	Central Utah Project, water conservancy districts, municipal water providers, Envision Utah	• Envision Utah team with Utah Water Conservation Forum to conduct educational programs • Promote implementation of time-of-day watering restrictions • Change water pricing to encourage conservation
W 3	Provide information regarding and encourage the use of low-irrigation landscaping, drought resistant plants (xeriscaping), and low water-use appliances. Encourage government entities to demonstrate this on their properties.	• Majority of our residential water use (at least 60%) goes to outdoor watering • Drought-resistant plants would reduce need for outdoor watering • Household appliances vary greatly in their water efficiency. Providing incentives for people to purchase more water-efficient appliances, especially in cases where those models are more expensive, would greatly increase the regional water savings that could be realized.	water conservancy districts, nurseries and home supply stores, Utah Water Conservation Forum, Envision Utah	• Work with state and local government entities to change landscaping and watering practices on their properties. • Work with local nurseries and garden supply stores to encourage sale of low-water plants and water-saving garden devices. • T.V. and radio campaign to encourage water conservation through xeriscaping • Provide tax breaks for money spent on water-saving appliances • Encourage builders and suppliers to favor water-saving appliances • Quality Growth Commission should study incentives
W 4	Promote the use of greywater and secondary water systems.	• A large percentage of our culinary water is used for outdoor watering, a use that does not require high-quality treated water. A great deal of the high-quality water could be saved if lower-quality, or "secondary" water were used for this purpose. Some communities already utilize secondary water systems for outdoor watering.	water providers, local governments, Utah Water Conservation Forum, Envision Utah	• Envision Utah provide a forum for education and consensus among water providers
W 5	Encourage the use of leading edge technologies for water conservation.	• Many new technologies are available or currently being developed to reduce water consumption. Envision Utah will attempt to identify and promote the use of these new tools. Examples include low-flow shower heads and toilets, and moisture sensors to control sprinkler systems.	water providers, private entrepreneurs, Utah Water Conservation Forum, Envision Utah	• Work with Utah Water Conservation Forum, water providers, and private businesses to identify and promote new technologies.
W 6	Encourage interjurisdictional cooperation.	• In the GWA, water is provided by dozens of different water companies and municipalities. Greater coordination and cooperation among these entities would create a much more effective basis for encouraging water conservation.	Utah Water Conservation Forum, Envision Utah, water providers, local governments	• Identify and contact all water providers in the area. Begin joint meetings and discussions. Work toward a unified set of water policies.

GOAL V: PROVIDE HOUSING OPPORTUNITIES FOR A RANGE OF FAMILY AND INCOME TYPES.

	Strategy	Why	Who	How
H 1	Foster mixed-use and walkable neighborhood zoning to encourage a mix of housing types-including multi-family-for a mix of incomes.	See GOAL I: ENHANCE AIR QUALITY		EXAMPLES: • Accessory dwelling units (in-law apartments). • Single-family attached products, such as townhomes, row houses, condominiums • Small-lot detached condominiums (drip-line ownership), Example: Harvard Park • Apartments • Single-room occupancy residences • Congregate senior living • Garden-style apartments • Mid-rise and high-rise apartments where appropriate
H 2	Promote density bonuses to developers to promote development of affordable housing.	• Makes it economically attractive and possible for developers to provide affordable housing, even when land costs are high	developers, local governments, Envision Utah	• Work with cities and developers to develop density bonus programs. • Envision Utah will provide a tool box of model zoning codes and design standards, and facilitate access to relevant expertise
H 3	Encourage energy efficiency ordinances.	See GOAL I: ENHANCE AIR QUALITY		
H 4	Provide information regarding developer incentives and tax breaks for development of affordable and mixed-income housing.	• Mixture of incomes helps incorporate affordable housing without creating concentrations of poverty, which often increase crime • Incentives make such projects more attractive to developers, and allow them to include affordable products without sacrificing their expected return.	developers, local and state governments, Quality Growth Commission, Envision Utah	• Envision Utah work with developers, local and state government to implement incentive programs. • Envision Utah can provide a tool box of options with information on how those options have worked elsewhere • Quality Growth Commission should study options for state, local, and federal incentives
H 5	Create local housing trust funds to develop and maintain affordable housing.	• Local housing trust funds are vehicles that allow local government participation in financing of affordable housing development, and therefore local control. They have the advantage of attracting other development capital into community, and in addition to making for good social policy, they also contribute to economic development.	local governments, Utah Housing Technical Assistance Program (UHTAP), Department of Community & Economic Development (DCED)	• Pass ordinances at local level to create housing trust funds (usually configured as a restricted fund within the general fund). The ordinance should create a board to oversee the fund and serve as an advisory body to the city council. The board will make money available for housing development projects that serve people who earn less of 80% or 50% of median income. Can be set up as loan or grant program. • Self-replenish through existing revenue stream, e.g. % of transient room tax, loan payments and investment dividends go back into fund. • UHTAP can provide model ordinances and technical assistance in setting up trust funds.
H 6	Encourage cooperative region-wide fair share housing policies.	• Helps to equalize the burden of providing affordable housing throughout the region • Helps to better meet regional needs	Quality Growth Commission, DCED, local governments, Utah Issues, UHTAP, redevelopment agencies, other housing advocates.	• Begin by identifying overall affordable housing needs for the region. Conduct inventory of existing affordable housing in communities and compare to need. • Work with communities, DCED; use H.B. 295 plans and inventories. • Quality Growth Commission should coordinate/oversee these efforts
H 7	Support strategies to reduce ozone and save energy.	See GOAL I: ENHANCE AIR QUALITY		
H 8	Develop a program of incentives to local governments to develop and implement plans for affordable and mixed-use, mixed-income housing.	• Would encourage communities to adopt and implement affordable housing plans, as required by H.B. 295	Quality Growth Commission, DCED, redevelopment agencies affordable housing advocates	• Quality Growth Commission should require compliance with H.B. 295 before a municipality would be able to qualify for QGC funds.

GOAL VI: MAXIMIZE EFFICIENCY IN PUBLIC & INFRASTRUCTURE INVESTMENTS TO PROMOTE GOALS I - V ABOVE.

	Strategy	Why	Who	How
E 1	Encourage local zoning ordinances that promote walkable development and preservation of open space.	See GOAL I: ENHANCE AIR QUALITY		
E 2	Encourage energy efficiency ordinances.	See GOAL I: ENHANCE AIR QUALITY		
E 3	Promote tax incentives for reuse of currently developed areas.	See GOAL III: PRESERVE CRITICAL LANDS, INCLUDING AGRICULTURAL, SENSITIVE, AND STRATEGIC OPEN LANDS		
E 4	Encourage reversible lanes where feasible to reduce peak hour congestion and take advantage of unused road capacity.	• Makes more efficient use of existing infrastructure, utilize roads in the direction of greatest need at different times of day • Easy to implement 	Metropolitan Planning Organizations (MPOs), UDOT, cities, Assist, Transportation Management Association	• Work with MPOs, cities, and UDOT to identify appropriate arterials for reversible lanes.
E 5	Establish a Transfer of Development Rights (TDR) program to encourage land owners to build in currently developed areas rather than on sensitive lands.	See GOAL III: PRESERVE CRITICAL LANDS, INCLUDING AGRICULTURAL, SENSITIVE, AND STRATEGIC OPEN LANDS		
E 6	Promote the building of a region-wide transit system to make transit more convenient and reliable.	See GOAL II: PROMOTE MOBILITY & TRANSPORTATION CHOICES		
E 7	Advocate clean-up and re-use of brownfields.	• Redevelop underutilized lands • Can often take advantage of existing services and infrastructure • In Salt Lake Valley, many sites located along N-S transportation corridor, giving them excellent access to highways and transit	cities, state and federal environmental agencies, redevelopment agencies	• Work with cities, state and federal environmental agencies, to identify brownfield sites that have potential for clean-up and redevelopment. • Cities/RDAs should identify funds and potential investors to support development on the site.

GOAL VII: REVISE TAX STRUCTURE TO PROMOTE BETTER DEVELOPMENT DECISIONS

T 1	Revise tax structure to promote better development decisions	• Municipalities' reliance on sales tax revenues as a major source of income spurs counter-productive competition among communities for regional retailers, often resulting in sprawl development. • Envision Utah recognizes the importance of this issue, but its significance, divisiveness, and complexity suggest the need for extensive additional research and discussion among the numerous relevant stakeholders.	Tax Review Commission, Quality Growth Commission, Envision Utah	• Promote open discussion of tax structure and how it can be used to promote better development decisions. If we do not seek to address this issue, all of the other strategies listed here could be hampered by current policy. • Encourage Tax Review Commission and Quality Growth Commission to convene relevant stakeholders to address how our existing sales tax allocation formulas—which are based on points of sale—overpower other factors in land use decisions. • At Quality Growth Commission's request, Envision Utah could be a party to a consensus process to discuss the issue.

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