



ENVISION UTAH

*A Partnership for Quality Growth*

**The History of Envision Utah**





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## PREFACE

The following summarizes 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 years to come.

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.



*A view of the capitol overlooking Salt Lake City.*

## INTRODUCTION

### Mission Statement

Envision Utah was formed to help guide the development of a broadly and publicly supported Quality Growth Strategy — a vision to protect Utah’s environment, economic strength, and quality of life. Envision Utah is a unique and dynamic public/private partnership with business leaders, civic leaders and policy-makers, working with the community to plan for future development of the Greater Wasatch Area through coordination in planning. With the help of thousands of Utah residents, Envision Utah has created a Quality Growth Strategy, which relies on local coordination, that will preserve critical lands, promote water conservation and clean air, improve our region-wide transportation systems, and provide housing options for all residents. Growth is coming to Utah and the Greater Wasatch Area. Envision Utah guides a process that provides our region with an opportunity to direct the course of future development to keep Utah beautiful, prosperous and neighborly for future generations.

### 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, 91 cities and towns and more than 157 special service districts, as well as agencies responsible for air quality and transportation. Each entity is charged in some way 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 (i.e., their city, neighborhood, etc.) and to 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.

**BACKGROUND—HOW ENVISION UTAH CAME TO BE**



*Robert Grow*  
FOUNDING CHAIR  
EMERITUS

**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’s Board, which was comprised of a diverse group of community leaders, began working on ways to affect economic growth and attract new business to the state.

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**

Leadership proved to be critical throughout the Envision Utah process. Finding the right person to guide Envision Utah through various stages of the process was imperative to its success. Envision Utah has been fortunate to find three remarkable leaders to fill the position of Chair through the project’s six-year course. Each individual Chair of Envision Utah has been a well-respected individual, bringing credibility and leadership to the organization.

When the Quality Growth Steering Committee convened, Robert J. Grow, then president and chief operating officer of local steel mill, Geneva Steel, emerged as a leader for the Committee’s efforts. Before his tenure as Geneva’s President, Grow had practiced law specializing in land development issues. 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 leaders, gave the Committee’s work validity, visibility, and influence.

Despite his knowledge on many growth-related issues, Grow describes his approach to this role as that of a



*Jon Huntsman Jr.*  
CHAIR EMERITUS

Over the years, the Coalition for Utah’s Future worked to increase discussion, cooperation and consensus-building on a variety of issues, including affordable housing, neighborhood and community issues, education, children, 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’s 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



*Greg Bell*  
CHAIR

“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.”

Robert Grow 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 to afford to buy a home. Grow believes the way we grow has a direct effect on personal and public transportation costs, infrastructure costs and taxes. He hopes that Envision Utah can educate Utahns to choose a future with lower costs that would also preserve their personal living choices.

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. With Grow leaving the position, Envision Utah needed to find a committed, enthusiastic individual to take the reigns.

Jon M. Huntsman, Jr., a former U.S. Ambassador to Singapore and successful international businessman, succeeded Robert Grow. Huntsman, a strong negotiator and conciliator, became the clear leader to take on the important role of Envision Utah’s Chair. A master in the business world, philanthropist, and community activist, Huntsman was well known for his political savvy and influence. Huntsman brought with him a new dynamic that proved to be essential to the final development of the Quality Growth Strategy and beginning phases of its implementation.

Jon M. Huntsman, Jr., committed himself to understanding local concerns regarding Envision Utah. Many communities feared the impact Envision Utah could have on local control in land-use decision-making. Huntsman made it his priority to sit down with local and state officials, listen to their concerns and address them in an appropriate manner. Huntsman spent hundreds of hours one-on-one with mayors, city council members, developers, legislators and other key stakeholders, listening to concerns and suggestions for improvement. His involvement brought many to the table who had previously viewed Envision Utah with skepticism and distrust. Huntsman’s commitment to Envision Utah, his high-profile position in the community, and his ability to facilitate dialogue helped Envision Utah reach a new level of success.

The role of the Envision Utah Chair is extremely demanding and requires a serious commitment of time and resources by an individual, who also has many other demands from the community. In 2001, President George W. Bush called Huntsman to serve as his Deputy U.S. Trade Representative.

Once again, Envision Utah was faced with finding a new leader for the organization. The search was not long as a candidate clearly surfaced as its top choice. Greg Bell, a two-term mayor of Farmington City, a land-use attorney and successful developer, succeeded Huntsman as the Chair of Envision Utah. Bell’s understanding of local land use decision-making was unparalleled. His expertise as a local official and developer has helped guide Envision Utah through implementation. Prior to Bell’s role as Mayor, he served on Farmington’s City Council and the Planning Commission. He also served as Chair of the Davis County Council of Governments (COG),

*“Mayor Greg Bell was chosen because of his ability to work with all key stakeholder groups. His knowledge, support and willingness to put into practice Envision Utah’s quality growth agenda have contributed greatly to our success. Our ability to pass along a quality of life legacy to the next generation will largely be determined by community leaders like Mayor Bell,” — Jon M. Huntsman, Jr., Chair Emeritus, Envision Utah*

the Business Development Fund, and the Davis County Open Space Committee, as well as a board member of the Wasatch Front Regional Council. Recently, Mr. Bell was elected as a State Senator for Utah and continues to act as Chair of Envision Utah.

Envision Utah is a long-term project and will continue to see new challenges, as well as new leadership emerge, as it moves forward. Envision Utah has been successful at identifying individuals willing to donate their time and talents to help preserve Utah's quality of life for future generations and recognizes the value leadership brings to the process.

**Staff Leadership**

Having served in the role of Executive Director of the Coalition for Utah's Future since 1990, Stephen Holbrook has worked closely with the three unpaid chairs of Envision Utah to oversee development and implementation efforts. He is a former three-term legislator for the Utah State

legislature and a long-time community organizer. Mr. Holbrook also founded Utah's non-profit FM radio station.

It has been Mr. Holbrook's philosophy to highlight the key citizen volunteers and to empower them through Envision Utah's efforts, while he and the staff play more of an orchestrating role behind the scenes. This assists in keeping community leaders on-board to volunteer their time. It also draws others to contribute funds and assists in keeping a high community profile of Envision Utah in the press. Envision Utah's original staff members included:

- Stephen Holbrook, Executive Director
- Ryan Davies, Partnership Manager
- D.J. Baxter, Scenarios Manager
- Julie Hillman, Public Awareness Manager
- Kevin Bommer, Local Government Coordinator
- Kristin Thompson, Development Manager
- Anita Plascencia, Administrative Assistant
- Chris Beynon, Special Project Coordinator



*Stephen Holbrook, Governor Leavitt and Jon Huntsman, Jr. discuss Envision Utah strategies.*

## 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 understand issues which 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, titled “Beyond Sprawl: New Patterns of Growth to Fit the New California”, 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).

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**

In 1979, the state of Oregon established a regional government for the Portland metropolitan region 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

*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.*

*Projections from this study later proved instrumental as the Coalition educated the Utah State Legislature about the need to fund technical tools to research and analyze growth issues through the Quality Growth Efficiency Tools Committee during the 1996 legislative session.*

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.

#### **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. 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 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.



## LAYING THE GROUNDWORK TO ADDRESS QUALITY GROWTH

### Involving Utah's State Government

In 1995, the Coalition approached Utah Governor Michael O. Leavitt to discuss concerns about growth and to see if he would form a special growth commission to coordinate discussion of future growth challenges. Gov. Leavitt declined to pursue a formal entity, expressing concerns that such an 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 meantime, recognizing the importance of the growth issue, Governor Leavitt established a special sub-cabinet group within state government to study this issue. The sub-cabinet group was comprised of representatives from the 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 beyond 7:00 pm.

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, resulting in 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 for funding the 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 the Utah State Planning Coordinator for the Governor's Office of Planning & Budget, stemming from work on previous issues. He helped educate officials regarding the need to purchase Geographic Information Systems (GIS) data and services in order to build future growth models and tools for analysis. The estimated cost to develop these tools was \$500,000. These tools 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—one for the entire Senate and one for key members of the House – to educate legislators about the need for a quality growth effort within the state.

The Coalition Board Chair and a Steering Committee member used a special slide presentation to 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.

Throughout nearly the entire 45-day legislative session, Steering Committee members continued to educate House and Senate leadership, as well as individual legislators, on the need for technical tools to model and analyze future growth projections. In the end, the legislature voted to approve a \$250,000 appropriation for the development of QGET.

The Coalition has returned each year to support the QGET effort. Since the original 1996 appropriation, an additional \$100,000 per year in funding has been approved in subsequent sessions, resulting in total state funding of nearly \$1,000,000 to support research and analysis of growth issues through the Governor’s Office of Planning and Budget (GOPB). The in-kind contribution of technical work, supported by this appropriation, was critical to the success of Envision Utah. Beyond the direct funds appropriated to GOPB, many staff members spent countless additional hours, working to ensure the best possible technical research and analysis. To date, it is estimated that GOPB, through the work of QGET, has contributed over \$2,000,000 in-kind to support the work of Envision Utah.

**Addressing Growth within Utah’s Unique Political Climate**

Clearly, parallels could be drawn between Utah’s growth challenges and those facing California, Portland, and



*Tom Dolan, Mayor of Sandy City and Vice Chair of Envision Utah presents information to Utah State Senators.*

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 direction the Coalition undertook, local control had to be protected.

The Steering Committee realized an effective quality growth effort in Utah must 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. In 1973, Oregon’s Republican Governor, Tom McCall, spearheaded a statewide land conservation and development commission, which still drives the underlying planning assumptions of communities like Portland. At about the same time, Utah’s Democratic Governor, Calvin Rampton, promoted similar legislation through both House and Senate, and affixed his signature to the legislation. This legislation 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.

When Envision Utah sought the former Governor Cal Rampton’s advice on how to address the rapid growth in the 1990’s, his advice was to involve the same people who helped to kill the previous effort. Consequently, Envision Utah has developed a public/private partnership involving all key stakeholders – including opposing parties, to respond to the growth question.

### 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



*The Standard Examiner, a local Utah paper, portrays the public’s initial skepticism regarding Envision Utah’s intent to promote local control.*

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 representation 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.

**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, from the public and private sectors, whom they would interview to probe their views on this issue and petition for recommendations on how to proceed. Staff and Steering Committee members conducted the interviews. Each interviewee was asked three questions:

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, media representatives, environmentalists, developers, local and state government leaders, utility companies, and minority and civic leaders.

**Conclusion on How to Proceed**

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

1. Develop an ongoing process—not a project.
2. Create a process 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. Design a group that is manageable in size and represents as many segments of the community as possible.
5. Develop several alternative scenarios as choices for future growth.
6. Complete a baseline report projecting how the area would grow without change in current growth trends.
7. Design an effective technical model to create and analyze a baseline and alternative scenarios.
8. Provide area residents with 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

*Gaining community input 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.*

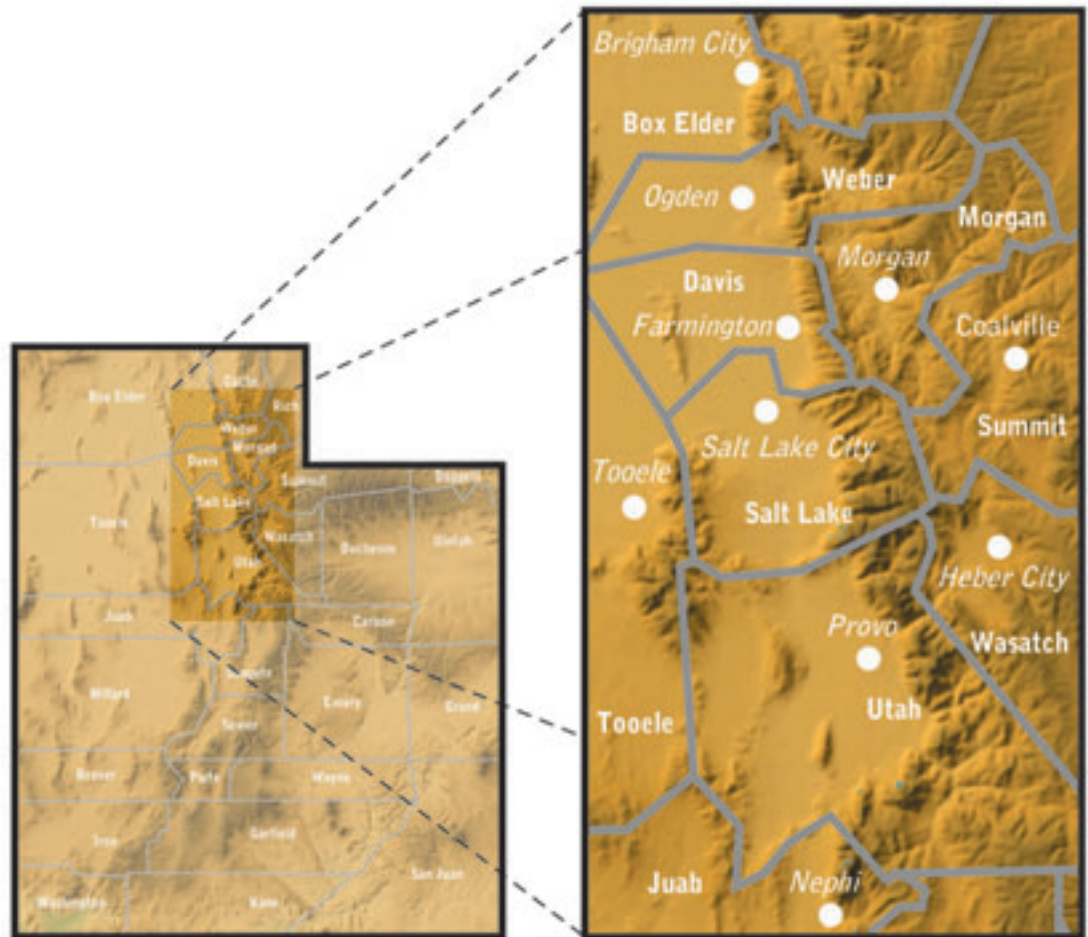
efforts. With this money, the organization was able to hire a small staff and begin laying the groundwork for a full-scale community-based process.

**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 to Park City. It includes approximately 23,000 square miles, reaching 100 miles north to south and 40 miles east to west.

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.



*The study area 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.*



# PHASE I

## THE ENVISION UTAH PROCESS

## LAUNCHING THE ENVISION UTAH PUBLIC/PRIVATE PARTNERSHIP

*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 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 some potential participants were less available to meet together on a regular

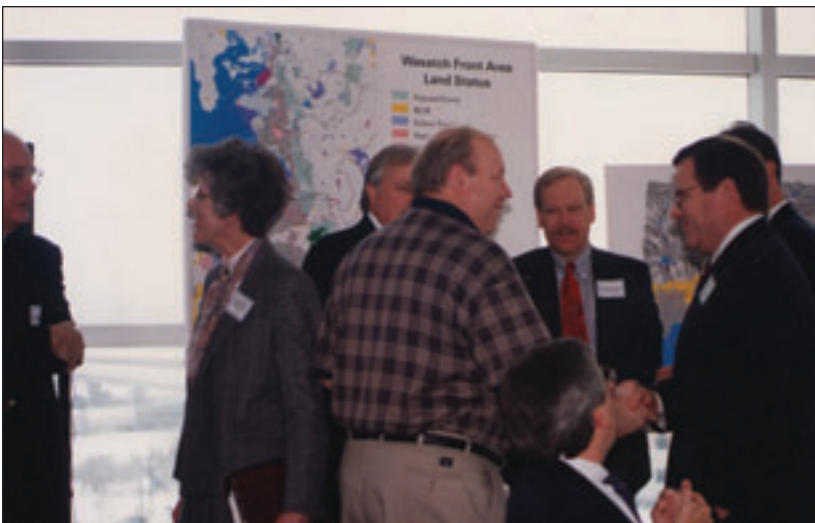
basis than others, the Steering Committee created two levels of participation—Partners and Special Advisors. This provided enough flexibility for participation from a variety of community levels.

By the group's kick-off 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 an honorary co-chair, while Larry H. Miller, a businessman and owner of the Utah Jazz NBA team, represented 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 this 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 signed a pledge form, promising 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



*Honorary Co-Chair, Larry H. Miller, greets members of Envision Utah's newly formed partnership.*



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.

### The Envision Utah Kick-Off

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.

### 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 local officials, the media and residents of the Greater Wasatch Area to be an open and public process.

### Working with the Media

Envision Utah recognized the importance of working with the media to help make this open process a success. The Greater Wasatch Area media served as a major channel for communication between Envision Utah and area residents. Envision Utah's Chair and Executive Director 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-



*Utah Governor Mike Leavitt and Utah's founder Brigham Young (played by an actor) address the media and Partnership during the kick-off.*

going news coverage of the process, allowing residents to receive regular updates on its progress.

Envision Utah identified several key opportunities, through the local media, 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."

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.

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

### *Working with Local Government*

Local government support and involvement is critical to the success of the Envision Utah effort. The Envision Utah Partnership includes representatives from local government. However, Envision Utah has made a point of expanding our contact to ALL local officials throughout the process. Local government representatives need to play a key role in directing the process and eventually implementing the results. Ultimately, local officials will be responsible for making quality growth a reality through updating general plans, revising codes and ordinances, and planning new and innovative developments in their communities. Recognizing this, Coalition staff have worked closely with local city councils, planning commissions, mayors, county commissioners, planners and other elected and appointed officials – inviting them to meetings, seeking input, requesting support from them to engage the support of their constituents to promote public meetings, and otherwise engaging these key stakeholders in the process.

Envision Utah updates and provides information and training to local government officials as often as possible. Envision Utah focuses much of its implementation efforts on educating and providing financial and technical assistance to willing and enthusiastic municipalities working to promote quality growth. Envision Utah promotes local involvement and community cooperation and coordination to work towards regional goals. It is a grass-roots process that recognizes the importance of local control.

### **Funding Envision Utah**

In order to attempt this large-scale community venture, the Coalition needed to find significant funding. The George S. and Dolores 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



*Utah's media gathers to cover an Envision Utah press conference.*

from the community, the Eccles Foundation agreed to match one dollar for every two dollars raised up to \$500,000 from either government or private individuals or groups. 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. Envision Utah has been very successful raising money from both the private and public sectors. Most of the initial public funds supporting the effort were raised in-kind from state government (QGET funding); however, local government—cities and counties—did contribute over \$100,000 to support Envision Utah. By October 1998, Envision Utah raised the funds necessary to complete the match for the Eccles grant.

The George S. and Dolores Doré Eccles Foundation has continued to provide support to Envision Utah providing two additional matching grants for a total contribution to date of \$1,700,000. In addition, Envision Utah has successfully secured competitive federal grants through the Environmental Protection Agency and the Federal Highway Administration. And Utah's Congressional Delegation has been instrumental in helping secure three appropriations through the United States Congress. Senator Robert F. Bennett spearheaded the appropriation efforts, helping to secure \$950,000 of federal funds over three years.

Envision Utah continues to successfully engage private funds, including national foundations. The Surdna Foundation, the David and Lucille Packard Foundation, and the William and Flora Hewlett Foundation have each provided incredible financial support for the programs of Envision Utah. Since 1996, Envision Utah has successfully raised over \$7,000,000 in cash contributions, with an additional \$2,000,000 of in-kind support from the Governor's Office of Planning and Budget. Foundations and corporations have given over 80% of all cash contributions supporting Envision Utah.

*This particular private/public 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".*



*Senator Robert F. Bennett, Michael Fischer of the Hewlett Foundation and Greg Bell, Chair of Envision Utah, look on as Alonzo Watson Jr, representative of the George S. and Dolores Doré Eccles Foundation, speaks at an Envision Utah meeting.*

## DIVIDE AND CONQUER

### CREATING WORKING SUB-COMMITTEES FOR THE PROCESS

*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.*

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.

#### Steering Committee

The Steering Committee is 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 and selection of contracts with potential consultants, and the development of 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 and technical experts from the private sector. These experts were brought together to provide technical assistance to help review and analyze work completed during the development of the Quality Growth Strategy.

#### 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 and Envision Utah staff examined the long-term activities and objectives of Envision Utah and developed an effective outreach program to take these activities to area residents.

#### QGET Technical Committee

Envision Utah's technical work, modeling and analysis of alternative growth scenarios and the final Quality Growth Strategy was conducted by the Quality Growth Efficiency Tools (QGET) Technical Committee, which is overseen by the Governor's Office of Planning and Budget. QGET is made up of representatives from key department heads of state and local governments, metropolitan planning organizations, regional planning agencies and private sector participants. Its role is to assist in the technical analysis of trends, projections and alternative growth scenarios development. Envision Utah gathered information to determine the public's vision for quality growth and QGET provided the technical tools to analyze the information to model a Quality Growth Strategy.



*Robert Grow leads the Envision Utah Steering Committee in discussion.*

This group, formed before the launch of Envision Utah, began meeting in July 1996 after funding was approved by the Utah State Legislature. To plan for Utah’s future, QGET began to develop process and tools to improve quality of growth related information. 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.

QGET’s first task was 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. QGET’s second goal 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. QGET gathered master plans from over 80 communities throughout the region, compiling this information to formulate a complete understanding of growth trends.

Countless hours of research, modeling and technical analysis have been conducted since 1996. QGET has modeled and analyzed a Baseline Scenario projecting how growth will proceed in the Greater Wasatch Area if current growth trends continue over the next 20-50 years. They have modeled and analyzed three alternative growth scenarios to help residents see the costs and benefits associated with divergent growth patterns. And, QGET has modeled and analyzed a Quality Growth Strategy that will preserve critical lands, promote water conservation and clean air, improve our region-wide transportation systems, and provide housing options for all residents. QGET has also provided technical modeling at the local level, using the macro tools developed to help model information at the micro level. QGET has made significant strides in standardizing data to make coordination and exchange of information for future planning efforts easier and more efficient.

*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 for matching grants.*



*Logo for QGET*

## RESEARCHING WHAT RESIDENTS VALUE ABOUT UTAH

Before Envision Utah could 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.

contribute to peace of mind, freedom, and enjoyment.

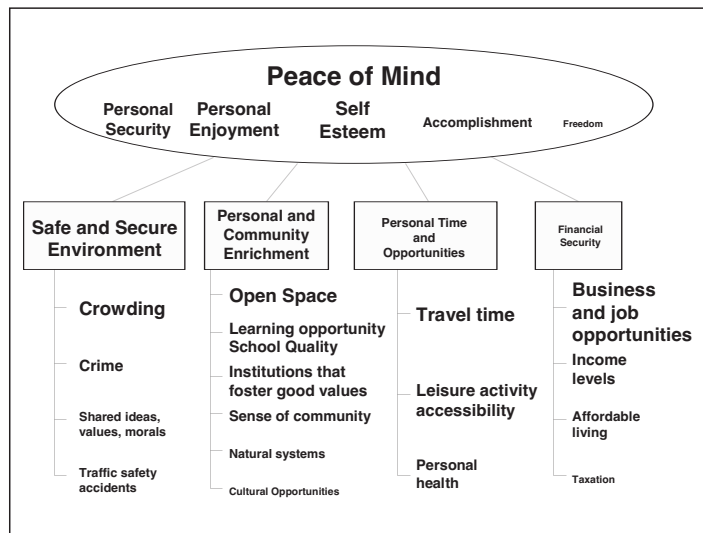
The Wirthlin research also validated an important aspect of the Envision Utah effort. When asked “Who can best deal with growth issues in Utah?” residents’ responses were similar to the model Envision Utah was trying to create with its Partnership. Forty-two percent said, “residents like you and me” 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 alongside 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.

*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 sake.*

The study revealed that residents highly value 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.

### Peace of mind diagram

The value associated with Utah’s scenic beauty and recreational opportunities operates on a secondary level for residents, providing diverse opportunities and activities to be with the family, relax, or feel less stress—all of which



*Wirthlin Worldwide diagram demonstrating Utah residents’ values and priorities.*

## CREATING A BASELINE MODEL FOR FUTURE GROWTH

The QGET Technical Committee began work on a baseline model projecting how the Greater Wasatch Area would grow if current municipal plans were followed through 2020—with extrapolations of those municipal plans to 2050. The Baseline was based on detailed technical analyses of critical trends, historic relationships, national projections, known future events (e.g., the 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 served as a benchmark against which the effects of alternative actions can be evaluated. This document was 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 had 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 Envision Utah 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. A 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.
- Vehicle 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.

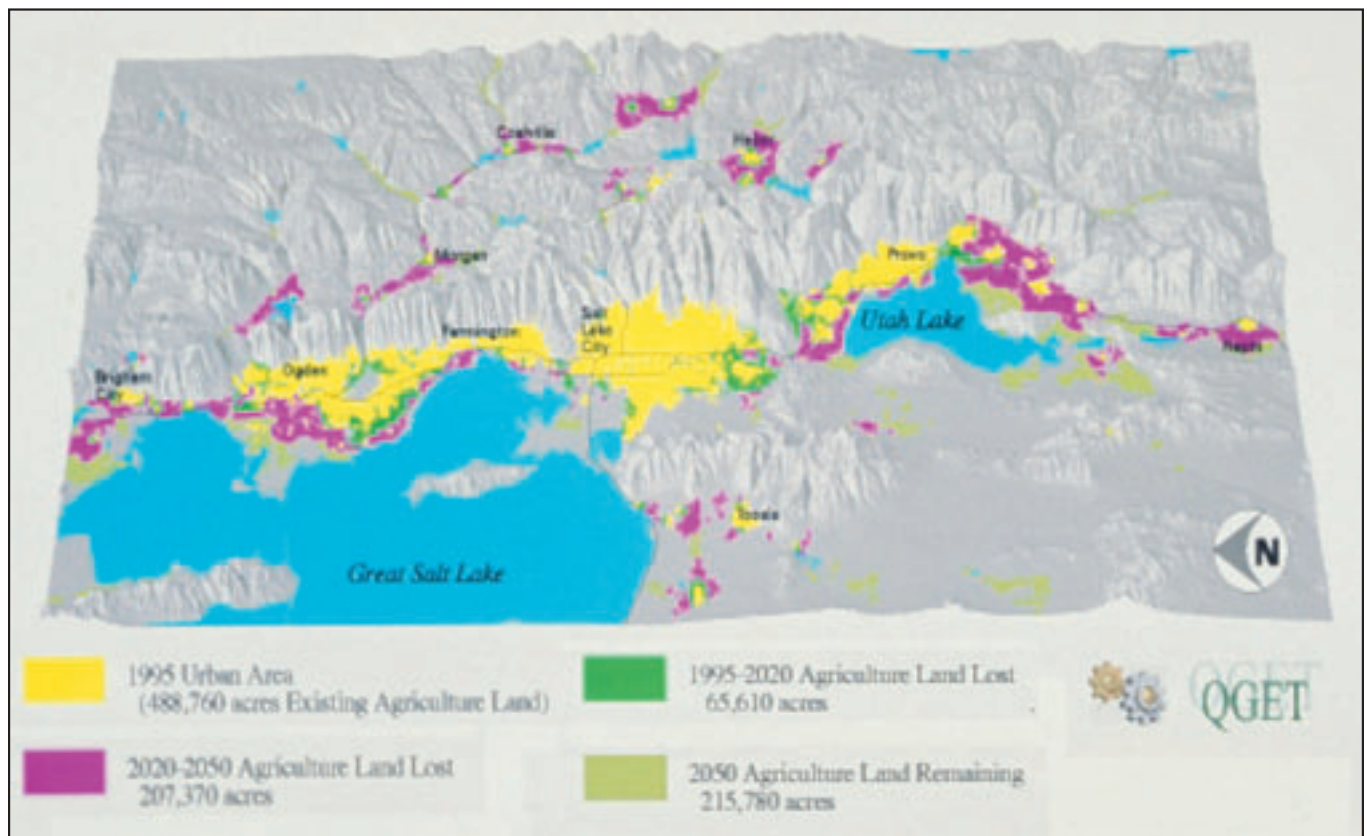


*Land Use:*

- 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, if additional water sources are developed (e.g. the Bear River Basin).
- We have not begun to calculate what increased water demands will have on Utah's natural lands, streams, and wildlife.



*Baseline map projecting future land use development.*



# PHASE II

CREATING ALTERNATIVE GROWTH SCENARIOS  
FOR THE GREATER WASATCH AREA

## DEVELOPMENT OF SCENARIOS

### Consultant Selection

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 scenarios,
- Must be willing to commit to a fresh approach and help create ideas specific to this region, and
- 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 Steering Committee selected John Fregonese and Peter Calthorpe from Calthorpe Associates, who previously served as consultants to the Portland Metro 2040 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.

### Public Involvement for Development of Scenarios

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.

This collaboration led to the design of two 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 the other individuals in their working group, each of which represented other community interests.

Originally, Envision Utah planned to wait until the scenarios were developed before directly involving local residents. But as plans for the workshops 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.

### *Public 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 the 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.

*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

*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. They also served as a model for Envision Utah’s continued community involvement process.*



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

*This was a good public outreach and research tool. 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 philosophize, participants are required to sit down with neighbors and solve a specific problem.*

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 to promote the event, and mailed out 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.

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.



*Utah residents participate in Regional Design Workshops held throughout the Greater Wasatch Area.*

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. Great Harvest Bread Company donated refreshments.

### Turning Input into Long-Term Growth Scenarios

Envision Utah consultants reviewed the regional maps created in Armature Workshop I and analyzed them 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 the 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.



*Pictures of single family homes demonstrating alternative development types (auto-oriented and pedestrian-oriented) used during community option workshops.*

### 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.

#### *Scenario 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 on 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 was 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, contain the widest variety of housing types of any scenario, and also have the smallest average lot size (0.27 acre).



## SCENARIO ANALYSIS

### The Analysis Process

In early fall of 1998, the four growth scenarios were turned over to 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 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 consultants. 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 was 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 municipal 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 pivotal moment that reinforced his support for and participation with Envision Utah.

### 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% of the housing mix, up from 68% 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 areas grow by 95% from 1998 to 2020

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



Scenario A

- 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



Scenario B

- Compared to the other scenarios that means:
  - Increasing vehicle travel
  - Families need to own more cars
  - More money used for highway development
  - 1.5% 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 or D; less housing available in all categories, except large-lot, single family
- Single-family homes would represent 75% of the overall housing mix, up from 68% in 1990
- A few more condos, apartments, and small lot homes than A

*Land:*

- Land is consumed almost as quickly as in A
- Urbanized areas grow by 75% from 1998 to 2020
- Open space and farmland are consumed more rapidly than in Scenario C or 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% of population has easy access to rail transit

*Cost:*

- Affordable housing farther away from jobs and 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% 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% 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 C*

*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% 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% 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

*Scenario D*

*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](http://www.envisionutah.org).*

## A TIME FOR PUBLIC AWARENESS AND INPUT

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* – This was hosted in November 1998 to announce the four alternative growth scenarios. It was hosted on a Saturday to assure that all news organizations were working with the same deadlines.

*Press Tour* – The tour involved management, editors, and reporters of the four largest newspapers and four television

stations for the Greater Wasatch Area—it 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. Detailed media kits were also distributed to supplement the technical material and provide information about the activities in January.

*Radio and Television Ads* – Governor Mike Leavitt, in his role as honorary co-chair of Envision Utah, along with small children, appeared in radio and television ads. Governor Leavitt appealed to area residents to complete, and submit the Envision Utah survey found in their newspaper or on the Internet. Five 10-second commercials featuring other local celebrities or



*Television ads depicted children's concerns regarding growth issues such as transportation.*

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, 1999, 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 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, and provided a detailed description and analysis of each scenario. A separate mail-in survey accompanied this insert and directed residents to both study the scenario information and to 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](http://envisionutah.org)) – 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 to promote campaign activities. Appearances were made by the chair, executive director, state planning coordinator, Envision Utah’s public awareness manager, and others.

**Growth Choices for the Year 2020**

Consider the issues: Please indicate your preferences according to the instructions below. Do not indicate your personal preferences for the kind of future you want for yourself, but rather what you think would be best for the region as a whole.  
 Instructions: 1) Fill in the oval within the scenario you like best according to each topic. 2) Then rank each topic according to how important it is to you by filling in the corresponding box in the left-hand column.  
 (1)-most important, 9-least important; no two topics may receive the same ranking)

Rank	Topic	Scenario A	Scenario B	Scenario C	Scenario D
	Example	CAT	DOG	HORSE	FISH
	Transportation Choices				
	Infrastructure Cost 1998-2020 (Transportation, water, sewer, utilities)	\$18 billion \$\$\$\$\$	\$30 billion \$\$\$\$\$	\$22 billion \$\$\$	\$23 billion \$\$\$!
	Air Quality (1=best, 4=worst)	4	2	1	3
	Total Water Demand	114 billion gallons	111 billion gallons	261 billion gallons	211 billion gallons
	Walkable Communities (Walk to work, stores, school, transit)				
	Average Size of Single-Family Lot	.17 acre	.35 acre	.29 acre	.27 acre
	Single Family Homes vs. Condos, Apts. & Townhomes	77% SF Homes, 23% Condos, etc.	75% SF Homes, 25% Condos, etc.	68% SF Homes, 32% Condos, etc.	62% SF Homes, 38% Condos, etc.
	Amount of New Land Consumed: 1998 - 2020	409 sq mi 431 sq mi (Presumably Used)	325 sq mi 431 sq mi (Presumably Used)	126 sq mi 431 sq mi (Presumably Used)	85 sq mi 431 sq mi (Presumably Used)
	Agricultural Land Consumed: 1998 - 2020	174 sq mi	143 sq mi	65 sq mi	43 sq mi

Choose a Scenario: Given the priority you have assigned to these categories, decide how they should be mixed to create a desirable quality of life in 2020 and beyond. The scenario descriptions in this newspaper fold-out will tell you what mixtures are feasible in the Greater Wasatch Area. You may select one of the scenarios as described, or choose a point somewhere between the two you like best. You may also choose an option outside the range we have identified, if you feel that either Scenario A or Scenario D should be taken further in some respect.

Scenario A      Scenario B      Scenario C      Scenario D

*Envision Utah questionnaire asking residents to share their preferences for future growth and development.*

*50 Public Meetings* – Arranged months in advance and announced in the newspaper insert and some special advertisements. Residents were encouraged to attend these meetings to discuss the alternative growth scenarios and general growth challenges with others in their own communities. Local American Institute of Architects 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 form distributed to K–12 classrooms statewide, 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 through 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 filled out and returned 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.

*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 III

## DEVELOPING A PREFERRED GROWTH STRATEGY

## CHOOSING A PREFERRED SCENARIO

### Assessing the Survey Results

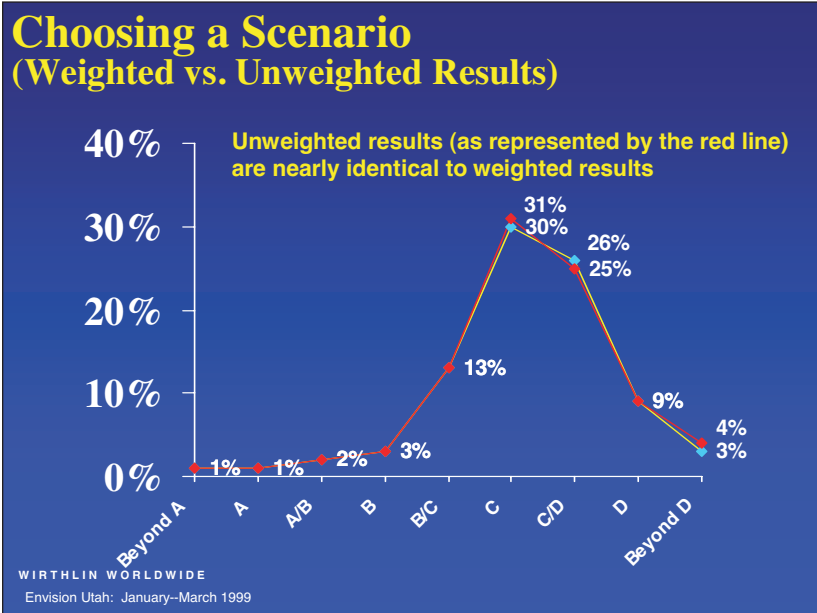
Wirthlin Worldwide compiled and interpreted the survey responses. The survey's primary objective was to determine how area residents evaluated the four growth scenarios presented by Envision Utah. It also had several secondary objectives to determine the following: importance of ratings assigned to various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

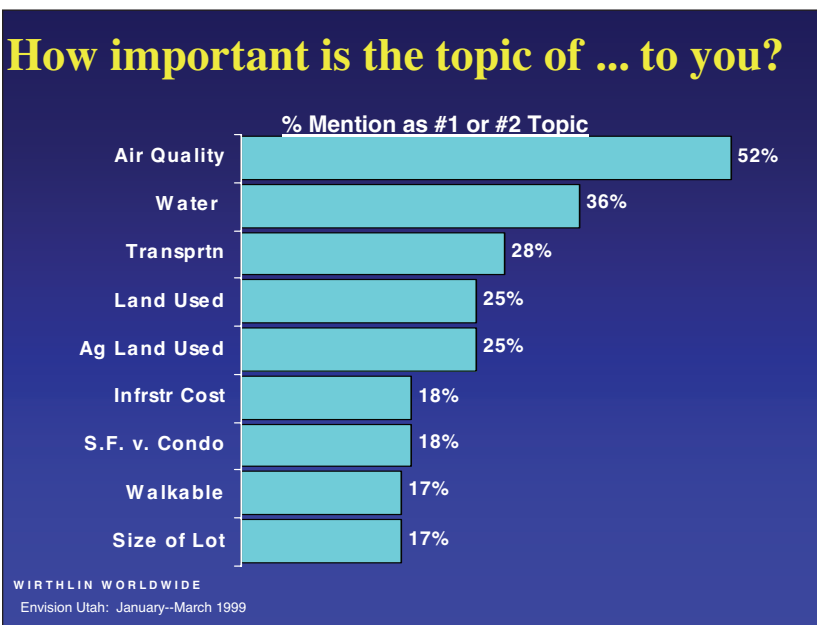
Out of nine growth categories, 52% of respondents rated air quality as either the most or second-most important topic. Total water demand, transportation choices, and the consumption of new and agricultural land were rated as very important topics. Average size of single-family lot, walkable communities,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

When asked where money should come 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 was chosen.

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



Graph demonstrating support levels for each scenario.



Top issues of concern for Utah residents.

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 to 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 adequate 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, which needed special care to resolve concerns. This included some local Realtors and the Sutherland Institute—an organization with a Libertarian perspective, which 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 their belief that government regulation and zoning restrictions were already too restrictive in some areas of Utah, and actually restricted 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 analyses, Governor Leavitt decided the time was right to establish a growth initiative. He informed Envision Utah of his intentions and pulled together 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



*Governor Leavitt signs the "Quality Growth Act of 1999" at an Envision Utah Partnership Meeting.*

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, they 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 the 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 to 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 session's beginning weeks. 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.

## DEVELOPMENT OF IMPLEMENTATION STRATEGIES SUPPORTING SURVEY RESULTS

### Guidance from the Partnership

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

A month later, Partnership members evaluated a list of possible growth strategies to help move the Greater Wasatch Area toward what 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 reviewed 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 also reviewed and approved 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



*Partnership meeting to identify potential implementation strategies.*

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 workshops to review potential implementation strategies.*

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 exists.
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 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 of Quality Growth Strategies that could be modeled in quantifiable packages.

#### 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 in three areas: residential, commercial and industrial.

Next, each table was given a 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 to place on the maps. Infrastructure and density were also reflected in the chip placement.

At the end of the exercise, the groups reported their four top conclusions 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 to accomplish what was reflected on their respective maps.

*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.*



*Local planner presents the findings from his group at sub-regional workshops.*

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.

These results were combined with other information during July and August 1999 to form a set of Quality Growth Strategies. These strategies were modeled into a quantifiable package for further analysis by QGET.

### Community Design Workshops

Concurrently with its own activities to develop 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. These workshops were 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 an invitation letter to all 91 cities and 10 counties, within its study area, to determine those interested in participating in a special site-specific planning process within their respective communities.

While Envision Utah worked with Peter Calthorpe to design the workshops, it also coordinated with the Quality Growth Commission to sponsor workshops in an official capacity.

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 designed 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 city map. 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.

*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 some of the most successful 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.*



*Illustrative master plan for Sandy/Midvale developed through the community design workshop process.*

For the third step in the Community Design Workshops, Calthorpe took the input of each workshop and coalesced it into a single plan for that community. 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 of the workshops' results was made to the last participating city in December 1999.

### **Commissioning a Housing Analysis**

Many stakeholders throughout the Envision Utah process discussed 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. The Steering Committee created 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.

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, Calthorpe and Fregonese 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 released to the public 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% 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 identified and analyzed 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 to meet forecasted market demands.

### **Analyzing the Input**

During July and August, the Envision Utah consultants analyzed the public

*The housing 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.*



input gathered from the various Partnership meetings and public workshops to form a draft Quality Growth Strategy that could be presented to residents. By early fall, this package was turned over to QGET to be quantified and analyzed.

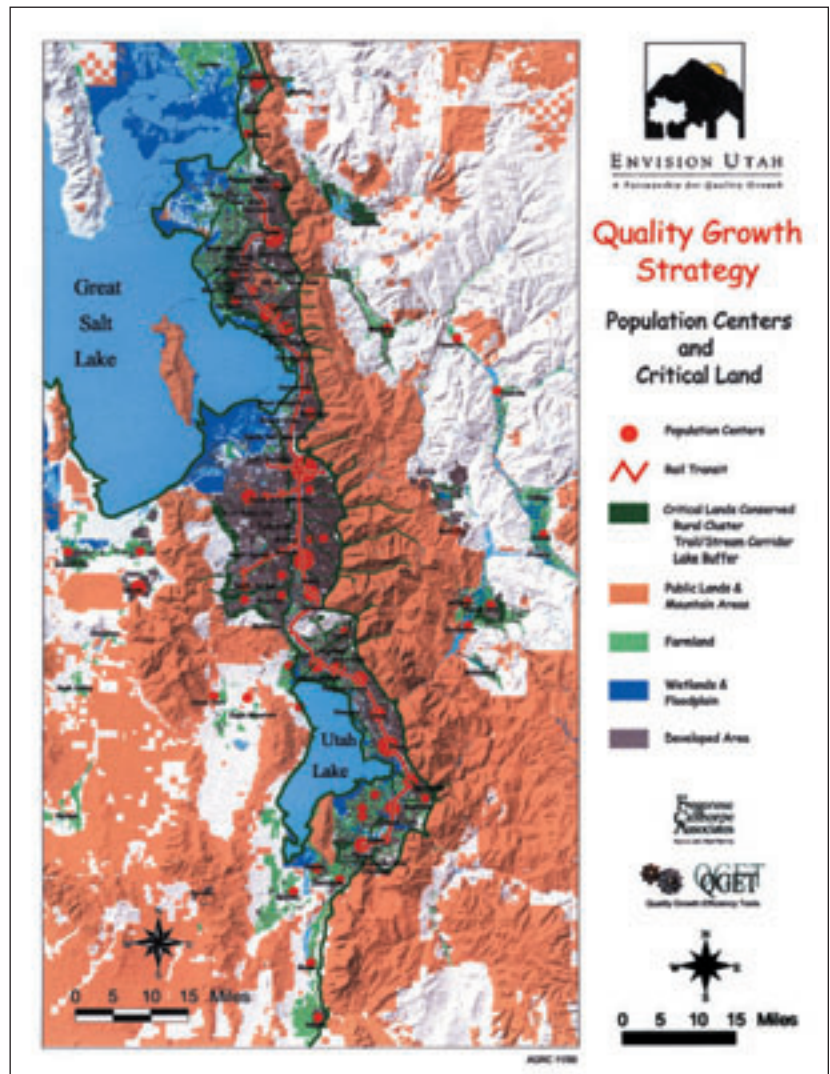
The Steering Committee reviewed the Quality Growth Strategies one final time and attached a narrative of responsible parties and benefits of the outlined actions. The final product was presented to the Envision Utah Partnership on November 15, 1999.

The Governor's Office of Planning and Budget presented the analysis of the costs and benefits associated with the Quality Growth Strategies. 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 (total savings of \$4.5 billion). By slightly reducing the average residential lot size (by 0.06%) 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. An additional 21% 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%, resulting in annual savings of 93,200 acre feet of water.

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



*Map of Envision Utah Quality Growth Strategy.*

## INFORMING THE PUBLIC OF THE RESULTS

Immediately following the November Partnership meeting, during which the results of technical modeling and public input were presented, Envision Utah leadership and staff members began a press tour similar to the one hosted during the previous year. The November 15th 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.

Envision Utah conducted its second public awareness campaign to educate and inform residents regarding the goals and strategies identified in the Strategy and to get final input from residents. The campaign included press tours to media representatives from television and newspapers, television and radio spots educating the public regarding key strategies identified by Envision Utah, and a 3-page newspaper insert. An on-line interactive survey invited residents to share their views on the final product. The newspaper insert provided residents with detailed information describing the Quality Growth Strategy and the survey, delivered to 363,500 Utah households, and invited residents to share their views on the final product. Envision Utah received 6,045 surveys from residents throughout the

Greater Wasatch Area. Findings from the survey showed strong support for the Quality Growth Strategy, especially the goals to promote preservation of critical lands, promotion of a region-wide transportation system, and the development of more walkable communities to help preserve our quality of life.

In addition to the newspaper survey, Envision Utah commissioned Dan Jones and Associates Inc., an independent Utah polling firm, to conduct a scientific survey to determine public support for Envision Utah and the Quality Growth Strategy. The polling firm interviewed 606 residents throughout the ten county Greater Wasatch Area. Respondents were carefully selected to provide a demographically representative sample of Weber, Wasatch, Davis, Morgan, Box Elder, Summit, Salt Lake, Tooele, Utah and Juab Counties. Results confirmed strong resident support of Envision Utah and the Quality Growth Strategy.

Beyond educating residents regarding the goals and strategies developed through the Envision Utah process, the campaign served to motivate residents to contact their local and state leaders and to ask them to support the implementation of the Quality Growth Strategy.

# PHASE IV

## IMPLEMENTATION OF THE ENVISION UTAH QUALITY GROWTH STRATEGY

Through years of exhaustive involvement of the public, local and state elected officials, the business, civic, and religious communities, and other key stakeholders, Envision Utah successfully developed a broadly and publicly supported Quality Growth Strategy that will preserve critical lands, promote water conservation and clean air, improve our region-wide transportation systems, and provide housing options for all residents. Through the Envision Utah process, six primary goals were identified to help protect our environment and maintain our economic

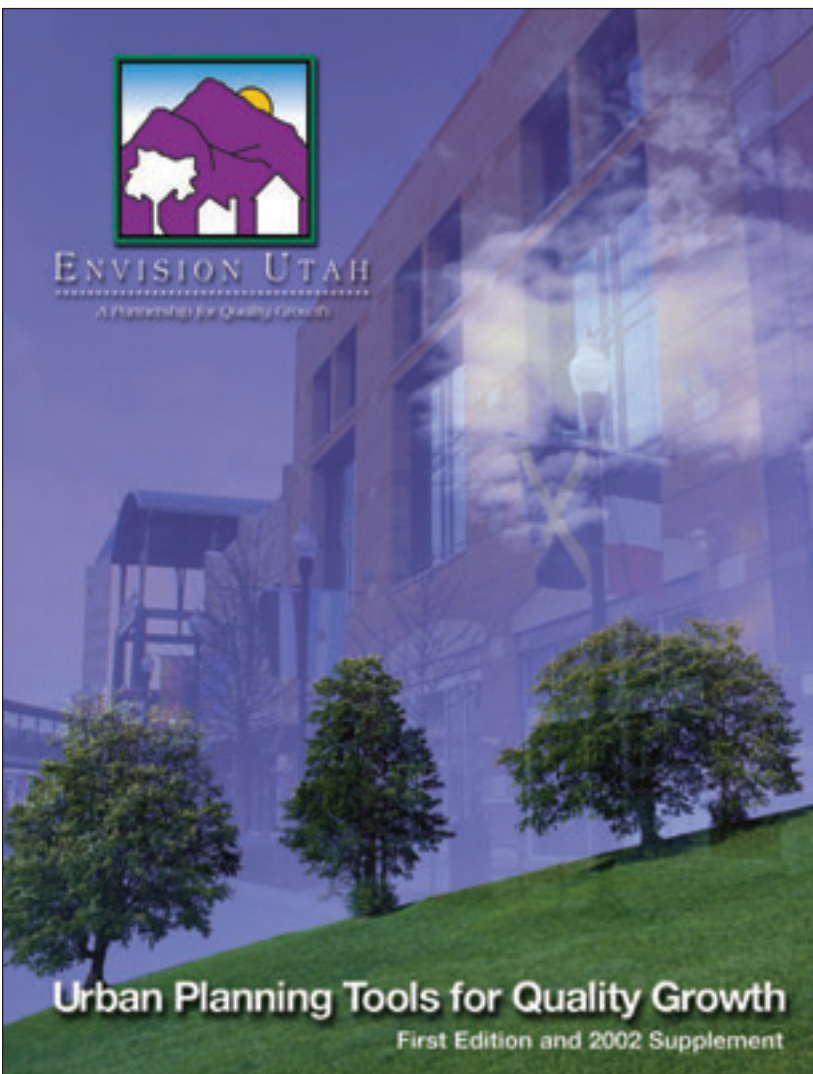
vitality and quality of life as we accommodate anticipated growth:

- enhance air quality;
- increase mobility and transportation choices;
- preserve critical lands, including agricultural, sensitive and strategic open lands;
- 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 other goals.

The goals outlined in the Quality Growth Strategy can be realized over time by the pursuit of the thirty-two individual strategies. Examples of key strategies include:

- Promote pedestrian friendly/walkable communities;
- Contribute to a variety of housing choices to satisfy needs of ALL residents;
- Preserve critical land and open space through re-use, in-fill development and conservation techniques;
- Support the development of regional public transportation choices including buses, rail and needed roads;
- Create a network of bikeways and trails;
- Foster development that supports transit by offering housing, work, shopping and play near transit stops; and
- Encourage water conservation through conservation pricing, community education and water efficiency.

Successful implementation depends on Envision Utah's ability to provide our community with needed financial and technical support for regional demonstration projects, information and training on urban planning tools for quality growth, assistance with site specific plans and designs, and continued involvement of residents in the decision-making process.



*Cover of Envision Utah "Toolbox".*

## GUIDING IMPLEMENTATION

### Steering Committee Guiding the Process

Implementation of the Quality Growth Strategy presented Envision Utah with new and difficult challenges. Strategic planning and prioritization of projects, additional staffing, and continued representative guidance was needed to ensure success. Envision Utah sought advice from the 130-person Partnership to determine the direction for future work. A detailed survey was sent to each Partner, asking to help prioritize our goals and strategies. Envision Utah also asked the Partnership who should be responsible for strategic planning. The Partnership concluded that the Steering Committee should guide the day-to-day direction of Envision Utah. A smaller group of representatives could more readily handle the many demands and decisions involved in implementation. The Partnership would convene on a yearly basis to provide additional support and guidance.

The Envision Utah Steering committee meets monthly. It is led by the Chair of Envision Utah and is responsible for policy decisions. Monthly meetings include presentations by experts on topics reflecting Envision Utah's mission and goals so the Committee can become more informed and discuss pertinent issues that will provide direction for Envision Utah. The committee is made up of 32 individuals representing environmental interests, the development community, local officials, Realtors and other key stakeholders.

### Developing a Strategic Plan for Implementation

With direction from the Steering Committee, Envision Utah developed a five-year scope of work, which is primed

to reap the harvest of its previous public involvement, research and technical analysis. With the Quality Growth Strategy in hand, a plan was designed to develop urban planning tools, train key decision-makers, raise public awareness and provide needed financial and technical resources to assist communities as they plan for the future.

With successful implementation of Envision Utah's Strategic Plan, the Greater Wasatch Area will see large numbers of on-the-ground projects demonstrating quality growth principles, changes to local codes and ordinances to accommodate new and innovative development, and regional planning. Key decisions on transportation infrastructure, sensitive lands and urban redevelopment are being made today that will affect the lives of future generations. Envision Utah's Strategic Plan will help direct the course of these decisions to ensure that our region is a place of quality growth.

### Staffing for Implementation

Envision Utah's original staff was comprised of community organizers, working to bring together residents of the Greater Wasatch Area to develop a vision for the future. As Envision Utah entered the implementation phase, it became evident that the staff needed to expand to include individuals with additional technical planning expertise. During the development of the Quality Growth Strategy, Envision Utah had relied primarily on outside consultants and the Governor's Office of Planning and Budget to conduct the technical side of the process. For successful implementation, Envision Utah needed in-house staff to assist the large number of local governments in the region, while the interest in its work remained high and positive.

Envision Utah increased its professional planning staff to help provide direct assistance for local municipalities planning for their growing communities. In addition, Envision Utah enhanced its in-house technical capabilities, utilizing high-tech equipment for mapping and analyzing environmental constraints, land-use regulations and future land uses. GIS and Computer Aided Design tools help Envision Utah create visualizations

that make community planning more effective, providing residents with detailed information pertinent to the decision-making process. Envision Utah's skilled planning staff and technical resources make for a more efficient system. Although we still rely on outside consultants to assist with some of our larger projects, many planning activities can be accomplished in-house, saving both time and financial resources.

## RAISING AWARENESS FOR IMPLEMENTATION OF THE QUALITY GROWTH STRATEGY

### The Public Involvement Process Continues

Envision Utah's Strategic Plan includes many new and exciting projects to assist with the implementation of the Quality Growth Strategy. However, its successful implementation could not occur without utilizing many of the lessons and practices learned through the Strategy's development. Each new implementation project requires continued stakeholder involvement and participation. Envision Utah wants and needs area residents to play a key role in the decision-making process at the local level, as well as the regional. Envision Utah's past success depended largely on the fact that it was a cooperative, public planning process. Envision Utah has found that community involvement is the key to any success it has achieved. Envision Utah has developed an open community process, fostering cooperation between public and private community interests to achieve quality growth – together.

### Local Official Education Campaign

Envision Utah's first step towards implementation was a whirlwind tour, visiting 91 cities and towns and 10 county commissions around the Greater Wasatch Area, to introduce local officials to the Quality Growth Strategy. Envision Utah recognizes that local governments play the most important role in helping the region prepare for the tremendous growth expected to come to the Greater Wasatch Area over the next 20 to 50 years. Envision Utah's goal was not only to familiarize local officials with the strategies, but also to get feedback from local officials to help Envision Utah develop tools and resources that will assist communities in their planning efforts. A

group of 35 volunteers from the Envision Utah Partnership dedicated their time to give these presentations. Each city council and planning commission member received a Quality Growth Strategy and a 10-minute video outlining seven key strategies integral to the implementation of the goals identified by Envision Utah.

This three-month effort was an extremely important step in garnering support for Envision Utah and educating local officials on their role in the implementation of the Quality Growth Strategy. It also taught Envision Utah how to best help local municipalities implement the quality growth strategies in their community, regardless of size and community type.

Envision Utah continues to assist local officials through every step of the process as they work to implement the Quality Growth Strategy.

*Envision Utah developed a detailed video to give visual examples of quality growth, while educating local officials on the strategies developed. During this process, a 30-minute video was created detailing the history of Envision Utah. This video has aired on local television stations and is available to those interested in learning more about the Envision Utah process.*



*Dick Dahlkemper of the Ogden/Weber Chamber of Commerce gives Envision Utah's presentation to the North Ogden City Council.*

*Today, Utah is seeing local officials making changes to their general plans and zoning ordinances. The state legislature passed the Quality Growth Act establishing a Quality Growth Commission. The public voted to pass an increase in sales tax for public transportation, a measure that failed eight years ago, but with the help of Envision Utah's education and awareness efforts, it passed convincingly. And developers are building innovative projects incorporating Envision Utah's Quality Growth Strategies. Quality growth is becoming a reality in the Greater Wasatch Area, and Envision Utah is working to ensure its continued progress.*

### **Continued Public Awareness and Education**

Public support and participation have been the key factors to the success of Envision Utah. Since January 1997, Envision Utah has seen dramatic shifts in public opinion regarding planning for quality growth. With major outreach to the general public and the 91 cities and towns and ten counties, Envision Utah's efforts have gained support from the state, local governments, developers, conservationists and the general public of the region, which is home to 80% of the state's population. Local involvement, regional results. Envision Utah's bottom-up approach to help guide the course of future development includes:

- Bringing together major public and private stakeholders and residents to develop Quality Growth Strategies that will preserve the quality of life in Utah's growing communities;
- Public awareness and education throughout the Greater Wasatch Area, informing residents and decision-makers about the importance of implementation of Quality Growth Strategies; and
- Providing technical tools and resources to help communities implement Quality Growth Strategies that will help preserve

critical lands, promote water conservation and clean air, improve our region-wide transportation system, and provide housing options for all residents.

Envision Utah's efforts to continue educating the public and local and state officials is critical to successful implementation of the Quality Growth Strategy. The following activities are some of our more prominent public awareness efforts:

#### *Region-wide Transportation Education Campaign*

In the spring of 2000, Envision Utah worked behind the scenes with others to promote the expansion of a region-wide public transportation system in the Greater Wasatch Area.

Davis, Salt Lake and Weber County placed County Measure #1 on the November 2000 ballot. This measure would add an extra quarter-cent-per-dollar sales-tax increase and is expected to raise at least \$43 million a year for public transportation. Money raised would support commuter rail from Ogden to Salt Lake City; electric-powered light rail to West Valley City, West Jordan, Draper and SLC International Airport; increased bus frequency; and transit service on Sundays and holidays.

Envision Utah's role was to educate the community on the benefits of a region-wide public transportation system. Envision Utah carefully planned its campaign to not include outright lobbying for the measure, but instead to inform and educate the population on the benefits derived from a region-wide transportation system. Envision Utah utilized the information gathered in two polls, one by Wirthlin Worldwide and one by Dan Jones and Associates, asking residents if they would support an increase in sales tax for public transportation. The information released provided solid information on support for public



*Buses, cars and light rail: transportation choices in downtown Salt Lake City.*



transportation. In addition, Envision Utah launched a public awareness and education campaign in August and again in October, placing a full-page transportation ad in all four major dailies and popular weekly papers, examining the benefits of a region-wide public transportation system. During this period, a half-hour documentary ran four times on the local NBC affiliate, educating residents on the history of Envision Utah and its goals and strategies. Also, Envision Utah Chair, Jon M. Huntsman, Jr., publicly endorsed the measure in all local papers.

County Measure #1 successfully passed in all three counties and many “blamed” or “credited” Envision Utah for its success. This 1/4-cent sales tax increase, a measure that failed by a large margin in 1992, is now helping Utah build an extensive transportation system. This system will not only provide new transportation choices for Utah, but will also provide Envision Utah with an opportunity to work with communities at the time when investments are being made to ensure that our future transportation system is supported by smart land-use decision-making.

*Region-wide Public Relations Campaigns*

The backing of Envision Utah by local media has been outstanding over the years and has helped to reach thousands with its message, promoting quality growth and development throughout the Greater Wasatch Area of Utah. Since the original campaign in January of 1999, our local media has contributed over \$1,000,000 in donated airtime. These tremendous contributions have been given in the month of January, as it is easier for radio and television to provide quality airtime when other advertising slows. Therefore, Envision Utah plans its region-wide campaigns for the beginning of each new year. Local newspapers continue to provide

support by distributing surveys, writing editorials in support of Envision Utah, and providing continued reports on growth issues. Envision Utah will continue to utilize television, radio and newspaper to engage the public in the dialogue on growth and to educate residents keeping quality growth in the forefront of the public mind. To date, Envision Utah has conducted five region-wide public awareness campaigns utilizing television, radio and newspaper. Topics for our region-wide January campaigns include:

- *Communities Taking Action – 2003 Public Awareness Campaign*  
The television, radio and newspaper ads highlighted projects throughout the Greater Wasatch Area that are making quality growth a reality. Commercials ran on all four major stations, cable television and radio stations. A full-page display ad ran on January 26th, showing successful demonstration projects and inviting the public to attend specialized workshops to learn how to help promote quality growth in their community.
- *Envision Your Future – 2002 Public*



*A walkable, mixed-use development in Tooele county was highlighted during Envision Utah’s 2003 campaign.*



### *Awareness Campaign*

Envision Utah worked to keep its name in the public eye by airing television and radio spots, encouraging residents to “Envision” their future and stay involved with local planning efforts. These commercials aired on all four major stations and helped motivate residents to “share their vision with local officials”.

- *Urban Planning Tools for Quality Growth – 2001 Public Awareness Campaign*

Envision Utah launched a public awareness campaign using television, radio and a two-page display ad to inform residents regarding the tools and resources available to help make their communities places of quality growth. These commercials aired on all four major stations. The newspaper display ad ran in all four major dailies, inviting residents to participate in workshops to learn more about “Envision Utah’s Urban Planning Tools for Quality Growth”.



- *Release of the Quality Growth Strategy – 2000 Public Awareness Campaign*

Envision Utah conducted its second public awareness campaign to educate and inform residents regarding the goals and strategies identified in the Quality Growth Strategy. The campaign included press tours to media representatives from television and newspapers, television and radio spots educating the public regarding key strategies identified by Envision Utah, and a newspaper insert delivered to 363,000 Utah households outlining the Quality Growth Strategy. Envision Utah received 6,045 questionnaires from residents giving their final input to the strategy.



*Transforming images demonstrated to residents how Envision Utah’s urban planning tools can enhance a community.*

*Images created by Steve Price*

- *Presentation of Alternative Growth*

*Scenarios – 1999 Public Awareness Campaign*

Envision Utah presented its Alternative Growth Scenarios to the Greater Wasatch Area through television, radio and newspapers. Over 570,000 questionnaires and information on the four alternatives were distributed to educate the public and solicit feedback for the development of a Preferred Quality Growth Strategy for the Greater Wasatch Area. Envision Utah received 17,491 surveys from Greater Wasatch Area residents. Input collected from nearly 2,000 residents who attended one of 50 town meetings was also reflected in the results of the survey data. The campaign's primary objective was to determine how area residents evaluated the four growth scenarios.

In addition to region-wide January campaigns, Envision Utah utilizes small-scale campaigns, using newspaper ads, direct mail, or other promotional devices to

educate residents and raise public awareness. Envision Utah continuously updates its website to provide new information on its latest projects, activities and upcoming events. Envision Utah's Speakers Bureau made up of volunteers and staff, provides information on its process and shares tools and resources with Greater Wasatch Area residents, neighboring communities, and cities throughout the nation. The Speakers' Bureau reaches approximately 3,500 individuals per year. All of these efforts help keep the community informed.

To implement the Quality Growth Strategy, support is needed from the general public throughout the year. Local officials have expressed their desire to promote changes to their general plans, codes and ordinances, but need public support. The ability to educate the public is critical to gaining momentum to make quality growth a reality in Utah.

## TOOLS AND RESOURCES FOR IMPLEMENTATION

*Upon release of the Quality Growth Strategy in 2000, local communities shared with Envision Utah their frustrations regarding the lack of tools and resources needed to implement the strategies in their communities. Cities and towns were searching for practical tools to assist them in their efforts. Envision Utah recognized*

*that its role needed to shift. Professional planning resources were needed to assist local municipalities developing plans for their future. Envision Utah needed to develop the tools and resources to help preserve the quality of life in Utah's growing communities.*

## ENVISION UTAH'S URBAN PLANNING TOOLS FOR QUALITY GROWTH

In March of 2000, Envision Utah took on the task of developing Utah-specific planning tools to help assist communities of various types and stages of development. Envision Utah developed a how to "Toolbox" titled "Envision Utah's Urban Planning Tools for Quality Growth". The Toolbox focused on the key areas of protecting sensitive lands, meeting housing needs, developing walkable communities, encouraging in-fill and redevelopment, and conserving water resources. Envision Utah wanted to develop model codes for use in Utah that

were presented through a series of very well-illustrated and readable documents, reproduced in a workbook format. The "Toolbox" would serve as a guide, outlining tools to take us to a community that, in many ways, echoes back to Utah's past – promoting close-knit neighborhoods, tree-lined streets, pedestrian-friendly walkways, nature and farmland within reach of the city, and houses marked with character. The tools developed would give a broad description of model development codes, design standards and strategies for achieving quality growth in a community and to help preserve our quality of life for generations to come.

### Working Group

There are many products available for communities to utilize in planning communities. However, Envision Utah recognized the importance of providing tools specifically designed to meet the needs of Utah cities and towns. Therefore, a committee of forty-five local officials, planning commissioners, Realtors, developers, and planners came together to assist Envision Utah staff and consultants with the development of Envision Utah's Urban Planning Tools for Quality Growth. John Fregonese, of Fregonese Calthorpe



*John Fregonese presents to the Toolbox Working Group.*

Associates, assisted Envision Utah again as our lead consultant, working with this committee to develop practical tools for Utah. John and the committee worked together, identifying successful local and national practices to promote quality growth, while remaining conscientious of the local political environment in Utah. Months of research, review and analysis resulted in a valuable tool to be used throughout the region. Envision Utah's Urban Planning Tools for Quality Growth was a local product, developed by local and national experts and accepted by local communities. In November 2000, Envision Utah released the "Toolbox" at an Envision Partnership meeting, attended by over 200 individuals, and began serving as a technical resource assisting communities as they planned for the future.

### **Workshops**

Envision Utah followed the development of the Implementation Toolbox with workshops designed for elected local officials, planning commissions and professional planners, and other interested citizens instructing them on how to best use the Toolbox. Letters signed by Governor Michael Leavitt and Envision Utah Chair, Jon Huntsman, Jr., were sent to over 3,000 key stakeholders, inviting them to attend one of eleven regional workshops held in November. A series of

additional workshops were held in January 2001 and March 2002 to reach those unable to attend the original series of workshops. More than 2,250 key stakeholders were trained at these workshops and additional specialized training sessions were requested by organizations and municipalities. Each participant received a free copy of Envision Utah's Urban Planning Tools for Quality Growth.

### **2002 Supplement**

The success of Envision Utah's Urban Planning Tools was apparent as communities asked for more. Cities and towns wanted additional information to assist them with complex planning decisions, such as strategies for walkable commercial development, public safety and street design, energy conservation, and planning urban forests in communities. In the fall of 2001, Envision Utah worked again with local experts to expand the "Toolbox" and to develop four new chapters covering these topics. In January 2003, Envision Utah held additional free workshops to train key stakeholders. To date, Envision Utah has trained over 2700 individuals and continues to provide its Urban Planning Tools and training opportunities free of charge to planners, local officials, developers, Realtors and others throughout the region.

## QUALITY GROWTH DEMONSTRATION PROJECTS

As communities began to embrace the goals and strategies identified through the Envision Utah process, there still remained some skepticism regarding whether or not “quality growth” really worked. Cities and towns needed to see results. They needed to see the rubber meet the road. Envision Utah recognized the importance of demonstrating the benefits derived from the implementation of quality growth strategies and began to work with willing and enthusiastic local governments to bring the regional vision to the local level.

Envision Utah began providing technical assistance for “Quality Growth Demonstration Projects” to help communities develop tools, plans, and resources to prepare for future development as they continue to grow. Envision Utah brought its bottom-up approach to the city and county level, working together with these communities to develop visions to help guide them in their planning efforts. Envision Utah sponsors projects that show collaboration between neighboring communities and the willingness of local decision-makers to be a part of a regional process that will encourage quality growth.

Envision Utah has undertaken many successful projects, addressing issues such as transit-oriented development, protection of sensitive lands, development of regional visions, and historic downtown revitalization. Each project has included strong involvement from key stakeholders.

### The Process of Designing a Successful Demonstration Project

As Envision Utah began to work with local communities to develop demonstration projects, a community involvement process was needed to ensure each project’s success. The Envision Utah community involvement process, used in the development of the Quality Growth Strategy, was taken to the local level. Coordination in planning, public involvement, and regional cooperation at the local level became the defining criteria for successful demonstration projects. Communities willing to work together to meet common goals were selected as pioneers for Quality Growth Demonstration Projects. These communities committed to using an open, public process to gather input and to develop a broadly and publicly supported vision to guide future development.

In 2000, Envision Utah carefully selected three pilot communities, South Utah County (the Nebo Region), Davis County and Ogden City, as its first demonstration projects. Although each project is unique, dealing with different land-use issues, they all shared a similar process of community involvement.

- *Development of a Steering Committee* – A common practice for each demonstration project is the establishment of a Steering Committee to help guide the process. The Steering Committee is made up of local officials, business and community leaders, developers, environmental



*Ogden City residents participate in Wall Avenue Corridor Study, an Envision Utah demonstration project.*

interests and other key stakeholders. This group's responsibilities include: developing a convening statement or "vision" outlining goals of the project; identifying key stakeholders to involve in participatory planning process; analyzing needs for the area; and providing direction throughout the public involvement, technical analysis and development of the plan. In addition, the Steering Committee takes the lead once a public vision is developed to assist with its implementation.

- **Selection of Consultant** – Each Steering Committee is charged with selecting a consultant to guide the technical work throughout the project. Quality Growth Demonstration Projects use a "Request for Proposal" process to gather bids from local and national consultants. As each community is unique, so is the selection process. A variety of consultants have worked on demonstration projects throughout the region, but each must commit to utilizing Envision Utah's community involvement approach as a stipulation to its contract.

Envision Utah's professional planning staff is increasing its capabilities to serve in the "consultant" role and does so for a number of projects; however, some of its resources are still limited. Outside consultants are utilized when Envision Utah's experience is inadequate.

- **Community Involvement Process** – Community involvement is the other key aspect of each project. Envision Utah staff, selected consultants, and the Steering Committee develop materials to bring relevant issues and concerns to the table for residents.

The "Armature Workshop" process is utilized to help provide detailed information to assist citizens in making the most informed decisions. Maps detailing current land uses and future

growth projections are utilized at public workshops, where hundreds of residents and key stakeholders, representing a cross-section of local interests, are invited to work together to develop rough concept plans for each area. Participants work together at tables of 10, using base maps showing environmental constraints, current development and infrastructure, and existing open space and sensitive lands. These maps assist them in discussing how and where new growth in their community should occur. "Game pieces" are used representing different types of land uses within the study area. Participants grapple with the many issues and constraints facing the community, looking at transportation, air quality, water, and development needs to accommodate future growth.

At the conclusion of these working session, each team presents its design concept to the entire group of participants for comment and critique. Envision Utah staff and consultants then take this information to aggregate results of the workshops and to develop an illustrative master plan for the area. Workshop results are presented to residents for comment and revision, with



*"The Nebo Vision" brought together residents in Utah County.*

additional workshops taking place to assist with the compilation of plans. The final document includes detailed information describing community actions needed to effectuate the vision.

### Implementation of Regional Visions

Implementation of each regional vision relies again on public involvement and local support. Plans developed are presented to the community for final approval, and then taken to local officials. Consultants and Steering Committee members present final results to each city and town involved in the regional planning process, providing them with detailed information on their role in implementation and encouraging their support and adoption of the vision. Each community determines its level of support for the plan; however, Envision Utah has found that involving residents and stakeholders from the beginning has had a profound impact on successful implementation. Communities are embracing the plans developed, making changes to their local codes, ordinances and general plans to ensure successful implementation of the regional visions created by their citizens.

### Pilot Demonstration Projects

- *Davis County Shorelands Plan*  
The Davis County Shorelands Project demonstrates the power of cooperation between communities, working together to solve regional issues. Nine municipalities bordering the shores of the Great Salt Lake, the Open Space Subcommittee of the Davis County Council of Governments, Envision Utah, and the Nature Conservancy collaborated to develop a vision to preserve the natural beauty and quality of life enjoyed by Davis County residents. Elected officials, landowners, and key stakeholders worked with the community to develop tools and guidelines to assist each individual municipality in its efforts to preserve critical lands and identify areas to accommodate future growth and development.

Hundreds of Davis County residents participated in the development of this regional vision for the lands adjacent to the shores of the Great Salt Lake. There was strong representation on a steering committee, which guided the process. The Davis County Shorelands Plan is one of the best examples of how a successful demonstration project can make an impact in communities. Each of the nine communities have adopted, or passed resolutions supporting the Davis County Shorelands Plan.

Envision Utah, the Nature Conservancy, Davis County, and hired consultants all continue their work with municipalities to ensure successful implementation of the vision. Currently, Envision Utah's focus is on developing a Transfer Development Rights (TDR) program, encouraging conservation subdivisions and easements, cluster development, and connecting the cities with a trail system that provides recreational opportunities and enhances the beauty of the shorelands.



*Wildlife is abundant along the shores of the Great Salt Lake.*



Implementation of the plan is happening throughout the region as individual municipalities update their general plans and revise local codes and ordinances to effectuate the vision.

- *Nebo Vision*

The Governor’s Office of Planning and Budget estimates that the Nebo region will grow from the 2000 census figure of 74,882 to 139,027 by 2020. This rate of increase of 85.7% is nearly double the state average of 48.1% and far above the 55% figure for Utah County as a whole. Envision Utah provided funding and staff assistance to ten communities and the unincorporated area in south Utah County to help develop a cooperative vision for accommodating the high growth levels projected for the area. The Governor’s Office of Planning and Budget provided technical analysis and research for the project. A local firm, Swaner Design, was selected as lead consultant to guide the process.

The ultimate goal of the Nebo Visioning process is to provide each community with more choices and to plan and implement strategies that will effectively move communities toward their desired vision. A strategic plan has been developed to guide these communities as they update their general plans and ordinances.

The Nebo Vision was a more difficult process than other demonstration projects. From the beginning, the Nebo Vision lacked a strong Steering Committee, resulting in confusion during the visioning process and a lesser commitment by communities when it came time to implement the vision. Many of the cities participating in the process supported the ideas behind the vision developed. However, there were questions regarding the technical analysis and implementation strategies. Adoption of the whole regional vision has not occurred. However, many communities have embraced individual



*Southern Utah County is home to many beautiful landscapes.*

strategies resulting from the work and are making changes to their local codes and ordinances based on these strategies. From this process, Envision Utah learned the importance of building and maintaining support from a Steering Committee from the onset of the project.

- *Ogden Wall Avenue Corridor Study*

Envision Utah worked with Ogden City officials, residents and other key stakeholders to develop a Master Development Plan to revitalize the Wall Avenue Corridor in downtown Ogden.

Hundreds of Ogden residents participated in the development of the vision for Wall



*Artist rendition of Union Square in Ogden City, a new mixed use development.*

Avenue. A strong Steering Committee guided the process and local officials championed the final plan developed. Ogden City's Mayor, his city council, and the planning commission have adopted the vision and are taking action to ensure its successful implementation.

Many projects are already underway to revitalize the Wall Avenue Corridor. The Ogden City Intermodal Transportation Hub is up and running, Union Square, a mixed-use community located on an urban infill site along the corridor, is near completion, and 25th Street (along Wall Avenue) is a hopping new urban center that is revitalizing the corridor. Ogden City has invested city, state and federal dollars to make the Ogden Wall Avenue Corridor Vision a reality.

- *Tooele County Regional Vision*

The Tooele Valley has experienced rapid growth in the last decade. Between 1990 and 2000, Tooele County had the third highest growth rate in the state (53%), third only to Summit and Washington Counties. The growth within the valley is inevitable; however, how and where that growth occurs is still within the power of its citizens. Through a community

visioning process, Tooele Valley residents have developed a Regional Plan to guide future land-use decision-making.

More than one hundred Tooele County residents from Tooele, Grantsville, Vernon, Erda, Ophir and Stockton came together to develop the Tooele County Regional Plan. These citizens came to understand the implication of current trends and to outline alternatives to the current growth patterns. Through a totally interactive process, Tooele County residents and key stakeholders gave their input on critical land issues facing the region, developing a vision to help them plan and prepare for the future. The plan was completed and presented to the respective city and county councils in January and February 2003 for their consideration and adoption.

- *Salt Lake County Shorelands Vision*

The Great Salt Lake and its shorelands are an international flyway for millions of birds between South American and the Arctic, but this beauty is threatened by haphazard development. Thirty percent of Utah's wetlands have already been eliminated. Salt Lake County, realizing the ecological and environmental importance of the Great Salt Lake and its shorelands, is working with Envision Utah to create a guiding plan to help preserve critical lands and minimize impacts from potential growth. Representatives from federal regulatory agencies, developers, conservationists, city and county staff, and landowners have come together through community visioning workshops to develop an urban design/open space protection plan for the area.

To date, environmentally constrained lands have been identified and mapped, including the extensive wetlands and floodplains in this shoreland area. Community workshops were held to get residents of Salt Lake City and Salt Lake



*A view of the shoreline along the Great Salt Lake.*

County to address where and in what form growth should occur in this area and how open space can be designed to maximize preservation and recreational opportunities. These meetings were followed by a second set of workshops to critique and refine results. Currently, the results of these workshops are being compiled and will result in the development of the Shorelands Plan, which will assist Salt Lake City and County as they update their general plans.

- *West Weber Community Vision*

Similar to the efforts of Davis County and Salt Lake County, West Weber County, the townships of Weber, Reese, Warren and West Weber, and Envision Utah joined together with residents to develop a community vision for the lands bordering the shore of the Great Salt Lake. This planning effort has proceeded at a strong pace, providing the community with a broadly and publicly supported vision to protect crucial lands while accommodating quality growth and development. Changes to the general plans and necessary ordinances are pending. Implementation will begin in late 2003.

- *Wasatch Back*

In the Quality Growth Strategy, many of the critical open lands that residents wished to see conserved lay in a region called the “Wasatch Back.” This region is Utah’s playground, home to wildlife, agricultural and recreational lands that make Utah unique. Envision Utah has initiated a long-term visioning demonstration project with five communities along the Wasatch Back that are natural targets for urban expansion. These five communities are the gateway to the Uintah Mountains, America’s only east-west running mountain range. Education efforts and community visioning workshops are underway to

help these communities update their general plans and ordinances, to protect their natural beauty and resources, and plan for future growth.



*The Wasatch Back's farmland is one of Utah's valuable resources.*

## REGION-WIDE TRANSPORTATION AND LAND USE STRATEGY

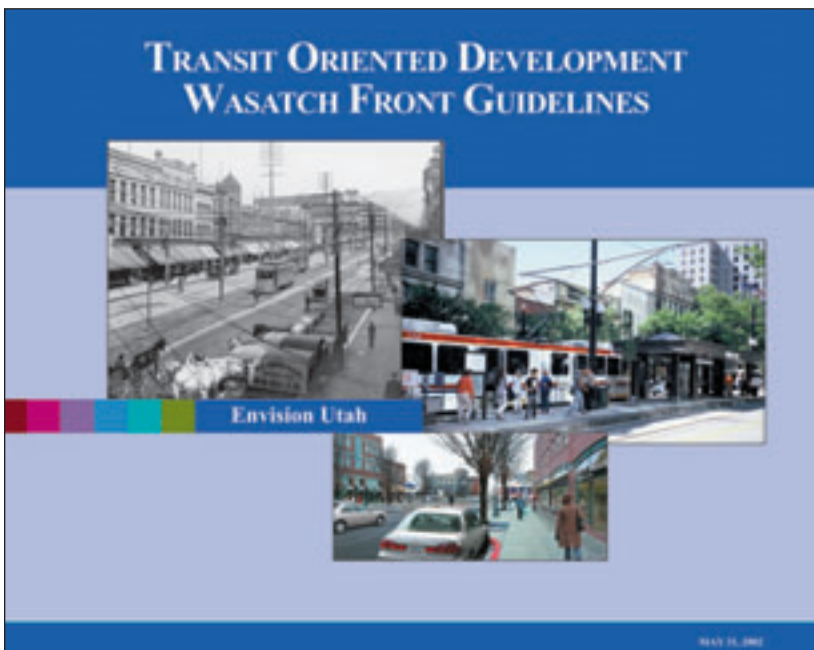
Rail transit along the Wasatch Front is growing at a rapid pace. Extensions of light rail are being planned and built. In 2002, The Utah Transit Authority purchased a 180-mile right-of-way from Union Pacific, in an historic deal to prepare for commuter rail along the Wasatch Corridor. The development of a region-wide transportation system, a key to the successful implementation of Envision Utah's Quality Growth Strategy, is becoming a reality. Envision Utah recognizes the importance of working with communities at the time when investments are being made to ensure that Utah's future transportation system is supported by smart land-use decision-making throughout the Greater Wasatch Area.

### Wasatch Front Transit Oriented Development Guidelines

In cooperation with the local transit authority, the MPO's, the state of Utah and local communities located along transportation corridor, Envision Utah has developed tools to

assist communities planning transit-oriented development. National consultant, Calthorpe and Associates and local consultant, Cooper, Roberts and Simonsen, were hired to help develop these tools to assist the 27 communities that line the existing and future transportation corridor. Consultants worked closely with a Steering Committee of local officials, planners, developers and other key stakeholders to develop Utah-specific guidelines to lay out a comprehensive framework for understanding, designing and implementing Transit-Oriented Development in the Greater Wasatch Area. These comprehensive guidelines describe different types of TOD and opportunities throughout the region. The guidelines illustrate the different physical elements that make up an ideal TOD, and detail strategies for implementing these principles. Using national and local examples, design principles, and zoning and ordinance models, the guidelines provide critical information to enhance local planning and zoning efforts to balance environmental preservation and quality of life issues with economic development and transportation planning.

An educational forum was held in November of 2002 to share the guidelines with the community. "Not a Stop – but a Destination" was a conference inviting national and local experts to explore the economic, environmental, and societal impacts of transit-oriented development (TOD). Developers, lenders, local officials, planners, realtors and other interested citizens were Envision Utah's target audience. Each of the 120 workshop participants received a free copy of Envision Utah's "Wasatch Front Transit Oriented Development Guidelines", along with valuable information to assist them in their efforts to create destinations with housing, retail, employment centers, entertainment and services around transit stations.



*Cover of Envision Utah's TOD Guidelines.*

**Transit-Oriented Development Projects**

In addition to developing TOD guidelines for the Greater Wasatch Area, Envision Utah is working with communities to help them develop plans for existing and future transit station areas, creating destinations with housing, retail, employment centers, entertainment and services. Since not all of the 27 communities along the existing light rail and proposed heavy rail corridors are currently prepared for transit oriented development, Envision Utah strategically identified four potential TOD sites in the communities of Layton, South Salt Lake, Murray and West Jordan as pilot projects. Envision Utah and its consultants from Calthorpe and Associates and Cooper, Roberts and Simonsen, worked with each community to analyze and synthesize direction given by residents to develop a broadly and publicly supported plan for each transit station. Utilizing Envision Utah’s Community Involvement Process, businesses, residents, local officials, developers and other key stakeholders, worked together to develop site-specific TOD plans for their community. Through this process, each community developed a comprehensive plan that provides a set of solid ideas and goals regarding TOD, and the development prospects at each location. Layton, South Salt Lake and Murray have already adopted their respective site plans and are in the process of changing their codes and ordinances to accommodate the vision. West Jordan is updating its general plan to include a TOD land-use designation at this site and is drafting a mixed-use ordinance.

Envision Utah has and will continue to approach cities to explore the possibility of working together to design plans for future development. New projects are currently underway in West Valley City, Sandy City and Roy. Envision will work with additional sites to help make TOD a reality along Utah’s existing and future transportation corridor.

**Long-Range Transportation Planning**

Utah’s long-range transportation planning organizations are making critical decisions that will impact the development of a successful region-wide transportation system that includes both rail and road. Envision Utah is involved in a number of efforts to help plan for a balanced transportation system.

The larger of the two metropolitan planning organizations within the 10-county Greater Wasatch Area is the Wasatch Front Regional Council (WFRC). With a population of over 1.3 million, WFRC plans for an area that comprises 59% of the state. In early summer 2001, WFRC released the “Draft Long Range Transportation Plan: 2030”. The public comment period that followed drew criticism from a variety of sources and objections centered on the plan’s over-emphasis on road construction and inadequate attention to public transit.



*Before and after pictures of potential TOD in Layton, Utah.*

This plan assumed future tax increases to pay for roads but not to pay for transit. Envision Utah became engaged with this process on a number of fronts.

First, Envision Utah found itself in the unusual position of working with a broad consortium of the major mining, petroleum and manufacturing industries in the state. This consortium expressed concerns regarding the plan's road emphasis and inattention to public transit. Envision Utah successfully urged them to publicize their position in the media and to directly air their concerns

with the local officials who were also WFRC members.

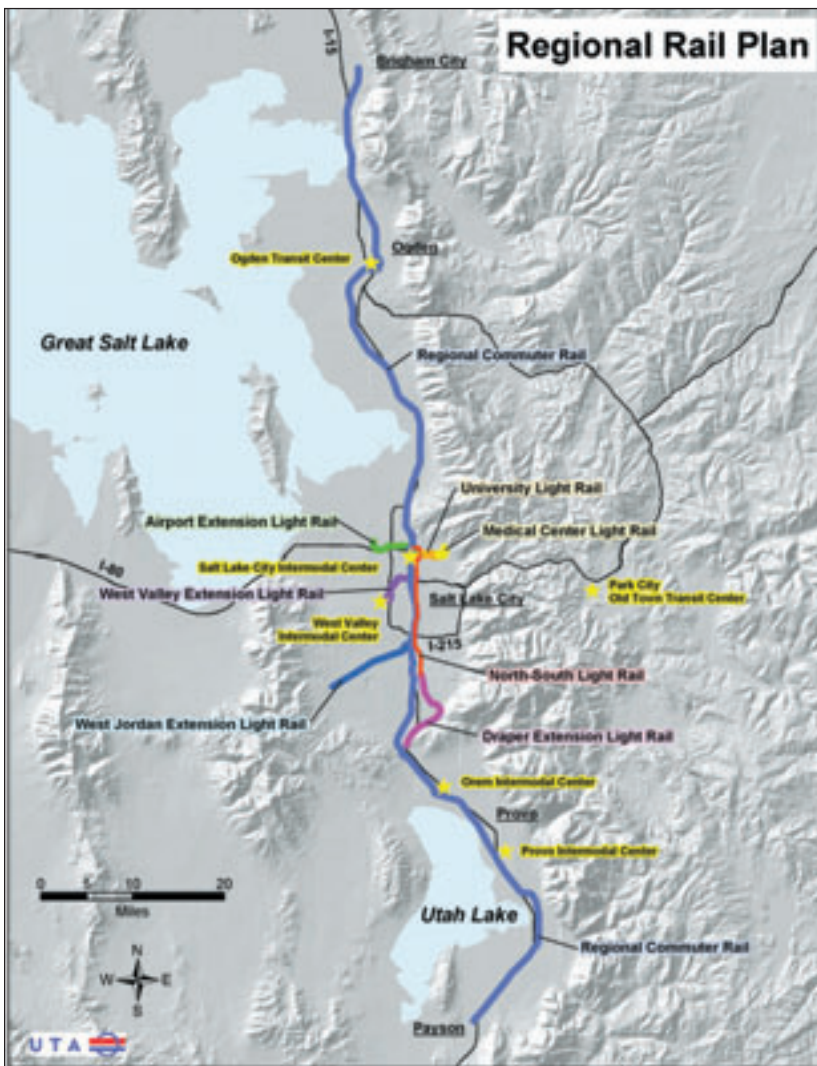
Second, Envision Utah worked through its Steering Committee Chair, Greg Bell, who was also a WFRC member as a local mayor. He advocated within WFRC to add more transit to the 2030 plan. Subsequently, an Envision Utah partner, Mayor JoAnn Seghini, offered a motion to add more transit to the 2030 plan, and her motion passed at a WFRC meeting.

Third, Envision Utah invited WFRC staff to present its 2030 plan to the Envision Utah Steering Committee. A committee was formed – which includes representatives of WFRC, the Utah Transit Authority, Envision Utah, and several mayors to carry out the intent of Mayor Seghini's motion. This committee, known as the "2030 committee", educated local officials regarding transit options, conducted a thorough assessment of further transit needs, and submitted recommendations to the WFRC for approval and amendment to the 2030 plan.

Finally, WFRC ultimately voted to give Envision Utah representation on its Executive Council. This development will help forge a more collaborative relationship with WFRC, and will greatly assist with the achievement of the second goal of the Quality Growth Strategy: "to promote mobility and transportation choices" by facilitating Envision Utah's direct input to transportation planning in the state's largest metropolitan area.

### Mountain View Corridor Growth Choices

The significant population growth projections for Salt Lake and Utah Counties along the Mountain View Corridor (MVC) calls for residents and stakeholders to understand the area's growth and land development patterns,



*Utah Transit Authority's Regional Rail Plan.*

including transportation systems for present and future residents. As the debate over the building and expansion of new highways continues to grow, so does the need to be proactive in these planning efforts to help identify the most beneficial and balanced transportation solutions for the Greater Wasatch Area.

Current plans for expanding road capacity in the Mountain View Corridor of Salt Lake and Utah Counties are in the works, with an Environmental Impact Statement study underway. The Utah Department of Transportation (UDOT), Utah Transit Authority (UTA), Wasatch Front Regional Council (WFRC), Mountainland Association of Governments (MAG) and Envision Utah are sponsoring a project that will identify and study options for the future of the corridor. This process will ensure that the best and most informed decisions are made regarding future road capacity and land-use. Local municipal and county jurisdictions along the MVC are partners in this process and their active involvement is central to its success. Other stakeholders include, but are not limited to residents of communities along the MVC, major landowners, developers, transit advocates, nearby businesses and industries, and civic and conservation groups.

The purpose of this project is to improve the understanding of, and relationship between, transportation recommendations and future local land, development actions. This will be achieved through the involvement of, and assistance from, all affected Partners and Stakeholders, which may result in transportation and development decisions that are more cost-effective and functional over time.

The process will rely upon broad public involvement and will embrace the State of Utah's guiding principles of Enlibra, which advocate collaboration over polarization. Although development patterns are the prerogative of local governments, by

working together as connected communities, one can better understand how development options are tied to future regional transportation choices and avoid many of the conflicts that result from transportation planning without public input.

This is the first effort of its kind in Utah and, possibly, nationally, where these groups have come together, on a voluntary basis, to plan for the future of the corridor. The Mountain View Corridor Growth Choices has the potential to increase the efficiency of federal expenditures for both roads and public transportation in the corridor.