

**Governors Office of
Planning and Budget**

**2008 Utah
Baseline**

Envision Utah

**Utah Quality Growth
Commission**



Current Conditions, Trends, and Projections

NOTES:

**2008 Utah Baseline Report:
Current Conditions, Trends, and Projections**

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State and Local Planning Section
Demographic and Economic Analysis Section

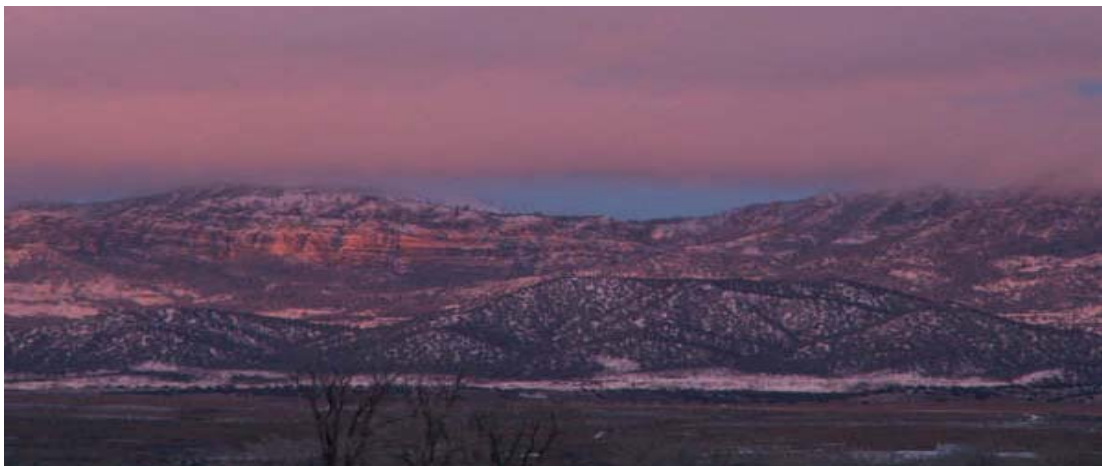
Envision Utah
Utah Quality Growth Commission
Utah Division of Air Quality
Utah Division of Water Resources
Utah Department of Transportation



Table of Contents

2008 Baseline

Introduction	Page 5
List of State Planning Coordinators and Envision Utah Chairs	Page 6
List of Members of Quality Growth Commission, 1999 to Present	Page 7
Executive Summaries	Page 8
Air Quality Section	Page 15
Demographics and Economics Section	Page 23
Transportation Section	Page 31
Water Section	Page 35
Climate Change Section	Page 41
Land Use Section	Page 44
Land Use Appendix A	Page 70
Land Use Appendix B	Page 73
Land Use Appendix C	Page 74
Report Appendix 1—2008 Report of the Utah Quality Growth Commission	Page 81



In 1963, Utah's population hadn't yet reached the 900,000 mark. I-15 was only complete in a few areas of the state. Geneva Steel was one of the largest employers in Utah County. Farming was still a way of life throughout much of the Wasatch Front. Yet visionary leaders realized the state was changing, the needs of residents were increasing and greater coordination and planning was critical if state government was going to effectively meet the needs of an expanding population. Governors Cutler and Rampton responded to this need by establishing the position of State Planning Coordinator as well as increasing the focus on planning efforts in what would become the Governor's Office of Planning & Budget.

On the forty fifth anniversary of the creation of the planning function of state government we find it fitting in the Baseline 2008 Report to recognize those who have helped guide planning efforts in state government. In addition, we salute Envision Utah, our partner in the Baseline Report process. This group of dedicated citizens pioneered the most inclusive, grassroots planning process in the nation, which defined the path to a future based on citizen values. They highlighted issues such as land use, air quality, transportation needs, water quality and maintaining the quality of life in our state. The Baseline Report is a direct result of the cooperation of state government planners and citizen volunteers.

A special thanks is due those who compiled this information. This includes: Juliette Tennert, State Economist; John Bennett, Executive Director of the Quality Growth Commission, and the senior planner in the Governors Office of Planning and Budget who edited this report; Peter Donner, Economics and Demographics; Evan Curtis, Land Use; Walter Steinvorth, Transportation; Patrick Barickman, Air Quality; Todd Stonely, Water Resources; and Glade Sowards, Climate Change. Neil Ashdown, the Chief of Staff to Utah Governor Jon Huntsman, Jr. led the Baseline 2003 Report and provided invaluable support to the Baseline 2008 Report. Thanks also to Governor Jon Huntsman, Jr. who served as a founding member of the Utah Quality Growth Commission and the second Chairman of Envision Utah, and continues to serve the State of Utah as its 16th Governor.

Alan Matheson



Envision Utah

Mike Mower



Utah State Planning Coordinator

State of Utah – Planning Coordinator

1964 – 2008

Robert Huefner (Governors Clyde & Rampton 1963 - 1967)
Ken Olsen (Governor Rampton 1967 - 1971)
Burt Carlson (Governor Rampton 1971 – 1976)
Jed Kee (Governors Rampton & Matheson 1976 - 1978)
Kent Briggs (Governor Matheson 1978 - 1981)
Martha Dynen (Governor Matheson 1981 – 1983)
Ralph Becker (Governor Matheson 1983 - 1985)
Mike Christensen (Governor Bangerter 1985 - 1990)
Brad Barber (Governors Bangerter & Leavitt 1990 - 2000)
Natalie Gochnour** (Governor Leavitt 2000 - 2002)
Wes Curtis (Governors Leavitt & Walker 2002 - 2005)
Richard Ellis* (Governor Huntsman 2005 – 2006)
John Nixon* (Governor Huntsman 206 – 2007)
Kim Hood** (Governor Huntsman 2007)
Mike Mower (Governor Huntsman 2007 - present)

*Served as State Planning Coordinator while Director of Governor’s Office of Planning & Budget

**Served as State Planning Director while Deputy Director of Governor’s Office of Planning & Budget

Chairs of the Coalition for Utah’s Future

Pamela Atkinson	2004 to present	
James Clark	2000 to 2004	
Aileen Clyde	1998 to 2000	
Robert Grow	1996 to 1998	
Irene Fisher	1994 to 1996	
Jack Schiefer	1992 to 1994	
Clay Parr	1990 to 1991	
Scott Matheson	1989 to 1990	(The Coalition & Project 2000 combined in 1990)
Lucille Stoddard	1989	Project 2000 Chair
Lee Kapaloski	1988	Project 2000 Chair
Diana Allison, Co-Chair & Karl Snow, Co-Chair	1987	Project 2000
Michael Zimmerman	1986	Project 2000

Envision Utah Chairs

Jerry Stevenson	2005 to present
Bruce Christensen	2003 to 2005
Greg Bell	2001 to 2003
Jon Huntsman, Jr.	1999 to 2001
Robert Grow	1997 to 1999

Members of the Utah Quality Growth Commission---1999 to 2007

Jon Huntsman
Gary Herbert
Lewis Billings, Chairman 1999 to 2003
Dan Lofgren, Chairman 2003 to 2007
Carol Page
Shauna Kerr
Cary Peterson
Kathleen Clarke
Carlton Christensen
Lee Allen
Max D. Thompson
Leland J. Hogan
David Allen
Dee Allsop
Jerry Stevenson
Dennis Larkin
Kenneth Ashby
Bob Morgan
Brad Barber
Camille Cain

Current Members

Jaren Davis, Chairman 2007 to Present
Flint Richards, Vice Chairman, 2007 to Present
Darrell Smith
Leonard Blackham
Mike Styler
Laraine Swenson
Sally Elliott
Mike Kohler
Ken Mitchell
Reed Erickson
Justin Allen
Larry Ellertson
Brent Tanner



Air Quality Baseline

Major Issues and Findings

Pollutant levels have been declining: There has clearly been a reduction in pollutant levels along the Wasatch Front since the early 1990s. These reductions have come from all major sectors of the economy by reducing process emissions from large industrial sources, cleaner and more efficient automotive technology, and more efficient commercial and residential products which simply require less energy for their use.

Growth is complicating the problem—Pollution per capita is decreasing, but population increases make maintaining air quality a challenge: Growth in population, the economy and vehicle miles traveled has been robust during this same period and future projections foresee growth continuing. So, while pollution per capita may be on a downward trend, the fact of more people making demands on natural resources, including the capacity of the local airshed, is a challenge that will take creativity and perseverance to solve.

Changing EPA Air Quality Standards make Compliance more difficult in the Future: In addition to the opposing forces of less per capita pollution offset by growing population and economic activity, a second and more immediate challenge faces northern Utah in the attainment of air quality health standards. The EPA-mandated air quality standards for ozone and PM_{2.5} have been tightened since the last baseline scenario was published in 2003. The more stringent standards have put counties that had either returned to compliance with those standards or had never been out of compliance, into the non-compliance category.

Utah faces Air Quality Compliance Challenges in the Future: As Utah and other states assess their impact on and options for mitigating climate change, federal legislation is likely to add to the air quality regulatory environment. Consequently, there are very real challenges that the state of Utah, especially the Wasatch Front and rapidly growing parts of the State, will be dealing with in the years to come.



Demographics and Economics Baseline

Major Issues and Findings

The anticipated changes in the population and economy of Utah introduce several major issues and findings that are relevant to the understanding of the baseline and the development of alternative scenarios. These include:

Demographics

Utah Population will continue to increase: The population in Utah is projected to increase from 2.70 million, to 6.84 million people in 2060, or 1 person every 6 minutes.

Population will grow at 1.9% per year through 2060: The current and projected rates of population growth, which are approximately twice the national average, are not unprecedented in terms of Utah's recent history, nor unique among the Intermountain states. Utah's historical rate of population growth from 1950 to 2000 averaged 2.4 percent per year. The projected rate from 2000 to 2060 is 1.9 percent.

Large families = high growth rate: The primary reason for Utah's rapid and stable population growth is the many large families in the state. Utah has a relatively young population and therefore a disproportionately large share of women in childbearing years. In addition, Utah's fertility rate of 2.5 children per woman is the highest in the nation; the national rate is 2.1 children per woman. These two factors result in a relatively large number of births.

65% of projected growth is indigenous: Utah's preferences for large families and healthy lifestyles, result in a high rate of indigenous population growth. During the 60 year period, approximately 65% of the state's population growth is projected to originate from residents' own children and grandchildren. Residents in Utah have higher life expectancies than their

national counterparts. Higher survival rates and a younger population results in a relatively smaller number of deaths per capita.

80,000 new Utahns every year till 2060: Utah will average almost 80,000 new residents a year between now and 2060. This is an annual population growth of roughly the current size of Ogden. These new residents will require government services and infrastructure. They will also increase the levels of congestion and place tremendous pressures on open space, farmlands, and air quality.

32,000 housing units needed annually:

According to the 2008 Baseline, homes and apartments for about 32,000 new households will need to be built every year.

In migration will continue—Efforts to limit in migration would negatively impact the economy: In a society where people have the constitutional right to move freely among states, in and out migration is a given. It has never been the goal of the state to have net in-migration, but leaders have tried to foster an economy that provides economic opportunity to current and future residents. Attempts to limit in-migration by restricting economic development opportunities are likely to negatively impact economic prospects for residents as well.

Economics

Utah's economy will remain strong despite current national downturn: The economy in Utah is projected to remain strong during the projections period. This is based on analysis of the historic and national trends in 23 industries, as well as local expertise. Job growth is projected to be sufficient to provide for Utah's rapidly growing labor force and will even attract in-migrants through out the projections period. Net in-migration is projected to average almost 28,000 new residents per year.

Transportation Baseline

Major Issues and Findings

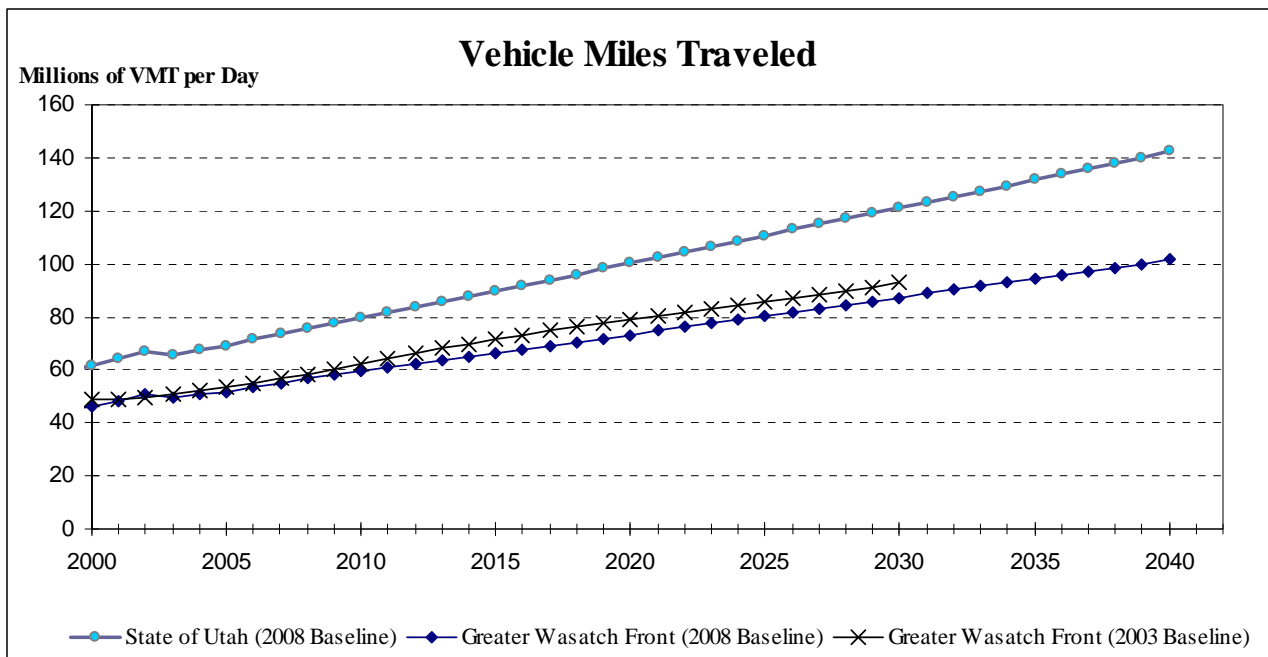
Statewide Vehicle Miles of Travel will double by 2040: Statewide daily vehicle miles of travel are forecast to approximately double by the year 2040 from 71 million miles in 2006 to 142 million miles in 2040.

Wasatch Front VMT will nearly double by 2040: Daily vehicle miles of travel within the Greater Wasatch Front are projected to increase from 53 million miles in 2006 to 101 million miles in 2040.

Wasatch Front will have fastest VMT Growth—Utah County and St. George area VMT's are also growing fast: The largest increase in VMT is projected to occur within the WFRC region. The Mountainland AOG region and Five County AOG region are also projected to experience significant VMT growth.
(for AOG Regions, refer to Page 32 of this report)

Annual rate of VMT growth is forecast to be the highest in the Five County AOG: This is primarily due to growth within Washington County.

Utah County VMT will grow faster than statewide average: The Mountainland AOG is also projected to have an annual VMT growth rate that is higher than the statewide average. Statewide VMT is forecast to grow faster than population of new residents per year.



Water Baseline

Major Issues and Findings

Water is not a constraint to growth in most of the state through 2030—without Lake Powell Pipeline, water will constrain Dixie growth:

Water is not a constraint to growth in the Greater Wasatch Area, Cache County, and most other counties through 2030. However, without the construction of the Lake Powell Pipeline, water will be a limiting factor on growth in Utah's Dixie.

In some areas, water must be shared across jurisdictional lines and additional distribution systems will need to be built in order to meet demands.

Per capita water use has declined 12 % since 2000:

Per capita water use of public water supplies during 2005 was estimated to be 260 GPCD. This is 12% lower than the 290 GPCD estimated by the division for the baseline year of 2000. The state's goal is to reduce per capita water use by at least 25% (220 GPCD) by 2050.

Most of the anticipated water savings through 2025 have already been achieved: The division anticipated a 12.5% reduction in water use between 2000 and 2025, from 290 GPCD to 255 GPCD. Since use in 2005 was 260 GPCD, most of the anticipated reduction appears to have already been achieved.

Causes of the usage decline are unknown—drought and state conservation efforts have had an effect: Utah water officials are unsure whether the dramatic decline in water use over the past few years is a short term response to the drought which occurred from 1999-2004 or the beginning of a long term trend. Clearly the drought and the "slow the flow" wise water use campaign have caused people to use water more carefully.

Major new water sources have been identified: Major new sources of supply include development of additional groundwater supplies and expansion of water treatment plants to use more mountain stream water in Salt Lake County, irrigation conversions, Lake Powell Pipeline, and Bear River development.



Climate Change Baseline

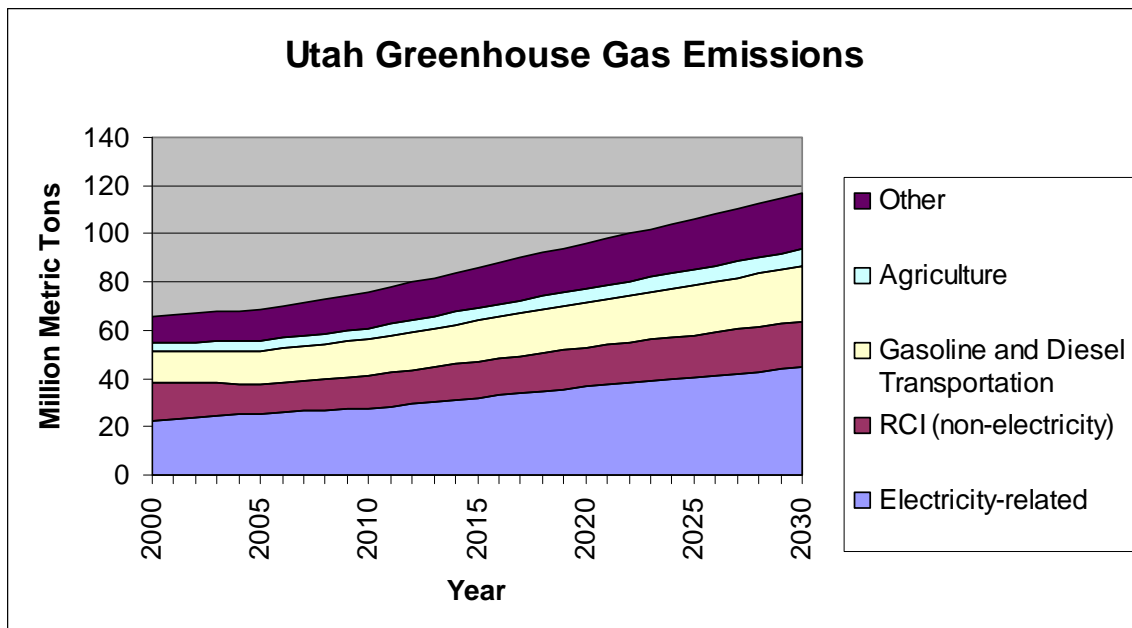
Major Issues and Findings

Utah produced 1% of total US Greenhouse Gases in 2005: Overall GHG emissions in Utah were 68.8 MMtCO₂e in 2005 or approximately one percent of U.S. emissions.

Utah Emissions will grow by 70% by 2030: Under a “business as usual” scenario, GHG emissions in Utah are anticipated to grow by over 70 percent from 68.8 MMtCO₂e in 2005 to 117.1 MMtCO₂e by 2030.

Numerous factors could influence these emissions: This trend could be markedly influenced over the forecast period by a variety of factors including, but not limited to changes in market conditions, advanced technology

development and deployment, diversification of Utah’s energy resource mix to include a greater proportion of renewable and other low-carbon energy sources, efficiency standards and programs, tax credits and other incentives, and regulation and policy at the state, regional, or national level



Land Use Baseline

Major Issues and Findings

While making precise projections on land use and development patterns over twenty years into the future may not be possible, it is possible to show illustrations of what the future may look like based on trends and population projections. Using the projections from the Statewide Travel Model, the entire state was analyzed to see which areas may show the most growth by 2030.

900 Square miles of new development needed to keep up with growth at current density: With a current figure of over 796,650 acres of developed land in the state (including commercial), it is estimated that there are an average of 3.2 people per developed acre in this state. At that rate 575,000 acres, or nearly 900 square miles of new land would need to be developed to keep up with population projections for 2030.

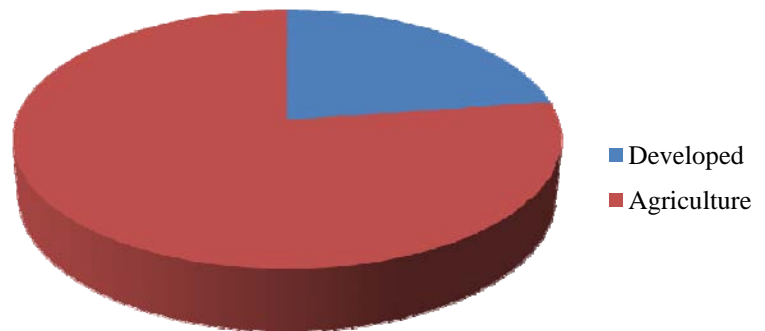
Current trend will increase developed land in Utah by 75% by 2030: That rate of development would increase the amount of land developed in the state by nearly 75%. This estimate, however, probably represents the high-end in many areas of the State.

Other development types will likely reduce actual land development: Many of the developed areas will use in-fill practices, newer developments are likely to be denser in design, and many of the current large-scale industrial land uses such as Kennecott Copper Mines are unlikely to be replicated at the same scale elsewhere in the state during the next twenty years. Furthermore, many newly developed areas will utilize existing infrastructure, public buildings, and commercial areas. Population per developed acre should increase and the rate of land consumption will decrease.

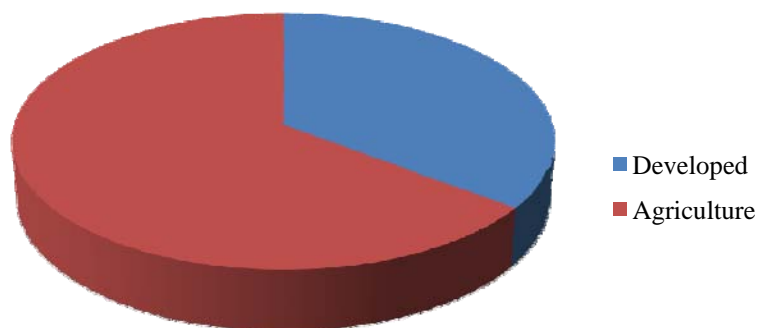
Utah will lose agricultural land to development: Statewide, agriculture land is projected to decrease by 310 square miles by 2030.

Utah will increase amount of developed land statewide: The amount developed land statewide is projected to increase by 898 square miles if population per developed acre (PPDA) densities remain constant. If PPDA increases, on average, from the current 3.2 PPDA to 3.4 PPDA, the amount of developed land statewide would increase by 770 square miles.

Statewide Agricultural vs. Developed Lands 2005



Estimated Statewide Agricultural vs. Developed Land 2030



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