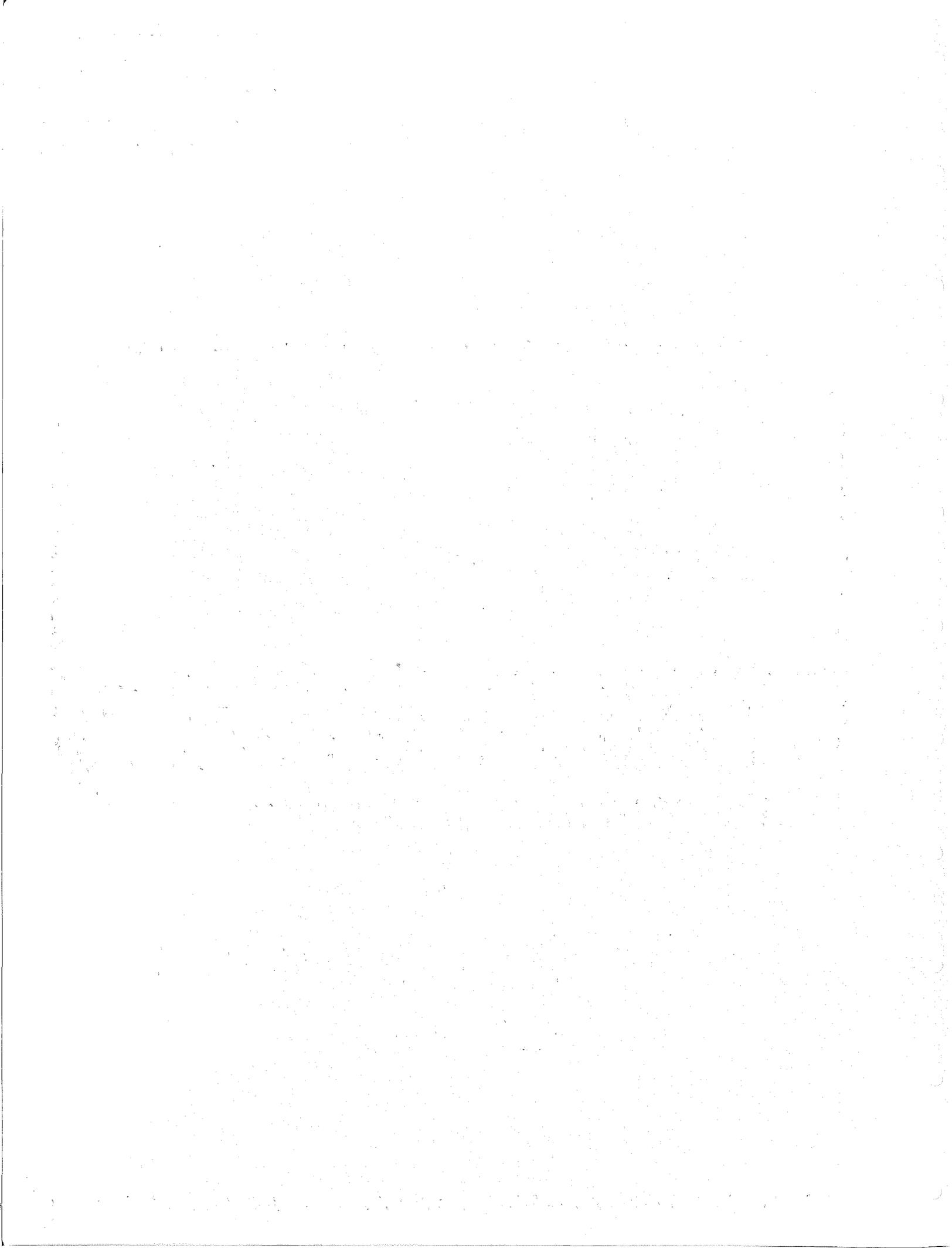


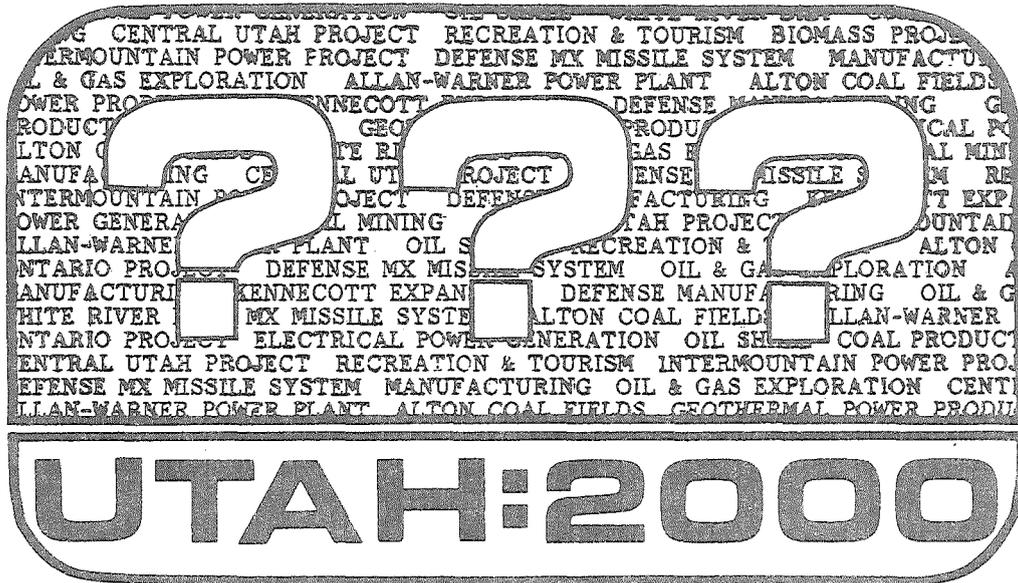
PROJECTIONS



A
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STATE PLANNING COORDINATOR
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PREFACE

This report "Utah:2000 - A High Development Scenario" is one of a series of reports issued by the State Planning Coordinator's Office that are designed to support comprehensive planning and the development of a Utah growth management strategy. The report is intended to help create the context for long range planning as agencies develop program and functional plans and local governments complete comprehensive plans. Our objective is to stimulate thought about the future - not try to predict it.

We have attempted thorough this report to provide a framework for relating individual events and assumptions, that while often viewed in isolation, do in reality, exhibit interrelationships and interdependencies. Although the staff has speculated concerning the implications of certain events and trends, it should be made clear that such speculation represents only limited contingencies in a much broader range of possibilities. No attempt was made to assign probabilities or to identify all consequences or implications of the stated assumptions. We have engaged in limited speculation only as a stimulus to others in thinking about the future as they evaluate the data for their specific planning purposes and as a means of generating discussion of broad policy issues. It is our hope that this will provide a frame of reference for policy making rather than policy conclusions.

This report and the resulting analysis is but one step in an ongoing comprehensive planning process. The information and data concerning current and future conditions, of which this report is a portion, provide a context for ongoing decision making, goal setting and plan implementation. This effort is part of a larger process designed to define objectives encompassing a preferred future which would be based upon preserving Utah's quality of life through managing growth. Individual plans, policies and strategies will be designed to implement the preferred or growth managed future through functional and program plans and the budgeting process.

CAN UTAH'S FUTURE BE PREDICTED?

Utah is clearly in a period of transition -- a time in which conditions and expectations are rapidly changing. The Utah that emerged in the 70's is much different from the Utah of the 50's and 60's. Characteristics and trends that seemed stable during earlier times have been shattered in the wake of national and international events. Major events that could drastically alter the state's social, cultural and physical environment loom on the horizon and beckon images of both opportunity and challenge.

Utah's future is defined by past, present, and future decisions and forces from internal as well as external, and private as well as public sources. The future cannot be predicted! The future is not a world that lies before us quietly awaiting our arrival but rather a world that we ourselves are creating. The future, then, is not fixed. Many different "futures" may develop out of the present moment in which we live.

From an inventory of possible future events, conditions and trends, major assumptions have been formulated by the State Planning Coordinator's Office around the broad theme of extensive or high economic development and organized into a statewide scenario. This scenario should be considered as a possible image of the future, to be read much like a history. A history of any period never covers all of the events that took place. It focuses instead on those major events, issues, and forces which shaped the period. This should not be viewed as a forecast of what will probably occur. Rather it is a framework for relating the individual events and assumptions so as to evaluate their interrelationships and impacts upon each other as well as the cumulative impact for the state. While it is true that there exist many possible future scenarios, our long term objective is to define and implement a preferred future whose events most closely approximate the highest quality of life for the state's residents. This will involve goal setting and the establishment of common objectives for the future within a realistic assessment of possible future change and the state's ability to affect that change. Obviously, the state's political, economic, physical, and social capabilities are limited within the national and international realm of events. Given these limitations the preferred future will be a framework for policy development and a guide for future growth and change. In this sense, the

development of this scenario, or others, and the definition of a preferred future provide a frame of reference for policy making rather than policy conclusions.

The high development scenario provides one particular glimpse of the future and allows us to explore common issues and assumptions. Within this context we will identify and examine major policy issues. Analysis from different agency perspectives will identify needed changes in agency programs as well as opportunities for a more effective allocation of resources. Our objective is to provide a context for long range planning, budgeting, policy development and the development of a Utah growth management strategy. Each participating agency or unit of government is urged to read the material and identify the major implications and consequences of this future on the state and its resources as viewed from their particular perspective. The analysis of this future will require you to make certain comparisons from the standpoint of your objectives, programs and activities. For purposes of comparison, a baseline projection is also described. The last section of the report contains the format for evaluation and a response questionnaire.

The consolidation and comparison of this information will be used in future analysis and discussions to identify possible opportunities, develop policy and isolate areas of policy conflict and program inconsistency. It is an important step towards shaping the future as we move toward a Utah growth management strategy.

BASELINE

WHAT IS A BASELINE PROJECTION?

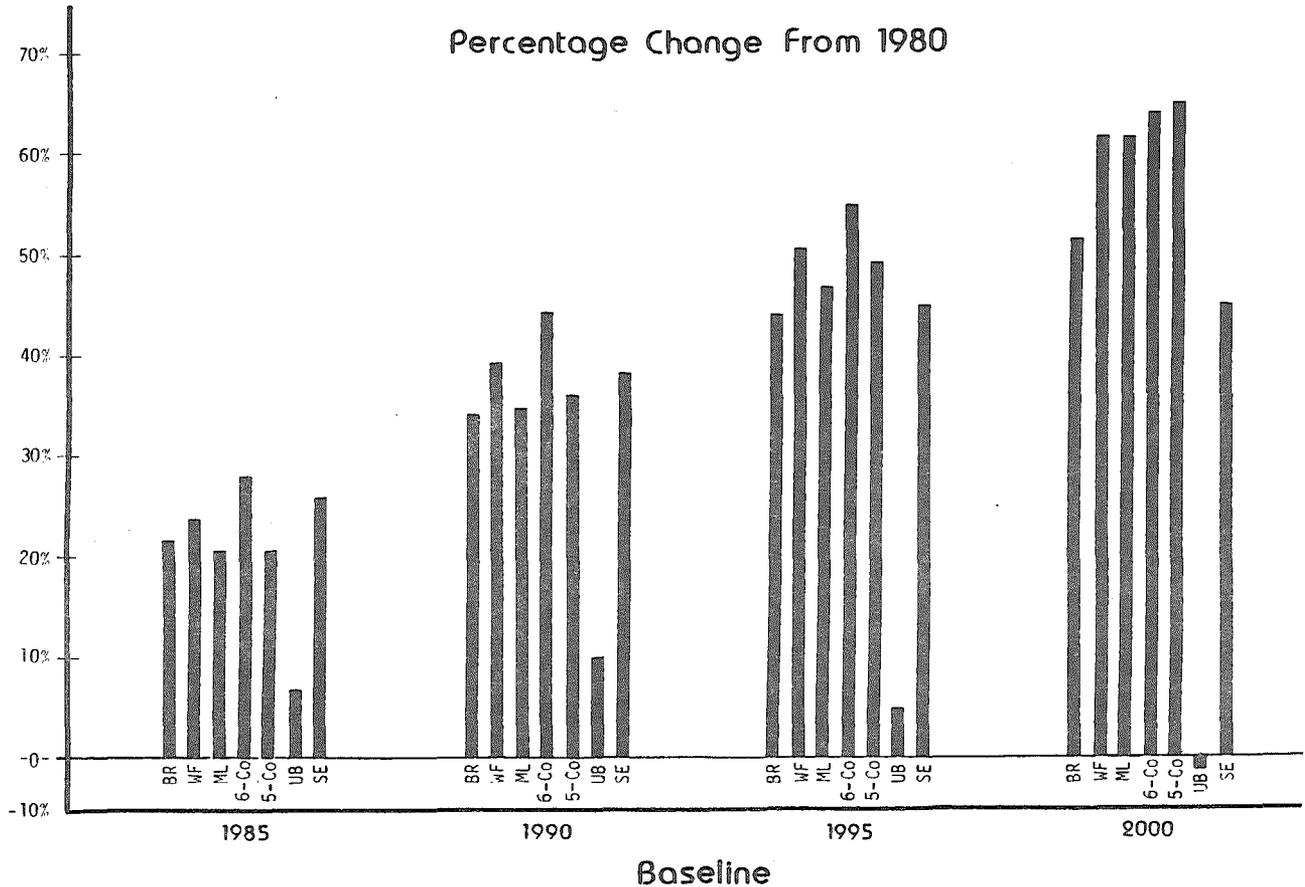
The State Planning Coordinator's Office produces population and employment projections using the UPED79 Model. The Model has the ability to produce projections for any number of specific scenarios. It is used to produce a "baseline projection" which reflects the future based on the existing economic structure in the state and trends of important factors such as birth rates, migration rates and labor force participation rates. The baseline projection is not a prediction of the future. It is an attempt to indicate the direction current trends are likely to take in the state with no major events or changes included.

There are a number of important potential developments which need to be considered such as the MX deployment system, synfuels development, and additional large recreational facilities. These however, are not contained in the baseline assumptions. These events provide the basis for designing alternative scenarios and generating alternative sets of projections. The baseline projection provides a reference series against which the alternative sets of projections can be compared to determine what impacts they may have. This combination provides the framework for further analysis of resource demands, social and economic impacts, and planning and policy issues.

Population and Economy:

The State's population is projected to increase from 1.42 million in 1980 to 2.27 by the year 2000. In terms of total change, this represents a significant increase of 60 percent. However, comparing the rates of growth of the past twenty years with those projected for the next twenty under the baseline assumptions, the respective annual growth rates are 2.3 percent and a projected 2.4 percent. Figure 1 shows a graphic comparison of the percentage change in population for each district from 1980. The Wasatch Front MCD accounts for most of the state's total projected population (about 65 percent).

Figure 1
POPULATION



In absolute terms, the changes projected in some of the less populated MCD's are small compared to the State total, but represent significant change for those districts, for example, Southeast MCD.

The population projections reflect the conservative nature of the baseline assumptions. In projecting the natural increase in population it has been assumed that current survival rates remain constant. Fertility rates are assumed to follow the national pattern of decline and will move toward the current national rate, but not reach it. Migration rate assumptions for students, LDS Missionaries, and retirees reflect the patterns of the 1970s. Employment related migration is stimulated by economic opportunity. In the 1970s, employment increased by nearly five percent each year. The employment projections from 1980 to 1985 assume a continuation of substantial growth in that five year period with an average annual rate of 4.4 percent. For the projection years after 1985, the rate of growth declines. The

rationale for this decline is based on the concept that an area of a given economic structure will grow to some threshold; upon reaching this level, the area will stabilize, all other things being equal. Projections of population and employment by multi-county planning district are provided in Table 1, page 13. Household and school age population projections are included in Table 2, page 14. The population projections are disaggregated to the county level in Table 3, page 15.

The Wasatch Front's economy has been described as having reached a new threshold of growth in the 1970s. The size of the population in the area and the demands generated by it reached a range within which it became economically feasible to provide more goods and services to itself rather than importing them. It has been assumed in the baseline projection that this type of self-generated growth will continue into the early 1980s.

The areas outside of the Wasatch Front have much less diversified economies. Their economic structure is much more susceptible to change. In many of these areas it was necessary to include particular developments in the baseline. These developments are beyond what would have been generally anticipated, given the economic structure of the areas, yet are close to becoming a part of it. The general criterion for inclusion in the baseline was that construction activities had begun on the planned development. A result of this approach is a generally higher projection for the immediate years for which we have some information about potential change. As the projections are made for further into the future, the information about sources of change becomes more scarce, if available at all.

The population projections provide a way of looking at change in the future. However, the relative importance of the components of change is not always the same, and proportional shifts can have very different implications. Population change is a function of natural increase (births minus deaths) and net migration (immigration minus outmigration). The relative importance of each of these factors can change over time. From 1950 to 1960, 95 percent of the increase in the State's population was from natural increase; the state experienced only a small amount of in-migration (10,000 people). The migration pattern shifted dramatically in 1960 to 1970 when the state lost nearly 11,000 in population due to out-migration. Natural increase offset this loss of population and the state's total population increased by 18.9 percent.

The high birth rates which have been characteristic of the State are still the major factor in population change. However, there has been a significant shift through the 1970's. Since 1974 the proportion of population change as a result of net in-migration has been assuming an increasingly important role. The growth in economic opportunities is the primary source for stimulating such migration. The offsetting phenomenon in this picture is the increasing rates of participation in the labor force. The latest estimates of labor force participation rates in Utah show them to be close to the national rates. This is an offsetting factor to in-migration. Utah may be reaching the point where the labor force can no longer be increased from people who in the past had chosen not to seek employment. Under these conditions, and in a growing economy as depicted by the baseline assumptions, in-migration can be expected to continue to increase.

The challenges of meeting the demands of an increase in population from in-migration are quite different than those associated with natural increases in population. The age structure of the population would differ significantly. Generally the in-migrating population, responding to economic opportunity, are in the 20 through 30-year age groups; they have relatively few dependents and are part of the labor force. Their tastes and preferences may be very different from the resident population. The demands for recreation and entertainment in a community may change as a result. The housing markets may tighten for particular types of housing. In contrast, relatively large population increases as a result of natural increase will change the ratio of dependent population to working population. Obvious increases in demand on our educational system could be anticipated. As the population enters the working-age group, the unmet demand for new jobs may become a problem. Understanding the composition of population change can be a valuable tool in planning for the provision of goods and services in the coming years.

Social Conditions

The changes in social conditions in the baseline future are difficult to anticipate and only general speculation is attempted here as a way to raise some of the appropriate questions and issues. Both the baseline and high growth projections imply significant in-migration. In the urban area of the Wasatch Front the increase in people of diverse backgrounds may serve to

complement the growth in cultural activities and provide the basis of support for additional programs. This kind of change adds vitality to an area. On the other hand growth may also add congestion costs and cause an increase in a variety of societal problems. The problem of individual alienation through loss of a sense of community, as discussed in the Utah Current Conditions report,^{*} may become more evident as problems of crime, violence, and isolation increase in a growing area. It is difficult to identify the differential impact between the baseline and the high development alternatives; the issues are similar. Public resources should be utilized to improve the quality of life not only by attempting to solve social problems but also to support and encourage development activities generally available in much larger cities.

The characteristic of growth in diversity of people and cultures will also apply to the rural areas. However, because of the generally homogeneous characteristics of rural areas, the effects of population diversification may be different than in the urban areas. The levels of high development growth projected in the rural areas may reflect the experience of rapid growth in other western communities. People moving into a closely knit, small community may have very serious problems associated with adjustment into a new environment. Increases in adolescent distress, depression among females, and alcoholism among males tend to occur with rising rates of violence, suicide, divorce and substance abuse. The service delivery system is strained because the demands increase more rapidly than the tax base necessary to provide them. The newcomer workers are not poor but their living conditions can be worse than urban ghettos. Conflicts can occur between urban migrants and rural traditional values.

There may also be serious impacts on the long-time residents of an area. The benefits of growth are unevenly distributed. Jobs are plentiful for skilled white males; the rural unemployed minorities and handicapped require vocational training to participate. Female heads of household require non-traditional job programs and day care facilities to combat the effects of inflation on lower incomes. Elderly property owners must survive on fixed incomes while bearing the increased costs of providing services for the new development.

^{*} Utah Current Conditions 1979, Office of the State Planning Coordinator, July, 1979.

Urban Land Resources

More than eighty percent of Utah's residents already live along the Wasatch Front. As the baseline projections show continued growth for the Wasatch Front, a closer look is required at how the limited land area will be used for various urban purposes.

It is assumed that in-filling of the high-density areas will occur. Salt Lake City and Salt Lake County housing needs surveys indicate a strong potential for rehabilitation and redevelopment of "downtown" housing units.

Expansion of the peripheral areas is also expected to continue, as long as land and service costs in those areas remain relatively inexpensive. The term "inexpensive" is most assuredly a relative one these days. The average cost of land and housing has doubled in the last decade. Local municipalities, forced into dependence on property tax revenues, have found that returns have not been adequate to operate and maintain public services in the black. Many cities have turned to special utility connection fees to replace financial deficits and have found the building industry prepared to legally challenge such alleged discriminatory public policies. Citizens, in the face of higher taxes, demand reduction of tax-load yet also demand present levels of service. It is difficult, if not impossible, to assess how long the demand for "peripheral" housing will remain depressed. The escalation of gasoline costs could prolong the pattern, but it is not likely to entirely bring it to a halt.

The high costs of detached single family housing has forced many prospective home buyers into the condominium market. Yet construction costs of new condominium development has made many buyers in that market ineligible to afford mortgage loans. The answer has been conversion of existing rental facilities - both large homes and apartment buildings - to condominium ownership. The impacts of this trend, though initially attractive in terms of alleviating urban sprawl, are feared to displace many city dwellers wholly dependent on the rental market, such as the elderly and mothers with dependent children. One immediate impact of such a scenario is, once again, marked increases in public revenues to subsidize new public housing units. It is likely that expenditures of public revenue may shift from provision of expensive new "leap-frog development" services to expensive new downtown public housing facilities.

Another implication of urban growth as projected by the baseline would be the continued loss of agricultural land to urbanization. Utah's cropland has decreased in all urban counties in recent years. Based on the latest land use surveillance by the Wasatch Front Regional Council, Salt Lake City shows the most dramatic loss in agricultural land. The city had 704 acres of agricultural land in 1970 and 548 in 1977, indicating a loss of 22 percent over that time period. It is projected that between 1977 and 1995, the city will have a 75 percent decrease in agricultural land. The causes of recent declines in agricultural land use are complex and most likely economic in origin. Certainly it cannot be claimed that urban growth is alone responsible. But a conflict does exist, and urban growth is an important explanatory factor. One need only look as far as the western part of Salt Lake City to see urban sprawl and the interspersing of homes throughout agricultural land.

Finally, increased transportation and energy costs could be expected to stimulate the alteration of traditional transit and employment base patterns. The relative costs of new commercial industrial center construction are extensive, if not prohibitive, in peripheral locations where housing demands are depressed. The costs of running a business in an existing employment center have been amortized over a longer period of time. Overhead is lower while the profit margin is greater. Transportation costs are advancing at an unprecedented rate. Those employment centers closest to central rail, air, and other urban transit modes will benefit more directly than those located peripherally. In addition, the proportion of close-in housing is high enough to move substantial numbers of potential workers toward existing centers.

Rural Lands & Other Natural Resources

Even though the baseline projection illustrates significant growth in the rural districts through the 1980s, there will be continued decline in some rural communities and in the agricultural sector. Geographically and economically isolated rural communities will probably be unable to capture a proportionate share of regional growth. Inflation in land values, uncertainty regarding public land grazing permits, transfer of water to other uses, and increased fuel costs will most likely result in a decline in the number of farmers and the amount of land in productive agricultural use.

The higher cost of farm equipment has increased the minimum size farm that can be considered an economic unit. This, combined with inflated land value is reducing the number of small family farms through consolidation (the average farm size is increasing) and transfer of agricultural land to other uses (sub-divisions and industry).

The continued loss of agricultural land and the small family farm will affect the culture and lifestyle of much of rural Utah. As farmland is converted to rural subdivisions or "ranchettes" much of the rural open space will be lost. Rural subdivisions may thrive, even in the absence of major development, as Utah is generally regarded as an ideal location for retirement. According to the July, 1979 issue of Money magazine, Utah heads the list of the top retirement spots in the country.

Although the baseline future does not include major energy development projects, the growth of the state's industrial sector and continuing urbanization will place competing demands on water utilized by agriculture. Demand for water resources will require greater conservation and pollution control efforts such as improvements in irrigation efficiency and the reduction of agricultural contributions to water pollution. The cost of water pollution control and conservation combined with the increased value of water for other uses will result in the sale of agricultural water rights to other "higher" economic uses.

Rural land resources, both public lands and privately owned agricultural lands within approximately one hundred miles of Utah's urban areas, may be subject to intense recreational development pressures. The growing urban population can be expected to seek outdoor recreation "closer to home" as the cost of gasoline reduces the ability of the population to travel great distances. The tendency to seek recreational experiences nearer the urban areas may ultimately have a negative impact on the tourism-dependent areas of the state. However, it is more likely that the urban Utahns will seek weekend recreation near the cities and spend longer vacations in-state visiting the National Parks and Monuments, thereby offsetting the decline in tourism.

With the decline in the number of agriculture related workers and the urban and rural population becoming more diverse and heterogeneous (in-migration), the attitude towards federal lands in Utah may shift significantly. This, coupled with the increased and continued demand for

outdoor recreation on public lands could focus public opinion in Utah more in line with National attitudes which generally favor public use of the lands, versus the more specialized private interests such as mining. The public lands could then be viewed as an asset to the quality of life rather than as a liability.

Public Facilities & Services

Based on the population growth identified in the baseline, public planners in all areas of the state except the Uintah Basin District could expect to experience a rather large demand for additional public facilities during the next five years. This demand, generated by a projected state population growth of about 4.6 percent per year, will not be experienced uniformly throughout the state. The Uintah Basin District with a projected annual population growth rate of only about 1.4 percent per year between 1980 and 1985, will not likely experience the smallest demand for additional public facilities. The Six County District, with a projected annual population growth rate of about 5.7 percent during the same period, could experience the greatest demand for public facilities.

Information contained in multi-county development plans and information collected by state agencies indicates that when existing public facilities are compared with resident expectations and government requirements many appear to be almost used to capacity or already inadequate. Government officials will be challenged to not only satisfy these existing needs but to deal with the increased needs generated by population growth. Officials in those areas of the state that are projected to experience rapid growth in the early 1980's and are already experiencing significant public facility needs could expect to face the biggest challenge.

Public concern for the physical environment is another factor that could influence an area's public facilities demand. Increasing concern for the protection of the physical environment could, depending on how this concern is expressed, either increase or decrease the demand for public facilities. For example, increased public or governmental demands for clean water may force a community into developing a public wastewater treatment system to replace the private systems currently in use. On the other hand, environmental concerns may prevent the development of a new population

center or limit the expansion of existing communities. These types of population limitations will serve to decrease the future demand for public facilities.

Planners and public officials may also wish to modify their population-based public facilities projections to reflect the impact of expected settlement patterns. Energy shortages and zoning ordinances that discourage urban sprawl will increase the demand for those facilities that are desired, expected or required in urban areas but are not commonly found in rural areas. The Environmental Health Planning Guide distributed by the U.S. Department of Health, Education and Welfare recognizes that population density is an important factor in justifying the need for some types of public facilities. This document suggests that public sewerage systems are normally not justified where the population density is less than 2,500 persons/sq. mile. The same document sets 1,000 persons/sq. mile as the justification point for public water systems and public refuse collection systems.

Of special interest to planners will be proposed summer home developments. While the low population densities in these areas suggest a minimum demand for public facilities the people that can afford to own a second home will generally expect public facilities equal to those they have in the urban or suburban neighborhoods where they live most of the year.

TABLE 1

UTAH

BASELINE POPULATION PROJECTIONS

MULTI-COUNTY PLANNING DISTRICT	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Bear River	94,800	115,300	127,100	136,300	144,000
Wasatch Front	916,400	1,134,100	1,273,200	1,384,000	1,488,800
Mountainlands	219,500	264,500	295,500	322,800	355,900
Six County	49,500	63,600	71,300	76,500	
Five County	52,900	63,800	71,900	78,700	
Uintah Basin	33,400	35,800	36,600	35,100	
Southeastern	<u>58,200</u>	<u>73,400</u>	<u>80,500</u>	<u>83,900</u>	
STATE TOTAL	1,424,700	1,750,500	1,956,100	2,117,300	

BASELINE EMPLOYMENT PROJECTIONS

Bear River	40,100	49,800	55,700	61,300	67,300
Wasatch Front	421,000	524,100	590,400	656,800	733,100
Mountainlands	77,800	95,800	109,200	123,300	140,800
Six County	18,700	24,200	27,200	30,000	33,400
Five County	19,800	23,800	26,800	29,900	33,900
Uintah Basin	13,000	13,900	14,200	14,000	13,700
Southeastern	<u>22,000</u>	<u>28,100</u>	<u>30,500</u>	<u>32,600</u>	<u>34,300</u>
STATE TOTAL	611,400	759,700	854,000	947,900	1,056,500

TABLE 2
 UTAH
 BASELINE PROJECTIONS OF
 HOUSEHOLDS

MULTI-COUNTY PLANNING DISTRICT	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Bear River	28,400	34,600	37,900	41,100	44,700
Wasatch Front	283,800	358,700	405,600	448,200	496,600
Mountainlands	62,700	76,100	85,000	94,700	107,900
Six County	15,900	20,100	21,900	23,400	25,400
Five County	16,900	20,500	23,300	26,300	30,600
Uintah Basin	10,200	10,900	11,100	10,800	10,600
Southeastern	<u>18,100</u>	<u>22,800</u>	<u>24,500</u>	<u>25,600</u>	<u>26,500</u>
STATE TOTAL	436,000	543,700	609,300	670,100	742,300

BASELINE PROJECTIONS OF
 SCHOOL AGE POPULATION

AGE					
5-11	167,400	216,100	255,700	266,200	25
12-14	68,300	93,600	111,400	129,900	13
15-17	74,500	80,300	100,200	121,900	13
18-21	111,800	111,000	122,700	141,900	16
22-29	<u>226,700</u>	<u>268,400</u>	<u>243,100</u>	<u>241,000</u>	<u>28</u>
STATE TOTAL	648,700	769,400	833,100	900,900	97

5-17 in
2000 = 522,600
actual = 509,320

TABLE 3

BASELINE POPULATION PROJECTIONS
PRELIMINARY COUNTY DISAGGREGATION

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
<u>BEAR RIVER MCD</u>	94,700	115,300	127,200	136,350	143,900
Box Elder	34,500	40,650	43,650	45,700	47,250
Cache	58,450	72,500	81,200	88,200	94,150
Rich	1,850	2,100	2,350	2,450	2,550
<u>WASATCH FRONT MCD</u>	916,400	1,134,100	1,273,200	1,384,000	1,488,800
Davis	144,000	205,000	245,000	272,000	297,000
Morgan	5,700	7,200	8,500	10,000	11,000
Salt Lake	585,000	698,000	772,000	834,000	900,000
Tooele	27,300	33,500	37,300	40,400	43,300
Weber	154,000	190,000	210,000	228,000	238,000
<u>MOUNTAINLANDS MCD</u>	219,500	264,550	295,500	324,200	355,960
Summit	9,300	10,000	11,150	12,200	13,400
Utah	202,100	244,950	273,850	300,600	330,200
Wasatch	8,100	9,600	10,500	11,400	12,350
<u>SIX COUNTY MCD</u>	49,500	63,600	71,300	76,500	81,400
Juab	6,150	7,800	8,650	9,250	9,850
Millard	9,200	11,550	12,800	13,300	13,900
Piute	1,550	1,950	2,150	2,350	2,450
Sanpete	14,900	18,950	20,950	22,400	23,650
Sevier	15,750	20,850	23,800	26,150	28,250
Wayne	2,000	2,550	2,850	3,000	3,250
<u>FIVE COUNTY MCD</u>	52,850	63,800	71,850	78,650	87,100
Beaver	4,650	5,150	5,450	5,650	6,000
Garfield	3,950	4,600	5,000	5,350	5,750
Iron	17,550	20,950	23,350	25,400	27,950
Kane	4,600	5,900	6,950	7,800	9,000
Washington	22,100	27,200	31,100	34,450	38,400
<u>UINTAH BASIN MCD</u>	33,450	35,750	36,600	35,100	32,900
Daggett	850	850	800	750	700
Duchesne	13,050	14,050	14,450	13,900	13,050
Uintah	19,550	20,850	21,350	20,450	19,150
<u>SOUTHEAST MCD</u>	58,200	73,500	80,500	83,900	84,350
Carbon	23,500	29,100	31,400	32,350	32,250
Emery	11,400	15,750	18,400	20,100	20,900
Grand	8,150	9,700	10,100	10,100	9,850
San Juan	15,150	18,950	20,600	21,350	21,350
STATE TOTAL	1,424,700	1,750,500	1,956,100	2,117,300	2,247,400

HIGH
DEVELOPMENT
SCENARIO

WHAT IMPACT WOULD HIGH DEVELOPMENT HAVE ON UTAH?

In the last few years a number of proposed projects and developments have received public attention. Generally the discussions have focused on one project at a time, and in such a context they appear to be manageable. However, the discussions of the proposals for the Intermountain Power Project and the MX deployment system broadened the analysis toward considering the compounding and competitive effects these two projects might have given the coincidence of timeframe and primary impact area. This section on a high development scenario for the State takes this approach by bringing together information about the numerous developments around the state and using that information to generate a set of high development projections. The developments included in the scenario would contribute to growth beyond that considered in the baseline. Employment data was required for each development in order to generate the projections. Developments which were only at the conceptual stage could not be described in terms of employment requirements and were therefore, not included. The following map shows the location of the potential developments which are included in the assumptions for a high development scenario.

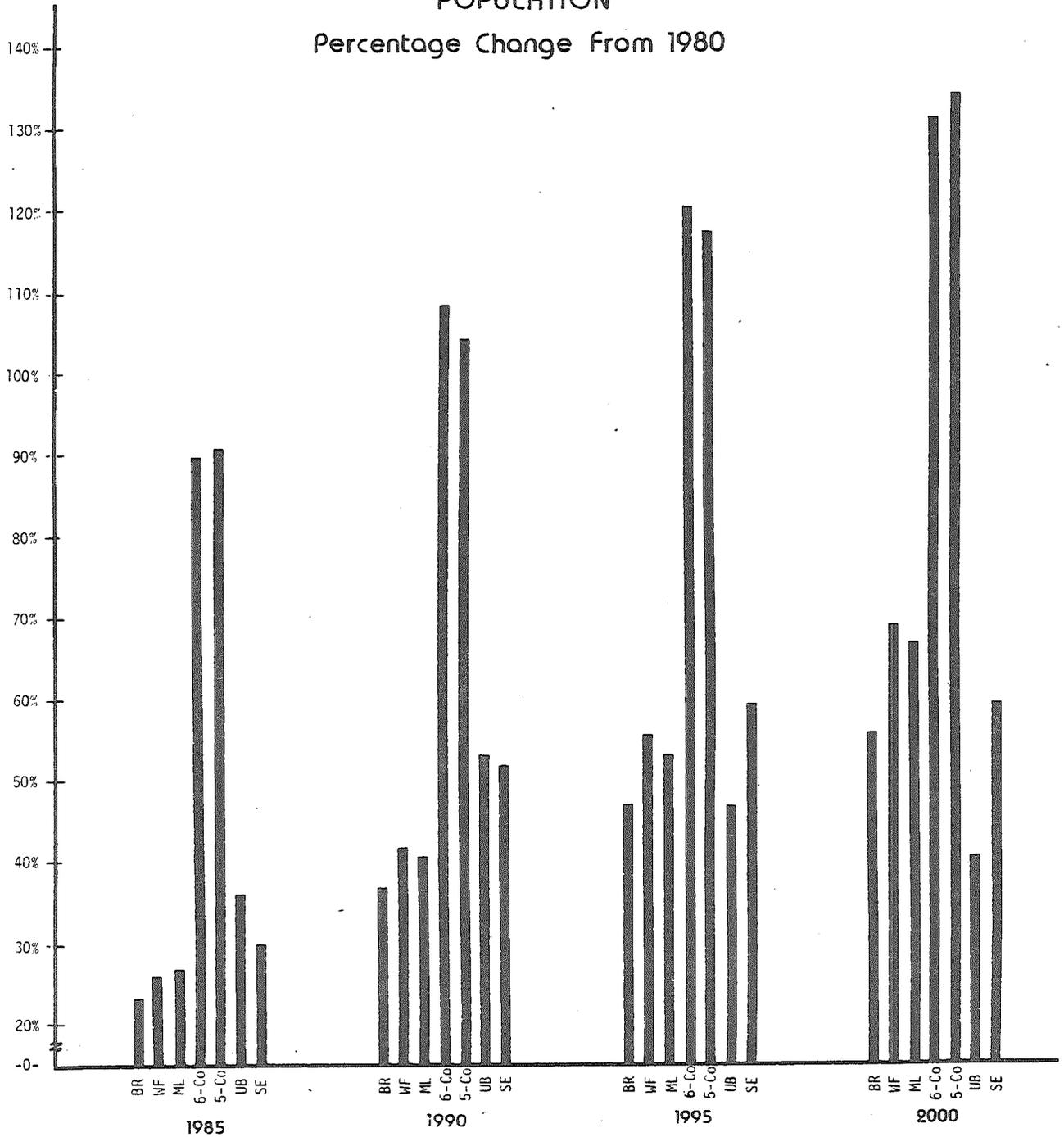
Population and Economy:

The high development projections reflect the impact of growth generated by increases in basic employment. For the state as a whole the difference is an additional 166,700 in population over the baseline projection. The Wasatch Front is projected to continue to represent the majority of the State's population. (The projections are provided in Tables 4 and 5.) The increases in economic opportunity would create a climate favorable for significant in-migration. Figure 2 depicts the projected change from 1980 for each of the multi-county planning districts. In the Five and Six County MCDs the high development projections show a more than doubling of the population.

The State-level projections appear to merely represent more of the same type of growth as projected in the baseline. The baseline and high

Figure 2
POPULATION

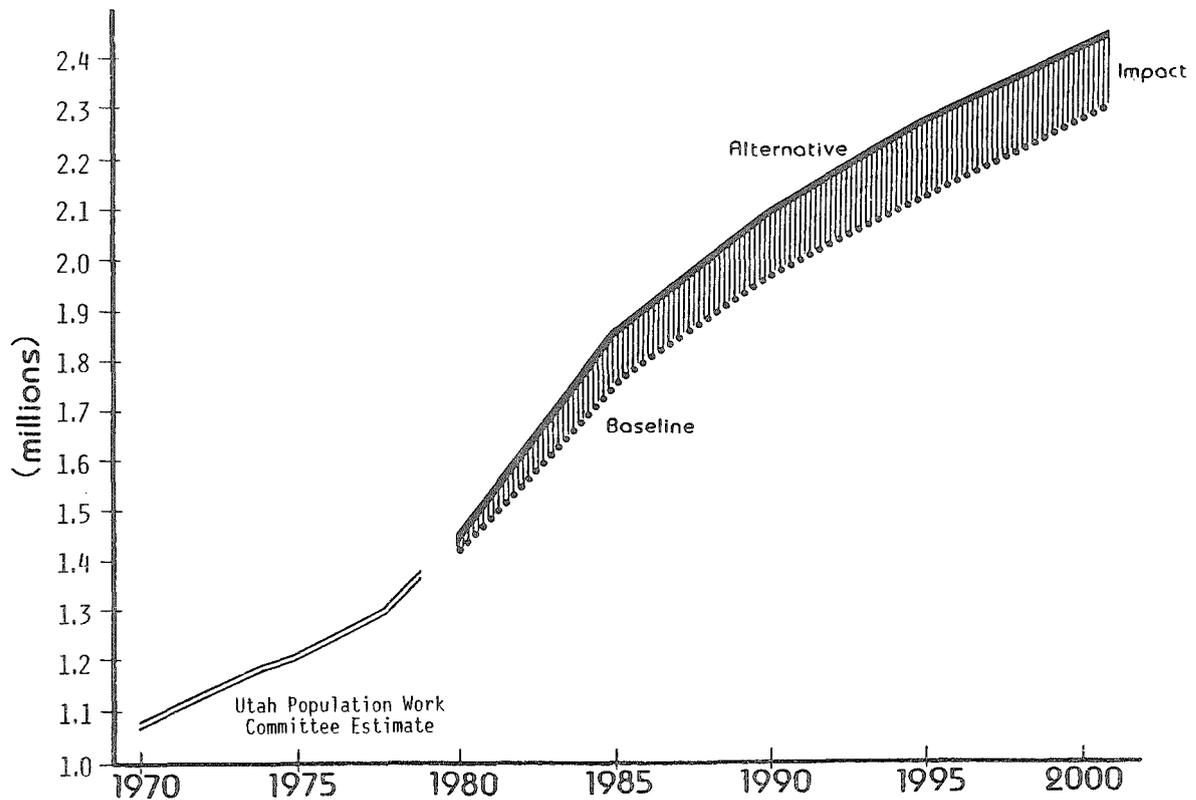
Percentage Change From 1980



HIGH DEVELOPMENT SCENARIO (Alternative)

development projections are compared in Figure 3. However, this is not the case when the assumptions are examined at the multi-county planning district level. In the Six County MCD the variety of developments would contribute to a much more diversified economy. In the Uintah Basin projection, an economic structure based on a single resource industry would be created.

Figure 3
HIGH DEVELOPMENT SCENARIO

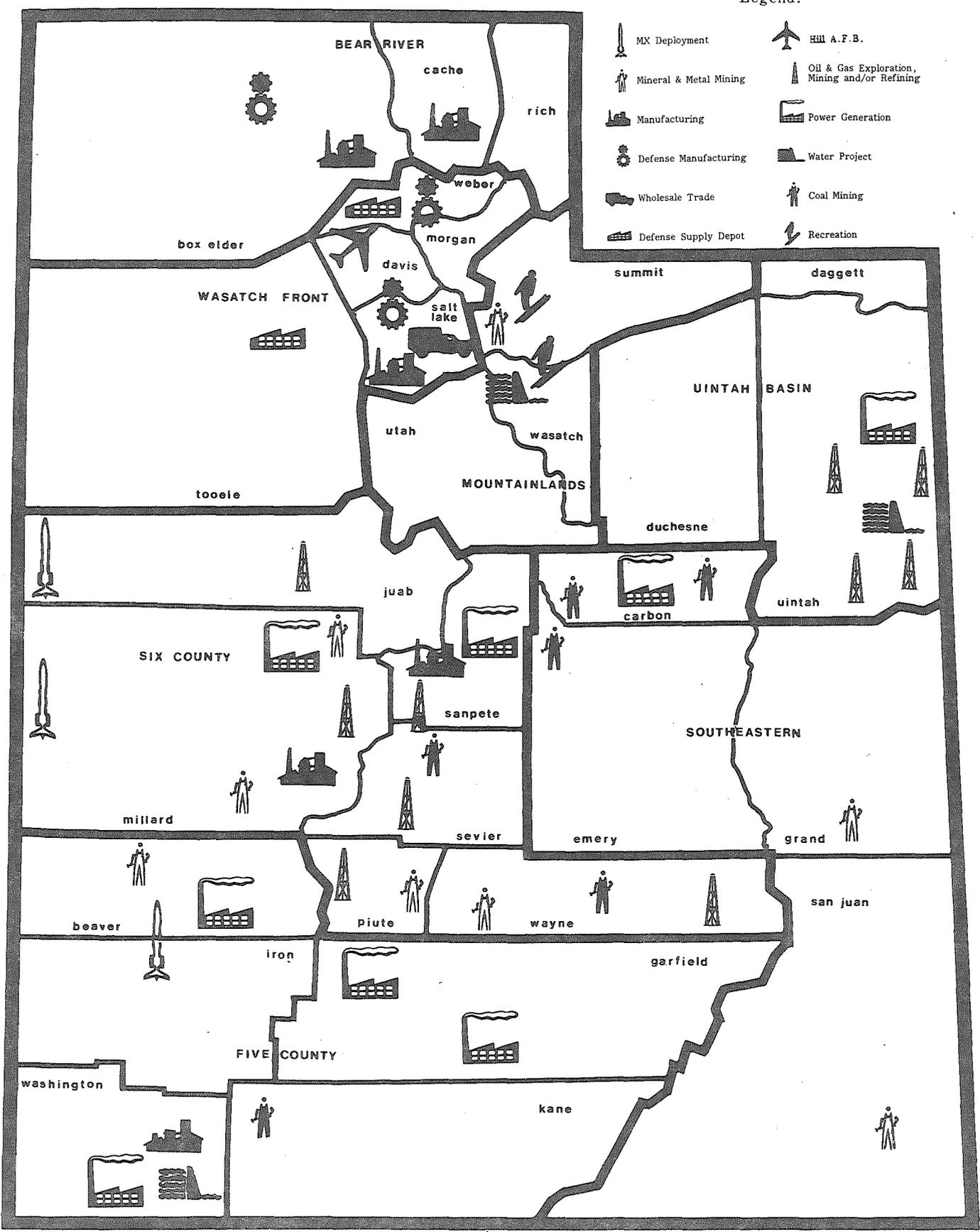


UTAH POPULATION PROJECTIONS

The Wasatch Front assumptions for high development are based heavily on federal military activity and spending. It might be viewed as a growing reliance on military spending as was experienced in the 1950s and 1960s. The implications of this high development scenario need to be considered in the formulation of State policies.

Included in the high development scenario is the proposed MX deployment proposal. The preliminary projections produced by the U.S. Air Force were used in the high development scenario. The assumptions for the disaggregation of their population and employment projections are very general. It is assumed that: (1) one-third of the total two-state impact will be in Utah (2) a major base will be located in the Cedar City-Milford area (Five County MCD), and (3) one-half of the impact in Utah will be assumed in the Five County MCD and one-half in the Six County MCD.

POTENTIAL DEVELOPMENT IN UTAH



HIGH DEVELOPMENT SCENARIO

POTENTIAL DEVELOPMENT IN UTAH (BY PROJECT)

BEAR RIVER MCD

Bourne Electronics

Nucor Steel

Thiokol Corporation

WASATCH FRONT MCD

Accelerated Expansion due to indirect impacts related to statewide energy development

Expansion of HAFB & Ogden Defense Depot & Tooele Army Depot

Accelerated Expansion of defense related manufacturing

MOUNTAINLANDS MCD

Central Utah Project
Deer Valley (Skiing)

Mayflower (Skiing)

Ontario Mine

SIX COUNTY MCD

Intermountain Power
Sanpete Hydro-Elec.
Continental Lime
Brush-Wellman Beryllium
Silver & Gold Mining
Uranium Mining
Dixon Oil Refinery

Pacific Gas & Electric
Natural Gas Pipeline
Coastal States Energy -
Skyline Mine
Suffco Mine Expansion &
Coal Loading Facility
Factory Butte Strip Mine

Sperry Univac
Drycott Chemical
General Battery
Intermountain Precision
Built Homes
Martin-Marietta Cement
MX Missile System

FIVE COUNTY MCD

Warner Valley Power Plant
Utah Resources Internat'l.
Alvey Wash Power Plant
Geothermal Power Products
Kaibab Industrial Sawdust
Power Plant

Molybdenum Mining - Pine
Grove Association
Ranchers Exploration &
Develop. (Silver Mining)
Alunite Development

LaVerkin Desalinization
MX Missile System
New Industrial Parks
ALton Coal Fields & Slurry
Geneva Pipe

UINTAH BASIN MCD

Geokinetics
Paraho

Tosco Corporation
White River Shale

White River Dam
Moon Lake Power

SOUTHEASTERN MCD

Additional coal for new
Utah Power & Light
Pacific Gas & Electric
Bookcliff Mines

Coal for IPP Plant
Coastal States Energy -
Skyline Mines

Utah Power & Light Co.
Wellington Plant
Uranium Mining

POPULATION IMPACT OF MX

	Impact in Five County MCD	Impact in Six County MCD	Total Impact in Utah
1981	80	80	160
1982	200	200	400
1983	880	880	1,760
1984	4,340	4,340	8,680
1985	8,150	8,150	16,300
1986	14,500	14,500	29,000
1987	17,570	17,570	35,140
1988	17,090	17,090	34,180
1989	14,040	14,040	28,070
1990	10,880	10,880	21,750
1991	10,290	10,290	20,580
1992	9,420	9,420	18,850
1993	9,300	9,300	18,600

Social Conditions

The parameters of change in a high development scenario are more distinct for the rural districts than the urban districts. In the urban areas the high development scenario would reflect social changes similar to those in the baseline alternative. However, in the rural areas, interpersonal, family and community social problems that go hand in hand with energy-related population growth should be anticipated. Studies of high growth areas show that there will be a significant increase in the number of family units rather than of single individuals. A stable population of individuals who intend to make Utah their home is anticipated. Family services need to be provided to such families: adoption services, day care, foster care, maternal and infant health care, family planning, education, and medical services.

Experience has taught that boom towns are fraught with family disfunctioning and disorganization because of the difficulties associated with moving, adjusting to a new environment, and integrating into a new community. The experience of other towns have noted significant increases in mental health caseloads, suicides, divorces, family tension, and emotional distress. The trend in boom towns towards increased depression among females and increased substance abuse, especially of alcohol, among males are well-known.

The boom town impact is felt on the adolescent population as well. There is documentation verifying an increase in runaways, school problems, behavior disorders, social maladjustments, and the need for youth correctional programs. While newcomers experience most of the problems associated with employment booms, the current residents in even the smallest communities are affected too. It is anticipated that a conflict of values and life styles will occur as newcomers to Utah suddenly share a community with very traditional rural Utahns.

There are also positive aspects of social change which should be considered. "For example, on the one hand the educational system in a boom town undergoes a great deal of strain. Facilities are inadequate to meet the new influx of students and they must be expanded or new ones constructed to meet the need. Double shift school days are frequently necessary. At the same time, however, the curriculum may be expanded and updated as a result of the new standards of incoming students and their parents.

Rapid growth forces local government to take a more active and expansive role in the lives of community residents. And, although it may threaten to overwhelm the capacity of town officials to cope with new demands and force them to act in unfamiliar arenas (such as social services), boom growth may result in local government being more responsive and accountable to the citizens it represents whether they be current residents or newcomers."^{*}

Urban Land Resources

The high development scenario would add 385,000 people to the Wasatch Front MCD district by 1990 and 632,000 by 2000. This scenario boosts the total population of the district four percent above the baseline by 2000. The issues discussed earlier in the context of baseline projections are also appropriate to the high development scenario. However, the magnitude of change may exacerbate baseline-type problems.

^{*}"Preparing a Boom Town for the Impact of Rapid Growth" by R. Jirovec in Boom Towns and Human Services, edited by J. Davenport and J. Davenport, Department of Social Work, University of Wyoming, 1979.

Urban sprawl can be expected to continue as the intense demand for housing impacts both the interior cities and the peripheral areas. Between 1980 and 1990 an additional 131,000 households would be seeking new housing units. Given this high demand for new housing and the expected sprawl growth patterns, a linear city would emerge similar to growth in the Denver region during the 1970's. As Utah's population diversifies through increasing in-migration and individual cities and towns along the Front become indistinct through monotonous patterns of merging urban sprawl, the unique identity of Utah's historical and cultural town centers will be lost. As we look to unprecedented rates and numbers of urban population growth, a real threat to the urban quality of life presents itself. Possibly the greatest threat of expanded urban growth along the Wasatch Front is the emerging consolidation of once distinct, unique, city and town centers into a homogeneous, monotonous linear city that would stretch from Brigham City to Payson.

The loss of agricultural land to urbanization is also expected to continue. Utah's cropland has decreased in all urban counties in recent years. The latest land use surveillance by the Wasatch Front Regional Council, shows that Salt Lake City has the most dramatic loss in agricultural land -- 22 percent between 1970 and 1977. It is projected that between 1977 and 1995, the city will have a 75 percent decrease in agricultural land, leaving only 135 acres for agricultural use. The growth associated with the high development scenario would undoubtedly accelerate that rate and acreage loss. Under those assumptions all agricultural lands in Salt Lake City could disappear by 1990!

However, land management policies of the federal government may have an affect on Utah's urban - agricultural land use conflict through a forced slowing down of suburbanization. Agricultural land preservation is an expressed national interest. Regulations designed to clean up water may direct residential land use to areas deemed suitable for that useage. Rehabilitation of housing in urban centers, a common theme, is reinforced by the increasing costs of suburban life. If these begin to slow growth at the urban fringe there will be less problem with undesired transformation of agricultural land to urban uses.

Rural Lands and Other Natural Resources

The factors affecting rural lands and resources in the high development scenario are similar to those described in the baseline. In both scenarios agriculture is shown to decline due to equipment cost and competing land and water use values. The difference between the two levels of development, with regard to rural lands and resources, are essentially in magnitude and rate of change. Rural lands and resources would be affected greatly in the regions of the state subjected to major energy, mineral and defense developments.

The competition for water rights near power plants would drive up the cost of water beyond levels which are economic for agricultural use. Farmers and ranchers would sell water rights rather than continue facing the uncertainties which prevail in agriculture. Employment in mining and energy production would compete with farm employment, further reducing the agricultural sector. Significant decline in agriculture may have an impact on the use of public lands since the formula for granting grazing permits is related to the capacity of private grazing and feeding operations.

The major events in the high development scenarios affecting rural lands and resources would take place in geographically isolated areas where the public service infrastructure is all but non-existent. Energy and mineral development occurring in remote locations may require the construction of entire new towns. If existing towns are near enough to the resource development they will expand rapidly to the boom town status made famous by Rock Springs, Gillette, and Jeffery City in Wyoming.

The development of new towns and the rapid expansion of existing towns is complicated due to the need to finance essential public service facilities while awaiting the development of the tax base resulting from the new industry. Most of the federal domestic assistance agencies give priority to resolving crises in existing cities, particularly those having suffered economic decline. Programs designed to avoid disruption and crisis are few and far between. The possibilities in obtaining federal help with boom town growth impacts have not been enhanced by the recently announced federal austerity program.

Since most energy and mineral resource development would occur in sparsely populated rural areas, there may be insufficient bonding capacity

available to finance new schools and other public service facilities. Furthermore, it could be argued that it may be unfair to expect existing taxpayers, especially those on fixed incomes, to finance services made necessary by a population influx.

Determining whether a new town or the expansion of a nearby existing town is most appropriate requires a careful analysis of tradeoffs, such as the relative cost of transportation, versus the cost of an entire community service infrastructure. The effect of rapid growth on existing communities or dispersed growth into the rural county must be assessed in terms of service efficiencies and impact on existing population. The locational complexities and the provision of front end finances make the creation of a state policy for dealing with major resource development related expansion an essential ingredient in long range planning and growth management.

Public Facilities and Services

Experience has shown that the demand for additional public facilities and services generally parallels increases in the population. If this relationship holds true through the year 2000 under the high development assumptions, the state's public officials could be faced with a need to increase public facilities and services by as much as six percent per year for the next 10 years. Population projections for the high development scenario, however, indicate that this rather high rate of increase will eventually decline. By the year 2000 the demand for additional public facilities and services could drop as low as 1.5 percent per year or less. The state, as a whole, could expect the high development scenario to produce public facilities and service demands that would run between six and seven percent greater than those generated by the baseline alternative.

The demand for public facilities and services is influenced by the nature and location of the projected population increases. Rural growth may utilize privately owned waste water disposal systems and could produce less demand for public waste water disposal service than urban growth. Suburban development would result in greater demand for collector system expansion due to the sprawling nature of most subdivision development.

It is important to remember that the public facilities and service demands generated by the events in the high development scenario would not

be equally distributed across the state. For instance, 69 percent of the State's projected population growth would occur in the Wasatch Front Multi-County District. This need not imply, however, that a like percentage of additional public facilities and services would be required in the Wasatch Front MCD. Equally important, from the public officials' and planners' standpoint, is the relationship of the increase to the original capacity.

The rate and the magnitude of growth, are critical factors in determining the timing and cost of providing adequate public facilities and services. Because of the nature of most public facility expansion projects, there is often considerable lag time between the establishment of service needs and the completion of service facilities. Project planning and financing activities can take several years. Actual construction work may extend over a considerable period of time, even years. If population and public service facilities demand continues to increase through the time required to add needed facilities, conditions could easily become intolerable long before the new services are available. The 10 to 13 percent increase that the high development scenario suggests may occur within some of the multi-county districts between 1985 and 1990 would create significant public service and infrastructure deficiencies. The impact would be even worse in those communities experiencing boom growth.

Compounding the problem faced by state and local officials is the fact that many of the projects identified in the high development scenario are of the type that will not provide the revenue that will be needed during this boom growth period to rapidly expand the capacity of existing public facilities and service programs. This condition develops because tax receipts do not start flowing until after the project is constructed and operational and/or because the development is physically located outside of the political jurisdiction where the demand for facilities and services is experienced.

TABLE 4

UTAH

HIGH DEVELOPMENT SCENARIO
POPULATION PROJECTIONS

MULTI-COUNTY PLANNING DISTRICT	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Bear River	116,900	129,500	139,200	147,800
Wasatch Front	1,150,200	1,301,700	1,428,200	1,548,200
Mountainlands	278,100	310,500	335,200	366,900
Six County	85,900	92,600	100,000	105,300
Five County	93,400	97,100	106,100	114,900
Uintah Basin	45,500	51,100	49,100	47,100
Southeastern	75,900	88,300	92,300	92,600
MX Impacts [*]	<u>16,300</u>	<u>21,700</u>	<u>18,600</u>	<u>18,600</u>
STATE TOTAL	1,862,200	2,092,500	2,268,700	2,441,400

HIGH DEVELOPMENT SCENARIO
EMPLOYMENT PROJECTIONS

Bear River	50,500	56,700	62,700	69,000
Wasatch Front	532,500	604,900	678,800	763,000
Mountainlands	101,300	114,700	127,600	145,000
Six County	34,500	36,000	39,400	43,100
Five County	37,300	37,400	41,000	45,100
Uintah Basin	18,300	20,300	19,900	19,700
Southeastern	29,700	33,900	36,000	37,700
MX Impacts [*]	<u>27,100</u>	<u>35,000</u>	<u>29,900</u>	<u>29,900</u>
STATE TOTAL	831,200	938,900	1,035,300	1,152,500

^{*} It should be noted that the peak impact years occur between 1985 and 1990.

TABLE 5

UTAH

HIGH DEVELOPMENT SCENARIO
PROJECTION OF HOUSEHOLDS

MULTI-COUNTY PLANNING DISTRICT	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Bear River	35,100	38,600	42,000	45,900
Wasatch Front	364,100	415,200	463,100	516,100
Mountainlands	80,600	89,700	98,300	111,200
Six County	27,500	28,700	30,700	33,000
Five County	30,400	31,500	35,000	39,400
Uintah Basin	14,000	15,900	15,400	15,200
Southeastern	<u>23,600</u>	<u>27,000</u>	<u>28,200</u>	<u>29,100</u>
STATE TOTAL	575,300	646,600	712,700	789,900

HIGH DEVELOPMENT SCENARIO
PROJECTIONS OF
SCHOOL AGE POPULATION

AGE				
5-11	224,300	269,100	286,900	272,700
12-14	97,300	115,600	138,500	145,100
15-17	83,800	103,900	126,700	144,500
18-21	116,200	127,000	146,600	174,200
22-29	<u>289,500</u>	<u>258,800</u>	<u>252,600</u>	<u>297,600</u>
STATE TOTAL	811,100	874,400	950,300	1,034,100

WHAT ARE THE ISSUES FACING THE LOCAL PLANNING DISTRICTS?

The following data and analysis have been prepared for each of Utah's seven Multi-County planning districts (MCDs) concerning the impacts and implications of high development for each specific area. In each case we have attempted to focus on issues unique to that district. These selected issues are not meant to represent the concerns or priorities of the area's residents or in any way suggest a comprehensive treatment of all possible issues.

It should be noted that the figures for each MCD depicting population projections are drawn at different scales in order to most graphically display the differences between the baseline and scenario within each district. Careful attention should be paid to the total population scale at the left margin of each figure because they vary from district to district and the figures are not necessarily directly comparable.

BEAR RIVER: AGRICULTURE'S FUTURE?

Both the baseline and high development projection follow a similar pattern of growth between 1980 and 2000. The only real difference between the two projections is magnitude. The high development scenario is approximately 3000 persons higher at midpoint in 1990.

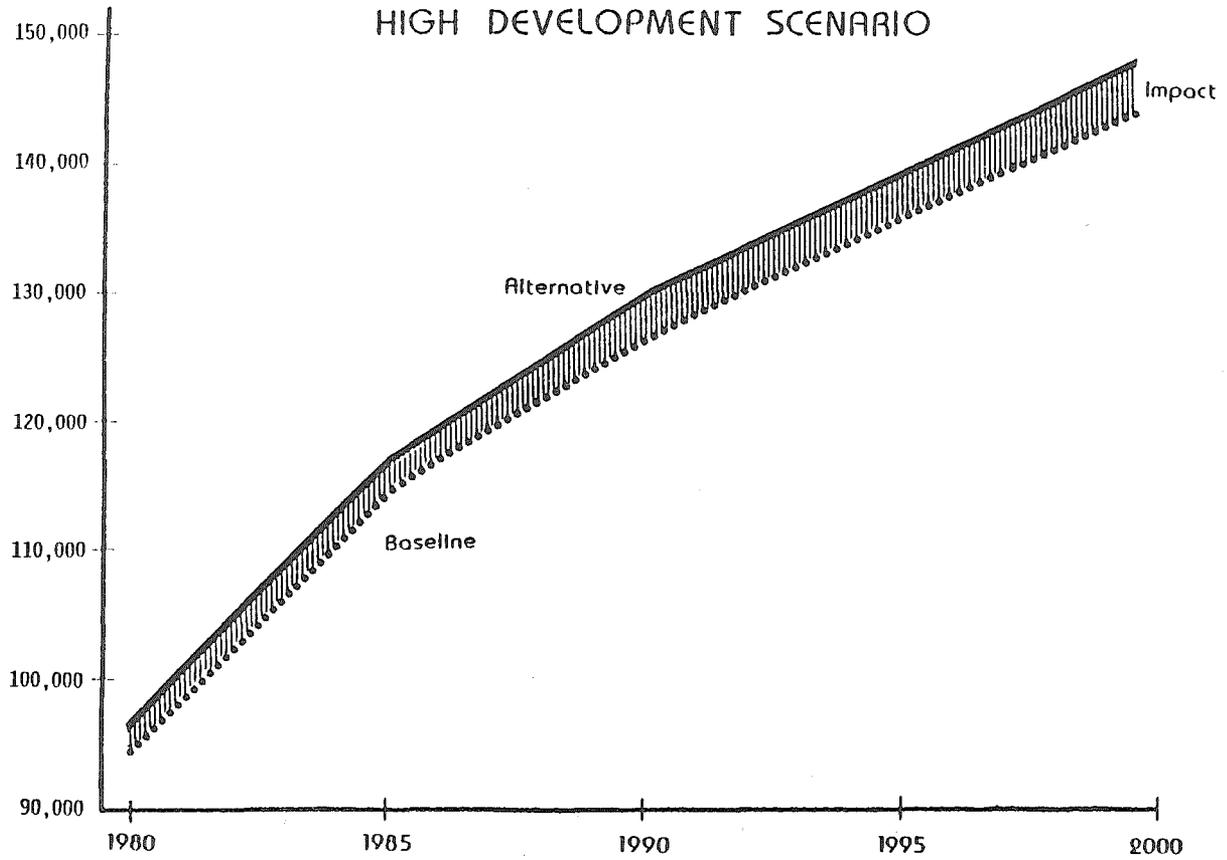
A major issue of growth in the Bear River District surrounds the decline in the agricultural sector and the simultaneous increase in manufacturing. Agricultural employment has followed a trend of decline in Utah and the nation as a whole. The Bear River District has also experienced a loss of farm land primarily due to growth and urbanization. Between 1959 and 1974 the district lost 120,000 acres of croplands.

While the rates and magnitude of growth in the Bear River District are not as dramatic as projections for other districts, the continued decline of agriculture and loss of farm land due to urbanization threatens the historical economic base and raises questions concerning the future of the present rural atmosphere and way of life. Additionally one must wonder about the increasing manufacturing sector and its potential impact on the air quality of small enclosed valleys, such as Cache Valley.

In Box Elder County the increased growth from Brigham City south along the urban corridor suggests continued urban sprawl as Brigham, Perry and Willard merge towards Ogden.

Rich County which historically has experienced little economic diversity from agriculture may see that altered as it emerges into the 1980's. The high cost of energy could affect this county in at least two major ways. Oil and gas exploration along the Overthrust Belt in Utah and Wyoming is already having an impact near Randolph. In addition, Bear Lake could see an increase in recreation demand as energy conscious Utahns along the Wasatch Front look for vacation sites closer to home.

Figure 4
HIGH DEVELOPMENT SCENARIO



BEAR RIVER
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Manufacturing	Bourne Electronics	Cache	1980
Manufacturing	Nucor Steel	Box Elder	1982
Defense Manufacturing	Thiokol Corporation	Box Elder	1980

TABLE 6

BEAR RIVER MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	12685	15205	15300	14510	14788
5-9	10454	12921	14711	14609	13573
10-14	7367	10954	12838	14508	14240
15-19	9346	9391	12249	14049	15590
20-24	11098	11845	10770	13434	15079
25-29	8841	11114	10251	8754	11224
30-34	6667	9349	10518	9442	7730
35-39	4476	7266	9210	10260	9046
40-44	3961	4880	7188	9031	9955
45-49	3522	4186	4808	7035	8763
50-54	3338	3658	4081	4663	6783
55-59	2884	3398	3507	3897	4432
60-64	2873	2883	3176	3261	3610
65-69	2412	2760	2599	2846	2903
70-74	1991	2191	2364	2215	2409
75-79	1369	1649	1721	1853	1726
80-84	904	978	1118	1160	1247
85+	582	697	734	814	857
TOTAL	<u>94772</u>	<u>115325</u>	<u>127144</u>	<u>136341</u>	<u>143955</u>

HIGH DEVELOPMENT IMPACT

0-4		310	294	316	381
5-9		111	360	330	403
10-14		104	147	394	404
15-19		73	128	154	424
20-24		85	132	147	239
25-29		219	174	184	281
30-34		197	291	211	254
35-39		137	248	317	268
40-44		85	168	260	361
45-49		51	104	175	288
50-54		39	64	106	191
55-59		33	48	65	113
60-64		27	42	48	70
65-69		23	36	40	50
70-74		22	28	33	40
75-79		13	23	23	30
80-84		7	13	17	19
85+		5	8	10	14
TOTAL		<u>1543</u>	<u>2308</u>	<u>2830</u>	<u>3830</u>

TOTAL HIGH DEVELOPMENT POPULATION

0-4	15515	15594	14826	15169
5-9	13032	15071	14939	13976
10-14	11058	12985	14902	14644
15-19	9464	12378	14203	16014
20-24	11930	10902	13581	15318
25-29	11333	10425	8937	11505
30-34	9546	10809	9653	7984
35-39	7403	9458	10577	9314
40-44	4965	7356	9292	10317
45-49	4237	4911	7211	9051
50-54	3697	4145	4770	6974
55-59	3430	3555	3962	4544
60-64	2910	3218	3309	3680
65-69	2783	2635	2886	2953
70-74	2214	2392	2247	2449
75-79	1662	1744	1876	1758
80-84	985	1130	1177	1265
85+	702	742	824	870
TOTAL	<u>116868</u>	<u>129452</u>	<u>139171</u>	<u>147785</u>

TABLE 7

BEAR RIVER MCD

Employment Projections

Baseline

Industry	1980	1985	1990	1995	2000
Agriculture	3872	3173	3239	3304	3368
Mining	45	48	53	58	63
Contract Construction	2069	2748	3131	3504	3891
Manufacturing	10946	15161	18114	21105	24177
Transport Communication & Util.	785	1001	1108	1230	1351
Wholesale & Retail Trade	6287	7625	8284	8875	9452
Finance Insurance Real Estate	835	1103	1229	1345	1463
Services	3946	5235	5916	6564	7233
Government	9099	11008	11781	12437	13234
Non-Farm Proprietors	2259	2664	2811	2924	3024
TOTAL	40144	49765	55664	61346	67256

High Development Impact

Agriculture	1	2	2	3
Mining	0	0	0	1
Contract Construction	26	38	49	67
Manufacturing	406	599	801	1036
Transport Communication & Util.	10	15	18	25
Wholesale & Retail Trade	66	98	120	162
Finance Insurance Real Estate	12	18	23	32
Services	55	83	103	144
Government	92	132	158	226
Non-Farm Proprietors	96	38	47	64
TOTAL	695	1024	1322	1760
Total High Development Employment	50500	56700	62700	69000

Household Projections

Baseline	28400	34600	37900	41000	44700
High Development Impact		500	700	1000	1200
Total High Development Households		35100	38600	42000	45900

School Age Population Projections

Baseline

Education Level (Age Group)	1980	1985	1990	1995	2000
Primary (5-11)	11332	14758	17063	17700	16380
Junior High (12-14)	4236	6332	7445	8574	8693
Senior High (15-17)	4908	5190	7045	8128	8960

High Development Impact

Primary (5-11)	129	355	429	485
Junior High (12-14)	65	83	230	243
Senior High (15-17)	47	83	102	291

WASATCH FRONT: THE NEXT DENVER?

The Wasatch Front area has just experienced a decade of extremely rapid growth, almost a 30% increase in population since 1970. Much of the increase was due to natural increase, but in-migration has played a larger role than ever before. In-migration has occurred because of the abundance of new employment opportunities. This decade of economic growth was characterized by the industrialization of the area and its emergence as a major metropolitan area. Much of this economic growth was made possible through import substitution. Previously the Wasatch Front was not a large enough market area to support the production of some goods and services. However, during the seventies the Wasatch Front crossed the threshold where it became feasible to produce many of its own goods and services rather than importing them from outside the region. However, there is a limit to this import substitution and the question is where will it end?

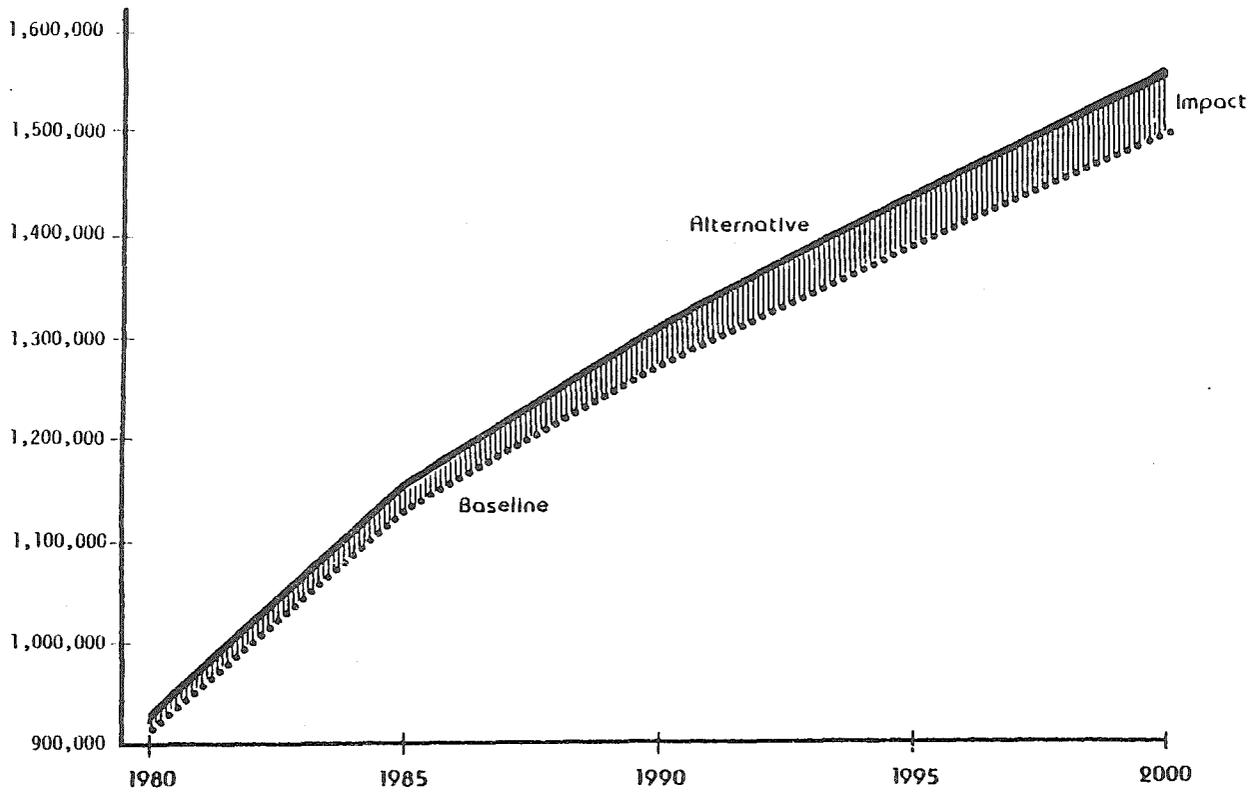
As the region has begun to industrialize, the private sector of the economy has grown much more rapidly than has the federal defense sector, which for many years has been the dominant economic force. Even though it may appear that the Wasatch Front is escaping somewhat from the dominance of the federal government, government contracts to the private sector are responsible for a considerable amount of economic activity. For this reason existing government employment trends do not provide a definitive answer as to whether or not the Wasatch Front is really achieving divergence from reliance on the federal government. If the current international crisis continues and MX becomes a reality, this may increase to even higher levels the reliance of the Wasatch Front economy on federal government defense spending.

Various energy developments are being discussed statewide because of the abundance of natural resources throughout the state, and the national concern about energy self-sufficiency. Although the Wasatch Front has very few energy resources, the area cannot escape the impacts of this energy development. A considerable amount of building materials, construction equipment, mining equipment, etc., will have to be provided from the Wasatch Front area, if energy development is to occur elsewhere in the

The high development scenario expresses the impact of stepped up defense spending (not MX related) in the Wasatch Front as well as the impact of energy development statewide. At first glance, this impact does not appear large; however, the result is an increase of 60,000 people, equivalent to a city almost the size of Ogden, by the year 2000. The indirect affects of the MX Missile System (which have not yet been adequately assessed) could mean an even larger growth for the Wasatch Front Region. The point is that given the current expectations of events throughout the State and the nation, the Wasatch Front Region will feel impacts from all these events, and the probability that the population will reach the level of the high development scenario is definitely not zero.

What are the implications of the populations the size of the high development scenario? Agricultural land has been disappearing in the Wasatch Front at an alarming rate (20% between 1959 and 1974). Would this growth and the possible continued urban sprawl associated with it, eliminate the remaining agricultural land in the three urban counties of the Wasatch Front? Would this growth mean a continuous city stretching the length of the Region from Ogden to Draper and from the mountains to the lake? Will the individual communities within the Wasatch front lose their identity as the area grows? Is Salt Lake City's and the Wasatch Front's growth potential comparable to that of the Denver area during the 70's, and if so, does that mean we will experience the same kind of problems (i.e., an even worse air quality problem, crime, traffic congestion, etc.) that the Denver area has experienced?

Figure 5
HIGH DEVELOPMENT SCENARIO



WASATCH FRONT
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Defense	Expansion of HAFB & Ogden Defense Depot & Tooele Army Depot	District Wide	1982
Defense Manufacturing	Accelerated Expansion of defense related manufacturing	District Wide	1980
Wholesale Trade	Accelerated Expansion due to indirect impacts related to statewide energy development	District Wide	1980

TABLE 8

WASATCH FRONT MCD

Total Population Projections

BASELINE

AGE	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	111190	136100	139950	133180	132790
5-9	94475	120670	139510	141880	135050
10-14	78644	102161	122970	140970	143410
15-19	80904	83920	100239	119189	136310
20-24	89061	96480	87321	101307	119521
25-29	88051	111740	105939	96538	108260
30-34	68856	102380	116380	108183	95328
35-39	52934	78486	105318	117900	109715
40-44	42357	58513	80003	105653	118230
45-49	38304	45523	58956	79646	104991
50-54	37713	40359	45308	58062	78389
55-59	36062	38782	39443	43866	56212
60-64	30776	36173	36950	37232	41407
65-69	23882	29982	33293	33630	33922
70-74	18433	22150	26199	28801	29080
75-79	12185	15632	17761	20802	22879
80-84	7595	8957	10835	12167	14268
85+	4984	6109	6826	7941	9007
TOTAL	<u>916407</u>	<u>1134117</u>	<u>1273201</u>	<u>1383947</u>	<u>1488769</u>

HIGH DEVELOPMENT IMPACT

0-4	2180	3710	4770	5480
5-9	1230	3100	4860	5860
10-14	1051	1880	4040	5780
15-19	985	1572	2550	4640
20-24	1724	1990	2760	3569
25-29	2390	3299	3753	4370
30-34	1981	3700	4917	5066
35-39	1354	2852	4910	6005
40-44	829	1948	3680	5720
45-49	514	1187	2486	4210
50-54	402	759	1540	2857
55-59	346	589	993	1770
60-64	315	516	780	1160
65-69	283	477	709	920
70-74	230	392	612	787
75-79	150	282	444	613
80-84	86	166	278	390
85+	66	116	194	281
TOTAL	<u>16116</u>	<u>28535</u>	<u>44286</u>	<u>59478</u>

TOTAL HIGH DEVELOPMENT POPULATION

0-4	138280	143660	137950	138270
5-9	121900	142610	146740	140910
10-14	103212	124850	145020	149190
15-19	84905	101811	121739	140950
20-24	98204	89311	104067	123090
25-29	114130	109238	97291	112630
30-34	104361	120080	113100	100394
35-39	79840	108170	122810	115720
40-44	59342	81951	109333	123950
45-49	46037	60143	82132	109201
50-54	40761	46067	59602	81246
55-59	39128	40032	44859	57982
60-64	36488	37466	38012	42567
65-69	30265	33770	34339	34842
70-74	22380	26591	29413	29867
75-79	15782	18043	21246	23492
80-84	9043	11001	12445	14658
85+	6175	6942	8135	9288
TOTAL	<u>1150233</u>	<u>1301736</u>	<u>1428233</u>	<u>1548247</u>

TABLE 9

WASATCH FRONT MCD

Employment Projections

Baseline

Industry	1980	1985	1990	1995	2000
Agriculture	3226	2830	2530	2318	2178
Mining	6898	7088	7195	7297	7410
Contract Construction	24290	30481	30094	32114	37569
Manufacturing	54012	67324	80917	96597	114884
Transport Communication & Util.	25855	31596	35556	39500	43747
Wholesale & Retail Trade	98355	121789	136406	149851	163764
Finance Insurance Real Estate	21069	27347	31518	35573	39886
Services	74380	99316	116898	134921	155122
Government	90553	109931	120100	127082	134517
Non-Farm Proprietors	21440	26410	29180	31580	34056
TOTAL	420078	524112	590393	656833	733133

High Development Impact

Agriculture	9	16	24	31
Mining	10	17	28	39
Contract Construction	251	437	689	934
Manufacturing	750	1419	2252	3201
Transport Communication & Util.	224	401	634	858
Wholesale & Retail Trade	3719	6934	10690	14771
Finance Insurance Real Estate	255	434	694	942
Services	915	1654	2624	3636
Government	1968	2677	3585	4470
Non-Farm Proprietors	280	510	770	1040
TOTAL	8380	14500	21989	29922
Total High Development Employment	532500	604900	678800	763000

Household Projections

Baseline	283800	358700	405600	448200	496600
High Development Impact		5400	9600	14900	19500
Total High Development Households		364100	415200	463100	516100

School Age Population Projections

Baseline

Education Level (Age Group)					
Primary (5-11)	107780	136760	163000	171840	164720
Junior High (12-14)	45600	60200	70890	83420	87160
Senior High (15-17)	48560	52790	63070	77060	86350

High Development Impact

Primary (5-11)	1370	3200	5690	7060
Junior High (12-14)	620	1050	2210	3440
Senior High (15-17)	610	980	1680	3150

MOUNTAINLANDS: RECREATION BOOM?

The baseline projection for the Mountainlands District indicates a reasonably steady growth rate through the year 2000. This can be contributed to not only a relatively high birth rate, but also to migration occurring from a maturing economy. The metropolitan area of Provo-Orem will most likely receive a sizeable portion of the increase foreseen in the baseline projection. This kind of growth could make the Provo-Orem area vulnerable to the effects of urban sprawl and the associated problems including cost of providing services, decreasing agricultural land and the loss of unique community identity as one large homogeneous city is formed.

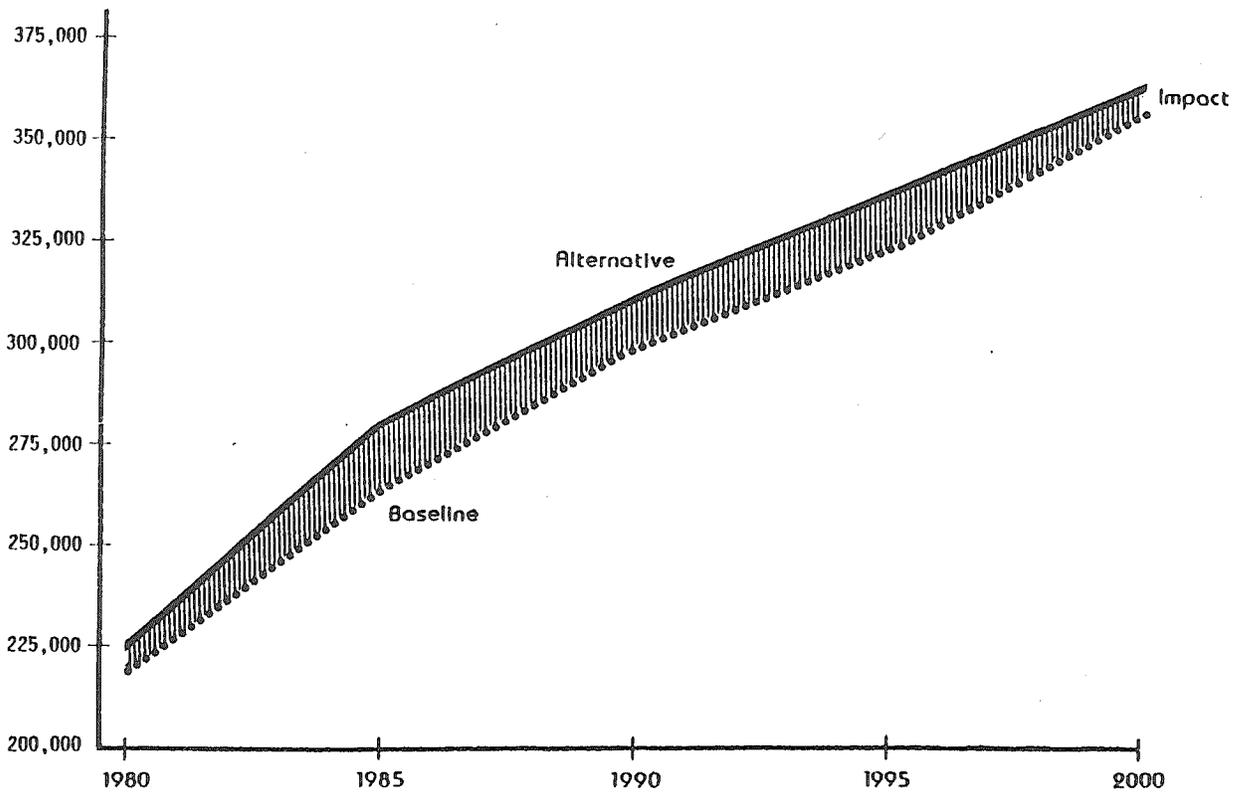
The impacts of the high development scenario do not appear significant to the total MCD population but the impact of the high development assumptions could represent significant changes for the more rural areas of the district.

Wasatch and Summit counties could experience a very rapid transition from a declining agricultural economy to a recreation-based economy. The Mountainlands District has an abundance of outdoor recreation activity and a large potential for the development of additional outdoor recreational facilities. In an era of costly energy the demand for recreational opportunities in close proximity to metropolitan areas will be ever increasing.

Recreational development in rural Mountainlands, although perceived by some as a boon to the rural economy, will not occur without significant problems. What would proposed new towns and recreational subdivisions along reservoir shores and mountain slopes do to the quality of the water? How can local values be retained under an influx of visitors? How do you provide services for a visitor population which is only present at certain peak periods?

These are only some of the issues which must be addressed under a scenario of high recreational development.

Figure 6
HIGH DEVELOPMENT SCENARIO



MOUNTAINLANDS
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Water	Central Utah Project	Wasatch	1980
Recreation & Tourism	Deer Valley (Skiing)	Summit	1980
Recreation & Tourism	Mayflower (Skiing)	Wasatch	1986
Mineral Mining	Ontario Mine	Summit	1980

TABLE 10

MOUNTAINLANDS MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	30705	35086	35453	35256	38303
5-9	24220	29971	33241	33305	33328
10-14	16477	25210	30077	33230	33577
15-19	23391	24565	32033	36871	40407
20-24	29276	30237	29513	36672	41873
25-29	19891	24320	22634	21075	28824
30-34	16631	20290	23057	20949	19642
35-39	10772	17533	20082	22634	20858
40-44	7871	11589	17649	20045	22855
45-49	7344	8330	11580	17485	20035
50-54	7131	7617	8239	11365	17283
55-59	6373	7237	7399	7955	11070
60-64	5796	6336	6852	6961	7566
65-69	4903	5571	5798	6215	6392
70-74	3777	4458	4838	5002	5414
75-79	2520	3140	3551	3832	4008
80-84	1495	1810	2157	2425	2651
85+	936	1158	1333	1561	1804
TOTAL	<u>219510</u>	<u>264458</u>	<u>295487</u>	<u>322839</u>	<u>355889</u>

HIGH DEVELOPMENT IMPACT

0-4	2239	2442	1131	542
5-9	1012	2152	2067	990
10-14	888	968	1843	1946
15-19	777	726	649	1589
20-24	1248	514	282	444
25-29	2008	1246	74	119
30-34	1658	1966	811	-107
35-39	1141	1614	1609	653
40-44	697	1106	1354	1473
45-49	433	672	927	1244
50-54	332	409	550	839
55-59	288	306	322	483
60-64	258	254	225	267
65-69	228	214	167	171
70-74	192	189	132	117
75-79	123	144	114	85
80-84	70	78	75	65
85+	55	50	40	41
TOTAL	<u>13648</u>	<u>15049</u>	<u>12374</u>	<u>10960</u>

TOTAL HIGH DEVELOPMENT POPULATION

0-4	37325	37895	36387	38845
5-9	30983	35393	35372	34318
10-14	26098	31045	25073	35523
15-19	25342	32759	37520	41996
20-24	31485	30027	36954	42317
25-29	26328	23880	21149	28943
30-34	21948	25023	21760	19534
35-39	18674	21696	24243	21511
40-44	12286	18755	21399	24328
45-49	8763	12251	18412	21279
50-54	7950	8648	11915	18122
55-59	7525	7704	8277	11553
60-64	6595	7106	7186	7834
65-69	5799	6012	6383	6563
70-74	4650	5027	5134	5531
75-79	3263	3694	3946	4093
80-84	1880	2235	2500	2715
85+	1212	1383	1601	1845
TOTAL	<u>278106</u>	<u>310535</u>	<u>335213</u>	<u>366849</u>

TABLE 11

MOUNTAINLANDS MCD

Employment Projections

Baseline

Industry	1980	1985	1990	1995	2000
Agriculture	2257	1803	1480	1245	1073
Mining	485	486	486	487	487
Contract Construction	4526	5401	5499	5980	6743
Manufacturing	13463	16185	19349	23133	27653
Transport Communication & Util.	2542	3186	3692	4261	4964
Wholesale & Retail Trade	14869	19120	22521	26278	30871
Finance Insurance Real Estate	2089	2774	3222	3698	4291
Services	21703	26170	29707	33627	38523
Government	11270	14991	16973	17688	18530
Non-Farm Proprietors	4617	5657	6307	6932	7691
TOTAL	77823	95773	109236	123329	140827

High Development Impact

Agriculture	1	1	1	1	1
Mining	306	299	291	291	291
Contract Construction	2724	1904	1132	1116	1116
Manufacturing	77	86	71	61	61
Transport Communication & Util.	106	225	222	233	233
Wholesale & Retail Trade	621	691	571	504	504
Finance Insurance Real Estate	112	126	106	95	95
Services	934	1307	1053	1117	1117
Government	457	631	656	592	592
Non-Farm Proprietors	202	229	191	169	169
TOTAL	5540	5499	4295	4179	4179
Total High Development Employment	101300	114700	127600	145000	145000

Household Projections

Baseline	62700	76100	85000	94700	107900
High Development Impact		4500	4700	3600	3300
Total High Development Households		80600	89700	98300	111200

School Age Population Projections

Baseline

Education Level (Age Group)	1980	1985	1990	1995	2000
Primary (5-11)	26100	33990	39160	40180	39710
Junior High (12-14)	9456	14782	17365	19773	20362
Senior High (15-17)	10919	12038	16638	19917	21540

High Development Impact

Primary (5-11)	1130	2080	2510	1530	1530
Junior High (12-14)	540	561	1067	1268	1268
Senior High (15-17)	492	462	433	1080	1080

SIX COUNTY: GROWTH ON GROWTH?

The high development scenario for the Six County area, Juab, Millard, Piute, Sanpete, Sevier and Wayne Counties, shows a rapid growth rate for the first half of the 80's decade with a lower level growth rate occurring to the year 2000. Like most of rural Utah, much of Six County's resource development will be on or adjacent to federally managed lands. It is critical, therefore, that district planning policies be established which articulate local interest and respect national priorities. Realistic local and district land use policies will be influential in the public land decision-making process.

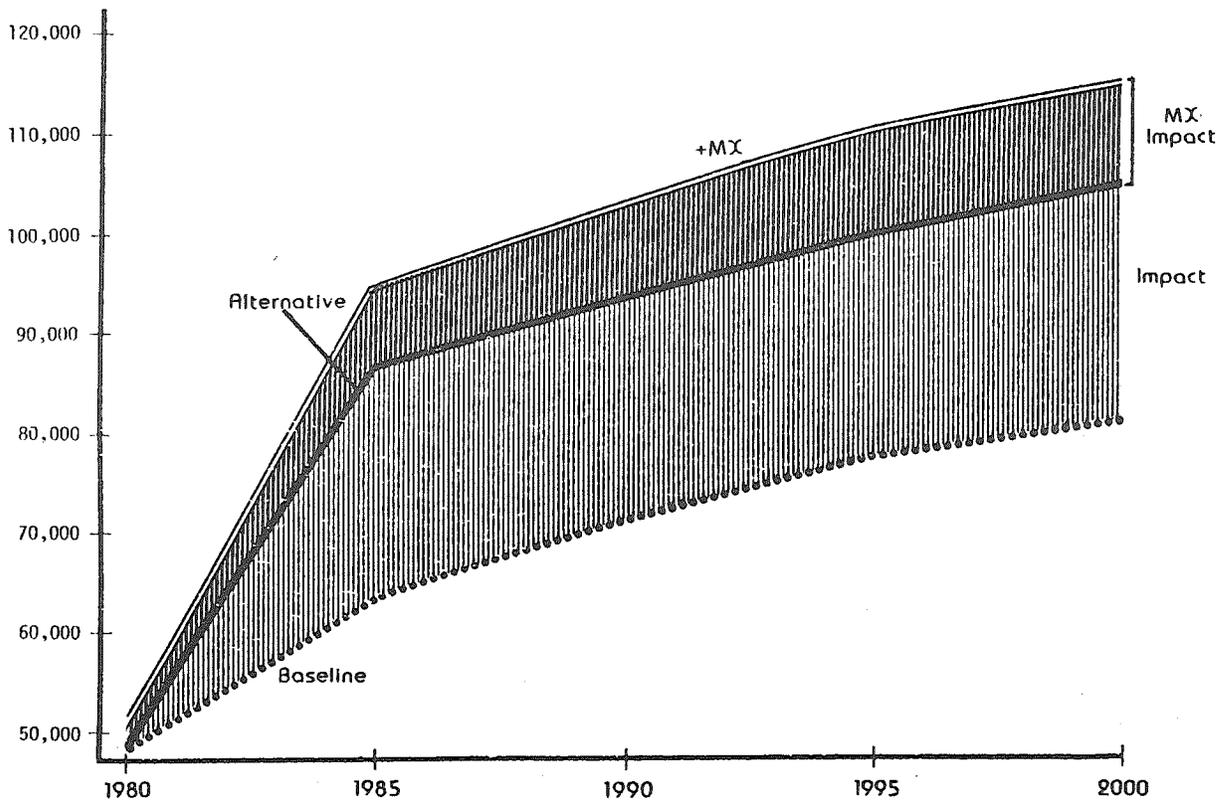
The development of energy and mineral resources are the major driving forces in Six County MCD growth. A decision to proceed with the deployment of the MX Missile System in Utah and Nevada will compound the growth impact in the district. The combined impact of IPP Power Plant construction and the MX will create demands for high levels of public services well in advance of any meaningful increase in tax base. Furthermore, the construction of IPP and MX will inflate the area's construction and labor costs making the provision of public services and the development of public facilities even more expensive. The power plant construction force will be significantly larger than the permanent operational labor force. If the construction impact of MX coincides with IPP construction the Delta-Lynndyl area may experience a dramatic population increase followed by a significant population decline.

There is presently a high level of oil, gas, and uranium exploration underway in the Six County District. While the temporary impact of drill rig operators and geophysical survey crews is not great, it is possible that the subsequent development of these resources will have significant impact. The National priority to switch from oil to coal fuels for industry and power generation will, in all probability, make more of the district's coal resources economically feasible to develop. The coal demand for IPP will certainly increase district coal development, even if the power plant utilizes some coal from outside the district.

Although most of the Six County District growth will be a result of energy and mineral resource development, the use of public lands for recreation and grazing will continue as major planning concerns. The

population increases due to the development forces described above will, unquestionably, increase the demand for public land recreation resources. The increased population and the greater heterogeneity of the population may alter present perceptions regarding appropriate use of public land resources.

Figure 7
HIGH DEVELOPMENT SCENARIO



SIX COUNTY
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Elec. Power Generation	Intermountain Power Proj.	Millard	1981
Elec. Power Generation	Sanpete Hydro-Elec. Plant	Sanpete	1985
Mineral Mining	Continental Lime	Millard	1980
Mineral Mining	Brush-Wellman Beryllium	Millard	1980
Mineral Mining	Silver & Gold Mining	Piute	1980
Mineral Mining	Uranium Mining	Piute-Wayne	1985
Oil & Gas	Dixon Oil Refinery	Sanpete	1980
Oil & Gas	Oil & Gas Exploration	Districtwide	1980
Oil & Gas	Pacific Gas & Electric Natural Gas Pipeline	Millard, Sanpete, Juab	1985
Coal Mining	Coastal Sts. Energ.-Skyline	Sanpete	1981
Coal Mining	Suffco Mine Expan. and Coal loading facility	Sevier-Juab	1980
Coal Mining	Factory Butte Strip Mine	Wayne	1985
Manufacturing	Sperry Univac	Sanpete	1980
Manufacturing	Drycott Chemical	Sanpete	1980
Manufacturing	General Battery	Juab	1981
Manufacturing	Intermtn. Prec. Built Home	Sanpete-Millard	1980
Manufacturing	Martin-Marietta Cement Plnt.	Juab-Millard	1980
Defense	MX Missile System	Millard-Juab	1981

TABLE 12

SIX COUNTY MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	6541	8354	8618	7911	7996
5-9	5136	7390	8671	8821	8087
10-14	3906	5733	7511	8718	8868
15-19	4182	4539	5827	7459	8654
20-24	3774	4183	3613	4477	5789
25-29	4764	5787	5150	4270	5365
30-34	3308	6039	6220	5354	4384
35-39	2522	4088	6264	6335	5450
40-44	1937	2935	4121	6196	6265
45-49	1777	2183	2930	4049	6086
50-54	1994	1951	2156	2850	3939
55-59	1857	2103	1893	2065	2727
60-64	1969	1914	1987	1767	1928
65-69	1935	1939	1742	1788	1589
70-74	1612	1779	1677	1486	1528
75-79	1105	1350	1407	1318	1164
80-84	727	793	922	951	894
85+	470	565	596	672	709
TOTAL	<u>49515</u>	<u>63626</u>	<u>71307</u>	<u>76488</u>	<u>81424</u>

HIGH DEVELOPMENT IMPACT

0-4	3190	3108	2624	1950
5-9	1687	2710	3172	2559
10-14	1438	1400	2708	3066
15-19	1394	1123	1285	2360
20-24	2368	1131	1024	1076
25-29	3283	2098	1286	1018
30-34	2637	2721	2143	1216
35-39	1833	2186	2758	2090
40-44	1120	1490	2152	2647
45-49	705	910	1459	2054
50-54	547	579	880	1386
55-59	477	443	549	823
60-64	437	385	407	499
65-69	395	343	341	354
70-74	316	288	290	281
75-79	207	212	222	220
80-84	120	121	141	145
85+	95	82	88	97
+MX	8150	10850	9300	9300
TOTAL	<u>30401</u>	<u>32181</u>	<u>32830</u>	<u>33141</u>

TOTAL HIGH DEVELOPMENT POPULATION

0-4	11545	11726	10535	9946
5-9	9077	11381	11993	10646
10-14	7171	8911	11426	11934
15-19	5934	6950	8744	11014
20-24	6551	4743	5501	6865
25-29	9070	7248	5557	6383
30-34	8677	8941	7496	5601
35-39	5921	8450	9093	7540
40-44	4055	5611	8349	8912
45-49	2888	3840	5507	8140
50-54	2498	2736	3730	5325
55-59	2580	2336	2614	3550
60-64	2351	2372	2174	2426
65-69	2335	2085	2129	1943
70-74	2094	1965	1777	1809
75-79	1556	1619	1540	1384
80-84	913	1044	1092	1039
85+	660	679	760	806
TOTAL	<u>94027</u>	<u>103488</u>	<u>109318</u>	<u>114565</u>

TABLE 13

SIX COUNTY (CENTRAL)

Employment Projections

Baseline

Industry	1980	1985	1990	1995	2000
Agriculture	3170	2798	2723	2651	2579
Mining	787	1101	1262	1452	1678
Contract Construction	809	1126	1344	1580	1880
Manufacturing	2768	4858	5667	6637	7857
Transport Communication & Util.	656	820	928	1026	1145
Wholesale & Retail Trade	3072	3955	4470	4944	5496
Finance Insurance Real Estate	326	457	527	591	664
Services	1751	2379	2753	3096	3497
Government	3633	4743	5335	5693	6122
Non-Farm Proprietors	1715	1960	2132	2277	2431
TOTAL	18689	24197	27140	29946	33349

High Development Impact

Agriculture		5	4	5	5
Mining		1994	2336	2234	2121
Contract Construction		2788	268	252	209
Manufacturing		1543	1926	2448	3109
Transport Communication & Util.		431	1000	1047	1089
Wholesale & Retail Trade		1068	892	812	607
Finance Insurance Real Estate		144	130	125	106
Services		578	590	671	701
Government		1392	1389	1506	1498
Non-Farm Proprietors		343	329	361	367
TOTAL		10285	8864	9462	9812
+MX	13550		17500	14950	14950
Total High Development Employment		48050	53500	54350	58050

Household Projections

Baseline	15900	20100	21900	23400	25400
High Development Impact		7400	6800	7300	7600
Total High Development Household		27500	28700	30700	33000

School Age Population Projections

Baseline

Education Level (Age Group)					
Primary (5-11)	5614	8311	10080	10708	9946
Junior High (12-14)	2278	3230	4319	5143	5427
Senior High (15-17)	2546	2775	3738	4779	5416

High Development Impact

Primary (5-11)		1889	2738	3680	3307
Junior High (12-14)		864	800	1590	1863
Senior High (15-17)		852	701	851	1592

FIVE COUNTY: OLD TOWNS OR NEW TOWNS?

The major difference between the Five County baseline population and the high development alternative population would occur during the next five years with the development of coal mining, metals mining, and power generation, along with the expansion and diversification of light manufacturing, wholesale, and retail trade. The addition of MX construction and security workers to the western part of the district would result in temporary demands for public services. Following construction phase, the demand for these services will reduce drastically. It is always difficult to provide an adequate level of public services to keep pace with the demands imposed by rapid growth. Allocating public funding for services in growth situations which have a high population initially, followed by decline is extremely complex. Is it most appropriate to develop the level of public services for the high population and have excess capacity later on, or should the services be established to only meet the needs of the permanent population level thereby accepting the resulting unmet needs during the construction phase? The State and the affected districts should insist on federal cooperation in resolving this and other problems before signing off on deployment of the MX Missile System. The high development alternative places most of the district's commercial and manufacturing development in the St. George area. Power generation facilities would be located in Washington and Garfield Counties with most of the coal development occurring in Kane County. The major mineral development (molybdenum and silver) would be in Western Beaver County. Most of the mineral, coal, and possibly military development in the Five County District would be in remote areas with little or no present permanent population. Building the necessary public service facilities and amenities where none presently exist is the significant challenge facing natural resource (and possibly defense) development in Southwestern Utah.

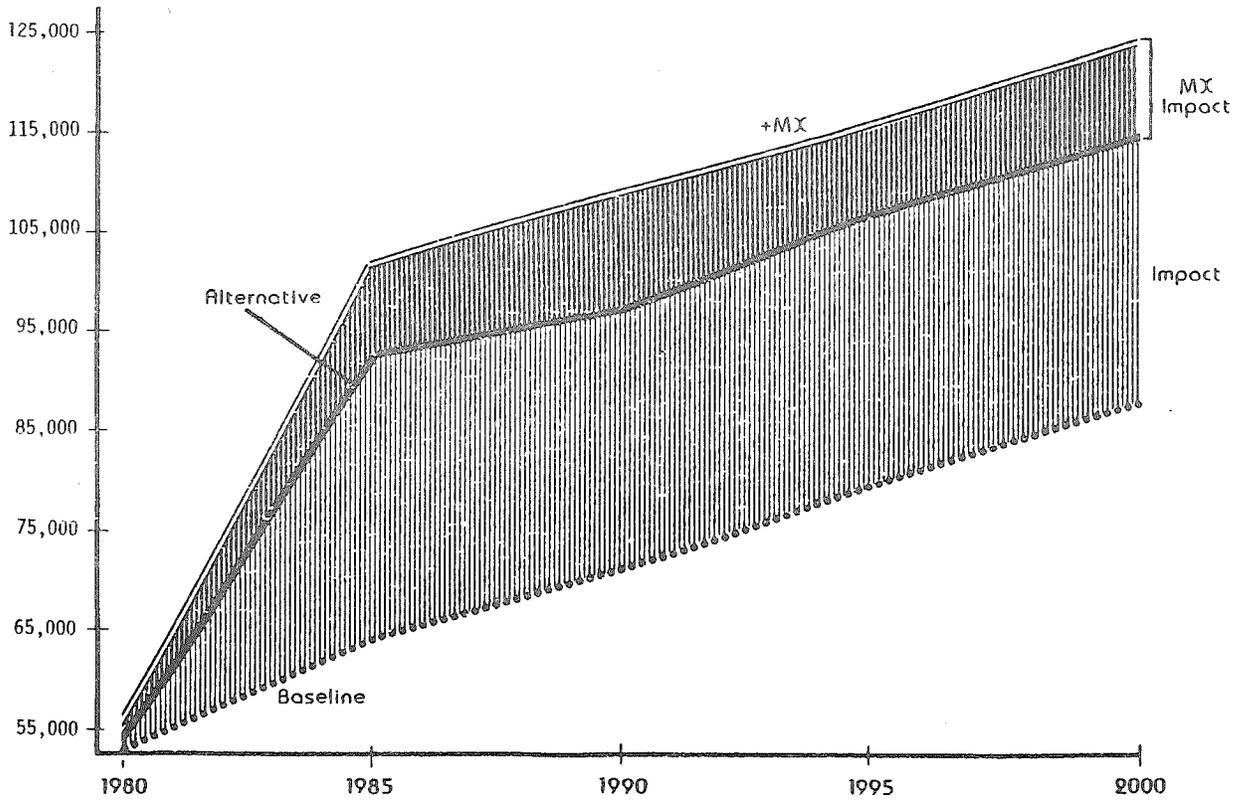
Development of a new town in Garfield County has shown that there are difficulties in obtaining adequate funds to finance essential services and facilities prior to the creation of a new tax base and the in-migration of population. The federal domestic assistance agencies' funding priorities are oriented toward reversing conditions of decline and economic distress. The emphasis has been on providing services to existing populations, particularly

those in areas of economic decline. New town development in the Five County area will require creative approaches in grantsmanship, bonding, and public revenue allocation. The difficulties in establishing a new town in the Five County Area, and the strong possibility that other new towns will accompany natural resource development, clearly makes the generation of a State new town policy an essential component of the Growth Management Strategy. The policy could establish a framework for determining whether an existing community should be utilized to accommodate a particular development or, alternatively, that environmental concerns or efficient allocation of resources make it preferable to construct a new town.

A major portion of Five County growth will be centered around existing cities, particularly St. George. St. George and the surrounding area have proven attractive to light manufacturing, commercial trade, and retirees. In all probability Washington County will continue to be a popular retirement area. The service requirements of the communities with a more aged retirement population contrast sharply with the service demands of the younger population associated with construction, mining, and manufacturing.

The Five County Area economy is growing and diversifying; however, the region relies heavily on an automobile-based tourist trade. Gasoline prices and the fear of shortages may reduce the income from tourism during the 80's. The decline of tourism will be most damaging to those isolated communities which are not sharing in the major growth of the region. Alternatives to the auto-dependent form of tourism need to be explored by the state and by Five County District travel promotion officials. The gasoline-short tourist season of 1979 had little effect on the business at Bryce Canyon which relied upon bus tours. Bus tours, promotion of the region (and the State) abroad, and the possibilities of reestablishing the rail based National Parks Tourism should be investigated as means for maintaining a viable tourist industry. Since tourism is highly dependent upon the public land resources, public land management must include the long range planning input of the district.

Figure 8
HIGH DEVELOPMENT SCENARIO



FIVE COUNTY
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Elec. Power Generation	Warner Valley Power Plnt.	Washington	1982
Elec. Power Generation	Utah Resources Intl. Alvey Wash Power Plnt.	Garfield	1984
Elec. Power Generation	Geothermal Power Prod.	Beaver	1980
Elec. Power Generation	Kaibab Indus. Sawdust Power Plant	Garfield	1982
Mineral Mining	Molybdenum Mining-Pine Grove Assoc.	Beaver	1981
Mineral Mining	Ranchers Exploration & Dev. (Silver Mining)	Beaver	1981
Mineral Mining	Alunite Development	Beaver	1982
Water	LaVerkin Desalinization	Washington	1981
Defense	MX Missile System	Iron-Beaver Washington	1981
Manufacturing	New Industrial Parks	District Wide	1980
Coal Mining	Alton Coal Fields & Slurry	Kane-Washington	1982
Manufacturing	Geneva Pipe	Washington	1980

TABLE 14

FIVE COUNTY MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	6885	8047	7945	7539	7969
5-9	5526	7149	8089	7894	7541
10-14	4061	5795	7220	8096	7946
15-19	4660	4698	6091	7314	8109
20-24	4896	4850	4440	5614	6828
25-29	5003	5509	4950	4379	5789
30-34	3719	5488	5634	4933	4420
35-39	2570	4053	5577	5629	4983
40-44	2029	2741	4062	5504	5598
45-49	1884	2128	2735	3995	5441
50-54	1924	1939	2100	2664	3914
55-59	1806	1934	1879	2011	2570
60-64	1748	1771	1827	1754	1891
65-69	1741	2106	2256	2554	2873
70-74	1820	2085	2586	3026	3765
75-79	1305	1747	2063	2655	3314
80-84	791	1080	1447	1782	2383
85+	486	698	965	1324	1753
TOTAL	52855	63819	71866	78669	87088

HIGH DEVELOPMENT IMPACT

0-4	4161	3975	2823	2100
5-9	2252	3017	3999	2745
10-14	1891	1478	3016	3919
15-19	1777	1180	1323	2738
20-24	3257	1067	1092	1126
25-29	4418	2389	1195	1116
30-34	3531	3203	2406	1110
35-39	2422	2643	3197	2319
40-44	1481	1915	2606	3089
45-49	931	1222	1877	2509
50-54	736	771	1186	1790
55-59	631	606	736	1111
60-64	585	500	563	668
65-69	533	436	448	487
70-74	419	354	372	365
75-79	275	251	277	279
80-84	162	133	169	178
85+	125	90	98	113
+MX	8150	10850	9300	9300
TOTAL	37737	36078	36682	37064

TOTAL HIGH DEVELOPMENT POPULATION

0-4	12208	11920	10362	10070
5-9	9401	11106	11893	10286
10-14	7686	8698	11112	11866
15-19	6475	7271	8638	10847
20-24	8107	5507	6706	7954
25-29	9927	7340	5574	6905
30-34	9019	8837	7339	5530
35-39	6474	8220	8825	7303
40-44	4222	5977	8110	8687
45-49	3059	3957	5872	7950
50-54	2676	2870	3850	5704
55-59	2565	2484	2747	3681
60-64	2356	2328	2317	2559
65-69	2640	2692	3002	3360
70-74	2504	2940	3398	4131
75-79	2022	2313	2931	3594
80-84	1242	1579	1951	2560
85+	823	1055	1422	1866
TOTAL	101557	107945	115350	124153

TABLE 15

FIVE COUNTY MCD

Employment Projections

Baseline

Industry	1980	1985	1990	1995	2000
Agriculture	1466	1107	862	690	567
Mining	590	778	829	898	989
Contract Construction	1192	1370	1362	1383	1533
Manufacturing	1505	1812	2124	2478	2900
Transport Communication & Util.	982	1177	1360	1579	1859
Wholesale & Retail Trade	4684	6051	7357	8826	10588
Finance Insurance Real Estate	635	886	1108	1375	1727
Services	2807	3431	3830	4237	4769
Government	4116	5146	5736	6030	6393
Non-Farm Proprietors	1822	2078	2242	2390	2571
TOTAL	19798	23837	26811	29886	33897

High Development Impact

Agriculture		2	2	2	2
Mining		1252	2282	2283	2283
Contract Construction		5899	2865	2872	2873
Manufacturing		908	908	949	990
Transport Communication & Util.		636	671	745	810
Wholesale & Retail Trade		1248	930	968	932
Finance Insurance Real Estate		293	170	153	108
Services		1389	1076	1164	1195
Government		1381	1279	1539	1627
Non-Farm Proprietors		432	385	418	426
TOTAL		13439	10568	11093	11246
+MX	13550		17500	14950	14950
Total High Development Employment		50850	54900	55950	60050

Household Projections

Baseline	16900	20500	23300	26300	30600
High Development Impact		9900	8200	8700	8800
Total High Development Households		30400	31500	35000	39400

School Age Population Projections

Baseline

Education Level (Age Group)					
Primary (5-11)	6076	8077	9511	9627	9129
Junior High (12-14)	2309	3336	4165	4833	4845
Senior High (15-17)	2648	2740	3731	4570	4979

High Development Impact

Primary (5-11)		2544	2768	4955	3641
Junior High (12-14)		1100	874	1378	2540
Senior High (15-17)		1122	809	874	968

UINTAH BASIN: ENERGY DEVELOPMENT— MANAGE OR BE MANAGED?

Some of the most dramatic population changes resulting from the high development scenario would take place in the Uintah Basin. If the events that are included in the scenario occur as projected the population of the Uintah Basin could easily double over the next ten years. Population projections for the high development scenario suggest that between 1980 and 1990 the Uintah Basin would be the fastest growing district in the State. This high growth rate would not be maintained, however. The district's population growth would slow down rapidly around 1990 and shortly thereafter the area would start experiencing a net out-migration.

This high growth rate of the high development scenario occurs through the development of the Basin's energy resources, namely oil shale. Oil shale is receiving continued emphasis as the nation strives for energy independence and self-sufficiency. However, the uncertainties associated with high development and production costs, the lack of a guaranteed competitive market for produced oil, and unproven technologies make oil shale development, as of yet, less than a reality.

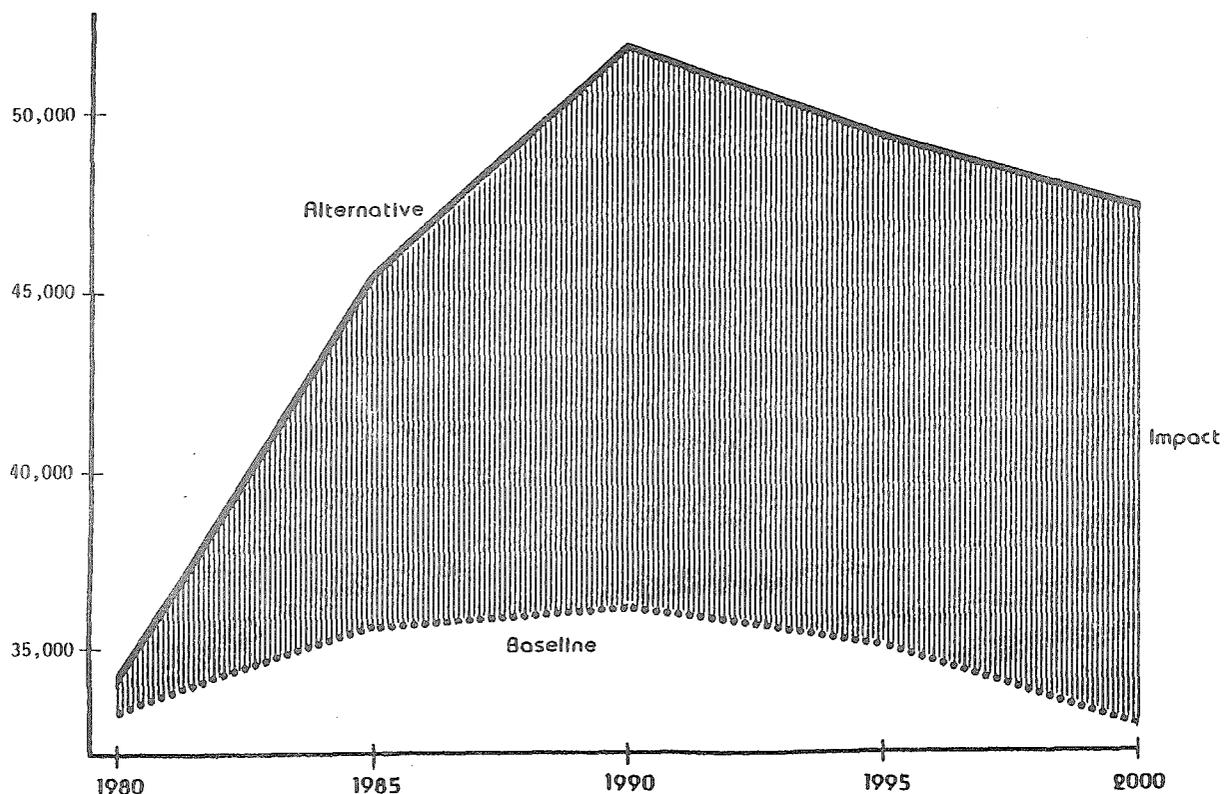
However, if the rapid population growth which the high development scenario suggests, becomes a reality, the Uintah Basin District between 1980 and 1990 will be faced with some critical problems. Where will all of the new workers come from? Are there enough skilled workers in the surrounding area to fill the need or will they have to be recruited from a much larger area? Will the federal government fund and operate programs designed to encourage unemployed workers in the eastern part of the county to relocate in the Basin? What incentives will have to be offered to get people to accept employment in this rather remote area of the State? Should officials encourage the development of new communities close to the projects or spend public funds to improve the road networks so that workers can commute quickly and safely from existing communities to their remote work sites? Where will the money come from to pay for the exceptionally high front end costs that would be required to expand the existing infrastructure so that it can meet the demands created by rapid population growth?

On the other side of the coin, elected officials and planners will have to consider the possibility that within ten to fifteen years the population may actually start to shrink. How will they deal with the excess capacity that will then exist? How will they meet the financial obligations associated with this excess capacity once their tax base starts to erode?

Of considerable concern to local officials will be the potential impact this population growth will have on the area's social, economic and physical environments. What type of culture will the new residents bring with them and what impact will they have on the existing culture? Will crime rates skyrocket? Will law enforcement problems overwhelm the communities? Will the new projects drive up the cost of living so that individuals on fixed or limited incomes can no longer afford to live in the Basin? Will these new energy related projects deplete the water supply that is essential to maintain the area's agricultural industry? If so, what will happen to the farmer and the land that is no longer cultivated? What will happen to the quality of the air and water both as a direct result of the energy development projects and indirectly as a result of the increased number of people living in the area? What will the mined areas look like after the oil shale has been removed?

The magnitude of the changes that would take place in the District if the high development scenario occurs would certainly challenge the area's planning and leadership capacities.

Figure 9
HIGH DEVELOPMENT SCENARIO



UINTAH BASIN
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Oil Shale	Geokinetics	Uintah	1980
Oil Shale	Paraho	Uintah	1983
Oil Shale	Tosco Corp.	Uintah	1983
Oil Shale	White River Shale	Uintah	1982
Water	White River Dam	Uintah	1981
Elec. Power Generation	Moon Lake Power	Uintah	1980

TABLE 16

UINTAH BASIN MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	4607	4722	4180	3506	3187
5-9	3615	4396	4394	3677	3038
10-14	2860	3496	4168	3977	3284
15-19	2926	2557	3078	3528	3291
20-24	3059	2680	2246	2516	2840
25-29	3106	3038	2556	1973	2163
30-34	2373	2950	2799	2186	1652
35-39	1912	2263	2744	2482	1892
40-44	1604	1821	2117	2460	2181
45-49	1377	1532	1715	1931	2221
50-54	1317	1311	1440	1570	1755
55-59	1174	1235	1217	1307	1417
60-64	1048	1075	1119	1078	1152
65-69	915	922	936	950	912
70-74	653	763	763	757	764
75-79	479	502	578	568	562
80-84	248	317	330	370	363
85+	153	172	212	228	247
TOTAL	33428	35752	36592	35026	32923

HIGH DEVELOPMENT IMPACT

0-4		1398	2223	1485	1142
5-9		846	1433	1947	1409
10-14		672	990	1278	1857
15-19		598	720	843	1173
20-24		1065	694	636	784
25-29		1426	1489	604	661
30-34		1163	1853	1256	589
35-39		773	1492	1611	1174
40-44		471	1072	1323	1505
45-49		296	658	970	1251
50-54		230	431	598	916
55-59		194	333	390	562
60-64		178	286	295	360
65-69		162	261	244	263
70-74		128	234	211	207
75-79		83	157	175	164
80-84		50	93	101	117
85+		37	65	66	75
TOTAL		9769	14485	14034	14209

TOTAL HIGH DEVELOPMENT POPULATION

0-4		6120	6403	4991	4329
5-9		5241	5827	5624	4448
10-14		4168	5158	5255	5141
15-19		3155	3798	4351	4463
20-24		3745	2939	3152	3624
25-29		4464	4046	2578	2824
30-34		4114	4652	3444	2241
35-39		3035	4237	4073	3067
40-44		2292	3189	3783	3686
45-49		1829	2373	2901	3472
50-54		1540	1871	2169	2671
55-59		1430	1550	1698	1980
60-64		1252	1405	1374	1512
65-69		1084	1196	1195	1175
70-74		891	997	968	971
75-79		585	735	743	726
80-84		367	423	471	480
85+		208	277	294	321
TOTAL		45520	51077	49060	47132

TABLE 17

UINTAH BASIN MCD

Employment Projections

Baseline

Industry	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Agriculture	1075	957	862	784	721
Mining	2099	2100	2099	2099	2098
Contract Construction	520	576	589	580	567
Manufacturing	492	499	499	494	488
Transport Communication & Util.	692	726	732	722	710
Wholesale & Retail Trade	2399	2549	2559	2477	2385
Finance Insurance Real Estate	224	257	264	259	252
Services	1785	1927	1960	1924	1881
Government	2384	2805	2958	2772	2559
Non-Farm Proprietors	1277	1502	1700	1880	2066
TOTAL	<u>12948</u>	<u>13898</u>	<u>14222</u>	<u>13991</u>	<u>13727</u>

High Development Impact

Agriculture	0	0	0	0	
Mining	943	3443	3533	3533	
Contract Construction	2097	451	151	157	
Manufacturing	26	42	40	40	
Transport Communication & Util.	64	104	102	105	
Wholesale & Retail Trade	386	620	602	608	
Finance Insurance Real Estate	49	82	81	85	
Services	248	411	410	425	
Government	440	728	818	857	
Non-Farm Proprietors	128	207	202	205	
TOTAL		<u>4381</u>	<u>6087</u>	<u>5940</u>	<u>6016</u>
Total High Development Employment		18300	20300	19900	19700

Household Projections

Baseline	10200	10900	11100	10800	10600
High Development Impact		3100	4800	4600	4600
Total High Development Households		14000	15900	15400	15200

School Age Population Projections

Baseline

Education Level (Age Group)					
Primary (5-11)	3996	4934	5289	4527	3697
Junior High (12-14)	1686	2011	2401	2412	2015
Senior High (15-17)	1829	1649	2034	2327	2089

High Development Impact

Primary (5-11)	949	1493	2201	1932
Junior High (12-14)	380	550	631	1083
Senior High (15-17)	367	430	583	847

SOUTHEASTERN: ANOTHER BOOM OR BUST?

Over the past few years many communities within the Southeastern Multi-County Planning District have experienced explosive growth rates primarily as a result of the energy shortages nationwide. The national policy of looking back to coal as a viable energy resource has affected the district significantly. Large energy development projects have taxed local governments' ability to provide the type and amount of support that the growing population required. While the original residents may first have looked on this growth as an economic blessing they have also begun to question the trade-offs affecting their quality of life. These rapid growth communities have experienced clashes between the existing culture and the culture of the construction workers and their families. Crime rates have increased. Quiet rural communities have become bustling active places with noisy traffic and crowded, retail establishments. Community infrastructure capacity has not grown fast enough to keep up with the growing population, resulting in water shortages, improper sewage and solid waste disposal, urban sprawl, overcrowded schools and overutilized recreation facilities. Some communities face the possibility of becoming one large mobile home park as construction workers and miners compete for the area's limited housing stock.

The problems created by this rapid growth have been compounded by the fact that as a result of the extended period of economic decline since the last coal boom, some existing facilities were inadequate, obsolete or worn out. Hundreds of highway bridges in the area needed replacing even before the recent boom growth occurred. Water treatment systems already failed to meet public health standards, water distribution lines were rusted out and leaking, school buildings were deteriorated and inadequate by modern standards and communities that needed public waste water disposal systems were still depending on private septic tanks and field drains.

Under such conditions of uncertainty and fluctuation the task of anticipating community requirements is unusually difficult and complex. It is the local leaders, mayors and county commissioners who have had to face such challenges with limited staff and financial resources. The baseline population projection suggests a growth rate for the district that offers little chance for the area's support system to catch up with the demand until

sometime after 1995. If the events included in the baseline scenario occur as projected, the area's current population will grow by at least 44 percent between now and 1995. The high development alternative, if it were to occur as described in the scenario, would produce even greater growth pressures. Projections for this alternative indicate that the economic events in the scenario would result in a population growth of around 59 percent between 1980 and 1995.

If the economic growth described in the high development scenario becomes a reality, public officials will be faced with two distinctly different types of issues--those related to the short-range impacts on the area's economic, social and physical environments and the more long-range concerns regarding the stability of the area's economy.

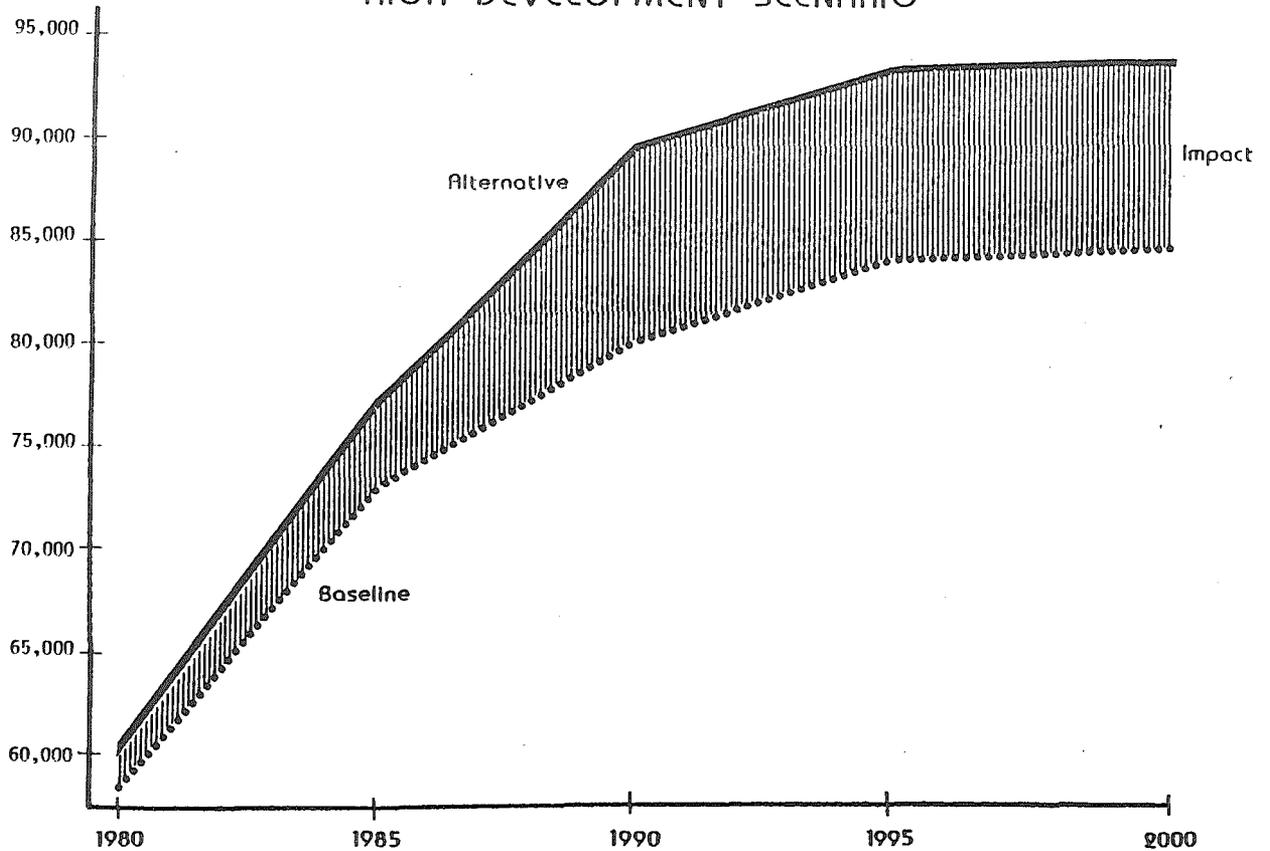
The short range issues that the High Development Alternative will create in the district are similar to those that will be experienced in other areas of the state where economic development will produce rapid population growth. The impact of this growth may, however, be more difficult to deal with in Southeastern Utah because of the unresolved problems that already exist as a result of the rapid growth that has occurred in the area during the past few years.

The economic history of Southeastern Utah describes a series of boom-bust cycles that the area has experienced. These cycles have been created by fluctuations in the demand for coal. Since the area's economy has historically been heavily dependent on its coal mining industry, these fluctuations have had a severe impact on the area's quality of life. Both the baseline alternative and the high development alternative are heavily influenced by coal and uranium mining, processing and transporting activities. This suggests that the area's economy could easily become more dependent on energy resource industries and therefore, even more sensitive to fluctuations in the demand for Utah's coal and uranium.

Communities in the Southeastern District are not the only local economies in Utah dependent on one or two extractable finite resources which have and will experience boom-bust cycles as market conditions fluctuate or as the resources are depleted. Because these rural economies are not well diversified, population migration and social and economic distress are triggered, with changes in one or two employment sectors. This raises the question of how Utah can capture the wealth of finite non-renewable

resources during the period of their development and exploitation in order to stabilize and diversify the economy during possible decline. This is an economic and natural resource policy Utah must face as its resources are developed and exported for regional and national markets.

Figure 10
HIGH DEVELOPMENT SCENARIO



SOUTHEASTERN
MULTI-COUNTY PLANNING DISTRICT

TYPE OF PROJECT	PROJECT NAME	COUNTY	YEAR
Coal Mining	Additional coal for new Utah Power & Light	Carbon	1982
Coal Mining	Pacific Gas & Electric Bookcliff Mines	Carbon	1982
Coal Mining	Coal for IPP Plant	Carbon-Emery	1985
Coal Mining	Coastal States Energy - Skyline Mines	Emery	1981
Elect. Power Generation	Utah Power & Light Wellington Plant	Carbon	1986
Mineral Mining	Uranium Mining	San Juan-Grand	1981

TABLE 18

SOUTHEASTERN MCD

Total Population Projections

BASELINE

<u>AGE</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
0-4	7807	10047	9897	8634	8045
5-9	5896	8449	9995	9554	8071
10-14	4644	6409	6397	9707	9041
15-19	5081	5032	6177	7912	8933
20-24	5770	6968	4834	5676	7027
25-29	5864	7231	6113	4718	5286
30-34	4031	6871	7224	5906	4407
35-39	3058	4654	6768	6907	5442
40-44	2421	3420	4571	6509	6488
45-49	2304	2630	3343	4396	6147
50-54	2189	2441	2549	3196	4142
55-59	2189	2267	2330	2405	2976
60-64	2045	2205	2108	2143	2187
65-69	1872	1987	1976	1862	1874
70-74	1339	1706	1691	1663	1545
75-79	860	1121	1328	1307	1271
80-84	473	624	753	881	862
85+	315	379	440	522	603
TOTAL	58159	73441	80496	83899	84347

HIGH DEVELOPMENT IMPACT

0-4		385	1116	1049	727
5-9		180	840	1078	953
10-14		159	515	815	993
15-19		143	428	477	704
20-24		234	585	400	384
25-29		359	936	578	346
30-34		295	992	900	512
35-39		203	738	953	818
40-44		123	491	709	876
45-49		77	296	473	657
50-54		59	194	283	438
55-59		51	149	183	259
60-64		46	135	137	163
65-69		41	127	120	116
70-74		34	104	107	97
75-79		22	73	81	80
80-84		13	43	48	52
85+		9	30	32	34
TOTAL		2433	7792	8422	8210

TOTAL HIGH DEVELOPMENT POPULATION

0-4		10432	11013	9682	8773
5-9		8629	10835	10632	9023
10-14		6568	8911	10522	10034
15-19		5175	6605	8389	9637
20-24		6202	5419	6076	7411
25-29		7590	7049	5295	5633
30-34		7166	8216	6806	4919
35-39		4857	7506	7860	6260
40-44		3543	5062	7218	7364
45-49		2707	3639	4869	6803
50-54		2500	2744	3479	4579
55-59		2318	2479	2589	3235
60-64		2251	2243	2281	2350
65-69		2028	2103	1982	1990
70-74		1740	1795	1770	1642
75-79		1143	1400	1388	1351
80-84		637	797	929	914
85+		388	470	554	637
TOTAL		75874	88288	92322	92556

TABLE 19

SOUTHEASTERN MCD

Employment Projections

Baseline

Industry	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Agriculture	820	621	489	402	343
Mining	5525	7786	9039	9849	10744
Contract Construction	2441	2501	1685	1666	1687
Manufacturing	686	796	877	952	1025
Transport Communication & Util.	1512	1925	2192	2387	2591
Wholesale & Retail Trade	3520	4592	5159	5622	6017
Finance Insurance Real Estate	410	562	635	693	738
Services	2368	3128	3526	3839	4095
Government	3393	4573	5166	5336	5253
Non-Farm Proprietors	1304	1631	1749	1810	1827
TOTAL	<u>21980</u>	<u>28114</u>	<u>30518</u>	<u>32557</u>	<u>34321</u>

High Development Impact

Agriculture	0	0	0	0	0
Mining	465	1129	1129	1129	1129
Contract Construction	33	565	563	563	559
Manufacturing	8	25	27	27	26
Transport Communication & Util.	166	358	364	364	364
Wholesale & Retail Trade	44	127	91	91	10
Finance Insurance Real Estate	49	110	126	126	137
Services	250	527	561	561	567
Government	104	377	435	435	442
Non-Farm Proprietors	42	142	153	153	149
TOTAL		<u>1161</u>	<u>3362</u>	<u>3448</u>	<u>3383</u>
Total High Development Employment		29700	33900	36000	37700

Household Projections

Baseline	18100	22800	24500	25600	26500
High Development Impact		800	2500	2600	2600
Total High Development Households		23600	27000	28200	29100

School Age Population Projections

Baseline

Education Level (Age Group)					
Primary (5-11)	6493	9309	11563	11694	9969
Junior High (12-14)	2753	3697	4773	5747	5568
Senior High (15-17)	3052	3089	3917	5124	5580

High Development Impact

Primary (5-11)		202	884	1186	1211
Junior High (12-14)		96	285	472	565
Senior High (15-17)		88	255	320	456

ANALYSIS

ANALYSIS

Alternative futures or scenarios are only useful if state agencies and local governments have an understanding of them and see how they relate to their programs. Each state agency and multi-county planning district will evaluate the high development scenario from their particular perspective and in relation to the baseline future.

Each state agency will prepare a response to the high development scenario utilizing a questionnaire format prepared by the State Planning Coordinator's Office. The agency response should include (1) a brief analysis of the consequences and impact of each future on the state and its resources as viewed from the agency's perspective, (2) a plan indicating how the agency might mitigate adverse effects or capitalize on new opportunities in carrying out its objectives, (3) a future budget considerations, showing how the agency's needs would change as a consequence of the events and projections of this scenario, and (4) a response to possible statewide growth policy concepts. This analysis will require that an agency make certain comparisons from the standpoint of its objectives, programs and activities.

Interagency committees such as the Coal Leasing Task Force, the Wilderness Committee and the Rural Development Committee will also be requested to respond to the baseline future and high development scenario. These committees will be asked to analyze the data and indicate any changes in policy recommendations or overall plans for which they are responsible. In cooperation with the Governor's Advisory Council on Community Affairs (GACCA) each of the Associations of Governments (AOGs) will also be requested to analyze the scenario for their particular planning district. Their response will cover a wider range of concerns but will be limited geographically to their planning district. Federal land management agencies will also participate in an analysis of the information in relation to federal programs and actions within the state.

Agency and interagency responses to the scenario will be compared to those produced by the AOGs and federal agencies. Finally, the various responses will be compiled to produce a composite analysis of the state. The composite will indicate how state agencies, interagency groups, and local

government intend to adapt to changing conditions within the state. This information will also indicate a range of possible state actions that can be focused through comprehensive policies and plans to achieve a preferred future for the state.

Given the analyses of the state agencies, AOG's and federal land management agencies, SPAC and GACCA will evaluate the broad statewide implications of extensive development and growth and the potential conflicts and inconsistencies between various departments and levels of government. This broad evaluation will provide the basis for decisions to mitigate adverse consequences as they occur and will provide guidelines for making value judgments about the direction of future programs. Consideration will be given to the nature and degree of state actions necessary to modify, avoid, or encourage possible future events and trends as well as the accompanying consequences.

This approach will attempt to combine some aspects of contingency planning at the agency level while consolidating the information at the interdepartmental and executive level as the basis for broad growth policy direction, general goals or ideals for the future. This comprehensive planning process providing for meaningful input by state agencies, as well as local elected officials and federal land management agencies, can serve as the missing link in long-range budget and policy planning in Utah. This is critical if we are to look down the road more than one year into the future toward needs that are clearly emerging in the state.

The plausibility of great economic, social, cultural, and environmental change, coupled with the uncertainty as to the exact timing, nature, and dimensions of that change demand the existence of an innovative policy planning process that will acknowledge uncertainty, engage in goal setting, foster first-hand experience in futures exploration, and relate the individual pieces into an understandable whole.

DOCUMENTS RELATED TO THE DEVELOPMENT
OF POLICY AND PLANNING COORDINATION

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