
ASPA BUZZ

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ASPA Luncheon

Friday, June 2, 2006

12:00 Noon

State Office Building Auditorium
(north of State Capitol Building—1st Floor)

ANNUAL ASPA AWARDS LUNCHEON

Due to limited space, please make your reservations early. The luncheon will be catered. Reservations or cancellations must be received no later than Tuesday, May 30th. **No shows will be billed.** Limited parking is available—please carpool where possible.

As a “thank you” for your support of the Utah Chapter of ASPA, the cost of the luncheon will be \$12.00 for all those who attend.

Please call the Center for Public Policy and Administration, University of Utah, at 581-6493 or e-mail jrandall@cpga.utah.edu for reservations.

2006 ANNUAL AMERICAN SOCIETY FOR PUBLIC ADMINISTRATION (ASPA) AWARDS

The following individuals and organization will be honored by the Utah Chapter of the American Society for Public Administration (ASPA) at our June 2nd luncheon.

The Arthur V. Watkins Distinguished Service Award for an Elected Official – **Senator Patrice Arent.**

This award, established in 1989 by the Utah Chapter of ASPA, honors elected officials who, through exceptional commitment, skill and integrity, served the public with special distinction.

In the U.S. Senate, Arthur Watkins earned such a reputation for quiet legislative skill and integrity that he was called to chair perhaps the most difficult and critical Senate task of this Century: The Select Committee which eventually brought the censure charges against Senator Joseph McCarthy. He took the task with pain. He took it not from political ambition, for he knew it represented great political burden. He took it as a responsibility to his nation. Although he lost in his next campaign for reelection, the judicious skill and moral rectitude with which he handled one of the ugliest challenges to our democracy were celebrated in the state and national press, in best selling American literature, and by President Eisenhower and the Senate with whom he served. Democracy must be repeatedly saved, and this award is named for a Utahan who met this challenge.

Dr. G. Homer Durham Distinguished Service Award for an Appointed Official – **Francine S. Giani**, Executive Director, Utah Department of Commerce

This award, established in 1989 by the Utah Chapter of ASPA, honors appointed officials who have served the public with honor and integrity, as did Dr. Durham.

At the University of Utah, Dr. Durham served as Director of the Institute of Government, which he originated, from 1946-1953, was head of the Political Science Department from 1948-53 and Vice-President of the University from 1953-1960. He was also the originator of the Western Political Quarterly. He left Utah to assume the Presidency of Arizona State University, a position he held from 1960 to 1969. He returned to Utah to serve as the Commissioner of Higher Education until 1976.

Dr. Durham was a founding member of ASPA, serving on the National Council from 1949-51, as Vice President in 1952 and as President of the National organization from 1959 to 1960. He was a most worthy recipient of our Chapter Distinguished Service Award in 1982 and was a strong supporter of ASPA goals and ideals throughout his life.

Dr. F. Ted Hebert Distinguished Service Award for Outstanding Contributions to Public Administration – **J. Steven Ott, Ph.D.**, Dean, College of Social and Behavioral Science, University of Utah.

NOTE: This award will be presented at our luncheon meeting in October.

This award, created in 2001 by the Utah Chapter of ASPA, honors individuals that have made significant contributions to public administration through academia, public employment, or as a citizen.

In 1985, Dr. Hebert moved to Utah to direct the University of Utah's Center for Public Policy and Administration and its Masters of Public Administration program. He also was a professor in the Political Science Department. In 1997, he stepped down as director and devoted his time to full-time teaching.

Dr. Hebert was very devoted to ASPA, having served as a Regional Representative to the National Council and as Secretary/Treasurer of the Utah Chapter from 1985 until 1997. He was also elected twice to the NASPAA Executive Council. In 1997, Dr. Hebert was presented a *Special Award* by the Utah Chapter of ASPA for his years of service to the Chapter as Secretary/Treasurer. He was again recognized in 2001 with a *Distinguished Service Award* (posthumously), at which time the award was named in his honor.

Although Dr. Hebert was a skilled researcher and administrator, his greatest satisfaction came from his teaching and working with students. Through his three decades of teaching, he touched the lives of many students.

Board and Commission Award of Excellence – South Davis Metro Fire Agency

This award, established in 2002 by the Utah Chapter of ASPA, is given to a board or commission, who has exhibited community service, works to support the common good, is proactive in decision-making, and facilitates public participation in governmental processes.

MAY LUNCHEON

By Ed Blaney

Development of the Salt Lake Valley's West Bench: Implications for the Public Sector

Summary of discussion of the ASPA luncheon meeting held Friday, May 12, 2006.

A few paragraphs in the BUZZ can never capture all of the knowledge and wisdom that is dispensed by our luncheon speakers. Members and colleagues are encouraged to attend these activities to receive the full benefit available to participants.

Imagine if you will, being given the opportunity of carrying out the initial planning for future communities of 500,000 residents on the upland fringe of a large urban area. That is precisely what representatives of the Kennecott Land Corporation, the property owner of more than 75,000 acres of land in western Salt Lake County, and Salt Lake County government, the local governing body for this currently unincorporated area, are doing. A panel consisting of **Jeff Daugherty**, Director, Salt Lake County Planning, **Russel Fox**, Kennecott Land Corporation, and **David White**, Salt Lake County Planning, discussed what is termed the West Bench Project and reported to the over 40 participants at the luncheon.

Using the new Daybreak community within South Jordan as the example of things to come over the next 75 years, Mr. Fox stressed that Daybreak only involves about 4% of the total property

owned by Kennecott. The West Bench Project is so massive that every municipality in Salt Lake County has been given an opportunity to participate in the initial planning. All will be impacted.

Mr. Fox distributed copies of a brochure titled: **Exploring the Potential of the West Bench** to audience members. He stressed that, while mining activities at Bingham Canyon may continue for several more years, the Rio Tinto Corporation, the owner of the Kennecott Copper Corporation and its assets, is very interested in creating a model of an ideal exit strategy. (Evidence of this intent is the continuing effort to revegetate the lower old mining dumps (visible from I-15), remove impurities from ground water, etc).

Mr. Daugherty and Mr. White next described the public planning process that is setting the parameters for the detailed planning to be carried out jointly by the company and Salt Lake County. It was noted that the planning documents that will emerge from the process will be “portable.” The plan and zoning will accompany the land no matter what local government is ultimately responsible for providing regulation and municipal type services. It is anticipated that under the zoning mechanism that will be designated for the West Bench, proposed projects of about 4,000 to 5,000 residential and commercial lots will be considered at one time. (It was noted early in the discussion that the last time planners had a “slate this clear to work with” in the Salt Lake Valley was when settlement first began in 1847!) It is assumed that local government planners will continue to work with just one private developer. Mr. Daugherty and Mr. White commented that as many as 163,000 housing units could be built on the 41,000 acres of developable land, along with 59 million square feet of commercial space, five regional parks (as part of the 10,000 acres of defined open space), 86 elementary schools (with the requisite numbers of middle schools and high schools) and a transportation system adequate to serve the anticipated population and commercial activity. The three presenters also used a PowerPoint presentation and the map within the brochure to illustrate where urban centered town centers and “villages” were likely to emerge. A variety of densities will be provided to serve the population through “all stages of life” and in all economic conditions. Mr. Daugherty further commented that the Kennecott Land Corporation concept plan and over all master plan is an excellent resource for the more detailed planning that is the province of the County. He added that if the planning is “right” the West Bench will be “really good!” However, there are many questions remaining. County planners would be very interested in receiving input on “what [they] may have missed” in the initial planning for the West Bench. A target date for the release of **public drafts** of the initial plan is June 7th.

Many questions were asked by audience members. Some have been addressed above. Additional information gleaned from these questions is as follows:

- The total project, including the Tooele County portion, covers 93,000 acres. About 75,000 acres is in Salt Lake County. This acreage represents 53% of the remaining developable property in Salt Lake County.
- A constraints analysis has identified 30% slopes, drainage, and other geographic limitations. The easiest to develop large parcels will obviously be addressed first.

- While the ways corporations do business are changing, it is assumed that people will still want to live in dwelling units and not travel very far to their places of employment. That is why developments are “mixed use.”
- Not all of the features of the proposed transportation system are on the Wasatch Front Regional Council’s Long Range Plan. The West Bench Project has a 75 year planning horizon – the WFRC’s plan has a 30 year horizon. The major features are, or will be, on the Long Range Plan. The features are being presented now as an indication of intent.
- The guiding principles for the West Bench Plan are the “growth principles” espoused by the Envision Utah organization.
- It is assumed that efforts to clean up ground water in the southwestern part of the Salt Lake Valley contaminated by a Century of mining activities will continue as long as necessary. No new ground water pollution will result from this project.
- The West Bench project is linear (north-south) in nature. However, the Kennecott Land Corporation will continue to cooperate with communities east of the project to improve east-west transportation links.
- Daybreak, in South Jordan, is not considered part of the West Bench Project. It is a huge success and Kennecott Land Corporation will be relocating its offices to Daybreak.

At the conclusion of the discussion, panelists were thanked for their presentation. Audience members interested in the West Bench Project were again urged to provide their input through the County website and other mechanisms.

COUNCIL CORNER

Bill Krause
Salt Lake Convention & Visitors Bureau

The Demise of the Great American Community?
Dilemmas in Planning for the 21st Century

INTRODUCTION:

Suburbanization causes communities to spread out and become detached. Residents live in their porch-less stucco homes with attached garages and seldom connect with their community. Thus, the small town declines in what it once was. It becomes enveloped by the growth. Providing infrastructure and other services to an ever-increasing area causes small, local governments to grow in order to keep pace with its expanding population. This growth may overwhelm municipalities if they are not prepared. Suburban sprawl and development of new areas also raises environmental concerns such as water use, natural ecosystem fragmentation, and damage to wildlife and vegetation. Responsible management through planning and zoning is what is needed to anticipate growth as municipalities prepare for their futures. This article will pose an

argument for urban planning in small communities that will reflect a strong community connection and ways to minimize negative impacts on budgets and revenue.

It is easy to see the benefits of suburban growth in state and county tax base and, in many cases, even developer-funded infrastructure like streets and utilities. However, there are costs that are associated with allowing our population to sprawl out over the landscape. For instance, local municipalities may find themselves losing residents, and with them revenue, to these outlying areas due to attractive, relatively low home prices and lower property taxes. When this happens, we see downtown shops and stores go out of business and what was once at the heart of the community becomes a blighted district. (Kelly & Becker, 2000) (Muller, 1976)

FRAMING THE ARGUMENT:

But remember, there are reasons for suburbanization and values at stake. First of all, the population is growing at a staggering rate (www.census.gov). Where do we put all of these people? Developers are taxpayers and wish to do all the business they can. Therefore, they seek new areas to fill this gap in the housing market. Often this means previously undeveloped areas are opened to accommodate growth. Most counties like the idea of growth and are willing to accommodate these taxpayers (the developers) because of the promise of increased tax dollars, ensuring future success of communities. However, smaller municipalities and unincorporated communities are the entities that suffer. The existing residents of growing areas may also suffer the loss of being connected to a community. (Morrish & Brown, 1994)

Small local governments are often left out of the picture when rapid suburbanization takes place. New tax base may move into a nearby growth area and budgets of other local governments shrink. Then some local governments may find that they have insufficient revenue to address the problems they face. This can lead to economic decline and finally failure (Muller, 1976). Even the recipient of the tax benefits may find that the new responsibilities that go along with development are more than they anticipated.

PLANNING, THE ISSUE AT HAND:

The questions any municipality must ask itself are: What do we want to look like in 100 years? How can we shape our community to best serve current residents right now? And, how can we shape our community so that it will best serve our children's generation... and their children's??? If the answer to the first question is that the community wants to look the same (no growth) then it needs to apply and enforce strict zoning ordinances and create a plan that is oriented towards community maintenance rather than management of new development. Localities with rich histories may value their heritage more than tax base growth. In fact, some municipalities rely on historic stability for exclusivity or tourism. These are both real economic influencers and should be considered carefully. If the answer to the first question is that the municipality would like to be larger and more influential, then responsible planning should play a large role in setting parameters for its intended development.

In answering the second question; "what can planning do for us now," one must consider the community's current situation. If the new emphasis on planning is in response to a blighted

downtown or neighborhood within the municipality, the answer is easy. If the municipality does not suffer from blighted areas, then the answer is that planning preserves the status quo. What is more likely is that a small community is somewhere in between. Most municipalities have their questionable areas as well as areas that engender pride. Focusing on the positive aspects while devising a plan for the future puts focus on what residents and visitors like about a community and minimizes negative aspects. This results in short-term benefits as well as long-term benefits. Short-term benefits can be economic (especially if the plan includes shopping or tourist attractions), aesthetic or perhaps social (inclusions of community centers, libraries or parks fit this bill). (Kelly & Becker, 2000)

The third question that municipal administrators and planners need to answer, “what about the children,” requires serious consideration. Over the first fifty or so years of “the plan,” leaders are shaping the mind set of residents as well as the visual aspects of the community. Schools, parks, recreational facilities and other community-centered features must receive consideration. In fact, attracting amenities that will be useful to the next generation provide potential benefits across the board as the area becomes more and more desirable to existing residents and visitors. Providing educational and social opportunities for the next generation and generations to come has an influence on economic performance, employment rates, and other social indices. In short, responsible, community-centered planning, updated on a regular basis, is an investment beneficial to current residents as well as the generations of residents who will also live there.

What happens to a municipality if there is insufficient planning? The local government may take “whatever comes along.” This may mean approving businesses that are inconsistent with the success of existing merchants, but offer small communities incentives in tax revenue. These governments may “jump through hoops” in order to attract these “big box” stores in spite of negative effects on the “mom and pop” shops that have historically served the community. Many small business owners are marginal and depend on downtown “foot traffic” and local repeat business. These businesses define “Main Street” in many American towns and villages. They create an ambience that is seldom seen in today’s suburban areas. Additionally, these “walk-able” areas can have significant economic benefits to the local government. Planning that includes a central downtown or town square promotes small boutiques, cafes, markets and other retail businesses. These businesses attract tourists, make for safer streets and a sense of community. The existence of a vibrant “downtown” may make the whole community more attractive, drive up residential values and increases tax revenues. These benefits can be realized at the local level if the history, heritage and tradition of the area are reflected in the master plan. Even if there has been little history, heritage or tradition associated with a community, new traditions can be created that may be equally appealing.

Are there significant benefits at the county level for encouraging such walk-able cities, towns, townships and villages? There are, but they are more subtle and difficult to identify. The bulk of the benefit results from trickle-down economics in which the increase in tourism, property values and other economic benefits are shared with the county as well as the state. Even private citizens within the community and surrounding areas can feel these benefits if the planning is adequate. But what are the elements of an appropriate planning process? (Breen & Rigby, 2004)

FACTORS FOR CONSIDERATION:

At this point it may be helpful to list what values are at stake and what aspects of the community are, or should be, considered in master planning. First, values. The values that this article will consider can be both tangible and intangible, but each should be considered seriously as there are stakeholders that place elevated value on their particular pet cause in almost every community (and stakeholders can be very influential).

- Historic Preservation
- Aesthetics
- Environmental Values
- Economic Values (private)
- Values of Industry
- Recreation/ Tourism Values
- Cultural Diversity Values

Other communities may have a slightly different list of values but those identified are sufficiently general for the purposes of this article.

Apart from values, there are other factors to consider, including:

- Political/ Administrative Capabilities
- Location/ Environment
- Infrastructure and Transportation
- Budgetary Constraints
- State Legislation/ Statutes

Local government sponsors of planning must be well apprised of the political environment and internal limitations such as budget constraints and what it legally can or cannot do. That is a given. Therefore, this article will focus on stakeholder values rather than less tangible values. (Ladd, 1998) (Burrows, 1978)

There are several ethical dilemmas that come into play when decisions are made about the future direction of a community. Each should be considered fully by the municipal planning body prior to going forward with a plan. For instance, some urban redevelopment efforts have been criticized for excluding low income residents from the newly enhanced area. Planning bodies must utilize as many resources as possible to properly identify the needs of the community, calling on nonprofit organizations, citizen groups and listening to individual comments in order to have the information they need to make informed and useful recommendations.

STAKEHOLDER VALUES:

Stakeholders will hold many views on what is important in their community. A stakeholder may be a long-time resident, a small business owner, a CEO of a major manufacturing corporation, a banker, a real estate broker, etc. Or they may be representatives of a local interest group. These stakeholder groups (i.e., special interest groups) tend to have powerful influence on public policy

and they work hard to gain this influence. A local government planner must take into account the values that exist in the community that he or she is helping to shape. In considering the adoption of a master plan, the municipality may have to strike a balance when there are opposing values presented. (Kelly & Becker, 2000). (Adopting a zoning ordinance consistent with the master plan is also a difficult process.)

This balancing act should consider all stakeholder interests as well as the interests of the community as a whole. For instance, a group may lobby for expanded light industrial zoning while other groups, such as an environmentalist organization or an historic preservation council, may argue against such a change. Before making a decision, the government body should consider what is best for the community as a whole. Is the area in question a blighted area? What are the economic benefits to the community? What are the long term effects of proceeding or not proceeding? Each case may be different but the process should be the same. There must be a balance struck between opposing values and the best interests of the community as a whole. This may be a difficult process but the results are well worth it. A well planned community that has considered all of its stakeholder's needs and concerns will be a good one. (Cullingworth, 1993)

A TIME AND A PLACE:

There is a time and a place for several different types of planning depending on the needs and values of the community the plan may help shape. Suburbanization is a product of growth and has filled a need in many areas, providing affordable and desirable housing for many families. The developers that facilitate rapid growth will continue to do so; it is the role of local government to regulate their activities to ensure that the health, safety and welfare of the community are the top priorities.

If a developer wishes to build a tract of homes in an area that will harm the good of the community (and possibly future homeowners), be it due to environmental concerns such as habitat degradation, other ecosystem damage, or a lack of the proper infrastructure, the responsible decision-making body must have a mechanism in place that will prevent this from occurring. However, if the community is growing beyond its capacity, there may be no better way to accommodate a growing population than to expand the boundaries of the community or increase density. Which is the best way? It depends on whom and where you are, what stakeholder values are involved and what long-term goals of the city, town or village have been expressed. The key to succeed is in striking a balance, creating a plan and focusing on the best interest of the community.

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