

C • O • N • N • E • C • T • I • O • N • S

PURSUING LINKS WITH STATE AND LOCAL GOVERNMENTS AND NONPROFIT ORGANIZATIONS

**GROWTH IN UTAH—AN ISSUE  
OF PUBLIC POLICY**

*David Williams and Gene Carr*

Debates over the effects of increasing growth on our communities are coming to the forefront more frequently. Growth, resulting in even-faster consumption of land, has become a major Utah public policy issue. In the past five years, Utah residents have personally become far more aware of the costs of sprawl, in increased traffic, taxes and lost terrain.

Utah has tripled in population in the last 50 years, growing slightly below the average for the eight Mountain States (for example, Nevada grew 10 times in this period). In contrast to the other seven states, only one-fifth of Utah's 2.35% annual growth is from in-migration. Even so, the State's population scenarios for the Year 2050 band around 4 to 5 million, and possibly higher. Most of that population will live on the Wasatch Front, which has a population of 1.6 million now, and expects 2.7 million by 2020. This means an even higher percentage of Utah's population along the Front.

*Deseret News* won an award in 1999 from the American Planning Association for its series on "Growth in Utah: The Choices Ahead." The problem is not so much growth, as that – at the current rate of development - sprawl uses land 40% faster than population grows. This 40% explosion will cost \$14 billion more than continuing the same land use rate - and average traffic speed will drop from 29 to 23 miles per hour.

Other parts of the state will grow at an even faster rate. St. George is predicted by the *Demographics Journal* to have the "#1 Metropolitan Area growth potential" in the Nation. From 1990 to 1996, Washington County grew three times faster than the State as a whole. The Logan area is #25 on the growth potential list, and second and retirement homes are mushrooming in Park City, Midway, Jordanelle, Kanab and Moab.

Growth is not just a matter of aesthetics or costs to individual residents or commuters. In *Beyond Sprawl*, the Bank of America and three other organizations concluded, "Sprawl threatens the long-term business climate of California." Beyond the huge loss of agricultural production, businesses will leave or be deterred from moving into sprawling communities. These impacts will be experienced in Utah as well.

The public policy issue for Utah is how to:

- expand choices and opportunities available to families and communities, which requires communities and counties to cooperate and coordinate on regional issues,
- recognize local authority under Utah law and the longstanding process of planning, and
- assure that local government officials understand and exercise properly their authority in the administration of the planning process.

What is Utah Doing?

Following the Governor's Growth Summit in 1996, major efforts were started. On the Wasatch Front, the Coalition for Utah's Future sponsored *Envision Utah*, a public/private community partnership studying the effects of long-term growth. Besides the growth projections mentioned earlier, *Envision Utah* has surveyed

**IN THIS ISSUE...**

Salt Lake County Government Research  
Focus Groups Sponsored Throughout State with  
Charitable Leaders  
1999 Intergovernmental Summit  
Contested Landscape: The Politics of Wilderness  
in Utah and the West  
MPA Student Receives National Award  
DiPadova Assumes New Position in Academic  
Outreach and Continuing Education  
Master of Public Administration Program Growing  
Empowerment—A Journey Not A Destination

residents and held workshops to develop four alternative growth scenarios and seven major goal statements.

In 1999, the Legislature passed the "Quality Growth Act," which created the 13-member Quality Growth Commission. This Commission is to make recommendations to the Legislature on Principles of Quality Growth, defining Quality Growth Areas, and other growth management issues. The Act mandates nothing, but empowers local governments through financial assistance and developing general plans to define and incorporate the principles of quality growth, and expands the LeRay McAllister Critical Land Fund.

Earlier, as part of his creation of the Utah Rural Partnership Office at Southern Utah University, Governor Leavitt started the *21st Century Communities Initiative*. This innovative program provides "circuit rider planner" and assessment/training assistance to rural communities and counties willing to work

#### What is the Role of the University and CPPA?

The CPPA has been active for years in helping local communities see the need for and develop the capability to plan their futures. More broadly, the University is moving to help Utah communities consider the larger issues of future growth and regional planning.

- CPPA has issued (and continually revises) the manual: *Planning and Zoning Administration in Utah*. Gene Carr provides training for cities, towns, and counties on The Planning Process and the General Plan, The Planning Commission, Zoning and the Zoning Ordinance, The Board of Adjustment, Subdivisions – Development and Regulation, and Conduct of the Public Meeting. These are often done in conjunction with statewide local government organizations and the Utah Local Government Trust.
- Based on this training, each Fall Gene Carr has presented a 'mock planning commission' meeting to the Utah Rural Summit in Cedar City with the assistance of Gene Moser, Utah Local Governments Trust.
- The University of Utah Press published *Paradise Paved* in 1996. Among the rural resort communities discussed is Park City, Utah. At this year's Utah Rural Summit, CPPA's David Williams led a panel discussion on "Dealing with Rural Sprawl."
- The Wallace Stegner Center for Land, Resources and the Environment in the College of Law sponsored a

conference/workshop in November 1997 on *Transportation, Land Use and Ecology along the Wasatch Front*. A report from that conference is available through the Stegner Center. In the fall of 1999, the Urban Planning program offered a course in "Urban Growth Management," which took a look at growth management systems across the country.

As growth continues to be a major public policy issue there are additional areas that need to be researched. The Center is exploring some of these public policy issues to identify areas that could be pursued and would have the strongest potential for benefiting our communities.

### **WELFARE REFORM'S IMPACT ON COUNTIES DOCUMENTED: SALT LAKE COUNTY GOVERNMENT RESEARCH**

Utah law does not require counties to provide financial assistance to those in need when state or federal assistance is withdrawn. At the same time, it is expected that county governments will feel the impact of financial assistance changes through increases in demand for county services, such as mental health, substance abuse treatment, and youth services. Also, Utah counties sometimes contract with charitable organizations to provide services funded by block grants. If these organizations run short of funds, they are likely to turn to counties for increased funding.

To better understand these impacts and frame potential solutions, Salt Lake County Government used Community Development Block Grant funds to contract with the Center for Public Policy and Administration to examine the impact of welfare reform on Utah counties. Focus groups were conducted with elected and appointed county officials. Walsh and Weathers Research & Policy Studies worked with CPPA to gather information from the county focus groups and to document the findings.

In general, the participants reported that increased demands are already being experienced and, unfortunately, welfare reform changes have created holes in the web of responsibility for the poor. Their concerns corroborated the experiences of the charitable leaders. Another clear theme throughout the focus group discussions was the extent to which responsibility for the poor is shared. Strong partnerships among state and

local government entities are viewed as critical as well as collaborative efforts that include faith-based and nonfaith-based community resources.

A draft of findings and recommendations from this research was presented at the Utah Association of Counties conference on November 18, 1999 in St. George, Utah. A final report will be issued and copies of the report will be available from the Center in January 2000.

### **FOCUS GROUPS SPONSORED THROUGHOUT STATE WITH CHARITABLE LEADERS**

As part of the Welfare Reform Initiative, CPPA researchers conducted focus groups throughout the state with charitable leaders. The purpose of these groups was to refine the survey instruments used to gather information on the capacity of Utah's charitable sector to care for TANF-eligible families in the wake of changes in welfare policy. This effort is funded by a grant from the Utah Department of Workforce Services. In attendance were 46 charitable leaders from social service nonprofit organizations and from a variety of religious denominations. The initial results of the capacity study will be available in February 2000.

One outcome of the focus groups has been a clear sense of the charitable leaders' concerns. Headlines in the news media increasingly report the success of the sweeping 1996 welfare reform legislation, contributing to the popularity of the policy changes. However, Utah's charitable leaders are not convinced. While charitable organizations would like nothing more than to help all in need, many are voicing alarm at the high levels of demand their institutions are currently experiencing during exceptionally strong economic times for the state.

The heightened demand being experienced is even more of concern since Utah's financial assistance lifetime limits took effect December 31, 1999. According to the Utah Department of Workforce Services estimates, approximately 400 Utah families were scheduled to reach their lifetime limits on that date. Approximately 150 were scheduled to have their cases closed and the rest were to receive extensions. In each month that follows, additional families will reach their time limits.

### **1999 INTERGOVERNMENTAL SUMMIT**

The Center for Public Policy and Administration co-sponsored the 1999 Intergovernmental Summit with the Utah Advisory Council on Intergovernmental Relations and the Governor's Office of Planning and Budget. As we move into the 21st century, change in our communities is an issue that receives growing attention. The Summit looked at this issue from a variety of perspectives. In her opening remarks, Lt. Governor Olene Walker stressed the importance of everyone working together to solve problems.

Building upon this idea, Senator Robert Bennett noted the connection of Federal, State and Local governments is becoming increasingly tighter given the reliance on computers. Like early explorers who burned their ships so they could not return to their countries of origin, Bennett said that we can not return to the days before computers even if we would sometimes like to do so.

Lloyd Newell, author, speaker and trainer, noted that change and growth are vital for all living things although sometimes hard to accept. Instead of embracing change, people sometimes strive to avoid it. Since change is unavoidable, grasping opportunities and managing change for the betterment of the community will be more successful.

Since community and communication came from the same Latin root "meaning to share, and to understand," it is not surprising that the basic principles of good communication are the basic principles of community building. Building communities requires: inclusiveness of all community members, commitment to coexist, willingness to build toward consensus, openness to everyone speaking their minds, depending upon one another to succeed, demonstrating humility by appreciating one another and taking the time to value one another.

In summing up the day, Dr. Laurie DiPadova of CPPA stressed the importance of intergovernmental relations to the nation as a whole. Intergovernmental strife over states' rights versus our national identity resulted in the American Civil War. The national government winning the war preserved the nation and allowed the institution of slavery to be purged from our country.

As this brief summary highlights, the Summit resulted in a wide range of discussions that are important to the functioning of our communities and government. A more detailed summary can be obtained from the UACIR's web site at <http://www.gvnfo.state.ut.us/planning/intergov/aug99.htm>.

## **CONTESTED LANDSCAPE: THE POLITICS OF WILDERNESS IN UTAH AND THE WEST**

One of the most controversial issues facing Utah is the debate over wilderness lands. This heated debate is filled with complex issues and strongly held beliefs. The bottom line is: Should there be more or less wilderness acres on lands held by the Bureau of Land Management?

As a result, much of the published literature on the subject has been written from one subjective perspective on the debate or the other. Dan McCool, a University of Utah Political Science Associate Professor, and Doug Goodman, a graduate student in Political Science, edited a recently published volume of essays to try and rectify the lack of objective material on the subject. *Contested Landscape: The Politics of Wilderness in Utah and the West* provides background information including how the wilderness concept evolved, the legal framework of the debate, and the wilderness inventory in Utah. Then "hot-button" issues are explored such as roads, extractive uses of land, state trust lands, grazing, and the "cost of solitude."

The editors propose using a community context approach to resolving the conflict. This approach is based on two assumptions grounded in the idea that wilderness cannot be considered in isolation from the community around it. First, wilderness is part of the biological, political and economic community that surrounds it and so this larger community must be included in the discussion. Second, preserving the existing economic vitality of communities that surround a wilderness area will protect the land more effectively by discouraging new development.

This approach would require the implementation of four policies: compensating the surrounding rural communities through increases in payments in lieu of taxes; charging user fees for using wilderness lands; providing for local participation in the management of wilderness lands; and creating a Wilderness Management

Commission. The authors conclude that this approach would move the debate beyond rigidly held beliefs of what is right and wrong to the point where needs and values are being considered.

Sara McCormick, CPPA Program Specialist, co-authored a chapter, "Weighted in the Balance: The Bureau of Land Management Wilderness Inventory," that provides an overview of the BLM's inventory of potential wilderness lands.

## **MPA STUDENT RECEIVES NATIONAL AWARD**

April Walters, a recent graduate of the Master of Public Administration program administered by the Center for Public Policy and Administration, received a national award for her research. Pi Alpha Alpha, the national honorary society in public affairs and administration, selected Walters' research from papers submitted from over 250 programs in the country, including those at Harvard, Princeton and John Hopkins.

The research focuses on the level of accountability when the provision of social service programs are contracted out by government agencies to private organizations. Walters determined that the government relies upon legal methods for ensuring accountability and that there is an absence of ethical and professional restrictions. The risk that government runs in not monitoring contracting organizations using other accountability methods is that government will lose control over the services they are responsible for providing. To reduce this risk, Walters recommends that government invest more time in developing contractor relationships. In addition, contractors should develop programs to help educate their employees and regulate themselves more carefully.

April Walters' paper is available for review in the Center's office in 214 Orson Spencer Hall or by phone at 581-6781.

### **1998 Local Government Finance Data**

The 1998 Local Government Finance Data are available. The survey data can be obtained in hard copy or disk format. The 1998 data, as well as historical data from 1992 to present, can be obtained in Excel format on the internet at <http://www.sao.state.ut.us/html/survey.htm>.

If you would like to obtain a disk or hard copy, contact the CPPA at (801) 581-6491.

## DiPadova Assumes New Position in Academic Outreach and Continuing Education

The Academic Vice President has appointed Dr. Laurie N. DiPadova as Outreach Faculty Fellow. In this capacity, she serves as the Executive Director of Professional Development, Organizational Programs, and University Conferences & Events in the Division of Academic Outreach and Continuing Education. Dr. DiPadova assumed her new position on November 1, 1999 after serving as Deputy Director of the Center for Public Policy and Administration for two years. She will continue at CPPA as Policy Fellow for the duration of the Welfare Reform Research and will also continue to teach in the Master of Public Administration Program in the Department of Political Science.

In her new capacity, Dr. DiPadova will enhance the University's role in service to the community at large. DiPadova will work with University deans to develop programs that train working professionals for what she and others predict will be an explosion of new jobs created by a high-tech economy in the next five years. She will also be developing other programs that further link the University with government agencies, businesses, and community-based organizations, helping to more fully engage the University with the community.

At the Center for Public Policy and Administration, Dr. DiPadova initiated the Welfare Reform Initiative, a major multi-year effort involving research and partnership-building among community organizations

### U OF U LEADERSHIP, EDUCATION AND DEVELOPMENT PROGRAMS

Is your organization interested in empowerment, leadership development, or other types of training or organizational development programs?

For more information contact:

Ken Embley  
Center for Public Policy and Administration  
1901 East South Campus Drive, Room 2120  
Salt Lake City, Utah 84112-9363  
Phone (801) 581-6491 or  
E-mail [ken.embley@cppa.utah.edu](mailto:ken.embley@cppa.utah.edu)

and government agencies. The research phase, an empirical study of the Impact of Welfare Reform on Charitable Organizations in Utah, funded by the Utah Department of Workforce Services, is currently ongoing. Under a grant from Salt Lake County Government, CPPA has studied the impact of welfare reform on county governments and will release the findings in early January 2000. Her close ties with CPPA will continue as she works on these projects and develops new programs in conjunction with the Center.

Dr. DiPadova can be reached by phone at 585-1771 or email at [ldipadova@acad.utah.edu](mailto:ldipadova@acad.utah.edu).

### CITIZEN PLANNER SEMINARS FOR THE MILLENIUM

The increasingly popular two-day Citizen Planner Seminars, co-sponsored by the Center for Public Policy & Administration, the Utah Local Governments Trust, and the Governor's Office of Planning and Budget, will continue to be offered throughout the state.

Participation in a seminar can provide the basic skills needed to be an effective Citizen Planner and is very helpful for elected officials. Topics covered by qualified planning professionals include:

- The general plan
- Zoning and subdivision regulation
- Duties of the planning commission and board of adjustment
- The proper conduct of public meetings
- Legal authority and liability

The schedule and location for the 2000 Community Planners Seminar are:

- Midway February 18 & 19
- St. George March 17 & 18
- Provo April 7 & 8
- North Salt Lake May 19 & 20

For more information on attending one of these seminars, contact:

- Gene Moser at (435) 649-1400,
- Gene Carr at CPPA (801) 581-6491 or
- The Local Governments Trust in North Salt Lake at 801-936-6400 ext. 302 or at their toll free number 1-800-748-4440 ext. 302



The Center for Public Policy and Administration offers assessment, consulting, and training custom designed for your organization. For more information on CPPA, its programs, or any items in this newsletter, call 581-6491 or (800) 444-8638, ext. 1-6491 or by email: [sara.mccormick@cpga.utah.edu](mailto:sara.mccormick@cpga.utah.edu). FAX: (801) 585-5489. The University seeks to provide equal access to its programs, services, and activities to people with disabilities.

Director: James J. Gosling, Ph.D.

Public Administration Education

Director: J. Steven Ott, Ph.D.

Program Manager: Wendy E. Rice

Executive Secretary: Cherie Abeyta

Technical Assistance and Training Staff

Policy Fellow: Laurie N. DiPadova, Ph.D.

Community Development Advisor: Eugene Carr

ULEAD Management Training Program Coordinator: Ken Embley

Program Specialist & Newsletter Editor: Sara McCormick

Administrative Assistant: Ann Haran

Executive Secretary: Rosalie Webb

Administrative Secretary: Jolaine Randall



Printed on recycled paper.

## **MASTER OF PUBLIC ADMINISTRATION PROGRAM GROWING**

The Master of Public Administration (MPA) is an interdisciplinary degree administered by the Center for Public Policy and Administration. The program builds professional knowledge and operating competence for the experienced public administrator or the student seeking a career as a manager in public or nonprofit agencies. Offered in both an executive or evening format, the program presently has 170 active students and is experiencing a dramatic increase in the number of applicants. This year alone there was 2-1/2 times the number of applications for the program in comparison to last year. In addition, the average undergraduate grade point of applicants has increased. The number of graduates has increased to an average of 29 for the past two years.

The MPA program has also had a dramatic increase in endowed funds. In 1995, the one existing fund contained \$7,500. By fall of 1999, there were four endowed funds with approximately \$86,000 total. In addition, The Morita Scholarship, one of the funds, announced its first endowed scholarship during 1999.

The new Executive MPA cohort provides an ex-

ample of the diverse student body enrolled in these programs. Of the 21 students, nine work for local governments, four for Utah state government, two for the federal government and one for a school district. In addition, three work for nonprofit organizations. One is with a private company which is involved with the Utah Department of Transportation and as such is highly regulated. Finally, one works for the University of Utah. Professionally, they work in areas ranging from the scientific/technical arena to the human/social services arena.

Through its administration of the MPA program, the Center hopes to make a positive contribution to the agencies in which its graduates are employed.

### **EXECUTIVE MASTER OF PUBLIC ADMINISTRATION**

The Executive Master of Public Administration Program has begun accepting applications for the Fall 2000 Cohort.

For more information, please contact Wendy Rice at CPPA:

by email [wrice@cpga.utah.edu](mailto:wrice@cpga.utah.edu) or  
call (801) 581-6781 for an application packet.

## EMPOWERMENT – A JOURNEY NOT A DESTINATION

Significant progress has been made on the Utah Department of Corrections (UDC) Empowerment Project. Each of the four major organizational divisions at the UDC has formed a guidance team. These teams consist of a group of managers and other key leaders who oversee and support the activities of one or more project teams. In all, these guidance teams have chartered twelve project teams to analyze and improve various processes or projects which range from inmate classification and gang management to mentally ill offender training and case file transfer. Additionally, a support group for empowerment is operating under the able direction of Pete Nelson. This group provides training, facilitation, coordination and general administration of empowerment related programs.

Empowerment training is scheduled for February at both the Training Academy and the Gunnison facility. Additionally, uniquely designed training programs are in place to continually inform management and supervisory personnel throughout UDC of empowerment programs, processes and successes.

### **1999-2000 Dalmas H. Nelson Lecture in Public Law and Ethics March 23, 2000**

David H. Rosenbloom, Distinguished Professor of Public Administration at American University and winner of ASPA's 1999 Dwight Waldo award for outstanding contributions to the literature and leadership of public administration through a career, will deliver the 1999-2000 Dalmas H. Nelson Lecture in Public Law and Ethics.

Rosenbloom's lecture will be titled: "The Rule of Law, Ethics, and Contemporary Administrative Reforms."

### **MPA Conference March 24, 2000**

Conference of University of Utah MPA graduates, students, faculty and friends. Dr. Rosenbloom will provide a keynote address.

Details on the lecture can be obtained by calling CPPA at (801) 581-6491. For information on the conference, call CPPA at (801) 581-6781.

## ABSTRACTS OF MASTER OF PUBLIC ADMINISTRATION RESEARCH PAPERS

The following are abstracts of two papers submitted by students to satisfy graduation requirements of the Master of Public Administration program administered by the Center for Public Policy and Administration. These two papers are a small sample of the papers written by the graduate students. If you are interested in reviewing these, or other papers, contact the CPPA office in Orson Spencer Hall at (801) 581-6781.

### ***"How Individual Differences Among Workers Affect Validation Rates in Utah Adult Protective Services"***

Robert Amundson, Fall 1998

The abuse of disabled and elderly adults is a growing problem nationally and in Utah. This research studied the validation of investigations of reported abuse. Validation is an administrative decision that the preponderance of evidence shows abuse, neglect or exploitation actually happened to a disabled or elderly adult and the rate that investigators validated investigations. The results show that a willingness to use risk assessment tools and total years of adult protective services and investigative experience correlate with validation rates. These findings indicate the importance of the use of consistent procedures and assessment tools by adult protective service investigators.

### ***"Telecommuting in Utah's State Government"***

Jennifer J. Clawson, Spring 1999

This paper examines the telecommuting policies of one division and two departments of Utah State Government: the Information Technology Services Division of the Department of Administrative Services, the Department of Environmental Quality, and the Department of Transportation. The paper addresses four key questions regarding telecommuting policies. First, to what extent do the policies of these agencies contain the elements of an ideal telecommuting policy which includes eligibility, hours of work, liability, benefits, equipment, and expenses. What are the advantages and barriers of these policies? How much are these policies/programs utilized in each division/department? Finally, based on the above criteria, which is the best policy?

**UNIVERSITY OF UTAH**  
**CENTER FOR PUBLIC POLICY AND ADMINISTRATION**  
**1901 E. SOUTH CAMPUS DRIVE, RM 2120**  
**SALT LAKE CITY, UT 84112-9363**

NON-PROFIT ORG.  
U.S. POSTAGE PAID  
Salt Lake City, Utah  
Permit No. 1529