MOUNTAIN ACCORD

Existing Conditions & Future Trendlines of the Economy System

System Group Recommendation

August 2014

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY 1

2. INTRODUCTION 4
   2.1 REPORT INTRODUCTION AND STATUS 4
   2.2 SYSTEM INTRODUCTION 5

3. EXISTING CONDITIONS 5
   3.1 EMPLOYMENT 6
      Overview 6
      Employment and Income Growth 6
   3.2 ECONOMIC DIVERSITY 9
      Overview 9
   3.3 TAX REVENUE 11
      Sales Tax Revenue 11
      Property Tax Revenue 14
      Income Tax Revenue 16
   3.4 TRAVEL AND TOURISM SECTOR 16
      Overview 16
      Tourism Employment 17
      Tourism Spending 20
   3.5 LAND DEVELOPMENT 22
      Value of Preservation 24

4. FUTURE TRENDLINES 26
   4.1 INTRODUCTION 26
   4.2 BASELINE PROJECTIONS 26
      Population Growth 26
      Land Use 27
   4.3 TRENDLINES FOR THE ECONOMY SYSTEM 28
      Employment and Economic Diversity 28
      Travel, Tourism, and Recreation 30
      TTR-Based Tax Revenue 36
      Land Development 37
      Canyon Development and Water Rights 39
   4.4 AGENCY EFFORTS TO ADDRESS FUTURE TRENDLINES 42

5. COMMENTS AND POLLING 43
5.1 MEETING 1 (MARCH 4, 2014) 43
5.2 MEETING 2 (APRIL 2, 2014) 44
5.3 MEETING 3 (APRIL 30, 2014) 46
5.4 DATA REQUESTS THAT COULD NOT BE FILLED 49

6. REFERENCES 50

LIST OF TABLES

Table 1. Status of Report Development 5
Table 2. Taxable Sales 12
Table 3. Sales Tax Revenues by County 13
Table 4. Distribution of Property Tax Revenue; Utah State Tax Commission 2013 14
Table 5. Single Family Home Values by Distance from Mountains 15
Table 6. Taxes Paid per Tax Return Filed; Utah State Tax Commission 2013. 16
Table 7. Central Wasatch Visitation and Economic Value 21
Table 8. Travel/Tourism Spending, Employment, and Revenue by County .. 21
Table 9. Project Area vs. U.S. Private Land Developed 2010 22
Table 10. Population Density – Developed Residential Acres per Capita 2000-2010 24

LIST OF FIGURES

Figure 1. Relative Economic Performance of Mountain Accord Area vs. U.S. 3
Figure 2. Mountain Accord vs. U.S. Baseline Population 6
Figure 3. Mountain Accord vs. U.S. Baseline Total Employment 7
Figure 4. Mountain Accord vs. U.S. Personal Income 8
Figure 5. Wasatch Front and Back Counties vs. U.S. Average Earnings per Job 8
Figure 6. Part-time Employment Utah vs. U.S. 9
Figure 7. Mountain Accord Economic Diversity by Major Category 10
Figure 8. Utah Economic Diversity 10
Figure 9. Private Service Sectors – Salt Lake County vs. Summit County 2012 11
Figure 10. Point of Sale in Tourism Subsectors; Mountain Accord Zip Codes 13
Figure 11: Property Tax Revenue by Class 14
Figure 12. Average Home Values in proximity to Central 15

Figure 13. Private Employment in Travel and Tourism-Sensitive Industries, 2011 17
Figure 14. Employment in Mountain Accord Region vs. U.S. Travel and Tourism Sectors 2011 18
Figure 15. Seasonal Unemployment, Project Area 2012 19
Figure 16. Seasonal Visitation 2013 (Park City Chamber) 20
Figure 17. Percent Change in Total Residential Development by Geography 2000-2010 23
Figure 18. Developed Residential Acres per Capita 24
Figure 19. Commercial Core Development in Salt Lake County 28
Figure 20: Salt Lake County Job Growth 2010–2040 29
Figure 21: Summit County Job Growth 2010–2040 30
Figure 22: Utah Skier Day Projections 31
Figure 23: Non-winter Site Visits in the Wasatch Canyons 32
Figure 24. Percent Increase from Snow to Rain per °C Increase 34
Figure 25. Projected Park City Snow Depths 35
Figure 26: Tourism-Related Sales Tax Revenue Projections for Salt Lake, Summit, and Wasatch Counties 36
Figure 27: Leisure and Hospitality Sales Tax Revenue for Salt Lake, Summit, and Wasatch Counties 37
Figure 28: Future Development Cores in the Project Area 38

1. EXECUTIVE SUMMARY

SUMMARY OF EXISTING CONDITIONS & TRENDS OF THE ECONOMY SYSTEM

The Central Wasatch Mountains are a key feature of the region's economy, providing direct employment, tourism and travel spending, socially valuable recreation, aesthetic and scenic enjoyment, critical natural and environmental resources, and overall quality of life.

Within the State of Utah, and also the counties in Mountain Accord's project area (Salt Lake, Summit, and Wasatch), most features of the economic system routinely outperform the same features of the national economy. Figure 1 provides a snapshot of the overall performance of the Mountain Accord economic study area compared with the US, showing the population, employment, and income trend over the last approximate decade (depending on the latest available information from data aggregation sources). Where more recent data is available, it is presented in subsequent sections of the analysis. A brief summary of existing conditions and trends is included for five economy categories:

Category 1 - Employment: *Employment indicators for the 3-County Mountain Accord region are very strong. Employment and wage figures have dipped or flattened during recessions along with the national trends, but have outrun national averages consistently for 40-plus years. The local economy lags behind in wage and income metrics, which is attributable to unique demography. For example, Utah has the nation's highest fertility rate, youngest average age, and largest household size. Additionally, Utah has a unique preference for part-time work that dilutes wage and income metrics.*

> ***Trends:*** *Utah's continued population growth, young and educated workforce, favorable/predictable tax structure, access to amenities, and quality of life will result in a continued condition of low unemployment, improving wages, and resilience to recessions.*

Category 2 - Economic Diversity: *The project area has a strong, stable, and diverse economy that has been resilient to recessions in the US economy. The Mountain Accord study area's economy has a remarkably similar structure to the national economy. This structure is very diverse, and as a result Utah ranks 4th nationally for economic diversity. However, there are important differences between the primary economic sectors for communities on the Wasatch Back versus the Wasatch Front.*

> ***Trends:*** *Economic diversity on the Wasatch Front is expected to stay balanced and highly diverse, as it presently is. Economic development efforts of communities on the Wasatch Back focus on protecting the travel and tourism industry, but recognize the need for more local employment options and greater economic diversity than currently exists. Therefore, slow but steady diversification, to depend less upon tourism, is predicted over time.*

Category 3 - Tax Revenue: *Activities in the project area create investment resources through tax collections. In aggregate, the project area counties generate over $5.8 Billion in annual revenue, including $481M in sales tax (2013), $1.27B in property tax (2013), and $4.07B in federal and state income tax (2011).*

SUMMARY OF EXISTING CONDITIONS & TRENDS OF THE ECONOMY SYSTEM (CONTINUED)

Trends: *Tax revenue, from all sources, is connected to the overall prosperity of a population. Within the project area, high employment, higher relative wages, increasing property values, and a population increase of nearly 500,000 residents by 2040 all point to substantial increases in tax revenue.*

Category 4 - Recreation and Tourism Economy: *Travel and Tourism represent an important part of the project area's economy. Statewide, this sector contributes approximately $12B annually to the overall economy. In Wasatch and especially Summit counties, these sectors are significant employers, supporting 22.1% and 50.8% of total employment, respectively.*

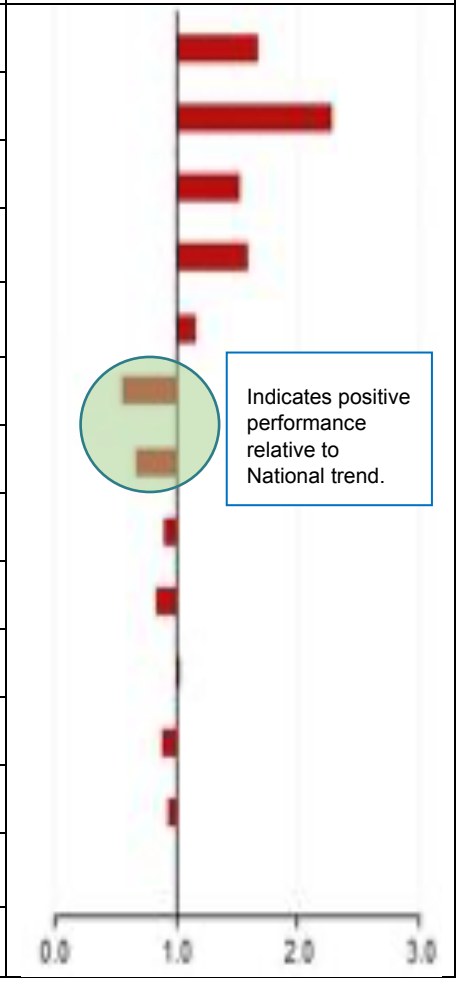
Trends: *Significant growth in the study area's population will increase the amount and variety of local recreation activity demand in the project area. Additionally, steady increases in non-local tourism visits (skier days, arts and entertainment events, and an emerging summer industry) are anticipated. At some point, the carrying capacity of the Central Wasatch will be reached, and there will be potential for crowding and a degraded experience that could begin to limit growth in the tourism economy of the Central Wasatch.*

Category 5 - Land Development: *All three project area counties have been under heavy and continuous population and land development pressures for the past decade (2000-2010). This has resulted in substantial percentage change in developed land: Salt Lake County (11.1%); Summit County (36.2%); and Wasatch County (65.5%). During this same period, average land consumed/person trended downward in SLCO, but substantially upward in Wasatch and Summit Counties.*

Trends: *The significant population bump in Salt Lake, Summit, and Wasatch Counties between now and 2040 will increase the need for land development, driving construction of housing, retail, and commercial structures for nearly 500,000 new residents. This would result in an approximate 43% increase in the built environment in these three counties. All three counties have undertaken planning in the most recent decade to shift land use and development patterns toward more dense, integrated, and sustainable patterns. Generally speaking, the average land consumed per capita in SLCO would remain stable because it is already low. In Wasatch and Summit Counties, significant reductions in land consumption per capita are likely, as denser, clustered developments with preserved open spaces will be a common and standard development pattern.*

Relative Performance		Salt Lake, Summit, Wasatch Counties (Aggregated)	United States
Trends	Population (percent change, 2000-2011)	17.4%	10.4%
	Employment (percent change, 2000-2011)	14.4%	6.3%
	Personal Income (percent change, 2000-2011)	24.2%	15.9%
	Average Earnings per Job (percent change, 2000-2011)	5.0%	3.1%
	Per Capita Income (percent change, 2000-2011)	5.8%	5.0%
	Unemployment Rate (change 2000-2012)	2.3%	4.1%
	Unemployment Rate	5.5%	8.1%
Structure	Percent of Employment in Proprietors	19.7%	21.7%
	Percent of Personal Income in Non-Labor	30.2%	36.1%
	Percent of Services Related Jobs	74.1%	71.4%
	Percent of Non-Services Related Jobs	13.0%	14.8%
	Percent of Government Jobs	12.9%	13.8%
	Commuting (net residential adjustment* share of personal income)	-11.2%	0.0%

Ratio of Project Area Counties to United States



***Commuting net residential adjustment**: the gross earnings inflow minus gross earnings outflow. A negative net residential adjustment indicates that those residents who live in the counties but work elsewhere earn less (as a group) than those people who commute into the counties for work.

Sources: U.S. Department of Commerce. Multiple Years. Bureau of Economic Analysis, Regional Economic Information System, Washington, D.C.Tables CA05N, CA25N, CA30, & CA91; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, Washington, D.C.; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Figure 1. Relative Economic Performance of Mountain Accord Area vs. U.S.

2. INTRODUCTION

2.1 Report Introduction and Status

This is the final version of the Economy System Existing Conditions and Future Trendlines report for Mountain Accord. The intended audience for this report is the general public and the four Mountain Accord system groups. Note that the key takeaway points are compiled in the executive summary for readers interested in a quick overview.

This report references detailed information and analyses, but is not meant to be a comprehensive description of all that is known about the economy system. It is meant to concisely present available information that will help the Economy System Group focus on key considerations for an idealized system. The intent is to help identify the key needs and opportunities for this system; inform the development of a vision, goals, and metrics; and establish a baseline against which to compare options for a future idealized system. If later steps in the process identify the need for additional information regarding existing conditions or future trendlines, that information can be added at that time.

A parallel report is being developed for each system group—environment, transportation, recreation, and economy. The purpose of these reports is to inform the Mountain Accord process and inform an agreement, by January 2015, on this region's direction for optimizing the future performance of the environment, recreation, transportation, and economic systems in the Central Wasatch. To reach that goal, Mountain Accord will be implementing a process to develop the following:

- Existing Conditions and Future Trendlines report
- Agreement on the future vision and metrics for each system
- Agreement on idealized systems
- Agreement on a preferred scenario (that combines and optimizes the four idealized systems)

Each of these reports will be developed through the following actions:

- Develop draft information
- Solicit system group input
- Poll the system groups on their level of concurrence with the report
- Revise the information
- Invite public and stakeholder input
- Finalize the report for Executive Board review and adoption

Table 1, below, summarizes the milestones and reports for existing conditions and future trendlines that have been completed to date. More information is included on the Mountain Accord website at www.mountainaccord.com.

Table 1. Status of Report Development

Milestone Development Steps	Incorporated in this Report?
Group Meeting #1 on Existing Conditions	X
Group Meeting #2 on Existing Conditions	X
Group Poll on Existing Conditions	X
Group Meeting #1 on Future Trendlines	X
Group Meeting #2 on Future Trendlines	X
Group Poll on Future Trendlines	X
Public Review of Report	X
Stakeholder Meeting Input	X

2.2 System Introduction

The Economic System for the project integrates analysis at multiple scales. The *project area* is the Central Wasatch and the adjacent urban areas to the east and west; Mountain Accord may propose future actions within this area.

This report aggregates data and graphics for Salt Lake, Summit, and Wasatch Counties, which are compared against the national averages for benchmarking and context purposes. These institutionally-aggregated data and graphics end variously in 2010, 2011, or 2012, depending on context. Where differences exist, the narrative explains the differences between the aggregations and the most recent data.

The Economy System Group recognizes that there are important differences between the economies of Wasatch Front and Back counties, and highlights these differences throughout the report.

3. EXISTING CONDITIONS

Five key categories of economic health are summarized in this report. The Economy System Group concurs that these factors are fundamental considerations in measuring and achieving the Mountain Accord's stated economic program goal to "Strengthen the Regional Economy":

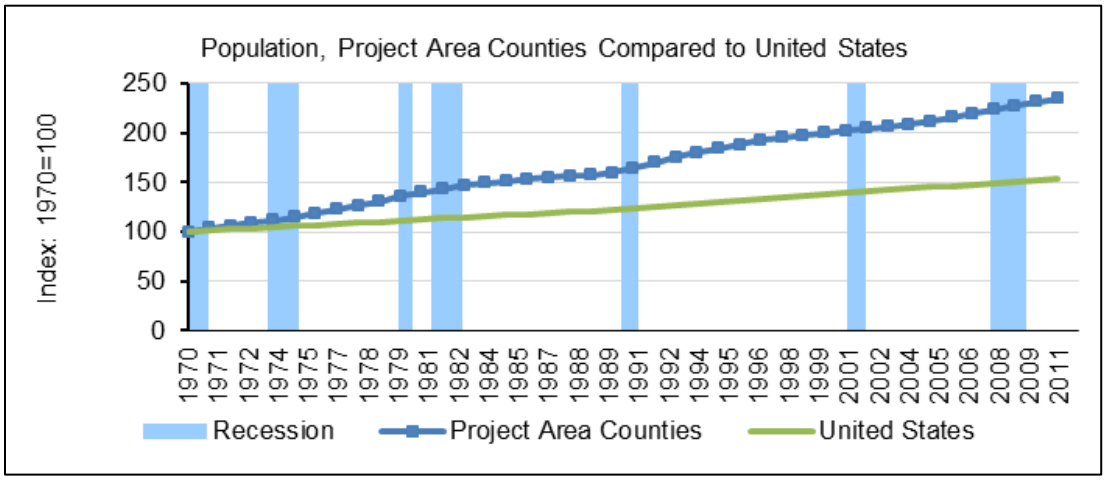
- Category 1: Employment
- Category 2: Economic Diversity

- Category 3: Tax Revenue
- Category 4: Recreation and Tourism Economy
- Category 5: Land Development

3.1 Employment

Overview

Employment is one of the primary indicators of economic health. Long-term, steady growth of a population, total employment, and real personal income usually indicate a prosperous economy. Erratic growth, flatness, or long-term declines in these areas tend to indicate a struggling economy. From 1970-2011, total population increased by 135% in the Project Area's counties, compared with 53% in the US (Figure 2). During this same period, total employment grew by 257% in the region compared with 93% in the US (Figure 3), and personal income grew by 352% compared with 168% in the US (Figure 4). Figures 2 to 4 are indexed to the US economy in the year 1970, so that relative growth can be interpreted. Additionally, the light blue vertical bars indicate recession periods.



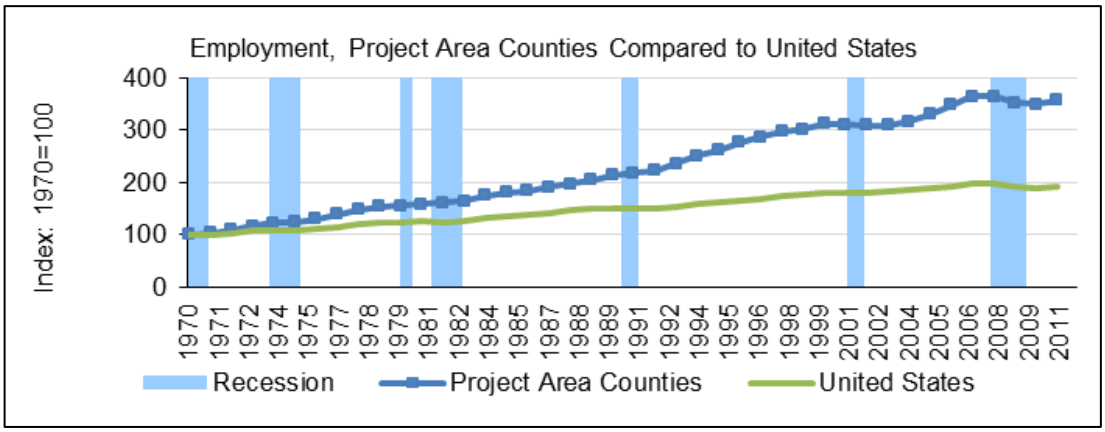
Sources: U.S. Department of Commerce. Multiple Years. Bureau of Economic Analysis, Regional Economic Information System, Washington, D.C. Table CA30; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Figure 2. Mountain Accord vs. U.S. Baseline Population

Employment and Income Growth

In terms of performance, employment indicators for the 3-County Mountain Accord project area are very strong. Both total employment and personal income have substantially outpaced population growth. Employment and wage figures have dipped or flattened during recessions along with the national trends, but have outrun

the national growth consistently for the 40-plus years shown in the graphics. These dynamics reflect a strong, stable, and diverse economy that has been resilient to recessions in the US economy. More recent data is available for population, employment, and income. However, at the time of this report, that data had not been benchmarked and indexed to show the same trend relationships. Even so, in each case the same diverging trend is continued. Utah's 2013 population, employment, and income relationships continue to outperform national averages.



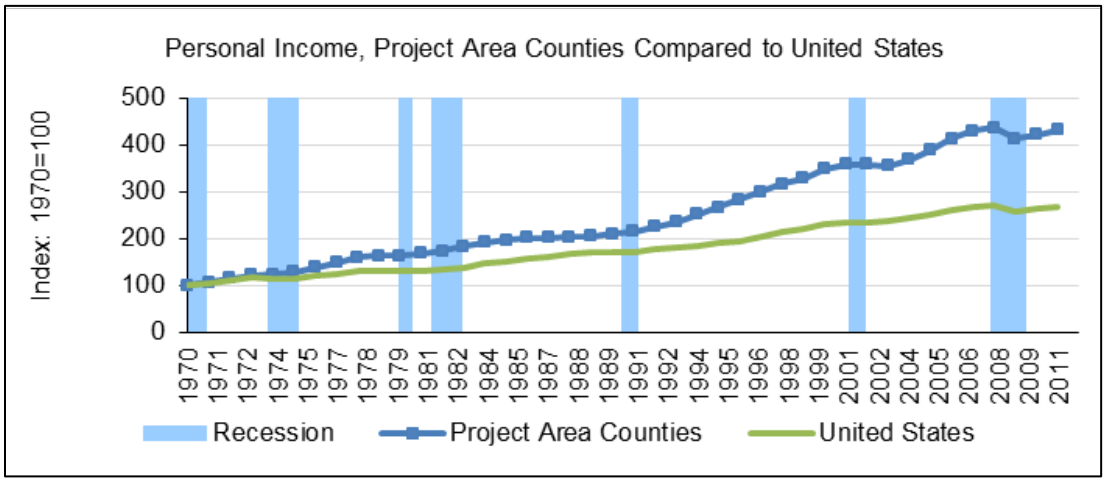
Sources: U.S. Department of Commerce. Multiple Years. Bureau of Economic Analysis, Regional Economic Information System, Washington, D.C. Table CA30; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Figure 3. Mountain Accord vs. U.S. Baseline Total Employment

Figure 3 depicts total employment growth, or the number of full-time jobs in the project area economy. Another important and related measure of employment conditions is the unemployment rate (the number of people actively seeking but not finding work as a percent of the labor force). Unemployment fluctuates during national recessions and when localized economies are experiencing unique economic events. Since 1990, unemployment in the project area has fluctuated along with national trends, but has tended to remain 2-3 percent lower than the national figure. As a result of the "great recession", 3-County unemployment spiked from a low of 2.5% in 2007 to a peak of 7.9% in 2010. The unemployment rate in Utah was most recently reported by the Department of Workforce Services to be 3.9% vs. 6.7% nationally (as of February 2014).

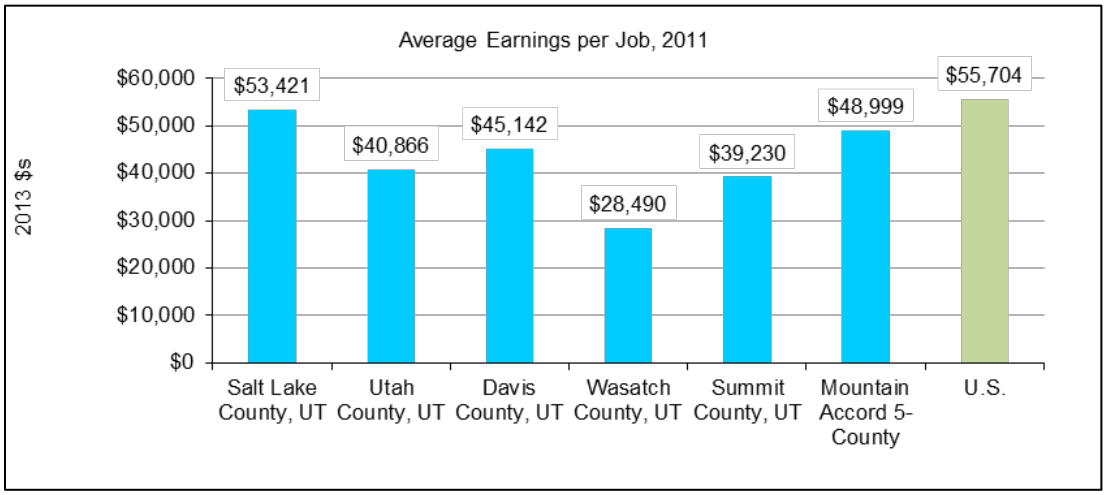
Two additional measures, personal income growth and average earnings per job (total earnings divided by total employment), help contextualize the quality of local employment. Higher average earnings per job indicate relatively more high-wage occupations. In 2011 Salt Lake County approached the national average for earnings per job while the other four Wasatch Front and Wasatch Back counties lagged behind. Wasatch County's earnings per job were significantly behind, at about half of the national average (Figure 5). There are a number of unique demographics that contribute to this condition. Utah's lower-than-average earnings

per job are connected with a young population, a high ratio of part-time employment (Figure 6), and a mix of industries reflective of a younger workforce.



Sources: U.S. Department of Commerce. Multiple Years. Bureau of Economic Analysis, Regional Economic Information System, Washington, D.C. Table CA30; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Figure 4. Mountain Accord vs. U.S. Personal Income



Sources: U.S. Department of Commerce. Multiple Years (See Data Sources & Methods page). Bureau of Economic Analysis, Regional Economic Information System, Washington, D.C. Tables CA05N & CA30; U.S. Department of Labor. 2013. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

Figure 5. Wasatch Front and Back Counties vs. U.S. Average Earnings per Job

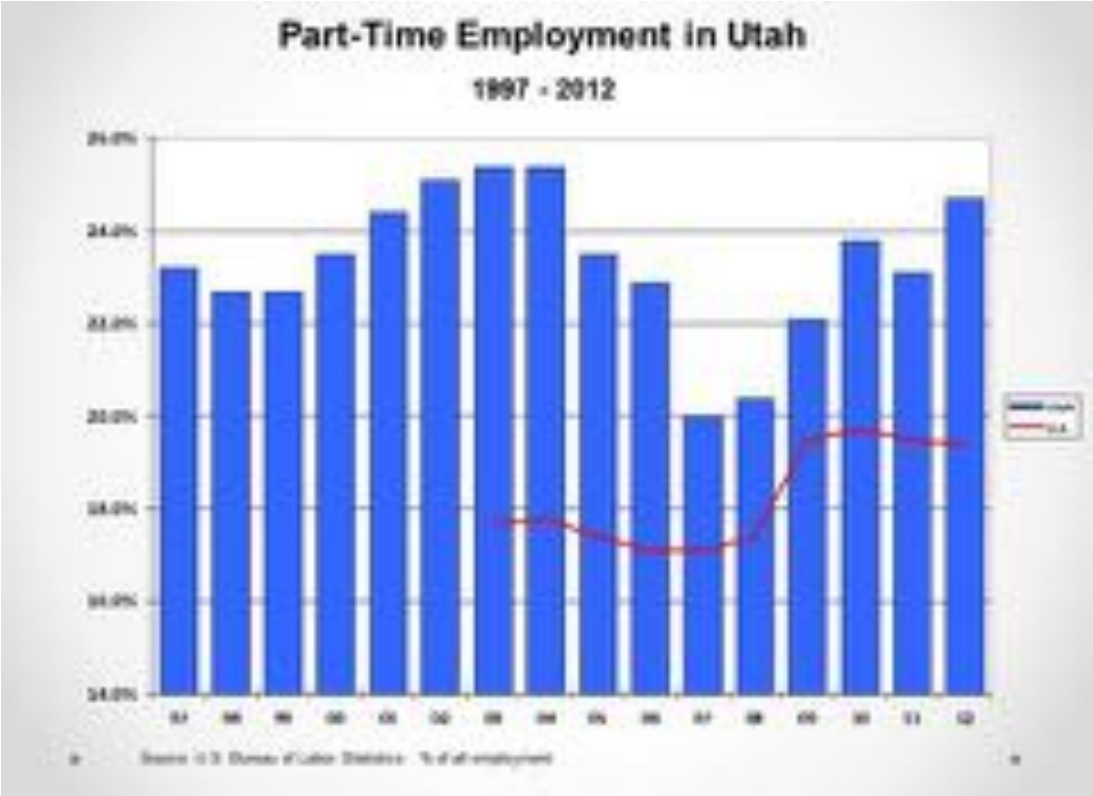


Figure 6. Part-time Employment Utah vs. U.S.

3.2 Economic Diversity

Overview

The economy can be broken into three major categories of jobs: *Private Sector Services, Private Sector Non-Services, and Government*. Most jobs created in the U.S. today are in the Private Sector Services category. In fact, from 1990 to 2008, more than 99% of net new jobs created in the U.S. economy fell in this category. These Private Service Sectors consists of a wide mix of jobs, including high-wage, high-skilled occupations (e.g., doctors, software developers), low-wage, low-skilled occupations (e.g., restaurant workers, tour bus operators), and everything in between (e.g., banking, education, utilities, and architecture).

The balance of jobs within these three major categories is remarkably similar for the project area counties compared with the US (Figure 7 – green highlights). This job structure is very diverse, and as a result Utah ranks 4th nationally for economic diversity on the Hachman Index (Figure 8). But within the project area, only Salt Lake County reflects this high economic diversity. Wasatch and Summit counties' economies are more specialized, and travel, tourism, leisure, and hospitality activities are critical to the economies (see Figure 7 – red highlights, and Figure 9).

Percent of Total Employment, 2012					
	Salt Lake County	Summit County	Wasatch County	Project Area Counties Combined	U.S.
Private Sector Employment	85.1%	89.0%	80.3%	85.2%	84.0%
Services	**70.5%**	**80.0%**	**64.6%**	**70.8%**	**69.2%**
Trade, Transport., Utilities	20.8%	17.4%	19.2%	20.7%	19.2%
Information	2.8%	na	1.6%	2.6%	2.0%
Financial Activities	7.9%	6.8%	4.5%	7.9%	5.7%
Professional and Business	16.7%	7.5%	9.4%	16.3%	13.6%
Education and Health	11.2%	5.9%	9.3%	11.0%	14.7%
Leisure and Hospitality	8.4%	38.3%	17.4%	9.6%	10.4%
Other Services	2.7%	3.0%	3.2%	2.7%	3.5%
Non-Services	**14.6%**	**9.0%**	**15.7%**	**14.4%**	**14.8%**
Natural Resources and Mining	0.7%	0.7%	0.4%	0.7%	1.5%
Construction	5.2%	4.7%	12.0%	5.2%	4.2%
Manufacturing (Incl. Forest Prod.)	8.8%	3.6%	3.3%	8.5%	9.0%
Government Employment	**14.9%**	**11.0%**	**19.7%**	**14.8%**	**16.0%**

Sources: U.S. Department of Labor, 2013. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, Washington, D.C.

Figure 7. Mountain Accord Economic Diversity by Major Category

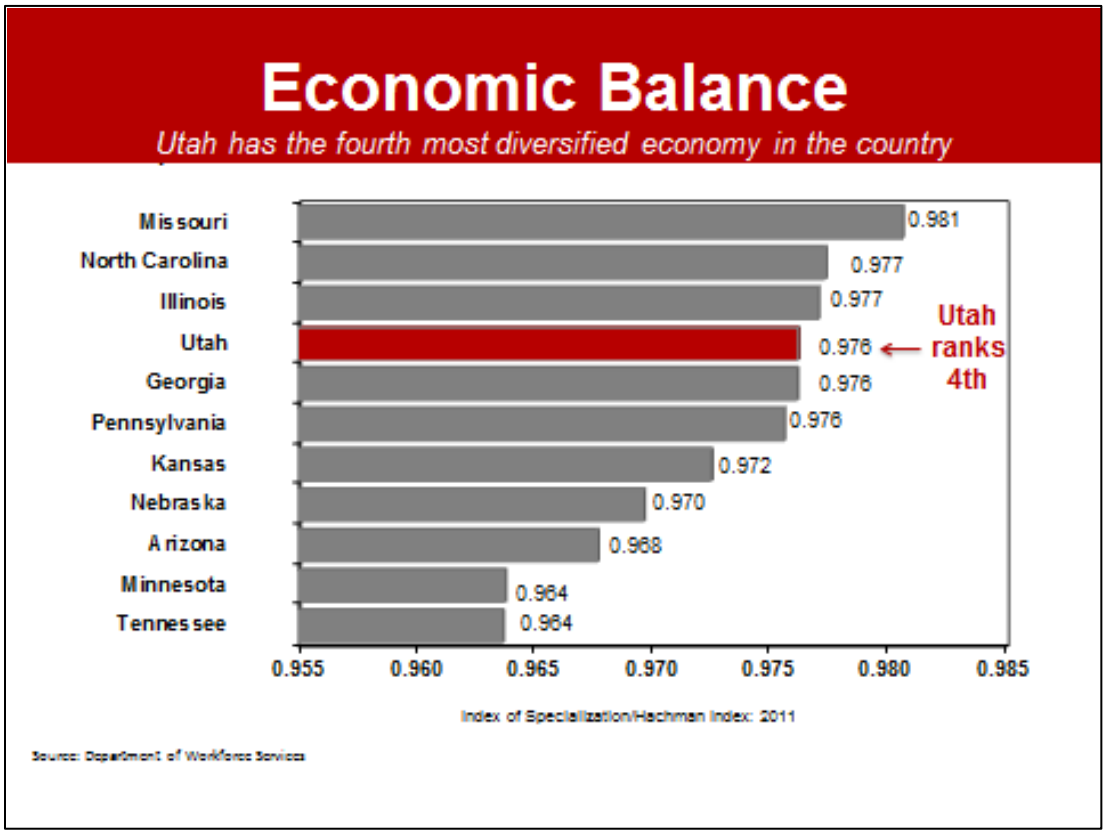
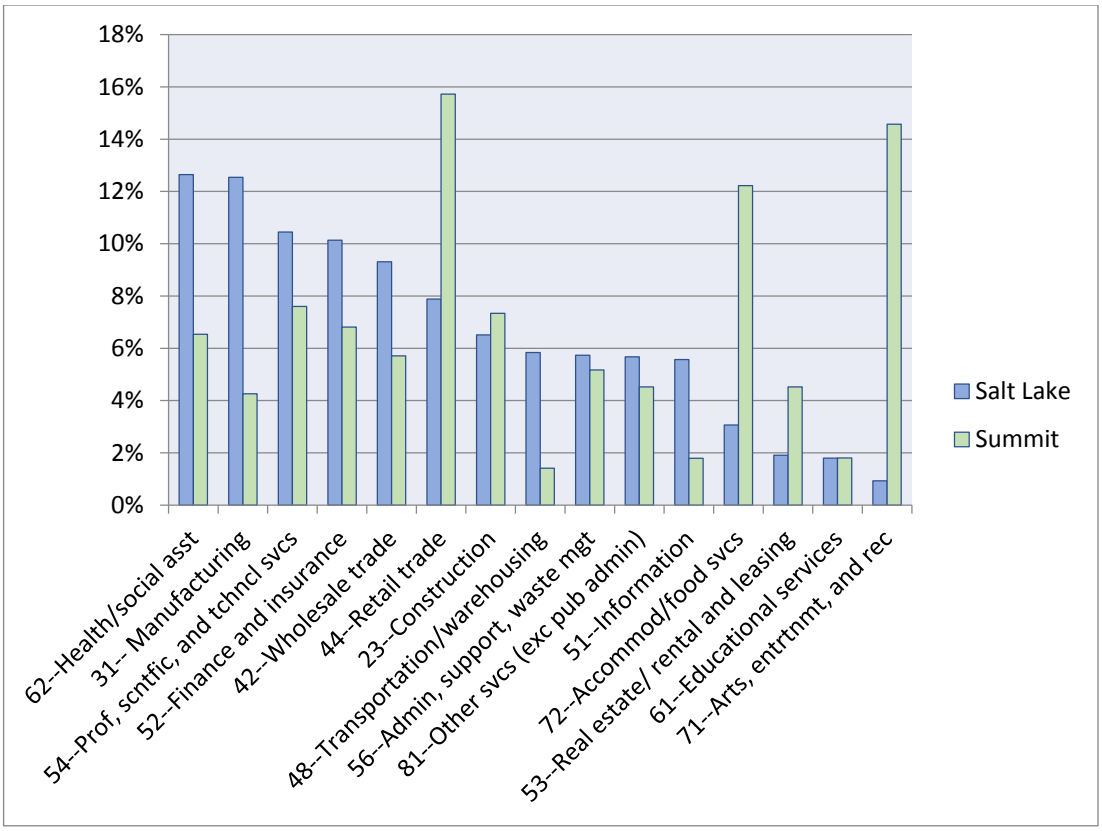


Figure 8. Utah Economic Diversity



Sources: U.S. Department of Labor, 2013. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, Washington, D.C.

Figure 9. Private Service Sectors – Salt Lake County vs. Summit County 2012

3.3 Tax Revenue

This analysis focuses on the major tax categories of sales, property, and income tax. Each type of tax is considered at the finest scale that can be reasonably presented in this general report. Data comes from various government sources, including the Utah State Tax Commission and the Internal Revenue Service.

Sales Tax Revenue

Sales tax revenue follows a complex formula of assessment, collection, and distribution. At the base of the system there is a state sales tax (4.7%), a local sales tax (1%), and a county option sales tax (.25%). Additionally, there are complex permutations of the following sales tax increments, depending on local conditions and eligibility:

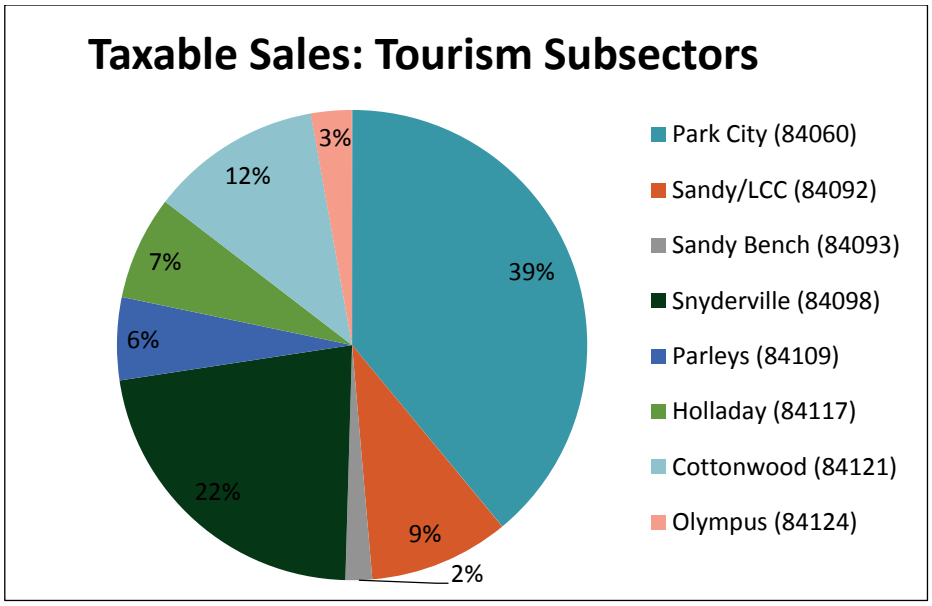
- Municipal Highways (.30%)
- Botanical/Cultural/Recreational/Zoological (.10%)

- Tourism/Recreation/Cultural/Convention (1% Restaurant, 3% Vehicle Lease, and .50% Room tax)
- Vehicle Rental (2.5%)
- Resort Community (1.1-1.6%)
- County Transient Room (up to 4.25%)
- Municipality Room (1-1.5%) taxes

To show where retail activity occurs, Table 2 displays taxable sales by zip code, rather than distribution by city. The zip codes are those directly within or connected to the project area's boundary (excluding the portion of the boundary that extends through downtown and to the airport). In aggregate, sales tax brings over $2.6 billion of taxable sales, including $962 million in tourism-sensitive sectors, as previously defined. These sectors contribute 36.7 percent of taxable sales in the Mountain Accord zip codes. These relationships are further illustrated in Figure 10.

Table 2. Taxable Sales

City	Taxable Sales: All Sectors ($Millions)	Taxable Sales: Tourism Sectors ($Millions)	Tourism as a Percentage of All
Park City (84060)	$657.5	$375.4	57.1%
Sandy/LCC (84092)	$365.5	$92.9	25.4%
Sandy Bench (84093)	$63.2	$17.5	27.7%
Snyderville (84098)	$494.6	$213.0	43.1%
Parleys (84109)	$217.0	$54.9	25.3%
Holladay (84117)	$229.2	$68.6	29.9%
Cottonwood (84121)	$471.0	$113.4	24.1%
Olympus (84124)	$123.6	$27.1	21.9%
Totals	**$2,621.6**	**$962.7**	**36.7%**



Source: Utah State Tax Commission 2014

Figure 10. Point of Sale in Tourism Subsectors; Mountain Accord Zip Codes

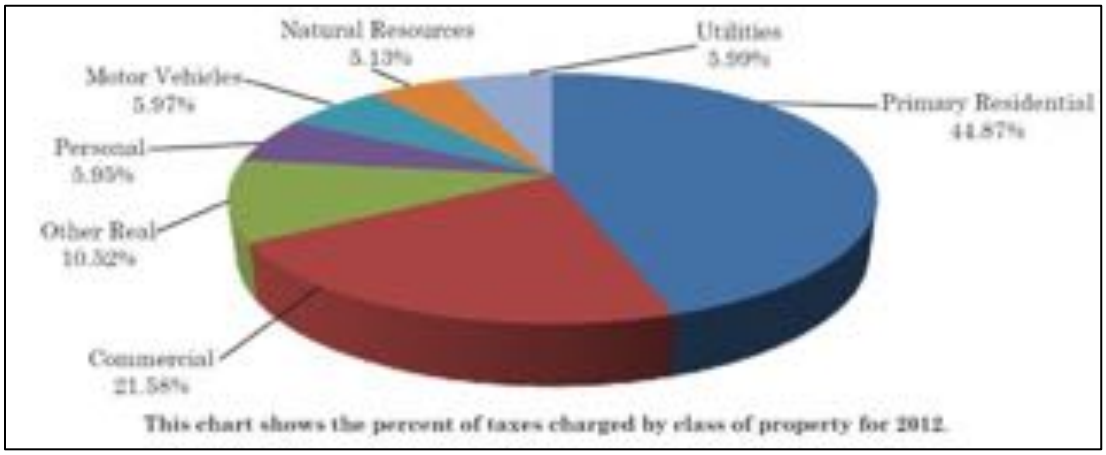
Table 3 moves away from the zip-code analysis and to aggregated revenues for all taxing entities within each Mountain Accord county. In 2013, sales in all sectors of the economy generated over $481 million. These taxes were distributed back to cities and counties for a number of specific and general purposes.

Table 3. Sales Tax Revenues by County

Sales Tax Type	Salt Lake County	Summit County	Wasatch County
Local Sales	$195,073,246	$10,130,250	$3,591,549
Mass Transit	$130,951,596	$3,471,215	$0
County Option	$48,374,331	$2,503,477	$947,279
Highways	$0	$0	$602,513
Zoo, Arts, Parks	$19,044,108	$1,264,237	$0
Vehicle Leasing	$10,411,942	$0	$0
Room Rental	$1,797,247	$0	$0
Restaurant	$17,871,048	$2,108,852	$421,835
Resort Comm.	$639,177	$7,459,209	$412,262
County Room	$12,985,113	$6,167,472	$1,270,597
Muni Room	$3,473,734	$0	$82,179
Totals	**$440,621,542**	**$33,104,712**	**$7,328,214**

Property Tax Revenue

Property tax revenue also makes up a significant portion of city and county budgets, and reflects the overall value of the built environment. While property tax is collected on residences, commercial real estate, motor vehicles, utilities, and other things, over ¾ of property tax revenue comes from real property (Figure 11). In Summit County, the proportion of secondary homes is significantly higher than in Salt Lake and Wasatch Counties, which shifts the tax burden away from primary residents because second homes are assessed at 100% valuation versus 55% for primary homes.



Source: Utah State Tax Commission 2012

Figure 11: Property Tax Revenue by Class

In 2013, approximately $1.27 billion in property tax was collected for Salt Lake, Summit, and Wasatch counties. These taxes were distributed to Mountain Accord's project area entities as shown in Table 4.

Table 4. Distribution of Property Tax Revenue; Utah State Tax Commission 2013

County	General Tax	Schools	Cities/Towns	Spec. Districts	Total
Salt Lake	$198,504,233	$500,422,563	$198,658,667	$197,757,999	$1,095,343,462
Summit	$16,131,463	$71,595,791	$15,700,190	$27,374,504	$130,801,948
Wasatch	$9,029,407	$27,761,268	$2,196,533	$3,837,736	$42,824,944
Totals	**$223,665,103**	**$599,779,622**	**$216,555,390**	**$228,970,239**	**$1,268,970,354**

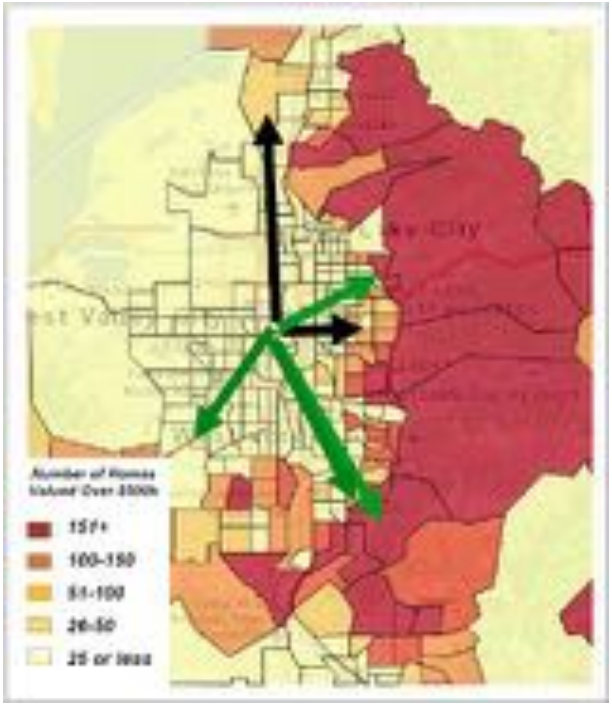
In order to understand the importance of proximity to the Central Wasatch Mountains in the context of residential property values, a geospatial analysis was done with Salt Lake County Assessor's 2013 property tax data. A polygon was

drawn around the mountain areas (Park City and Alta Town were included within the polygon). Buffers were drawn at one-mile increments away from the buffer, and assessed valuations were compared for all single-family residential properties – 96,136 of them – with significant structures (Table 5).

Table 5. Single Family Home Values by Distance from Mountains

Distance	Average Value	Average Size (SF)	Per SF Value
4-5 Miles	$211K	2,140	$57
3-4 Miles	$251K	2,381	$55
2-3 Miles	$284K	2,773	$51
1-2 Miles	$327K	3,184	$49
0-1 Miles	$437K	3,823	$59

In Salt Lake County, properties within one mile of the mountains were largest and valued highest, both in terms of absolute value and per-square-foot value. As properties move farther from the mountain boundary, the average size and average value decrease, but the per-square-foot values increase from $49/SF at the 1-mile boundary to $57 at the 5-mile boundary. Figure 12 illustrates some of these relationships for residential properties.



Source: RCLCO 2014

Figure 12. Average Home Values in proximity to Central

Income Tax Revenue

Income tax revenue is the third key tax category. Table 6 shows taxes paid per tax return filed, according to data from the Internal Revenue Service and the Utah State Tax Commission. State tax breakdown was not available by county, but the effective rate is estimated at approximately 4% of income (Heber City 3.6%; Park City 4.2%; Salt Lake City 4.0%; Sandy City 4.2%). For tax year 2011, the IRS reports $4.07 billion in revenue in the project area, including state income taxes totaling $931.4 million and Federal income taxes totaling $3.14 billion.

Table 6. Taxes Paid per Tax Return Filed; Utah State Tax Commission 2013

County	Adj. Gross Income	Avg. Federal Tax	Estim. State Tax	Estim. Total Income Tax
Salt Lake	$51,689	$7,990	$2,068	**$10,058**
Summit	$75,318	$16,842	$3,013	**$19,855**
Wasatch	$54,409	$7,975	$2,176	**$10,151**
Statewide	**$53,363**	**$8,474**	**$2,135**	**$10,609**

3.4 Travel and Tourism Sector

Overview

Because of the vast number of recreation opportunities afforded by the Central Wasatch, in addition to other recreation assets located throughout the state, the Travel, Tourism, and Recreation (TTR) industry in Utah is estimated by the Outdoor Industry Association to generate about $12 billion in annual consumer spending, 122,000 jobs, $3.6 billion in wages and salaries, and $756 million in state and local tax revenue (OIA 2013). By contrast, the University of Utah's Bureau of Economic and Business Research estimates $7.4 billion in TTR spending in 2012, accounting for 129,088 jobs and $960.6 million in direct, indirect, and induced TTR-related tax revenues (BEBR 2014).

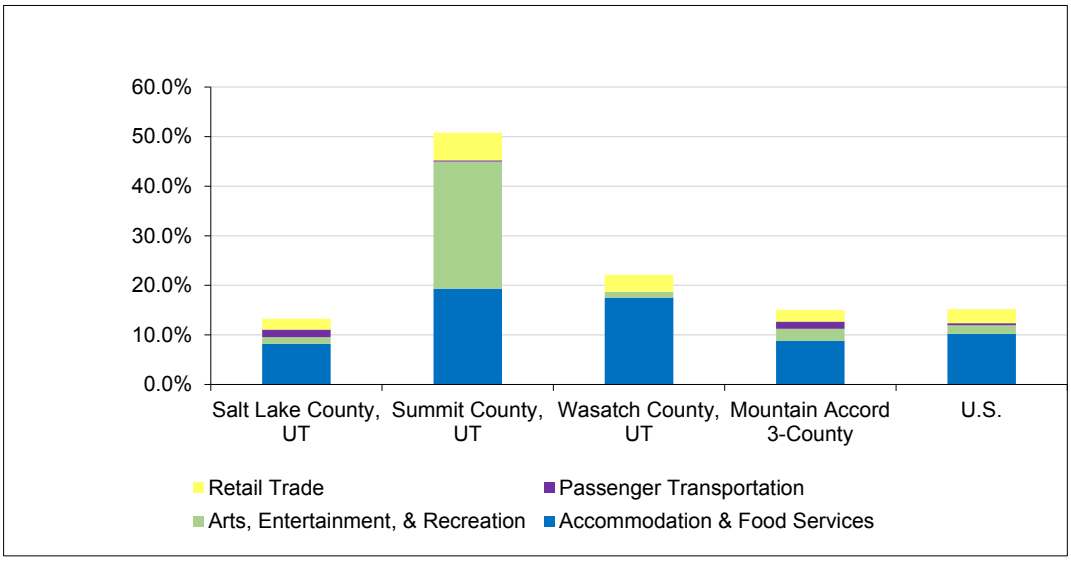
The TTR economy consists of sectors that provide goods and services to traveling visitors and recreating residents. These industries are: retail trade; passenger transportation; arts, entertainment, and recreation; and accommodation and food. Figure 13 shows the similarities and differences between employment in travel and tourism sectors for Salt Lake, Summit, and Wasatch Counties, compared with the US economy. Because there is no single industrial classification for travel and tourism under the North American Industrial Classification System (NAICS), a BEBR methodology has been followed to extract TTR revenues from the sectors identified as "tourism-sensitive". These industries include (3-digit NAICS codes in parenthesis):

- Components of Retail Trade: Gasoline Stations (447), Clothing and Accessory Stores (448), Miscellaneous Store Retailers (453; includes Gift, Novelty, and Souvenir)
- Components of Passenger Transportation: Air Transportation (481), Scenic and Sightseeing Transportation (487)
- Components of Arts, Entertainment, and Recreation: Performing Arts and Spectator Sports (711); Museums, Parks, and Historical Sites (712; includes National Parks, Conservation Areas); Amusement, Gambling, and Recreation (713; includes Golf Courses, Alpine and Cross Country Skiing Facilities)
- Components of Accommodation and Food: Accommodation (721; includes ski resorts, hotels, casino hotels, campgrounds, guest ranches), Food Services and Drinking Places (722)

Using a formula to extract TTR activity from these NAICS categories is necessary, because substantial local spending also occurs within these NAICS categories.

Tourism Employment

As indicated in Figure 13 and Figure 14, the contribution of these sectors to the Mountain Accord study area's job mix is similar to their relative contribution at the national scale (15.0 percent vs. 15.2 percent). It is important to note that in Wasatch and especially Summit counties, these sectors are much more significant contributors to county job markets (note the highlights in Figure 14). While 13.3% of Salt Lake County employment is travel and tourism related, the figure is 50.8% for Summit County.



Sources: U.S. Department of Commerce, 2013. Census Bureau, County Business Patterns, Washington D.C.

Figure 13. Private Employment in Travel and Tourism-Sensitive Industries, 2011

MOUNTAIN ACCORD

Sector Description	Salt Lake Co.	Summit Co.	Wasatch Co.	3-County Composite	U.S.
Total Private Employment	**495,829**	**23,899**	**4,268**	**523,996**	**113,425,965**
Travel & Tourism Related	**65,711**	**12,136**	**944**	**78,791**	**17,231,816**
Retail Trade	10,765	1,329	146	12,240	3,224,078
Gasoline Stations	2,269	183	103	2,555	847,516
Clothing & Accessory Stores	5,901	982	6	6,889	1,659,696
Misc. Store Retailers	2,595	164	37	2,796	716,866
Passenger Transportation	7,610	63	0	7,673	448,324
Air Transportation	7,601	21	0	7,622	425,787
Scenic & Sightseeing Transport	9	42	0	51	22,537
Arts, Entertainment, & Recreation	6,716	6,123	50	12,889	2,003,129
Performing Arts & Spectator Sports	2,647	231	10	2,888	427,663
Museums, Parks, & Historic Sites	490	17	2	509	128,780
Amusement, Gambling, & Rec.	3,579	5,875	38	9,492	1,446,686
Accommodation & Food	40,620	4,621	748	45,989	11,556,285
Accommodation	7,019	1,503	113	8,635	1,864,708
Food Services & Drinking Places	33,601	3,118	635	37,354	9,691,577
Non-Travel & Tourism	**430,118**	**11,763**	**3,324**	**445,205**	**96,194,149**
Percent of Total					
Travel & Tourism Related	**13.3%**	**50.8%**	**22.1%**	**15.0%**	**15.2%**
Retail Trade	2.2%	5.6%	3.4%	2.3%	2.8%
Gasoline Stations	0.5%	0.8%	2.4%	0.5%	0.7%
Clothing & Accessory Stores	1.2%	4.1%	0.1%	1.3%	1.5%
Misc. Store Retailers	0.5%	0.7%	0.9%	0.5%	0.6%
Passenger Transportation	1.5%	0.3%	0.0%	1.5%	0.4%
Air Transportation	1.5%	0.1%	0.0%	1.5%	0.4%
Scenic & Sightseeing Transport	0.0%	0.2%	0.0%	0.0%	0.0%
Arts, Entertainment, & Recreation	1.4%	25.6%	1.2%	2.5%	1.8%
Performing Arts & Spectator Sports	0.5%	1.0%	0.2%	0.6%	0.4%
Museums, Parks, & Historic Sites	0.1%	0.1%	0.0%	0.1%	0.1%
Amusement, Gambling, & Rec.	0.7%	24.6%	0.9%	1.8%	1.3%
Accommodation & Food	8.2%	19.3%	17.5%	8.8%	10.2%
Accommodation	1.4%	6.3%	2.6%	1.6%	1.6%
Food Services & Drinking Places	6.8%	13.0%	14.9%	7.1%	8.5%
Non-Travel & Tourism	**86.7%**	**49.2%**	**77.9%**	**85.0%**	**84.8%**

Sources: U.S. Department of Commerce, 2013. Census Bureau, County Business Patterns, Washington D.C.

Figure 14. Employment in Mountain Accord Region vs. U.S. Travel and Tourism Sectors 2011

A key feature of a specialized TTR-dependent economy like Summit County's is seasonal employment. A significant unemployment rate fluctuation occurs at the conclusion of ski season in April-May (see Figure 15), and is repeated year after year. Summit County receives 68 percent of its tax revenue during winter months when the ski season is active. Additionally, because of the high cost of lodging and living, many of these seasonal employees that support ski tourism live outside of the resort cities, and contribute to traffic congestion patterns, residential rental market fluctuations, etc. Because of these dynamics, both Salt Lake and Summit Counties exchange significant workforce populations on a daily basis. Summit County indicates that approximately 60 percent of its tourism workforce commutes from Salt Lake City daily, while 60 percent of its white collar population travels to Salt Lake City for daily work.

Park City's chamber of commerce collects detailed information on seasonal visitation. Figure 16 illustrates the City's total weekly stays for 2013. While winter visitation represents about 1.7 million hotel stays, summer visitation accounts for about 1.4 million stays. The primary difference is that winter expenditures average $378/person day and summer expenditures average $295/person day (Park City Chamber 2014).

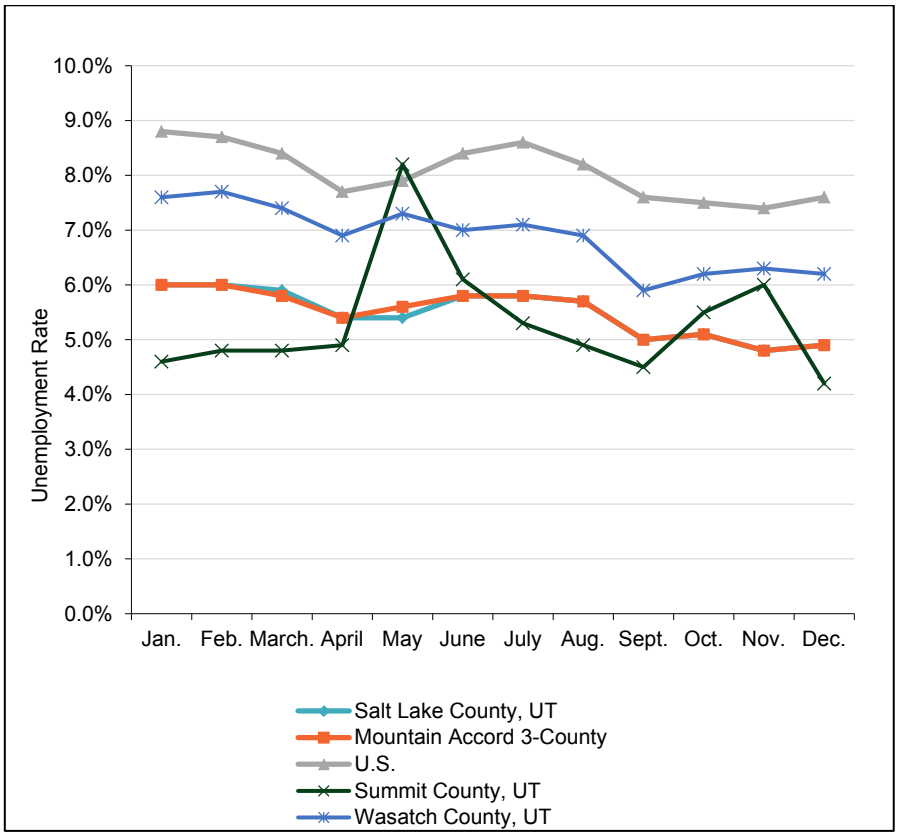


Figure 15. Seasonal Unemployment, Project Area 2012

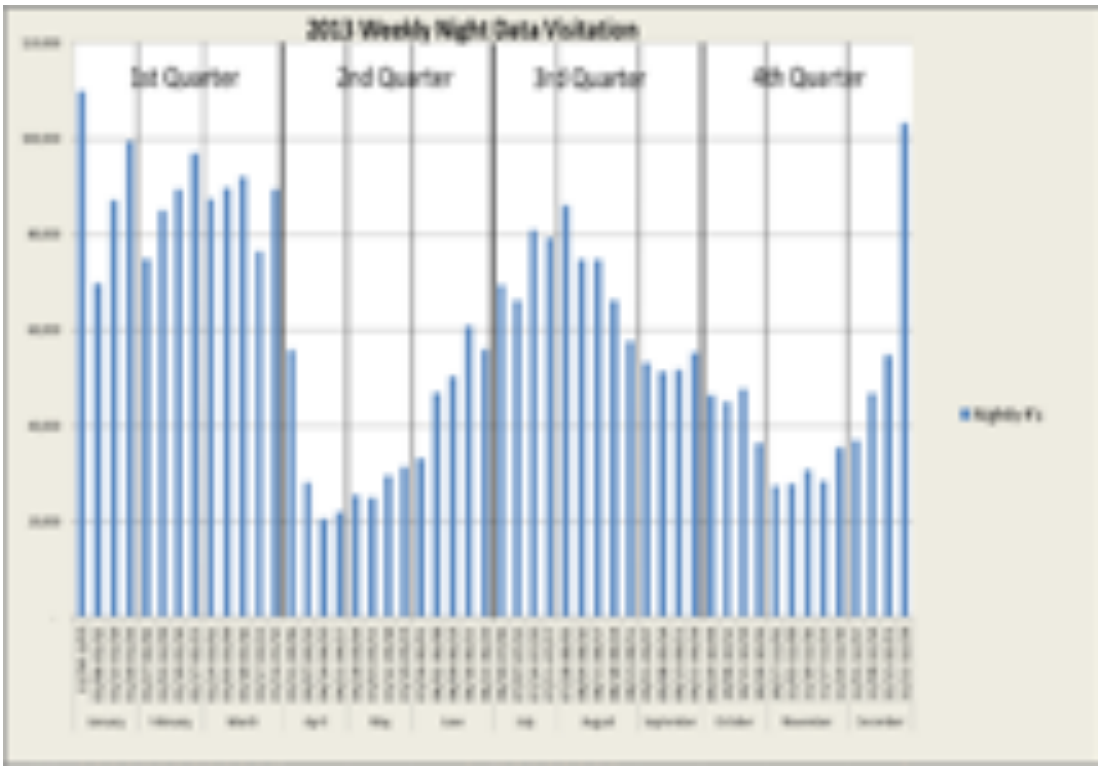


Figure 16. Seasonal Visitation 2013 (Park City Chamber)

Tourism Spending

While tourism-related employment is one way to understand how these segments of the economy are important, there are some aspects of the Central Wasatch economy that can be translated more directly into dollars. The seven ski resorts in the project area generate 79 percent of all ski visits in Utah. Over the past five years, this amounts to an average of 3.17 million Central Wasatch downhill ski visits, and generates over $751 million (extrapolated from RRC Associates, 2013).

In terms of non-ski recreation, the UWCNF estimates Forest visitation to include 8.4 million annual non-ski visits forest-wide (day and overnight uses), and Park City accommodates 1.4 million visitor nights in the summer months. A breakdown of known recreation visitation and the related economic value is estimated in Table 7.

Table 7. Central Wasatch Visitation and Economic Value

Visit Type	Visits	Per Visitor Spending	Total Spending
Local Ski Days (7 MA resorts)	1,268,000	$108	$136,944,000
Non-Local Ski Days (7 MA resorts)	1,902,000	$323	$614,346,000
WCNF Day Uses (excluding skiing)	7,820,000	$11	$87,770,958
WCNF Overnight Uses (excluding skiing)	572,000	$63	$35,998,227
Park City Summer Visits (2013)	1,402,000	$295	$413,590,000
Totals	**12,964,000**		**$1,288,649,185**

Sources: RRC associates, 2013. USFS NVUM 2007, 2012, 2013, 2014. Park City Chamber 2014.

Beyond this direct recreation spending, the Central Wasatch mountains help draw extended travel and tourism activity into the region. The nearly $1.3 billion in Table 7 is a portion of a much larger $4 billion travel and tourism economy in the project area's counties. County-wide visitation and economic value data are collated from 2012 County Tourism Profiles produced by the Utah Office of Tourism, and displayed in Table 8. In 2012, these activities produced $4.01 billion in traveler spending, 69K jobs, and nearly $253 million collected in direct tax revenues in the project area counties alone.

Table 8. Travel/Tourism Spending, Employment, and Revenue by County

County	Spending by Travelers	Travel/Tourism Employment	Travel/Tourism Tax Revenues
Wasatch	$108,281,238	1,885	$7,219,088
Summit	$635,363,968	11,076	$41,076,233
Salt Lake	$3,271,982,440	56,102	$204,594,600
Totals	**$4,014,627,646**	**69,063**	**$252,889,921**

Sources: Utah Office of Tourism, 2013.

Of critical importance, while the population of project area counties increased from 976K in 2002 to 1.12M in 2012 (15 percent), total UWCNF visits decreased during the same period, from 7.8M to 7.6M (2 percent). During the same time period, ski visitor days increased from about 2.5M to 3.2M (28 percent) in the project area. For the past decade, population increase does not correlate clearly to recreation visitor use in the Wasatch. This may be a result of a general shift in recreation preferences (e.g., cycling has emerged as a major recreation activity that may be taking pressure off of mountain recreation), or may bear linkages to generational changes such as an aging population and the information age.

3.5 Land Development

Land development in and around project area substantially influences the economics of the Central Wasatch. As a result, land development and construction activity will be major drivers of economic activity throughout the region. How and where this development occurs can affect the value of the Central Wasatch in several ways.

Salt Lake, Summit, and Wasatch Counties contain approximately 1,262,363 acres of private land, although not all of this land is developable because of suitability constraints such as slope, watershed, natural resource protection, etc. As of 2010, 18.6 percent of all privately-held land in the project area counties was developed.

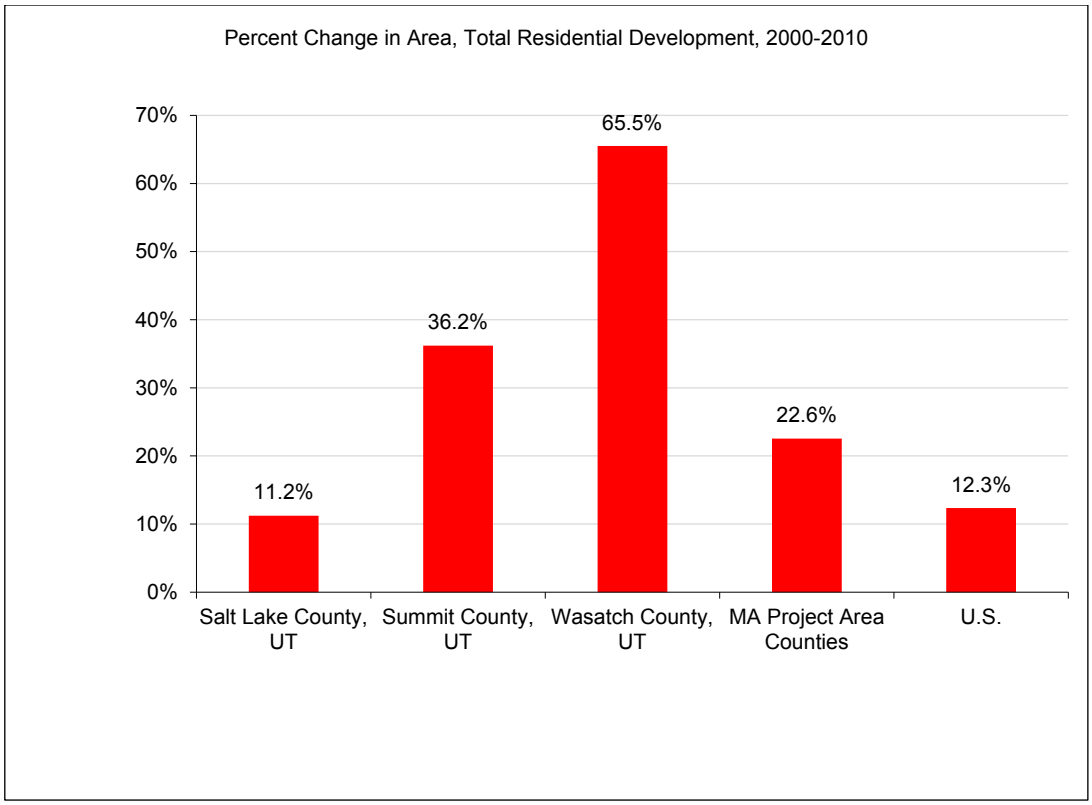
Salt Lake County contained the greatest amount of residential development as a percentage of private land (35.7%), and Wasatch and Summit Counties contained the lowest amounts (11.1% and 11% respectively). Table 9 and Figure 17 illustrate the percentage of increase in total residential development between the years 2000 and 2010 across geographies.

Table 9. Project Area vs. U.S. Private Land Developed 2010

Visit Type	Salt Lake County	Summit County	Wasatch County	MA Project Area Counties	U.S.
Total Private Land	389,492	615,563	257,308	1,262,363	1,341,224,948
Total Developed, 2000	124,964	50,047	17,061	192,072	190,918,648
Total Developed, 2010	138,996	68,160	28,237	235,393	214,475,717
Percent Change in Total Developed	11.2%	36.2%	65.5%	22.6%	12.3%
Percentage of Total*					
Total Developed, 2000	32.1%	8.1%	6.6%	15.2%	14.2%
Total Developed, 2010	35.7%	11.1%	11.0%	18.6%	16.0%

* The percentages in this table represent the percent of private land developed at various housing densities, and should not sum to 100%.

Sources: U.S. Geological Survey, Gap Analysis Program. 2012. Protected Areas Database of the United States (PADUS) version 1.3. Theobald, DM. 2013. Land use classes for ICLUS/SERGoM v2013. Unpublished report, Colorado State University.



Sources: U.S. Geological Survey, Gap Analysis Program. 2012. Protected Areas Database of the United States (PADUS) version 1.3. Theobald, DM. 2013. Land use classes for ICLUS/SERGoM v2013. Unpublished report, Colorado State University.

Figure 17. Percent Change in Total Residential Development by Geography 2000-2010

In the past decade, despite the downturn in the housing market, the conversion of open space and agricultural land to residential development has continued to occur at a rapid pace. The popularity of large lot sizes has intensified this trend (low density development results in a larger area of land converted to residential development). Per capita consumption of land used for housing is a good way to measure of the pattern of development (i.e., denser or more sprawling). Comparisons in development patterns between 2000 and 2010 highlight the differences in each area. Salt Lake County was more densely developed per person in 2010 than in 2000. Wasatch and Summit Counties, on the other hand, became less dense (more sprawling) per person. See Table 10 and Figure 18.

Generally speaking, geographies with a large percent change in residential development such as Wasatch County have experienced significant in-migration from more urbanized areas like Salt Lake County. Counties with a small percent change either experienced little growth or were already more urbanized in 2000.

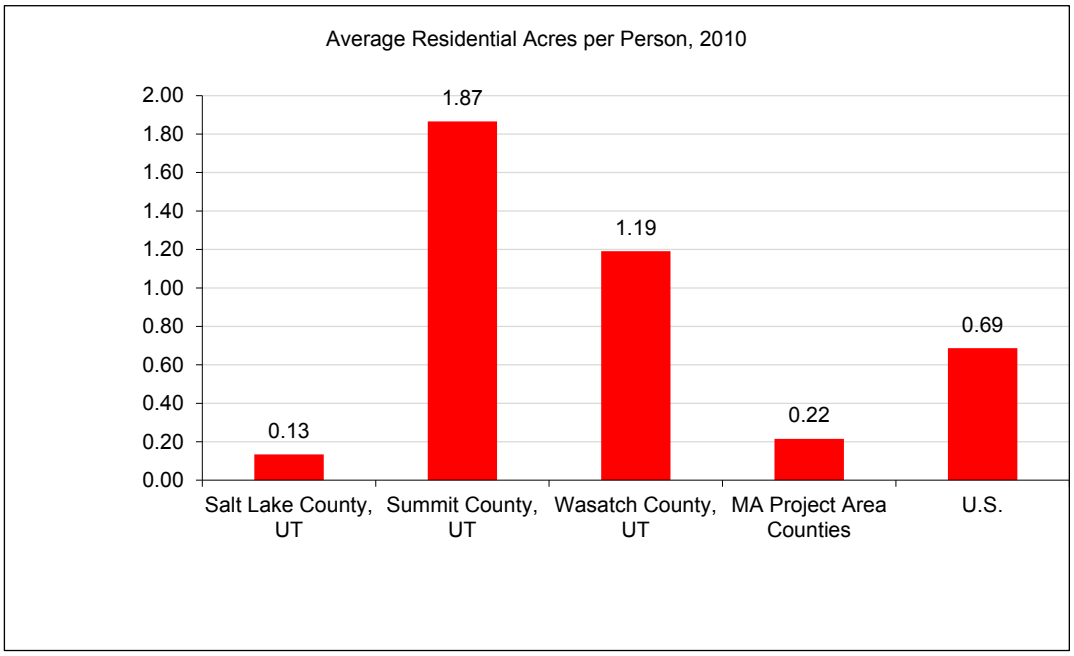
Commercial demand is a function of many demographic factors. Some of these include employment by industry sector, space usage by type (retail, office, industrial, flex, etc.), square footage per employee, and overall health of the economy, which

affects vacancy and absorption in each of these product types. In general, vacancy in retail, office, and industrial space has been declining steadily since 2011, and developers have started to turn to land acquisition again.

Table 10. Population Density – Developed Residential Acres per Capita 2000-2010

	Salt Lake County	Summit County	Wasatch County	MA Project Area Counties	U.S.
Residential Acres/Person, 2000	0.14	1.67	1.11	0.20	0.67
Residential Acres/Person, 2010	0.13	1.87	1.19	0.22	0.69
Change 2000-2010	0.00	0.20	0.08	0.01	0.02

Sources: U.S. Geological Survey, Gap Analysis Program. 2012. Protected Areas Database of the United States (PADUS) version 1.3. Theobald, DM. 2013. Land use classes for ICLUS/SERGoM v2013. Unpublished report, Colorado State University.



Sources: U.S. Geological Survey, Gap Analysis Program. 2012. Protected Areas Database of the United States (PADUS) version 1.3. Theobald, DM. 2013. Land use classes for ICLUS/SERGoM v2013. Unpublished report, Colorado State University.

Figure 18. Developed Residential Acres per Capita

Value of Preservation

For many decades, Park City has maintained a focused program of land acquisition and preservation as an economic development fundamental. While traditional economic development tends to look at ways to increase revenue by adding retail activity, jobs, or developed property that adds to the tax base, Park City has

invested heavily in keeping key properties *from* being converted to developed use. This preservation strategy, which has involved three cycles of open space bonding, and millions of dollars of strategic investment, has helped to preserve the character of Park City, which in turn promotes the high-value travel and tourism industry. In Salt Lake City and Salt Lake County, similar preservation efforts have been in place for years and many open space, watershed protection, and other private-to-public preservation acquisitions have been made.

The collective and precise value of these preservation programs to the larger economy is not known. However, the scenic and natural quality and integrity of the Central Wasatch Mountains is considered to be fundamental to its “attraction value”, for the developed recreation industry, dispersed recreationists and users, and for business retraction and retention related to quality of life. Many tools are in place to help avoid unsafe and unappealing land uses that might adversely affect the quality of the Central Wasatch. These include development suitability requirements such as slope and resource proximity restrictions, watershed activity prohibitions, and federal land management policies and prescriptions.

The Wasatch Mountains and their streams are of extraordinary importance to the regional water supplies of northern Utah and its residents. The good health of the natural systems of the Wasatch—the land, vegetation, snow, riparian areas, habitats, and ecosystems—facilitates the water cycle and ultimately connects these mountains to faucets throughout the project area and beyond. More than half of the Salt Lake Valley relies directly upon the Central Wasatch watersheds, with the broader region of northern Utah relying at least indirectly on these watersheds.

The investment made by the public in the existing developed water resource is significant. To replace the water supplies from the Central Wasatch watersheds would cost several hundred million dollars or more. The water resource is of critical importance to the overall economy in the study area and the broader region.

4. FUTURE TRENDLINES

4.1 Introduction

The following is a summary of future trendline information relevant to Mountain Accord. All four systems groups (environment, transportation, recreation, and economy) are using the same projection information for population growth, land use, transportation, and climate change. Section 4.2 of this Economy System report includes the detailed baseline projections for population growth and land use. However, the detailed climate projections are found in the Environment Report, and detailed transportation projections are found in the Transportation Report. Section 4.3 includes discussion on how population growth, land use, transportation and climate change projections affect the economy system.

4.2 Baseline Projections

Population Growth

Utah's population has experienced consistently high growth, which has outpaced national growth rates continuously for several decades. According to the U.S. Census and Utah Governor's Office of Management and Budget, between now and 2040, population is anticipated to grow about 58 percent statewide, from approximately 2.90 million to 4.57 million. In Salt Lake County, the anticipated growth will be slightly slower because developable land is scarcer. Summit and Wasatch counties, on the other hand, are anticipated to have steeper population growth rates than Utah as a whole:

- Salt Lake County: 1.08 million to 1.51 million (an increase of 42 percent)
- Summit County: 38,000 to 71,000 (an increase of 86 percent)
- Wasatch County 26,000 to 59,000 (an increase of 123 percent)

With so many new residents interacting project area, significant shifts in patterns of living, working, commuting, transacting business, and recreating will occur. These shifts will lead to increased challenges and opportunities, and will require thoughtful planning and investment in transportation and infrastructure projects, developed and undeveloped recreation accommodations, and environmental resource protection. Along with population growth, sustained growth in tax revenue will occur and will provide significant resources for the investments that are needed.

Land Use

The significant population bump in Salt Lake, Summit, and Wasatch counties between now and 2040 will increase the need for land development, driving construction of housing, retail, and commercial structures for nearly 500,000 new residents. This would result in an approximate 43 percent increase in the built environment in these three counties. Along with this population increase, important shifts in household size will occur. In each county, more units will be required per capita compared with current conditions:

- Salt Lake County: Average household size will **decrease** from 3.01 to 2.62. To accommodate the future population in the county, land development to support 231K new housing units, along with appropriate, retail, commercial, and office space is anticipated.
- Summit County: Average household size will **decrease slightly** from 2.80 to 2.74. Land development to support 13K new housing units, along with appropriate, retail, commercial, and office space is anticipated.
- Wasatch County: Average household size will **decrease** from 3.23 to 2.95. Land development to support 12.7K new housing units, along with appropriate, retail, commercial, and office space is anticipated.

Currently, the average residential acreage developed per person is: SLCO- 0.13; Summit-1.87; and Wasatch-1.19 acres/person. All three counties have undertaken planning in the most recent decade to shift land use and development patterns toward more dense, integrated, and sustainable patterns. Generally speaking, the average land consumed per capita in Salt Lake County would remain stable because it is already low. In Wasatch and Summit counties, significant reductions in land consumption per capita are likely, as denser, clustered developments with preserved open spaces will be a common and standard development pattern.

The January 2014 Wasatch Front 2050 report by RCLCO for Envision Utah projected land development for Salt Lake County. Several of the cores identified in the report are important to activities, and may bear relationships to actions, within the project area. Cores 1, 3, 4, E1, 5, 6, and 7 collectively contain about 2,750 acres that will be developed by 2050, and may substantially support activity and commerce in the Central Wasatch (see Figure 19). Commercial, retail, office, and workplace needs of the growing population will be integrated in balanced proportions through these cores.

In Summit and Wasatch Counties different challenges loom. Where density in SLCO has trended downward recently, these counties have been balancing sprawl issues, very large lots and homes, huge development proposals, and significant development entitlements that may not match community preferences or serve to protect community character. Presently, well over 10,000 residential units and over 12 million square feet of commercial space have been entitled. It is anticipated that the Counties will preserve significant open space, renegotiate/revise some

development agreements, and take other steps to minimize the potentially harmful effects of the development that is on the books. It is also anticipated that the Wasatch Back counties will continue to make significant efforts to dedicate, acquire, and preserve critical and essential open space parcels that protect character and identity, and that promote TTR-based economic activity.

Source: RCLCO 2014

Figure 19. Commercial Core Development in Salt Lake County

4.3 Trendlines for the Economy System

Employment and Economic Diversity

Utah's continued population growth, young and educated workforce, favorable/predictable tax structure, access to amenities, and quality of life will result in a continued condition of low unemployment, improving wages, and resilience to recessions. Economic diversity on the Wasatch Front is expected to stay balanced and highly diverse, as it presently is. Salt Lake County's job growth will be focused on Professional/administrative/government/health sectors. This is a high-paying job mix that will continue to fuel prosperity and increase personal income (Figure 20).

Figure 20: Salt Lake County Job Growth 2010–2040

By contrast, Summit County's job growth will come primarily from sectors that are travel and tourism sensitive (Figure 21). Economic development efforts in the communities on the Wasatch Back continue to focus on protecting their highly specialized travel and tourism industry, but increasingly recognize the need for more local employment options and greater economic diversity than currently exists. With Summit's job growth focused on the TTR sector, the County has undertaken specific work to innovate its economic development effort and to attract job centers that support higher-paying professional jobs. Without these programs, Summit would remain economically specialized with a relatively low-paying mix of new jobs. Therefore, slow but steady diversification toward an employment mix that depends less upon tourism is predicted over time.

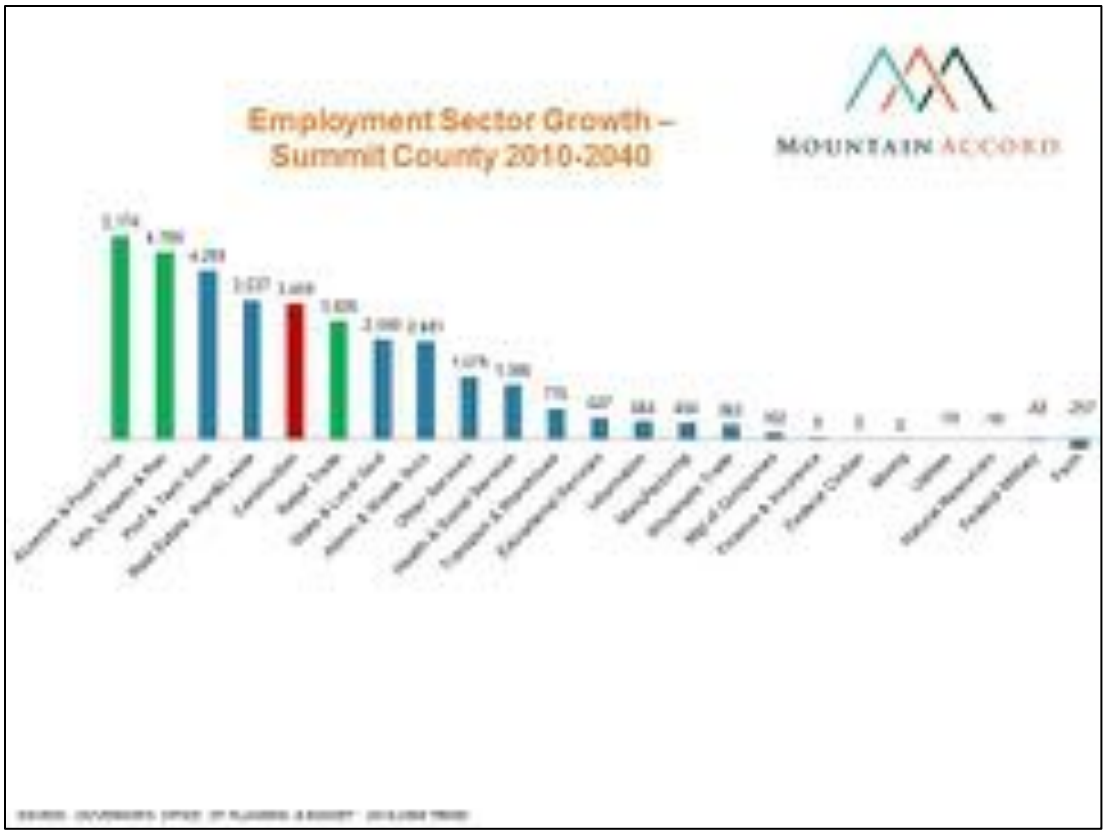


Figure 21: Summit County Job Growth 2010–2040

Travel, Tourism, and Recreation

Two key trends have been identified for TTR industries. First, developed recreation, including ski visitation and summer event visitation in destination areas such as ski resorts and resort communities, has been trending upward (Figure 22 is an example). Even while skier visits have diminished nationally, Utah has continued a flat-to-moderate growth trend. The project area's resort communities have continued to add major events and cultural activities to their resumes, expanding steadily into year-round tourism activity that brings high-paying out-of-state visitors. Each overnight visit in this segment of the TTR economy is estimated to be worth between $295 and $378 in spending (Park City Chamber 2013).

Source: RRC 2013

Figure 22: Utah Skier Day Projections

The second key trend is in non-developed visitor use. While the Wasatch Canyons Tomorrow (WCT) plan indicates continuous and significant growth in non-winter site visits (essentially tripling by the end of the century – Figure 23), the Forest Service's own National Visitor Use Monitoring data over the past decade is less definitive. In 2002, the combined Uinta and Wasatch-Cache forests estimated 7.6 million visitors. That number surged higher, to around 8.4 million in 2007, but in 2012 decreased rather dramatically to approximately 7.4 million visitors. It isn't known exactly why (or whether) non-winter forest visitation shifted so dramatically. The NVUM data, while representing the most comprehensive dataset available for the forest, also has a +/- 17.2 error at the 90% interval.

Over time, the vitality of the TTR sector, and the amount of developed and undeveloped recreation occurring in the Central Wasatch, will depend on several economic variables. Perhaps central among these, in the context of both developed and undeveloped recreation, is protection of the scenic, natural, and aesthetic qualities that make the Central Wasatch Mountains stand out as a regionally- and nationally-significant destination. The project area is unique in America because of its beauty, unique character and ecology, and its unusual proximity to an international airport and urban center. Nowhere else in the country is there a recreational amenity of this quality that routinely serves this many people.

Estimates of Non-Winter-based Site Visits by Venue in the Wasatch: 2030, 2050 and 2100 (figures in thousands)

Site Visit Venue	2003	2030	2050	2100
Developed Campground	107	180	233	371
Forest Trails	934	1,571	2,034	3,235
Scenic Byway	151	254	328	522
Wilderness	86	145	187	298
Picnic Area	195	329	425	677
Forest Roads	386	650	841	1,338
Total Site Visits	**1,859**	**3,129**	**4,048**	**6,441**

Source: WFRC 2010

Figure 23: Non-winter Site Visits in the Wasatch Canyons

For the purpose of this study and scenario analysis, the following general assumptions about current and future visitor use are made:

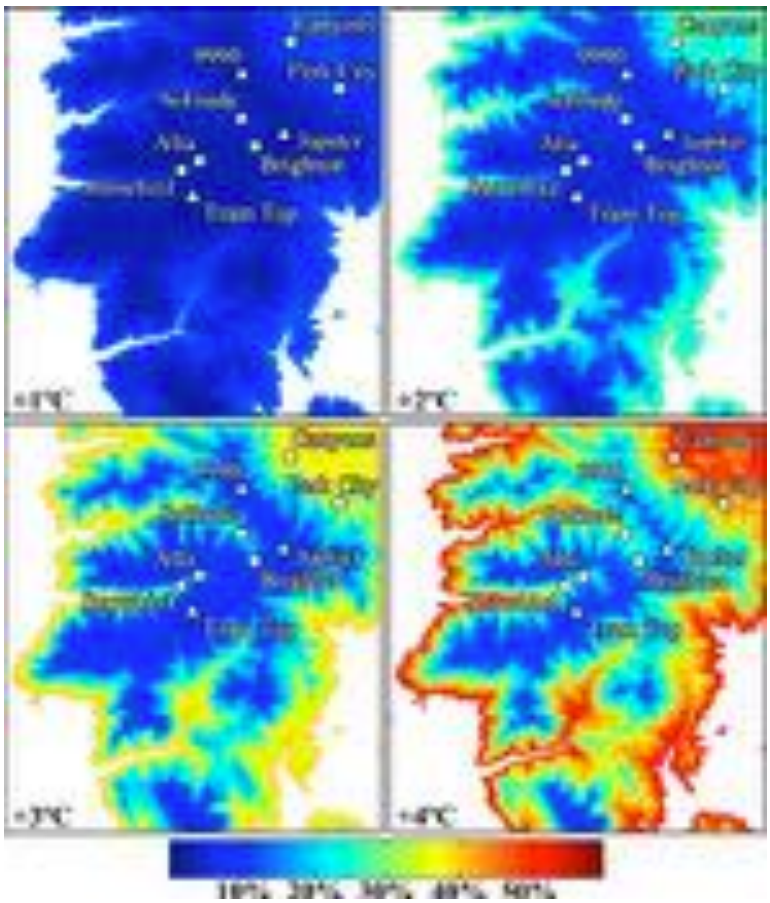
1. **Non-developed day visits (non-resort/non-hotel).** The overall population will *increase by 500,000 new residents* (43.4%), from about 1.14M to 1.64M by 2040. Non-developed use is predicted to increase by a corollary amount. Presently, annual non-developed day-use visits are estimated at approximately 2.5M in the Central Wasatch. A linear, population-driven use increase of 40% would *add 1M additional visitors by 2040*.
2. **Developed visits (resort and/or hotel use).** The following trends are assumed.
   a. Winter Destination Visits – A long-term, slow growth in skier days is predicted, *increasing by about 500K* (15.8%), from the present 3.17M to approximately 3.67M skier days the project area's 7 resorts by 2040. This increase in visitation is assumed without intervention programs such as increased resort connections, transit service, or programs to improve skier trial and conversion success.
   b. Summer Destination Visits – The total amount of summer tourism to key destinations in the Central Wasatch is not known. Hotel data provides perhaps our best snapshot. Salt Lake County and Park City collectively supply approximately 1.2M annual available room-nights. In SLCO, winter quarter achieves 65% occupancy at $65, and summer achieves

79% occupancy at $80. In Park City, winter quarter achieves 48% occupancy at $244, and summer achieves 39% occupancy at $57. Many of these summer tourism visits are from programmed events (e.g., Sundance, arts festivals, Oktoberfest, Conventions, etc.). In general, summer hotel occupancy is similar to or superior to winter visitation in SLCO, while it lags behind in occupancy and rates in Park City. The assumption going forward is that summertime hotel and destination visitation will continue to grow as the project area continues its economic and destination development efforts.

Crowding, user conflicts, traffic and parking congestion, or degraded recreation infrastructure conditions are placing some resources near capacity, and perhaps causing lower-quality experiences presently. This is supported by the 2010 Wasatch Canyons Tomorrow survey, which found that 62.5% of respondents believe the Wasatch Canyons are already overused (WFRC 2010). The potential for crowding and a degraded experience may naturally limit growth in the tourism economy of the Central Wasatch unless a specific effort is made to protect the quality of experience by making strategic investments.

Climate Change

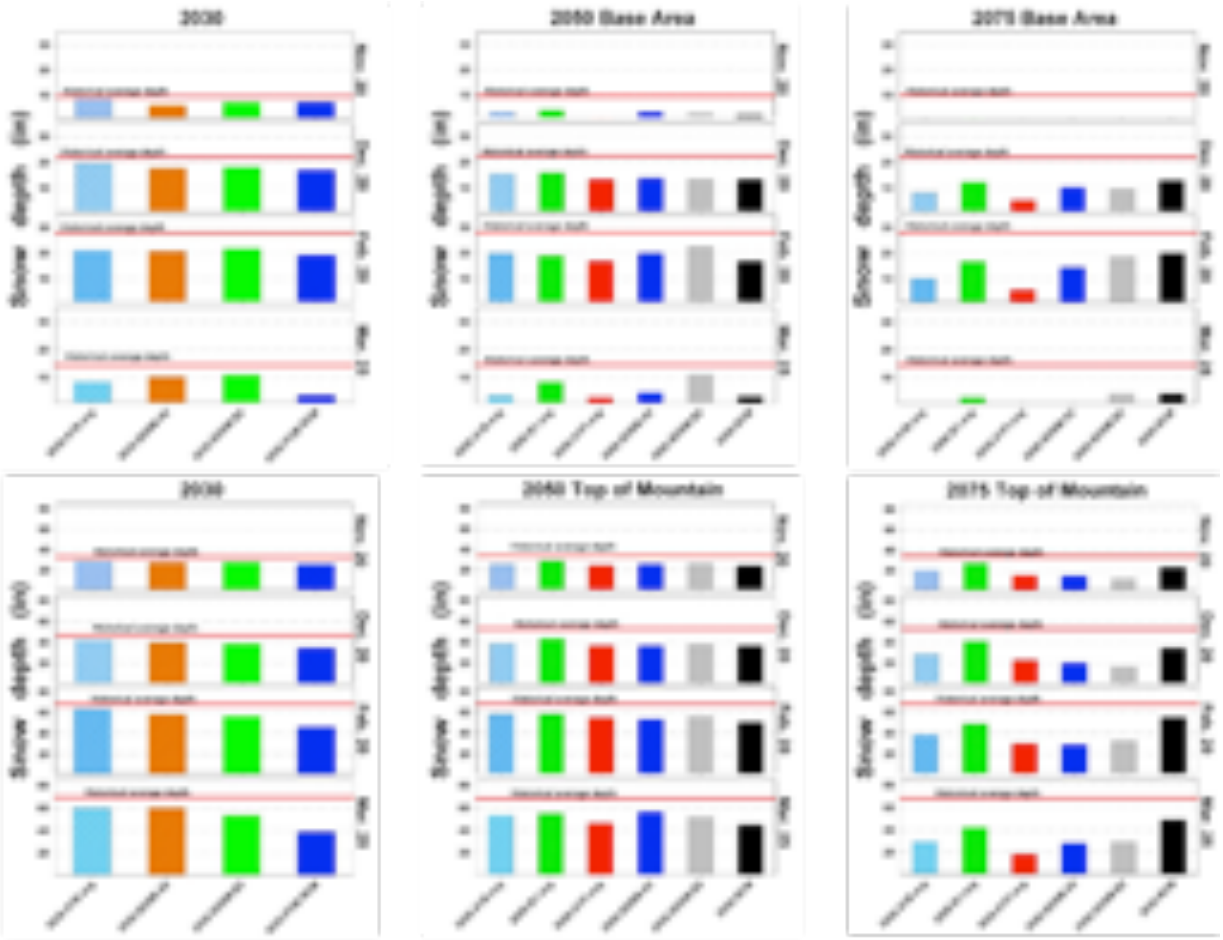
As detailed in the Environment System Report, projected climate change impacts could have a significant influence on the opportunities for TTR activity in the future. It is currently believed that year-to-year variations in snowfall will continue to dominate mountain snowpack during the next couple of decades. As temperature increases through the century, the fraction of precipitation that falls as snow will decrease, as will the length of the snow accumulation season. Figure 24 below shows the percentage of precipitation (liquid equivalent) that currently falls as snow that would instead fall as rain per °C of warming.



Source: Steenburgh, J., 2014: Secrets of the Greatest Snow on Earth. Utah State University Press. In press.

Figure 24. Percent Increase from Snow to Rain per °C Increase

Figure 25 below shows projected snow depths at the base and top of Park City Mountain in 2030, 2050, and 2075 for several climate model scenarios generated in 2009. Note that the figure is based on previous-generation climate change models projections.



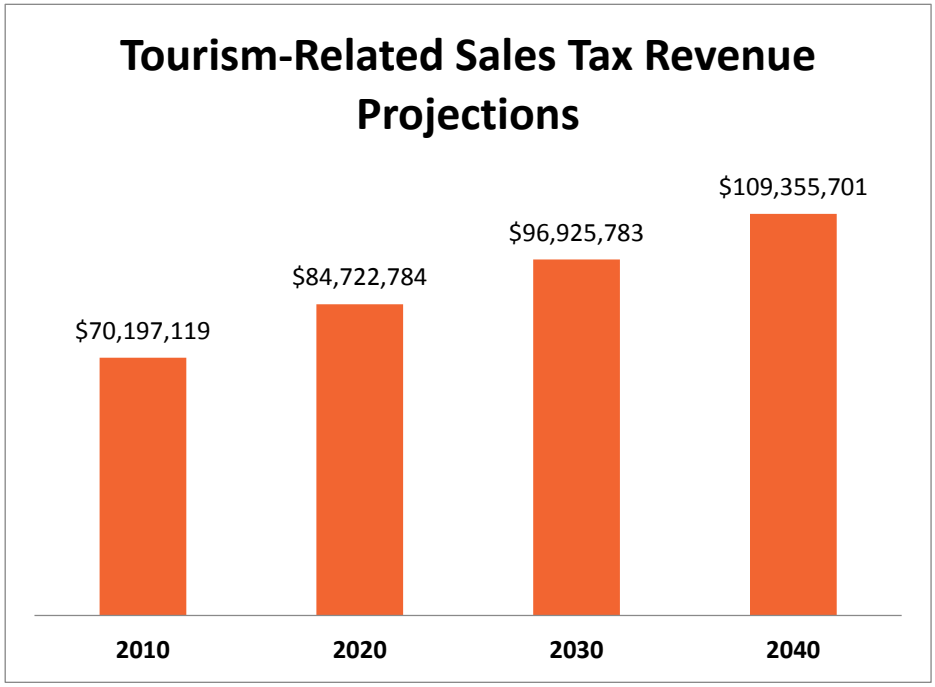
Source: Stratus Consulting, Inc., 2009: Climate change in Park City: An assessment of climate, snowpack, and economic impacts. Not peer reviewed.

Figure 25. Projected Park City Snow Depths

Specific climate-related planning will become critical in coming decades. If the climate change models hold true, the ski season at Wasatch Back ski areas would be significantly abbreviated, with snow at the base areas from only mid-December through February. Potential climate effects on the Wasatch Front ski areas would be less dramatic because of higher elevations and different topography. The shortening of the ski season would correspond to a longer warm season and support increased destination tourism in non-winter months.

TTR-Based Tax Revenue

Over the coming decades, the project area's economy is expected to stay diverse, balanced, and locally specialized on travel, tourism, and recreation. Continuous high performance in employment, relative wage improvements, increasing property values, and a population growth of nearly 500,000 residents by 2040 all point to substantial increases in tax revenue. Between 2010 and 2040, sales tax revenue from tourism-related activities, and from leisure and hospitality provision is expected to increase by 46.5%, from a total of about $185M to $271M in current dollars (Figure 26 and 27).



Source: BEBR/GOMB 2014

Figure 26: Tourism-Related Sales Tax Revenue Projections for Salt Lake, Summit, and Wasatch Counties

Source: BEBR/GOMB 2014

Figure 27: Leisure and Hospitality Sales Tax Revenue for Salt Lake, Summit, and Wasatch Counties

Land Development

The significant population bump in Salt Lake, Summit, and Wasatch Counties between now and 2040 will increase the need for land development, driving construction of housing, retail, and commercial structures for nearly 500,000 new residents. This would result in an approximate 43% increase in the built environment in these three counties.

Generally speaking, the average land consumed per capita in SLCO would remain stable because it is already low. The East Bench near the Central Wasatch will be built out by about 2030. Development pressure and demand will stay relatively stable at current levels over the long-term if no unexpected activity (e.g., major private redevelopment or significant public project) occurs. This would result in patterns of land use that are very similar to existing ones near the mountains. As a result, the sense of “quality of life” and high property values would be reasonably sustained. Several major areas of development in the project area will change and grow significantly during the planning horizon. These include development cores identified in Figure 28:

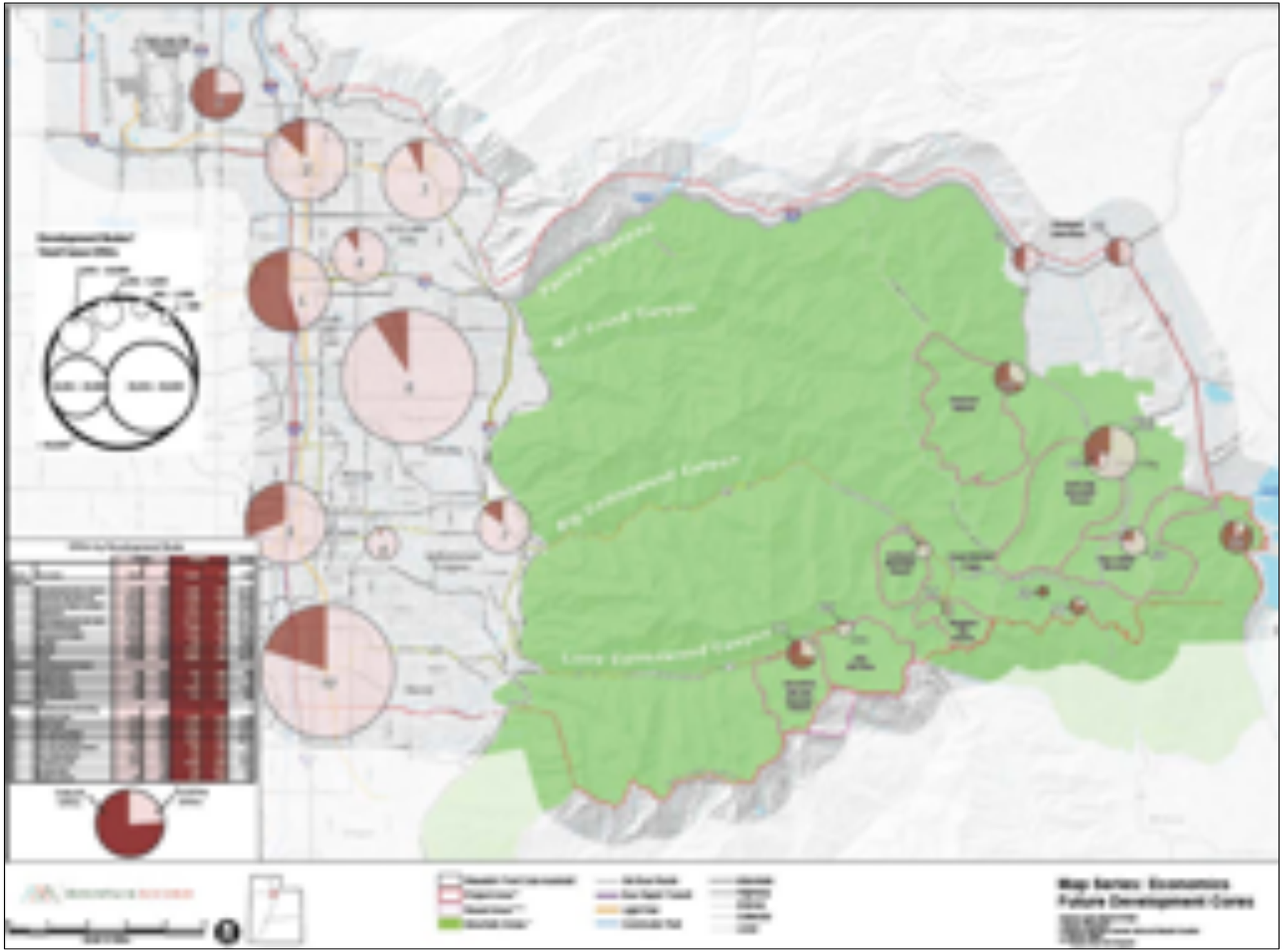


Figure 28: Future Development Cores in the Project Area

Canyon Development and Water Rights

Salt Lake City owns most of the water in the Wasatch Canyons (with the exception of Red Butte Canyon). The City is prohibited from selling or leasing water rights or sources of water, except through exchange. Because the canyons are not within the City's boundaries, Canyon residents have been provided water through the sale of revocable "surplus" water contracts. In 1981, the City placed a moratorium on the sale of these contracts, and any contracts in place prior to the moratorium, whether utilized or not, are still honored. At that time, there were 70 surplus connections in Parley's Canyon, 490 surplus connections in Big Cottonwood, and 1,286,000 cfs/day surplus in Little Cottonwood Canyon Service Area #3 (Snowbird).

It appears, based on the available information, that unless canyon property owners currently own individual water rights with approved wells or other points of diversion, they are unlikely to be able to develop a property. Further, data about the ownership of surplus water contracts has not been found at this time.

The following is a high level summary of current and possible future development at the seven ski resorts in the Project area. The summary focuses on expansion of commercial and residential units. Unless otherwise noted these projects have been approved and accepted into their respective Ski Area Master Plan and/or have been entitled for development. Generally speaking, commercial, residential, and hotel units have been reduced to common "ERU" measurements. This allows a more direct comparison of the scale of planned development in each location.

The four ski resorts in the Cottonwood Canyons operate on a portion of U.S. Forest Service lands and as such go through a federal screening process for proposed projects. Generally, a ski resort proposes projects to the U.S. Forest Service for addition to the ski resort master plan. The U.S. Forest Service will review the projects to see how they would fit into the Forest Plan and then decide whether or not to accept the projects into the ski resort Master Plan. The accepted projects then go through a NEPA process, which includes public input and review before final approval. This process is ongoing and can be initiated at any time by the ski resorts.

Alta Ski Area/Town of Alta:

Existing and planned development: The base area land of the Alta Ski area is owned entirely by the U.S. Forest Service and the Alta Ski Area operates under a Special Use Permit. The Alta Ski Area does own private land in Grizzly Gulch, Flagstaff, and other high altitude areas. All five hotels in the Town of Alta are owned independently from the ski area and operate on private land. Existing commercial development beyond ski area operations is limited to a handful of small commercial facilities. Alta Ski Area owns no residential and/or hotel properties. The Town of Alta hotel bed base is 332 rooms. Planned development may include:

- Wildcat Day Lodge (approved, U.S. Forest Service DN/FONSI 11/21/03); includes a new restaurant/skier-service bldg. at the Wildcat base area with a footprint of approximately 15K square feet and a height of up to 3 stories.
- Buckhorn Administration Building (approved, U.S. Forest Service DN/FONSI 11/21/03); increase the footprint of the approved expansion (1997) of the existing building from 4K to 6K square feet.
- 85 additional hotel rooms (Town of Alta, estimate)

The Town of Alta, including Alta Ski Area, has a surplus water contract with Salt Lake City for 265K gallons of water per day, of which nearly 80% is used on a peak day. Future development will be limited by available water. Additional economic constraints exist due to unreliability of winter travel on SR-210 and lack of parking on peak days.

Brighton Ski Resort:

Existing and planned development: The land at the base of Brighton is owned by the U.S. Forest Service. Brighton operates through a Special Use Permit from the U.S. Forest Service. Existing ski-area development is limited to small commercial and retail facilities and one hotel/lodge. Future development (authorized by the USFS 10/25/99) may include the Snake Creek Day Lodge, located in the large clearing east and uphill of the Snake Creek Lift base terminal. The structure would be a single story with approximately 6K square-foot enclosed space and a 4K square foot south-facing deck. Some interviews indicated that hotel development is possible, and is estimated at 40 additional bedrooms.

Canyons Resort:

Existing and planned development: Land at Canyons Resort is privately owned. Canyons currently has 2M square feet of development which is roughly equivalent to 3,000 rooms. Canyons is entitled for an additional 4.2M square feet of development which will be mostly hotel/residential with a small portion of commercial and retail (200K square feet). Currently, there is not enough parking and aerial/lift capacity to move people from the parking area to the village.

Deer Valley Resort:

Existing and planned development: Land at Deer Valley is privately owned. Current development in the Snowpark Base consists of 1,825 residential units. Deer Valley envisions building a “village” at the Snowpark base using entitled development of 400K square feet of residential (approximately 210 units) and 50K square feet of commercial. Empire pass development consists of 223 residential units with an additional 247 units that have entitlements for development. Deer Valley is in the planning stages of looking at an aerial connection via gondola from Deer Valley to downtown Park City. As the Mayflower property is developed in Wasatch County, Deer Valley has conceptually anticipates providing ski area

connections to that property. Deer Valley is not planning on developing a base area in Mayflower but may provide limited services in the Mayflower commercial village core.

Park City Mountain Resort:

Existing and planned development: The land at Park City Mountain Resort is privately owned. PCMR is projected to add 392 additional residential units, based on information provided by Park City, which has not been verified with PCMR. PCMR is in a complex legal process that makes future development and timeframes unpredictable.

Snowbird Ski Resort:

Existing and planned development: The land at the base of Snowbird is a mix of private and U.S. Forest Service land. Snowbird operates through a Special Use Permit from the U.S. Forest Service, but also coordinates with Salt Lake County on projects on private land. Snowbird owns parcels of private land within their ski area boundary as well as the upper reaches of Little Cottonwood Canyon and American Fork Canyon. Currently development at Snowbird includes 904 rooms and 90,000 square feet of commercial and retail space at Snowbird Center. Approved future development includes:

- Convention facilities (40-50,000 square feet)
- Snowbird Center expansion (150,000 square feet)
- Performing arts theatre and amphitheater
- Expanded parking (1,100 stalls)
- New Lodging (2,185 rooms)
- Creekside Lodge Adaptive Sports Expansion (authorized 03/20/13); addition of 4,000 square feet to the existing lodge, bringing the total to 12,500 square feet.
- Remodel of Mid Gad Restaurant; remodel and update of the restaurant by enclosing 3,200 square feet of open deck space on the ground level, primarily to provide additional space for food service.
- Hidden Peak building upgrade (approved, ROD 12/10/99); commercial space, will not include conference, meeting, or lounge facilities, and will not exceed 50,000 square feet in size.

Snowbird has a surplus water contract with Salt Lake City for 1M gallons of water per day. The peak use has not been quantified, but it could be expected that future development will be limited by available water. Additional constraints due to unreliability of winter travel on SR-210 and lack of parking on peak days.

Solitude Mountain Resort:

Existing and planned development: The land at the base of Solitude is a mix of private and U.S. Forest Service land. Solitude operates through a Special Use

Permit from the U.S. Forest Service, but also coordinates with Salt Lake County on projects on private land. Existing development consists of 560 bedrooms plus retail and commercial space. An additional 120 rooms have been approved (Salt Lake County) and an additional Daylodge facility (U.S. Forest Service.) Approved future development may include:

- Moonbeam Daylodge; redesign and expansion to incorporate enhanced skier service and a mass transit drop-off/pick-up center. The expanded building will encompass a total footprint of up to 17,000 square feet and 28,000 square feet of usable space, plus 5,600 square feet for an enhanced mass transit plaza.
- Resort Operation Center; expansion of the existing Vehicle Maintenance Building by 24,000 square feet to include resort administration and operations.
- Eagle Express Day Lodge (Private Land); Salt Lake County approval is required to construct a 10,000 square feet day lodge on private land near the Eagle Express lift bottom terminal.
- Last Chance Mining Camp (LCMC); expansion and redesign of the existing LCMC on the south side of the existing building to incorporate enhanced skier services. The expanded building will encompass a total footprint of up to 15,000 square feet and 23,750 square feet of useable space.

Solitude has a surplus water contract with Salt Lake City. The amount used is unknown, but it is expected that future development outside of 120 additional rooms would be limited. Additional constraints due to unreliability of winter travel on SR-190 and lack of parking on peak days.

4.4 Agency Efforts to Address Future Trendlines

Agency planning efforts are underway among most of the project area's jurisdictions to address responsible and sustainable development. This specifically includes strict FCOZ zoning and suitability standards for development in the foothill and canyon areas on the Front; and it includes clustering, open space acquisition and dedication, other growth management efforts on the Back. Over time, it is anticipated that all communities in the project area boundary will work hard to ensure that development consumes much less land per capita, and carefully protects open space to ensure the scenic and aesthetic values of the communities are protected.

5. COMMENTS AND POLLING

5.1 Meeting 1 (March 4, 2014)

System Group meeting attendees were asked to identify their single most significant concern with conditions and the future of the central Wasatch Mountains. Many of these were focused on transportation, recreation, and environmental systems. These have been forwarded to the other system groups for consideration. A summary of concerns related primarily to the economy includes the following:

1. Need for comprehensive planning for land use/economy/workforce
2. Balancing economic and development activity with a quality experience
3. Need to enhance the regional and state brand – focus on natural resources, mitigate negative perceptions (Suggested message: “Blessed by mother nature”)
4. Desire to protect entrepreneurship and avoid heavy government regulations
5. Need for better immigration management
6. Should acknowledge that economic impacts and opportunities are grounded in protection of the resource
7. Concern that sprawl has negative impacts on economy
8. Need for economic diversity– summertime economic inputs lag behind wintertime; too winter recreation dependent.

Attendees were asked to identify possible additional factors or indicators of the relative health of an economic system that could be useful in the Mountain Accord effort. The group discussed the economic aspects of both the project area (the central Wasatch Mountains) and the larger geographic scales; national, regional and local. Consolidated ideas for metrics (to be considered in upcoming meetings) included:

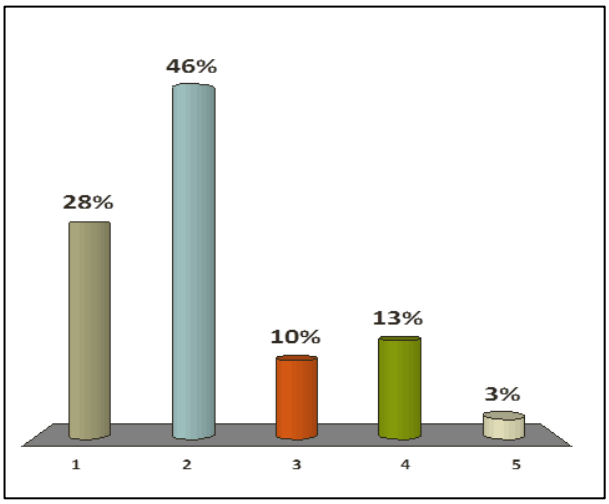
1. Market share of skier days as well as the value of non-skiing recreation
2. Tourism dollars per day – Number of visitors and trends including airline trends
3. Aside from being a recreation destination, how is Salt Lake City it perceived? What is the “attraction value” of the Wasatch Mountains?
4. How does the Utah economy and recreation/tourism trend compare to national measures?

5. Why are others (Boise) succeeding better in some ways? Who do we compete with for conventions, business recruitment, etc.?
6. What infrastructure investments did our competitors make? Did they work?
7. What competitors were where SLC is now 10-20 years ago? What techniques did they use? Were they successful?
8. Are there quality of life metrics?
9. Ask the last 20 companies recruited here "Why did you choose to come here?" Ask the last 5 companies that didn't choose the Northern Utah area why they landed elsewhere.
10. Public vs. private land inventory may be a factor in economic success. Where can or should growth occur?
11. What do we know about public transit trends in canyons? We added bus transit - did it add skier days?
12. Is there a way to establish a valuation of ecosystem services? How do these add quality of life? (Suggestions include high-quality and low-cost water, recreational opportunities, etc.)
13. An analysis of the jobs and housing balance in some areas would be useful (How many workers need to commute versus reside near where they work?)

5.2 Meeting 2 (April 2, 2014)

Following Meeting 1, the existing conditions report was revised to address comments, concerns, and ideas gleaned from the group discussion. The revised report was presented for System Group consideration on April 2, 2014. Attendees were polled on their level of concurrence with the draft Existing Conditions report plus changes recommended by the Group. They were asked to indicate their level of concurrence with the following statement: This Report (plus recommended changes) accurately represents currently available information on existing system conditions to inform my vote on a future Idealized System." The results were as follows:

1. Concur
2. Concur with minor point of contention
3. Disagree with outcome but consent to move forward
4. Dissent
5. Waive or Abstain



Members who dissented or who disagreed with the outcome but consented to move forward were asked to comment on their response. Comments are summarized below:

• Need to add/include tax assessors data for property values.
• Add sales tax and property tax quotient/growth in the mountain communities over time.
• SL City concerned with water quantity and quality. Future economic conditions are bound by water constraints; need to understand the economic value of these natural resources. The value/sensitivity of the watershed needs to be based on data and not just asserted.
• Value of open space for employers (outdoor companies and their staff). This adds a lot of value but very hard to quantify, especially the value of recreation economy beyond skiing.

In addition to the polling on existing conditions, the System Group was presented with new analysis on future trends. The following comments and suggestions for trend analysis were provided:

• General Comment: 50 years is a difficult planning horizon. Could we use 20-30 yrs? Suggestion to use 2040 consistent with Transportation.
• Land Use Trends: Need to develop updated inventory of land ownership; the linear trending contradicts Wasatch Back communities' planning and understanding – actively working toward open space preservation, clustering, and higher density. Dedicated open space should not be calculated in the acres/resident calculation.
• Water Issues: Do we have enough water to provide potable water? If we run out will there be a development moratorium? Can we add a water trend (where we run out) to the residences charts? Also Utilities, Sewer. [Envision Utah is doing some of this]. Would greywater policy changes affect this? Water availability vs. climate change vs. population growth: importance of keeping water we've got instead of putting it at risk.
• Benchmarking: Identify competitors to our economy, look at places that have faced our issues in the past and understand how they've responded. Look at places that are as big now as we will be in 2040; see where they were 25 years ago.

• Tourism Travel Trends: not picked up effectively in the slides. Would like to see trends in recreation use, ski use, mountain bike use, shifting consumer preferences; maybe tied to age— Millennials vs. Baby Boomers. Also need to disaggregate NAICS codes that pick up retail trade as part of tourism economy. Q: How can we understand our brand (active lifestyle) that provides a regional advantage?
• Residential and Commercial Development Trends: Some utility planning has evolved recently. Power providers are planning for power needs much differently in light of the current economic trends. Maybe look at similar trends for water use in homes? Possibly account for trends in first vs second homes, tax revenues, and services costs. We should include the large planned projects on the horizon and the influence they may have (airport expansion, One Wasatch, Rio Tinto, Wasatch 2040).

At the conclusion of the meeting, the System Group was asked: What should be the key goals for an ideal future economy system? These potential goals were recorded and consolidated, and ten potential goals were returned to the System Group for ranking. This ranking exercise was completed in advance of Meeting 3.

5.3 Meeting 3 (April 30, 2014)

After Meeting 2, significant revisions were made to the existing conditions report, with Prosperity removed, new tax analysis added, TTR revenues calculated, and significant land-use and development detail added. In addition, the first full draft of the future trendlines was presented, and the initial results of the goals polling were presented. The top five goals of the System Group were:

Rank 1—(Goal 1) Increase summer tourism visitation and spending.
Rank 2—(Goal 2) Enhance the quality of the visitor experience in the Central Wasatch by ensuring natural and scenic resource protection occurs in tandem with economic growth.
Rank 3—(Goal 5) Provide convenient non-auto access and use options for visitors to recreation opportunities and other services.
Rank 4—(Goal 6) Develop more efficient land use patterns in the urbanized areas—higher density development with easy access via transit.
Rank 5—(Goal 3) Respect private property rights while protecting high-priority lands such as watershed, views, recreation, and habitat.

The System Group broke out into small groups, and together synthesized the following vision statements:

- *[Create] clean, healthy, livable, and inviting communities that preserve the underlying canyon resource with sustainable, appropriate, and managed growth and economic opportunities for businesses, cities, and families.*
- *[Create a] diversified economy that enhances our quality of life and is supported by varied housing, transportation, and employment opportunities.*
- *Create a central Wasatch economic environment that lifts all boats.*
- *Preservation, balance diverse economy, growth (positive), integrated (communities, management), resources (take advantage of existing—people, universities, environment, stability)*
- *Balance, preserve pristine experience (especially outdoor) and how it connects to economy, recognize all stakeholder needs, natural resources as an asset, quality of experience. Forward-thinking, economic growth, utilize existing infrastructure.*

Co-Chair Natalie Gochnour presented a dispersion diagram that had been developed after the last System Group meeting. The intent of the diagram is to represent the five sub-areas that have been identified as best representing the regional economic system as well as how these areas can be quantified. This figure is included in the Economy System Group #3 PowerPoint presentation which can be found on the Mountain Accord website. A question was asked of the group--Are these 5 areas the best way to represent the Economy System? Comments:

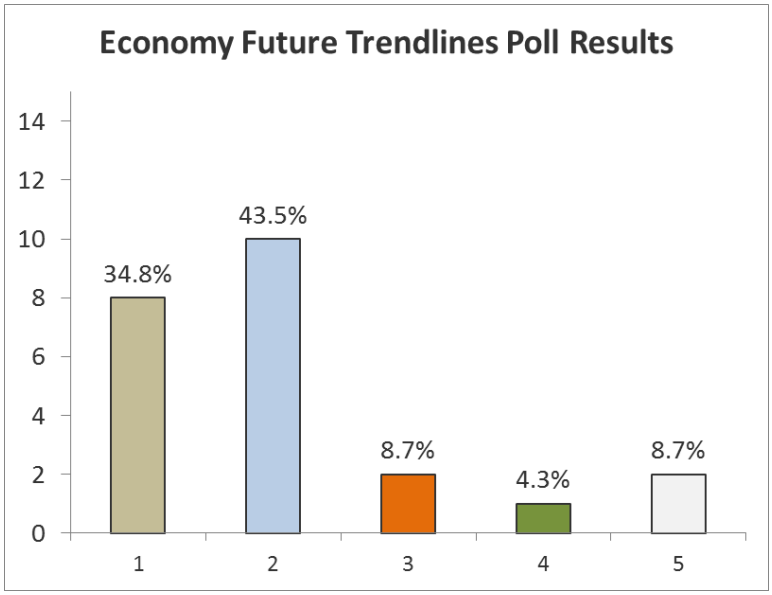
Concerns that the diagram looks like a target and gives a sense of order of importance. **Response**: These are not necessarily in order of importance.
One person spoke up in favor but commented that the figure stresses a single part of our economy; there is more focus than recreation. For example, the Adobe Company in Utah County. **Response**: Businesses are captured in Job Growth.
Concern with using gross taxable sales on locals vs. tourism. Suggested using caution when defining gross taxable sales for tourism sectors.
Suggestion to change the figure—this puts too much emphasis (perception) on the ski and snowboard sectors. Can we use a different graphic?
A system implies input and output. It doesn't appear that input is captured in this figure.
A balance needs to be struck among the items in the dispersion figure; otherwise, we run the risk of failure in one or more of the defined economic sectors.
How do we emphasize quality of life?

Buck Swaney presented the additional new content contained in the Future Trendlines Report. Comments included:

Canyons development is a mix of residential and commercial. Bonanza Park (in Park City) is also mixed. The report needs to be edited to reflect this knowledge.
Snowbird master plan is to increase from an existing 1000 rooms to 3000 rooms. Water rights have already been acquired.
How do we as a group (Mountain Accord) deal with the concept of economic growth vs. public sentiment that might not support certain types of growth? Each area develops differently based upon that area's philosophy, for example Park City has a desire to redevelop. Maybe as Mountain Accord we should provide regional suggestions. Consolidate all planning reports to guide this process.
Group discussion on the benefits/possibilities to have a regional master plan. Some felt it was possible, others thought it was unrealistic and that individual cities would not concur.
We should talk as a group about land values and how it relates to private land (it was suggested we have a "Real Estate 101" talk at the next System Group meeting).
The consultant team could do some research in preparation for the next meeting to see if there are any examples where there have been multiple municipalities to have a mutual master plan. Tom Pollard—the cities are always separated from the state.

Polling for this meeting's existing conditions and future trends report was extended through Wednesday, May 7th. The results of that polling follow:

1. Concur
2. Concur with minor point of contention
3. Disagree with outcome but consent to move forward
4. Dissent
5. Waive or Abstain



5.4 Data Requests That Could Not Be Filled

Several suggestions were made by the group, for which existing, generally-available data has not been found. These requests included a number of regional and competitive comparisons, such as how the project area is perceived in comparison to other similar destinations; what is the relative “attraction value” of the Wasatch; how are others (e.g., Boise) faring against us competitively; what infrastructure investments were made by competing regions; etc.

These have not been dismissed, but the project team continues to look for usable existing data that doesn’t require significant new research beyond the scope of the Mountain Accord project. Some of the System Group participants have undertaken new research to fill a few gaps (a recreation survey is underway, and business attraction success factors research has been initiated).

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Note: This report reflects the input of the Economy System Group, which is an advisory body to Mountain Accord. As such, this report may not necessarily reflect the opinions of the Mountain Accord Executive Board organizations. The intent of this report is to lead to the development of a recommendation from the Economy System Group to the Executive Board for their consideration.