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Utah State Government Growth: Following the Feds or On its Own Path?

In 2020, U.S. government expenditures climbed to 31.2% of the nation's Gross Domestic Product (GDP), the largest expenditure as a percent GDP since the end of World War II. Such a level of government participation in the nation's economy alarms some analysts. Has the state of Utah followed a similar trend or is it on its own path?

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Analysis in Brief

Expenditures and Employment

In 2020, federal government expenditures climbed to 31.2% of the nation's gross domestic product (GDP), the highest percent amount of federal spending since the end of World War II. Though projections by the Office of Management and Budget show federal expenditures declining to about 24% in the next year or two, these expenditures are fearfully high for some economists.

Federal expenditures were not always this high. They have grown over the decades as demands have changed for public goods and services. In 1930, federal expenditures amounted to only 3.4% of GDP. During the Great Depression, expenditures tripled as a percent of GDP, ranging from 8% to 11%. World War II sent federal expenditures skyrocketing to 42.7%. However, they quickly dropped to the teens in the second half of the 1940s as the nation shifted back to a peacetime economy. As the Cold War heated up, the Vietnam conflict exacerbated, and the Great Society spread its wings, federal expenditures grew to around 20%. Beginning in 2008, expenditures rose as the economy abruptly fell into the Great Recession. In 2020, expenditures jumped to an all-time post WWII high of 31.2%. This large spike is the result of the recession brought about by the COVID-19 crisis. That federal expenditures have become almost a third of the nation's economy disturbs some economists and public finance experts. For these economists, however, it is not just the size of federal expenditures relative to GDP its the gap between expenditures and revenues. In other words, the growing public debt troubles them maybe even more. Other economists are not as concerned, stating an economy as large as the United States has the capacity to manage a large federal presence safely without damaging the economy.

Though federal expenditures have grown, federal employment and federal wages have not grown relative to the overall economy and total national employment. Federal employment and wages have actually declined substantially relative to national employment and wage trends. So, what has all this growth in federal spending funded? The answer is; first, social programs: Social Security, health care, and social welfare; and second, expenditures to fight the recession brought on by the COVID-19 pandemic.

State Government Expenditures and Employment

Has the state of Utah followed a similar pattern of increasing expenditures or has it followed a more measured path? Total state expenditures (from all sources) increased from \$2.6 billion in 1989 to \$13.9 billion in 2019, an increase of over 400%. In fact, total expenditures grew almost every year during these 30 years.

However, when state expenditures are measured per \$1,000 of total personal income (TPI) during the 30-year period of 1989-2019, the story is quite different. In this case, state government expenditures have declined from \$110 to \$89, a drop of 19.3%. In this sense, state government is not growing but slightly shrinking. It is spending \$21 less per \$1,000 of Utah personal income now than it did in 1989.

This story of a shrinking government is similar when measuring state employment or wages relative to the state's overall workforce. State and local government employment as a percent of the state's total nonagricultural workforce fell from 15.4% to 14.2%. State and local government wages also showed a similar decline. This percentage point decline in state and local employment along with an even steeper decline in federal employment means that private sector employment in Utah as a percent of total employment is at the highest level, 83.7%, since at least 1959.

Summary

Whether measured by state government expenditures per \$1,000 of TPI or by state and local government employment as a percent of total state nonagricultural employment, or by wages, government in Utah is not growing relative to personal income or total nonagricultural employment or total wages. Instead, in all three cases, it is becoming smaller. For many persons this is good news. Even though expenditures grow, government is not becoming an increasing tax burden. With government expenditures shrinking as a share of the overall economy, some are content because this reduced share indicates expanded private activity can better flourish, while others are concerned that policymakers are failing to make critical investments imperative for long-term economic and societal vitality.

Table of Contents

- Government Expenditures**3
- The Cause of Growth in Federal Expenditures**4
- Other Nations and Government Expenditures**5
- Federal Government Employment Growth**5
- Utah State Government Growth**6
- State Government Growth, Expenditures per \$1,000 of Total Personal Income**6
- State Government Expenditures, 1989-2019**6
 - Expenditures per \$1,000 of Personal Income..... 6
 - State Expenditures by Major Category 7
- General conclusions after looking at state expenditures by major category** 11
- Federal, Utah State and Local Employment and Wages (1959–2019)** 13
 - Federal Government Employment 13
 - State Government Employment 13
 - Local Government Employment..... 13
 - All Government Employment 13
 - State and Local Government Wages 15
- Is Government Growth in Utah a Concern?** 15

Figures

- Figure 1: Federal Expenditures as a Percent of the Gross Domestic Product 4
- Figure 2: Changes in Government Expenditures, 1960 vs 2020 5
- Figure 3: Government Expenditures as a Percent of GDP by Nation..... 5
- Figure 4: Utah State Expenditures, FY 1989–2020 11
- Figure 5: Utah State Expenditures, FY 1989..... 11
- Figure 6: Utah State Expenditures, FY 2019..... 11
- Figure 7: Utah State Government Expenditures Per \$1,000 of Personal Income, 1989-2019 13
- Figure 8: Private vs. Public Employment in Utah, 1959-2019..... 15
- Figure 9: Local Government Wages as a % of Total Wages 16

Tables

- Table 1: Utah State Expenditures: FY 1989–2019 9
- Table 2: Utah State Expenditures Per \$1,000 of Personal Income: FY 1989–2019..... 10
- Table 3: State Historical Enrollment and Projected School Age Population, Utah: October 1, 1999–2026 12
- Table 4: End of Term Full Time Enrollment at Utah's Higher Education Institutions 14
- Table 5: Government Employees as a Percent of All Nonagricultural Employees in Utah..... 15

Government Expenditures

The COVID-19 pandemic has caused both federal and state governments to play a more active and visible part in our lives over the last two years. The federal government worked with private pharmaceutical companies to develop vaccines, encouraged states to implement policies that minimize the chance of the COVID-19 virus from spreading, and intervened to prevent people from losing their housing. Then came the stimulus packages to help the economy get back to normal and bring back the millions of jobs lost because of efforts by states to limit the spread of the deadly virus. To date, some 70 million Americans have contracted the disease, and more than 900,000 have died. The COVID-19 virus has now taken more lives than the Spanish Flu of 1917-18. Initially, federal and state efforts were effective on both fronts. Seven-day average cases fell from 245,000 in early January 2021 to 11,300 in June. Deaths fell from approximately 3,200 to 227 in the same time frame.

Then the Delta variant virus appeared posing a new threat to the nation and world. Seven-day average cases rose from the June number already mentioned of 11,300 to around 160,000 by the end of July and deaths jumped from 227 to over 2,000. Again, both states and the federal government have stepped in to counter the spread of this dangerous new variant. A booster shot is now being distributed. And at the end of 2021, a new variant, Omicron, has come to America with cases vaulting to over 900,000 per day. Only time will tell when this pandemic will be successfully defeated, but clearly all levels of government have been aggressive in trying to control this fast-spreading and dangerous new virus.

As these aggressive government actions have taken place, many voices have been raised expressing concerns about “government intrusion” into citizens’ lives and stepping over boundaries and into those matters that should be left to individuals and families, or at least the private sector. This includes individuals who oppose vaccine and mask mandates. They claim that government has no right to force these things on unwilling citizens. Freedom of choice and individual responsibility are their mantras. Such comments and concerns are typical during periods of significant change and the implementation of new government programs or actions. Americans protested the many new programs implemented during the New Deal programs of President Franklin Roosevelt in the 1930s. President Lyndon Johnson’s decision to expand the Vietnam conflict in the 1960s brought on massive anti-war demonstrations. Some protest related to the civil rights movement of the 1960s brought about enormous property destruction and the loss of hundreds of lives. Utahns and citizens of other western states have often expressed their frustration with the way the federal government manages the

public lands of the west through demonstrations of various kinds, including violence. One of the issues that runs through all of these protest movements is that government is simply getting too big, too powerful, and intervening more and more into the lives of Americans. To many concerned citizens personal freedoms are being lost in the argument for government intervention for the public good.

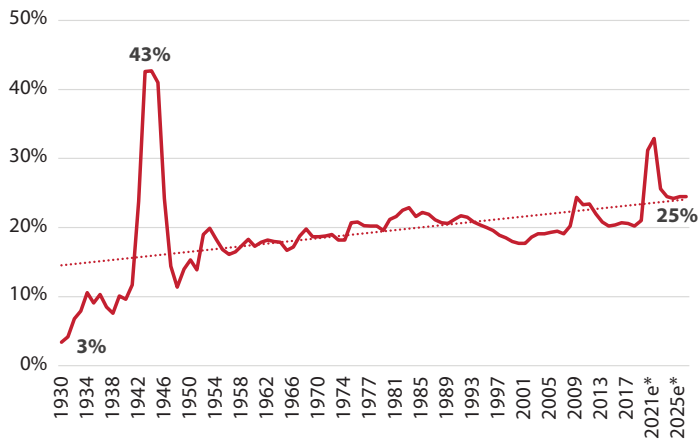
We will not delve into the issues of government getting too involved in the lives of citizens or passing laws too heavily regulatory in nature for the good of citizens. Those conclusions, of course, are left to individuals and their personal values. What we can do is measure government spending in statistical terms. Are our governments (federal and state), with all their programs, becoming a bigger and bigger portion of the U.S. economy? Are federal and state employees becoming a larger and larger part of total employment? These are measurements that can tell us a great deal without the judgmental overtones of many policy discussions. With this as an introduction, let’s measure federal government growth in the following two ways:

- 1. Federal government expenditures as a percent of Gross Domestic Product (GDP)** – One way to measure government growth is by comparing the growth of federal expenditures to the growth of the overall U.S. economy. GDP is the total market or monetary value of all goods and services produced by a country in a given year. It is a commonly used and reliable tool for measuring government expenditures across the globe.¹
- 2. Federal government employment as a percent of total U.S. employment** – Federal employment as a percent of the nation’s total employment is another way of seeing if government is growing. If federal employees are increasing as percent of total workers nationwide, then government is growing and the private sector employs fewer workers.

After the federal government is measured, we will look at Utah state government growth. Are Utah state government expenditures growing faster than the Utah economy? Is state government employment growing faster than total state nonagricultural employment? Though most studies seem to look at the federal government more than state and local government when studying government growth, it is the latter that is actually closer to the people. So, such questions regarding growth at this level is legitimate and purposeful.

Figure 1 shows federal government expenditures as a percent of GDP from 1930 to 2020, a 90-year period. This lengthy-period shows trends in government expenditures and answers the question as to whether federal government expenditures are becoming an increasing or a decreasing part of the national

Figure 1: Federal Expenditures as a Percent of Gross Domestic Product



Source: U.S. Office of Management and Budget, Historical Tables, Table 2

economy. If government expenditures are growing more than the overall economy, then either more tax revenue or more government borrowing is needed to cover this growth. If, on the other hand, government expenditures are shrinking relative to GDP, then the tax burden is lessened or at least can be, borrowing may not be needed, and more money can be left in the private sector.

As can be seen in Figure 1, federal expenditures amounted to 3.4% of GDP in 1930.² During the Great Depression expenditures tripled as a percent of GDP, ranging from 8% to 11%. World War II sent federal expenditures sky rocketing. In 1942 they jumped to 23.8% and then almost doubled to 42.7% in 1945, the last year of the war. By 1951, expenditures had fallen significantly, to 13.9%, as the nation switched to a peacetime economy. As the Cold War heated up and the Great Society spread its wings, federal expenditures grew accordingly. From 1975 to 1978 outlays averaged just over 20%—the highest since WWII. From 1975 to 1995, federal outlays settled into the 21% range. From 1996 to 2007, they dropped slightly to 17%-19% range. Much of this decline had to do with the very strong economy of the late nineties, not reduced or even slower government spending. Then beginning in 2008, expenditures rose as the economy abruptly fell into the Great Recession. Not only did the economy slow but federal expenditures increased to help the millions losing their jobs and needing federal help. This sweeping recession eliminated over 14 million jobs pushing the unemployment rate from 6% to more than 20%. The federal government implemented a series of stimulus and recovery packages. In January 2009 Congress passed the Troubled Asset Relief Program (TARP) which initially implemented a several hundred billion dollar bailout of major corporations, mainly banks and investment houses, in order to keep them solvent. The American Recovery and Relief Act (ARRA) passed in

February provided almost \$800 billion in economic stimulus. It included tax cuts, unemployment benefit extensions, and expenditures for health care, infrastructure, and education.

From 2008 to 2019 outlays stayed in the 20% range. In 2020, expenditures jumped to an all-time post-WWII high of 31.2%. This large spike is the result of the recession brought about by the COVID-19 crisis and massive government spending.

So, what does this brief overview of federal government expenditures tell us about government growth relative to the nation's economy? Is the federal government growing? As measured by expenditures, the answer is yes. It has grown enormously from the 3% of GDP it held in 1930. However, between 1962 and 2017-18 it held rather steady, from 18% to 21%. Then in 2020, as just mentioned it jumped to 31.2% because of the need to address the pandemic and the serious recession it caused.³ Projections by the Office of Management and Budget (OMB) show federal expenditures declining to 24%-25%, a few percentage points above its historical level of about 20-22%. The reason for the projected decline in expenditures relative to GDP is that the OMB expects that as the pandemic decreases expenditures on pandemic related matters will decline.

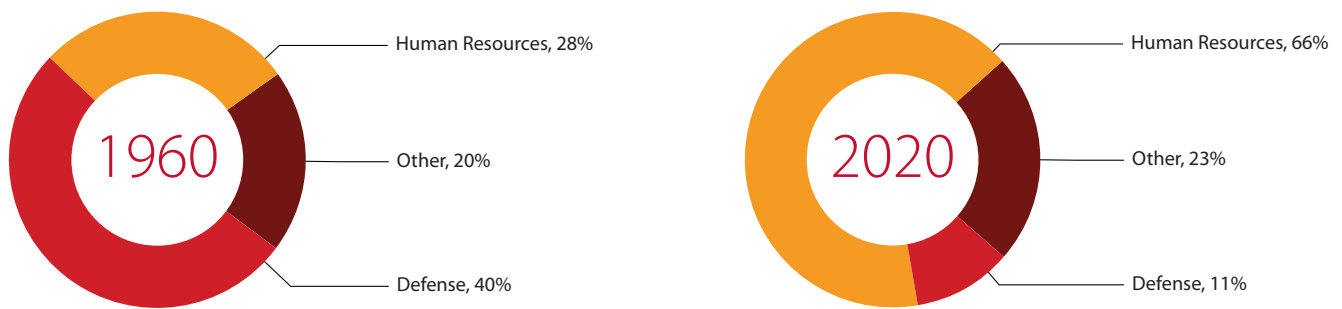
That federal expenditures have become a fourth to a fifth of the nation's economy is disturbing to many economists, public finance experts and other watchers of these financial trends. Other economists are not as concerned, stating an economy as large as the United States, has the capacity to manage a large federal presence safely without damaging the economy. A broad-based consensus on this issue simply does not exist.

The Cause of Growth in Federal Expenditures

What is the reason for the growth in federal expenditures? To answer this question, we have to define the difference between mandatory and discretionary spending.⁴ Examples of discretionary spending include defense, education, and transportation programs. These are costs for which Congress appropriates funding for each fiscal year. Congress has the discretion of raising or decreasing these appropriations every budget cycle. Mandatory spending on the other hand, is set by statutes, i.e. social programs where Congress sets an eligibility requirement. In this case, the federal government is obligated to pay every person in the country eligible for these programs, regardless of the cost. Programs such as Social Security, Medicare, Medicaid, Temporary Assistance for Needy Families, nutritional assistance, unemployment compensation, and student loans make up the majority of mandatory spending.

Over the past six decades, statutory entitlement spending has become a greater and greater share of federal expenditures. Social Security plays a large role in this growth. As Americans live longer and longer and Baby Boomers retire, Social Security payouts have risen dramatically. Medicare, the federal medical

Figure 2: Changes in Government Expenditures, 1960 vs 2020



Source: U.S. Office of Management and Budget

insurance program for seniors, has followed a similar trend. Medicaid, a federal health coverage program for low-income individuals, expenditures have also grown as Congress has changed eligibility requirements allowing more citizens to qualify for these program benefits.

In 1960, the federal budget amounted to \$92.2 billion. National defense (discretionary spending) expenditures accounted for \$48 billion or 52% of the entire budget. Human Resources (mainly Social Security, Medicare, Medicaid, Supplemental Food Assistance program and TANF) accounted for \$26 billion or 28% of the budget. All other programs accounted for \$12 billion or 24%. Defense expenditures had increase to \$724 billion but had declined to just 11% of the budget. Human Resources, on the other hand, had increased to \$4.3 trillion and 66% of the budget. This is an almost complete flipping of the federal budget from defense to human services. Figure 2 shows these two years and the significant changes over time.⁵

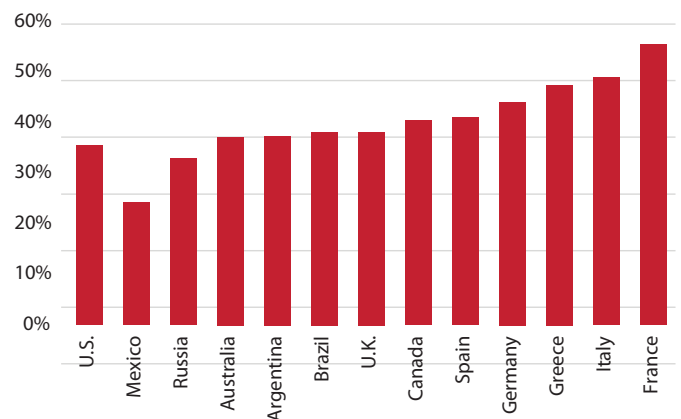
Other Nations and Government Expenditures

Across the globe, government spending as a percent of GDP varies. Figure 3 (using the year 2018) shows that Russia, Argentina, Australia, Brazil, Greece, Australia, and the United Kingdom all participate in their nation's economy at similar or slightly higher levels than does the United States. On the other hand Spain, Germany, Greece, Italy, and France show significantly higher government spending relative to GDP.⁶ Mexico spends significantly less on government expenditures as a percentage of GDP. As the chart shows, there does not seem to be any worldwide consensus among the world's political leaders on the level of governmental participation in a nation's economy.

Federal Government Employment Growth

Measuring federal employment as a percent of the nation's total employment is another way to see if government is growing. If federal employees are increasing as a percent of total workers nationwide, then government employment is growing and the private sector employs fewer workers relative to the total workforce. Nationwide, the federal workforce has

Figure 3: Government Expenditures as a Percent of GDP by Nation, 2018



Source: International Monetary Fund, Macroeconomic and Financial Data

consistently shrunk as a percentage of the total nonagricultural workforce since a high of 2.4% in 1945. In 2019, federal employment across the nation stood at 0.6%.⁷

In Utah, federal employment amounted to 11.1% of 1959's total nonagricultural employment. That percentage increased to and peaked at 13.6% in 1967. Ten years later, the rate had fallen to 7.5%. That downward trend has continued and as of 2019 it stood at 2.4%. Clearly, federal employment is not the reason for the increase in federal expenditures.

Nationally, state and local government employment as a share of total employment also declined during this period of time, though only slightly. However, with government employment declining in all three sectors, private sector employment has grown and now stands at its highest level than at any time in the entire 60-year period. In other words, in 2019 more people were employed in the private sector and fewer people employed in the public sector than any time in the last 60 years. Nothing has changed to significantly change that fact as of now. So, is government employment growing as a percent of the total workforce? The answer is an unequivocal No.

Utah State Government Growth

This brief look at the federal government is intended to provide background helpful to address the issue of “growing government” about which many citizens are concerned. The Kem C. Gardner Policy Institute’s main focus is not, however, the federal government so much as it is on Utah. This section focuses on Utah state government expenditures relative to the state economy and state and local government employment as a percent of total state nonagricultural employment.

State Government Growth⁸

Utah state government expenditures increase almost every year. However, if these increasing expenditures remain about the same in relation to Utah’s total personal income, then government is not growing relative to Utah citizens’ collective ability to pay. Though government generally grows as population grows and overall prices increase, there are times when it does not. A good example of this is what happened to state revenues in the aftermath of the Great Recession of 2007–2009. Utah state government felt this recession a little later than other regions. In 2011 expenditures totaled \$11.1 billion. Then for two straight years they fell. Not until 2015 did state expenditures rise above the level of 2011, and then only by 3%. Such a decline is very unusual and indicates the seriousness of that recession.

On other occasions, unexpected crises may require new expenditures in addition to the ongoing needs. Utah experienced such an occasion during the flooding crisis of the mid-1980s when large capital expenditures were necessary to deal with damaged infrastructure, raise I-80 just south of the Great Salt Lake, and to build the Great Salt Lake pumping project. A similar period of significant infrastructure investment has occurred over the last two decades with the reconstruction of the state’s interstate highway along the Wasatch Front. Significant changes in demographics can also bring new demands and spending priorities. In the 1980s, Utah’s public school enrollments increased 29.7 percent, while the state population increased by only 17.4%. Such large increases in the number of school children forced state government to find new revenue and re-prioritize state expenditures. Situations like these will often cause overall state expenditures to increase. Some factors are somewhat fleeting, as was the flooding, while others are longer-lasting, like school enrollments. A view of too short a period does not provide a fair-minded perspective.

State Government Expenditures, 1989–2019

Actual Expenditures (non-adjusted)

The Utah Department of Administrative Services, Division of Finance, produces the *State of Utah Comprehensive Annual Financial Report*. It is a “compilation of audited financial statements which report the state’s financial position and results of operations.” From this truly comprehensive report, we have created Tables 1 and 2 to show the state’s expenditures in actual dollars and dollars as a percent of personal income. There is a reason for showing both. Actual expenditures shows the amount of expenditures by major category and by annual totals. This allows the reader to see how much funding each category received and how much is spent each year. Expenditures as a percent of personal income measures expenditures relative to the state’s collective ability to pay for those expenditures. Total personal income (TPI) refers to all income collectively received by all individuals in a country or state. It includes compensation from salaries, wages, bonuses or self-employment, dividends and distributions from investments, rental receipts, and profit sharing from businesses. At the state level personal income is a better measure than gross measurements such as GDP which we used for national measurements.

As shown from Table 1, total state expenditures increased from \$2.6 billion in 1989 to \$13.9 billion in 2019, an increase of over 400%. In fact, total expenditures grew almost every year during these 30 years. Expenditures did decline from 2011–2014 in the aftermath of the Great Recession, as just mentioned briefly.⁹ In 2011, total expenditures were \$11.1 billion. The next year they fell by \$36 million and the year after that by \$248 million. In 2014, total expenditures increased from the previous year, but they were still over \$200 million below the 2011 total. The decline in expenditures would have been much worse had not the federal government stepped in and aided the states. President Obama’s administration provided over \$800 billion in federal stimulus to the states and approximately \$1.8 billion to Utah¹⁰. Beginning in 2014, state expenditures began to grow and have continued to grow every year.

Expenditures per \$1,000 of Personal Income

Table 2 shows the same time series but measures state expenditures per \$1,000 of Utah personal income. This table shows a much different picture. Instead of expenditures increasing by over 400% as shown in Table 1, expenditures as a percent of personal income have actually dropped from \$110.22 per \$1,000 of personal income to \$88.90. This is a decline of 19.4% over the 30-year period. In other words, total state government expenditures have declined relative to Utah’s collective ability to pay for them. Stating it differently, state government has become less burdensome over this 30-year

period. That may seem positive if one wants government to shrink its tax burden on Utahns. However, it also means that in relation to total personal income Utahns are not spending as they once did for government services, whether for education, health care, or the highway patrol. The best way to show that is by showing expenditures by major category.

State Expenditures by Major Category

A closer look at state expenditures by major categories (groups of related departments) is necessary to understand the many shifts in spending that have taken place over the last 30 years. This analysis of state expenditures is calculated per \$1,000 of Total Personal Income (TPI) and uses data taken from the previously discussed *Comprehensive Annual Financial Report* (CAFR). This report categorizes expenditures for state agencies in the following categories: general government and courts; business, labor, and agriculture; community and economic development; higher education; natural resources; human services, corrections, health, and environmental quality; employment and family services; public education; transportation and public safety; leave and post-employment benefits; capital outlay; and debt service.

General Government & Courts

Various agencies, including the Department of Administrative Services and state courts (district, appellate, and supreme), make up this category. After fiscal year 2006 with the creation of the Governor's Office of Economic Development, general government began including expenditures for economic development. Economic development expenditures were previously included with Community. General government and courts expenditures rose from \$167.0 million in 1989 to \$658 million in 2019 for a total increase of 294% and an annual average growth rate of 5.0%. Expenditures per \$1,000 TPI have decreased during this same time period from \$6.97 in 1989 to \$4.20 in 2019. This is a total decrease of 39.7% and an annual average growth rate of -1.4%.

Business, Labor, & Agriculture

Business, labor, and agriculture consist of state agencies such as the Utah Labor Commission, the Department of Alcohol and Beverage Control, and the Department of Agriculture and Food. Expenditures for business, labor, and agriculture increased from \$23.5 million in 1989 to \$119.5 million in 2019. This is a total increase of 408.5% and an annual average growth rate of 5.8%. Expenditures per \$1,000 TPI have decreased during this same time period from \$0.98 in 1989 to \$0.76 in 2018. This is a total decrease of 22.4% and an annual average growth rate of -0.6%. Slight fluctuations occurred for business, labor, and agriculture expenditures in thousands of dollars throughout the 30-year period despite the overall decrease.

Community

As mentioned above, economic development expenditures were included in this category until 2006 when the Legislature created the Governor's Office of Economic Development. Economic development expenditures are now part of general government. Agencies such as the Department of Heritage and Arts and the Department of Veterans Affairs are included in this category. Community is the only category with a decrease in expenditures in thousands of dollars over the 30-year period. From 1989 to 2019, expenditures fell from \$58.0 million to \$32.0 million, a total decrease of 44.8% and an annual average growth rate of -1.6%. Despite the transition of economic development expenditures to general government in 2006, community expenditures increased for several years after, peaking at \$178.3 million in 2010. Expenditures began falling after 2010, with a significant drop from \$155.6 million to \$27.3 million between 2012 and 2013, a decrease of 82.4%. Community expenditures per \$1,000 TPI have decreased substantially from \$2.42 in 1989 to \$0.20 in 2019. This is a total decrease of 91.7% and an annual average growth rate of -4.7%.

Higher Education

Higher education expenditures increased from \$273.3 million in 1989 to \$1.2 billion in 2019 for a total increase of 335.5%. It had an annual average growth rate of 5.2%. Higher education expenditures increased fairly steadily until 2008 when expenditures were \$857.9 million. In 2009, expenditures fell to \$842.9 million, and continued to fall to \$766.9 million in 2011 as a result of the Great Recession – a decline of \$91 million over the two-year period. Expenditures then began rising, increasing 55.1% from 2011 to 2019. Higher education expenditures per \$1,000 TPI decreased from \$11.41 in 1989 to \$7.64 in 2019, a total decrease of 33.0%. The annual average growth rate was -1.2%. Various fluctuations in the rate per \$1,000 TPI occurred between 1989 and 2019, but the rate steadily decreased from \$11.48 in 1990 to \$9.92 in 2001. In 2002, the rate increased to \$11.06, an increase of 11.5%. Higher education expenditures relative to personal income began steadily decreasing thereafter. It is important to note that these higher education expenditures include student tuition. So even the significant increase in tuition over these years has not been able to stop the decline in expenditures for higher education relative to \$1,000 of personal income.

Enrollments at Utah's higher education institutions have continued to increase despite the decrease in expenditures relative to personal income as demonstrated in Table 3. The most significant increase in enrollments occurred in the midst of the Great Recession, a phenomenon also seen nationwide. From 2007 to 2010, higher education enrollments in Utah increased from 96,666 to 118,269, an increase of 22.4%. From 1976 to 2018, total enrollments increased by 183.81% from 46,054 to 130,706. The annual average growth rate was 2.56%¹¹.

Natural Resources

The Department of Natural Resources has seven divisions: Oil, Gas and Mining, Water Rights, Water Resources, State Parks, Wildlife Resources, Geological Survey, and Forestry Fire and State Lands. Expenditures for natural resources increased from \$60.8 million in 1989 to \$251.5 million in 2019, an increase of 313.7%. Its annual average growth rate was 5.2%. Expenditures per \$1,000 TPI decreased from \$2.54 in 1989 to \$1.60 in 2019, a total decrease of 37.0%. The annual average growth rate was -1.2%.

Human Services, Corrections, Health, & Environmental Quality.

Expenditures for the Departments of Human Services, Corrections, Health, and Environmental Quality were \$652.7 million in 1989 and \$4.2 billion in 2019, an increase of 550.4 percent. Its annual average growth rate was 6.6%. This substantial increase in expenditures is primarily due to expenditures associated with Medicaid which is the nation's health insurance provider for the poor, disabled, and the primary source of funding of long term care in the United States. Medicaid is a federal-state matching program. The majority of funding actually comes from the federal government, about a 3-1 match average nationwide. States have to provide their match or they don't get the federal funds. So though this growth in Health Department budget is driven more by the federal government than state government. Expenditures for these departments per \$1,000 TPI decreased by \$0.17 from \$27.23 in 1989 to \$27.06 in 2019. This is a decrease of -0.6%. While the rate of expenditures per \$1,000 TPI in 2019 was nearly identical to the rate in 1989, the rate peaked in 1994 at \$34.30. The economic boom of the 1990s was sufficiently strong that the expenditure amount fell relative to personal income. During the Great Recession, the opposite occurred, with the rate increasing to \$31.87. It then began falling again as the economy improved.

Employment & Family Services

The Department of Workforce Services was created in 1998 to operate the integrated employment and family services function for the state. Previously, expenditures for employment and family services were reported under general government, community and economic development, and human services. The reason for this large appropriation is that this agency manages the Supplemental Nutritional Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF) programs. Expenditures for this category have steadily risen from \$285.6 million in 1998 to \$755.6 million in 2019, an increase of 164.6%. The annual average growth rate for this time period was 5.1%. Expenditures per \$1,000 TPI decreased from \$5.85 in 1998 to \$4.81 in 2019, a decrease of \$1.04 or -17.8%. The annual average growth rate was -0.4%. Expenditures for employment and family services relative to personal income peaked at \$7.54 in 2010.

Public Education

State spending on public education expenditures increased from \$823.6 million in 1989 to \$4.1 billion in 2019, an increase of 402.6%. Despite these large dollar appropriations, they do not represent all the spending of school districts which have their own revenue sources, such as authorized property taxes for specific programs. Its annual average growth rate was 5.6%. Expenditures per \$1,000 TPI for public education decreased from \$34.36 in 1989 to \$26.39 in 2019, decreasing \$7.97 or 23.2% over the 30-year period. The annual average growth rate was -0.8%. Public education expenditures relative to personal income peaked in 1997 and with a one-year exception, 2009, have not increased since.

Public education enrollments have steadily increased throughout this period. Table 3, taken from the Utah State Board of Education, shows historical and projected enrollments, total population, and ratio of enrollment to total population from 1999 to 2026. Data is available back to 1976, but was not included because population counts for the same years between publications were inconsistent. Despite this, the trend of increased enrollments is evident in any time period examined. The only years where enrollment decreased was from 1999 to 2000.

Interestingly, Table 3 also projects that the ratio of enrollment to total population will decrease in the coming years, potentially reaching a low of 19.6% in 2026. This is a 10.4% decrease from 2018's rate of 21.9%. If such projections prove to be true, the public education burden on Utah taxpayers will decrease slightly, but will still be greater than the national average.

Transportation & Public Safety

Expenditures for the Department of Transportation and the Department of Public Safety increased from \$440.5 million in 1989 to \$1.34 billion in 2019, an increase of 204.2%. It had an annual average growth rate of 5.1%. Expenditures per \$1,000 TPI fell by over half, from \$18.38 in 1989 to \$8.52 in 2019. This was a total decrease of \$9.86 or 53.6%. The annual average growth rate was -1.25%. Transportation and public safety expenditures in both thousands of dollars and relative to personal income have fluctuated throughout the 30-year period. The creation of the Centennial Highway Fund in 1997, in addition to other construction projects such as the rebuilding of I-15 and Legacy Parkway, caused expenditures to rise from \$669.0 million in 1997 to \$1.1 billion in 1998, an increase of 68.3%. This also caused expenditures per \$1,000 TPI to rise from \$14.83 in 1997 to \$23.07 in 1998. Transportation and public safety expenditures decreased significantly from \$2.2 million in 2011 to \$1.3 million in 2012. This also caused expenditures relative to personal income to decrease from \$22.69 in 2011 to \$12.27 in 2012. Since then, total expenditures have increased only slightly, and expenditures per \$1,000 TPI have steadily decreased. It is important to note that some of this transportation decline is due to changes in categorization issues, not actual declines.

Table 1: Utah State Expenditures: FY 1989–2019

(in thousands of dollars)

Year	General Government & Courts ¹	Business, Labor, & Agriculture	Community	Higher Education	Natural Resources	Human Services, Corrections, Health, & Environmental Quality	Employment & Family Services ²	Public Education	Trans. & Public Safety	Leave & Postemployment Benefits ³	Capital Outlay	Debt Service	Total Expenditures
1989	\$167,060	\$23,524	\$58,001	\$273,379	\$60,778	\$652,692		\$823,576	\$440,509		\$77,630	\$64,601	\$2,641,750
1990	\$170,122	\$26,184	\$61,988	\$298,301	\$63,787	\$750,595		\$901,178	\$415,399		\$69,358	\$68,946	\$2,825,858
1991	\$191,976	\$28,020	\$61,259	\$312,796	\$68,129	\$861,395		\$979,990	\$382,224		\$80,450	\$64,121	\$3,030,360
1992	\$206,660	\$28,570	\$65,283	\$335,231	\$67,159	\$1,014,846		\$1,049,047	\$411,080		\$102,260	\$69,356	\$3,349,492
1993	\$260,320	\$29,192	\$63,859	\$358,869	\$69,927	\$1,105,225		\$1,134,245	\$459,266	\$8,745	\$115,611	\$67,457	\$3,672,716
1994	\$229,222	\$32,175	\$68,063	\$374,758	\$72,647	\$1,205,796		\$1,217,741	\$479,552	\$7,358	\$148,883	\$77,304	\$3,913,499
1995	\$225,427	\$34,550	\$71,883	\$409,083	\$78,440	\$1,296,189		\$1,299,052	\$497,068	\$35,233	\$177,937	\$86,572	\$4,211,434
1996	\$234,251	\$36,307	\$82,585	\$432,816	\$86,899	\$1,394,764		\$1,476,565	\$546,650	\$18,562	\$207,418	\$94,426	\$4,611,243
1997	\$248,918	\$39,107	\$84,384	\$464,202	\$91,656	\$1,480,616		\$1,651,282	\$669,014	\$31,659	\$182,129	\$100,651	\$5,043,618
1998	\$230,030	\$42,423	\$72,847	\$475,817	\$88,529	\$1,289,255	\$285,602	\$1,676,668	\$1,126,225	\$21,565	\$200,912	\$131,075	\$5,640,948
1999	\$249,337	\$44,474	\$75,602	\$507,890	\$90,794	\$1,405,484	\$302,665	\$1,776,912	\$1,078,923	\$23,886	\$190,496	\$153,540	\$5,900,003
2000	\$248,301	\$46,555	\$77,305	\$531,364	\$97,586	\$1,501,552	\$285,517	\$1,824,162	\$999,684	\$17,573	\$191,819	\$158,274	\$5,979,692
2001 ⁴	\$256,505	\$49,672	\$83,526	\$569,722	\$104,859	\$1,613,869	\$286,304	\$1,949,959	\$998,107	\$9,186	\$153,126	\$158,886	\$6,233,721
2002 ⁵	\$287,024	\$63,940	\$91,014	\$652,992	\$121,072	\$1,775,052	\$321,154	\$1,998,450	\$999,332		\$112,569	\$175,188	\$6,597,787
2003	\$269,450	\$66,382	\$91,986	\$632,368	\$134,247	\$1,888,105	\$363,116	\$1,979,880	\$882,151		\$205,861	\$189,020	\$6,702,566
2004	\$279,209	\$72,124	\$89,051	\$647,749	\$121,461	\$2,084,990	\$394,926	\$2,038,053	\$961,441		\$173,869	\$211,960	\$7,074,833
2005	\$286,698	\$85,115	\$87,621	\$676,208	\$123,195	\$2,236,519	\$417,037	\$2,168,896	\$995,357		\$138,488	\$273,679	\$7,488,813
2006	\$353,949	\$89,255	\$85,231	\$718,772	\$140,592	\$2,433,321	\$413,380	\$2,322,871	\$1,155,187		\$170,748	\$235,436	\$8,118,742
2007	\$388,425	\$91,162	\$108,592	\$757,127	\$171,014	\$2,477,196	\$406,532	\$2,547,421	\$1,393,798		\$196,126	\$235,011	\$8,772,404
2008	\$450,650	\$96,072	\$132,413	\$857,870	\$174,120	\$2,577,291	\$432,955	\$2,960,873	\$1,668,216		\$193,733	\$333,175	\$9,877,368
2009	\$454,201	\$101,966	\$140,453	\$842,874	\$178,306	\$2,769,035	\$519,741	\$3,035,519	\$1,907,849		\$196,204	\$245,288	\$10,391,436
2010	\$450,354	\$96,579	\$178,258	\$786,524	\$161,640	\$2,775,867	\$673,329	\$3,002,318	\$2,216,158		\$235,499	\$302,917	\$10,879,443
2011	\$445,116	\$93,149	\$160,338	\$766,864	\$183,430	\$2,892,857	\$703,786	\$3,059,351	\$2,185,749		\$255,540	\$366,404	\$11,112,584
2012	\$481,552	\$99,689	\$155,575	\$770,433	\$153,698	\$3,035,348	\$706,181	\$2,999,706	\$1,266,785		\$973,206	\$434,347	\$11,076,520
2013	\$490,452	\$99,828	\$27,344	\$787,339	\$178,330	\$3,174,461	\$778,262	\$3,097,161	\$1,207,004		\$524,582	\$463,740	\$10,828,503
2014	\$507,020	\$105,915	\$24,231	\$830,918	\$184,465	\$3,392,883	\$703,441	\$3,202,007	\$1,174,504		\$380,930	\$479,760	\$10,986,074
2015	\$523,960	\$101,331	\$24,041	\$932,545	\$190,378	\$3,513,229	\$730,972	\$3,340,290	\$1,170,286		\$499,705	\$455,733	\$11,482,470
2016	\$558,714	\$111,186	\$27,826	\$994,999	\$196,188	\$3,679,200	\$708,184	\$3,556,897	\$1,098,328		\$523,937	\$467,381	\$11,922,840
2017	\$561,888	\$107,800	\$29,335	\$1,055,579	\$225,387	\$3,843,095	\$754,530	\$3,732,813	\$1,229,638		\$668,768	\$447,645	\$12,656,478
2018	\$630,802	\$119,158	\$30,965	\$1,097,059	\$231,665	\$3,999,471	\$749,620	\$3,983,098	\$1,319,269		\$778,543	\$391,917	\$13,331,567
2019	\$658,169	\$119,491	\$31,981	\$1,198,633	\$251,545	\$4,244,852	\$755,613	\$4,140,263	\$1,336,938		\$847,571	\$364,366	\$13,949,392
AAGR*	5.0%	5.8%	1.6%	5.2%	5.2%	6.6%	5.1%	5.6%	5.1%	36.4%	15.6%	6.9%	5.8%

1. Prior to FY2006 with the creation of the Governor's Office of Economic Development, economic development expenditures were included in Community. This action moved activities from community and culture to the general government.
2. The Department of Workforce Services was created in FY 1998 to operate the integrated Employment and Family Services function for the State. The Employment and Family Services function was previously reported on this schedule in the functions of General Government, Community and Economic Development, and Human Services.
3. For FY 2002 and after, Leave & Postemployment expenditures are not reported in the governmental funds financial statements due to the implementation of the Governmental Accounting Standards Board (GASB) Statement 34.
4. Prior to FY 2001 this summary included expenditures of the State's governmental fund types that include the General Fund, Special Revenue Funds (Uniform School Fund, Transportation Fund, Centennial Highway Fund, Sports Authority Fund, State Capitol Fund, Consumer Education Fund, and Rural Development Fund), Capital Projects Fund, and Debt Service Fund. General Fund appropriations to the colleges and universities reported as transfers in the financial statements were also included in Higher Education expenditures.
5. For FY 2002 and after this summary includes expenditures of the State's major and non-major governmental funds except the Trust Lands permanent fund. These changes were necessary because of implementing Statement 34 of the GASB. Amounts reported in FY 2002 and thereafter are not comparable to prior years.

* Average Annual Growth Rate

Source: State of Utah Comprehensive Annual Financial Report, various years, Division of Finance, Utah Department of Administrative Services (Includes state and federal funds.)¹²

Table 2: Utah State Expenditures: FY 1989–2019

Per \$1,000 of Personal Income

Year	General Government & Courts ¹	Business, Labor, & Agriculture	Community	Higher Education	Natural Resources	Human Services, Corrections, Health, & Environmental Quality	Employment & Family Services	Public Education	Trans. & Public Safety	Leave & Postemployment Benefits	Capital Outlay	Debt Service	Total Expenditures
1989	\$6.97	\$0.98	\$2.42	\$11.41	\$2.54	\$27.23		\$34.36	\$18.38		\$3.24	\$2.70	\$110.22
1990	\$6.55	\$1.01	\$2.39	\$11.48	\$2.45	\$28.89		\$34.68	\$15.99		\$2.67	\$2.65	\$108.75
1991	\$6.89	\$1.01	\$2.20	\$11.23	\$2.45	\$30.91		\$35.17	\$13.72		\$2.89	\$2.30	\$108.76
1992	\$6.86	\$0.95	\$2.17	\$11.13	\$2.23	\$33.69		\$34.82	\$13.65		\$3.39	\$2.30	\$111.18
1993	\$8.01	\$0.90	\$1.97	\$11.05	\$2.15	\$34.02		\$34.91	\$14.14	\$0.27	\$3.56	\$2.08	\$113.04
1994	\$6.52	\$0.92	\$1.94	\$10.66	\$2.07	\$34.30		\$34.64	\$13.64	\$0.21	\$4.23	\$2.20	\$111.32
1995	\$5.88	\$0.90	\$1.88	\$10.68	\$2.05	\$33.84		\$33.91	\$12.98	\$0.92	\$4.64	\$2.26	\$109.94
1996	\$5.61	\$0.87	\$1.98	\$10.37	\$2.08	\$33.42		\$35.38	\$13.10	\$0.44	\$4.97	\$2.26	\$110.48
1997	\$5.52	\$0.87	\$1.87	\$10.29	\$2.03	\$32.81		\$36.59	\$14.83	\$0.70	\$4.04	\$2.23	\$111.77
1998	\$4.71	\$0.87	\$1.49	\$9.75	\$1.81	\$26.41	\$5.85	\$34.34	\$23.07	\$0.44	\$4.12	\$2.68	\$115.54
1999	\$4.85	\$0.87	\$1.47	\$9.88	\$1.77	\$27.34	\$5.89	\$34.56	\$20.98	\$0.46	\$3.71	\$2.99	\$114.75
2000	\$4.51	\$0.85	\$1.40	\$9.65	\$1.77	\$27.27	\$5.19	\$33.13	\$18.16	\$0.32	\$3.48	\$2.87	\$108.60
2001	\$4.47	\$0.87	\$1.45	\$9.92	\$1.83	\$28.11	\$4.99	\$33.96	\$17.38	\$0.16	\$2.67	\$2.77	\$108.57
2002	\$4.86	\$1.08	\$1.54	\$11.06	\$2.05	\$30.06	\$5.44	\$33.84	\$16.92		\$1.91	\$2.97	\$111.77
2003	\$4.41	\$1.09	\$1.50	\$10.34	\$2.20	\$30.88	\$5.94	\$32.38	\$14.43		\$3.37	\$3.09	\$109.64
2004	\$4.28	\$1.11	\$1.37	\$9.93	\$1.86	\$31.98	\$6.06	\$31.26	\$14.74		\$2.67	\$3.25	\$108.53
2005	\$4.02	\$1.19	\$1.23	\$9.47	\$1.73	\$31.33	\$5.84	\$30.38	\$13.94		\$1.94	\$3.83	\$104.93
2006	\$4.46	\$1.12	\$1.07	\$9.05	\$1.77	\$30.63	\$5.20	\$29.24	\$14.54		\$2.15	\$2.96	\$102.23
2007	\$4.50	\$1.06	\$1.26	\$8.77	\$1.98	\$28.68	\$4.71	\$29.49	\$16.14		\$2.27	\$2.72	\$101.59
2008	\$4.98	\$1.06	\$1.46	\$9.47	\$1.92	\$28.46	\$4.78	\$32.69	\$18.42		\$2.14	\$3.68	\$109.08
2009	\$5.23	\$1.17	\$1.62	\$9.70	\$2.05	\$31.87	\$5.98	\$34.93	\$21.96		\$2.26	\$2.82	\$119.61
2010	\$5.04	\$1.08	\$2.00	\$8.80	\$1.81	\$31.07	\$7.54	\$33.60	\$24.80		\$2.64	\$3.39	\$121.79
2011	\$4.62	\$0.97	\$1.66	\$7.96	\$1.90	\$30.04	\$7.31	\$31.76	\$22.69		\$2.65	\$3.80	\$115.40
2012	\$4.66	\$0.97	\$1.51	\$7.46	\$1.49	\$29.40	\$6.84	\$29.06	\$12.27		\$9.43	\$4.21	\$107.32
2013	\$4.60	\$0.94	\$0.26	\$7.39	\$1.67	\$29.78	\$7.30	\$29.05	\$11.32		\$4.92	\$4.35	\$101.59
2014	\$4.48	\$0.94	\$0.21	\$7.34	\$1.63	\$29.96	\$6.21	\$28.28	\$10.37		\$3.36	\$4.24	\$97.04
2015	\$4.30	\$0.83	\$0.20	\$7.65	\$1.56	\$28.83	\$6.00	\$27.41	\$9.60		\$4.10	\$3.74	\$94.23
2016	\$4.35	\$0.87	\$0.22	\$7.75	\$1.53	\$28.65	\$5.52	\$27.70	\$8.55		\$4.08	\$3.64	\$92.87
2017	\$4.17	\$0.80	\$0.22	\$7.83	\$1.67	\$28.51	\$5.60	\$27.69	\$9.12		\$4.96	\$3.32	\$93.90
2018	\$4.40	\$0.83	\$0.22	\$7.65	\$1.62	\$27.91	\$5.23	\$27.79	\$9.20		\$5.43	\$2.73	\$93.02
2019	\$4.20	\$0.76	\$0.20	\$7.64	\$1.60	\$27.06	\$4.81	\$26.39	\$8.52		\$5.40	\$2.32	\$88.90
AAGR*	-1.4%	-0.6%	-4.7%	-1.2%	-1.2%	-0.1%	-0.4%	-0.8%	-1.25%	26.3%	8.5%	0.3%	-0.7%

1. Prior to FY2006 with the creation of the Governor's Office of Economic Development, economic development expenditures were included in Community. This action moved activities from community and culture to the general government

* Average Annual Growth Rate

Source: State of Utah Comprehensive Annual Financial Report, various years, Division of Finance, Utah Department of Administrative Services (Includes state and federal funds.)¹³

Over the last several years, funding for transportation has shifted the sales tax earmarks and as a result CAFR does not report it in transportation but in capital outlay.

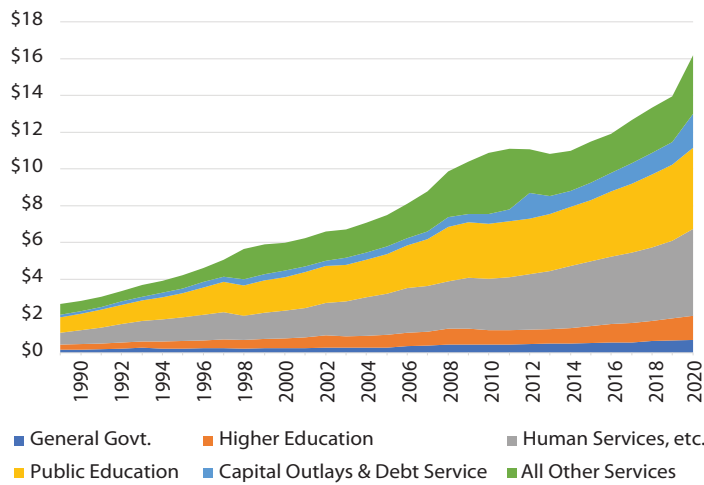
Leave & Postemployment Benefits

For FY 2002 and after, leave and postemployment expenditures are not reported as a separate category in the governmental funds financial statements due to the implementation of the Governmental Accounting Standards Board (GASB) Statement 34. From 1993 to 2001, the time period where this category was included in the CAFR, expenditures increased from \$8.7 million to \$9.2 million, an increase of 5.0%.

There were large increases between years during this time period, reflected in the high average annual growth rate of 36.4%, the highest out of all expenditure categories. For example, leave and postemployment expenditures rose from \$7.4 million in 1994 to \$35.2 million in 1995, increasing 378.8%. Additionally, a decrease of 47.7% occurred between 2000 and 2001, when expenditures fell from \$17.6 million to \$9.2 million. Expenditures per \$1,000 TPI fell from \$0.27 in 1993 to \$0.16 in 2001, a decrease of 40.7%. Again, there were large increases between years during this time period, making the average annual growth rate 26.3%, the highest out of all expenditure categories. For example, expenditures per \$1,000 TPI increased

Figure 4: Utah State Expenditures, FY 1989–2020

(in billions of dollars)



Source: Utah Department of Administrative Services, Division of Finance

from \$0.21 in 1994 to \$0.92 in 1995, increasing 338.1%. A decrease of 50% occurred when the rate fell from \$0.32 in 2000 to \$0.16 in 2001.

Capital Outlay

Capital outlay expenditures rose from \$77.6 million in 1989 to \$847.6 million in 2019, increasing 992.3%. This increase is the most substantial of all the categories. Similarly, its annual average growth rate of 15.6% is the second highest of all expenditure categories after leave and postemployment benefits which, as pointed out, is a unique situation and only calculated for nine years. Capital outlay expenditures per \$1,000 TPI increased from \$3.24 in 1989 to \$5.40 in 2018, increasing \$2.16 or 66.7%. Capital outlay expenditures relative to personal income is one of three categories that saw an increase between 1989 and 2019. The annual average growth rate was 8.5%, again making it the second-highest out of all expenditure categories after leave and postemployment benefits.

Debt Service

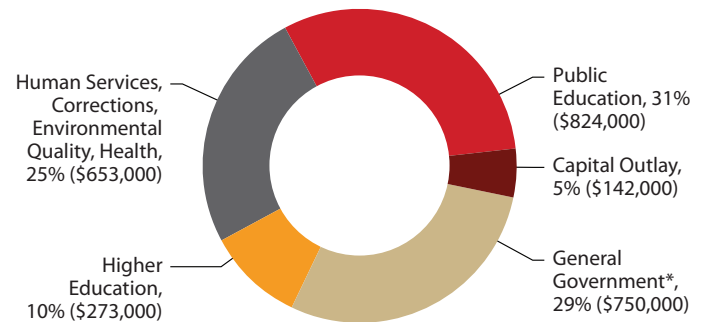
Debt service expenditures rose from \$64.6 million in 1989 to \$364.4 million in 2019. The total increase of 464.1% is the third-highest of all expenditure categories. Similarly, the annual average growth rate of 6.9% is the third highest out of all categories. Debt service expenditures per \$1,000 TPI fell from \$2.70 in 1989 to \$2.32 in 2019. In only seven of the 30-years did total debt fall from the previous year: 1991, 1993, 2007, 2009, 2015, 2018, and 2019. In every other year, debt increased from the year before. Such data shows how the Utah Legislature and governors have changed their attitude toward debt compared to the years from statehood to the 1960s when debt was only used twice - to build the state capitol and to fund government during the Great Depression. Despite the rates of 1989 and 2019 being so similar, fluctuations did occur throughout that time period.

General Conclusions:

1. Total state expenditures have risen overall during the 30-year period examined, increasing 428%, or from \$2.6 billion in 1989 to \$13.9 billion in 2019. State expenditures in every category but one (Community) grew.
2. Although state expenditures rose overall, every category experienced decreases in certain years. These year-over changes were usually due to changes in the state economy, changes in administrative oversight or special appropriations due to special needs.
3. Most notably, transportation and public safety saw significant increases due to construction projects such as the rebuilding of I-15 along the Wasatch Front and the creation of the Centennial Highway Fund. Additionally, the category for the Departments of Human Services, Corrections, Health, and Environmental Quality also saw large increases due to expenditures associated with Medicaid in the Department of Health.

Figure 5: Utah State Expenditures, FY 1989

(in thousands of dollars)



* Average Annual Growth Rate
Source: Utah Department of Administrative Services¹⁴

Figure 6: Utah State Expenditures, FY 2019



* Average Annual Growth Rate
Source: Utah Department of Administrative Services¹⁵

Table 3: State Historical Enrollment and Projected School Age Population, Utah: October 1, 1999–2026

As of Oct 1 (Enrollment) or July 1 (Population)	School District Subtotal	Charter School Subtotal	Charter School Students per 1,000 District Students	Public School Enrollment Total	Public School Enrollment Percent Change	School Age Population (5-17)	School Age Population Percent Change	Total Population	Total Population Percent Change	Ratio of Enrollment or School Age Population to Total Population
Historical										
1999	475,584	390	0.8	475,974				2,193,014		21.70%
2000	474,732	537	1.1	475,269	-0.15%			2,246,553	2.44%	21.16%
2001	477,160	641	1.3	477,801	0.53%			2,290,634	1.96%	20.86%
2002	479,617	1,526	3.2	481,143	0.70%			2,331,826	1.80%	20.63%
2003	483,685	3,253	6.7	486,938	1.20%			2,372,458	1.74%	20.52%
2004	489,445	6,237	12.7	495,682	1.80%			2,430,223	2.43%	20.40%
2005	498,484	11,528	23.1	510,012	2.89%			2,505,843	3.11%	20.35%
2006	504,792	19,211	38.1	524,003	2.74%			2,576,229	2.81%	20.34%
2007	515,457	22,196	43.1	537,653	2.60%			2,636,075	2.32%	20.40%
2008	523,644	27,369	52.3	551,013	2.48%			2,691,122	2.09%	20.48%
2009	529,107	34,166	64.6	563,273	2.22%			2,731,560	1.50%	20.62%
2010	536,214	40,121	74.8	576,335	2.32%	608,701		2,772,371	1.49%	22.0%
2011	542,853	44,892	82.7	587,745	1.98%	618,225	1.6%	2,822,091	1.8%	21.9%
2012	550,184	49,876	90.7	600,060	2.10%	626,812	1.4%	2,867,405	1.6%	21.9%
2013	557,651	54,060	96.9	611,711	1.94%	633,953	1.1%	2,906,021	1.3%	21.8%
2014	560,718	60,519	107.9	621,237	1.56%	641,601	1.2%	2,946,989	1.4%	21.8%
2015	566,387	67,011	118.3	633,398	1.96%	652,687	1.7%	3,003,791	1.9%	21.7%
2016	572,982	71,494	124.8	644,476	1.75%	664,087	1.7%	3,062,384	2.0%	21.7%
2017	576,781	75,566	131.0	652,347	1.22%	675,570	1.7%	3,122,477	2.0%	21.6%
2018	581,054	78,384	134.9	659,438	1.09%	685,712	1.5%	3,176,342	1.7%	21.6%
Projected										
2019	585,066	81,122	138.7	666,188	1.02%	696,077e	1.5%	3,231,108e	1.7%	21.5%
2020						706,174e	1.5%	3,284,823e	1.7%	21.5%
2021						712,289e	0.9%	3,343,552e	1.8%	21.3%
2022						716,069	0.5%	3,403,190	1.8%	21.0%
2023						716,832	0.1%	3,464,887	1.8%	20.7%
2024						715,188	-0.2%	3,526,992	1.8%	20.3%
2025						711,428	-0.5%	3,588,325	1.7%	19.8%
2026						706,181	-0.7%	3,647,847	1.7%	19.4%

e = estimate

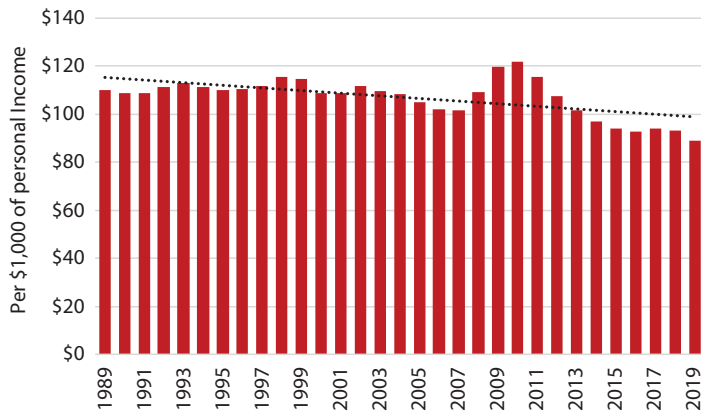
Notes: Population projections have not been updated since the last time this table was published.

Enrollment data for recent years may vary slightly from previously published figures due to adjustments based on audits or revisions in series.

Source: Kem C. Gardner Policy Institute Vintage 2021 Long-Term projections, Utah State Board of Education¹⁶

- In actual expenditures, the categories for the Departments of Human Services, Corrections, Health, and Environmental Quality, capital outlay, and debt saw the highest increase in expenditures over the 30-year time period: 992.3% for capital outlay; 550.4% for the Departments of Human Services, Corrections, Health, and Environmental Quality; and 464.1% for debt service.
- Despite the almost steady rise in actual state expenditures overall, expenditures per \$1,000 TPI have fallen in nearly every category during this time-period. Total expenditures relative to TPI fell from \$110.22 in 1989 to \$88.90 in 2019, decreasing \$21.32 or 19.3%. In short, state government in Utah is not growing as a percent of Utah total personal income, meaning that state government is not becoming a bigger piece of the state's economic pie. It has, in fact, declined by more than 19% over the 30-year period.

Figure 7: Utah State Government Expenditures Per \$1,000 of Personal Income, 1989-2019



Source: Utah Department of Workforce Services

Federal, State, and Local Government Employment and Wages (1959–2019)

Economists and government watchdogs often look at government employment trends to see if government is growing. The data used here comes from the Utah Department of Workforce Services, Division of Labor Market Information. It is a long-standing source of accurate and reliable data. This data runs from 1959-2019, a much longer time period.

Federal Government Employment

Utah has always had a large number of federal employees for several reasons:

- it is a public land state
- it has several large national parks and recreation areas
- it has a large military presence with Hill Air Force base

These factors mean that the Bureau of Land Management, Forest Service, National Parks Service, and the Department of Defense are large state employers. In 1959, federal employment accounted for 11.1% of the state's nonagricultural workforce. At this time, the federal government was the largest public employer in the state. Between 1959 and 1967, federal employment increased to 13.6%. This latter percentage occurred at the height of the Vietnam conflict. From that year forward, federal employment fell as a percent of nonagricultural employment. Just eleven years later, in 1978, federal employment had been cut almost in half to 7.0%. Ten years later, in 1988, it had fallen further to 6.0%. From that point to 2019, federal employment decreased almost every year, and in 2019, it stood at 2.4% of the state's nonagricultural workforce – a historic low. It's not that federal employment has declined in actual numbers in the state; it's that the Utah economy has grown much faster than federal employment. This means that job creation has occurred faster in most other sectors of the economy than in federal employment. The actual number of federal employees in Utah has increased from 28,045 to 37,164 over the time period studied.

State Government Employment

From 1959 to 1973, state government employment (Table 5 and Figure 8) as a percent of total nonagricultural employment grew rather rapidly, from 4.4% to 6.6%. Most of this growth came from employment increases at the state's colleges and universities which are part of state government. Higher education grew from 2.3% of nonagricultural employment to 3.9%. The rest of state government only grew from 2.1% to 2.7% of nonagricultural employment. Much of the reason for the larger increase in state education is the entrance of the baby boom generation into the state's colleges and universities. Between 1973 and 1995, state government employment declined rather steadily, landing at 5.6%. It has stayed in the five percent range since then and in 2019 stood at 5.5%.

Local Government Employment

As a percent of total nonagricultural employment, local government, which includes public education, has fluctuated even less over time than has state government employment. In 1959, local government employed 8.5% of the state's nonagricultural workforce. It then steadily increased to 10.0% by 1965. It stayed at or near 10% through the 1980s, then began a slow but relatively steady decline back to 1959 levels. In 2019, local government stood at 8.4%, virtually no overall growth relative to total employment.

All Government Employment

When the three levels of government are combined and measured, government employment in Utah is not growing, but declining as a percent of total nonagricultural employment. In 1959, government employment at all three levels in Utah accounted for 24.0% of total nonagricultural employment. Total government employment peaked in 1967 when 30.1% of the state's workforce was employed by government. Since that time, total government employment has fallen rather steadily to 16.3% in 2019, a decline of 45.6% over a 52-year period. Looking at it another way, private sector employment, which stood at 76.0% of the workforce in 1959 has increased to 83.7% in 2019. By this measurement, government employment at all levels in Utah is at an historic low and private sector employment is at an historic high for the time period 1959 to 2019 – a period of 60 years.

To be clear, most of that decline in government employment as a percent of total employment is the result of the federal government. Its share of total employment has fallen from 13.6% of total employment to 2.4% during this time. Both state government and local government have declined as well, but only marginally. State government has declined from 6.5% to 5.5% and local government has declined from 10.0% to 8.4%. Probably the biggest reason that both state and local governments have not fallen as fast as the federal government is that both state government and local government include educational employment. State government includes higher

Table 4: End of Term Full Time Enrollment at Utah's Higher Education Institutions

Fall Semester	University of Utah	Utah State University	Weber State University ¹	Southern Utah University ²	Snow College	Dixie State University ³	College of Eastern Utah ⁴	Utah Valley University ⁵	Salt Lake Community College ⁶	Total
1976	18,339	9,193	7,254	1,794	920	1,174	528	2,980	3,872	46,054
1977	18,731	9,540	7,195	1,768	1,018	1,201	680	2,896	3,979	47,008
1978	18,074	9,055	7,235	1,722	973	1,192	687	2,869	3,717	45,524
1979	18,263	9,246	7,280	1,834	1,103	1,175	676	3,212	3,777	46,566
1980	18,719	9,863	8,357	1,944	1,195	1,457	750	3,678	4,075	50,038
1981	18,965	9,908	8,443	1,896	1,209	1,521	863	4,126	4,161	51,092
1982	19,296	10,057	8,566	2,167	1,143	1,634	874	4,768	4,913	53,418
1983	19,590	10,672	8,569	2,296	1,216	1,582	996	5,240	5,176	55,337
1984	19,504	10,154	8,287	2,438	1,229	1,583	1,121	4,841	5,317	54,474
1985	19,410	9,745	8,298	2,348	1,194	1,737	1,059	4,886	5,455	54,132
1986	19,129	9,800	8,553	2,571	1,340	1,993	1,268	5,148	5,554	55,356
1987	19,186	9,813	8,847	2,685	1,313	1,889	1,296	5,420	5,848	56,297
1988	18,806	10,085	9,077	2,770	1,421	1,873	1,391	5,318	5,893	56,634
1989	19,002	10,561	9,569	2,893	1,621	2,051	1,525	5,987	6,819	60,028
1990	19,912	11,513	10,027	3,194	1,798	2,158	1,800	5,225	7,918	63,545
1991	20,575	12,732	10,566	3,515	2,198	2,398	1,833	6,067	9,767	69,651
1992	20,971	13,121	11,128	3,736	2,452	2,402	1,875	6,586	10,953	73,224
1993	20,928	14,083	11,052	4,054	2,508	2,550	2,029	7,194	11,407	75,805
1994	21,272	14,911	10,937	4,269	2,582	2,772	2,145	8,457	12,019	79,364
1995	21,540	15,159	10,826	4,501	2,668	3,120	2,029	9,125	12,745	81,713
1996	20,990	15,738	10,501	4,741	2,748	3,298	2,126	9,784	13,449	83,375
1997	21,913	16,222	11,186	5,079	2,914	3,505	2,140	10,485	14,352	87,796
1998	19,863	14,729	10,358	5,127	2,800	3,612	1,950	11,869	12,315	82,623
1999	20,343	15,274	10,858	5,024	3,109	3,656	1,957	12,770	11,938	84,929
2000	20,778	15,851	11,519	5,022	3,159	3,831	1,941	13,503	12,398	88,002
2001	22,165	16,889	12,127	5,172	3,224	4,087	2,082	15,163	13,910	94,819
2002	23,216	17,111	13,049	4,961	2,981	4,260	2,020	16,261	14,296	98,155
2003	23,426	17,227	13,713	4,922	2,880	4,425	1,902	16,313	14,434	99,242
2004	23,966	17,213	13,336	5,235	2,984	4,518	1,870	16,339	14,604	100,065
2005	24,089	16,584	12,907	5,370	2,956	4,495	1,662	16,081	14,200	98,344
2006	23,766	16,634	12,692	5,580	2,945	3,983	1,478	15,662	14,021	96,761
2007	23,313	17,129	12,359	5,847	2,507	3,988	1,449	16,135	13,939	96,666
2008	23,425	17,154	13,415	6,100	2,575	4,422	1,420	17,910	15,416	101,837
2009	24,412	17,861	14,748	6,457	3,090	5,569	1,532	19,670	17,954	111,293
2010	25,810	18,689	15,554	6,609	3,417	6,267	1,772	21,825	18,326	118,269
2011	26,486	20,880	16,068	6,254	3,483	6,593		22,448	17,710	119,922
2012	27,163	20,768	16,661	6,490	3,537	6,539		21,616	16,613	119,387
2013	27,588	20,674	15,742	6,331	3,530	6,176		20,780	17,676	118,497
2014	27,015	21,286	16,133	6,277	3,777	6,318		21,402	16,897	119,105
2015	27,187	22,415	16,108	7,025	3,982	6,377		22,693	16,045	121,832
2016	27,683	22,390	16,557	7,396	4,041	6,851		23,761	15,904	124,583
2017	28,188	22,813	17,221	7,761	4,097	7,398		25,198	16,297	128,973
2018	28,594	23,153	16,739	8,268	4,022	7,539		26,770	15,621	130,706
2019	28,629	22,899	18,022	8,758	3,931	8,146		27,636	15,544	133,565
Annual Average Growth Rate	1.10%	2.30%	2.10%	3.80%	3.82%	4.75%	4.01% ⁷	5.58%	3.63%	2.56%
Total Percent Change	55.92%	151.85%	130.76%	360.87%	337.17%	542.16%	235.61% ⁷	798.32%	303.43%	183.81%

1. Previously Weber State College until its designation as a university in 1991.

2. Previously Southern Utah State College until its designation as a university in 1990.

3. Previously Dixie State College until its designation as a university in 2013.

4. College of Eastern Utah merged with Utah State University in 2010.

5. Utah Valley University has had several names throughout its history: Utah Technical College at Provo from 1967 to 1987; Utah Valley Community College from 1987 to 1993; Utah Valley State College from 1993 to 2008; Utah Valley University from 2008 thereafter. Associates degrees only were awarded until the school became Utah Valley State College in 1993 when it began offering four-year degrees. The school began offering master's degrees upon its designation as a university in 2008.

6. Previously called Utah Technical College at Salt Lake. Was renamed to Salt Lake Community College in 1987.

7. Annual Average Growth Rate and Total Percent Change from 1976 to 2010.

Source: Data Book, various years, Utah System of Higher Education, Utah State Board of Regents¹⁷

Table 5: Government Employees as a Percent of All Nonagricultural Employees in Utah

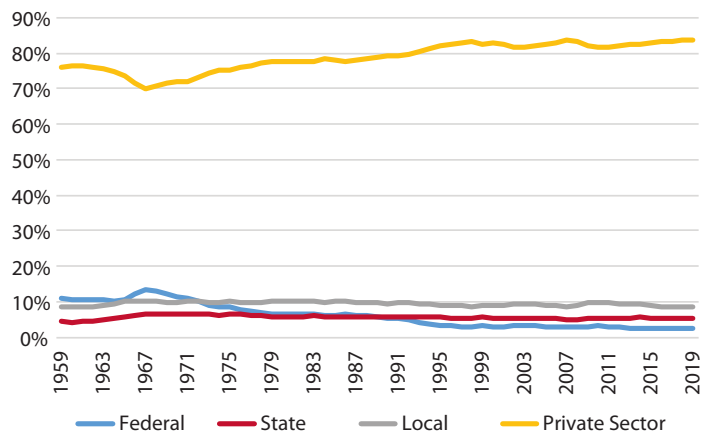
Year	Federal	State	Local	Private Sector	Year	Federal	State	Local	Private Sector
1959	11.1%	4.4%	8.5%	76.0%	1989	5.8%	5.8%	9.6%	78.8%
1960	10.7%	4.3%	8.6%	76.4%	1990	5.5%	5.7%	9.5%	79.3%
1961	10.5%	4.7%	8.6%	76.2%	1991	5.2%	5.9%	9.6%	79.3%
1962	10.5%	4.7%	8.7%	76.1%	1992	4.9%	5.9%	9.6%	79.6%
1963	10.6%	4.9%	8.9%	75.6%	1993	4.3%	5.9%	9.4%	80.4%
1964	10.4%	5.2%	9.5%	74.9%	1994	3.8%	5.8%	9.2%	81.2%
1965	10.8%	5.7%	10.0%	73.5%	1995	3.5%	5.6%	9.0%	81.9%
1966	12.3%	6.1%	10.1%	71.5%	1996	3.2%	5.4%	8.8%	82.6%
1967	13.6%	6.5%	10.0%	69.9%	1997	3.1%	5.4%	8.8%	82.7%
1968	12.9%	6.5%	10.0%	70.6%	1998	3.0%	5.2%	8.5%	83.3%
1969	12.2%	6.5%	9.9%	71.4%	1999	3.2%	5.7%	8.8%	82.3%
1970	11.5%	6.6%	9.9%	72.0%	2000	3.1%	5.4%	8.8%	82.8%
1971	11.0%	6.7%	10.3%	72.0%	2001	3.1%	5.4%	9.0%	82.4%
1972	10.1%	6.6%	10.1%	73.2%	2002	3.3%	5.5%	9.3%	81.8%
1973	9.1%	6.6%	9.8%	74.5%	2003	3.3%	5.5%	9.5%	81.7%
1974	8.7%	6.3%	9.9%	75.1%	2004	3.2%	5.5%	9.4%	82.0%
1975	8.4%	6.5%	10.1%	75.0%	2005	3.1%	5.4%	9.1%	82.4%
1976	7.9%	6.4%	9.9%	75.8%	2006	3.0%	5.2%	8.8%	83.0%
1977	7.5%	6.3%	9.9%	76.3%	2007	2.8%	5.1%	8.6%	83.5%
1978	7.0%	6.1%	9.9%	77.0%	2008	2.8%	5.1%	8.9%	83.1%
1979	6.7%	5.8%	10.0%	77.5%	2009	3.1%	5.2%	9.6%	82.2%
1980	6.7%	5.9%	10.0%	77.4%	2010	3.2%	5.5%	9.7%	81.6%
1981	6.7%	5.8%	10.0%	77.5%	2011	3.0%	5.5%	9.8%	81.7%
1982	6.6%	5.9%	10.0%	77.5%	2012	2.8%	5.5%	9.5%	82.1%
1983	6.5%	6.0%	10.1%	77.4%	2013	2.7%	5.5%	9.3%	82.5%
1984	6.2%	5.8%	9.8%	78.2%	2014	2.6%	5.6%	9.2%	82.6%
1985	6.3%	5.8%	10.0%	77.9%	2015	2.5%	5.5%	8.9%	83.0%
1986	6.4%	5.9%	10.0%	77.7%	2016	2.5%	5.5%	8.7%	83.2%
1987	6.2%	5.9%	9.9%	78.0%	2017	2.5%	5.5%	8.7%	83.4%
1988	6.0%	5.9%	9.8%	78.3%	2018	2.4%	5.5%	8.5%	83.7%
					2019	2.4%	5.5%	8.4%	83.7%

Source: Utah Department of Workforce Services¹⁸

education and local government includes public education. Educational employment has increased because both the state’s colleges and universities, and the state’s public schools have seen strong and rather steady increases in enrollments, thus requiring more teachers.

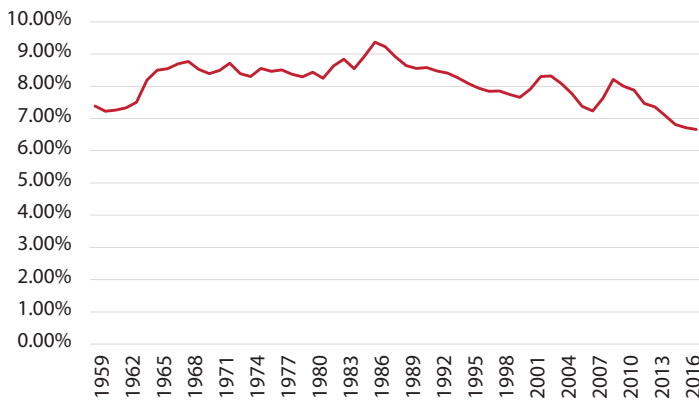
Looking forward, it seems likely that this slow decline in state and local government employment as a percent of total employment will continue. Both public education and higher education enrollments appear to be slowing, indicating that employment increases in these areas, which has driven much of government employment growth, will probably slow also. Furthermore, all of society is learning to live with more and more technology which is replacing many workers, including those in government.

Figure 8: Private vs. Public Employment in Utah, 1959-2019



Source: Utah Department of Workforce Services

Figure 9: Local Government Wages as a % of Total Wages



Source: Utah Department of Workforce Services

State and Local Government Wages

Not surprisingly, wages for all three levels of government as a percent of all nonagricultural wages in Utah have followed the same trend as employment. Wages for federal employees peaked in 1968 at 16.9% of all wages and have been slowly but rather steadily declining ever since. In 2019, federal wages in Utah amounted to only 3.5% of all wages. Local government wages as a percent of total wages (Figure 9) are at their lowest point since 1980. Again, much of this is due to Utah's strong economy.

Is Government Growth in Utah a Concern?

This report looked at two main issues dealing with government growth in Utah. First, it examined state government expenditures per \$1,000 of personal income. In this case, state government expenditures have fallen during the 30-year period

of 1989-2019 or from \$110.22 to \$88.90 a decline of 19.3%. In this sense, state government is not growing relative to the overall economy but shrinking. It is spending \$21.32 less per \$1,000 of Utah personal income now than it did in 1989. Second, the paper examined state and local government employment as a percent of total nonagricultural employment and wages as a percent of total wages. In these data sets government showed a decline also, though minimally. State and local government as a percent of the state's total nonagricultural workforce fell from 15.4% to 14.2%. State and local government wages also showed a similar decline.

In summary, whether measured by state government expenditures per \$1,000 of TPI or by state and local government employment as a percent of total state nonagricultural employment, or by wages, government in Utah is not growing relative to personal income or total nonagricultural employment or total wages. Instead, in all three cases, it is becoming smaller. For many persons this is good news. Government is not becoming an increasing tax burden. However, it is important to point out that government, more than anything, spends money on programs it believes are important to the safety and general well-being of its citizens. If government expenditures are shrinking as a percent of the overall economy, which they are, then many wonder, in such a competitive world, if the state is investing in its citizens as it could.

Endnotes

1. Palmer, Barkley, "Countries With the Highest Government Spending to GDP Ratio," "Government spending as a percentage of GDP is a simple metric that some use to assess government spending across the globe. One weakness of this measure is that it considers only the expense side and ignores government revenues generated through taxation and other methods. The government spending as a percentage of GDP, in conjunction with other metrics, reflects government spending more accurately.
2. U.S. Office of Management and Budget, Historical Tables, Table 2
3. <https://www.whitehouse.gov/oomb/historical.table>.
4. "Present Trends and the Evolution of Mandatory Spending", Congressional Research Service, January 17
5. <https://usgovernmentspending.com>
6. Beta Data Lab, Office of Chief Data Officer, Bureau of Fiscal Services, U.S. Dept. of Treasury.
7. https://ourpublicservice.org/wp-content/uploads/2019/08/FedFigures_FY18-Workforce.pdf (This is the endnote for this statement.)
8. The discussion from this page to . . . , is taken from the author's new book, *Utah Public Finance: A History of Utah's Tax Structure* (Gardner Institute, 2021), p. 354-380.
9. The Great Recession started in December 2007 and lasted until June 2009. Nevertheless the recovery was slow and extended. Furthermore tax revenues often have a lag time.
10. https://gardner.utah.edu/_documents/publications/econ-dev/pp-arra.pdf
11. Number for 2019 or 2020 are not yet available due to the COVID-19 pandemic.
12. Utah Division of Finance. (Various years). State of Utah Comprehensive Annual Financial Report.
13. Ibid.
14. Ibid.
15. Ibid.
16. Utah State Board of Education. (2016). *State Historical Enrollment and Projected School Age Population, Utah: October 1, 1999-2026* [Data file]. Retrieved from https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=2ahUKewj2yIDaqlLmAhWDKM0KHcGQDyo-QFjAAegQIBRAC&url=https%3A%2F%2Fwww.schools.utah.gov%2Ffile%2F506b1b49-7508-4e9e-9c27-997d5163c138&usq=AOvVaw1tMZSOA_SwGWrBp0FL_Ti5
17. Utah System of Higher Education, Utah State Board of Regents. (Various years). *Data Book*.
18. Utah Department of Workforce Services (various years). *Annual Report of Labor Market Information, Table 2* [Data file]. Retrieved from <https://jobs.utah.gov/wi/pubs/em/pastreports/index-copy.html>

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