



## **BOARD OF COMMISSIONERS WORK SESSION MEETING**

**117 South Main Street, Monticello, Utah 84535. Commission Chambers**

**December 16, 2025 at 9:00 AM**

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### **AGENDA**

*The public will be able to view the meeting on San Juan County's Facebook live and Youtube channel*

#### **CALL TO ORDER**

#### **ROLL CALL**

#### **AGENDA ITEMS**

1. San Juan County Rural Economic Blueprint, Final Draft Review. August Granath, GOEO Technical Outreach Manager; Debra McKee, GOEO Outreach Manager; Talia Hansen, Economic Development Manager, Center for Rural Development
2. Monticello Justice Court Contract Proposal
3. Presentation of the 2026 Tentative Budget Proposals
4. Credit Card Use Policy Update Discussion

#### **ADJOURNMENT**

\*The Board of San Juan County Commissioners can call a closed meeting at any time during the Regular Session if necessary, for reasons permitted under UCA 52-4-205\*

All agenda items shall be considered as having potential Commission action components and may be completed by an electronic method \*\*In compliance with the Americans with Disabilities Act, persons needing auxiliary communicative aids and services for this meeting should contact the San Juan County Clerk's Office: 117 South Main, Monticello or telephone 435-587-3223, giving reasonable notice\*\*



## COMMISSION STAFF REPORT

**MEETING DATE:** December 16, 2025

**ITEM TITLE, PRESENTER:** San Juan County Rural Economic Blueprint – Final Draft Review  
Presented by August Granath, GOEO Technical Outreach Manager; Debra McKee, GOEO Outreach Manager; Talia Hansen, Economic Development Manager

Center for Rural Development

**RECOMMENDATION:** Staff seek Commission feedback and any additions to advancing the plan for formal adoption at a future meeting.

### SUMMARY

The Governor’s Office of Economic Opportunity (GOEO), in partnership with San Juan County, has completed the Rural Economic Blueprint for San Juan County. This plan represents a six-month, data-driven effort that included stakeholder interviews, a steering committee process, public input, and a detailed review of the county’s existing plans, economic assets, and constraints.

During this work session, August Granath, Technical Outreach Manager for the Center for Rural Development at GOEO, will provide an in-depth presentation of the Blueprint. August will walk the Commission through the plan’s development process, key findings, identified economic opportunities, and the recommended goals, strategies, and priority projects intended to guide the county’s future economic development efforts.

GOEO representatives August Granath and Debra McKee, Outreach Manager for the Center for Rural Development, will be available during the session to answer questions about the plan’s methodology, data sources, stakeholder input, and recommendations.

Staff seek Commission feedback and any additions to advancing the plan for formal adoption at a future meeting.

### HISTORY/PAST ACTION

In July 2025, San Juan County was selected to participate in the pilot year of the Rural Economic Blueprint Program. Working with the San Juan County Economic Development Department GOEO conducted one-on-one stakeholder interviews, developed a steering committee, facilitated community roundtables, and reviewed local economic and planning documents.

The draft Blueprint was completed and provided to the County in November 2025 with edits conducted collaboratively.

The purpose of this Commission Work Session is for GOEO representatives August Granath and Debra McKee to present the Blueprint in detail, explain the methodology, and review the goals, strategies, and priority projects with the Commission prior to requesting formal adoption at a future meeting.

## **FISCAL IMPACT**

There is no direct fiscal impact to adopt the Blueprint.

The plan positions San Juan County to:

- Competing more effectively for state and federal funding
- Develop shovel-ready infrastructure and housing projects
- Strengthen grant applications
- Improve coordination with tribal partners and regional agencies
- Expand business retention, expansion, and recruitment efforts

Future projects identified within the plan may require funding through:

- Grants
- State and federal programs
- Partnerships
- Budget allocations during future budget cycles



**Governor's Office of  
Economic Opportunity**

CENTER FOR RURAL  
DEVELOPMENT

# Plan Here. Build Here.

**San Juan County  
Rural Economic Blueprint**

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**2025**

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Courtesy of Jay Dash / Utah Office of Tourism

## Acknowledgments

The Governor’s Office of Economic Opportunity (GOEO) extends its gratitude to the elected officials, staff, business owners, and community members who contributed to this process by participating on the working team, steering committee, or submitting a response to the community survey.

### Working Team

- August Granath | Governor’s Office of Economic Opportunity
- Debra McKee | Governor’s Office of Economic Opportunity
- Olivia Midgley | Governor’s Office of Economic Opportunity
- Talia Hansen | San Juan County Economic Development Manager

### Steering Committee

- Donna Blake | USU Blanding Interim Associate Vice President
- Christine Fitzgerald | San Juan School District Superintendent
- Reagan Wytsalucy | USU Blanding Ag Extension Area Director
- Kendall Laws | Public Lands Policy Coordinating Office
- Herbert Stash | Warm Elders
- Jolyn Perkins | Department of Workforce Services
- Tara Benaly | Resident Representative

### Additional Interviewee

- Carma Claw | Aneth Chapter President



## Overview of the Rural Economic Blueprint Program Process

The Rural Economic Blueprint Program offers Utah’s rural communities an opportunity to leverage state-provided technical support to advance their economic development goals. The program is no cost, community-driven, and provides a simple yet effective economic development strategic plan. With an economic development strategic plan in place, communities will be better positioned to communicate their goals to funders, get buy-in from residents, acquire capital, and deploy resources towards target projects.

The program is in its first year and is working with nine communities during this pilot period. San Juan County was one of several applicants that were selected to participate in the first round of the program. The working team first met in July of 2025, followed by a meeting with the steering committee in October of the same year. In that time, GOEO staff performed one-on-one interviews with nine key stakeholders, solicited survey responses from nine members of the community, compiled economic data from various sources, and reviewed the 2018 General Plan update. Individual stakeholder contributions to this report have been kept anonymous.

The following report is the result of a collaborative effort led and facilitated by GOEO staff with direction from San Juan County stakeholders. The goal of this program is to ensure that this effort represents the desires of the community as a whole.



Courtesy of Sandra Salvas / Utah Office of Tourism

## San Juan County Economic Data Snapshot

### Population: 14,601

According to the Census Bureau, San Juan County has grown by 93 people (0.2% annualized) from April 1, 2020, to July 1, 2024, since the last decennial census in 2020<sup>1</sup>. This is a small decrease from the 0.5% annual growth rate for the preceding 30-year period from 1990 – 2020<sup>2</sup>. Comparing the same periods, statewide population growth has dropped from 3% to 1.8% annual growth, while nationwide growth has slowed from 1.1% to 0.7% annual growth<sup>3</sup>.

### San Juan County, Utah, and USA Population (1990 – 2024)

Year	San Juan Population	Growth Rate (Annualized)	Utah Population	Growth Rate (Annualized)	USA Population	Growth Rate (Annualized)
1990	12,621	0.5%	1,722,850	3.0%	248,709,873	1.1%
2000	14,413		2,233,198		281,421,906	
2010	14,746		2,763,885		308,745,538	
2020	14,508		3,271,608		331,449,281	
2021	14,494	0.2%	3,339,738	1.8%	332,099,760	0.7%
2022	14,411		3,391,011		334,017,321	
2023	14,390		3,443,222		336,806,231	
2024	14,601		3,503,613		340,110,988	

### Median Age: 34.6 years

The median age of San Juan County is older than Utah's median age of 32, but younger than the country's median age of 39<sup>4</sup>.

<sup>1</sup> U.S. Census Bureau. (2025, May). *Annual estimates of the resident population for counties in Utah: April 1, 2020 to July 1, 2024* (CO-EST2024-POP-49). <https://www.census.gov/programs-surveys/popest.html>

<sup>2</sup> U.S. Census Bureau. (2012, July). *Utah: 2010 population and housing unit counts* (CPH-2-46). U.S. Government Printing Office.

<sup>3</sup> U.S. Census Bureau. (2024, December). *Annual estimates of the resident population for the United States, regions, states, District of Columbia, and Puerto Rico: April 1, 2020 to July 1, 2024* (Report No. NST-EST2024-POP). <https://www.census.gov/programs-surveys/popest.html>

<sup>4</sup> U.S. Census Bureau. (2024). Table B01002: Age and sex. *2019–2023 American Community Survey 5–Year Estimates*. Retrieved October 28, 2025 from [https://censusreporter.org/data/table/?table=B01002&geo\\_ids=05000US49037,04000US49,01000US](https://censusreporter.org/data/table/?table=B01002&geo_ids=05000US49037,04000US49,01000US)



## Employment Rate: 48%

Approximately 5,272 of the 11,037 San Juan County residents aged 16+ and in the labor force were employed during 2019–2023. This falls below both the national employment rate of 60% and the state rate of 67%<sup>5</sup>.

## Median Household Income: \$54,890<sup>6</sup>

San Juan County's median household income is roughly \$38,000 lower than Utah's median household income of \$93,000 and \$15,000 lower than the national median of \$78,000<sup>7</sup>.

## Educational Attainment (Age 25+): 20% hold a Bachelor's Degree or higher

A greater proportion of San Juan County's population possesses less than a high school diploma or only a high school diploma when compared with the state of Utah or the country as a whole. The proportion of residents with some college or an associate degree leads the state and the nation. Those with bachelor's degree or higher trails behind the state and the nation.<sup>8</sup>

### Educational Attainment for San Juan County, Utah, and the USA as a Percentage of Population Age 25+ (2019 – 2023)

Educational Attainment	San Juan	Utah	USA
Less than a High School Diploma	12	7	11
High School Diploma	31	23	26
Some College or an Associate Degree	37	34	28
Bachelor's Degree or Higher	20	37	35

<sup>5</sup> U.S. Census Bureau. (2024). Table B23025: Employment status for the population 16 years and over. 2019–2023 American Community Survey 5–Year Estimates. Retrieved October 21, 2025, from

[https://censusreporter.org/data/table/?table=B23025&geo\\_ids=05000US49037,04000US49,01000US](https://censusreporter.org/data/table/?table=B23025&geo_ids=05000US49037,04000US49,01000US)

<sup>6</sup> U.S. Census Bureau. (2024). Table B19019: Median household income in the past 12 months (in 2023 inflation-adjusted dollars). 2019–2023 American Community Survey 5–Year Estimates. Retrieved October 21, 2025, from [https://censusreporter.org/data/table/?table=B19019&geo\\_ids=05000US49037](https://censusreporter.org/data/table/?table=B19019&geo_ids=05000US49037)

<sup>7</sup> U.S. Census Bureau. (2024). Table S1901: Income in the past 12 months (in 2023 inflation-adjusted dollars). 2019–2023 American Community Survey 5–Year Estimates. Retrieved May 30, 2025, from [https://data.census.gov/table/ACSST5Y2023.S1901?g=010XX00US\\_040XX00US49](https://data.census.gov/table/ACSST5Y2023.S1901?g=010XX00US_040XX00US49)

<sup>8</sup> U.S. Census Bureau. (2024). Table B15003: Educational attainment for the population 25 years and over. 2019–2023 American Community Survey 5–Year Estimates. Retrieved October 28, 2025, from [https://censusreporter.org/data/table/?table=B15003&geo\\_ids=05000US49037,04000US49,01000US](https://censusreporter.org/data/table/?table=B15003&geo_ids=05000US49037,04000US49,01000US)

## Major Industries

In San Juan County, the majority of employment comes from the community's top four industries, according to proprietary data provided by ESRI's Civilian Labor Force Profile<sup>9</sup>. Education, health care, construction, and public administration provide 55% of all jobs in the community. In terms of location quotients,<sup>10</sup> mining-related industries are significantly more concentrated in San Juan County than the national average, with a score of 8.5, as does the recreation industry with a score of 2.3 and education with a score of 2.0.

### Industry Breakdown by Percentage of Labor Force (2024)

Industry	San Juan (Jobs)	San Juan (% of Jobs)	USA (% of Jobs)	Location Quotient
Total	6,199	100.0%	100.0%	–
<b>Educational Services</b>	<b>1,175</b>	<b>19.0%</b>	<b>9.4%</b>	<b>2.0</b>
<b>Health Care/Social Assistance</b>	<b>1,131</b>	<b>18.2%</b>	<b>14.5%</b>	<b>1.3</b>
<b>Construction</b>	<b>618</b>	<b>10.0%</b>	<b>7.0%</b>	<b>1.4</b>
<b>Public Administration</b>	<b>501</b>	<b>8.1%</b>	<b>5.0%</b>	<b>1.6</b>
Manufacturing	488	7.9%	9.6%	0.8
<b>Accommodation/Food Services</b>	<b>480</b>	<b>7.7%</b>	<b>6.6%</b>	<b>1.2</b>
Retail Trade	394	6.4%	10.4%	0.6
<b>Arts/Entertainment/Recreation</b>	<b>318</b>	<b>5.1%</b>	<b>2.2%</b>	<b>2.3</b>
Transportation/Warehousing	278	4.5%	5.0%	0.9
<b>Mining/Quarrying/Oil &amp; Gas</b>	<b>173</b>	<b>2.8%</b>	<b>0.3%</b>	<b>8.5</b>
Other Services (Excluding Public)	166	2.7%	4.7%	0.6
Admin/Support/Waste Management	153	2.5%	4.5%	0.5
Professional/Scientific/Tech	91	1.5%	8.4%	0.2
<b>Agriculture/Forestry/Fishing</b>	<b>73</b>	<b>1.2%</b>	<b>1.1%</b>	<b>1.1</b>
Wholesale Trade	64	1.0%	1.9%	0.5
Utilities	37	0.6%	0.9%	0.7
Finance/Insurance	26	0.4%	4.9%	0.1
Information	23	0.4%	1.8%	0.2
Real Estate/Rental/Leasing	10	0.2%	1.7%	0.1
Management of Companies	0	0.0%	0.2%	0.0

<sup>9</sup> ESRI. (2025). *San Juan County, Utah: Civilian labor force profile* [Report generated from ArcGIS Business Analyst].

<sup>10</sup> The location quotient is found by dividing the share of employment for an industry in one area by the same number for the same industry in another area. In San Juan County, 1,175 people are employed in education representing 19.0% of all jobs. Nationwide, 9.4% of all jobs are in education.  $19/9.4 = 2$  which allows us to say that, in San Juan County, 2 times as many people have education jobs than the national average.

## San Juan County Major Employers (September 2024)

Employer	City	Employed (#)	Description
Montezuma Crk Community Health	Montezuma Creek	250–499	All Other Outpatient Care Centers
Aramark Campus, LLC	Lake Powell	100–249	Marinas
Blanding Family Practice	Blanding	100–249	All Other Outpatient Care Centers
Blue Mountain Hospital	Blanding	100–249	General Medical and Surgical Hospitals
Energy Fuels Resources	Blanding	100–249	Other Metal Ore Mining
Gouldings Lodge	Monument Valley	100–249	Hotels (except Casino Hotels) and Motels
Lisbon Valley Mining Co. LLC	La Sal	100–249	Copper, Nickel, Lead, and Zinc Mining
San Juan Hospital	Monticello	100–249	General Medical and Surgical Hospitals
San Juan School District	Blanding	100–249	Elementary and Secondary Schools
USU Statewide Campus	Blanding	100–249	Junior Colleges
Blanding City	Blanding	50–99	Executive and Legislative Offices
Blanding Elementary	Blanding	50–99	Elementary and Secondary Schools
Elk Operating Services LLC	Montezuma Creek	50–99	Crude Petroleum Extraction
Four Corners Regional Care Center	Blanding	50–99	Nursing Care Facilities
Monument Valley Health Center	Monument Valley	50–99	All Other Outpatient Care Centers
San Juan High School	Blanding	50–99	Elementary and Secondary Schools
Transportation Department	Blanding	50–99	School and Employee Bus Transportation
Utah State University	Blanding	50–99	Junior Colleges

The Utah Department of Workforce Services (DWS) collects these statistics via paperwork that employers submit each time they hire a new employee, and shares the data through its Firm Find tool<sup>11</sup>. These statistics are organized by physical employment site, which is why entities such as San Juan High School and the San Juan School District appear as separate entries.

<sup>11</sup> Utah Department of Workforce Services. (2025, February). *Firm Find*. Retrieved October 21, 2025, from [https://jobs.utah.gov/wi/firmfind/download/ffind\\_other.csv](https://jobs.utah.gov/wi/firmfind/download/ffind_other.csv)

## Initial Assessment

### Strengths, Weaknesses, Opportunities, and Threats Analysis

A review of relevant economic statistics (see San Juan County Economic Data Snapshot), combined with conversations with stakeholders, led to the development of a SWOT analysis that provided an initial assessment of economic conditions in San Juan County.

### Strengths

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#### Diverse Economic Foundation

- San Juan County's economy is supported by anchor employers in education, healthcare, tourism, and mining industries. This economic diversity provides resilience during fluctuations in the tourism and energy industries.

#### Workforce Development

- One of the county's institutional assets is Utah State University (USU) Blanding. It functions as a workforce development engine by providing a local path for practical certifications (e.g., CDL, Welding, Nursing) aligned with local employer needs.

#### Agricultural History and Future

- The county's communities were developed with agriculture as their foundation, with room to grow. The General Plan's Resource Management section confirms that supporting agriculture and "multiple use" of public lands is a long-standing county priority. Many stakeholders identified this as a base to develop more localized food systems.

#### Community Culture

- Stakeholder interviews and survey respondents convey a deep appreciation for the social fabric of San Juan County. Namely, a small town quality of life and a "close-knit community" that is resourceful, resilient, and takes care of each other.

## Rich Natural Assets

- The county is home to globally recognized natural landscapes including Canyonlands, Bears Ears, the San Juan River, Lake Powell, and Monument Valley, which serve as the bedrock of the tourism economy. Geological deposits of uranium, oil, potash, copper and other critical minerals drive the local energy and mining industries.

## High Entrepreneurial Desire

- Stakeholders identified numerous aspiring entrepreneurs (e.g., barbers, bakers, fabricators) who are “ready to go” but are constrained by a lack of commercial space and essential infrastructure needed to start or grow their businesses.

## Weaknesses

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### Water Quality and Scarcity

- This is the most frequently cited barrier, appearing in interviews, the survey, and regional reports as an existential threat. A stakeholder mentioned an anecdote of a community garden failing specifically because they could not acquire water rights, which makes this a concrete, immediate problem, not just a future risk. Additionally, documented water contamination concerns in some areas further exacerbate this risk.

### Critical Housing Shortage and Affordability Crisis

- Nearly every stakeholder and planning document identifies a severe lack of attainable housing as a primary barrier to workforce attraction and therefore growth. According to the “Dwelling on the Future” report, 60% of households in San Juan County cannot afford an average-priced home if buying “from scratch.”

### Broadband and Cell Service Needs

- The Navajo Nation CEDS and multiple interviews highlight limited service in many areas, making remote work, online education, and modern business operations difficult for a large portion of the county. There are exceptions to this, as Emery Telcom has run fiber lines to some parts of the county, providing fast and reliable broadband to those communities. Additionally, community centers provide access to Wi-Fi and areas with limited or inconsistent service.

## A Lack of Commercial Space

- This is a primary barrier to growing the local economy. Stakeholders communicate that there is a lack of affordable office, retail, or light industrial space for rent. This is stopping the county's "ready-to-go" entrepreneurs before they can even start.

## Geographic Remoteness

- Stakeholders noted that the county's vast, "frontier" geography creates high travel and supply costs. This pushes many community members to seek cheaper goods in larger neighboring economic hubs such as Cortez, CO; Farmington, NM; or Grand Junction, CO. This phenomenon also represents a challenge for the development and support of main street retail establishments.

## Minimal Private Property

- This is a structural economic weakness for San Juan County that is detailed in the General Plan: as the vast majority of land in the county is controlled by federal and tribal entities, the private property tax base is exceptionally small, which limits the county's ability to fund public services and infrastructure. This also limits the amount of development that can occur on private land without navigating federal or tribal regulatory processes.

## Opportunities

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### Major Industrial Expansion into Rare Earths

- The clearest and most frequently cited economic opportunity for San Juan County is the potential expansion of Energy Fuels, which stakeholders believe could add hundreds of new, high wage, head of household jobs and strengthen the local economy. The White Mesa Mill's ability to process and recycle uranium positions the local economy to grow with the state's desire to expand nuclear energy generation. However, future growth remains highly dependent on market trends, regulatory approvals, and continued engagement with affected communities, including robust monitoring and transparent communication.



## **Expand Local Agriculture**

- Stakeholders discussed the need for more grocery stores and a desire to grow more food locally. One stakeholder had a strong vision for becoming a “local market hub” that incorporates traditional farming practices and can supply food to local communities. Additionally, there is an opportunity to strengthen the local agriculture industry’s ability to process and distribute products grown locally and regionally.

## **Carefully Grow Tourism Economy**

- Develop locally oriented businesses that also cater to visitors and provide services and goods that residents currently travel outside the county to access. Visitor interest continues to grow in unique, experience-based activities hosted by local residents, where guests can participate in hands-on demonstrations, traditional skills, cultural storytelling, ranch or farm activities, agri-tourism experiences, and other place-based opportunities rooted in the heritage of San Juan County. Bluff’s Dark Sky designation creates strong potential for astro-tourism and nighttime programming. Additionally, opportunities for respectful partnership with Navajo Nation Chapter Houses and Tribal parks may support expanded cultural interpretation, community-led tourism, and experiences that honor local traditions and the natural landscape.

## **Leverage Broadband for a Digital Economy**

- Expanding broadband is a top priority, consistently identified in every CEDS, the General Plan’s Capital Improvements section, and stakeholder interviews. Broadband infrastructure is a key enabler for a remote workforce. With robust, reliable internet access, residents, especially on the Navajo Nation and in rural communities, could access high-wage jobs in technology and professional services without leaving the county. This could help reverse the trend of youth and working-age residents leaving for job opportunities elsewhere. To realize this potential, the County should pair broadband expansion with workforce development and continued-education programs that build digital skills, remote-work readiness, and computer literacy. For example, tailored training programs in remote work tools, online communication, and virtual job pathways would ensure residents can fully take advantage of new connectivity.

## Support Economic Development Through Entrepreneurship

- Ensure that home-based businesses are able to thrive and that light manufacturing has room to grow. Extend utility infrastructure to appropriate commercial sites to enable private development.

## Threats / Barriers to Progress

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### Water Constraints

- Water availability remains the most significant barrier, cited across all data sources. Successful management of a limited water supply will determine the ceiling on future development.

### “Brain Drain” and Population Stagnation

- As one survey respondent stated: “our greatest export is our children”. This fear is validated by the “Dwelling on the Future” assessment, which forecasts population decline. Unless addressed, this demographic change represents a slow diminishing of the community’s future workforce and tax base.

### External Policy on Public Lands

- San Juan County’s economy is highly sensitive to federal land policies, including national monument designations, grazing regulations, and mineral extraction rules. Because so much land is managed by federal agencies, local businesses, particularly in energy, mining, and ranching, face uncertainty tied to decisions outside county control. This dynamic affects long-term planning and investment, making it important for the county to remain adaptable and engaged in federal processes.

### Resistance to Change

- Stakeholders shared that some residents fear that growth may change the rural character and close-knit identity of their communities. This feeling is rooted in a genuine desire to protect what makes San Juan County unique. At the same time, this hesitation can slow or stall important projects, making it harder for the county to stay competitive with neighboring areas. When opportunities are delayed or declined, residents often travel to Grand County and to regional centers in Arizona, Colorado, and New Mexico for jobs, goods, and services. This creates significant economic

leakage and shifts benefits to surrounding communities instead of keeping them in San Juan County. The result is a challenging tradeoff between maintaining community identity and ensuring long-term economic resilience.

### **Jurisdictional, Political, and Social Divisions**

- According to stakeholders, getting things done in San Juan County requires the navigation of numerous governmental bureaucracies including those at the Federal, State, County, Local, and Tribal level. This has created challenges that have strained relationships between all parties and limits economic progress. Several stakeholders also emphasized that collaboration has been improving in recent years, offering a foundation for stronger regional progress moving forward.



Courtesy of Marck Guttman / Utah Office of Tourism

## Ideal Vision for a Future Economy

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Through one-on-one conversations with stakeholders and a review of survey responses, the following themes were identified as guideposts for the future of economic development in San Juan County.

### **A Diverse Economy of Family-Sustaining Jobs That Provides Economic Mobility**

- The ideal future is a “stronger and more diverse” economy that retains its high-wage industrial base in health, education, and mining and fosters more local businesses that provide year-round employment while allowing for residents to climb the economic ladder.

### **An Economy Where Youth Can Return Home**

- Stakeholders emphasized a future where young people can pursue education, develop skills, and return home to meaningful careers. Residents hope for a community where young adults can afford housing, raise families, and build their futures locally.

### **An Economy Built on Authenticity**

- Residents of San Juan County want economic growth that stays true to the community’s roots. As one stakeholder said “I picture a community where people can thrive economically while staying connected to their traditions and environment.”

### **An Economy Supported by Improved Infrastructure**

- Stakeholders see a clear bottleneck and envision a future where foundational needs are met. This means investment in affordable housing, broadband, childcare services, and available commercial space so entrepreneurs can launch and expand their businesses.

### **An Economy That is Built on Effective Communication**

- A key component of the ideal future is a new era of communication and cooperation among government, tribal leaders, business owners, and citizens. Stronger coordination across jurisdictions is essential for aligning priorities and supporting sustainable economic progress.

## Strategic Plan

### Economic Development in the General Plan (2018)

Before presenting the goals, strategies, tactics, and projects established in this plan, it is worth reviewing the previous economic development policy on file for San Juan County. The new strategic plan builds on this existing plan and provides additional specificity and breadth.

The existing five year vision for economic development in the 2018 update to the general plan is included below:

**Broadband** – A key infrastructure hurdle for businesses is the cost of Broadband in rural Utah. A key goal would be identifying a way to reduce cost of service and creating competitive prices comparable to the Wasatch Front.

**Transportation** – A key goal would be to have arrived at a maintenance schedule for county roads. Additionally, implementing a transit plan in partnership with the reservation. Further development would include showing increased Cal Black Airport usage and county visitation by air utilizing aviation air traffic analysis.

**Business Expansion and Retention** – Deploy a countywide industry specific survey (including industries identified in the ASAP process) in order to identify challenges and opportunities for growth. Working with BEAR and EDCUtah to develop a County plan to address challenges and opportunities identified in the survey.

**Diversification** – ASAP industries narrowed to specific NAICS codes, and county actively pursuing company relocation. Identify existing businesses within ASAP identified industries to assist in expansion and development. Identified areas of workforce development and initiating the process of adding programs for workforce education.

**Celebration of Culture and History** – Visitors will experience local culture and history (local foods in restaurants, Native American Dark Sky interpretation, Native and Western artisan products available, Cultural tours). Hózhó education and promotion implemented throughout the county.

## New Goals, Strategies, and Projects

### Goal 1 – Retain, expand, and recruit businesses in San Juan County

Strategy Number	Strategy Description	Project Number	Project
1	Connect businesses to technical assistance	1	Support businesses to gain access to grants and resources such as the Weber State Wildcat Fund, USDA, RCAC, and subgrants funded by the Rural County Grant
		2	Update San Juan County's Economic Development Website
		3	Facilitate the Business Basecamp Conference and other educational workshops
		4	Support the newly rebuilt San Juan Chamber
2	Develop a Regional Entrepreneur Hub Network	1	Renovate the classroom and purchase equipment for the Monticello center
		2	Support innovation and business hubs in La Sal, White Mesa, Bluff, Monument Valley, and future locations
3	Retain existing businesses and recruit new employers to San Juan County	1	Collaborate with UIPA, EDCUtah, and GOEO identify target areas for development and market those parcels to prospective businesses
		2	Target scaleable startup businesses that focus on research and development in STEM fields and automated manufacturing

### Goal 2 – Support the development of the local workforce

Strategy Number	Strategy Description	Project Number	Project
1	Build Economic Development Department capacity to manage workforce development programs	1	Hire an Americorps VISTA
2	Perform research to evaluate workforce development needs	1	Establish a committee to lead a workforce evaluation process in San Juan County
		2	Assess workforce gaps and work with local education institutions to create programs needed to fill those gaps
		3	Analyze the ability of the local workforce to meet industry needs



3	Expand workforce development programs	1	Create training programs in resume development, interview practice, basic math, office software, and other relevant skills
		2	Increase the quantity and outreach of job boards and job fairs in San Juan County
		3	Partner with stores and volunteer organizations to improve access to professional work clothing
		4	Develop a workforce pipeline that prioritizes volunteerism as a means to gain work experience and employment
		5	Renovate classroom space at the Monticello Library to improve ability to provide training
		6	Develop childcare resources in order to expand employment opportunities for working parents

### Goal 3 – Maintain and improve the infrastructure necessary for economic development

Strategy Number	Strategy Description	Project Number	Project
1	Maintain existing levels of service to residential and commercial users	1	Appropriately fund and staff Planning, Building, and Road Departments
2	Improve infrastructure to alleviate capacity constraints that allow for the pursuit of additional economic development opportunities	1	Partner with private developers to build housing
		2	Support private expansion of broadband connectivity and seek grant funding
		3	Develop public transportation options to connect outlying rural areas to job centers
		4	Support natural gas pipeline extension to facilitate greater interconnection to commercial and residential users
		5	Improve water purification and distribution in the county

## Goal 4 – Improve economic development department operations and sustainability

Strategy Number	Strategy Description	Project Number	Project
1	Increase department capacity to develop and execute programs	1	Increase paid staff to advance workforce development, economic mobility, and technical assistance programming
		2	Develop an internship program attached to the Department of Workforce Service's Vocational Rehab Program
2	Improve departmental operations to ensure short term effectiveness and long term sustainability	1	Develop standard operating procedures for the department
		2	Create a project management dashboard for the department
		3	Develop financial sustainability for the department through grant funding, county general fund, and sponsorships
		4	Create quality annual reporting to the commission and the public
		5	Create effective public communication about department programs through social media, email, and print media

## Goal 5 – Implement the San Juan County Rural Economic Blueprint

Strategy Number	Strategy Description	Project Number	Project
1	Create systems of accountability and support to ensure that the plan is implemented	1	Create or designate an implementation committee to oversee the completion of the plan
		2	Assign specific staff with the responsibility of implementing the plan
		3	Allocate sufficient funding to support staff and committees as they implement the plan



**Governor's Office of  
Economic Opportunity**

CENTER FOR RURAL  
DEVELOPMENT

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**BUSINESS.UTAH.GOV**

## INTERLOCAL AGREEMENT GOVERNING THE USE OF THE SAN JUAN COUNTY JUSTICE COURT BY MONTICELLO CITY

THIS AGREEMENT is made and entered into between SAN JUAN COUNTY (hereinafter “County”), a political subdivision of the State of Utah, and MONTICELLO CITY (hereinafter “City”), a Utah municipal corporation, (together referred to as the “Parties”).

WHEREAS, Title 11 Chapter 13, Utah Code Annotated, 1953, as amended, provides for interlocal cooperation between local governmental units; and

WHEREAS, Utah Code Annotated 78A-7-102 provides for contracts between municipalities and counties regarding the use of justice courts; and

WHEREAS, County and City desire to make the most efficient use of the currently established San Juan County Justice Court by cooperating on a basis of mutual advantage in the use of such court; and

WHEREAS, City wishes to contract with County for County to provide justice court services for City; and

WHEREAS, County has determined that it is in the best interest of County to enter into this Agreement, is empowered to enter into this Agreement by the Interlocal Cooperation Act of Utah Code Annotated 11-13-101 *et seq.* (1953, as amended), and has approved, by the San Juan County Board of Commissioners, to enter this Agreement; and

WHEREAS, City has determined that it is in the best interest of City to enter into this Agreement, is empowered by the Interlocal Cooperation Act of Utah Code Annotated 11-13-101 *et seq.* (1953, as amended) to enter into this Agreement, and has approved, by its City Council, to enter this Agreement.

NOW THEREFORE, in consideration of the mutual covenants and promises herein, the parties agree as follows:

1. Purpose. County shall provide justice court services to City pursuant to Section 78A-7-101.1 *et seq.* of Utah Code Ann., through the San Juan County Justice Court.
2. Jurisdiction. City is hereby authorized and required by law to file with the San Juan County Justice Court any and all criminal actions which may be prosecuted by City for violation of City ordinances, State misdemeanors, or other violations that are within the territorial and subject matter jurisdiction of the San Juan County Justice Court.

3. Duration. This Agreement shall be for a term of five (5) years from the date of execution of this Agreement. Term thereafter, the Agreement shall automatically extend for a term of five year unless 180 days' prior written notice is given by either Party to terminate or amend this Agreement. All renewals shall be under the same terms and conditions of this Agreement, provided, however that the parties may agree to amend the amounts paid to County for services rendered.

4. Fines. On relation to matters filed by City in such court shall be remitted as follows: (1) 35% to the City Treasurer and (2) 65% to the County Treasurer. All sums shall be documented with monthly reports and presented to City Treasurer by the month following the month of the report. The security surcharge established by Utah Code Annotated § 78A-7-122 shall not be pooled with the fines and forfeitures and shall be distributed according to state law and utilized for court security purposes.

5. Costs. City recognizes that the cost of the San Juan County Justice Court administration, including salaries of the Judges, Clerks and other staff, and the physical facilities for the San Juan County Justice Court is paid by the County. County shall continue to pay said expenses with no cost to City.

6. Prosecution. County agrees to prosecute the cases filed by City without further remuneration under the terms and conditions contained herein. City agrees and authorizes County to prosecute any and all cases filed in the San Juan County Justice court by City. County is authorized to prosecute and handle City cases in a manner consistent with how County handles and prosecutes County cases. Further, City understands and agrees that prosecutorial decisions are left to the discretion of County and authorizes County to make any and all prosecutorial decisions.

7. Indigent Defendant. County shall maintain a system of providing for and funding of indigent defense counsel where requested and warranted.

8. Record Review. City shall have the right to review the records of the San Juan County Justice Court at any reasonable time and interval and shall have the right to audit such records, as it deems appropriate. County agrees to cooperate with City in the monthly reporting of the amounts collected by the San Juan County Justice Court and with respect to the disclosure of information in the San Juan County Justice Court records for review or auditing purposes.

9. Administration. In satisfaction of the requirements of the Utah Interlocal Act and in connection with this Agreement, the Parties agree that:

- This Agreement shall be authorized by the legislative body of each Party by resolution;
- This Agreement shall be reviewed as to proper form and compliance with applicable law by a duly authorized attorney on behalf of each Party;
- An original counterpart or copy of this executed Agreement shall be filed with the keeper of records of each Party;

- Except as otherwise specifically provided herein, each Party shall be responsible for its own costs of any action done pursuant to this Agreement, and for any financing of such costs; and
- No separate legal entity is created by the terms of this Agreement.

To the extent that this Agreement requires administration other than as set forth herein, it shall be administered on a case-by-case basis as indicated by the Parties. No real or personal property shall be acquired jointly by the Parties as a result of this Agreement.

To the extent that a Party acquires, holds, or disposes of any real or personal property for use in the joint or cooperative undertaking contemplated by this Agreement, such Party shall do so in the same manner that it deals with other property of such Party or available under Utah law.

10. Applicable Law. County and City agree that this Agreement shall be governed by the laws of the State of Utah.

ATTEST:

MONTICELLO CITY  
a Utah municipal corporation

Signature: \_\_\_\_\_  
Melissa Gill, City Recorder

Signature: \_\_\_\_\_  
Bayley Hedglin, Mayor

APPROVED AS TO FORM:

Signature: \_\_\_\_\_  
City Attorney

ATTEST:

SAN JUAN COUNTY  
a political subdivision of the State of Utah

Signature: \_\_\_\_\_  
Lyman Duncan, County Clerk/Auditor

Signature: \_\_\_\_\_  
Silvia Stubbs, Commission Chair

APPROVED AS TO FORM:

Signature: \_\_\_\_\_  
County Attorney





# Monticello City Justice Court Review

## Cases by Year for Monticello

	2020	2021	2022	2023	2024	2025
<b>Misdemeanor</b>	58	57	87	116	79	103
<i>Misdemeanor</i>	41	50	74	102	71	98
<i>Misdemeanor DUI</i>	15	6	8	11	2	5
<i>Infractions</i>	2	1	5	3	6	
<b>Small Claims</b>	1	2		1	1	1
<i>Small Claims</i>	1	2		1	1	1
<b>Traffic/Parking</b>	447	1079	1176	1251	1609	1234
<i>Deferred Traffic Prosecution</i>					3	6
<i>Parking No Court Appearance</i>		1		4	7	2
<i>Traffic Court Appearance</i>	56	140	177	177	260	186
<i>Traffic No Court Appearance</i>	391	938	999	1070	1339	1040
<b>Total</b>	506	1138	1263	1368	1689	1338

## Weighted Case Load & Distribution by City

	2020	2021	2022	2023	2024	2025	
<b>Monticello City Total Net Workload (FTE)</b>	N/A	0.11	0.10	0.14	0.15	0.15	
<b>Total Cases By City</b>							<b>Total</b>
<i>Monticello</i>	47	38	26	26	28	32	197
<i>Not Monticello</i>	446	1096	1228	1330	1651	1300	7051
<i>No City</i>	9	5	5	5	6	6	36
<b>Total</b>	502	1139	1259	1361	1685	1338	7284
<b>Percentage of Total Cases By City</b>							
<i>Monticello</i>	9.4%	3.3%	2.1%	1.9%	1.7%	2.4%	2.7%

Not Monticello	88.8%	96.2%	97.5%	97.7%	98.0%	97.2%	96.8%
No City	1.8%	0.4%	0.4%	0.4%	0.4%	0.4%	0.5%

### Revenue

	2020	2021	2022	2023	2024	2025
Total Collected Fines/Forfeit	\$ 137,505.56	\$ 251,144.59	\$ 233,688.85	\$ 300,304.38	\$ 289,486.76	\$ 195,806.99
State Fees	\$ 55,701.49	\$ 119,540.82	\$ 118,409.46	\$ 134,538.51	\$ 130,619.46	\$ 114,920.33
General Expenses	\$ 37,367.43	\$ 36,700.82	\$ 38,460.09	\$ 49,845.00	\$ 58,834.00	\$ 68,061.88
Total Net Revenue	\$ 44,436.64	\$ 94,902.95	\$ 76,819.30	\$ 115,920.87	\$ 100,033.30	\$ 12,824.78

### Recommended Arrangement with the County

	35% / 65%	35% / 65%	35% / 65%	35% / 65%	35% / 65%	35% / 65%
City Portion	\$ 15,552.82	\$ 33,216.03	\$ 26,886.76	\$ 40,572.30	\$ 35,011.66	\$ 4,488.67
County Portion	\$ 28,883.82	\$ 61,686.92	\$ 49,932.55	\$ 75,348.57	\$ 65,021.65	\$ 8,336.11

\*These are values after all expenses of the Justic Court as recognized by the City\*

\*True expenses will most likely be less for the county due to efficiency's and changes in benefit offerings



# ~~SAN JUAN COUNTY~~

## CREDIT CARD USE POLICY

All transactions charged to ~~San Juan County-issued~~ credit cards shall be made in compliance with adopted San Juan County policies and procedures. ~~San Juan~~ County-issued credit cards shall not be used to avoid or bypass adopted purchasing or procurement rules. Employees should exercise good judgement and act responsibly when using a County-issued Credit Card. Credit cards are to be used only by authorized San Juan County ~~Government~~ employees.

Credit cards should be used as often as possible when making approved purchases. Employees are discouraged from using personal funds to pay for County expenses. The County will only reimburse employees who use personal funds to pay for legitimate County expenses. ~~The employee's~~ Department Head must provide written approval of the purchase.

1. Requesting a Credit Card: Department ~~Head~~ must request the Credit Card for the employee. Before a card is issued an employee must sign the Credit Card ~~usage agreement~~ ~~San Juan County Credit Card Authorization Form~~. (link?)
  - a. Distribution of Credit Cards should be limited to those employees who have a compelling business need. Credit Cards should not be provided ~~to~~ for employees and officers who have only an occasional or infrequent use. The sharing of Credit Cards is discouraged as it further weakens oversight.
2. Responsibility for Credit cards:
  - a. Department Heads ~~are is~~ ultimately accountable for use of any County-issued credit cards assigned to their department.
3. Custody of Credit Card:
  - a. The Credit Card is the property of San Juan County and must be kept secure at all times.
  - b. If a Credit Card is lost or stolen, the employee shall immediately notify the County Administrator to cancel the Credit Card, then shall notify their Department head.
4. Sales tax: As a government~~al~~ agency, San Juan County is exempt from paying ~~Utah state~~ sales tax on everything except hotel reservations.
  - a. When a ~~Utah~~ payment is made using a County-issued credit card sales, tax shall not be ~~paid included~~. ~~The exemption may not apply to purchases made with vendors in other states.~~
  - b. In those cases where sales tax is unavoidable, approval of the ~~payment of the~~ tax must be obtained from the County Clerk/Auditor.

5. Limits and Restrictions:

- a. Each County-issued credit card is assigned a monthly, daily, and per-transaction limit as determined by San Juan County Administrator.
- b. A single purchase cannot be split into multiple transactions to bypass card limits.
- c. If authorized limits become insufficient to meet Department needs, an increase may be requested by the Department head.
- d. ~~Temporary, per-transaction limit increases for purchases may be approved on an approved purchase order.~~ If a purchase exceeds the existing limit, follow the Authorization Requirements for Purchases (Section H of the Purchasing Policy) with a Purchase Order (Exhibit B). (link?)
- e. County-issued credit cards have been set up to block some transactions based on supplier's merchant category code.
  - i. If the Department Head believes a transaction should not have been declined, they can request that the category is added to the cardholder's profile.

6. Card Payments:

- a. Purchases made over \$1000 must have an approved purchase order prior to purchase being made.

7. Credit Card Reconciliation:

- a. All Credit Card users will submit ~~a~~ the San Juan Credit Card Reconciliation Form
  - i. Monthly,
  - ii. No later than the ~~25th~~ 18th of the month (or the first business day following the 18th when it lands in a weekend),
  - iii. With an itemized receipt for each charge.
  - iv. The County-issued credit card will be suspended first thing the business day following the due date if the Clerk/Auditor Office did not receive it before or prior to the due date.
- b. Receipt must include:
  - i. Vendor Name
  - ii. ~~Quantity purchased~~ Transaction date
  - iii. ~~Unit cost~~ Quantity purchased
  - iv. ~~Description of product~~ Unit cost
  - v. Description of product
  - vi. Total
- c. Purchase of food
  - i. What ~~was it purchased for~~ was the reason behind the purchase (i.e., Staff meeting, Public Hearing, training, etc.)?
  - ii. Who attended the meeting (names of all in attendance)?
  - iii. Note: Tips are not work expenses.
  - v. ~~Transaction date~~

- d. If no itemized receipt is submitted, a missing receipt form, "[Verification of Lost Receipt or Inadvertent Use of County Credit Card](#)," [\(link?\)](#) must be completed by the cardholder and signed by both cardholder and Department Head. Excessive use of the missing receipt form may result in loss of credit card privileges. [\(What would be considered excessive? We probably should decide on it.\)](#)

8. Unauthorized Uses:

- a. Any employee found using a County-issued credit card for an unauthorized use may be subject to the employment disciplinary process, in accordance with the San Juan County Personnel Policy. The following are examples of unauthorized charges:
  - i. Personal, non-official expenses of any kind, and for any reason.
  - ii. Purchases considered an inappropriate use of public funds.
  - iii. Using the County-issued credit card to get a cash, gift cards, or other cash equivalents.
  - iv. Professional services without a current County agreement.
- b. Any unauthorized use may result in criminal charges.
- c. If a County-issued credit card is used for personal expenditures by accident, the employee can reimburse the County for the expense at 150% of the expense charged ([Credit Card Personal Use Repercussions statement available upon request](#)). (This is a requirement of State Law and cannot be waived or changed by the County. It is also acknowledged in the signed [San Juan County Credit Card Authorization Form](#).) [\(link?\)](#)

9. Audits/Reviews: Credit cards, [Reconciliation Forms](#), and [itemized receipts](#) are subject to audits and reviews by

- a. The office of the San Juan County Administrator or its agent.
- b. The office of the San Juan County Clerk/Audit Department.