



San Juan County Master Plan

March 2008

San Juan County

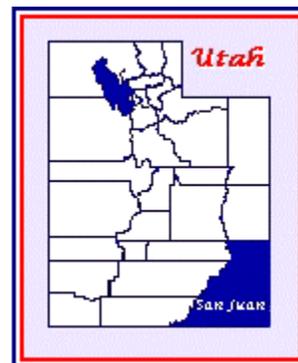


TABLE OF CONTENTS

Introduction.....	1
Reference.....	2
Section 1: Legal Basis.....	3
Section 2: Social and Economic Profiles.....	10
Sections 3-7: Existing and Desired Conditions / Policies / Goals and Objective.....	16
Section 8: Additional Resource Management Areas taken from the 1996 San Juan County Master Plan (Needs Updating).....	27
Amended Resolution No. 2008-01.....	96

San Juan County Master Plan

Introduction

San Juan County enjoys an abundance of social, cultural, ethnic and economic diversity. This diversity is as complex as its landscape and attracts a wide variety of people. Many of these people are visitors who come from all over the world to marvel at the geography and geology of this land.

Residents enjoy being in close proximity to these beautiful areas, as well as the ability to live in a rural atmosphere which is increasingly becoming less and less common in today's world. The dichotomy between these two benefits is a management challenge. As stated before, the residents of San Juan County are diverse. Apart from cultural and ethnic diversity, there is diversity in thought that encompasses all aspects of land management. This plan will provide a blue print for maintaining *valued customs, varied cultures and community stability*. In addition, it will provide a sense of direction for the county in the future.

Growth within the county is imminent. How growth takes place is important to the physical, emotional and cultural well being of San Juan County residents. County residents enjoy a rural lifestyle characterized by pastoral landscapes, open space and small town qualities. The existing moral climate, low crime rate, community pride and neighborly atmosphere are characteristics in which residents take pride and protect.

County residents also enjoy clean air and clean water. They support population growth and resource development that maintains the rural lifestyle, coupled with the strong family values and quality environment that has been so much a part of our history.

There is a difference of opinion between those desiring resource development and those wanting preservation. While many residents are somewhere in the middle, there are extreme views in both cases. Native American culture and rural agriculture are being challenged in terms of population growth and preservation.

The San Juan County master plan is being developed in several parts. The *Legal Basis* section lays out the legal framework for county planning. The *Socio-Economic* section provides ground-truthing and a real-time snapshot of county demographics. The *Existing Condition* section provides a description of what the county is like now, whereas the *Desired Condition* section states how we would like things to be. The *Policy Statements* section provides general guidelines for all planning decisions and *Goals and Objectives* give more detail about how to accomplish the county's desired conditions. In addition to this document, resource and site specific plans will provide even greater detail on how to manage specific areas. This document is a blue print for action to be used to provide future direction for the county.

Relationship to Existing Plans: To date, federal agencies such as BLM, USFS, NPS and the State have been very cooperative in providing information and cooperating in the planning process. The Governors Office of Planning and Budget has also been cooperative and has provided financial support to this process. We are also continuing to work with Utah State University and the State of Utah on Economic Base Studies and other relevant information to the county.

Each of the Communities and Service Districts within the county are to have their individual community plans incorporated into this Master Plan in order to strengthen the county/city relationship and allow for consistency in the decision making process.

This document is only part of the complete County Master Plan. Various other resource plans are referenced throughout this document and are to be included as part of the Master Plan. These other plans include, but are not limited to: zoning and sub-division ordinances, drought, aging, water and EMS plans.

To assure that consistency is incorporated into the County Master Plan, the County Commission has appointed a Public Lands Council. Members of this council include representatives from the Federal governments, the Dineh Council, Monticello, Blanding and Bluff and numerous other resource specialists. The Council represents a majority of the interests in San Juan County.

Historical Reference

San Juan County is located in the extreme southeastern corner of Utah known as the Four Corners Area, where Utah, Colorado, Arizona and New Mexico share a common corner of their respective states. The area was inhabited in ancient times by cliff dwellers known as the Anasazi or "ancient ones". The Fremont Indians occupied the area beginning about 900 A.D. until late in the 12th century. The Pueblo or Anasazi Indians inhabited the area between 1075 A.D. until late in the 12th Century. These early people had primarily an agrarian society raising corn, beans and squash. Evidence suggests that this civilization left because of extended drought. About 1250 A.D. the Ute and Paiute Indians came into the area. In 1776, Spanish explorers entered the San Juan Basin, followed by the Navajo people. It wasn't until the late 1800's that ranchers and outlaws occupied the area. In 1880, the Mormon "Hole in the Rock" group claimed San Juan as theirs. Bands of Ute and Navajo Indians patrolled the area and prevented the first attempt to settle by the Mormon Elk Mountain Mission in 1855. The old Spanish Trail, a route from Santa Fe to Los Angeles, passed through eastern San Juan County and crossed the Colorado River near what is now Moab. Cattlemen were the first permanent settlers in the area. Small individual operations became some of the largest cattle companies in the nation. By the late 1870's, large herds of cattle grazed the mountains, mesas, and canyons. John Wesley Powell, the best known explorer of the area, led explorations down the Green and Colorado Rivers in 1869 and 1871. Monticello was settled in 1886 and gold was discovered in Mexican Hat in the 1890's. Blanding was settled in 1905, with the local economy based primarily on cattle and other livestock. Minerals (vanadium among others) were discovered in San Juan County in 1933.

San Juan County has historically been a natural resource-based economy. 1980 was the peak year for the extractive and processing industries, accounting for 29% of all nonagricultural jobs in San Juan and Grand Counties. In 1991, less than 10% of the labor force remained employed in the extraction and processing sectors.

Section 1

Legal Basis

The authority for each county to make plans for the management of natural resources within the county derives directly from state law. In addition to this authority, provisions of federal law allow counties to participate in and influence the natural resource and land management plans of federal agencies both through use of these duly adopted county plans and through cooperative participation in the planning efforts for the federal lands. *This discussion is intended only as a broad outline of the parameters for influence, not as an exhaustive dissertation of all possibilities.*

County Planning Authority

[Section 17-27a-401](#) of the Utah Code provides that "each county shall prepare and adopt a comprehensive, long-range general plan," which addresses, among other provisions, the:

- (a) present and future needs of the county; and
- (b) growth and development of all or any part of the land within the unincorporated portions of the county.

The plan may also provide for:

- (a) health, general welfare, safety, energy conservation, transportation, prosperity, civic activities, aesthetics, and recreational, educational, and cultural opportunities;...
- (c) the efficient and economical use, conservation, and production of the supply of: (i) food and water; and (ii) drainage, sanitary, and other facilities and resources; (d) the use of energy conservation and solar and renewable energy resources; (e) the protection of urban development; (f) the protection or promotion of moderate income housing; (g) the protection and promotion of air quality; (h) historic preservation; (i) identifying future uses of land that are likely to require an expansion or significant modification of services or facilities provided by each affected entity; and (j) an official map.

In addition, the law provides that the plan may define the local customs, local culture, and the components necessary for the county's economic stability. (Utah Code §17-27a-401(4)) Moreover, a county may get access to certain data gathered and held by state agencies that may be of assistance in the county's planning process. (Utah Code §17-27a-402) However, the authority to plan does not give the county any direct jurisdiction over lands owned by the state or federal governments. (Utah Code §17-27a-304)

[top](#)

Federal Land and Natural Resource Planning

Two of the major federal landowners in Utah, the Bureau of Land Management (BLM) and the Forest Service, are required to engage in land and natural resource planning processes, which can affect the use and development of natural resources. The Bureau of Land Management is required by Section 202 of the [Federal Land Policy and Management Act of 1976 \[FLPMA\]](#) to "develop, maintain, and ... revise land use plans which provide by tracts or areas for the use of the [BLM] lands." Similarly, the Forest Service is required to "develop, maintain, and ... revise land and resource management plans for units of the National Forest System." (16 U.S.C. §1604(a))

[top](#)

Coordination and Consistency with State, Local and Tribal Government Plans

Both the BLM and the Forest Service are required to coordinate their land and natural resource planning efforts with those of state, local and tribal jurisdictions. For example, the BLM is required to:

1. become “apprised of State, local and tribal land use plans;
2. assure that consideration is given to those State, local and tribal plans that are germane to ... plans for public lands;
3. assist in resolving ... inconsistencies between Federal and non-Federal Government plans. (43 U.S.C. 1712(b)(9))

Specifically, state and local officials are “authorized to furnish advice to the [BLM] with respect to the development and revision of land use plans, ...guidelines, ... rules and ... regulations for the public lands.” (43 U.S.C. §1712(b)(9)) This is significant because land use plans adopted by the BLM are required to **“be consistent with State and local plans to the maximum extent consistent with Federal law and the purposes of [FLPMA].”** (43 U.S.C. §1712(b)(9)) The duly adopted regulations of the BLM further define this consistency requirement by requiring that the BLM's resource management plans shall be “consistent with officially approved or adopted resource related plans, and the policies and programs contained therein, of ... State and local governments and Indian tribes, so long as the guidance and resource management plans are also consistent with the purposes, policies and programs of Federal laws and regulations applicable to public lands.” (43 C.F.R. §1610.3-2(a)) The term “consistent” is defined to mean that the duly adopted BLM plans for the natural resources within the county “will adhere to the terms, conditions, and decisions of officially approved and adopted resource related plans” of local and state governments. (43 C.F.R. §1610.3-1)

The BLM regulations also provide that “in the absence of officially approved or adopted resource management plans of ... State and local governments ... [Federal] resource management plans shall, to the maximum extent practical, be consistent with officially approved and adopted resource related policies and programs of ... State and local governments.” However, as before, this consistency only applies to the extent the policies and programs are “consistent with the policies, programs and provisions of Federal laws and regulations applicable to public lands.” (43 C.F.R. §1610.3-2(b))

The Forest Service is required to coordinate “with the land and resource management planning processes of State and local governments.” (16 U.S.C. §1604(a)) The Forest Service's planning regulations state that “the Responsible [Forest Service] Official must provide opportunities for the coordination of Forest Service planning efforts...with those of other resource management agencies.” Furthermore, the agency's planning regulations provide that “the Responsible Official should seek assistance, where appropriate, from other state and local governments...to help address management issues or opportunities.” (36 C.F.R. 219.9) Although there is no explicit parallel requirement for consistency of Forest Service plans with plans of state, local and tribal governments as that contained within FLPMA for the BLM Resource Management Plans, the Forest Service is required to “discuss any inconsistency” between the proposed plan's provision and “any approved State or local plan and laws.” Further, if any inconsistencies exist, the plan must “describe the extent to which the [Forest Service] would reconcile its proposed action with the plan or law.” (40 C.F.R. §1506.2(d))

[top](#)

Federal Planning Criteria

Counties may use duly adopted plans, programs or policies to directly influence federal natural resource and land planning efforts by informing the federal agencies of the plans and their provisions. As part of these plans, counties may want to make known their interpretation of the criteria the federal planning agencies must consider as land and resource management plans are developed. This could, for example, be used to define, among other things, the desired future conditions for the county's economy, lifestyle, or recreational needs of the citizens, and the necessary use of the federal natural resources to achieve these desired future conditions.

Forest Service

The National Forests were originally set aside to provide a continuous supply of timber and for the protection of water sources for local communities and agricultural needs. Later, through the adoption of the Multiple-Use Sustained Yield Act of 1960, Congress determined that the forests should be “administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes,” which purposes were declared to be “supplemental to, but not in derogation of” the original purposes. (16 U.S.C. §528)

The Forest Service is required to “use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic, and other sciences” in its land and resource plans. The Forest Service must assure that the plans “provide for multiple use and sustained yield of the products and services obtained therefrom in accordance with the Multiple-Use Sustained-Yield Act of 1960, and, in particular, include coordination of outdoor recreation, range, timber, watershed, wildlife and fish, and wilderness.” The plans must “determine forest management systems, harvesting levels [of timber] and procedures” based upon all of the uses mentioned above, the definitions of multiple use and sustained yield as laid out in the law, and the availability of lands and their suitability for resource management. (16 U.S.C. §1604(b) and (e))

The regulations of the Forest Service specifically define principles of planning for the Forest Service's natural resources. (36 C.F.R. §219.3)

a) Land management planning is an adaptive management process that includes social, economic, and ecological evaluation; plan development, plan amendment, and plan revision; and monitoring. The overall aim of planning is to produce responsible land management for the National Forest System based on useful and current information and guidance. Land management planning guides the Forest Service in fulfilling its responsibilities for stewardship of the National Forest System to best meet the needs of the American people. (36 C.F.R. §219.3(a))

The Forest Service is also required, as part of the development and interpretation of information for plans, to consider and incorporate the concept and conditions of sustainability. “Sustainability...has three interrelated and interdependent elements: social, economic, and ecological.” (36 C.F.R. §219.10)

a) The overall goal of the social and economic elements of sustainability is to contribute to sustaining social and economic systems within the plan area. To understand the social and economic contributions that National Forest System lands presently make, and may make in the future, the [Forest Service] must evaluate relevant economic and social conditions and trends as appropriate during plan development... (36 C.F.R. §219.10 (a))

Expectations for ecological sustainability as well as ecosystem and species diversity are also provided.

Bureau of Land Management

FLPMA provides that the BLM must manage the lands under its jurisdiction (called “public” lands) “in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values,” and will provide for, among other things, “outdoor recreation and human occupancy and use,” and “food and habitat for fish and wildlife and domestic animals.” However, the BLM must specifically manage the public lands “in a manner which recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands.” (43 U.S.C. §1701(8) and (12))

The BLM is required to “use and observe the principles of multiple use and sustained yield” and, just as the Forest Service must, “use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic and other sciences” in the preparation of its plans. (43 U.S.C. §1712(c)(1) and (2)) The BLM must also “consider present and potential uses of the public lands” and “provide for compliance with applicable

pollution control laws, including State and Federal air, water, noise, or other pollution standards or implementation plans.” (43 U.S.C. §1712(c)(5) and (8))

[top](#)

Multiple-Use and Sustained Yield

Both the Forest Service and the BLM are required to manage the lands under their jurisdiction pursuant to the principles of “multiple use” and “sustained yield.” These terms have been defined within the provisions of FLPMA for the BLM and within the provisions of the [Multiple-Use Sustained Yield Act of 1960](#) for the Forest Service. Both definitions are lengthy and worthy of careful study. Yet it is apparent that the definitions are not crystal clear, leading to differing interpretations concerning development or preservation of the natural resources and the environment.

The definitions do state, however, that multiple use is to be considered in the context of the best combination of land uses that meet the present and future needs of the nation with respect to “recreation, range, timber, minerals, watershed, wildlife and fish, and natural, scenic, scientific, and historical values.” Furthermore, it states that these resources are to be managed in a “harmonious and coordinated” manner that does not lead to “permanent impairment of the productivity of the land and the quality of the environment.” Finally, multiple use does not, by definition, mean the “greatest economic return or the greatest unit output” for the natural resources. (43 U.S.C. §1702(c). See also 16 U.S.C. §531(a)) For the Forest Service, the “establishment and maintenance of areas of wilderness” is specifically determined to be consistent with the principle of multiple use. (16 U.S.C. 529.)

The term “sustained yield” is defined to mean the achievement of “a high level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use.” (43 U.S.C. §1702(h). See also 16 U.S.C. §531 (b))

[top](#)

National Environmental Policy Act and Cooperating Agency Status

Preparation of land and natural resource management plans by the BLM and the Forest Service is a major federal action requiring the preparation of an Environmental Impact Statement (EIS) under the provisions of the [National Environmental Policy Act \(NEPA\)](#). (42 U.S.C. §4231 *et. seq.*) NEPA requires federal agencies to fully disclose the nature and condition of the environment within the area of interest. Under NEPA, agencies must formulate various alternatives for proposed management and to compare those alternatives to a “no-action” alternative of continuing the current management scheme. NEPA specifically requires the agency preparing the EIS to seek decisions that, among other things, “attain the widest range of beneficial uses of the environment without degradation,” “preserve important historic, cultural, and natural aspects of our national heritage,” and “achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life’s amenities.” (42 U.S.C. 4331(b))

The development of an EIS by a federal agency as part of the process to decide upon a land and resource management plan or proposed project has a number of well-established steps. Each of these steps provides an opportunity for comment by local government based upon their own plans and policies. These steps, in general, are:

- the “Scoping” of the issues;
- preparation of an “Analysis of the Management Situation;”
- preparation of the various “Alternatives” with the associated necessary management scenarios and conditions;
- issuance of a “Draft EIS” for public comment;
- issuance of a Final EIS and the “Proposed Record of Decision,” which lays out the proposed final decision

including the terms and conditions for management of the lands and natural resources for the life of the plan or for that specific project.

Issuance of the Proposed Record of Decision is followed by a period for protest by interested parties, which, upon resolution of the protests, is followed by adoption of the Record of Decision and implementation of the plan.

For plans of the BLM, the Governor of the state is given an opportunity for a “consistency review” immediately following the issuance of the Proposed Record of Decision. BLM is required to “identify any known inconsistencies with State or local plans, policies, or programs,” and to “assist in resolving, to the extent practical, inconsistencies between Federal and non-Federal Government plans.” The Governor is given 60 days to “identify inconsistencies and provide recommendations in writing” in response. The BLM must accept the recommendations of the Governor if the BLM State Director determines that the recommendations “provide for a reasonable balance between the national interest and the State's interest.” (43 U.S.C §1712(b)(9) and 43 C.F.R. §1610.3-2(e). See also 40 C.F.R. _ 1506.2(d))

The federal [Council on Environmental Quality](#) has issued regulations related to the [implementation of NEPA](#). One of these regulations provides for the elimination of duplication with state and local processes. The regulation requires agencies to “cooperate with State and local agencies to the fullest extent possible to reduce duplication between NEPA and State and local requirements.” This cooperation specifically includes:

- (1) Joint planning processes.
- (2) Joint environmental research and studies.
- (3) Joint public hearings ...
- (4) Joint environmental assessments. (40 C.F.R. §1506.2(b))

The Council on Environmental Quality has also supported an invitation to state and local governments to become “cooperating agencies” in the preparation of federal land and natural resource management plans and associated EISs. The invitation to become a cooperating agency is not based on the fact that state or local government are entities that may be affected by the outcome of the process. Instead, cooperating agency status is specifically based upon state or local government's position as professionals having jurisdiction by law in the planning area or professionals holding special expertise in an issue that will be addressed in the analysis or decision (memo from James Connaughton, Chairman of the CEQ). This status does not relieve the federal agency of the responsibility as the decision-maker, and does not guarantee a decision that the cooperating agency may necessarily favor. Cooperating agency status does allow the cooperators to participate in the scoping process, the inventory of data and analysis of current situation process, the preparation of alternatives, the impact analysis, and in the preparation of the draft and final EISs. Participation as a cooperating agency in federal planning efforts will specifically require the cooperators to respect the timing and confidentiality inherent in the federal process. Failure to adhere to these conditions may lead to revocation of cooperating agency status. BLM has proposed a regulatory rule change that would solidify the [cooperating agency concept in BLM planning](#), stating that a “cooperating agency relationship” would complement the requirement under FLPMA to coordinate with state and local government. (69 F.R. 43378.)

[top](#)

State Planning Coordinator Responsibilities

The State Planning Coordinator is authorized to prepare plans, programs and policies for the state that, among other things:

- “incorporate the plans, policies, programs, processes, and desired outcomes of the counties where the federal lands or natural resources are located, to the maximum extent consistent with state and federal

law...;”

- “develop, research, and use factual information, legal analysis, and statements of desired future condition” for regions of the state, "as necessary to support the plans, policies, programs, processes, and desired outcomes of the state and counties where the federal lands or natural resources are located;”
- establish and coordinate agreements with federal agencies that facilitate state and local participation in the development, revision and implementation of federal plans.

(Utah Code §63-38d-401)

The state law continues by establishing findings that shall be considered by state and local governments as they interact with the federal agencies in the preparation of federal land and natural resource management plans. These findings provide the framework for the necessary considerations of state and local plans and policies, which the federal agencies are required to consider as part of their planning efforts. The findings include a definition of multiple use that emphasizes support for state and local plans that are designed to produce and provide the watersheds, timber, food, fiber, livestock and wildlife forage, and minerals necessary to meet present needs and future economic growth and community expansion, as well as meet the recreational needs and the personal and business related transportation needs, of the citizens of the state without impairing the productivity of the land.

The findings also indicate, for example, that: the federal government must seek water rights within the state appropriation system; federal agencies must support the purposes of the school trust lands compact in their land management decisions; development of the solid, fluid and gaseous minerals of the state is important to the state economy; wildlife is an important part of the recreational opportunity within the state and the economy; and that transportation and access routes are vital to the state's economy. Furthermore, the findings indicate parameters for state and local government's support or opposition to specific federal land planning issues such as Areas of Critical Environmental Concern, Wild and Scenic River studies, exchanges of land, agricultural production and open space, management of forests in a healthy manner, off-highway vehicle use, and predator control. (See Utah Code §63-38d-401(6) and (7) for the complete listing of findings.)

[top](#)

Federal Advisory Committee Act

The [Federal Advisory Committee Act of 1972 \(FACA\)](#) was enacted to formalize and stabilize the process by which federal agencies receive advice from interested parties. It establishes conditions under which federal agencies may establish such committees, how they must be composed and chartered, and requires meetings and activities to be open to the public. FACA does not affect the requirement under FLPMA to coordinate with state and local governments, nor does it affect the establishment of a cooperating agency relationship. FACA also does not apply to any state or local committee or other group established to make recommendations to state or local governments about any issue, including land and natural resource utilization issues. (5 U.S.C. Appendix)

Section 2

Social and Economic Profiles

Land:

San Juan County has approximately 5.2 million acres making it the largest county in the state. The ownership of the county is vastly slanted toward the federal government. The Bureau of Land Management administers approximately 2.1 million acres (41%). This is followed by the Navajo Nation which has approximately 1.2 million acres (23%). The National Park Service is next with 595,000 acres (11%). The U.S Forest Service encompasses about 450,000 acres (9%). The State of Utah has 403,000 acres (8%) and State Parks has approximately 3,000 acres (less than 1%). Private ownership is last with a total of 383,000 acres (just under 8%).

Population:

In 2002, there were 13,781 people living in San Juan County. Since the last plan revision, the population growth rate for San Juan County has fluctuated both up and down. From 1990 to 2000, the growth rate was 14.2%. 2000 to 2003 had a rate of -3.6%. More recent years have continued this downward trend. In 2000, there were 8,026 Native Americans and 5,876 Anglos. A majority of the remainder of the population (511) were of Hispanic or Latino origin. The major population centers are: Blanding (approx. 3000), Monticello (approx. 1,900) and the Navajo reservation (approx. 7,700).

Health Care:

There is one hospital in San Juan County with another acute medical facility being built in Blanding. The San Juan Hospital is operated by the San Juan County Health Care Services Board, appointed by the County Board of Commissioners.

There are five medical clinics located throughout the county. San Juan Clinic is located at the hospital in Monticello. Blanding City has two clinics; the Blanding Medical center (which includes the Blanding Birthing Center) and Blanding Family Practice. Monument Valley has the Monument Valley Health Center and Montezuman Creek has a Montezuma Creek Health Center as well. These clinics all provide a full array of medical services.

Specialized medical services are provided by hospitals and clinics in Durango, Cortez and Grand Junction, Colorado and Salt Lake City, Utah. There are also several specialists who travel to Monticello to provide medical attention on a monthly basis.

Air ambulance and EMT services also play a critical role in providing medical emergency services in the county.

The Four Corners Regional Care Center is a nursing home in Blanding providing palliative care and services.

Housing:

There is a shortage of housing throughout the county, especially for low income families. Funding for housing is complex because of the difficulty in selling loans from the area on the secondary market. Housing on the Reservation is generally either not available or difficult to obtain and develop.

Outdoor Environment:

Assets associated with the outdoor environment include good climate, clean air and water, plenty of open space, and access to numerous outdoor recreational facilities and opportunities. Glen Canyon National Recreation

Area, Canyonlands National Park, Natural Bridges National Monument, Rainbow Bridge National Monument and Hovenweep National Monument are all within the boundary of San Juan County, as is the internationally known Monument Valley Navajo Tribal Park.

State Parks include Goosenecks, north of Mexican Hat, Dead Horse Point State Park, in the northern part of the county, and Edge of Cedars State Park and Museum in Blanding.

The climate in the county is generally considered quite pleasant, averaging 266 days of clear weather each year. Even during the winter season, there is normally a 50 percent chance of sunshine. Snow falls at higher elevations.

Education:

The San Juan School District encompasses not only geographical barriers, but it also must deal with multi-cultural issues, language barriers, as well as other issues normally experienced by other school districts within the state.

The districts capitol outlay just for facilities is tremendous. The maintenance costs are also enormous. Many students in San Juan County travel long distances to attend school.

San Juan County School District has 5 high schools. These are located in Navajo Mountain, Monument Valley, Montezuma Creek, Blanding and Monticello. There is one middle school in Blanding and 6 elementary schools located in Monticello, Blanding, Montezuma Creek, Mexican Hat, Bluff and LaSal. Bullfrog also has an educational facility that teaches grades K-12.

Libraries:

Libraries are located in Monticello and Blanding. The county also has a "Bookmobile" as part of its resource base.

Humanities/Entertainment:

There are some opportunities for entertainment within San Juan County including Kigalia Fine Arts, Blue Mountain Entertainment, Blanding Arts and Humanities Alliance, and Edge of the Seaters Theater, however additional outlets are desirable.

San Juan County Business Climate:

Government (local, state and federal) has been the largest employer in the county, providing 44.1 percent of the jobs and 50.0 percent of the wages. Due to the relatively large unemployed, unskilled and semi-skilled labor force, opportunities existed in the county for an expansion of labor intensive industries, but the county has received few visits from out-of-state or in-state firms.

There is a lack of transportation and related infrastructure in the county. Long distances from major cities and a shortage of amenities are also deterrents to local business growth. A limited number and scope of local financial institutions is also a factor. Loans are difficult to acquire because of the lack of a secondary loan market.

Mineral and energy resources provide tax revenues to the county each year. They are also a major source of employment. There have been some new developments in the oil and gas industry in San Juan County. However, the primary challenge is that oil and gas deposits are nonrenewable and subject to world market fluctuations. The market for uranium and vanadium has fluctuated widely over the past 40 years, but is currently experiencing an increase in value.

Visitor oriented business is relatively stable in the county. Visitation at attractions is steadily rising each year. Visitation is still primarily limited to between March and October although shoulder season visitation is beginning to increase. The San Juan County economic development department and visitor services office has embarked on a marketing campaign to increase the gateway cities and international markets. Currently (2007) the monetary exchange rate between Europe and the U.S. is a positive influence. However, that can change. The need for more, county based, tour operators and entertainment businesses is present.

Public Schools:

	Maximum Capacity	1992 Enrollment	2005 Enrollment	2006 Enrollment
Blanding:				
Elementary	750	640	541	525
Middle School	400	380	287	297
High School	500	440	410	411
Bluff:				
Elementary	180	130	76	66
Lake Powell:				
K-12	32	32	47	
La Sal:				
K-3	60	32	8	15
Mexican Hat:				
Elementary	300	250	222	165
Montezuma Creek:				
Elementary	500	260	209	203
High School	400	300	308	305
Monticello:				
Elementary	460	400	315	333
High School	500	380	295	281
Monument Valley:				
High School	400	280	233	224
Navajo Mountain:				
High School				46
Total	4482	3524	2951	2871

Community Recreation Facilities:

Municipality	Facility	Comments
Blanding	Outdoor Public Swimming Pool	
	5 Public Parks	
	2 Lighted Sports Fields	Baseball, Basketball, Sand Volleyball, Horseshoe Pits, Skate Park
	5 Picnic Pavillions	Centennial (2), Pioneer (1), North Chapel (1), College (1)
	2 Lighted Playgrounds	Centennial (1), Pioneer (1)
	Tennis Courts	
	4 th Reservoir (Non-motorized Boating, Fishing, Hiking, Picnic)	
	Recapture Reservoir (Boating, Fishing, Hiking, Picnic)	Needs Development and Maintenance Plan
	Rodeo Grounds	
Bluff	Community Center	
	Baseball Field	
	Rodeo Grounds	
La Sal	Community Center	
	Baseball Field	
	Tennis Courts	
Mexican Hat	Baseball Field	
	Outdoor Basketball Court	
Monticello	“The Hideout” 18 Hole Golf Course	Golfing, Driving Range
	Indoor Public Swimming Pool	Swimming Diving Slides
	Tennis Courts	
	3 City Parks	Ball Fields (softball, baseball, football, soccer), Picnic Tables, Pavillion, Future Skate Park
	Lloyds Lake	Non-motorized Boating, Hiking, Fishing, Picnic, Sand Volleyball
	2 Walking Trails	Lloyd’s Lake (1), Mill Site (1)
	Horseshoe Pits	
	Outdoor Sand Volleyball	
	Rodeo Grounds	
	Mill Site Recreation Area	Walking/hiking trail, tubing/sledding, cross-country skiing
Montezuma Creek	Lighted Sports Field	
	Swimming Pool	
Monument Valley	Park / Playground	
	Monument Valley High School (Baseball Field, Football Field, Basketball Court, Tennis Court, Exercise Facility)	
White Mesa	Community Center	

Sections 3-7

Existing and Desired Conditions / Policies / Goals, Objectives & Monitoring

Community & Economic Impacts of Land Management Agency's Decisions

Existing Condition

With ninety two percent of San Juan County being managed as Tribal or by Federal and State agencies, the impact made by the decisions of public land managers is vitally important to the county's economy and the well being of its residents, communities and visitors.

San Juan County recognizes that with so much Federal land in our county, the decisions of the land management agencies have impacts on the residents and communities and therefore the economy of San Juan County.

San Juan County is also keenly aware of the overall impact or "cumulative effect" of agency decisions and their affect on the county. San Juan County recognizes the intent of federal agency professionals to manage public lands in the best way possible. However, when the decisions of individual resource specialists are brought together, the "cumulative effect" of their recommendations does not create a climate of support for economic growth in San Juan County.

Further, we understand that there are multiple means and designations for managing these federal lands. Often there is a layering of these designations, which, on a site specific level, is restrictive to activities that are necessary for the county, but even more concerning is it compounds the "cumulative effect" problem previously stated.

Need for change:

Minimize and mitigate the negative effects of federal agency decisions on community and economic development.

This issue must become far more important to land management agencies who must place more weight on the impact of their decisions on community and economic development.

Desired Condition

It is San Juan County's desire that the negative impact of federal agencies decisions on San Juan County communities, economies, and residents are minimized. Planning and implementation should include possible mitigation measures to avoid identified negative impacts.

It is furthermore San Juan County's desire that layered management emphasis and/or designations are truly validated and avoided and that the agencies choose the most appropriate management for the area or resource at risk.

Within any planning and implementation process of land management agencies, it is San Juan County's desire that the impact of the agencies decisions on the social and economic well-being of local residents be made a top priority.

Policy Statements

It is San Juan County's position that the agencies will work with county representatives on identifying potential negative impacts to our economy and community and will minimize those impacts before decisions are made and mitigate negative impacts to our community and economy.

It is San Juan County's position that land management agencies be equipped with the tools needed to appropriately manage the land. Layering of management prescriptions is unnecessary and does not foster a climate for economic growth and stability within San Juan County.

Goals/Objectives/Monitoring

San Juan County planning department will maintain a current social and economic profile of the county. This profile will be reviewed and updated annually.

San Juan County will maintain an existing natural resources development map and will make apparent, on that map, those resources most crucial to the county. This map will be reviewed and updated annually.

The agencies will provide information to allow San Juan County to maintain its most current resource potential. This will be updated as new opportunities arise.

Agencies will utilize San Juan County's and all other pertinent social and economic assessment information data resources early in any planning process in order to more thoroughly affect that process. Through our existing positive communications and relationships with government agencies, (MOU's), San Juan County will be at the table and will be prepared to provide our social and economic information early in the process. The agencies will use the information that is available.

Throughout the planning and implementation process, the county and agencies will identify decisions that may have a potentially negative impact on the economy and growth of San Juan County. Any negative impacts will be minimized and/or mitigated to the greatest extent possible.

Positive Economic Growth and Community Development in San Juan County

Existing Condition

As in most rural areas, the existing economy in San Juan County is struggling. The area has no public transportation, rail or interstate service and poor broadband capability. These conditions provide obstacles to attracting business development. There have been recent boosts on some resource and site specific levels, but overall, if San Juan County is to achieve a flourishing economy, there must be some major improvements.

San Juan County’s economic development department has taken a new direction since the last plan update. While the primary focus has been on tourism, the emphasis of the department is budget driven with 88% of the budget coming from Transient Room Tax. To some degree, budgetary constraints prevent the department from receiving the allocation it needs. However, there has been increasing commitment by the county to provide funding toward infrastructure development.

Need for change:

Foster a climate of support for commerce and economic development.

The county needs to dedicate resources to achieving the goals and objectives which are outlined in this plan.

Desired Condition

It is San Juan County’s desire to continue to foster a climate of support for commerce and economic development.

It is San Juan County’s desire to dedicate resources to overcome infrastructure obstacles.

It is San Juan County’s desire to support the creation and expansion of new and existing business and enhance the aforementioned major community infrastructure issues.

It is San Juan County’s desire to have sustainable growth, vibrant communities and a favorable climate for new and traditional industries.

It is San Juan County’s desire to dedicate more resources and personnel to improve the economy of this county.

It is the county’s desire that land management agencies will heed the concepts and desires of San Juan County as they pertain to economic development and incorporate these concepts into their decisions.

Policy Statements

It is San Juan County's policy to have sustainable economic growth.

It is San Juan County's policy to foster a climate of support for commerce and economic development.

It is the position of San Juan County that as long as the county is within the bounds of the law, land management agencies should heed the concepts and desires of San Juan County as they pertain to economic development and incorporate these concepts into their decisions.

San Juan County is determined to continue to dedicate more resources and personnel to improve the economy of this county.

Goals/Objectives/Monitoring

The Economic Development department shall continue the process of updating the county economic development plan.

The San Juan County Commissioners will investigate staffing and other needs in order to successfully meet the objectives of the updated county and economic development strategy.

San Juan County will maintain an economic development advisory council.

The San Juan County planning department will give a copy of the updated economic development plan to federal and state agencies for use in all relevant planning meetings. This plan will be updated annually.

Multiple Use

Existing Condition
<p>San Juan County is aware that “multiple use” means different things to different people. The county feels that federal agencies recognize “multiple use” as a mandate, but view it as a management problem. In practice, the county sees land management agencies increasingly managing a greater number of acres for “single use” and not attempting to mitigate resource conflicts on these acres. Agency regulations seem to conflict with the county’s desires and/or definition of multiple use.</p> <p>There is more than enough land within the county boundary designated and managed for “single use” purposes such as: National Parks, National Monuments and Wilderness areas. The County opposes additional lands being managed with this “single use” management strategy.</p> <p>Need for change:</p> <p>Land management agencies should engage in a decision making process which includes the county’s definition and desires for multiple use (see Policy Statement).</p> <p>County industries and residents depend on the continued availability of public lands and accompanying resources for traditional uses, economic growth and community stability.</p>
Desired Condition
<p>San Juan County needs “multiple use”, as the county defines it, to promote economic potential and resource development. Access must be maintained in order to achieve a healthy, sustainable economy.</p> <p>It is San Juan County’s desire that land managing agencies respect the county’s interpretation of, and desires in regard to, the concept of multiple use.</p> <p>It is San Juan County’s desire that all alternative management possibilities are considered and that mitigation is used to resolve any conflicts arising between land managing agencies and San Juan County regarding multiple use.</p> <p>It is San Juan County’s desire that land management agencies use a balanced approach to resource utilization. Too often, the protection of a single resource severely restricts the use of any other resources. The county is opposed to such restriction.</p>
Policy Statements

San Juan County's policy on multiple use is, "The management of public lands so that multiple resources such as grazing, mining, recreation, timber, oil and gas, wildlife, water use and development, and scenic and cultural values are utilized in conjunction and within close proximity to each other, as much as possible, in such a way that allows for the exploration and/or development of all of these resources. Multiple use is not every use on every acre, but as many uses that are compatible with each other on as many acres as possible. Management that allows only a "single use" of a particular piece of land is in opposition to the county's policy on "multiple use".

Goals/Objectives/Monitoring

San Juan County will conduct an annual "multiple use" workshop with land management agencies in an effort to bring all parties closer to a mutual understanding of this concept.

Within every planning process conducted by land management agencies, discussions of "multiple use", according to the county's desires and definition, should occur at the earliest possible point.

Within any planning process conducted by land management agencies, the agencies will perform a review of consistency to ensure, to the greatest extent possible and within the law, the county's desires and definition of "multiple use" are met.

Overview

San Juan County currently uses its network of roads, trails and paths to access land within the county for ranching, farming, mining, prospecting for minerals, use of forest and agricultural products, hunting, fishing, hiking and other recreational uses. In addition to these uses, access to the roads, trails and paths throughout the county is crucial for Search and Rescue, Fire Protection, Health, Law Enforcement and Resource Management Personnel to be able to carry out their individual and important functions.

The County B and D road systems might be likened to a cardiovascular system with the generally higher standard B roads as the main arterial system and the D roads the secondary vessels branching out from the arteries. Just as the whole cardiovascular system is necessary for the body to function properly, the whole Class B and D road system is necessary and each road is important for the County to function properly and provide the many services and needs of its citizens and visitors.

These roads access not only rural private lands, but also serve as the arteries to access public lands within the county. Some of these roads are well serviced high standard roads, while others may be of lesser standard but serve to access such things as camping, scenic views, mines or livestock facilities. Each road is necessary and each road is important.

Existing Condition

San Juan County maintains a very strong pro-access opinion as to public access. This is fostered by the fact that such a large portion of the land base is public land and much of the county's economic stability depends on the use of those lands. Grazing, mining, tourism and recreation are a few of the many activities important to San Juan County's economy. It is imperative that access is maintained to accommodate these activities. To maintain access is to maintain economic stability in San Juan County. To make sure that county access needs are properly and adequately addressed, San Juan County is participating in all relevant Federal and State access decisions. These activities include federal plans, RS 2477, Title V issues, and all other public land and tribal road access and closure discussions and decisions.

Specific information and maps depicting roads in San Juan County are on file in the County Administration Office and the County Road Department. Information concerning road maintenance, etc., is available in the San Juan County Road Department.

Public transportation is critical for economic development. Highways, railways, airports, bus services, etc. provide for the efficient transport of goods and services.

Public Transportation is very limited in San Juan County. There have been a number of attempts to provide air service in and out of the county. Currently, there are no public air service providers in this area. Bus and rail services are also not being provided at this time. Motor freight is the only form of consistent service to the county. All goods and services are brought to San Juan County via overland trucking. Salt Lake City is still the greatest provider of goods to the area.

Limited commercial air service to Denver, Colorado and Salt Lake City, Utah is provided at the Moab airport approximately 75 miles north of Monticello. Cortez and Durango, Colorado both have commuter air service to Denver, Colorado, Phoenix, Arizona, and Albuquerque and Farmington, New Mexico.

The major source of transportation through San Juan County is via U.S. highways 191 and 491. State highway 95 starts 5 miles south of Blanding at Shirttail Corner and runs west crossing the Colorado River near Hite and continues on to Hanksville, Utah. State Highways 162, 163, 262, 276 and 316 are the major roads servicing the southern portion of the County. State Highway 46, from La Sal junction to the Utah/Colorado border, and State Highway 211, which provides access to Canyonlands National Park, are the main thoroughfares in the north.

The Utah State Department of Transportation (UDOT) has divided all roadways into four distinct road classes. Class A roads are highways, Class C roads are municipal roads/streets and Class B and Class D roads are considered county roads. The greatest part of San Juan County is serviced via these county roads. A funding program for the Class B and C road system was established by the Utah Legislature in 1937 as a means of providing assistance to counties and municipalities for the maintenance and improvement of roads and streets throughout the state. This system continues today under the regulations governing class B and C roads as administered by UDOT. Class D roads on the other hand are maintained by the County. These roads do not receive regular maintenance or the level of improvements as is provided the B roads. They are maintained as needs and financing dictates.

The 2,700 miles of County B roads have been assigned numbers and in most cases the roads have a name. The County has a very active signing program whereby each road is signed with the road number. Regulatory, warning, and some informational signing is done on the paved roads and higher standard gravel roads. This is accomplished following the Manual on Uniform Traffic Control Devices provided by the Federal Highway Administration. There is in excess of 5,000 miles of County D roads which have also been assigned numbers, however, these roads are not signed. GIS data is maintained for all roads in the County. Periodically as changes, deletions, or additions are made this data is updated. County B road maps and OHV maps, which show all of the Class D roads, have been produced. These are available and can be purchased at the County Clerk's office and local visitor centers.

Need for change:RS 2477 needs to be resolved.

Desired Condition

It is the desire of San Juan County to have county-wide public transportation including both daily ground and air service.

It is the desire of San Juan County to have routes of travel accessible by motor vehicle for all users, including the elderly, physically handicapped and disabled, to gain access to the public lands.

It is San Juan County's desire to provide access throughout the county to meet the needs of both residents and visitors for a wide variety of purposes. These purposes range from consumptive (mining, oil, gas, etc.) to recreational uses (hiking, biking, ATVing, horseback riding, etc).

San Juan County desires to have a fully developed trails plan which will compliment our diverse landscape and balance access between consumptive, recreational, motorized and non-motorized uses.

San Juan County desires land management agencies to process applications for rights-of-way, Title V, etc., in an efficient and timely manner.

San Juan County desires land management agencies to incorporate the county's data into their transportation planning.

Policy Statements

San Juan County claims all roads and trails over public lands that were constructed prior to the passage of FLPMA on October 21, 1976.

It is the policy of San Juan County to ensure that all rights of way acquired under RS 2477 or dedicated under State law be retained in perpetuity for the use and benefit of the public unless abandoned with applicable law.

It is San Juan County policy to actively work to maintain and preserve public land access throughout the entire county.

It is San Juan County policy to actively develop public ground and air transportation services.

Goals/Objectives/Monitoring

The San Juan County road committee will work with private land owners on access to public lands where county roads cross through private land. This will be an ongoing process.

Within any planning process involving transportation or access issues, the San Juan County planning department will work with land management agencies on administrative solutions to potential or current problems.

The San Juan County planning department will work with land management agencies on creating a well-balanced transportation plan that allows for recreational use and access to renewable products. This plan will be reviewed and updated annually.

The Planning Department will make sure that county access needs are properly and adequately addressed by participating in all relevant Federal and State decision making processes which deal with access, such as: Federal plans, RS 2477 discussions, Title V issues and all other public land and tribal road access and closure discussions and decisions.

The San Juan County planning department will meet annually with UAC, SEUALG and any other association or entity that is actively reviewing, preparing responses and/or working toward resolutions to the county's concerns on public land access issues.

The San Juan County planning department will meet annually with Tribal Governments to address and meet the needs of any Tribal concerns regarding access.

The San Juan County survey department will keep current maps of all roads in San Juan County. These maps will be updated as new information is obtained and reviewed annually.

San Juan County will work with the Governor's Office relative to the Governor's RS2477 position.

San Juan County will continue with legal pursuits in an attempt to facilitate resolution to public land access issues, i.e., RS 2477 regulation (as needs arise).

The San Juan County road committee will work with private landowners to protect access to long standing roads (as needs arise).

San Juan County will host an annual meeting with federal and state agencies, local partners and tribal governments, to perfect our understanding of access. This meeting will also include the updating and coordination of road data, GIS layers and any other relevant access information.

Section 8

**Additional Resource
Management Areas
taken from the 1996
San Juan County
Master Plan
(Needs Updating)**

Maintaining a Rural Lifestyle

The residents of San Juan County enjoy a rural lifestyle characterized by pastoral landscapes, open space and small town qualities. The existing moral climate, low crime rates, community pride and neighborly atmosphere are characteristics that residents take pride in and protect. In the past, county residents have taken pride in community beautification. The desire to maintain such efforts are still prevalent.

County residents enjoy a multi-cultural diversity, clean air and clean water. They support population growth and resource development that maintains the rural lifestyle, coupled with the strong family values and quality environment that has been so much a part of their past. County residents believe that future growth and development should be guided by the following:

- Desire to maintain at least the current quantity and quality of public services and facilities through balanced (commercial, residential, industrial and recreational) growth development. An example of these public services and/or facilities would include: water, sewer, waste disposal, transportation and roads, law enforcement, health care and other emergency services.
- Ensuring that development decisions are sensitive to rural/agricultural interests.
- Maintaining zoning ordinances and development regulations consistent with the county's overall development and growth policies.
- Desire to protect private property rights while in growth modes.

Public Lands/Federal and State Agencies

Over 61% of the land in San Juan County is managed by the Bureau of Land Management, National Park Service, and the U.S. Forest Service. Another 23% of the land base is Navajo Reservation lands and 8% are lands managed by the State. This leaves only 8% of the land base within San Juan County left to private ownership. Decisions made by these agencies directly impact the County and its residents.

Because of the situation described above and because so much of the potential wealth of the county is dependent on public land resources, the County feels that all public land management agencies should actively solicit and adequately consider County input when making and implementing public land and resource management decisions. The County will encourage this interaction by participating in all public land management planning processes relevant to the welfare of the County and its residents. The county also desires and anticipates agency participation in county planning efforts and activities.

The County also feels that public land and resource allocation decisions should be supported by accurate and adequate data. This data should include impacts to the local economy

and environment.

Specific County policy statements regarding public land management, maintaining multiple use, access, recreation, tourism, resource use allocation and development and wildlife management can be found in the Public Lands Policy, Objectives and Action Steps section of this document.

Tribal Relations

About one quarter of the San Juan County land base is encompassed by the Utah Strip of the Navajo Reservation. There are also Ute lands located on White Mesa. Both tribes are important players in the San Juan County partnership. Cooperation between the Tribes and the County is necessary to adequately and effectively address concerns and issues. In many cases more dialogue between the State and the Sovereign Navajo Nation need to be put in place, especially where contracts concerning transfer payments and other monetary issues are concerned.

Mutual interests, such as rights-of-way, health care, severance taxes, education, employment, law enforcement and tourism are being discussed. The county is actively promoting this type of positive dialogue. The county is also interested in forming new partnerships with the Tribe on mutually beneficial projects.

In an effort to gain a better understanding and foster a better working relationship with tribal governments, (BIA, and policies, procedural issues and cultural differences), the county has hired a process facilitator to promote and develop cooperative relationships between Anglos and native Americans.

Human and Community Services

County residents desire to maintain and improve the current quantity and quality of public services and facilities through balancing growth and development with facility/service capabilities. The county encourages private sector involvement to provide human and community services where applicable.

Services identified as county priorities or concerns are listed below:

- Education
- Health Care
- Waste Management
- Emergency Services/Law Enforcement
- Aging
- Access

Education

Promoting quality educational opportunities in a highly diverse culture is a top priority for all residents in the County. The College of Eastern Utah, San Juan Campus is a quality effort by county residents to improve and expand the quality of educational opportunities for local residents. It has experienced both growth and expanded educational opportunities at an affordable cost. San Juan County Government strongly supports the efforts of College of Eastern Utah's, San Juan Campus.

Health Care

An equally important priority is health care. Numerous residents of the county live many, many miles from a quality health care facility. (The term quality health care facility in this sense means hospitals with extended special care such as orthopedic and specialties not usually at local hospitals and clinics.) The County is now looking very hard at alternatives to provide quality health care to all county residents.

Waste Management

Federal regulations concerning waste management has forced the County into the waste management business. This is complex because of the size and remoteness of the County. While the county has recently acquired property from the Bureau of Land Management and taken the necessary steps to bring a facility on line, the next several years will be crucial to how and if the facility can effectively be managed.

Emergency Services/Law Enforcement

Most residents believe that San Juan County is a relatively safe place to live and raise their families. Because of the size, remoteness and complexities of dealing with the multi-jurisdictional boundaries of the reservation, many challenges have to be overcome. The County Sheriff is working with Tribal leaders to develop cross deputization to provide for quicker response time in dealing with emergencies. In some cases emergency services are stretched to the limit, however much is being done to improve the situation.

There is one National Park, one National Recreation Area, and two National Monuments in the County. Outdoor recreation activities have put stress on emergency service units. These efforts have been and are being strengthened through cooperative efforts and the up-grading of a search and rescue unit in the county.

Aging / Senior Citizen Services

San Juan County recognizes the need to provide adequate senior citizen care facilities and services. Residents want both the maintenance and expansion of recreational, educational

and medical services targeted for this sector of the population as opportunities present themselves.

Access

Because San Juan County has so much public land, and is so dependent on mineral, grazing, and recreation based economies, public land access is critical to maintaining a solid infrastructure. County class B and D roads are critical to the counties very existence.

Economic Development:

The San Juan County Board of Commissioners believes that the private free enterprise system is the best economic model for determining the use and allocation of resources. This model delivers the best service for the lowest cost. The county believes it is the role of government to act as a referee and not as coach, player or spectator.

San Juan County has a somewhat diverse economic base and employment profile. A recent economic base study however does point out that the largest employer in the county is the Federal Government. There is however a relatively small number of employers who generate the majority of economic returns. Those include grazing and agriculture, oil and gas, travel and tourism and a relative new comer outdoor recreation. The County has in the past, and will in the future, attempt to maintain a posture of economic diversity. These efforts include, but are not limited to, economic growth and development in the following areas; business retention and expansion, value-added agriculture, tourism and recreation and the growth of the mineral extraction where feasible.

County residents believe that responsible natural resource use and development should be included as a strong part of the growth of San Juan County. Both residents and local government believe that economic growth is important, they also believe that development should be compatible with and complement the maintenance of a rural lifestyle.

The County will continue to work with the Tribe and Federal and State agencies to identify mutually beneficial economic objectives. Partnerships with these entities will be formed when applicable and feasible.

Specific County policy statements with respect to business recruitment, retention and expansion can be found in the Economic Development Policy, objectives and Action Step section of this document.

Water Resources

Adequate water quality and availability is necessary for significant residential, industrial, commercial, agricultural and recreational development. San Juan County will work to protect and enhance the quality and quantity of usable water by promoting and expanding the efficient management and use of water resources.

Every effort will be made to develop water storage within the County. Recapture Lake, near Blanding, and Lloyds Lake, west of Monticello, are examples of the county commitment to enhancing the water resource base. These facilities not only enhance agriculture and culinary uses, but also provide recreational opportunities for county residents.

The County also feels that private water rights should be protected from Federal and State encroachment and/or coerced acquisition.

Recreation and Tourism

Because of its proximity to National Parks, Monuments and State Parks, San Juan County enjoys a variety of recreational opportunities. Residents and visitors alike can enjoy both mountain and desert environments. Recreational opportunities such as hunting, fishing, boating, camping, bike riding and backpacking, have been traditional uses. Increased use in OHV's, as well as an increase in cross country skiing and other non-traditional activities are starting to gain popularity.

It would appear from visitation statistics that San Juan County is fast becoming a destination point. This is somewhat due to the situation of places to go in Grand County and around Moab. The county views these visitors as an additional economic opportunity to be nurtured for additional economic development.

San Juan County encourages private sector development of recreational facilities and services. San Juan County also believes that the National Park Service should be active in providing adequate facilities and public services within the boundaries of the Parks themselves. The County also believes that all Parks, whether State or National, should be open and accessible to all visitors, not just those of a younger and healthier generation. In addition, the county supports cultivating recreation facility development and maintenance partnerships with other entities, agencies and special interest groups.

San Juan County Policy on Public Lands, Federal/State

San Juan County believes that the Congress of the United States has bestowed considerable power and authority to local governments which influences the federal agency land use planning process for future management of those lands. Those five major laws are:

- * The Federal Land Policy and Management Act (FLPMA)
- * The National Forest Management Act (NFMA)

- * The National Environmental Policy Act (NEPA)
- * The Endangered Species Act (ESA)
- * The Wild and Scenic Rivers Act (WSRA)

Forest Service

The Forest Service is obligated to provide for “community stability”. This includes: establishing coordination procedures with the county prior to selection of a balanced alternative, coordinating with county planning efforts, considering alternatives in light of any conflicts with county plans, displaying results of county plan review in an EIS and monitoring how the Forest Plan affects nearby communities.

Bureau of Land Management

The BLM is obligated to coordinate its Land Use Plan with the county plan, and take all practical measures to resolve conflicts between them. The LUP should be consistent with the county plan (as long as it is consistent with federal law and regulations) and to submit a list of known inconsistencies to the governor prior to LUP approval. The BLM is exempt from the consistency requirement if the county does not notify them of its plan.

FLPMA section 309(a) mandates that at least one member of the BLM District Advisory Councils shall be an elected official of general purpose government serving the people of such areas.

National Environmental Policy Act

All federal regulatory agencies are obligated by NEPA, to preserve “historic, cultural and natural aspects” of our national heritage. These agencies must include in NEPA documents a discussion of possible conflicts between the proposed federal action and the county plan, and to “cooperate to the fullest extent possible” to reduce duplication with county requirements (for joint planning, joint environmental research, joint hearings, joint environmental assessments). Discussion in the EIS must contain any inconsistency with the county plan (whether or not federally sanctioned) and describe the extent to which the agency would reconcile its proposed action and compensate for impacts of its plan (mitigation).

Fish and Wildlife Service

The FWS is obligated to give 90 day notice to county of its intent to proposed species listing or proposed critical habitat. It must base such listing on the best scientific and commercial data. It must take into account county efforts to protect species and assure that proposed recovery plans will provide conservation of the species. Economic impacts must be taken into account before making critical habitat designations (areas may be excluded unless failure to designate would result in extinction of a species). NEPA documentation (including economic impacts) must be completed when designating critical habitat. The county must have

an opportunity to comment on proposed listing or critical habitat designation.

Wild and Scenic Rivers Act

All federal regulatory agencies are obligated by WSRA to protect historic, cultural or other similar values. They must honor valid existing rights, grazing leases and permits. They must yield to a county plan which protects the value of the river and consult with the county before completing a wild and scenic river plan.

With ninety two percent of San Juan County being managed as Tribal or by Federal and State agencies, the impact made by the decisions of public land managers is vitally important to the well being of county residents. To insure that county interests are represented and protected, San Juan County will actively participate in all relevant public land management decision making and processes. Likewise, the County is actively networking with State and Federal agencies in the preparation of county planning efforts.

Beyond those laws listed above, there are hundreds of lesser laws, policies, and court decisions which also affect the way federal and local governments are to conduct business.

While all of these laws, rules and documents serve purpose of clarification, perhaps the best rule is that of common sense. Strong working relationships are fostered over years of trust and open honest discussion.

Decisions which alter existing public land uses and changes current management practices have to be supported by accurate and adequate data. This should include and address the impacts to the local economy, traditional public land uses and the environmental impacts required by public land management agencies. In this light San Juan County has gone to great lengths to gather socio-economic, minerals, grazing, wildlife and other pertinent data of interest to the county.

Implementation strategies to accomplish this objective are contained in the following paragraph.

Objective: San Juan County will actively participate in State and Federal planning processes....

Issues: Challenges associated with existing public land agencies are:

-Staffing capabilities at the county level are far less than those associated with both State and Federal Counterparts.

-The necessity for the County to become “pro-active” rather than reactive in participating in Federal and State management issues.

Proposal: It is proposed that San Juan County appoint or organize a county-level land use committee. This committee can act as a “clearing house” for those public land issues impacting the County. This group could also act as a forum or advisory board to the commissioners by offering positive and informed suggestions and possible solutions to those issues deemed to be significant to the county. This will provide consistency when dealing with agency professionals.

Committee Structure: This committee will represent a balance of County interests and tap the expertise and experience of County residents.

The interest “pool” is deep with many people who are active public land users, or those who have either educational or practical expertise to draw from. These individuals could be appointed for a specific period of time that would be staggered to allow for consistency to be maintained.

This partnership could also draw from particular agency expertise regarding such things as agency rules, policies and regulations which necessitates that agencies direction. It also can be drawn on for expertise in scarce skills. These members will be non-voting committee members.

The formal committee structure will include a chairperson, a vice-chairperson elected by the committee, and a secretary. While it is the intent to have all relevant issues addressed by the entire committee, ad-hoc task groups may be formed and “outside” specialists invited as needed. The committee should also include or have access to competent legal assistance. This person should have a firm understanding of public land issues.

The San Juan County Public Land Committee will include representatives from, but not be limited to:

- General County Populace
- Recreation Interest
- Cattlemen
- Mineral/Mining Industry
- Farm Bureau
- Oil and gas Industry
- Sportsmen
- Tourism Industry
- Water Users
- Native American Community
- Elected Official

Ex-Officio Members:

- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- Natural Resources Conservation Service
- Resource Conservation and Development
- State Institutional and Trust Lands Commission
- Sovereign Lands and Forestry
- Utah Division of Wildlife Resources
- Utah Division of State Parks

Volunteer committees can accomplish a great deal, however the committee will need some staff support to accomplish the work they are expected to accomplish. The San Juan County Planner's office will be assigned the duty of providing that staff support.

Committee agenda

Through regularly scheduled meetings, the Public Lands Committee will review relevant Federal and State planning documents for issues relating to San Juan County. At a minimum, the committee will review the bi-monthly State Resource Development Coordinating Committee's pack, issues from the National Park Service, U.S. Forest Service and the Bureau of Land Management and pertinent State agencies. The committee will review up-coming projects, planning issues, resource allocations and other pertinent decisions emanating from those agencies.

Once identified, issues will be prioritized and specific responses or recommendations will be prepared. This process may include assigning individual committee members to study a specific project, gather additional information and/or report to the committee with preliminary recommendations. It may also require that a Technical Action Group (TAG) be formed to study an issue if the complexity requires. In some cases it may require public notification. Recommendations and/or alternatives from the committee will be forwarded to the County Commission for consideration or final disposition. It will be the commissions decision to accept, reject or modify the recommendation of the committee.

The committee will also maintain a schedule of relevant Federal and State public land management processes and projects. This schedule will be posted in the County Planners office in the County Courthouse and made available to the general public.

The committee will refer to the County Master Plan as they discuss issues and make recommendations. It is anticipated that the County's public land use positions will be consistent with the master plan and/or resident interests.

As directed by the commission, the committee may coordinate efforts with the Utah Association of Counties, the Southeastern Utah Association of Local Governments, the State of

Utah Resource Coordinating Committee, and other State and local offices. The committee may also assist in preparing public land related grant applications and proposing revisions or additions to the County Master Plan, public lands use section.

A schedule of relevant Federal and State planning processes and projects will be maintained by the Public Land Use Committee and be made available at the San Juan County Courthouse (Planning Office). This summary will identify specific opportunities for the County to be involved in public land management decisions.

San Juan County Policy on Multiple Use

It is the position of San Juan County that lands administered by the Bureau of Land Management, unless specifically withdrawn through Congressional mandate, be managed under the principles of “multiple-use and sustained yield”. Understanding that the Federal Lands Policy and Management Act and other regulation and policy statements have altered the definition of “multiple use”, the Counties definition means, but not necessarily limited to those items historically and traditionally practiced, both consumptive and non-consumptive. Grazing, mining, recreation, timber, oil and gas exploration, production timber (to include wood products like fence posts and firewood), wildlife and water use and development. The county feels that most of these uses are compatible and that true “multiple use” management allows the land and resources to be used for multiple uses either simultaneously, or at minimum, in concert with each other.

San Juan County also believes that grazing use should not be applied as a suitability criteria in determining grazing capacities in designated Wilderness areas.

County industries such as agriculture, mining, tourism and recreation depend on the continued use and availability of public lands and the accompanying resources for economic growth and stability. The County position on Federal and State public lands, managers and management plans should identify and address the impacts of proposed management decisions on traditional resource uses.

San Juan County also strongly believes that enough lands within county boundaries have been designated for National Parks, Monuments and wilderness. The county opposes additional lands administered under single management schemes.

Objective: County will actively work to support and maintain those public land practices which provide for traditional “multiple use” decisions within San Juan County.

- San Juan County is actively pursuing an agreement with the Bureau of Land Management, that would provide opportunities for comment and to provide information into decisions of interest to the County.
- Quarterly updates and opportunity for input on Forest Service projects that will impact

the county are currently being provided.

- The County, while working closely with the National Park Service and State Lands, does not have an agreement in place, but will work with these agencies in trying to develop one.
- The County will work closely with the Public Land Committee to actively participate in public land decisions. The committee will:
 - Advise the commissioners concerning county impacting, multiple use issues.
 - Gather/prepare valid data and information needed to address proposed agency decisions.
 - Participate in Federal and State resource planning processes during the scoping and issues identification, draft plan review/comment periods. (stop here)

When needed, notify interested County residents of current or proposed activities and solicit input when formulating County comments/responses.

Review Federal and State resource management plans with respect to the county “multiple use” policy. This includes identifying and commenting on modifications to existing practices and/or proposed resource allocations.

When recommendations are completed to agencies, the commissioners will provide copies of their positions to the proponent agency. Copies of the recommendations will, on a case by case basis, be forwarded to the State Resource Development Coordinating Committee.

A schedule of relevant Federal and State planning processes and projects will be maintained by the Public Land Use Committee and will be available in the planning office of the San Juan County Courthouse. This summary will identify specific opportunities for the County to be involved in public land management decisions.

San Juan County Policy on Public Access

San Juan County has very strong opinions on public access. This is fostered by the fact that such a large portion of the land base is public land and much of the counties economic stability depends on the use of those lands. Grazing, mining, tourism, recreation, etc., are all important to San Juan County’s economy. To maintain access is to maintain economic stability in San Juan County. To make sure that county access needs are properly and adequately addressed, San Juan County will participate in all relevant Federal and State access decisions. These activities include federal plans, RS 2477, Title V issues, and all other public land and tribal road access and closure discussions and decisions.

In light of the importance placed on public access, San Juan County claims all roads and trails over public land that were constructed prior to the passage of FLPMA. At the time of construction these roads crossed unreserved public lands, were open to all of the traveling public, and were constructed either by equipment or the passage of vehicles and have been maintained by such activity over the years.

San Juan County feels that proposed regulations regarding RS 2477 are both unjust, illegal and have placed an unfair burden of proof on rural counties in the west with regard to validation of existing road rights-of-way. San Juan County, as of this writing, is in the process of filing legal action against the Federal Government with regard to this issue.

Objective: San Juan County is actively working to maintain and preserve public land access throughout the entire county.

Action/Implementation

With public land access being so important to county economic survival, the county will actively participate with the State of Utah, the Southeastern Association of Local Governments, the Utah Association of Counties, Federal Land Managing Agencies and any other entity that deal with public land access and particularly RS 2477.

The County will also continue to work with the Navajo and Ute Tribes to maintain adequate access across Tribal properties.

Preliminary recommendations include:

- Continue to work with Public Land Managing Agencies for administrative solutions to access problems.
- Continue with legal pursuits in an attempt to facilitate resolution to public land access issues, i.e., RS 2477 regulation.
- Continue to work with the Utah Association of Counties, the Southeastern Utah Association of Local Governments, and others who are actively reviewing and preparing responses to those concerns and ideas revolving the public land access issue.
- Continue to work with and review the Governors RS 2477 position and where possible work to strengthen that position relative to the County position.
- Work cooperatively with Tribal Governments to address Tribal concerns regarding access.

To accomplish this task, the following will have to be done:

- Gather all existing and commission that will support the county's position relative to public land access.
- Work with the local public lands committee to gather citizen input when formulating new positions and responses to requests from agencies.
- Participate in and review all Federal and State Resource Management plans with respect to public land access. Relevant issues will include proposed road closures, realignments, required clearances, and the modality or authority of approval.

Specific information and maps depicting roads in San Juan County are on file in the Surveyors Office of the County Road Department. Other specific information concerning road maintenance, etc., can be requested from the San Juan County Road Department.

San Juan County Policy on Public Land Recreation and Tourism

San Juan County has been blessed with some of the most scenic landscapes in the world. There is one National Park, one National Recreation Area, three National Monuments and one State Historic site. In addition, Monument Valley, considered by some as the most recognizable piece of real estate in the world, is located partially within the county. In addition, some of the most well preserved pre-historical sites are within the boundary of San Juan County.

San Juan County also offers great vegetal diversity. The desert environments of central and southern San Juan County have great appeal to many visitors from all over the world. The Blue or Abajo Mountains as well as the LaSal Mountain ranges also offer unparalleled scenery and together, the proximity of the desert and forest ecosystems provide a unique contrast not found in many areas.

Much of the landscape described above is managed by the U.S. Forest Service, the Bureau of Land Management, the Bureau of Indian Affairs, and the State of Utah. The majority of recreational facilities are found on public lands. However, visitors using these lands have a direct bearing on the County as well as communities in the county by sometimes over-taxing county emergency services. Search and Rescue and emergency medical equipment are expensive and in San Juan County's case, spread very thin.

While the County supports increased recreational activity on public lands, it also feels that federal and state agencies should acknowledge, and more aggressively address the impacts associated with these decisions.

Objective: San Juan County supports responsible public land recreation and tourism.

Action/Implementation

When responding to public land recreation proposals the County will consider the following:

- The Counties ability to provide essential services such as law enforcement, emergency services, water and waste management and search and rescue.
- The impacts on traditional recreational uses, e.g. Off Highway Vehicles (OHV) trail development at the expense of traditional hiking or riding trails, etc.
- Other traditional uses such as grazing, energy mineral development, wildlife and other issues that have formed the basis of San Juan Counties past and present land use ethic.
- Forming partnerships with concessionaires, agencies and special interest groups for the purpose of facilitating recreation management in an orderly fashion.
- Anticipated economic returns and allocations of revenues received.

San Juan County Policy on Public Land Classification

San Juan County does not support the designation of large wilderness areas, such as the one known as HR 1500. San Juan County will accept those areas that meet the true criteria of wilderness as described in the 1964 Wilderness Act. The county feels that the designation of wilderness and their restrictions are not consistent with the Counties best interest. The county has and will continue to participate in the wilderness designation process at every level of government.

At the recommendation of the Governor of Utah, San Juan County built an exhaustive wilderness study. Appendix E reflects the results of the study and is the county's preferred alternative.

The county has further concern about the anticipated Wild and Scenic Rivers Study process, the ongoing classifications of lands for Threatened and Endangered Species and the implementation management strategies associated with Areas of Critical Environmental Concern. The County feels that any special land use classifications or designations should include analysis of adverse economic impact to the local economy and stability of the communities. The analysis should also include methodologies and commitment on the part of the land managing agency to mitigate those adverse impacts. The county also feels that the "buffer" zone philosophy is inappropriate and dictates land-use decisions and practices beyond designated boundaries.

The county agrees that certain areas need to have some use restrictions, but believe that those restrictions should be developed in a spirit of cooperation, that will create some sense of ownership on the part of local residents. Specific concerns include:

- Additional strain on county emergency service and law enforcement caused by land use decisions.
- Unreasonable restrictions on existing and potential consumptive uses of public lands.
- Wildlife Management.
- Campsite, human, and animal numbers as well as use regulations and restrictions.
- Access, including but not limited to: road maintenance, maintenance of livestock and wildlife facilities, diversions, monitoring facilities and water resource and other capital improvements.

It is the position of San Juan County that these concerns be specifically and adequately identified and addressed in all county-impacting decisions.

Objective: Actively participate in meaningful dialogue with regard to public land classification issues and designation decisions.

Action/Implementation:

- With respect to use allocations and decisions, San Juan County will actively work with land managing agencies to promote agreements and other necessary tools to facilitate a spirit of cooperation and meaningful dialogue between the participating groups.
- County will aggressively participate in planning processes, environmental review and other proactive procedures with regard to land management decisions.
- Formulate a public lands steering committee that will actively participate in issues of concern described above.
- Promote “multiple-use” management on all non-reserved public lands within the county. San Juan County will not support a buffer zone concept.
- San Juan County will continue to work for a reasonable wilderness bill and will actively participate in management plans associated with wilderness designations.
- San Juan County will be actively involved in the Wild and Scenic Rivers review and designation process.
- San Juan County is, and will continue to be, active in legislative changes to the Threatened and Endangered Species Act. The County will also be involved with species

and habitat designations that involve public or private lands within the county.

- San Juan County will be involved in management decisions related to wetland designations and management on public lands within the county.

San Juan County Policy on Environmental Review and Public Land Use and Development

San Juan County enjoys an abundance of natural resources and beautiful landscapes. Sensible conservationism and responsible development of resources will economically enhance and preserve the quality of life which county residents and visitors alike have come to enjoy.

It is San Juan County's position that responsible environmental review and planning on public lands can be a productive management tool to both understanding and promoting sound public land management decisions. It is also the position of San Juan County that "responsible environmentalism" requires that the social and economic environment of the communities most impacted by public land use decisions also be included in environmental review. Those impacts, along with mitigation, must be considered as part of a responsible land use decision ethic. Well educated citizenry and a productive and wealthy economic base has made for better stewardship of the lands than those that have been poverty ridden.

It is the counties position to support a responsible environmental review and decision making process that incorporates this socio-economic review as a strong part of the public lands review and decision making process. If such a review is not part of the process, the county will not support decisions coming from such a process.

Objective: Responsible management of public land resources...

Actions/Implementation

- Organize the San Juan County Public Land Use Committee.
- Actively participate in Federal and State Resource policy and decision making processes. Under the direction of the County Board of Commissioners, members of the County Public Lands Committee will:
 - Formulate a technical action group to identify areas and/or resources targeted for development and research possible problems, concerns, and alternatives for discussion.
 - Once reasonable alternatives have been formulated, the committee will then advise the County Commissioners concerning the scope and provide alternatives to those issues which impact resource use. The input from the county commission will then be forwarded to appropriate local and state public land management agencies and organizations. Copies can also be sent to the Utah Resource Development Coordinating Committee, the Director of Utah Department of Natural Resources and the Governors

Office.

- Continue to gather valid resource and economic data.
- Solicit input from county residents on activities and items of interest, from their point of view, for incorporation into county responses to agencies.
- Work with National Park Service, Bureau of Land Management, U.S. Forest Service and State agencies to affect planning documents that incorporate county concerns. Request interim and information meetings as necessary.
- Review Federal and State resource management plans, and amendments to plans, with respect to resource stewardship and use. This would include assessing all resource allocation decisions.

San Juan County Policy on Wildlife

In the past San Juan County residents have enjoyed many benefits associated with an abundant and diverse wildlife population. The county recognizes Division of Wildlife Resources' efforts to manage wildlife and fisheries resources for the public benefit and formally supports those efforts which complement other County interests. In the past few years, there seems to be a downward trend in the number of hunters who frequent the area. Some think this trend is satisfactory. Others, whose business are more directly affected by low numbers, are concerned.

It is San Juan Counties position that all wildlife decisions affecting the Southeast Region should have local input. Decisions rendered by the agency should reflect a balance with other local priorities. Of particular interest is that forage allocations be balanced between competing uses based on fair and equitable assumptions. Perhaps the greatest concern is that there needs to be a clear understanding of how much forage is available to be allocated between livestock and wildlife and how much of that forage goes to each.

The County encourages state wildlife management agencies to provide adequate notice to local residents and governments before decisions are made and/or programs implemented. The County will work to improve communications between the regional wildlife advisory councils and county residents. When requested by the Governor, the county will also submit formal comments regarding proposed DWR property acquisitions.

Objective: Active County participation in wildlife/fisheries management decisions and issues...

San Juan County will actively participate in the State's management of big game, fisheries, and other wildlife issues. This will be done by:

- Direct participation and communication by the San Juan County Board of Commissioners.

- Assigning specific issues to the Public Lands Committee, who will in turn advise the commissioners concerning impacts and alternatives that have been considered through the process. The commissioners will submit the County's formal responses to the appropriate local and state public land management agencies and organizations and the local offices of the Regional and local offices of the Division of Wildlife Resources. Copies of comments will also be forwarded to the State RDCC, the State Office of DWR and the Governors Office.

- Commissioning a study that would show optimal opportunities for wildlife, wildlife forage requirements, and projected sustainable wildlife herds.

-Notifying interested County residents and in-County wildlife interest groups of current or proposed activities and solicit their input when formulating County comments.

-Participating in State and Federal wildlife and wildlife/fisheries planning processes during the scoping and issues identification and draft plan review/comment periods.

-Attending local, regional and state UDWR public meetings as needed.

-Reviewing Federal and State Resource Management Plans in respect to wildlife management. This would include assessing wildlife types, numbers, locations and habitat needs.

San Juan County is not in favor of and will generally oppose the introduction of exotic or non-native species to the area. San Juan County also believes that game management plans need to be completed and signed off prior to game management decisions being finalized.

San Juan County will oppose any attempts to designate threatened or endangered plant habitat or animal species without local input to the planning and decision making process.

A schedule of relevant federal and state wildlife planning processes and projects will be available through the Public Land Use Committee and posted in the planning office in the county courthouse.

San Juan County Policy on Private and Public Land Ratios

San Juan County believes that the public land acreage currently owned and managed by Federal and State agencies is sufficient for the public interest. In fact the county is now 92% owned, controlled or in some way managed by Federal and State entities. The county also feels that the county has already contributed enough acreage to the National Parks System and areas of special designation. The county also supports a "no net loss of private" and no expansion of

National Parks position relative to federal-state property exchanges and transfers. The determination of “no net loss” should consider both acreage and value.

In respect to their “no net loss” objective the county feels that federal and state agencies involved in private-to-public ownership transactions should identify and make available for private purchase, an equivalent or greater amount of public land as a condition of the initial transaction. These lands, and the accompanying surface and subsurface resources, should be transferred to private ownership without use restrictions or clouded title.

The county also encourages state and federal agencies to privatize lands suitable for agriculture and road material.

The county feels that private property and private-property rights should be protected from federal, state and county encroachment and/or coerced acquisition.

Objective: County support for “no net increase” of public lands within San Juan County.....

Action/implementation:

-The county will review all proposed federal, state and private land acquisitions. This includes all private land acquisitions by special-interest groups and/or non-profit organizations if properties are to be turned over to government agencies following the initial acquisition.

-Solicit input from Utah Association of Counties, Southeastern Utah Association of Local Governments and any other interested party for support for the Counties recommendations on a case-by-case basis. Input from the County Commissioners will be forwarded to State and Local agencies and any other organizations as necessary.

The effort will also include:

-Gathering/preparing valid data relating to the impacts on the county if private acreage is decreased, e.g. loss of tax base, etc.

-Notifying interested county residents of current or proposed activities and soliciting their input when formulating county comments/responses.

-Reviewing federal and state private land acquisitions and/or public lands disposal proposals with respect to county interests.

-Identifying and prioritizing public lands and/or resources for future exchange or “disposal” if additional private lands are acquired by federal or state agencies.

San Juan County Policy on Private Land Use

San Juan County believes that residential, commercial, and industrial development on private land should be allowed to continue in a responsible manner and in locations that contribute to the economic and social well-being of County residents. The county will continually review and amend its existing ordinances dealing with zoning and subdivisions, as necessary, to accurately and adequately reflect the land use preferences of San Juan County residents.

San Juan County disagrees with the policy of private groups or corporations making money by buying tracts of private land and reselling to the state or federal governments at guaranteed profits. It further disagrees with taking these lands from the tax rolls of the county.

San Juan County Commissioners will address the following issues and propose the appropriate revisions and amendments to the existing County land-use ordinances and regulations:

- A county/community/tribal agreement to notify and discuss impacts of tribal and private land use development decisions.
- Adequate protection of private property rights.
- Coordinating efforts between planning entities and service providers.
- Implementing “pay your own way” cost-recovery strategies to help offset County-incurred service provision costs related to new development.

Coordinated Planning Efforts

San Juan County recognizes that land use decisions made by either themselves or other agencies with jurisdiction in the county will impact communities and Tribal Governments. Likewise, the decisions made by these entities impact the County. The County proposes that an agreement be drafted to require notification of planning decisions made by each entity and to provide an opportunity for comment. The intent of this agreement is to coordinate planning efforts in a proactive, cooperative manner. Through a county-wide effort, land-use decisions of Tribal Governments, communities and the county will complement rather than contradict each other.

Objective: San Juan County supports better cooperation between the County, Tribal Governments, and communities in land-use and development plans....

Objective: Adopt a County/community/Tribal agreement requiring notification of Tribal and Private land use development decisions.

Objective: The County will encourage and maintain improved cooperation and

coordination between planning entities and service providers...

Improved coordination between planning entities and service providers

San Juan County has identified the need to improve communication and coordination among planning entities and service providers. The County encourages developing an open forum wherein municipalities and service providers can discuss ways to address future growth and service availability issues.

Objective: The County Commission will identify cost recovery options and recommend revisions to the existing land use ordinances.

Financing New Development

The county supports orderly and responsible residential, commercial, industrial and recreational growth and feels that there are areas within the County suited to accommodate these types of development. However, the county is concerned about the ability to provide an adequate level of service as growth in the unincorporated areas of the county continues. It is the county's position that new development should be required to pay its own way.

The county will develop, adopt and implement the cost-recovery strategies necessary to cover the costs of providing services to new development.

San Juan County Policy on Economic Development

San Juan County has a rather diverse economy and employment profile. Agriculture, livestock grazing, oil and gas and some mining have provided the traditional economic base. More recently travel, tourism, outdoor recreation and the film industry have played a stronger role in the County economy.

Some of the most difficult issues for San Juan County to deal with in terms of industrial expansion is a small labor pool, inability to move goods and services in and out of the area and the isolated nature of the area.

There seems to be a strong ethic in the county to diversify economic opportunities to the greatest extent possible, however, there is also a strong attachment to the rural life style.

In February 1995 the San Juan Economic Development board completed a study titled, "Action Plan for Economic Development". Those goals, somewhat modified, are outlined in the following paragraphs:

Objective: Raise the average annual income in San Juan County to equal the average annual income in the State of Utah....

Desired Future Condition: Take advantage of every opportunity to decrease unemployment by developing additional employment opportunities and creating an environment conducive to small business development. Increase the number of higher paying employment opportunities. Some possibilities have been discussed above but could include, light industry (perhaps related to the computer industry), mining, etc..

Objective: Decrease the amount of retail leakage in San Juan County.....

Desired Future Condition: By increasing the number of local businesses and activating citizens, government and merchants in a buy at home policy (especially among community and government leaders, school district, county jail, etc.)

Objective: Increase the amount of money earned outside San Juan County which is spent within the county....

Desired Future Condition: By developing tourist attractions and activities, by assisting the coordination, cooperation and development of new and existing small businesses. Expanding the basic infrastructure to enable more retirees to settle in San Juan County. Promoting and supporting CEU-San Juan Campus and its development.

Objective: Plans for new and expanding businesses that will maintain the quality of life now enjoyed by local residents....

Desired Future Condition: Follow existing zoning laws and recommend creation of new zoning laws where necessary, to support new and expanding businesses that will meet the stated objective.

Objective: Expand current recreation opportunities to meet desired future conditions in goals in 1-4....

Desired Future Condition: Communities within San Juan County have recreational activities available to residents as well as tourists. These recreational opportunities capitalize on available private and public lands. Examples include but are not limited to tennis courts, swimming pools, golf courses, bike trails, historic trails and interpretive sites, cultural resources, etc.

While it is recognized that these things are not big money makers in and of themselves, they do provide part of the infrastructure necessary to court other desired businesses.

Objective: Expand current business infrastructure to meet desired future condition in goals 1-5.....

Desired Future Condition: Have in place an infrastructure to meet the desired future conditions of objectives 1-5. Examples include but are not limited: to water developments, public transportation, rental cars at airports, automatic teller machines, highway improvements,

electricity, sewer, housing etc.

In addition to those objectives above, San Juan County will have other goals and objectives that are important in strengthening county economic opportunities.

Objective: The County will continue to support business recruitment, expansion and retention....

Business recruitment, expansion and retention. The county feels that the majority of economic development efforts should focus on assisting existing businesses. It is the government's role to maintain an atmosphere that supports existing business, supports new business opportunities and generally fosters a business climate that allows new and existing businesses to grow and prosper. The county will continue to work with the State and other entities that are trying to make opportunities for business expansion in rural Utah counties.

The county will continue to support traditional economic pursuits such as agriculture, grazing, mining and oil and gas development. They will also support the expansion of the tourist industry.

Objective: The County will support "value added" agriculture....

Value-added agriculture

San Juan County produces a variety of high quality agricultural products such as wheat, pinto beans, safflower, etc. While value added agriculture is a somewhat new concept, it does appear to have a great deal of merit. San Juan County, through the extension programs offered by Utah State University will actively pursue opportunities and offer expertise for agriculture-related projects. This can best be facilitated by making sure interaction and information exchange and training resources are made available in a timely fashion.

Objective: Responsible natural resource use and development....

Natural resource use and development

San Juan County enjoys an abundance of natural resources including hardrock, hydrocarbon and other minerals. Historically, these resources have contributed significantly to the counties economic growth and development. Today's economy still depends on such development, however, uranium mining is almost non-existent, and the oil and gas assessed valuation has dropped significantly in the past few years.

One bright spot is the proposal of a large copper mine development in the Lisbon Valley area of San Juan County which proposes to employ about 100 people at peak production.

With respect to the mineral industry, the county will continue to support the growth and

development of these industries as opportunities present themselves and new technologies develop.

Specific County interests to protect, maintain and expand natural resource use and development include the following issues:

- Maintaining a strong multiple use management ethic on public lands.
- Preserving public access.
- Identifying existing and potential areas for development.

Objective: Maintain a positive image.....

County and community image

San Juan County strongly believes that “well kept” and “orderly” communities not only attract new businesses, but improve the business of existing establishments as well. Several efforts to beautify have already occurred in County communities. Hopefully these efforts will continue in the future.

While working with private interests, communities and government agencies and entities, the County will provide the following:

- Assistance, as feasible, in preparing grant applications and locating matching funds for community enhancement funds.
- Support for strategic renovation and revitalization efforts of downtown business.
- Incentive programs to encourage individual property owners to take responsibility and pride in their personal properties.
- Expansion of existing community based/sponsored cleanup and beautification activities to county wide efforts and activities.
- Support for communities to become involved in the Highway Enhancement Programs.
- Increased enforcement of County “nuisance” ordinances.

San Juan County Policy on Recreation and Tourism

San Juan County is rapidly becoming a destination center for recreation. Opportunities stem from the National Park, National Recreation Area and National Monuments in the County.

Edge of Cedars State Park, Dark Canyon Wilderness Area, Cedar Mesa, Grand Gulch and the San Juan River have focused a great deal of attention on backpacking and outdoor recreation. In addition, the La Sal and Blue Mountains offer opportunities for cross country skiing, hunting and fishing. The county offers both desert and mountain experiences in a relatively short travel distance.

The county views recreation and tourism as an additional economic opportunity. The County believes this opportunity may only be in its infant stage. The County will continue to assist the travel council in promoting the county's tourist industry.

San Juan County believes and encourages private sector development of recreational facilities and services. The county will also continue to support and work in partnership with agencies, entities and interest groups to promote recreation and tourism in San Juan County.

When evaluating recreational developments and investments, San Juan County will consider:

- The county's ability to provide essential services (law enforcement, emergency services, water and waste management and search and rescue).
- Impacts on traditional recreational uses.
- Anticipated economic costs and returns.

San Juan County Recreation and Tourism Preferences

The following objectives were identified as the San Juan County Recreation and Tourism priorities:

Objective: Conduct a farm/ranch recreational opportunity feasibility study. This would include studying the possibilities of having guide and outfitter operations associated with ranch operations.

It will require the full cooperation of the U.S. Forest Service, the Bureau of Land Management, State Lands and Forestry, and the Division of Wildlife resources to accomplish this task. This however, could be another example of value added agriculture.

Objective: Cultivating a recreation and tourism facility development and maintenance partnership with agencies and other interest groups.

Objective: Continue to support and expand the state park system in San Juan County to include Recapture Reservoir.

Objective: Compile a list of available local recreation and tourism services for use in Travel Council Publications.

Objective: Continue to improve all roads within the county system, including the road over the Blue Mountain to connect Monticello to Canyon lands National Park.

Objective: Work with the Forest Service to develop cross country skiing and biking opportunities in the County.

Objective: Work closely with the BLM to develop off road trails for ATV use as well as bikes.

Objective: Work closely with the BLM and National Park Service to provide, develop and/or upgrade camping opportunities in and around the National Parks, Monuments and Recreation Area.

It is San Juan County's desire that each entity work toward accomplishing this activity on lands they are responsible for managing. Some agency objectives will be in support to resolve another agencies problem.

San Juan County Policy on Water Resources

Water is considered the "life blood" of San Juan County. Any future development whether industrial, residential, recreational or agricultural will be determined by water quality and availability. San Juan County will protect this limited resource by promoting the efficient use and management of its water resources. Relative to this agenda, the county will take an active role in all relevant state, regional and local water resource management plans and decision making processes.

San Juan County has been an active participant in the development of Recapture Reservoir and Lloyds Lake. This was done through the Water Conservancy District. San Juan County will take an active role to ensure the interests of the County and its residents are adequately cared for with regard to water related issues.

The county encourages increased cooperation among those dealing with water related issues and water management and those making county impacting decisions.

San Juan County:

- Opposes the movement to nationalize or federally control water resources and water rights.
- Supports the State prior appropriation and beneficial use principles of water right allocation.

- Recognizes water rights as a private property right and feels that these rights can be owned separate from the land by individuals, partnerships, corporations, organized irrigation districts or non-profit corporations.
- Insists that all government agencies, private citizen groups, private citizens, corporations, partnerships and any other organized or unorganized entity must obey the current laws of the State and acknowledge the rules, by-laws, policies and/or articles of incorporation that have been established over many years of operation by water rights owners. Any non-owner entity must purchase, lease, trade, or borrow water rights using the accepted legal processes of water right acquisition as allowed by State law and water right owner procedures and policies. If someone wants in stream flows they should be required to purchase the water for that use under a fair-market system.

Objective: The County desires to maintain the current level of water quality....

Water quality

San Juan County desires to protect the quality of all of its water resources. The county supports responsible use and development of this resource and feels that all users should meet appropriate water quality testing standards.

Objective: The County encourages and supports the development of water management plans and facilities....

Objective: The County will strive to maintain access routes to existing reservoirs and work to protect access from being hampered by special designations.....

Water Management

The county wants to protect and enhance the quality and quantity of useable water by promoting and expanding the efficient management of water resources. The County supports the development, adoption and implementation of water storage and distribution plans by the water conservancy district, industrial users and municipalities.

The county further feels that access for maintenance of existing reservoirs should be maintained and that potential reservoir sites should be protected from wilderness designation or other special designations such as ACEC, or specific wild and scenic river designations.

Objective: The County believes mandates from Federal and State agencies should be funded by those agencies and tailored to fit local circumstances and need...

An example of this are State mandates associated with small dam testing can sometimes be more costly and more cumbersome than the cost of constructing the structure itself. Mandates

and expertise to conduct necessary testing should be done either by the State itself, or at least funded to the local entity having the requirement to do the testing.

In addition, the county feels water quality testing guidelines should be established by the state. The County also believes mandated water quality tests should be financed by the agency requiring the testing. At a minimum, the County feels that agencies should modify testing requirements to fit local necessity and circumstance.

Objective: The county will actively participate in all relevant local, regional, state and federal water management efforts....

To ensure that the County's water resource issues and interests are adequately heard and addressed, the County will actively participate in all pertinent discussions relating to water leasing and other water related issues of importance.

San Juan County Policy on Human and Community Services....

Objective: The County will continue their support for human and community service programs.....

San Juan County recognizes the need to provide adequate services for its elderly, young and disadvantaged resident populations. Existing programs within the county include a hospital, three medical clinics, a rest home, a food bank and three senior citizen centers. The county is committed to further addressing human and community service needs through encouraging self-sufficiency, personal responsibility and family assistance. The County discourages making public assistance a way of life and views government assistance through human service programs as the last alternative.

The County will continue to support the Southeastern Utah Association of Local Governments in their efforts to provide adequate human and community services so long as the county feels that the functions for which the agency was created is still valid.

The county will assist special interest groups and/or private interest groups, prepare human/community service grant applications and identify possible funding sources.

The county also encourages residents to take an active interest in community service projects and to participate in human and community service volunteer activities.

The County will lend strong support for educating individuals and developing technology such as telecommunications and various information services to assist the County into the next century.

San Juan County Policy on Education

San Juan County residents recognize the value and necessity of a solid public education system. The schools are widely spread throughout the county and include two high schools on the Navajo Reservation. The capital outlay to maintain the school system is tremendous.

San Juan County is also the home of College of Eastern Utah's San Juan Campus. This campus not only provides associate degrees, but also has applied technological programs for LPN's and RN's. There are also bachelors degrees offered through Weber State University and some post graduate courses offered through Utah State University.

San Juan County supports a strong academic program. The County also supports any efforts to retain quality teachers, provide on-going teacher training, improve classroom instruction, render challenging courses and increase post secondary and "honors" programs throughout the college.

Objective: Increase the public's understanding of education issues in the County.....

Increasing community awareness: The county will assist the San Juan County School District, where possible, in improving the public's understanding of educational issues. The county also supports the Parent/Teacher Association and other programs which serve to inform the public on educational matters.

Objective: Increase community involvement in public education activities and course development....

Increasing community involvement

The County feels that the education of our young people should be a joint school and community effort. The County supports the School District and educators in their efforts to increase community and parental involvement in student's lives through activities such as parent/teacher conferences, science fairs, back to school nights and sporting events.

The county also feels that students should learn more about national, state and local government functions and policies. To help facilitate this idea the county will provide county plans, ordinances and other related documents to individual teachers on request.

Objective: Continue to support the College of Eastern Utah's San Juan Campus.....

San Juan County is proud of the continuing expansion of the San Juan Campus and feels it is vitally important that local residents take advantage of the quality faculty, classes and facilities at the campus.

Issues

During public scoping meetings many ideas were expressed. A basic premise of the meetings was that all issues would be received without any attempt to determine whether they

were truly planning or not. The same is true about their listings in this document. The issues listed are *all* the issues that were identified in the scoping process. In practicality however, it is important to understand that many of the issues identified in this process are things that can be considered by the San Juan County Board of Commissioners immediately. Some of the issues relate to expressing county positions on various subject matters, such as the Utah Department of Transportations' consideration of additional traffic lanes because of increasing truck traffic on certain roads, or the need for improved signing, etc. Issues of this nature will be dealt with either immediately or as opportunities present themselves. There are some issues the county simply has no control over or in some cases will have to deal with conflicting desires, which may not be resolved to one side or the others agreement. However, all issues will be considered.

Monticello/Eastland - Issues

- * Roads
 - Develop Moki-Dugway road.
 - Update county maps to incorporate new roads.
 - Correlate county and agency road numbers.
 - Road numbering with type of useage.
- * The declining county tax base, need some replacement to current sources of income.
- * Eliminating zoning.
- * Protection of culture and historical industries.
- * Emergency Service Plan:
 - Search and rescue
 - Coordination with agencies
 - Public volunteers
 - Cut costs
- * Water resources
 - Storage
 - Accomodate population growth
 - Industry growth
- * Save as much water as possible for future use.
 - Damming of drainages
 - Leasing surplus
- * Review building codes.
 - Residential
 - Industrial
 - Proximity to cities
- * Waste Management.
 - Refuse on county roads
- * Landfill restrictions, personal vs. business.
- * Fire control organization.
 - Unnecessary fire control
 - Coordination with agencies
- * Control of noxious weeds

- * Review of subdivision ordinance
- * Revise fence laws (fence in vs. fence out)
- * Wildlife on private property
- * Possible road into and across the Needles District of Canyonlands National Park.
- * Wilderness designation.
- * Public transportation in and out of the county.
 - Bus
 - Rail
- * Promotion of scenic resources.
- * Need for information.
 - Data base
- * Expand long distance calling area to county wide.
- * Access to Internet.
 - County home page
- * Plan for increasing tourism.
- * Maintenance of roads and camping areas as use increases.
- * Maintain grazing fees at low level.
- * Protection of Constitutional rights.
 - Private property
 - Gun ownership
- * Generate revenue by jail expansion.
- * Law enforcement
 - Emergency preparation
 - Need for increased resources for handling all types of emergencies.
 - Try to obtain some SISK monies
- * Maintain adequate health care system.
- * State Land issues.
 - Explore the County's role when state service agencies consolidate.
 - Prevent consolidation
 - Develop the knowledge to make choices and have input.
- * Service to cities.
 - Snow removal
 - Deal with wildlife in city limits

Blanding: Issues -

- * More coordination between County land city:
 - . Similar zoning ordinances
 - . Building lot requirements (1.5 acres or more, Blanding-2.5 acres.)
- * Congruency or uniformness of zoning and planning.
- * Commercial corridors.

- * Preserve agricultural lands and open space.
- * Support for higher education in the county
 - . Facilities
 - . Curriculum
- * Use of technology to enhance services
 - . Medical facilities
 - . Library facilities
 - . County attractions on the Internet
- * Transportation
 - . Grid system master plan
 - . Verified rights-of-way
- * Facilities for transportation
 - . Goods
 - . People
 - . Overnight express items
- * Network of improved roads for tourists to view county scenery (overlooks)
- * Outreach programs to educate public on wise land use to balance tourism with cultural preservation
- * Ways to keep tourists in county longer than just passing through
- * Careful planning to avoid Moab-type situation
- * Shift paradigms in planning
- * Better relationship with Federal Agencies for local planning
- * Address how limited private lands will be developed
- * Encourage small communities to incorporate
- * Address diminishing county revenues and providing services to outlying areas
 - . Public safety
 - . Fire
 - . Roads
- * Cities identified as future major assets to the county tax base in light of diminishing natural resources
- * Get a bus system back in the county
- * Expansion of phone system into county wide local network
- * Expansion of water resources-address State leasing of water rights from Colorado River basin
- * County should have more say in use of water rights
- * Encourage State to use water lease monies to develop water facilities in the county
- * Protect local water rights
- * Explore opportunities for value added agriculture
- * Building code that requires access for fire protection (rural area problems)
- * Explore ground water capabilities in the county
- * Need for improvement relations between various cultures and ethnic groups in the county
- * Preservation of agricultural water needs
- * Enhancement of revolving loan fund

Bluff: Issues -

- * A need for a secondary water system for orchards and gardens. Water from the San Juan River could be used as a resource for secondary water. To do this both financial and technical assistance would be needed.
- * A method to provide for an information exchange between the communities to keep everyone informed on a county wide basis.
- * There is a need for an extended local phone calling area to reduce long distance charges to the county seat and local schools.
- * Development of a more stable economic base by attraction of light industry.
- * There is a need to provide a translator station/broadcast antenna for the area. This to increase the number of stations received, but also the quality of the signal.
- * There is a need to extend the Bluff elementary School to the 8th grade.
- * There is a need to focus more attention on tourism for Bluff. Perhaps more signing in the Monument Valley area, listing attractions, etc.
- * Increased awareness and communication to protect valuable (archaeological) sites. Also educate the public on protected areas.
- * County needs to develop a strategy and policy to protect valuable sites. This policy should encourage or direct visitors to hardened or protected sites.
- * Need to work at directing money flow to the area from surrounding states.
- * More input from the County (Commissioners) into management of archaeological sites.
- * The county needs to actively facilitate access to funding for planning on community and county basis.
- * Need to develop a uniform code for billboards.
- * Continued support for agriculture in the county. The idea being more farms mean fewer subdivisions.
- * The county needs to work with the Navajo Nation to promote rural industries.
- * Restructure county property tax to restrict farmland values.
- * Support a Bluff feasibility study on incorporation.
- * Gain an understanding of the water potential for the county.
- * Develop and protect anasazi sites that would draw tourists to the community of Bluff.
- * Need a study to determine what the appropriate geographic size of Bluff should be.
- * The community needs fire fighting training.
- * There is a need for shared technical assistance for infrastructure services.
- * Need to plan for growth within the bounds of resource capabilities.
- * Growth should be paid for by new developers and not those already in place.
- * The county needs to help facilitate property line overlaps.
- * There needs to be a stronger county commitment to rural health care.
- * There needs to be preservation of open space.

Spanish Valley: Issues -

- * The San Juan County Subdivision Ordinance is adequate.
- * Need to extend the sewer system from Grand County into the San Juan portion of Spanish Valley to protect the water resource.

- * Need to assess impact fees.
- * Septic tanks should continue to be a possibility for future subdivisions.
- * Improved Communication links between Grand County and San Juan County are in the process of being improved and should be an active part of any planning effort:
 - Fire
 - Law Enforcement
 - Emergency Management
- * Need to develop a road grid on all cross roads, access roads, etc.
- * Ken's Lake recreation area:
 - Law enforcement
 - Maintenance
 - Plan for possible failure
- * Commercial zoning along road corridors should be standardized between counties. San Juan Counties has a 1,000 foot setback while Grand County is 500 feet.
- * Need for a flood plain study.
- * Need for a management strategy for State Lands in Spanish Valley and improved cooperation from the Division of State Lands and Forestry.
- * Future need for schools in Spanish Valley.
- * Drainage planning
- * LeGrand Johnson facility:
 - Traffic flow problems.
 - Explore the possibility of opening the old highway.
- * Need more feeder roads to the highway.
- * There is a need to either expand the Grand County Fire District into San Juan County or create a new district.
- * Consider the possible annexation of Spanish Valley into Moab.
- * Consider private property rights in the decision making process.

LaSal: Issues -

- * The concern was expressed as to whether or not the aquifers that supply water for LaSal is adequate to provide for additional growth in LaSal.
- * In reference to the County Sub-division and Zoning Ordinance, there needs to be a balance struck between to restrictive and to little restriction. Definitions for restriction should be decided on by each community with assistance from the county.
- * The county and/or state should undertake a study to determine the limits of tolerance pertaining to waste water and septic systems.
- * The building inspector should inspect existing structures and facilities to make sure that they meet current codes.
- * Need to monitor and control excessive noise.
- * The county needs to adopt a policy or ordinance to deal with wild or unattended pets (dogs) in an around the LaSal community.
- * If the SUMMO mining permit is approved, the county and the permitting agencies should work together to assure some traffic control in the LaSal during shirft changes and other peak traffic periods.

- * With increased growth in the LaSal Community, there is a need for the county to step up police protection.
- * The county should study the road situation in proximity to LaSal to determine which roads need to be paved and help decide where roads should and should not be constructed in the future.
- * In reference to LaSal Junction the following is recommended:
 - LaSal Junction should be more adequately signed on both the north and south sides of US Highway 191.
 - The speed should be reduced on both the north and south sides of the junction.
 - It would be better served if the junction were properly lighted.
 - UDOT should study the possibility of realigning the junction back to the way it was.
- * The school zone, reducing speed limit concept should be reinstated by the school in LaSal.
- * There is a need for an adequate waste dumping facility in the community.
- * A study by the county should be undertaken concerning the feasibility of making LaSal a service district.
- * The possibility of acquiring new computers for the LaSal School should be looked at. (The SUMMO corporation should be considered a source)
- * There is a need for more adequate fire protection, which would include the training of volunteers.
- * There is a need for EMT training.
- * There is a need for the county to participate in developing guidelines and standards for use of the range resource.

Mexican Hat: Issues

- * Do not want to end up like Moab, need for local infrastructure
- * Need for volunteer fire department, need equipment like radios, necessary firefighting gear, and also training.
- * Recreation:
 - River needs to have some day use for the area between Mexican Hat Rock and Mexican Hat Townsite.
 - There needs to be some way to take care of trash left by boaters, BLM tries but sometimes it just wont work.
 - There is a need for other types of recreation, like bike trails, softball diamond, etc.
 - Dealing with human waste at the river takeout ramp.
- * Water
 - How to finance future projects.
 - Help to get engineering design for water treatment.
 - How to secure allocation from San Juan River.
- * Private land around Mexican Hat is a premium, there needs to be land made available for expansion.
- * There is a lack of medical facilities, what can be done to off-set the situation and could

the county provide EMT training and an ambulance.

* Who owns the old airstrip on U-261, could it be activated, or is there a chance that another strip could be developed.

* Will our opinions count in the county split proposal?

* Is there going to be an attempt to recycle at the landfill or at the transfer station?

* Need to get land for housing for the school district to construct homes on. Is a Recreation and Public Purposes lease/sale possible?

Resource Capabilities

Energy Mineral

San Juan County has had a long history of involvement in mineral and energy resources. Yet, over the past several years, these industries have generally declined in importance within the county, at least as far as employment and gross sales are concerned. The fact that the county does have important deposits of these resources, suggests that additional information regarding their economic potential be examined.

The county contains numerous energy resources including oil and gas, coal, oil impregnated rock, and the largest deposits of uranium in the State of Utah. Other metals which can be found with uranium include nickel, cobalt, manganese, arsenic, selenium, yttrium, and silver. Of these, vanadium, uranium, copper, radium and manganese have been extracted commercially. Other types of deposits of minerals or commercial materials in the San Juan Basin include copper, manganese, clay coal, construction materials, dimension stone, gold and silver, gypsum, iron, limestone, and semiprecious stones.

Oil and gas

San Juan's first discovery of oil occurred in 1907 with the development of a producing well at Mexican Hat. In 1954, oil was discovered in what became known as the Desert Creek Field, followed by a discovery in the Akah field in 1955. From that point oil was discovered in the Lisbon Field, then the Greater Aneth Field and so on.

Production of Crude Petroleum 1985-1991

Year	Millions of barrels
1985	41
1987	36
1988	30
1989	25
1990	23
1991	25

In 1965, the Utah Geological and Mineralogical Survey conducted an analysis of lands which were being looked at in relation to a trade between the Navajo Indian Reservation and other lands within Grand and San Juan Counties. With respect to oil, the study concluded that the “oil and gas potential” weighs in favor of government land, although there is oil and gas potential over all lands of both categories.

In 1978, an article in the Utah Oil, Gas, and Mining monthly production report suggests that there was good to excellent potential for finding more small to medium sized oil and gas finds in the Mississippian rock similar to the Lisbon field which produced barrels of oil and 321,770 million cubic feet of gas from 1962 through 1978.

Potential for oil and gas discovery and development in San Juan County

A study prepared by Utah Geological Survey and the Office of Energy and Resource Planning for the State of Utah in March of 1995 concluded that oil and gas may have the best potential of all mineral and energy resources in San Juan County for significant new discoveries and development and would have the greatest impact on the county. There are numerous petroleum plays that are productive or have the potential to be productive in the County. The Ismay/Desert Creek play is the most likely to have new discoveries. The play area covers approximately 2,800 square miles in the eastern part of the county. New discoveries are quite likely, but the new fields will probably be smaller, and more isolated than fields discovered in the past, such as Aneth and Ismay.

The Cane Creek fractured shale play is the second most likely to have discoveries. The play area covers approximately 1,600 square miles in northern San Juan County north of Monticello. The expected size of the discoveries is hard to predict since it depends on the size, number and distribution of fractures. However, horizontally-drilled Cane Creek wells to the north in Grand County are expected to produce between 400,000 and 1,000,000 barrels of per well.

There are a number of other plays which are productive at some fields in San Juan County but currently are with small areas. The likelihood of discoveries in these plays is considered moderate. These plays are in the Leadville Limestone, Paradox, Cutler and Hermosa Group, and the McCracken Sandstone Structure.

There is also a possibility for discovery of Precambrian-sourced oil in Precambrian and basal Cambrian sandstone in western San Juan County. However, no holes have been drilled to test this concept in the County. This play has the highest risk and lowest probability of being drilled, but it may have the **best possibility for a large discovery**. If the play concept is successful to the west in Kane and Garfield counties, the chance for exploration in San Juan County could be greatly increased.

(Specific information about production can be referenced in the study titled, “Mineral, Energy and Ground-Water Resources of San Juan County, Utah and their Economic Importance,” dated March 1995 by the Utah Geological Survey - on file with the Utah Geological Survey in Salt Lake City or the planning office in the San Juan County Courthouse.)

As part of the BLM's analysis of potential wilderness areas, the agency conducted an analysis of several potential wilderness sites in relation to petroleum and mineral potential. In the Fish Creek, Road and Mule Canyon study areas, the team concluded that these areas have moderate resource potential for the discovery of oil and gas. In the Dark Canyon Study, the potential for the discovery of oil and gas was considered to be low, except in the eastern part of the study area near the western limit of salt in the Pennsylvanian Paradox Formation. In the Grand Gulch area, the potential for oil and gas discovery was determined to be low to moderate.

In a 1984 study by Merrill he concluded that the potential for additional oil and gas discoveries in the Mississippian and older strata is good to very good in much of the Mississippian Formation, particularly that associated with the Redwall Limestone. He goes on to say that the limited number of wells that have tested the Redwall Formation in San Juan County makes the area very attractive to oil and gas exploration in the future when the economic conditions become better for the oil industry.

Uranium and vanadium

Uranium and vanadium occurring with copper, have been mined over the past century in San Juan County. The deposits are in three host rocks--the Permian Cutler formation, the Triassic Chinle formation, and the Jurassic Morrison formation.

Cutler hosted deposits: Fluvial sandstone and mudstone units within the upper part of the Permian Cutler formation contains copper, uranium and vanadium bearing minerals. Mines within these units are located in Lisbon Valley-Big Indian Wash region and in a north-south belt between Cane Creek and Indian Creek.

Chinle hosted deposits: Widely scattered uranium and vanadium deposits have been mined from fluvial sandstone within the Shinarump and Moss Back Members of the Tertiary Chinle formation. In southern and central San Juan County, the Shinarump member is the basal member of the Chinle Formation and rests on top of the lower Triassic Moenkopi formation. In northern and eastern San Juan County, the Moss Back member is the basal Chinle unit. It rests on the Moenkopi formation and locally, where the Moenkopi has been eroded, on sandstones of the Permian Cutler Formation.

In the Monument Valley (Arizona and Utah) and White Canyon districts, mines in the Shinarump member have yielded significant amounts of uranium and vanadium from localized channels cut into the underlying Moenkopi formation. Deposits in these districts range from less than 1,000 tons to over 500,000 tons with most deposits in the range of 5 to 10,000 tons. Uranium grades averaged about 0.25 to 0.30 percent U₃O₈ for both districts, but ores from Monument Valley were much richer in vanadium and lower in copper than those from White Canyon district. Uranium ores from White Canyon contained from 0.3 to 1.3 percent copper. The Shinarump-hosted deposits are generally linear to amoeba shaped and consist of closely spaced lenticular ore pods are generally concordant with bedding. Individual ore pods are from a few to several hundred feet long and from less than one foot to 12 feet thick.

In the Lisbon Valley area, some of the largest, high grade uranium-vanadium ore bodies in the country have been mined from fluvial sandstone units of the Moss Back member. Average grade of the mined ore was 0.37 percent U3O8 and 0.34 percent V2O5. The deposits are irregular, amoeba shaped masses concordant with the bedding of the host rocks.

Morrison hosted deposits: Numerous uranium and vanadium deposits are present in the Salt Wash Member of the Jurassic Morrison Formation in eastern San Juan County. Most mines and prospects occur in the drainages of Montezuma Canyon and LaSal Creek or along the edges of Mesas in Dry Valley where the favorable host unit is exposed.

Most of the ore has been mined from tabular bodies up to tens of thousands of tons. Roll shaped and convoluted ore bodies are typically smaller, up to several thousand tons. In San Juan County, the tabular ore bodies are from 2 to 10 feet thick, 10 to several hundred feet wide, and 50 to 600 feet long. Some of the larger ore bodies occur in the Paradox area along La Sal Creek. Ore grades average from 0.15 to 0.32 percent U3O8 and from 0.30 to over 1.50 percent V2O5. Ore bodies are commonly enriched in a variety of other metals including copper, lead, zinc, molybdenum and silver.

Past production: Uranium and vanadium ores have been mined in San Juan County since early 1900s. Vanadium is used today mainly for strengthening steel alloys. Cumulative production of uranium and vanadium from San Juan County as compiled from Chenoweth, Tamm and others, and from the Utah Geological Survey is summarized below.

District	lbs U3O8	lbs V2O5
Lisbon Valley Area	17,560,000	534,000
White Canyon District	11,069,000	216,000
Interriver, Cane Ck, Indian Ck	3,276,000	195,000
Paradox (LaSal) District	6,426,000	28,878,000
Dry Valley Area	1,525,000	12,662,000
Montezuma Canyon	88,000	775,000
Monument Valley District	323,000	533,000
Cottonwood Wash Area	896,000	5,664,000
Bluff-Butler Wash	53,000	-----
Abajo Area	7,000	1,000
Total	103,223,000	49,458,000

In late 1993, the Utah Department of Natural Resources, Division of Oil, Gas, and Mining recorded seven active "notices of intent to explore" permits for uranium and vanadium in San Juan County. The State Division of Oil Gas and Mining listed three small uranium/vanadium mines with active mining permits and lists no regular mines with active permits. For uranium/vanadium mines, fifteen regular mines and nine small mines had permits under suspension.

At a market price of \$10.00 per pound of concentrates, uranium requirements of U.S utilities are now met by low cost domestic producers and foreign imports. From the late 1980's until 1990, a stronger vanadium market encouraged production from a number of mines in the Morrison Formation. Since 1990, the vanadium market has softened and mining has been suspended at most operations. Much higher prices for uranium and vanadium will be required for the uranium/vanadium mining industry in the County to be viable.

Metallic resources

There are reported occurrences of gold, copper and manganese in San Juan County. With the exception of the copper deposits along the Lisbon Valley fault, the occurrences of metallic resources have proven to be too small to be of economic value. In addition, lead, zinc, molybdenum, copper and several other metals are found associated with sedimentary hosted uranium and vanadium deposits. With the exception of copper, all of these metals occur in quantities too small to be considered even as by-products of uranium and vanadium mining.

At the present time SUMMO Corporation is in the process of permitting a copper mine in the Lisbon Valley area, near the old Keystone Wallace properties, which will at full production employ approximately 100 people. The Bureau of Land Management is in the process of evaluating SUMMO's plan of operation.

Other metallic resource information can be referenced in the Utah Geological Study for San Juan County dated March 1995.

Coal:

There is a fairly large bed of coal that underlays the eastern sector of San Juan County. The deposits, while relatively shallow, are low BTU with high sulphur content. The coal is not of much commercial potential at the present time.

Limestone:

Commercially valuable quantities of limestone deposits are located north of the San Juan River between Bluff and Mexican Hat. Over the years there has been some interest in mining these deposits. This Honaker Trail formation consists of marine limestone and interbedded shale, siltstone, and fine-grained sandstone. The limestone near Mexican Hat is about four feet thick, assays 92.1 percent CaCO₂, and is strip minable.

Industrial rock and mineral resources:

The industrial rock and mineral potential of San Juan County is difficult to evaluate because of the lack of industrial mineral studies done for the area. San Juan County has not been well examined because of a small local demand for industrial minerals and export potential is limited by the lack of a railroad. This situation could change, commodity use patterns change

constantly and the entrepreneurial ability of mineral producers can lead to development of niche markets.

Construction materials for local use are the primary industrial mineral commodities produced in San Juan County. The commodities include sand, gravel, bentonite and crushed limestone. Small amounts of ornamental stones and semiprecious gemstones have also been produced in the county. Specific information on where and what is available in the Mineral Study compiled for San Juan County by the Utah Geological Survey dated March, 1995.

Vegetation

This chapter of the plan will in no attempt to list individual plant species. It will concentrate on listing the broad vegetal types located on public lands within the county. The first section will address the higher lands generally managed by the U.S. Forest Service, then down to the lower vegetal types managed by the Bureau of Land Management and the National Park Service.

Alpine:

The alpine vegetation type occupies a very small percentage of the Forest. It is characterized by grasses, grasslike forbs, low shrubs and poorly formed trees. Alpine vegetation provides a unique opportunity for scenic viewing particularly during the early summer when wild flowers are in bloom. The most important factors controlling the distribution and growth of alpine plants are available soil moisture and production of viable seed. Wildlife habitat provided by this type supports elk and mule deer. Pika are unique to the alpine and subalpine types.

Treatments which modify alpine vegetation are avoided because the short growing season and harsh climatic conditions make this vegetation type very slow to recover. Alpine vegetation will perpetuate itself unless there is a severe ground disturbance.

Douglas Fir (Conifer):

Douglas fir generally occurs with ponderosa pine or aspen and occupies a larger portion of the Forest, but is more important than its relative area implies. It typically occurs on steep, north-facing slopes at lower elevations, and is frequently the only conifer vegetation in a large area. On south-facing slopes, Douglas-fir occurs sparsely on rocky ridges, steep hillsides, and canyon slopes.

Douglas fir is long lived which is valuable for watershed protection, wildlife habitat diversity, scenic quality and cover on big game winter range. This type has not been harvested in the past resulting in mature and over-mature stands.

Douglas-fir is a climax species that reproduces from seed. Without treatment, stands mature and die, but perpetuate the Douglas-fir type.

Subalpine Forb Grassland:

Grass and forb vegetation types occupy a much larger percent of the Forest and are interspersed with other vegetation types. In the subalpine type, they are extensive and rarely interspersed with aspen and spruce-fir types. Most grasslands support, or are capable of supporting, numerous kinds of perennial grasses and forbs. Herbage production on mountain grasslands occasionally exceeds 3,000 pounds per acre, however yields of 1,000 to 2,000 pounds per acre are more common.

The forage produced in the grass and forb vegetation type is available for both wildlife and domestic livestock. The open nature of these vegetation types provide a great deal of scenic variety. Management is typically directed at increasing forage while maintaining visual quality.

Englemann Spruce/subalpine Fir (Conifer):

Englemann spruce and subalpine vegetative type occurs at mid to high elevations and represents the climax on the majority of the sites it occupies. This type usually occupies moist sites. Spruce can grow to over 300 years and fir to 250 years. They naturally occur in single age stands, but can occur in multi-story stands as a result of timber harvest or insect infestation. Its dense forest growth and layered appearance provides outstanding scenic views. It is also valued for wildlife habitat, watershed protection and the production of wood products.

About 60% of the type is over mature. As the spruce and fir types mature, the trees become susceptible to insect and disease infestations. A balance of structural stages is needed to enhance Forest health and vigor.

Aspen:

The aspen vegetation type typically occurs at the low and mid elevations interspersed with grasslands, meadows, spruce-fir and ponderosa pine types. It may climax at the middle of its elevational range. Aspen stands are typically mature to over mature with high disease and mortality levels.

Aspen is important to visual quality. Aspen color, form and texture contribute to the character in many ways. These include edge contrast between aspen and conifer stands, aspen islands in large meadows, and massive textural blocks. Color is a dominant element in all distance zones contrasting with surrounding coniferous vegetation, nonforest areas, bare rock, water and sky. The color change between seasons often attracts many visitors.

Grasslands and associated aspen ranges often furnish a large part of the forage for livestock grazing on the forest.

Aspen ecosystems are important for wildlife. Deer and elk use aspen under six feet in height for forage. They use taller stands for thermal and hiding cover. Aspen sprouts above

snow cover are critical to winter diet in some areas.

Aspen regenerates almost exclusively through root sprouting.

Recently, there has been increasing interest in aspen for saw timber, wafer board, particle board, and fuel wood.

Ponderosa Pine:

Ponderosa pine is located between 7,000 and 9,000 feet, either in pure stands or associated with aspen and oak brush. Ponderosa Pine reproduces by seed. Natural regeneration requires the combination of a good seed crop, favorable seedbed conditions, and ample moisture in the spring following seed fall to assure germination and seedling survival.

Historically, low intensity wildfires burned through ponderosa pine stands at frequent intervals. These fires had little effect on pole size or larger trees because of their thick bark. These fires prevented duff accumulation and kept competing vegetation in check, thus maintaining seedbed conditions favorable to ponderosa pine.

Ponderosa pine is important for timber production, livestock grazing and wildlife habitat. Elk calving occurs in this type at lower elevations.

Ponderosa pine is considered a climax species on many of the sites on which it occurs, particularly near the center of the elevational range.

Mountain Brush:

This vegetation type is dominated by one or more of the following species: service berry, rabbit brush, snobbery, four-wing saltbush, cliff rose, prunus species and mountain-mahogany. The primary value of the type is for wildlife habitat and monastic sheep range. It has particular importance when used as big-game winter range. There is a significant imbalance in the structural stages with most of the type in intermediate and late stages. Without disturbances such as fire or chaining, it will maintain itself in the mature stages, or become decadent and be replaced.

Pinyon-Juniper:

Pinyon-Juniper is a widespread scrub woodland type generally occupying lower elevations on the forest. The pinyon-juniper type occurs on the driest sites on the forest and is the least productive type. Vegetation is characterized by small size and low growth rate. It provides forage for wildlife, and livestock, adds scenic variety to the landscape in addition to furnishing products such as fuelwood, posts, and Christmas trees. It is an important cover on big-game winter ranges. Most of the type is estimated to be in the intermediate and late structural stages which reflects the lack of recent natural disturbance. As a result of successional

change, pinyon-juniper often expands into sage-grass sites, they also tend to lose their under story.

Sagebrush:

This vegetation type normally occurs on relatively dry sites at all elevations. Owing to climatic conditions, it is most common to lower elevations. Sagebrush can be an invader species that may eventually take over other sites. It provides a scenic desert-like landscape and forage for big game and occasionally for livestock. Most of this type is in intermediate and late structural stage. Prescribed burning and mechanical or chemical treatment are used to treat this type when necessary to convert to other types.

Oakbrush:

This type commonly occurs with vegetative types from ponderosa pine down to desert shrubs. At its lower elevation range, it is frequently associated with pinyon-juniper. At its upper limit it is often interspersed with aspen, Douglas-fir, or ponderosa pine.

This type provides watershed protection, retards snowmelt, provides browse for wildlife and domestic stock, and is a popular fuelwood species. Gambel oak is capable of reaching tree size on some sites. The savannah type under story provides quality forage for wildlife and livestock. Currently, the majority of the Gambel oak type is estimated to be in an early seral stage.

Riparian:

The riparian type occupies about one percent of the forest and occurs in areas with year round high water tables. This type occurs at all vegetative transitional zones, consequently, most of the vegetation types on the forest are represented in riparian areas. The riparian area often includes willow, cottonwood and alder. These areas are typically located adjacent to streams and around springs, lakes, or bogs. While small in total area, they represent delicate, very important habitat for wildlife and fish. About 86% of the wildlife on the forest are dependent on this vegetative type for a significant portion of their habitat. Normally, lush riparian vegetation serves as a sediment trap and improves quality of water runoff. Desirable forage production is high, and these areas are an important part of grazing allotments. The riparian type also provides visual diversity and some timber management potential. Riparian areas are important for recreation, as campgrounds are often built nearby and dispersed activities are popular.

These areas are delicate and protection and maintenance are needed, or the areas may steadily decline.

Noxious weeds and poisonous plants:

Noxious weeds occur at all elevations throughout the county, and their control is important.

Poisonous range plants are one of the major causes of livestock loss on open range lands. Two species, tall larkspur and low larkspur have caused about 90% of the total loss.

It is important to the long range health of rangeland located in the county that both Federal and State agencies continue support for the eradication of noxious weeds with both financial and technical support for existing programs.

Lower vegetation zones:

These vegetation zones are generally thought of as those lower lands managed by the Bureau of Land Management and National Park Service.

Vegetation is classified in four broad zones. These zones are pinyon-juniper, saltbush, sagebrush and blackbrush. The zones are generally determined by a change in elevation, soils and precipitation.

These broad zones can be further divided into 14 vegetation associations. **(See table 1).** Poisonous and noxious plants are present throughout the area, but generally do not occur in concentrations that are a significant threat to livestock.

Ecological unique areas include some of the isolated mesa tops scattered throughout the area. These areas could be considered relict areas, since inaccessibility limits or precludes livestock and wildlife grazing.

Hanging gardens along seeps in canyons contain unique species confined to limited habitats.

Five plant species occurring in the area are considered sensitive. This means that they either are being considered for threatened or endangered status or may be considered for such status pending further investigation. These species are:

Astragalus cronquistii
Astragalus monumentalis
Erigeron kachinensis
Eriogonum calvellatum
Eriogonum humivangans

Other:

Most or much of the private lands in San Juan County either fall into the categories of plant species or zone described above or are lands used for agricultural purposes.

Primary agricultural crops in the county are wheat, pinto beans, safflower and alfalfa. The vast majority of the farming in the county is dry land, however the area south of Blanding is

under sprinkler irrigation.

The elevations for most crop lands is between 5,500 and 6,500 feet.

Recreation/Tourism:

San Juan County is known for its beauty and diversity. It offers colorful slickrock canyons and deserts, ancient Anasazi ruins, unbelievable geological formations, Lake Powell, beautiful mountains, creeks and lakes, as well as three major rivers. All of these features are usually within a two hour drive. Quality of life is an extremely important component in this county's economic development and one not readily measured. Many area residents choose not to leave the county or return to the county after time elsewhere. Others move to the county because of the low population density and its related social factors as well as for the surroundings. The county ranks first in Utah for its high percentage of minority people. The remote location of San Juan County is seen by some as an asset and by others as a liability.

Many individuals in the county are of pioneer heritage, devoutly religious, and very independent. This independence can be seen as both an asset and a challenge. Sometimes this independence is viewed as community apathy regarding economic development. It also affects whether individuals needing help are able to seek the support they need. On the other hand, such independence can be the glue that keeps the communities together.

ASSETS

Strong community spirit
Multiple cultures
Independent/self-reliant
Existing businesses
Open space/uncrowded
Outdoor recreation
Senior citizen centers
Clean air and water
Community centers
Two airports

CHALLENGES

Rivalry between communities
Prejudice and Poverty
Independent/self-reliant
Lack of shopping opportunities
Isolation and remote location
Insufficient recreation infrastructure
Lack of variety in activities for seniors
Limited water resources
Limited budget and activities
Lack of public transportation

Although tourism is viewed as a way to achieve economic stability, skeptics wonder about its value. Most employment opportunities occur in the sales and service sectors where wage and skill levels are low and part time work is typical. According to the Overall Economic Development Plan prepared by the Southeastern Utah Association of Governments (SEUAOG), both tourism and basic industry can and must co-exist to attain and sustain economic stability. According to Rural Utah Tourism publication, April 1992, "...as tourism grows and matures, an increasing percentage of jobs are created in other sectors, such as construction, transportation, finance, and government. A tourism economy can, in fact, provide a decent living for workers in a wide range of occupations, such as carpenters, guides and outfitters, plumbers, electricians, doctors, nurses, restaurants and motel owners, pilots, law enforcement personnel, truck drivers,

bankers real estate salesman, auto mechanics and others.” Studies indicate that for a \$200 purchase of goods and services made by a tourist, \$100 will remain in the local community. Of that amount, \$55 is again spent locally. Another \$22 (of the \$55) will be cycled through the local community, providing a total of \$177 of local income for the tourists \$100 local purchase. This cycle continues, with some portion of local expenditures remaining in the community.

Tourists have been coming to the county for many years and records kept by the National Park Service, the Multi-Agency Visitor Center, and others clearly show that the long-term trend in visitation is up. Accordingly, lodging is available in several of the county’s communities. San Juan County in turn benefits from collection of transient room taxes through these establishments. However, most of the funds collected are spent on promotion of tourism or on facilities for tourists. The costs to the county for providing water, waste disposal, emergency medical facilities, and public safety are not funded by these taxes. On the other hand, the funds provide the County economic development board with the ability, through periodic grants, to promote off-season events and bring tourists into the county during the slower months.

While the county does have some developed recreation, most takes place on public lands managed by the National Park Service, Bureau of Land Management, and U.S. Forest Service. Additional recreation takes place on the Navajo Reservation and in Tribal Parks. Most recreation occurring on public land is somewhat seasonal in terms of those either pursuing water sports on one of the rivers running through the county, on Lake Powell in a house boat, swimming or fishing or water skiing or perhaps backpacking one of the many available canyons in the area. Other short duration activities include big game hunting, cross country skiing, snowmobiling and rock climbing.

Currently there are few nightly programs, movies and other entertainment available for visitors. Tourists have expressed dissatisfaction over this lack of opportunity. Some cite it as a reason for lodging elsewhere. Many tourists desire alcoholic beverages with their meals and find the difficulty of obtaining these drinks a drawback to staying in the county. The only state-authorized liquor store in San Juan County is located in Monticello. In 1994 five restaurants in the county were licensed to serve liquor. As of January 1995, one bar was operating in the county.

Listed below are some of the strengths and challenges facing expansion of the recreation and tourism industries:

<u>ASSETS</u>	<u>CHALLENGES</u>
Many job in the service sector	Low wages, seasonal jobs
Visitation trends are up	Limited basic services
Known parks and monuments	Nearing visitor capacity
6 hole golf course in Blanding	Needs expansion and upgrades
9 hole golf course in Monticello	Needs expansion
Recapture Reservoir	Lacks sanitation facilities
Four Corners Cultural Center	Limited promotion

Lodging and RV Parks	Limited nightlife for visitors
Restaurants	No alcoholic beverages available
Snowmobiling on Blue Mtns	Steep slopes, no marked trails
Cross-country skiing	No groomed or marked trails
Direction and mileage signs	Inadequate signs at junctions
Reservoirs stocked with fish	No access for disabled people

One additional problem is that all of the concessionaires using the National Parks and Monuments in the county are based somewhere other than in San Juan County. While the County has very little control, and certainly the National Park Service has no obligation, a concessionaire based in the county would certainly be a positive public relations step.

Wildlife:

Wildlife in the traditional big game hunting and more recently in the sense of watchable wildlife is both a source of recreation and economic opportunity for San Juan County.

Generally, the species most thought of in terms of hunting and watching in San Juan County are deer, elk and desert bighorn sheep. Deer and elk are the most beneficial species in terms of economic benefits locally. This may or may not continue in the future if attitudes change from a hunting to a watchable wildlife.

Private lands provide for much of the habitat for wildlife on both winter and summer ranges. These same lands also provide an economic opportunity in terms of providing quality hunting opportunities for the hunting public. In fact, the greatest opportunity for quality mule deer and elk are probably on private lands located within San Juan County at the present time.

Information relating to actual hunting statistics for individual species and hunting units can be found in **Appendix A**.

Soil/Air/Water:

These topics will be discussed in the same chapter beginning with soil, perhaps more accurately termed soil classification for San Juan County. Because of the nature and extent of information provided in the various soil surveys which have been conducted for San Juan County, specific soil characteristics and information is available in the Planning Office in the San Juan County Courthouse.

The first soil survey area is known as the **San Juan Area**. See page S-1. The area lies north of the San Juan River and covers 351,227 acres, less than 10 percent of the total county acreage. The survey extends from 8 miles south of Blanding to 12 miles north of Monticello and is used primarily for dry farming and ranching.

The physiography, relief and drainage consists mostly of dissected canyons formed by the tributaries of the Colorado and San Juan Rivers and includes an extensive table known as Sage Plain. The elevation of the area ranges from 5,000 feet above sea level to over 7,000 feet. The climate is mainly dry, subhumid continental. The seasons are well defined and there is a wide range in daily temperatures. The precipitation ranges from 12.7 inches in Blanding to 16.2 inches in Monticello. Blanding generally receives 3-4 inches of moisture in the form of snowfall, whereas Monticello receives an average of 6-8 inches of snowfall. Winter and summer are the two heaviest precipitation periods. Winds are strongest during the spring and early summer.

Temperatures are mild in the summer in Monticello and Blanding with the lower summer temperatures occurring in Monticello. Average daily temperatures range from 26 degrees Fahrenheit (F) in February to over 70 degrees F in July at Blanding, compared to a low of 24 degrees F in January to 68 degrees F in July in Monticello.

The average growing season at Monticello is 129 days, whereas the average length of the growing season at Blanding is 147 days. In any given year, the length of the growing season may vary considerably from these averages.

Soils which are conducive to agriculture, both dryland and irrigated, include the Abajo loam, the Monticello very fine sandy loam, the Monticello-Hovenweep complex. These soils are suited to cultivation, though success depends on temperature and moisture. If fallowed during the summer, they are best used for winter wheat. When moisture is available, a row crop can be produced often followed by small grain.

Other soils in the area are less capable of production by inhibitors imposed by climatic factors.

The next group of soils fall within the **Canyon lands Area**. See page S-2. The northern portion of San Juan County is primarily public lands administered by the BLM, the USFS, or the Park Service. State lands are intermixed with federal and private lands, the private lands primarily being in the Spanish Valley area, LaSal area, and east of the LaSal Mountains.

Extraction and processing uranium, oil, gas and potash have been major industries in the area. Vast areas of rangeland are used for livestock grazing, while smaller areas are used as irrigated cropland, producing alfalfa hay and orchard crops. Drawn by the natural wonders, numerous tourists also visit the survey area annually.

The area consists of entrenched red rock canyon systems, nearly level benches and mesas, high snow-capped mountains, and anticlines of sedimentary rock. Nearly one-fourth of the area is exposed bedrock, mostly sandstone.

The physiography, relief and drainage of the area have several distinct features including deep canyons, canyon walls of alternating erosion-resistant benches and highly erodible slopes,

and broad benches that dip at a low angle to the northeast. The LaSal Mountains include three mountain masses around which the adjoining areas are sharply upturned. The major drainage in the area is the Colorado River, which is fed by the Green and Dolores Rivers. This river and its tributaries flow through deep, narrow canyons. Most of the drainage ways are intermittent. Runoff from intense thunderstorms often produce flash floods in dry washes and canyon floors. Several small perennial streams originate in the LaSal and Abajo mountains and drain into the Colorado River. However, most of these streams have been diverted for irrigation, leaving downstream areas dry in the summer.

Elevations range from less than 4,000 feet on the canyon floors to nearly 13,000 feet at the peaks of the LaSal Mountains. The canyons have steep walls that vary from a few hundred feet to 2,000 feet high or more separated by miles of nearly level benches.

Soil, surface and ground water, natural vegetation, oil, natural gas, uranium, gold, silver, copper, potash, and scenic beauty are the major natural resources of this area. Soil is the most widely used natural resource in the area. During summer, surface runoff from the LaSal Mountains is used to irrigate crops such as alfalfa, small grain, corn and orchards. The arid canyon floors and lower benches support sparse natural vegetation that provides limited livestock grazing, whereas the production of forage is much higher on the high mesas and mountainsides. Mineral extraction has gone on for decades in this area and will probably continue in the future. The scenic value provided by the natural rock formations, the rivers flowing through the deep canyons, and the snowcapped mountains attract thousands of visitors to the survey area each year.

The majority of the plateau is at an elevation of 5,000 to 7,500 feet and is dissected by numerous deep canyons that terminate at the Colorado River. The LaSal Mountains rise with peaks in excess of 12,000 feet. This range in elevation and rugged topography produce variations in the climate of the survey area.

The annual precipitation ranges from less than 8 inches to more than 30 inches. Most of the winter precipitation is produced by frontal storms that approach the area from the west. Most of the summer moisture is deposited by thunderstorms as air from the Gulf of Mexico moves across the area from the south and southeast or as moisture is brought into the area from the Pacific Ocean. Closed low-pressure systems account for significant amounts of moisture in most years. The precipitation in October through April varies from less than 6 inches to more than 20 inches. The precipitation in May through September, the growing season for most crops, ranges from about 3 inches to more than 10 inches. Generally, more precipitation occurs during the latter half of the growing season than the first half. Most of this precipitation comes from thunderstorms, which sometimes produce flash floods in stream beds that are normally dry. Average annual snowfall is about 20 to 70 inches on the plateau, 10 inches along the Colorado River, and 80 to 100 inches in the LaSal Mountains. Temperatures of the Plateau vary markedly with the topography. The annual mean temperature ranges from 44 to 56 degrees F. The warmest month is July, with the average maximum temperature of 82 to 99 degrees F. January is the coldest month, with an average minimum temperature of 11 to 31 degrees F.

The length of the growing season decreases almost linearly with increases in elevation. It ranges from more than about 160 days along the Colorado River to less than 20 days at the tops of the LaSal Mountains. Pan evaporation in the area ranges from 42 to 61 inches during the May through October period.

In conclusion, the survey area is used as rangeland, woodland, wildlife habitat and recreation areas. Small areas are used as cropland and urban land. The diverse elevation, relief and climate strongly influence the major land uses.

The next classification is the **San Juan Central Area**. See page S-3. This survey area is bound on the west by Lake Powell, on the east by Dolores and Montezuma Counties in Colorado, on the south by the Navajo Indian Reservation and the San Juan River, and the north by the Manti-LaSal National Forest.

The survey areas represent about 1,654,319 acres, or about 2,585 square miles, in San Juan County. The communities of Mexican Hat and Bluff serve as trading centers, as do Blanding and Monticello just outside the survey area. Halls Crossing and Hite have recreational facilities and marinas on Lake Powell. Major access routes are U.S. Highway 163, State Highways 95, 262, 263. The survey area includes Natural Bridges National Monument, Goosenecks State Park, and portions of Glen Canyon National Recreation Area. It has many areas of scenic beauty and archaeological and paleontological interest. Recreation is also one of the most prevalent uses of the area. Elevations range from about 3,700 feet along Lake Powell to 8,900 feet on the Woodenshoe Buttes adjacent to the Manti-LaSal National Forest.

The principal drainage ways in the eastern part of the survey area are Montezuma Creek, Recapture Creek, Cottonwood Creek, Butler Wash, and Comb Wash. All flow south into the San Juan River. The major drainage ways in the western part of the survey area are Grand Gulch, which flows into the southwest into the San Juan River, and Red Canyon and White Canyon which flow to the northwest into Lake Powell. All stream channels are intermittent along most of their length during late summer and fall.

Most of the survey area is used as rangeland. Some areas of dryland farming are on high mesas near Blanding, on Cedar Mesa and on Deer Flat. Irrigated cropland is along the San Juan river at Bluff and along Montezuma Creek.

Summers are hot, especially at the lower elevations, and the winters are cold. Precipitation is normally light at the lower elevations throughout the year. At the higher elevations, precipitation is much greater and snow accumulates at considerable depths. The temperatures in winter average 30 degrees F and the average daily minimum temperature is 19 degrees F. In summer, the average temperature is 70 degrees F and the average daily maximum temperature is 87 degrees F. The total average annual precipitation is about 12 inches with about 5 inches of which falls in April through September. In 2 years out of 10 the rainfall in April through September is less than 3 inches. Thunderstorms occur on about 33 days per year. The

average seasonal snowfall is about 42 inches and the greatest depth at any one time during the period is 27 inches. The sun shines about 75 percent of the time.

The principal irrigated crops grown in the survey area are alfalfa, small grain, and pasture plants, but grapes, cantaloupes, watermelons, peaches, pears, and apples can also be grown. The main management concerns are the hazard of wind erosion, the rapid rate of water intake, and limited water capacity. The principal non-irrigated crops are pinto beans and winter wheat, though dryland alfalfa and spring wheat are also grown.

The major managements needs on the cropland and pasture land in the area are a system of crop rotation and measures that control erosion. Planting dryland alfalfa or winter wheat or establishing a permanent cover of grasses helps to control sheet, rill and gully erosion on the steeper slopes. Leaving crop residue on or near the surface conserves moisture and helps to maintain tilth and control erosion. Summer fallow, reduced or limited tillage, or no-till cropping also helps to control wind and water erosion and conserves moisture.

In areas that have similar climate and topography, differences in the kind and amount of vegetation produced on rangeland are closely related to the type of soil. Effective management is based on the relationship between soils and vegetation and water.

The fourth soil survey is the **Navajo Indian Reservation**. See page S-4. This survey was made in the part of San Juan County which is totally contained in the Navajo Indian Reservation in San Juan County Utah. Through most of the area the northern boundary is the San Juan River. The western boundary is the Colorado river and the eastern boundary is Colorado. The reservation extends south into Arizona and New Mexico. The area surveyed includes approximately 1,336,000 acres or 25 percent of San Juan County. The Navajo Indian Reservation consists of parts of four different states and is the largest reservation in the United States. Originally from a region in north-central Canada, the Navajo entered the southwest in the 15th century, and the survey area in late 16th or early 17th century. The early economy was based on crops (squash, beans, and maize) and animals killed with devices available at the time. The survey area became an official part of the Navajo Reservation in March of 1933.

Except for oil and gas production in the Aneth Basin oil field and related industrial complex near Aneth, the survey area supports little industry. Income is derived largely from the sale of wool, sheep goats, and to a smaller extent, cattle. This income supplements that earned from other sources.

In terms of climate the survey area forms a significant portion of the lower San Juan drainage. Most of the region is a series of high plateaus, nearly 5,000 feet in elevation. Most of the moisture received in this area originates in the Gulf of Mexico, though some moisture is received from the Pacific Coast as well. The wettest period is late in September and October, with the storms coming primarily from the Pacific Coast. The average rainfall is less than 10 inches a year except for the upper elevations of Navajo Mountain and precipitation amounts vary widely. Most of the moisture comes in the winter and fall months an average of less 12 inches of

snowfall falls annually.

Winters are cold and summer temperatures are hot. Average daily high temperatures for most of the survey area are 69 degrees F, but range from a high of 96 degrees in July to a low of 39 degrees in January. Low temperatures average 41 degrees, but can range from a high of 65 degrees to a low of 16 degrees. Humidity is generally low and evaporation is high. The average length of growing season ranges from less than 140 days to over 200 days.

Most of the area is used for livestock grazing and wildlife habitat. There are severe limitations on any sort of crop production. While some range management practices may improve the productivity of these lands, they will continue to serve primarily as areas for grazing, wildlife habitat and watershed.

Groundwater:

As has been mentioned elsewhere in this report, groundwater recharge areas for much of San Juan County are mostly at high elevations, where precipitation is greatest, such as the LaSal Mountains, Abajo Mountain, Navajo Mountain, Elk Ridge and Sage Plain. Total capacity follows the order of listing above. In these high areas most groundwater recharge occurs only during cool or cold weather periods as evaporation and transpiration effectively eliminate recharge at other times of the year. The only other significant recharge that occurs is that associated with water flow down streambeds when flooded.

Movement of underground water in the San Juan area can be summarized as follows: First, the water moves from Sage Plain and the Abajo Mountains southerly toward the Blanding Basin. Second, from Sage Plain northerly toward Deer Valley, Utah and the Dolores River in Colorado. Third, northwesterly and southeasterly from the LaSal Mountains. Fourth, toward the deeper canyons of the Colorado and San Juan rivers from Elk ridge and the Monument Upwarp. Finally, northerly from Arizona toward the Blanding Basin in the east and toward the San Juan and Colorado rivers in the west.

Groundwater is impacted by a number of factors including climate, natural vegetation, and activities, surface streams, topography and evaporation. The county is generally considered arid or semiarid, with limited precipitation occurring. As noted elsewhere in this report, the majority of moisture is received in late summer or early fall and late spring or early summer. Given the heat that occurs in lower valleys, there is little opportunity for recharge to occur and most of it occurs in the mountains. There are no large streams in the area. Not counting the two major rivers, many of the smaller streams flow intermittently throughout the year.

Surface streams provide a source of recharge to existing aquifers. Streams carry their largest volume in the spring months as mountain snows melt. During spring, the sheer volume of runoff also helps to dilute dissolved solids, this improving water quality.

Locations of seeps and springs are a function of the county's topography. Water typically

moves laterally through an aquifer down a slight gradient, until it meets a cliff, steep walled canyon, or some other type break. Many springs run year-round in the county, through not at a very high rate.

Evaporation has a large impact on underground water recharge. In the San Juan area, most of the water flows evaporate during the summer months, even large flood-type flows. Hence, little recharge occurs.

Water quality is usually determined or classified according to the level of dissolved solids it contains. Ground and surface water flow by or through material, which allows mineral matter to become dissolved. The usual measurement of quality is the level of salt or salinity. Water with fewer than 1,000 ppm of total dissolved solids is generally considered to be fresh. Water with as much as 3,000 ppm tds is considered only slightly saline. As concentrations increase, the classification changes from slightly saline to moderately saline to very saline to briny. The briny classification contains more than 35,000 ppm tds. There are other ways in which water can be classified as well. Because so much of this area is underlain by salt deposits, the water is more likely to dissolve those salts as it passes through them for recharge. Hence, water quality is an important consideration in San Juan County.

Generally, upper sources of streams have a low concentration of dissolved solids, primarily because it has yet to travel over any materials which contain high solids.

Normally, water quality is the best north and west of Monticello, up toward the LaSal Mountains. Total dissolved solids generally are only in the 10-100 ppm range but deteriorate as one moves away from the mountains toward the rivers or plateaus. Since water quality is influenced to a significant degree by the formation it must pass through, a brief mention of those formations is listed below. More detailed discussions of the formations can be found in shelf information on file in the San Juan County planning office, or from the Soil Conservation Office in Monticello.

- Alluvium
- Diorite Porphyry
- Mancos Shale
- Dakota-Burro Canyon Formation
- Morrison Formation
- Bluff Sandstone
- Summerville Formation
- Entrada Sandstone
- Carmel Formation
- Navajo Sandstone
- Kayenta Formation
- Wingate Sandstone
- Chinle Formation
- Moenkopie Formation

Cutler Formation
Rico Formation

There are several aquifers in the county.

First is the **Cutler Group - P and C Aquifers**. The P Aquifer is present throughout most of the county. It consists of permeable beds in undifferentiated Cutler Group, mostly in the northeastern part of the county, but also on the Cedar Mesa Sandstone of the Cutler Group.

The water is generally fresh where the aquifers are at shallow depths but becomes increasingly saline with depth, particularly in the southeastern part of the county where it is classified as moderate to briny. The P and C aquifers are the main bedrock aquifers in central San Juan County and can be relatively thin with high yields.

The **M Aquifer** consists of the Bluff sandstone, the Salt Wash, Recapture and Westwater Canyon members of the Morrison Formation. The M aquifer has a total thickness of about 400 feet near the Utah-Arizona line. Wells from this aquifer generally produce from 6 to 19 gallons per minute.

Water in the M aquifer is commonly fresh to moderately saline, Salinity increases with depth and distance from surface recharge areas.

The **N Aquifer** consists of the Wingate Sandstone, the Kayenta Formation, the Navajo Sandstone, the Carmel Formation and the Entrada Sandstone, except south of the San Juan River where the Entrada Sandstone is not considered to be part of the N aquifer. The N aquifer is the main source of domestic and livestock water in San Juan County. Well yields ranging from 5 to 170 gallons per minute have been reported for the Navajo Sandstone portion of the N aquifer.

Water in this aquifer is commonly fresh to moderately saline but near Aneth, where the aquifer is at its greatest depth, the aquifer contains very saline to briny, sodium chloride type water. The N aquifer is one of the two main bedrock aquifers in eastern San Juan County and is generally the most prolific producer of all the aquifers in San Juan County.

The **D aquifer** consists of the Burro Canyon Formation and the Dakota Sandstone. This aquifer is one of the two main bedrock aquifers in eastern San Juan County. It is used extensively in the Monticello area. Groundwater in this aquifer is generally under water-table conditions but where the aquifer is overlain by the Mancos Shale or low-permeability unconsolidated deposits, groundwater may be under confined conditions. The aquifer has been tapped by numerous wells and is a common target for water-well drillers because of its shallow depth. Well yields range from 3 to 36 gallons per minute. The aquifer commonly contains fresh, calcium bicarbonate or calcium-magnesium-bicarbonate type water.

Finally, there is some **Potential unconsolidated aquifers**. These aquifers consist of unconsolidated wind blown silt and sand, stream alluvium, alluvial fan deposits, etc. The

unconsolidated sediments are generally mixtures of gravel, sand, silt, and clay and exhibit varying degrees of stratification and sorting.

Water rights: Water in Utah falls under the “first in time, first in right” or the prior appropriation doctrine. Hence, water rights are viewed as an important and valuable property in Utah. Specific information for water rights can be found in the San Juan County planner’s office.

Economic Opportunities

The early recorded history of San Juan County suggests that the major industry in the County was livestock production. Many large cattle operations grazed thousands of head of livestock throughout the county. Sometime later farming became more prominent. While mining and oil and gas production has been a significant part of the county's economic base for many years, by comparison to grazing, it is relatively new. Most recently travel, tourism, and outdoor recreation have become a significant part of San Juan County's economic base.

Because of the lack of water, cheap transportation, and a limited labor pool, the opportunity for other than light, non-polluting type industry such as electronic or cyberspace manufacturing is somewhat self limiting.

One area that is being exploited at the present time is retirement communities for those between the ages of 55 to 80. The area does have a range of climates, is relatively crime free and has an abundance of natural beauty. Some are even exploring the idea of having a "reverse" snow-bird setting, where people come to spend the late spring, summer and early fall weather in a more moderate climate.

Economic opportunity is tied to the local resource base and the interests and strengths of the local population. In order to provide a viable base to any local economy, it is generally thought best to work toward the development of a diversified economic and business base.

An example of reasons for diversification is criticism of the mining industry. While the jobs pay relatively high wages, they provide employment only for a short time. That hypothesis was tested as part of the study for San Juan County by Utah State University. It was determined that while mining might have a slightly higher risk of job loss initially, there were few differences just a few weeks after employment. The sector with the highest risk of job loss was that of local government. Finance, related sectors, and state government sectors were the least risky.

There are always trade-offs between economic developments because resources are scarce. Given the nature of development, one will have to come at the expense of another, at least once sufficient size has been achieved to utilize existing resources. In the context of San Juan County, tourist development may negatively impact the livestock or mining industries and vice versa. It is important to understand the nature of those trade-offs as much as possible during a development strategy.

The following is a brief description of how some of the major industries impact the economy of San Juan County.

Mineral Production:

Not looking at the past, but rather at the existing situation, and perhaps taking a peek at the future.

Uranium and vanadium production are not being explored because the market in the recent past has been at an all time low. Mining at the present time, and into the foreseeable future will continue to be non-existent.

One area that is worth mentioning in this area is the potential for copper. At this writing a company is looking into the possibility of a large copper mine in the Lisbon Valley area of San Juan County which would employ about 100 people at its peak production phase.

Perhaps, the only viable mining in the county at the present time is the potash mine in the northern part of the county. To increase potash revenues by \$1,000,000.00 would require the sale of nearly 8,000 metric tons of potash. Commercial production at the present time is low, and any increase in production would probably require additional construction of a processing facility. If the potash were to be shipped out for processing, much of the economic multiplier effect would be lost.

In an analysis done by Utah State University it suggests that an additional 8,000 metric tons would generate \$1,000,000.00 in revenue, which would stimulate 6 additional jobs and an added population of 17 people. That would provide \$142,000.00 in added goods and services traded beyond the \$1,000,000.00 in potash sales.

One can make the argument, however, that much of the revenue generated and the additional jobs and population very well may be generated in Grand County, since most of the resource is located in the northern part of the county.

Oil and Gas:

An increase in the petroleum revenues by \$1,000,000.00 would require the sale of an additional 7,000 barrels of oil. This would mean that the existing production would have to be increased by less than one-hundredth of one percent. This would stimulate only 3.5 more jobs and add another 10 people to the population. A total of only \$36,100.00 in goods and services would be traded above the increase in sales.

It can also be argued that because Utah and San Juan County does not have the basic infrastructure to deal with oil and gas (Production and pipeline servicing companies), a higher leakage potential exists, because many oil field workers live in Colorado or New Mexico. What that would mean is that the \$36,100.00 factor for goods and services could be even lower, as well as the projected population increase.

In association with oil and gas activity, perhaps an oil field servicing company or a small refinery could be looked at as a possibility for a future county opportunity.

Livestock Grazing:

To generate an additional \$1,000,000.00 in the agricultural sector of the economy would require the sale of approximately 2,250 additional calves, assuming that each calf sold for around \$440.00. This would require a relatively small increase from the present number of mother cows in the county.

The USU analysis suggests that the sale of an additional 2,250 calves would provide an additional 35 jobs and generate an additional \$569,500 in goods and services traded above the value of the calves sold. The analysis further suggests that of the 35 new jobs created 27 would be directly related to agriculture, 3 would be created in retail trade, and 5 jobs would be in various other areas such as health care.

The possibility exists that perhaps the expansion of an existing or creating a new meat processing plant, or a specialty plant for making beef jerky or similar products could be considered. This latter proposal could be considered a value added scenario for an existing processing plant.

With regard to agriculture, a published report from the Federal Reserve Bank of Kansas City, states "Counties with bright futures include those with economic trade centers, remote scenic areas, or plants to process farm products. On the other hand, more traditional farm towns and other remote corners of the district appear to face bleaker prospects. As agriculture has moved to bigger farms, its links with local rural economies have weakened. Also, a rise in the industrialization of agriculture has continued to weaken connections to rural communities. Agriculture will remain important to the rural economy of the region, but its economic impact is much different than in the past. And federal support to agriculture is certain to shrink in coming years (the 1995 Farm Bill is not yet finalized). Shaping the outlook for the rural economy will fall to the public regions and business leaders who must choose an economic development strategy that might boost the outlook. Strategies that appear to hold the most promise include adding value to the abundant herds and harvests, expanding the rural service industry by tapping new technologies to overcome the remoteness of many district communities, and pooling development resources to capture economies of scale." Emphasis added.

Recreation/Tourism:

An increase of \$1,000,000.00 in tourism expenditures would require the addition of approximately 16,600 visitor days to the county each year or about 46-50 more visitors per day, assuming an average daily expenditure of \$60.00 per day. This would represent a significant increase in visitor days.

The USU analysis further suggests that if an additional 16,000 to 17,000 visitor days were spent, an additional \$127,200 in goods and services would be traded in excess of the \$1,000,000.00 brought into the local economy by the visitors. This increase in visitation would

create about 41 new jobs and increase the county population by 119. In the case of tourism 3 new jobs would be created in the retail trade sector and 2 jobs in health care and social services.

This replaces the wildlife section found on page 58 of the existing draft master plan.

Wildlife:

Wildlife and wildlife related recreation plays a significant role in the San Juan County Economy. For this reason the County Commission contacted the Director of the Utah Division of Wildlife Resources to commission a study relating to the economic potential for wildlife resources in San Juan County. The purpose of the study was two fold: first, to estimate the present economic value of wildlife in the county, and second, to estimate the potential economic value if land management in the county was maximized to benefit a particular wildlife species. In addition, the purpose of the estimate of potential economic value is to provide county residents with a few ideas on how to generate new revenue. The economic analysis provides a simple expenditure related approach to this issue. The results of the study represent an estimate of the responses of wildlife populations to certain management actions and, based on current values, the predicted economic value of those populations.

The numbers represent what *may* be achievable through intensive management, *but it should be noted that what is expressed here is not the goal of either the Division of Wildlife Resources or San Juan County, but is being presented for comparison purposes only.*

It should not be surprising to County residents that wildlife plays a strong role in our economy. Considerable revenue is generated during hunting seasons, which is important to motels, restaurants, grocery stores, sporting goods stores and gas stations. In recent years, several land owners have implemented Posted Hunting Units (PHU's) and have received significant revenue from charging access fees. Conversely, big game foraging on private lands can reduce revenue from farming and ranching operations.

Revenue generated from wildlife related activities come from numerous sources. The U.S. Fish and Wildlife Service (1993) estimated the economic value of wildlife related recreation by state using three broad categories. Trip related, expenditures include food and lodging, transportation and other trip costs. Equipment expenditures include firearms, ammunition, fishing poles, lures, camping equipment, etc. Other related expenditures include magazines, membership dues, contributions, land leases, access fees, licenses, tags and permits.

Individual Species:

Mule Deer: Three Deer Herd Units are found in San Juan County. Herd unit 33 includes the LaSal Mountains. About half of the unit is found in San Juan County. Harvest and population results were multiplied by 0.5 to estimate results in the county. Revenue generated on the LaSal Mountains mainly benefits Moab, although some expenditures are made in the town of LaSal and further south in the county. Deer Herd Unit 35 encompasses the Abajo Mountains.

The communities of Monticello and Blanding benefit from expenditures made by hunters on this unit, many of whom are nonresident. Deer Herd Unit 36 is on Elk Ridge. This unit has been a limited entry unit since 1984 in order to provide a quality hunt.

Deer population responses for each unit were projected using a population model developed by the Division of Wildlife Resources. Current harvest for each unit was used to estimate current population levels and economic values. Potential harvest and economic value were based on population goals for each herd unit. The harvest objective for the LaSal Unit is 1200 bucks, with 600 of those in San Juan County. The harvest objective for the Abajo Mountains is 1400 bucks with 1113 taken in 1994. The harvest objective for Elk Ridge is 400. These population values should be achievable, and result in an average harvest 3200 deer in the county within 10 years.

Estimated economic value was derived using a value of \$62.00 per hunter day, as determined in the 1991 National Survey of Fishing, Hunting and Wildlife Associated Recreation. Hunter days expended in archery, rifle and muzzle loader permits were estimated to have a value of \$5000.00

The current harvest of deer in San Juan County is about 1800 deer with an estimated value of \$1,315,000 based on 1991 figures. If population objectives are achieved, San Juan County will support a harvest of 3200 deer in about nine years. The estimated value of this harvest is more than \$1,900,000.00. About 11% of this value is from Posted Hunting Unit access fees. This is one area that could be expanded in the county. Greater number of PHU permits could be available if landowners in Eastland and other areas would create posted hunting units. If fall forage, i.e., alfalfa could be set aside for wintering deer in some areas, greater numbers of permits may be possible. Mule deer populations may also benefit from changing the season of use on some critical deer winter ranges to spring. Another possible revenue source is leasing private land for hunting to hunting clubs.

Rocky Mountain Elk: Elk have been hunted on the LaSal Mountains since 1967, when 10 limited entry bull permits were issued. The unit has been open bull since 1970, when 242 hunters harvested 53 bulls. Eleven hundred seventy four hunters harvested 306 elk on the unit in 1993. Approximately one half of the unit is in San Juan County. The current population objective for the unit is to maintain a wintering population of 1800 elk.

The San Juan elk population is a new herd which was established in 1989 with a transplant of 150 animals to supplement a small existing population. Hunting on the unit began in 1991, when 5 limited entry permits were authorized. Forty one hunters also hunted east of Highway 191. Eleven limited entry permits have been authorized per year since 1992. The area east of Highway 191 was added to the unit in 1995, which limited hunters in the unit to the number of limited entry permits. The current population objective for the unit is to increase to a wintering population objective for the unit to increase to a wintering population of 1000 elk west of Highway 191, and to stabilize the population 200 to 250 wintering elk east of Highway 191.

For purposes of this study, land management design was changed on both units, to maximize the number of elk. This does not represent Utah Division of Wildlife Resources goals or objectives for these units, but is simply a method to determine how many elk could exist in the county and the potential economic return.

While the amount of winter range is the limiting factor for many elk populations, the amount of summer range was determined to be the limiting factor for the LaSals. A total of 11,204 AUMS were allocated for cattle on the LaSal's in 1995 on federal, state and private lands, using 1.9 multiplier conversion factors translated these numbers to 21,287 elk unit months, which then converts to 2421 elk, given only half the LaSal range is in San Juan County, the number of elk for the county would be approximately 1210 critters.

A population model was run using 1994 harvest figures to estimate the economic value of present and potential elk hunts. This model projected that under an open bull hunting strategy with no antler less permits, the population could support a stabilized harvest of about 260 bulls after 14 years in the county. However, this would result in a postseason bull:cow ratio of 9:100. At that point, antler less permits could be issued, and stabilized at a harvest of 200 cows per year within two years. The bull:cow ratio would improve to 11:100. The model projected that bulls taken in PHU's could increase from 20 to 40 in 12 years.

Economic value of projected allowable elk harvest was estimated using data from the 1995 Utah Big Game Annual Report and value estimates from the 1991 National Survey of Fishing, Hunting and Wildlife Associated Recreation. The assumptions of the model used were \$62.00 spent per hunter day; yearling/open bull hunting success of 15% and 2.6 days afield/hunter; 80% success for limited entry and PHU hunters; and 75% success for antler less permits and 4.1 hunter days afield/hunter. This model showed a present value of over \$337,203.00. The elk hunt was projected to generate more than \$1,850,000.00 to the county within 19 years. The actual value may be higher, as the \$62.00 spent per hunter day was based on 1991 values.

The Division of Wildlife does not recommend a population objective of 6,000 elk on Elk Ridge. This economic model simply predicts what may be possible if land management on the unit was maximized to benefit elk.

Other hunted wildlife: Wild Turkey hunting may offer the greatest opportunity for expansion in the County. Rio Grande turkeys have been released in riparian areas in recent years. Meriam Turkeys are also found on the Abajo's and Elk Ridge.

Cougar hunting has seen increased activity in the county in recent years. Revenue is generated to the county through harvest permits, pursuit permits and guide fees.

Bear Hunting has increased in the past few years.

Desert bighorn sheep hunting has been allowed in the county on a regulated basis since

1967. While sheep are numbers a down at the present time, the Division plans to work for the reestablishment of the North and South San Juan herds. Significant revenue was also generated from guiding which averaged \$5000.00 per hunt.

Pronghorn antelope were reintroduced into the county in 1970. The first hunt was allowed in 1971. The high number of permits was issued in 1975, which was 30, and only 3-6 permits have been issued in the last few years. There is some potential revenue that could be developed on private lands east of Highway 191.

Wildlife viewing opportunities: With a rich bio diversity of wildlife in the county, many opportunities exist to develop guided wildlife viewing opportunities.

Fishing: Although very arid with few lakes and streams, fishing is an important outdoor recreational activity in San Juan County. More than 5270 days were expended fishing in the county in 1990. This data does not include Lake Powell nor Kens Lake. Recapture Reservoir and Monticello Lake received the most pressure. Based on a value of \$55.00 per angle day this generated more than \$289,000.00 in revenue.

By generating several management actions to improve fisheries, or at least diversify fishing opportunities it is anticipated that \$425,000.00 in revenue could be generated.

SUMMARY: Based on this analysis, more than \$2,000,000.00 is generated from wildlife related activities in the county annually. Changes in management could result in more than \$4,500,000.00 being generated. However, there is probably a mixture of management activities that could be implemented to maximize revenue generated from wildlife and other land management actions that would be more realistic and acceptable to county residents. When attempting to decide what revenue generating opportunities to pursue in conjunction with wildlife, the Utah Division of Wildlife Resources expertise should be considered along with other successful guide and outfitters and private land owners who have had profitable experiences in this regard.

Specific information can be found on the charts and tables in Appendix A&B.

**Economic Trade-offs between resource capabilities,
economic opportunities and identified community desires.**

As has been stated above, economic development is tied to the local resource base and the interests and strengths of the local population. In order to provide a viable base to any local economy, it is generally best to work toward the development of a diversified economic and business base.

In the past grazing, mining, oil and gas production and other agricultural pursuits have provided economic stability for San Juan County. It is becoming increasingly clear that the future will bring, at least to some degree, a shift in where our economic future might be found.

San Juan County's economic base has been and will continue to be tied to the land. Most of the land (approximately 92%) is controlled and managed by either federal or state agencies, and is subject to the laws, rules and regulations passed by either the Congress of the United States or Utah State Government.

In the immediate future public land grazing and private land agriculture should continue to play a significant role in the local economy. It is predictable, however, that public land grazing will cost significantly more in terms of per AUM cost. Also, more land may be taken out of the grazing pool due to increased competition for the land base from recreational, wilderness, and other special designations and pursuits. To help alleviate this potential problem, San Juan County will work with public land management agencies to more fully develop the vegetative potential of the areas outside those congressionally mandated withdrawals.

It is doubtful that the Utah State University generated scenario about the increase in livestock numbers will come about in the foreseeable future.

Perhaps one opportunity, not discussed above or in the Utah State Study, is that of back grounding calves. Back grounding is the idea of taking younger weaned calves that are not quite ready for the feedlot, and using a relatively cheap feed source, finish the calves until they are ready to be sold to feedlots to be finished for final slaughter or processing.

To make this happen several amenities should be in place. One, you need a ready availability of calves and a relatively cheap source of feed. Two, an inexpensive land base from which to operate and a water source. Last, but not least is a market for the animals once they are ready to be shipped. There seems to be an opportunity for this type of operation in San Juan County, especially in the lower more moderate climates.

Another agricultural opportunity may be to develop meat processing plants, and animal by-product processing plants.

Unless there is a significant shift in attitude toward nuclear power generation, or another market for uranium is found, the industry will continue dormant.

In terms of economic wildlife pursuits, most issues can be incorporated into recreation and tourism. One area, however, that should be looked at more closely is the guide and outfitter and private land wildlife opportunities. These can certainly be part of a value added agricultural pursuit.

The impacts of tourism is generally thought to be positive because tourism and recreation related industry is considered to be labor intensive, i.e. it employs a large number of people. In order to generate an additional \$1,000,000.00 in gross sales related to tourism, an additional 50 persons would per day would have to visit the area. This would provide a net increase of 40 jobs, which is higher than for any of the other scenarios examined, and would generate an

additional \$11,000 in gross sales. Hence, while tourism does provide for more jobs than many other sectors, it does not generate as much ancillary income and economic activity.

Many jobs in the recreation and tourism industry, are seasonal or are service related jobs that pay little more than minimum wage. This is not to be interpreted as unimportant to the local economy. In many cases these jobs provide second family incomes or summer jobs for local college students.

In terms of economic potential that needs to be further explored are such things as value added agriculture. This can be in terms of seeking opportunities for such things as providing private land timber harvesting, guide and outfitter services in conjunction with public and private land, hunting, camping or just sightseeing.

Information for specific trade-off between economic sectors can be found in **Appendix B.**

Amended Resolution No. 2008-01

A RESOLUTION TO UPDATE DEMOGRAPHIC AND RESOURCE INFORMATION WITHIN THE SAN JUAN COUNTY GENERAL PLAN AS WELL AS A RESOLUTION TO AMEND THE PUBLIC LANDS SECTION OF THAT PLAN TO CLARIFY LONGSTANDING POLICIES FOR THAT GEOGRAPHIC REGION OF SAN JUAN COUNTY DESCRIBED BELOW AND HEREINAFTER REFERRED TO AS THE “PUBLIC LANDS REGION.”

WHEREAS, San Juan County has a general plan adopted pursuant to Utah Code containing policies for the appropriate use of private and public land within the county; and

WHEREAS, San Juan County desires to supplement its general plan to clarify long-standing policies specific to certain geographic regions of the county as the need arises; and

WHEREAS, San Juan County desires to update its general plan to clarify long-standing policies specific to certain resources within the county as the need arises; and

WHEREAS, San Juan County desires to update specific demographic information within its general plan as the need arises; and

WHEREAS, the San Juan County Public Lands Planner has recommended certain amendments associated with lands in the Public Lands region of the county; and

WHEREAS, the San Juan County Planning Commission has reviewed and concurs with the recommendation of the Public Land Use Planner;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY LEGISLATIVE BODY OF SAN JUAN COUNTY, UTAH, THAT: THE SAN JUAN COUNTY GENERAL PLAN BE AMENDED BY UPDATING INFORMATION WITHIN THE PLAN AND INSERTING THE ATTACHED AT THE END OF THE PUBLIC LANDS SECTION OF THAT PLAN.

PASSED, ADOPTED, AND APPROVED by the Board of San Juan County Commissioners this ___14th_____ day of ___January_____, 2008, by the following vote:

Those voting Aye: Adams, Maryboy and Stevens

Those voting nay: none

Absent: none

Board of San Juan County Commissioners

_____/s/ Bruce B.Adams_____
Bruce B. Adams, Chairman

ATTEST:

_____/s/ Norman Johnson_____
Norman Johnson, County Clerk/Auditor

CLARIFICATION OF SAN JUAN COUNTY'S ONGOING PLAN FOR MANAGING CERTAIN LANDS IN THE PUBLIC LANDS REGION OF THE COUNTY

SECTION 1. Subject Lands.

This plan clarification applies to those certain areas of land in San Juan County which the United States Forest Service has identified in the Manti-La Sal planning process as roadless.

This plan clarification also applies to the following described river segments which the U.S. Forest Service has designated as eligible wild and scenic river segments, listed according to purported name and location:

Hammond Canyon, located in part or all of	T35S R19E T35S R20E T35S R21E T36S R19E T36S R20E
Upper Dark Canyon, located in part or all of	T34S R18E T34S R19E T35S R18E T35S R19S T35S R20E T36S R19E
Lower Dark Canyon, located in part or all of	T33S R18E T33S R19E T34S R17E T34S R18E T34S R19E T35S R18E T36S R18E
Allen and Chippean Canyons, located in part or all of	T34S R20E T34S R21E T34S R22E T35S R21E
Mill Creek Canyon located in part or all of	T26S R24E T27S R23E

T27S R24E

This plan clarification also applies to all those certain areas of land in San Juan County which the United States Bureau of Land Management (“BLM”) addressed in its so-called 1999 Wilderness Inventory Report, sometimes referenced as BLM wilderness inventory areas or WIA’s, the following areas of which are listed by purported name and location as follows:

Shafer Canyon, located in part or all of	T26S R20E T27S R20E
Gooseneck	T27S R20E
Hunter’s Canyon, located in part or all of	T26S R21E T27S R21E
Behind The Rocks, located in part or all of	T26S R21E T26S R22E T27S R21E T27S R22E
Demon’s Playground, located in part or all of	T28S R20E
Hatch Wash, located in part or all of	T28S R21E T28S R22E T29S R22E
Indian Creek, located in part of all of	T28S R20E T29S R20E T29.5S R20E T30S R20E
Harts’s Point, located in part or all of	T30S R21E T29.5S R22E T30S R22E T30S R23E T31S R22E
Bridger Jack, located in part or all of	T30S R20E T30S R21E T30.5S R20E T31S R20E

	T31S R21E T32S R20E T32S R21E
Butler Wash, located in part or all of	T31S R17E T31S R18E T32S R17E T32S R18E T32S R19E T33S R18E T33S R19E
Dark Canyon, located in part or all of	T31S R17E T31S R17E T33S R16E T33S R17E T33S R18E T33S R19E T34S R16E T34S R17E T34S R18E
Fort Knocker, located in part or all of	T34S R14E T34S R15E T34S R16E
Sheep Canyon, located in part or all of	T34S R15E T34S R16E
Gravel and Long, located in part or all of	T34S R15E T35S R15E T34S R16E T35S R16E T36S R16E T34S R17E T35S R17E
Cheesebox, located in part or all of	T35S R16E T35S R17E T36S R16E T36S R17E T36S R18E

	T37S R17E T37S R18E
Harmony Flat, located in part or all of	T36S R18E T37S R17E T37S R18E
Squaw and Papoose Canyons, located in part or all of	T36S R26E T37S R26E
Cross Canyon, located in part or all of	T38S R26E
Mancos Mesa, located in part or all of	T38S R12E T38S R13E T38S R14E T38S R15E T38S R16E
Nokai Dome, located in part or all of	T38S R12E T39S R11E T39S R12E T39S R13E T39S R14E T39S R15E T40S R11E T40S R12E T40S R13E T40S R14E T40S R15E
Grand Gulch, located in part or all of	T37S R18E T38S R15E T38S R16E T38S R17E T38S R18E T39S R14E T39S R15E T39S R16E T39S R17E T39S R18E T40S R14E T40S R15E

T40S R16E
T40S R17E
T41S R17E
T41S R18E

Fish and Owl Creeks, located in part or all of

T37S R18E
T37S R19E
T37S R20E
T38S R18E
T38S R19E
T38S R20E
T38S R21E
T39S R20E
T39S R21E
T40S R20E
T40S R21E

Road Canyon, located in part or all of

T38S R18E
T38S R19E
T39S R18E
T39S R19E
T40S R18E
T40S R19E
T41S R18E
T41S R19E

Combridge, located in part or all of

T38S R20E
T38S R21E
T39S R20E
T39S R21E
T40S R20E
T40S R21E
T41S R20E

San Juan River, located in part or all of

T41S R19E
T41S R20E

This plan clarification also applies to all other areas of land located in any townships and ranges of San Juan County, which an organization by the name of the Utah Wilderness Coalition (“UWC”) has purported to include in its so-called “Citizen’s Proposal for Wilderness in Utah” for their so-called San Juan, Canyonlands Basin, and Moab/La Sal Regions, according to the

map thereof set forth in the UWC internet web site, address [http://www.protectwildutah.org/proposal /index](http://www.protectwildutah.org/proposal/index), as it exists on September 1, 2007, including the following UWC labeled areas not already included in the above-referenced WIA's:

Horsethief Point, located in part or all of: T26S R28E
T26S R19E
T27S TR8E
T27S R19E

Dead Horse Cliffs, located in part or all of: T26S R19E
T26S R20E
T27S R19E
T27S R20E

Hunter's Canyon, located in part or all of: T26S R21E
T27S R21E

Behind the Rocks, located in part or all of: T27S R21E
T27S R22E
T27S R23E

Mill Creek, located in part or all of: T27S R23E

Gooseneck, located in part or all of: T27S R20E
T27S R21E
T28S R20E
T28S R21E

Hatch/Lockhart/Hart, located in part or all of: T27S R20E
T27S R21E
T28S R20E
T28S R21E
T29S R20E
T29S R21E
T29S R22E
T30S R20E
T30S R21E
T30S R22E
T30S R23E
T31S R21E
T31S R22E

	T31S R23E T32S R22E
Hatch Wash, located in part or all of:	T27S R21E T27S R22E T28S R21E T28S R22E T28S R23E T29S R21E T29S R22E T29S R23E
Indian Creek, located in part or all of:	T28S R20E T28S R21E T29S R20E T29S R21E T29S R22E T30S R20E T30S R21E
Coyote Wash, located in part or all of:	T29S R25E T29S R26E T30S R25E T30S R26E
Bridger Jack Mesa, located in part or all of:	T30S R21E T30S R22E
Shay Mountain, located in part or all of:	T31S R21E T31S R22E T32S R21E T32S R22E T33S R21E
Butler Wash, located in part or all of:	T32S R18E T32S R19E
Dark Canyon, located in part or all of:	T34S R18E
Fort Knocker, located in part or all of:	T34S R15E T34S R16E

	T35S R15E
Copper Point, located in part or all of:	T34S R14E T34S R15E T35S R14E T35S R15E
White Canyon, located in part or all of:	T34S R15E T34S R16E T34S R17E T35S R15E T35S R16E T35S R17E T36S R16E T36S R17E T37S R16E T37S R17E
Red Rock Plateau, located in part or all of:	T35S R14E T35S R15E T36S R14E T36S R15E T36S R16E T37S R14E T37S R15E T37S R16E T38S R15E T38S R16E
Hammond Canyon, located in part or all of:	T35S R20E T35S R21E T36S R20E T36S R21E T37S R20E T37S R21E
Allen Canyon, located in part or all of:	T35S R20E T35S R21E T36S R21E
Monument Canyon, located in part or all of:	T36S R25E T36S R26E

	T37S R24E T37S R25E T37S R26E
Tin Cup Mesa, located in part or all of:	T37S R25E T37S R26E T38S R25E T38S R26E
Cross Canyon, located in part or all of:	T38S R25E T38S R26E
Upper Rad Canyon, located in part or all of:	T37S R14E T37S R15E T37S R16E T38S R15E T38S R16E
The Needle, located in part or all of:	T36S R16E T36S R17E T37S R16E T37S R17E
Grand Gulch, located in part or all of:	T37S R17E T37S R18E T38S R17E T39S R17E T39S R18E T40S R18E T41S R18E
Tuwa Canyon, located in part or all of:	T36S R18E T37S R17E T37S R18E T37S R19E
Fish/Owl Creek Canyons, located in part or all of:	T37S R19E T37S R20E T37S R21E T38S R18E T38S R20E T38S R21E

Comb Ridge, located in part or all of:

T37S R21E
T38S R21E
T39S R21E
T40S R21E

Road Canyon, located in part or all of:

T40S R18E
T40S R19E
T41S R18E

Nokai Dome, located in part or all of:

T39S R12E

T40S R11E
T40S R12E
T41S R12E

Valley of the Gods, located in part or all of:

T40S R18E
T40S R19E
T41S R18E
T41S R19E

Lime Creek, located in part or all of:

T40S R19E
T40S R20E
T41S R19E
T41S R20E

The Tabernacle, located in part or all of:

T41S R18E
T41S R19E
T42S R18E
T42S R19E

This plan clarification also applies to any and all other areas, if any, included in the BLM's so-called "wilderness characteristics review" done in 2007, in addition to those WIA's and UWC proposed lands specifically identified above.

For purposes of this plan clarification, all of the above-described lands, as well as all other lands administered by the Forest Service and BLM, in San Juan County, are collectively referred to herein as the "Public Lands Region," and are illustrated more fully in the official map attached hereto. Any reference hereafter to the term "Public Lands Region" shall refer to any and all of the above-described land areas.

It is noted that this plan clarification does not include any of the lands identified as the Navajo and Ute Indian Reservation lands, the Canyonlands National Park, Bridges and Hovenweep National Monuments, Glen Canyon National Recreation Area or private lands located within San Juan County.

SECTION 2. Clarification of Ongoing Plan.

It is San Juan County's intent and purpose to clarify the public land use policies within the San Juan County General Plan to include this supplement pertaining to the Public Lands Region. These policies are intended to supplement the general plan policies that apply county-wide. San Juan County declares its plan for the subject region to be as follows:

SECTION 3. Achieve and Maintain A Continuing Yield of Mineral Resources In The Public Lands Region At The Highest Reasonably

Sustainable Levels.

- Development of the solid, fluid and gaseous mineral resources in the Public Lands Region is an important part of the economy of San Juan County.
- San Juan County recognizes that it is technically feasible to access mineral and energy resources while preserving non-mineral and non-energy resources.
- All available solid, fluid and gaseous mineral resources in the Public Lands Region should be seriously considered for development.
- Lands shown to have reasonable mineral potential in the Public Lands Region should be open to oil and gas leasing with stipulations and conditions that will protect the lands against unreasonable and irreparable damage to other significant resource values. This should include reasonable and effective mitigation and reclamation measures and bonding for such where necessary.
- The waste of fluid and gaseous minerals should be prohibited.
- Any previous lease restrictions in the Public Lands Region that are no longer necessary or effective should be modified, waived or removed.
- Restrictions against surface occupancy should be modified, waived or if necessary removed where it is shown that directional drilling is not ecologically necessary, where directional drilling is not feasible from an economic or engineering standpoint, or where it is shown that directional drilling will in effect sterilize the mineral and energy resources beneath the area.
- Applications for permission to drill that meet standard qualifications, including reasonable and effective mitigation and reclamation requirements, should be expeditiously processed and granted.
- Any moratorium that may exist against the issuance of additional mining patents and oil and gas leases in the Public Lands Region should be carefully evaluated for removal.

SECTION 4. Achieve and Maintain Livestock Grazing in The Public Lands Region At The Highest Reasonably Sustainable Levels.

- Domestic livestock forage in the Public Lands Region, expressed in animal unit months,

for permitted active use as well as the wildlife forage included in that amount, should be no less than the maximum number of animal unit months sustainable by range conditions in grazing districts and allotments in the Public Lands Region, based on an on-the-ground and scientific analysis.

- Where once-available grazing forage in the Public Lands Region has succeeded to pinion, juniper and other woody vegetation and associated biomass, or where rangeland health in the Public Lands Region has suffered for any other reason, a vigorous program of mechanical treatments such as chaining, logging, seeding, lopping, thinning, burning and other vegetative treatments should be applied to remove this woody vegetation and biomass and stimulate the return of the grazing forage to its historic levels for the mutual benefit of livestock, wildlife and other agricultural industries in the Public Lands Region.
- San Juan County regards the land which comprises the grazing districts and allotments in the Public Lands Region as still more valuable for grazing than for any other use which excludes livestock grazing, such as conversion of AUM's to wildlife or wilderness values. Accordingly, it is San Juan County's plan that animal unit months in the Public Lands Region not be relinquished or retired in favor of conservation, wildlife and other uses.
- San Juan County recognizes that from time to time a bona fide livestock permittee in the Public Lands Region, acting in good faith and not to circumvent the intent of the BLM's grazing regulations, may temporarily cease grazing operations without losing his or her permitted AUM's.
- BLM imposed suspensions of use or other reductions in domestic livestock animal unit months in the Public Lands Region should be temporary and scientifically based on rangeland conditions.
- The transfer of grazing animal unit months ("AUMs") to wildlife for supposed reasons of rangeland health is opposed by San Juan County as illogical. There is already imputed in each AUM a reasonable amount of forage for the wildlife component.
- Any grazing animal unit months that may have been reduced in the Public Lands Region due to rangeland health concerns should be restored to livestock when rangeland conditions improve, not converted to wildlife use.

SECTION 5. **Manage the Watershed in The Public Lands Region to Achieve and Maintain Water Resources At The Highest Reasonably Sustainable Levels.**

- All water resources that derive in the Public Lands Region are the property of the State of Utah. They are owned exclusively by the State in trust for its citizens.

- As a political subdivision of the State, San Juan County has a legitimate interest in seeing that all reasonable steps are taken to preserve, maintain and where reasonable develop those water resources.
- With increased demands on water resources brought on by population increases in the Colorado River drainage area, and with recent drier precipitation trends which call into question in the minds of some whether the climate of the Colorado River drainage area is changing, it is important now more than ever that management practices be employed in the Public Lands Region to restore, maintain and maximize water resources there. This includes restoration, maintenance and enhancement of the watershed in the Public Lands Region.
- Where water resources in the Public Lands Region have diminished because once-existing grasses have succeeded to pinion, juniper and other woody vegetation and associated biomass, a vigorous program of mechanical treatments should be applied to promptly remove this woody vegetation and biomass, stimulate the return of the grasses to historic levels, and thereby provide a watershed that maximizes water yield and water quality for livestock, wildlife, and human uses.
- San Juan County's strategy and plan for protecting the Public Lands Region watershed is to deter unauthorized cross-country OHV use in the Public Lands Region. The best way to achieve this is to give OHV users a reasonable system of trails in the Public Lands Region on which to legitimately operate their OHVs. Closing the Public Lands Region to all OHV use will only spur increased unauthorized cross-country OHV use to the detriment of the Public Lands Region watershed.
- Accordingly, all trails in the Public Lands Region which historically have been open to OHV use should remain open.

SECTION 6. **Achieve and Maintain Traditional Access to Outdoor Recreational Opportunities Available in The Public Lands Region.**

- Traditionally, citizens of San Juan County and visitors have enjoyed many forms of outdoor recreation in the Public Lands Region, such as hunting, fishing, hiking, family and group parties, family and group campouts and campfires, rock hounding, OHV travel, geological exploring, pioneering, parking their RV, or sightseeing in their personal vehicles.
- Public land outdoor recreational access in the Public Lands Region should not discriminate in favor of one particular mode of recreation to the exclusion of others. Traditionally, outdoor recreational opportunities in the Public Lands Region have been

open and accessible to working class families, to families with small children, to the sick and persons with disabilities, to the middle aged and elderly, to persons of different cultures for whom a “primitive solitary hike” may not be the preferred form of recreating, and to the economically disadvantaged and underprivileged who lack the money and ability to take the time off work necessary to get outfitted for a multi-day “primitive hike” to reach those destinations. All of society should not be forced to participate in a “solitude experience” or a “primitive experience” as the one and only mode of outdoor recreation in the Public Lands Region.

- Any segment of society, for that matter, who want to recreate in the Public Lands Region are entitled to motorized access to that recreation if they desire it, and are entitled to all traditional forms of outdoor recreation if they desire it. They should not have to hike into the outdoor recreational destinations in the Public Lands Region if they do not want to or are physically unable or cannot afford such an activity.
- Hence San Juan County’s plan calls for continued public motorized access to all traditional outdoor recreational destinations in all areas of the Public Lands Region for all such segments of the public. San Juan County specifically opposes restricting outdoor recreation in the Public Lands Region to just one form - available for those who have enough time, money and athletic ability to hike into the destinations of the Public Lands Region for a so-called “solitude wilderness experience” or the like.
- Accordingly, all roads in the Public Lands Region that are part of San Juan County’s duly adopted transportation plan should remain open to motorized travel. None of them should be closed, and San Juan County should have the continued ability to maintain and repair those roads, and where reasonably necessary make improvements thereon. All trails in the Public Lands Region that have been open to OHV use should continue to remain open. Traditional levels of wildlife hunting and fishing should continue. Traditional levels of group camping, group day use and all other traditional forms of outdoor recreation -motorized and non-motorized - should continue.

SECTION 7. Maintain and Keep Open All Roads in the Public Lands Region That Appear On San Juan County’s Most Recent Transportation Map, and Provide For Such Additional Roads and Trails As May Be Necessary From Time to Time.

- San Juan County’s transportation plan includes an official county-wide transportation map, available to the public for viewing and copying, showing all County B and D roads.

- That portion of San Juan County's official transportation map which shows all County B and D roads in the Public Lands Region is considered to be part of San Juan County's plan specifically applicable to the Public Lands Region. All such public roads are shown in the attached official map.
- San Juan County plans to keep all such roads in the Public Lands Region open and reasonably maintained and in good repair. San Juan County will consult with the BLM about any required improvements to such roads, reserving the right to request court intervention and relief in the event San Juan County and BLM cannot reach an agreement on such proposed improvements after reasonable efforts at consultation.
- Additional roads and trails may be needed in the Public Lands Region from time to time to facilitate reasonable access to a broad range of resources and opportunities throughout the Public Lands Region, including livestock operations and improvements, solid, fluid and gaseous mineral operations, recreational opportunities and operations, search and rescue needs, other public safety needs, access to public lands for people with disabilities and the elderly, and access to Utah school and institutional trust lands in the Public Lands Region to accomplish the purposes of those lands.

SECTION 8. **Manage the Public Lands Region So As to Protect Prehistoric Rock Art, Three Dimensional Structures and Other Artifacts and Sites Recognized as Culturally Important and Significant By the State Historic Preservation Officer.**

- Reasonable mineral development in the Public Lands Region can occur while at the same time protecting prehistoric rock art, three- dimensional structures and other artifacts and sites recognized as culturally important and significant by the state historic preservation officer.
- Reasonable and effective stipulations and conditions to protect against damage to the above-described cultural resources should accompany decisions to issue mineral leases, permit drilling or permit seismic activities in the Public Lands Region. Such drilling and seismic activities should not be disallowed merely because they are in the immediate vicinity of the above-described cultural resources if it is shown that such activities will not damage those resources.

SECTION 9. **Manage the Public Lands Region So As to Not Interfere With The Property Rights of Private Landowners Located in That Region.**

- There are parcels of private fee land located in the Public Lands Region.
- Land management policies and standards on BLM land in the Public Lands Region should not interfere with the property rights of private landowners in the region to enjoy

and engage in traditional uses and activities on their private property, consistent with controlling County zoning and land use laws.

- Nor should those landowners and their guests be denied the right of motorized access to their private property consistent with past uses of those private land parcels.

SECTION 10. Manage the Public Lands Region So As to Not Interfere With The Fiduciary Responsibility of the State School and Institutional Trust Lands Administration (“SITLA”) With Respect to Trust Lands Located in That Region.

- Scattered throughout the Public Lands Region are sections of school and institutional trust land owned by the State of Utah and administered by SITLA in trust for the benefit of public schools and other institutions (“school trust lands”), as mandated in Utah’s Enabling Act and State Constitution.
- As trustee, SITLA has a fiduciary responsibility to manage those school trust lands to generate maximum revenue therefrom, by making them available for sale and private development, and for other multiple use consumptive activities such as mineral development, grazing, recreation, timber, agriculture and the like, all for the financial benefit of Utah’s public schools and other institutional beneficiaries.
- Land management policies and standards on BLM land in the Public Lands Region should not interfere with SITLA’s ability to carry out its fiduciary responsibilities.
- Nor should SITLA be denied the right of motorized access to those school trust sections to enable SITLA to put those sections to use in order to carry out SITLA’s fiduciary responsibilities.

SECTION 11. Managing Part or All of The Public Lands Region For So-Called Wilderness Characteristics Would Violate FLPMA, Contradict The State’s Public Land Policy and Contradict The Foregoing Plans of San Juan County For Managing The Public Lands Region.

- As Utah Code § 63-38d-401(6)(b) indicates, managing the Public Lands Region under a “wilderness characteristics” management standard is not the State of Utah’s policy for multiple use-sustained yield management on public lands that are not wilderness or wilderness study areas. Nor is it San Juan County’s. A so-called “wilderness characteristics” management standard for the Public Lands Region is de facto wilderness

management by another name. It is incompatible with and would therefore frustrate and defeat the foregoing plans of San Juan County for managing the Public Lands Region. The San Juan County plan for public lands as well as written communications by San Juan County to BLM specify that additional wilderness designation shall be opposed.

- A so-called “wilderness characteristics” management standard for the Public Lands Region also violates FLPMA and the 2003 Settlement Agreement between Utah and Department of Interior.
- Managing Post-603 Lands¹ pursuant to the Interim Management Policy of 1979 (“IMP”) is inconsistent with BLM authority. Agreement p. 6 & 13.a;
- Managing Post-603 Lands to preserve their alleged wilderness character strays from the multiple use mandate in a manner inconsistent with FLPMA § Section 603 limited delegation of authority. Agreement p. 9 & 17;
- The 1999 Utah Wilderness Reinventory shall not be used to manage public lands “as if” they are or may become WSAs. Agreement p. 13 & 4;
- DOI/BLM will not establish, manage “*or otherwise treat*” Post-603 Lands as WSAs or as wilderness pursuant to the Section 202 process absent congressional authorization. Agreement p. 14 & 7;
- DOI/BLM will remove from the proposed revised resource management plans in the Vernal, Price, Richfield, Monticello and Moab Districts any and all references or plans to classify or manage Post-603 BLM lands “*as if*” they are or may become WSAs. Agreement p. 14 & 7.

SECTION 12. Imposing Any of The Area of Critical Environmental Concern (“ACEC”) Designation Alternatives Currently Under Consideration in the Moab and Monticello Resource Management Plan Revision Process, Would Contradict San Juan County’s Plan For Managing The Public Lands Region.

- It is San Juan County’s policy that no part of the Public Lands Region should be designated an (“ACEC”) unless it is clearly demonstrated to the satisfaction of the San Juan County Commission that:
- The proposed ACEC satisfies all the definitional requirements of the Federal Land Policy and Management Act of 1976, 43 U.S.C. § 1702(a).

¹ As that term is defined in the *Utah v. Norton* settlement agreement of April 11, 2003.

- The proposed ACEC is limited in geographic size and that the proposed management prescriptions are limited in scope to the minimum necessary to specifically protect and prevent *irreparable* damage to values that are objectively shown to be relevant and important or to protect human life or ensure safety from natural hazards.
- The proposed ACEC is limited only to areas that are already developed or used or to areas where no development is required.
- The proposed ACEC designation and protection is necessary to protect not just a change in ground conditions or visual resources that can be reclaimed or reversed eventually (like reclaiming a natural gas well site after pumping operations are complete). Rather, the damage must be shown in all respects to be truly *irreparable* and justified on short term and long term horizons.
- The proposed ACEC designation and protection will not be applied redundantly over existing protections available under FLPMA multiple use sustained yield management.
- The proposed ACEC designation is not a substitute for a wilderness suitability determination, nor is it offered as a means to manage a non WSA for so-called wilderness characteristics.
- The foregoing summarizes the ACEC criteria of the State of Utah as well as San Juan County. See Utah Code § 63-38d-401(8)(c). And the foregoing summarizes the criteria of FLPMA.

SECTION 13. Including Any River Segment in the Public Lands Region in the National Wild and Scenic River System Would Violate the National Wild and Scenic Rivers Act and Related Regulations, Contradict the State’s Public Land Policy, and Contradict the Foregoing Plans of San Juan County For Managing The Public Lands Region.

- It is San Juan County’s policy that no river segment should be included in the National Wild and Scenic River System unless:
- Water is present and flowing at all times.

- The water-related value is considered outstandingly remarkable within a region of comparison consisting of one of three physiographic provinces of the state, and that the rationale and justification for the conclusion are disclosed.
- BLM fully disclaims in writing any interest in water rights with respect to the subject segment.
- It is clearly demonstrated that including the segment in the NWSR system will not prevent, reduce, impair, or otherwise interfere with the state and its citizen's enjoyment of complete and exclusive water rights in and to rivers of the state as determined by the laws of the state, nor interfere with or impair local, state, regional, or interstate water compacts to which the State or San Juan County is a party.
- The rationale and justification for the proposed addition, including a comparison with protections offered by other management tools, is clearly analyzed within the multiple-use mandate, and the results disclosed.
- It is clearly demonstrated that BLM does not intend to use such a designation to improperly impose Class I or II Visual Resource Management prescriptions.
- It is clearly demonstrated that the proposed addition will not adversely impact the local economy agricultural and industrial operations, outdoor recreation, water rights, water quality, water resource planning, and access to and across river corridors in both upstream and downstream directions from the proposed river segment.
- The foregoing also summarizes the wild and scenic river criteria of the State of Utah, Utah Code § 63-38d-401(8)(a), as well as the criteria of San Juan County.
- San Juan County is supportive of a Wild and Scenic River designation for the Colorado River located in Township 26 South, Range 20 and 21 East; Township 27 South, Range 20 and 21 East further described as River mile 44.5 to mile 38.5 State land boundary for a total of 6.8 river miles with a tentative classification of Scenic and River mile 37.5 State land to mile 34 Canyonlands National Park for a total of 3.8 river miles with a tentative classification of Wild. Any other Wild and Scenic River alternative would be incompatible with and would therefore frustrate and defeat the foregoing plans of San Juan County for managing the Public Lands Region.
- As of May 1, 2007, the terms prescribed in any other alternatives being considered in the proposed revised Moab and Monticello RMP or the proposed Manti-La Sal Forest Plan for managing proposed wild and scenic river segments in the Public Lands Region, constitute de facto wilderness management by another name. They are incompatible with and would therefore frustrate and defeat the foregoing plans of San Juan County for managing any segment within the Public Lands Region.

SECTION 14. **A Visual Resource Management Class I or II Rating for Any Part of the Public Lands Region Would Contradict the State's Public Land Policy and Contradict San Juan County's Plan For Managing the Public Lands Region.**

- The objective of BLM Class I Visual Resource Management is not compatible with, and would therefore frustrate and interfere with, San Juan County's foregoing plan clarification for the Public Lands Region.
- The objective of BLM Class II Visual Resource Management is generally not compatible with, and would therefore frustrate and interfere with, San Juan County's foregoing plan clarification for the Public Lands Region.
- San Juan County's foregoing plan clarification for the Public Lands Region is generally consistent with either Class III or Class IV, depending on the precise area.