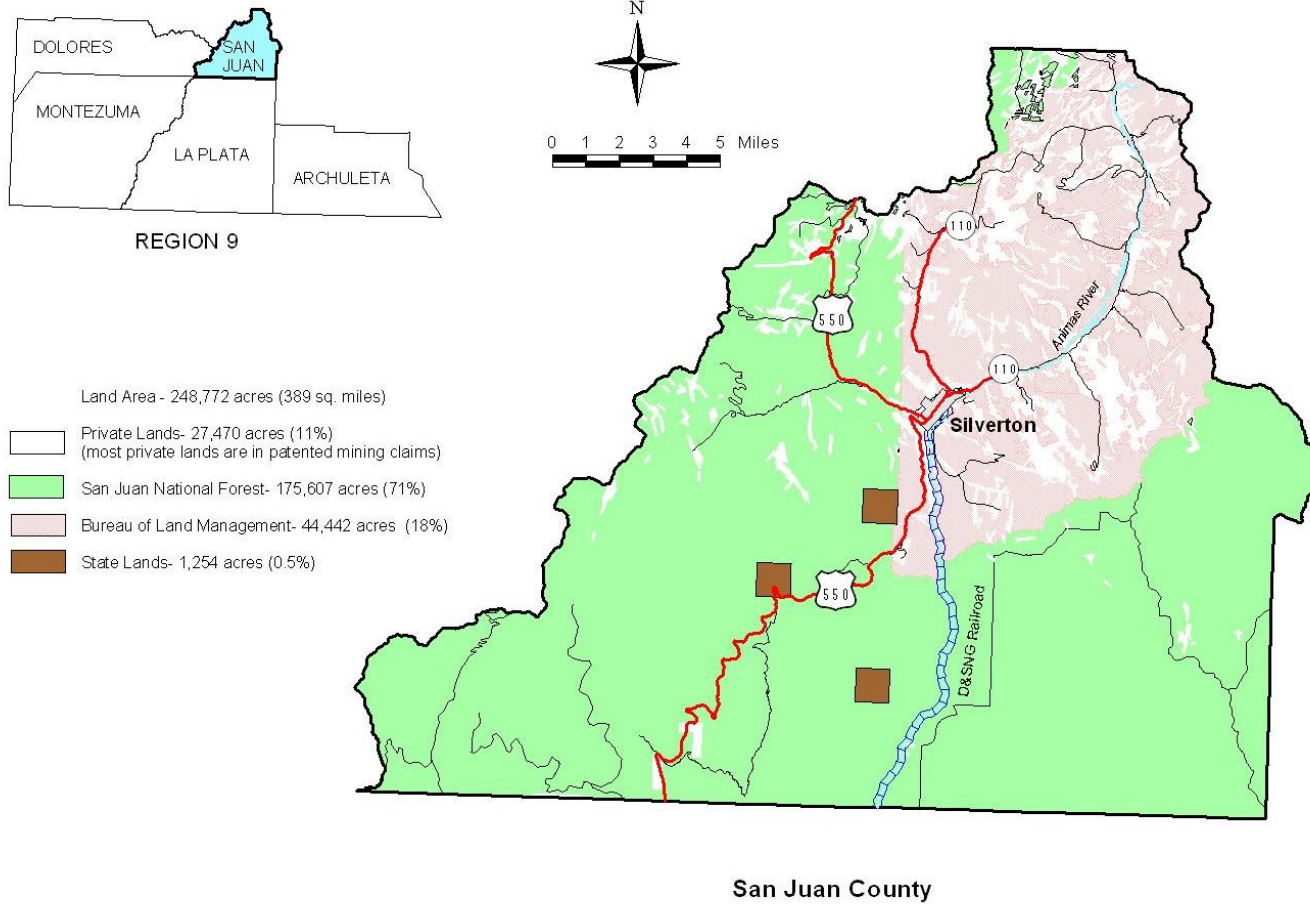


# MAP OF SAN JUAN COUNTY



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 acreage estimates from <http://www.nrel.colostate.edu/projects/comap/index.html>

## 7. SAN JUAN COUNTY

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## **INTRODUCTION**

The purpose of the Comprehensive Economic Development Strategy (CEDS) is to create a plan for retaining and creating better paying jobs, fostering stable and more diversified economies, as well as maintaining and improving the quality of life in southwest Colorado and San Juan County.

## **EXECUTIVE SUMMARY**

The population of San Juan County peaked at about 5,000 in 1910. Since that time the population has followed the boom and bust cycles that are characteristic of mining communities, fluctuating between 750 and 1,000 people from 1960 until the last working mine closed in 1991. The population has stabilized at about 699 year-round residents, primarily within the Town of Silverton (the only town in the county). There has also been an influx of seasonal/summer residents, who purchase 2<sup>nd</sup> homes in the area in order to enjoy the rural amenities of life in the high country. This phenomenon, known as "amenity migration" has produced wide-ranging economic impacts on the community.

At the present time, San Juan County has become almost entirely dependent upon tourism, primarily during the summer months when the Durango & Silverton Narrow Gauge Railroad is running. However, the opening of the Silverton Mountain Ski Area has expanded economic opportunities during the winter months. Train ridership to Silverton was 142,663 in 2010, slightly down from 2009. Visitors by train are supplemented by people who come to Silverton via Highway 550, which is part of the "San Juan Skyway," one of the premier scenic byways in the United States.

Key issues in San Juan County addressed in this section include education, environment, healthcare, housing, livable wages, telecommunications and transportation.

In 2010, county unemployment rates (10.8%) are higher than the state (8.9%) and nation (9.6%). Most San Juan County residents (79%) work in the county, and 21% commute elsewhere for their paychecks, with the highest percentage (13.5%) going to La Plata County.

Wages and employment are highly dependant on generally low paying service sector jobs (56% of employment and 41% of employment income). Government jobs provide 21% of employment and 28% of employment income. The retail trade sector accounts for 12% of jobs and 14% of employment income. Proprietors (owners) make up 35% of total employment, while wage and salary jobs account for 65%.

In 2009 San Juan had a Per Capita Personal Income ([PCPI](#)) of \$38,705. This PCPI ranked 23rd in the state and was 92% of the state average (\$41,895) and 98% of the national average (\$39,635).

In 2009, Total Personal Income (TPI) in San Juan County was \$21,481,000. This TPI ranked 64<sup>th</sup> in the state and accounted for less than 0.1% of the state total. The largest proportion of TPI is generated through employment.

## **BACKGROUND**

San Juan County is located high in the San Juan Mountains in Southwest Colorado. The county boasts 12 of the 54 mountain peaks over 14,000 feet in Colorado, and has the highest mean elevation of any county in the United States.

In 1861, Captain Charles Baker led a group of prospectors into the upper reaches of the Animas River Basin and thereafter the park-like area became known as "Baker's Park." His discovery of gold was followed by a late-breaking gold rush in the 1870s. More than 1500 mining claims had been staked by 1873.

After the signing of the Brunot Treaty with the Ute Indians in 1874, the Town of Silverton was established in the center of Baker's Park. Silverton became incorporated in 1876. At that time Howardsville, four miles to the northeast, was the county seat. Legend has it that Silverton became the county seat after county records disappeared during an all-night blowout in Howardsville and turned up in Silverton. Today Howardsville is a ghost town with only a few buildings left standing. Silverton remains the county seat as well as the only incorporated town in San Juan County.

In the early days, one of the greatest difficulties was to get supplies across the high mountains into Silverton. The Stony Pass wagon road became a toll road in 1879 and supplies came in over the Continental Divide from Del Norte. The Denver and Rio Grand Railroad reached Silverton from Durango in 1882, allowing for the movement of large quantities of supplies and the transport of ore to the smelter in Durango. The population of San Juan County peaked at about 5,000 in 1910. Since that time the population has followed the boom and bust cycles that are characteristic of mining communities, fluctuating between 750 and 1,000 people from 1960 until the last working mine closed in 1991.

With the dedication of the "Million Dollar Highway" in July of 1924 the transportation of gold, silver, lead, copper and zinc moved from the narrow gauge train to Highway 550 which connects Silverton to Montrose (60 miles to the north) and to Durango (50 miles to the south). Beginning in the late 1950s the rail line that had carried ore down to Durango began, instead, to carry tourists up from Durango to enjoy the spectacular scenery and the heritage that has made Silverton a National Historic Landmark. Train ridership to Silverton was 142,663 in 2010, slightly down from 2009. Visitors by train are supplemented by people who come to Silverton via Highway 550, which is part of the "San Juan Skyway," one of the premier scenic by-ways in the United States.

At the present time, San Juan County has become almost entirely dependent upon tourism, primarily during the summer months when the train is running. However, the opening of the Silverton Mountain Ski Area has expanded economic opportunities during the winter months.

## **LOCAL ISSUES**

San Juan County has some definite areas of strength and weakness as compared to the region. The following information takes a closer look at some of the key issues for the county.

### **Education**

Since the last CEDS report, there have been significant changes in the way Colorado schools are rated, as well as in the State Standards and Assessments. A landmark education reform initiative, known as “Colorado’s Achievement Plan for Kids,” or CAP4K, was signed into law in 2008 to align the state public education system from preschool through postsecondary. The Education Accountability Act of 2009 aligns the accountability system to focus on the CAP4K goals: holding the state, districts and schools accountable on a set of consistent, objective measures and report performance. (See Regional Overview on Education for more detail on these reforms.)

District and school Unified Improvement Plans (UIP’s) are based on four performance indicators: academic achievement; academic growth; gaps in growth levels for a variety of historically disadvantaged subgroups; and success in preparing students for postsecondary and workforce readiness (based on dropout rates, graduation rates and scores on the ACT college entrance exam). Based on these indicators, the Colorado Department of Education (CDE) determines if each district (and in turn, their schools) exceeds, meets, approaches or does not meet the indicators.

According to the 2010 one-year performance reports (first time the UIP format was required), Silverton is Accredited. (View full report at <http://www.schoolview.org/performance.asp>.) CSAP (Colorado Student Assessment Program) data was not available for Silverton High School, as fewer than 16 students were tested.

Silverton is currently in process of rehabilitating its school facilities. The Rehabilitation Project for Silverton School is a comprehensive project, using design and construction to promote energy efficiency, green building, and healthy facilities that reduce operations and maintenance efforts, relieve operational costs, and extend the service life of the District’s capital assets. While the buildings are structurally sound, a planning process revealed aging electrical and plumbing systems, hazardous conditions (asbestos), non-compliance with Federal and State Codes (fire and emergency safety and ADA accessibility), non-compliance with security/monitoring for a safe school, deterioration of historic structures, and inadequate educational and technological facility elements for a 21<sup>st</sup> Century School. The School campus site presents numerous safety issues in circulation, student/vehicular traffic conflicts, site lighting, and disrepair of equipment. The School in its existing condition is energy, water and resource consumptive, expensive to maintain, and unable to provide a healthy indoor learning environment. The Comprehensive Rehabilitation Project is designed to mitigate these deficiencies, in conformance with the Colorado Department of Education Construction Guidelines and high performance standards with Leadership in Energy and Environmental Design-LEED certification (targeted Gold rating.)

### **Environment**

San Juan County is home to some of the most stunning mountain vistas in the United States. Only 11 percent of this county’s land is in private ownership, while the rest is owned by the United States Forest Service (USFS), Bureau of Land Management (BLM), and State of Colorado. The San Juan National Forest and Bureau of Land Management Forest Plan Revision is currently underway and will outline the types of uses that can occur such as: identifying where commercial timber will be harvested, where grazing will occur, and to what levels, and locations where motorized recreation is allowed. In public meetings, the following key issues were identified as concerns in San Juan County: abandoned mine reclamation, recreation, water quality, mining history preservation, recreational residences on patented mine lands, and fens (extremely rare wetland plant

communities). The San Juan Public Lands Center received over 18,000 comments on the Draft Land Management Plan and Draft Environmental Impact Statement (DEIS) that was published in December of 2007. Significant information surfaced during review of public comments and industry feedback, and it was determined that the emerging potential for oil and gas exploration had not been adequately addressed, and the USFS and BLM decided it was necessary to publish a Supplement to the DEIS. It is anticipated that the Final Environmental Impact Statement and Land Management Plan will be published in the summer of 2012.

Portions of upper Cement Creek that feed into the Animas River in San Juan County are being considered for listing as a Superfund site. The creek has long been considered one of the worst sources of metals contamination in the upper Animas River basin, because heavy metals from abandoned mines (and from natural sources) in the Gladstone area, some which operated in the late 1800s to early 1900s, are believed to be polluting the creek. Water quality in the creek appears to be getting worse, according to a site assessment manager for the EPA in Denver. This degradation was not what the EPA expected in the 1990s when they backed away from a possible Superfund listing of the watershed. Prior EPA management had agreed to forego listing as long as progress was being made in the watershed. The EPA is conducting a site reassessment to determine if the complex of mines near Gladstone could qualify for the National Priorities List, which would make it eligible for the so-called Superfund. The Animas River Stakeholders Group was formed in 1994 as a collaborative approach to water-quality issues in the region and to develop an alternative to a Superfund designation in the area. Many in the Silverton community felt that the stigma of such a Superfund designation would negatively affect the area's tourism and potential mining industry (Durango Herald 11/20/10).

A regional effort called the River Protection Workgroup (RPW) launched a workgroup in June of 2011 for the upper Animas River above Baker's Bridge. The purpose of this new group, the River Protection Workgroup for the Animas River, is to involve all interested stakeholders in recommending how to protect important values in this area - ecological, human and economic - while allowing suitable water development to continue. A detailed Information Sheet on the upper Animas River can be found at the project Web site, including meeting minutes, maps, handouts and the schedule: <http://ocs.fortlewis.edu/riverprotection/animas/>.

While San Juan County is small in population, growth is occurring, particularly on the southern border near Durango Mountain Resort – a ski area that has approved expansion plans for residential and commercial development.

Mountain Studies Institute (MSI) was established in 2002 as a long-envisioned research and education center bringing classes, conferences, and research initiatives to San Juan County. MSI develops Science People Can Use to bring attention to and pursue solutions for natural resource issues in San Juan County and throughout the San Juan Mountain range. MSI connects scientists and stakeholders across the region to go beyond scientific inquiry to the meaningful application of knowledge that makes a difference for communities and the quality of their environment. Their focus ranges from biology and geology, to snow sciences, climate and forestry. MSI is an economic development asset in the county and is supported through federal and state grants, local governments, contributions, memberships and fees ([www.mountainstudies.org](http://www.mountainstudies.org)).

## **Health Care**

San Juan County is home to less than 700 residents, and health care delivery in this small community is very challenging, due to its isolation. The all-ages poverty rate in San Juan County is estimated at 14%, and the percentage of uninsured is estimated at 30%. Nearly three-quarters of the children in the county qualify for free and reduced lunches. San Juan County qualifies as a federal HPSA (Health Professional Shortage Area) as defined by the U.S. Department of Health and Human Services, which can make this county eligible for higher Medicare and Medicaid reimbursements for medical providers.

A physician from Glenwood Medical visits Silverton one day a week to offer primary care services. San Juan County Nursing Service offers emergency planning, parenting programs, substance abuse prevention programs, immunizations, the San Juan County Eye and Ear Program, referrals to WIC (Women, Infants, and Children) Program, and Medicaid Children's Screening and Development Program.

Mental health services are available on a weekly (Fall-Spring) or biweekly (Summer) basis, or residents can travel to Durango to utilize Axis Health System. Southwest Smilemakers, a program of San Juan Basin Health Department, brings preventative dental care services to schoolchildren in San Juan County.

The Silverton/San Juan County Ambulance provides 24 hour/7 days a week emergency and advanced life support services with paid and volunteer staff consisting of a paramedic, EMT-intermediates, EMT-basics, and a registered nurse; the service operates two ambulances. All other health care services, hospital services, hospice, and nursing home care, must be obtained by traveling to Durango, Montrose, Delta, Grand Junction and points beyond. Currently, there is no pharmacy available in San Juan County.

Sources:

- United States Census <http://www.census.gov/popest/eval-estimates/eval-est2010.html>
- Small Area Health Insurance Estimates 2007 <http://www.census.gov/did/www/sahie/index.html>
- Small Area Income and Poverty Estimates 2009 <http://www.census.gov/cgi-bin/saipe/saipe.cgi>
- Colorado Rural Health Center, San Juan County Profile. 2008. <http://www.coruralhealth.org/resources/documents/sanjuan2008.pdf>
- Colorado Department of Education <http://www.cde.state.co.us/cdereval/rv2010pmlinks.htm>

## Housing

In the 4<sup>th</sup> quarter of 2010, San Juan County had a foreclosure rate of 37% of occupied housing units. Foreclosures in rural resort counties also often reflect 2<sup>nd</sup> homes or time shares. In 2010, in San Juan County the median price for a single family residence was \$170,000, based on only five sales.

The provision of adequate housing continues to be a concern in San Juan County. The following information was drawn from a recent report prepared for the Southwest Colorado Housing Collaborative, in an effort to create a regional housing strategy (*Southwest Colorado Housing Plan*. Report prepared by Economic & Planning Systems. Draft January 21, 2010. p7).

“San Juan County and the Town of Silverton had a housing needs assessment completed in 2008. There were two major housing needs identified in that report. First there was a lack of housing units available for purchase to households earning below 100 percent of AMI. The second major finding was an overall lack of housing in the County for residents. Compounding this issue is a large stock of old homes that are not desirable to purchasers due to their age, condition, and the corresponding heating costs (which can equal or exceed monthly rents).”

“There is a demand for housing rehab and weatherization services but it is unclear to what level this demand is being met by existing providers of these services or if programs that exist match with the income levels that desire these services. Potential homebuyers in the County choose to rent because of the very limited supply of available ownership housing units that are desirable and the fact that newer units are too expensive to purchase. Construction of new housing stock for the County workforce is needed and was a

recommendation from the housing needs assessment. There have been recent attempts to develop workforce housing in the Anvil Mountain project, but the project is still under development. The County currently does not have an agency capable of providing housing services to the County and has to rely on agencies from outside the County to provide them. Some specific findings and recommendations from the needs assessment are below.

- There is a need for new for-sale housing for buyers at or below 120 percent of AMI. The housing needs assessment found that from 2003 to 2006 no homes sold at a price that was affordable for buyers earning less than 100 percent of AMI.
- The needs assessment estimated that 20 units were needed to fill the for-sale affordability gap in 2006, and that additional production was needed to meet future need.
- The County needs a housing champion. This continues to be a problem for the County and it does not have the resources to fund a housing-oriented position.
- The County needs to form a Community Housing Development Organization (CHDO) or have this function performed by an agency outside the County. A CHDO is a private nonprofit, community-based organization tasked with developing affordable housing for the community it serves. Also a down payment assistance program is needed in the County, which again could be provided by an agency outside the County. “

### Livable Wages

What level of income is necessary to support a given size and type of household? A livable wage addresses the essential financial requirements for basic living needs, such as shelter, healthcare, childcare, and nutrition. When one earns less than a livable wage, he or she is forced to make undesirable choices such as working two or more jobs, working longer hours, making longer commutes, sharing a residence, or giving up basic items, such as a telephone or insurance.

Within our region, Pagosa Springs (Archuleta County) and Silverton (San Juan County) are the least expensive places for a family to live, while Rico (Dolores County) and Durango (La Plata County) are the most expensive places to live. Since 2007, the cost of living has actually **decreased** in many of the communities in southwest Colorado, including Silverton (-17%). This is due primarily to decreasing rents and declines in prices of some consumer goods and services. The complete report can be seen at [www.scan.org](http://www.scan.org).

The following tables illustrate the expenses for households in San Juan County in relation to livable wages. The one bedroom rent at \$613 is an estimate provided by HUD as these types of units are not readily available in the area.

San Juan County Silverton	Single Person renting 1 bdrm \$613* per month	Single Parent, 1 child renting 2 bdrm \$500 per month	Family of 4 renting 3 bdrm \$700 per month
Basic Expenditures (excluding rent)	\$ 16,270	\$ 30,873	\$ 39,024
2010 Rent Expense	\$ 7,356	\$ 6,000	\$ 8,400
Travel Expense (35 trips x 100 miles x .50)	\$ 1,750	\$ 1,750	\$ 1,750
<sup>2</sup> Child Care (\$2.00 x 2080 per child)		\$ 4,160	\$ 8,320
Total Living Expense	\$ 25,376	\$ 42,783	\$ 57,494
<sup>3</sup> Livable wage per hour	\$ 12.20	\$ 20.57	\$ 27.64
# of jobs at minimum wage (\$7.24)	1.7	2.8	4.0

Notes:

The minimum wage for Colorado is currently at \$7.24 per hour, effective January 1, 2010.

<sup>2</sup> Source: Tricounty Headstart Early Childhood Programs.

<sup>3</sup> Total Living Expenses/2080 hour work year.



\* Local rent estimates not available. Fair Market Rent provided by HUD.  
Family of four assumes two children requiring full-time day care.

## **Telecommunications**

Due to its geographic isolation, the Town of Silverton has severely limited telecommunications connectivity to the rest of the region. The town is currently connected by microwave radio to Missionary Ridge, a hop of about 42 miles. Within the town, Qwest uses DSL in Silverton through twisted copper (phone line). Brainstorm Internet also provides some wireless services. The town was unsuccessful in a recent Public Utilities Commission challenge of Qwest's failure to bring fiber optics to the town and county as part of the Beanpole I and Multi-Use Network (MNT) projects implemented more than a decade ago. The PUC only ruled on Qwest's compliance to their regulations in Silverton, which they deemed as sufficient. San Juan County and the Town of Silverton still contend that Qwest did not complete the 2000 MNT contract with the state. Further legal action may be taken against Qwest (now CenturyLink) in this matter. Other private providers are reluctant to invest in fiber connectivity into Silverton from the north and south because of the high cost of construction through the mountains.

The Town of Silverton and San Juan County are both participants in the Southwest Colorado Council of Governments (SWCCOG) and the SWCCOG telecommunications infrastructure development project, the Southwest Colorado Access Network (SCAN). The SCAN project has identified 13 community anchor institutions in the Town of Silverton as potential participants in an intra-community government network. These and other institutions in the area are also potential purchasing consortium members for the SCAN project. County and municipal governments and community anchor institutions will have input into which type of infrastructure and services are appropriate for the community's broadband needs.

## **Transportation**

The town of Silverton is totally dependent upon US 550 for access beyond the mountain valley. The town has the highest potential for isolation due to avalanche-related road closure of any populated community in the lower 48 United States. Transportation is thus high on San Juan County's priority list. With U.S. Highway 550 (US 550) allowing the county's only paved access to the rest of the region, weather during severe winters regularly closes the highway down in one or both directions, thereby delaying the delivery of mail, goods and services, while keeping residents isolated to the area.

There is no intercity bus service and no fixed-route transit service between Durango and Silverton. Moreover, in 2010, the Greyhound passenger line that previously provided passenger service from Montrose to Durango via US 550 was redirected over Lizard Head pass via Colorado Highway 145.

According to data provided by the CDOT Region 5 Pavement Manager, 100 percent of the state highway miles (corresponding to 30.58 miles of US 550) in San Juan County were rated good in 2010. Maintaining the existing transportation system is a high priority for the Transportation Commission, and a large percentage of state and federal transportation dollars are spent on reconstruction and resurfacing projects.

CDOT recently completed the Mineral Creek Bridge project on U.S. Highway 550, just south of Silverton. The structure was considered to be functionally-obsolete, due to its narrow width. A new concrete bridge was constructed adjacent to the existing structure. The project cost was \$4.4 million, including design, right-of-way acquisition, and construction. Wetland mitigation was required.

In 2003, San Juan County completed the Silverton Area Trails Plan, as a master plan for a county-wide trails network. The Town of Silverton endorsed the plan in 2008. Both governments are in the process of implementing this plan. The most recent segment was completed by a Southwest

Conservation Corps troupe in the summer of 2011. The governments plan to apply for local, state, federal and foundation funding for future trail construction.

The Colorado Avalanche Information Center (CAIC) is a cash-funded program of the Colorado Geological Survey, under the state geologist. The purpose of the CAIC is to minimize the impact of snow avalanches on recreation, tourism, commerce, industry, and the citizens of Colorado. The CAIC has four offices, including one located in Silverton, that issue backcountry avalanche forecasts.

In 1992, CDOT contracted the CAIC to provide avalanche condition evaluations, forecasts and recommendations for avalanche control and road closure for avalanche-prone US 550 in the San Juan Mountains. Two CAIC forecasters are based in the town of Silverton from November 1st through May 1st. The forecasters develop and disseminate daily avalanche potential evaluation information and forecast advisories for three highway segments. Avalanche forecasts are based on quantitative weather forecasts provided by the CAIC Forecast Office in Denver and real-time stability evaluations. Avalanche release potential is characterized as low, moderate, high, and extreme in terms of "very unlikely" to "certain". Travel and maintenance restrictions vary from none to total road closure. The advisories are distributed to CDOT personnel, law enforcement officials and other interests. Road closure recommendations may be made prior to control efforts when potential for natural release renders highway unsafe for travel. The highway is then cleared of traffic and the gates closed until safe travel can resume. CDOT then responds with explosive control methods that may include helicopter bombing and avalauncher delivery of high explosives. The avalanche forecasters accompany control teams to help direct the efforts.

## SAN JUAN COUNTY PROFILE

### San Juan County Government

San Juan County is one of 64 counties created by the State of Colorado. Eight elected officials, share the responsibilities of implementing state law and managing county business. These include; the Assessor, Clerk and Recorder, Sheriff, Treasurer and Coroner. An elected three member Board of County Commissioners is the chief legislative and executive body of the county. Their duties include overseeing the county budget, land use policy, social services, road maintenance, buildings and public health programs. The county employed a staff of 15 people in 2011.

#### Expenditures

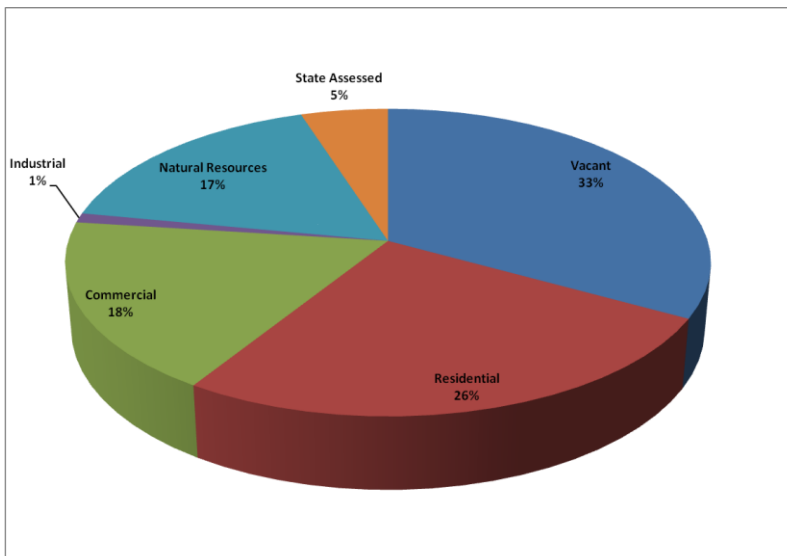
San Juan County provides many different services to its citizens, including roads and bridges, public safety, and health and welfare. Expenditures for San Juan County totaled \$2,827,167 in 2010, with \$3,705,977 estimated for 2011.

#### Revenues

The County received \$2,918,587 in revenues in 2010 and estimates \$3,709,300 from 2011 revenues. Revenues are produced from a variety of sources, including non-local tax sources such as federal and state funding for social services programs, highway user taxes and sales taxes generated by visitors to the county or user fees and service charges. There is a 6.9% sales tax in San Juan County. Of this 2.9% goes to the state and 4% is split between the county and the Town of Silverton. Taxes collected within the town are disbursed to the town; taxes collected elsewhere in the county are disbursed to the county. Sales tax generated \$70,076 in 2010, and \$80,000 is estimated for 2011.

The property tax base for San Juan County is impacted by the high percentage of public lands within the county. San Juan County's location high in the San Juan Mountains, its extensive mining history, and a very limited land base suitable for residential development have resulted in a skewed land ownership pattern. There are 28,000 acres of private land (11%); 172,000 acres of Forest Service (San Juan National Forest) land (69%); and 49,000 acres of BLM land (19%) out of a total land base of 251,000 acres (392 sq. miles). It is important to note that most of the land in private ownership is in patented mining claims.

In spite of the limited land tax base, property taxes accounted for almost 39% (\$1,067,885) of the county's general operating revenue in 2011, on real properties assessed at \$57,605,250. Property tax is based on the appraised value of the property times the assessment ratio times the mill levy. Mill levies are the rates of taxation set by each taxing district.



- Property tax revenues are distributed among municipalities and school districts.
- The mill levy for San Juan County is 19.641.

## **Infrastructure and Services**

**Electric** - The County is served by San Miguel Power Association, Inc.

**Natural Gas** - There is no natural gas in Silverton/San Juan County. Silverton LP Gas Co. distributes propane to many of the newer homes that rely on gas for heating and other energy needs. But numerous government offices, commercial spaces and residential dwellings – still rely upon coal as their primary heating source. Wood and biomass pellet stoves are also commonly used for heat in the winter and cooler months.

**Water** - Within the Town of Silverton, water is provided by the town. Outside of Silverton, people use wells or get water from lakes and streams/springs.

**Wastewater** - Within the Town of Silverton, wastewater is handled by the town; septic tanks are used outside of town.

**Solid Waste** - In 2011, local waste services provider, Silverton Trash, folded up its operations in Silverton and the Town subsequently contracted with Bruin Waste Management, of Naturita, to provide for the community's solid waste services, which include commercial collections and operation of the Town-administrated transfer station.

**Police & Fire Departments** - Police services in both the Town and County are provided by the San Juan County Sheriff's Department. Fire services are provided by the local volunteer fire department.

**Telephone** – CenturyLink Communications, formerly Qwest, provides local calling services.

**Medical Facilities** – The Silverton Clinic offers one doctor's services, and a part-time county nurse provides limited medical care and vaccinations. Emergency medical services are provided by the Silverton-San Juan Ambulance Association, which has two paid EMTs and numerous EMT volunteers. A local non-profit Search and Rescue team also provides some emergency medical services.

**Educational Facilities** - San Juan County School District #1 (includes the K-12 Silverton School).

**Business Parks** - The Powerhouse Industrial Park, which includes nine sites developed by the Historical Society, houses a cross country ski manufacturer and a woodworking shop, a snow board manufacturer and a printing supply business. There is also a concrete batch plant and a small lumber sawmill. Three sites are occupied by building contractors, and two sites are currently vacant.

**Major Employers** - [2010] Top 10 Employers: Silverton Outdoor Learning Center (Silverton Mountain)(42), San Juan County (26), Handlebars (20), Silverton School District #1 (17), Town of Silverton (15), Natalia's of Silverton (15), Bent Elbow Restaurant & Hotel (10), Triangle Service Station (9), Silverton Brewery (9), Grand Imperial Hotel (8).

**Recreation Facilities** - One baseball field; one gymnasium (at the school); Kendall Mt Ski Area (downhill skiing, ice-skating and ice hockey), and trails for cross-country and snow-shoeing. In Silverton, the Memorial Park has a track, tennis courts, volleyball, soccer and horseshoes. Facilities at Molas Lake include fishing, camping and picnicking. The Silverton Mountain Ski area offers world class back country ski terrain. The surrounding mountains offer many recreational opportunities – 86% of the county is public land!

**Housing** - Median sales price of a single family residence in San Juan County for 2010 is \$170,000, based on 5 sales.

**Childcare Availability - (2011)** 30 Total Slots (Ages 0-5). No Providers offer 24 hour or weekend care. [Childcare Resource and Referral]

**Long Term Care for Seniors - (2010)** None. [San Juan Basin Area Agency on the Aging]

**Estimated number of persons without health insurance – (2007)** 159 [US Census Bureau]

### Demographics

In 2000 the county's resident population was 558, though it has grown by 25% over the last decade. There has also been an influx of seasonal/summer residents, many of whom have purchased 2<sup>nd</sup> homes in the area in order to enjoy the rural amenities of life in the high country.

	Census 2000	Census 2010	% Change 2000-2010
<b>San Juan</b>	558	699	25.3%
<b>Silverton</b>	531	637	20.0%
<b>Unincorporated</b>	27	62	129.6%

This phenomenon, known as "amenity migration", has produced wide ranging economic impacts on the community. Seasonal residents are not included in population figures.

Source: Colorado State Demography Office 3-2011

The annual average rate of growth is expected to decrease, and then over the next 20 years, based on local and national trends. A population of about 595 is forecast by 2015.

Population Forecasts					
San Juan	2010	2015	2020	2025	2030
Population	699	595	619	641	648
Avg. Ann. % Change		-3.2%	0.8%	0.7%	0.20%

The **American Community Survey (ACS)** is a large, continuous demographic survey conducted by the Census Bureau that will eventually provide accurate and up-to-date profiles of America's communities every year. Questionnaires are mailed to a sample of addresses to obtain information about households -- that is, about each person and the housing unit itself. The survey produces annual and multi-year estimates of population and housing characteristics and produces data for small areas, including tracts and population subgroups. The following topics are drawn from the ACS, but do not include all available information. For a more comprehensive look at the demographics of San Juan County go to <http://www.census.gov/acs/www/>.

**Population:** In 2005-2009, San Juan County had a total population of about 690, 30 percent females and 70 percent males. The median age was 45.5 years. Five percent of the population was under 18 years and 10 percent was 65 years and older.

**Households and Families:** In 2005-2009 there were 360 households in San Juan County. The average household size was 1.9 people. Families made up 40 percent of the households. This figure includes both married-couple families (27 percent) and other families (13 percent). Non-family households made up 60 percent of all households in the county. Most of the non-family households were people living alone, but some were composed of people living in households in which no one was related to the householder.

**Education:** In 2005-2009, 96 percent of people 25 years and over had at least graduated from high school and 45 percent had a bachelor's degree or higher. Four percent were dropouts; they were not enrolled in school and had not graduated from high school.

**Poverty and Participation in Government Programs:** In 2005-2009, 9 percent of people lived in poverty. Less than 0.5 percent of related children under 18 were below the poverty level, compared with 9 percent of people 65 years old and over. Less than 0.5 percent of all families and less than 0.5 percent of families with a female householder and no husband present had incomes below the poverty level.

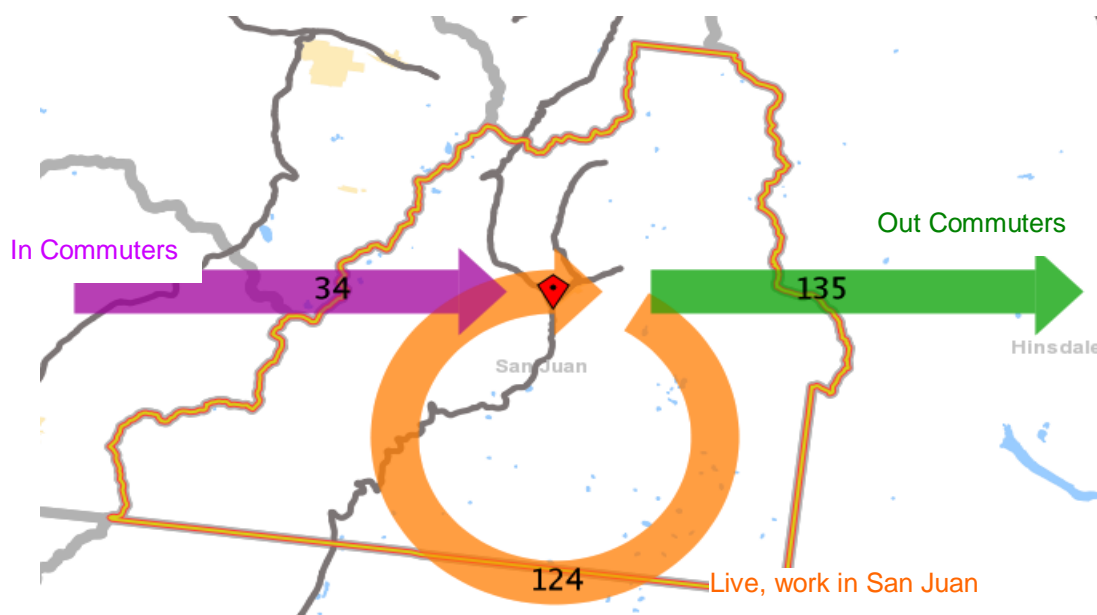
## The Local Economy

### Unemployment Rates

In 2010, county rates (10.8%) are higher than the state (8.9%) and nation (9.6%). The seasonally adjusted labor force was 329 in 2010. For a look at how San Juan County compares with the rest of the region from 1999 to 2010 please refer to the Regional Overview.

### Commuting

People commute to where the jobs are, but take their paychecks home. This has an effect on how we evaluate employment, whether by place of work or by residence. Most San Juan County residents (79%) work in the county, and 21% commute elsewhere for their paychecks, with the highest percentage (13.5%) going to La Plata County.



Who works in San Juan?		Where do San Juan residents work?	
Place	Share	Place	Share
San Juan County, CO	78.5%	San Juan County, CO	47.9%
La Plata County, CO	8.9%	La Plata County, CO	13.5%
Montrose County, CO	2.5%	San Juan County, NM	10.0%
Montezuma County, CO	1.3%	Mesa County, CO	6.6%
Alamosa County, CO	0.6%	Montrose County, CO	3.9%
Conejos County, CO	0.6%	Montezuma County, CO	2.7%
Costilla County, CO	0.6%	Arapahoe County, CO	1.5%
Custer County, CO	0.6%	San Miguel County, CO	1.5%
Delta County, CO	0.6%	El Paso County, CO	1.2%
Dolores County, CO	0.6%	Gunnison County, CO	1.2%
All Other Locations	5.1%	All Other Locations	10.0%

Source: US Census Bureau LEHD

## Employment and Income 2009

The following table includes wage earners as well as proprietors (owners). Total employment refers to the numbers and types of jobs reported by place of work – which may be outside of the county, or even the state. This data is provided by the Bureau of Economic Analysis then is adjusted and reported by the Colorado State Demographer. It lags two years behind the current year, thus 2009 is the latest available data. Some sectors have income figures that can not be disclosed. The rule by state statute is that employment can't be disclosed if there are three or fewer firms in a sector or one firm comprises more than 80% of sector employment.

San Juan County 2009 Total Employment	# of Jobs	% of Jobs	Income (\$000)	% of Inc.	Avg ann. wage
Agriculture	1	0%	\$ -	0%	
Mining & Utilities	3	1%	D		D
Construction	23	7%	\$ 1,796	17%	\$ 78,087
Manufacturing	3	1%	D		D
Transportation & Warehousing	0	0%	\$ 25	0%	
Wholesale & Retail Trade	39	12%	\$ 1,489	14%	\$ 38,179
Information	0	0%	D		D
Finance, Insurance & Real Estate	10	3%	D		D
Services	186	56%	\$ 4,417	41%	\$ 23,747
Government	69	21%	\$ 3,025	28%	\$ 43,841
Total	334	100%	\$ 10,752		

Source: Colorado State Demography Office 3-11

D - wages can not be disclosed

From this table we see that proprietors (owners) form a substantial part of the total number of jobs, especially in Trade and Construction sectors.

San Juan County 2009 Total Employment	% of Wage/ Salary Jobs	% of Proprietors
Agriculture	0%	100%
Mining & Utilities	63%	37%
Construction	39%	61%
Manufacturing	62%	38%
Transportation & Warehousing	0%	0%
Wholesale & Retail Trade	33%	67%
Information	0%	0%
Finance, Insurance & Real Estate	81%	19%
Services	73%	27%
Government	100%	0%
Total	45%	35%

The service sector employs about 56% of workers in the county, and represents 38% of the earnings. The service sector is composed of many types of jobs, and very different wage scales. These include highly paid professionals, as well as entry level wage earners. Many of the service jobs in San Juan County support tourism, in recreation, accommodations (lodging) and food services.

San Juan County 2009 Service Sectors	# of Jobs	% of Jobs	Income (\$000)	% of Inc.	Avg ann. wage
Professional, Scientific, Technical	19	10%	\$ 581	13%	\$ 30,579
Education, Health, Social Assistance	18	10%	\$ 596	13%	\$ 33,111
Recreation, Accommodation, Food Service	141	76%	\$ 2,757	62%	\$ 19,553
Other Services	8	4%	\$ 483	11%	\$ 60,375
Total	186	100%	\$ 4,417	100%	\$ 23,747

## Economic Clusters

In recent years, “cluster strategies” have become a popular economic development approach among state and local policymakers and economic development practitioners. An industry cluster is “a group of firms, and related economic actors and institutions that are located near one another and that draw productive advantage from their mutual proximity and connections”. Cluster analysis can help diagnose a region’s economic strengths and challenges and identify realistic ways to shape the region’s economic future. [www.brookings.edu/metro/pubs/20060313\\_clusters.pdf](http://www.brookings.edu/metro/pubs/20060313_clusters.pdf)

For example, there are several manufacturing firms that specialize in producing skis, sleds and snowboards. These industries feed the winter recreation industry that has a growing presence in the county.

## Per Capita Income

Per Capita Income 2009		
	PCI 2009	% of USA
USA	\$ 39,635	100%
Colorado	\$ 41,895	106%
Archuleta	\$ 29,344	74%
Dolores	\$ 31,385	79%
La Plata	\$ 39,769	100%
Montezuma	\$ 32,502	82%
San Juan	\$ 38,705	98%

In 2009 San Juan had a Per Capita Personal Income (PCPI) of \$38,705. This PCPI ranked 23rd in the state and was 92 percent of the state average, \$41,895, and 98 percent of the national average, \$39,635.

Source: Bureau of Economic Analysis

## Total Personal Income

San Juan		% of
2009 Total Personal Income (\$000)		Total
Employment Earnings	\$ 10,048	47%
Residency Adjustment	\$ 2,435	11%
Dividends, Interest & Rent	\$ 5,243	24%
Transfer Payments	\$ 3,755	17%
<b>Estimated TPI</b>	<b>\$ 21,481</b>	<b>100%</b>

In 2009, Total Personal Income (TPI) in San Juan County was \$21,481,000. This TPI ranked 64<sup>th</sup> in the state and accounted for less than 0.1% of the state total. The largest proportion of TPI is generated through employment.


Source: Bureau of Economic Analysis


Estimated payments to retirees accounted for almost 15% of the estimated TPI in San Juan County in 2009. That was \$3,222,150!




## Total Personal Income Trends

In addition to employment income, money enters the local economy from other sources. Total Personal Income (TPI) is the sum of all personal income that flows into the county. The following chart examines the components of TPI and how the proportions of this income have changed over time.

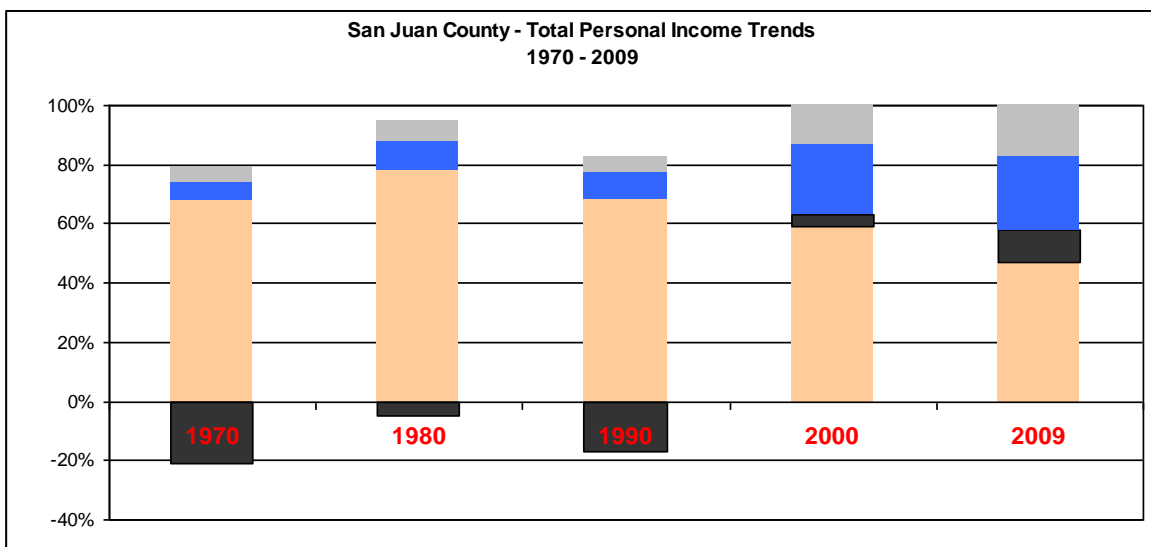
 Transfer payments consist primarily of retirement and disability benefit payments, medical payments (i.e. Medicare and Medicaid), income maintenance benefits, unemployment insurance, veteran's benefits and payments to nonprofit institutions.

 Dividend income is income that is paid in cash or other assets to stockholders by corporations in the U.S. or abroad. Interest income consists of monies received from money market mutual funds and interest from other sources. Rental income consists of income from the rental of real property, the net income of owner - occupants of non-farm dwellings, and the royalties received from patents, copyrights, and from the rights to natural resources.

 Residency adjustments are made when a person receives income for work performed and paid for from outside their place of residency, (i.e. commuters). Negative numbers mean that more people were coming into the county for work than were commuting out.

 Earnings are derived by place of work, including farm and non-farm earnings.

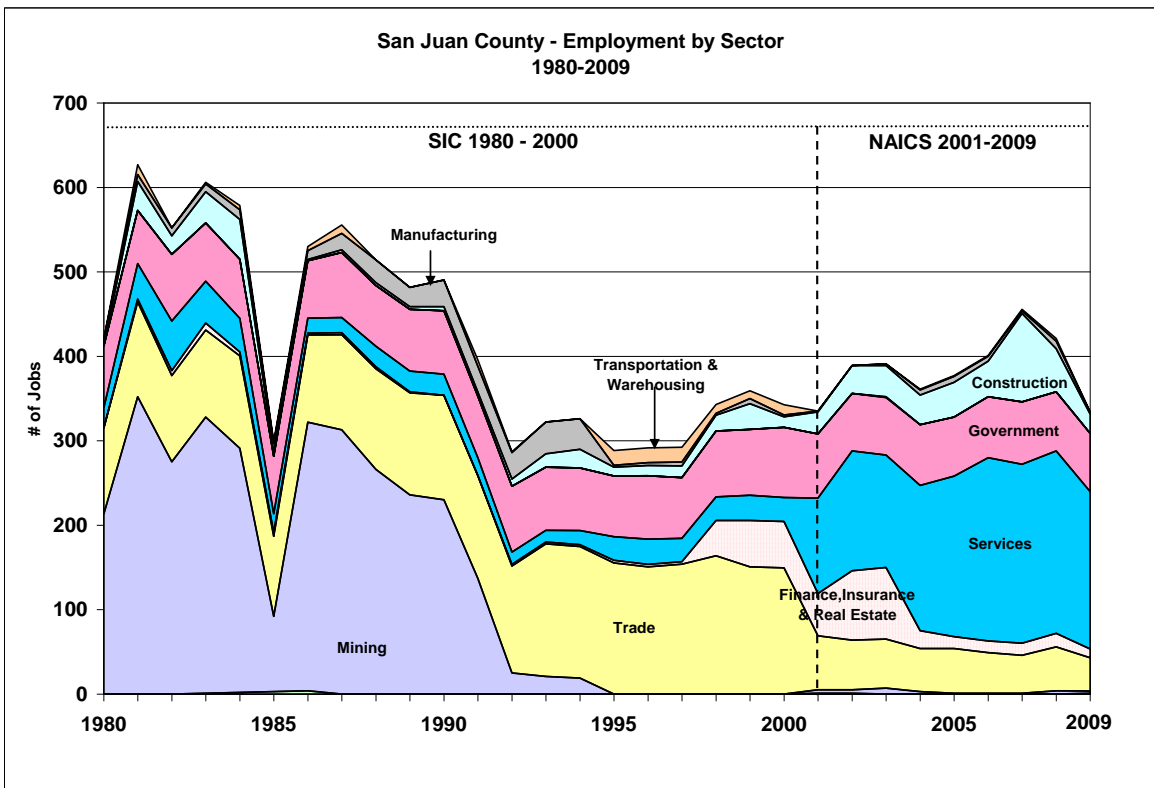
Generally, from 1970 to 2009, we see a trend of decreasing employment income, and increasing income from dividends, interest and rent, and transfer payments. Residency adjustments illustrate how the economy of each county is tied to others as people commute to where the jobs are, but take their paychecks home. <http://www.bea.gov/regional/reis/> (Table CA04)



### Employment Sector Trends 1980 - 2009

An employment “sector” groups jobs into categories that are alike and allows us to measure the relative strength of that industry in the local economy. Using “trend analysis” we can see how those industries have grown or declined within a specific timeframe. The trends presented here reflect the Standard Industrial Code (SIC) job classifications used from 1980 to 2000. In 2001, the North American Industry Classification System (NAICS) replaced the (SIC) system. NAICS groups the economy into 20 broad sectors, instead of the 10 divisions of the SIC system. NAICS was developed jointly by the U.S., Canada, and Mexico to compare business activity across North America.

The primary differences between the two classification systems is that the mining sector now includes utilities; eating and drinking (food services) have been moved from retail trade to the service sector; and the service sector includes new categories



In this decade there was a peak in the number of jobs in 2007 (451), and subsequent declines associated with the current U.S. recession. The dip in 2001 probably reflects repercussions of the widespread drought, local wildfires and impacts to the national economy from the terrorist attacks of 9/11/01.

When we compare job growth from 2001 to 2009 using the NAICS system, we see that the most growth has been in the service sector. Other sectors have seen declines.

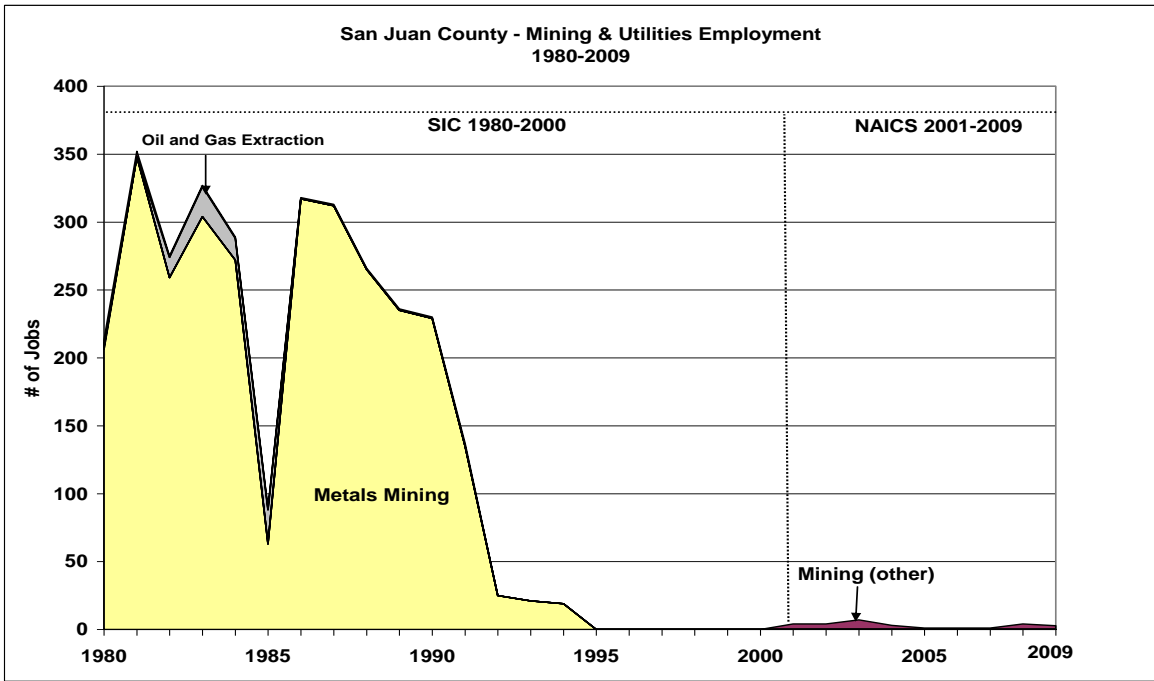
San Juan County	# of Jobs		% change 01 - 09
	2001	2009	
Agriculture	1	1	0%
Mining & Utilities	4	3	-25%
Construction	26	23	-12%
Manufacturing	0	3	
Transportation & Warehousing	0	0	
Trade	64	39	-39%
Information	0	0	
Finance, Insurance & Real Estate	50	10	-80%
Services	113	186	65%
Government	76	69	-9%
<b>Total Employment</b>	<b>334</b>	<b>334</b>	<b>0.0%</b>

To fully understand the ups and downs of each sector, we need to look at them in greater detail. In the following pages each of these sectors is broken into subgroups for further definition of job type. Some sub sectors have been grouped into "other" categories in order to abide by non-disclosure rules. The rule by state statute is that employment can't be disclosed if there are three or fewer firms in a sector or one firm comprises more than 80% of sector employment.

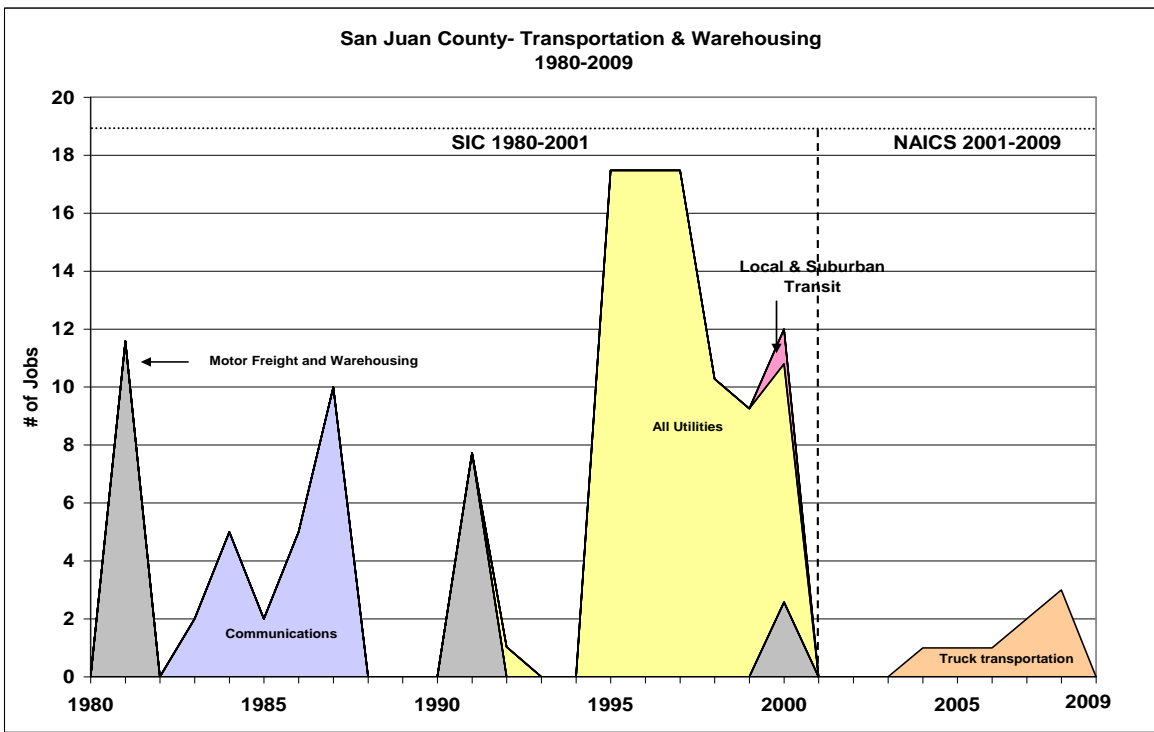
**Remember that the closure of even one business may appear to create dramatic "ups and downs" within sectors in the following charts. Be sure to notice the scale of the numbers of jobs. Differences can also arise from reclassification of jobs within a business over time.**

To provide detail for the intervening years, the following table tracks changes in each sector from 2005 to 2009.

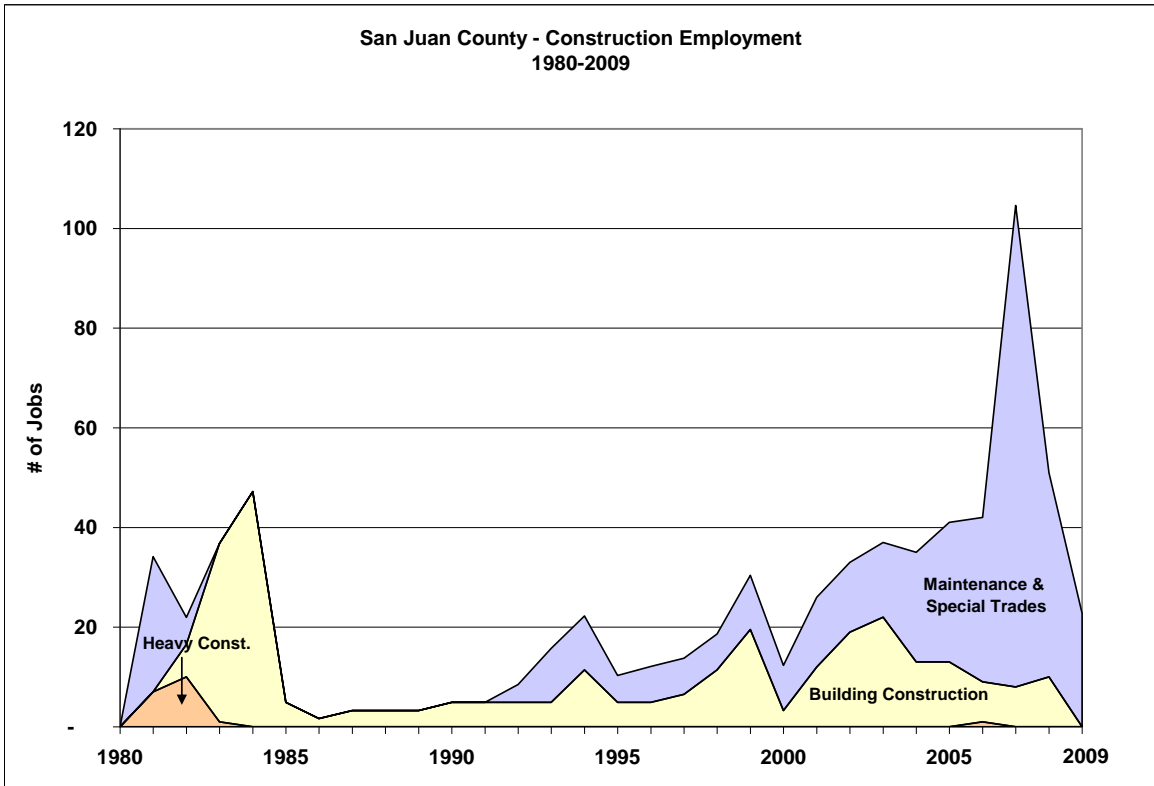
San Juan County	% Change			
	05-06	06-07	07-08	08-09
Agriculture	0%	-100%	0%	0%
Mining & Utilities	-67%	0%	100%	50%
Construction	-21%	209%	-46%	-60%
Manufacturing	-73%	-50%	200%	-67%
Transport. & Warehousing	0%	100%	0%	-100%
Wholesale & Retail Trade	-24%	-8%	13%	-25%
Information	0%	0%	0%	0%
F,I & R E	-48%	-7%	23%	-38%
Services	64%	-7%	5%	-15%
Government	1%	-3%	0%	-4%
<b>Total</b>	<b>9%</b>	<b>11%</b>	<b>-5%</b>	<b>-22%</b>



Boom and bust accurately describe the mining industry in San Juan County employment. The last mine closed in 1991. Utilities have been moved from the transportation sector to the mining sector in the NAICS system, although the utility sector is not present in San Juan County



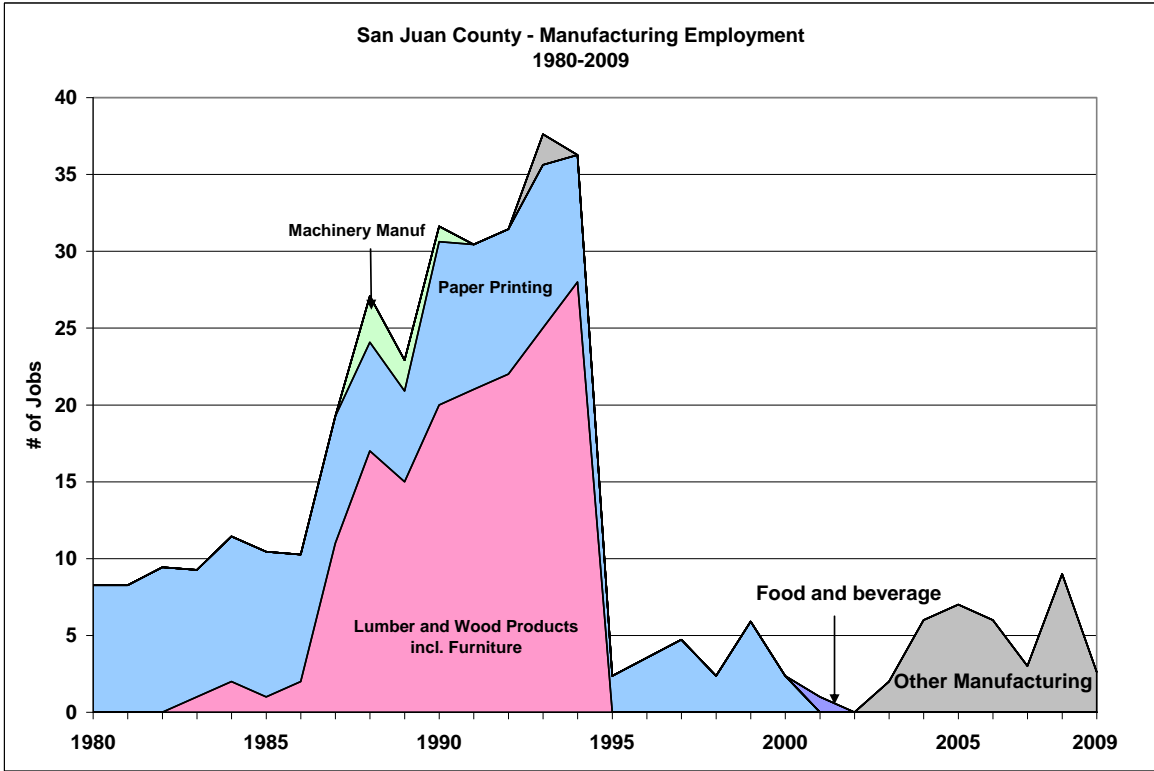
Utilities were moved to the mining sector under the NAICS system in 2000, and many other jobs were reclassified into new categories. The communications segment of this industry is now included in information, in the service sector. Thus the rapid decline of this sector in 2000 probably does not necessarily reflect job losses in the local economy.



The construction industry was flat during the mid 1980s and early '90s, corresponding to population declines and mine closures. There was modest growth in the sector in the '90s, particularly in the specialized trades. This may be due to renovations of public buildings, and home modifications made by seasonal / summer homeowners. A study conducted by Region 9 found that 83% of property in San Juan County was owned by non-locals in 2005, although 60% of these are patented mining claims. A substantial number (22) of construction jobs, and \$288,000 in employment income are attributed to the building of 2<sup>nd</sup> homes in 2005, according to a base analysis provided by the state.

Average annual income in this sector was \$78,087 in 2009. About 61% of those employed in this sector are proprietors (owners).

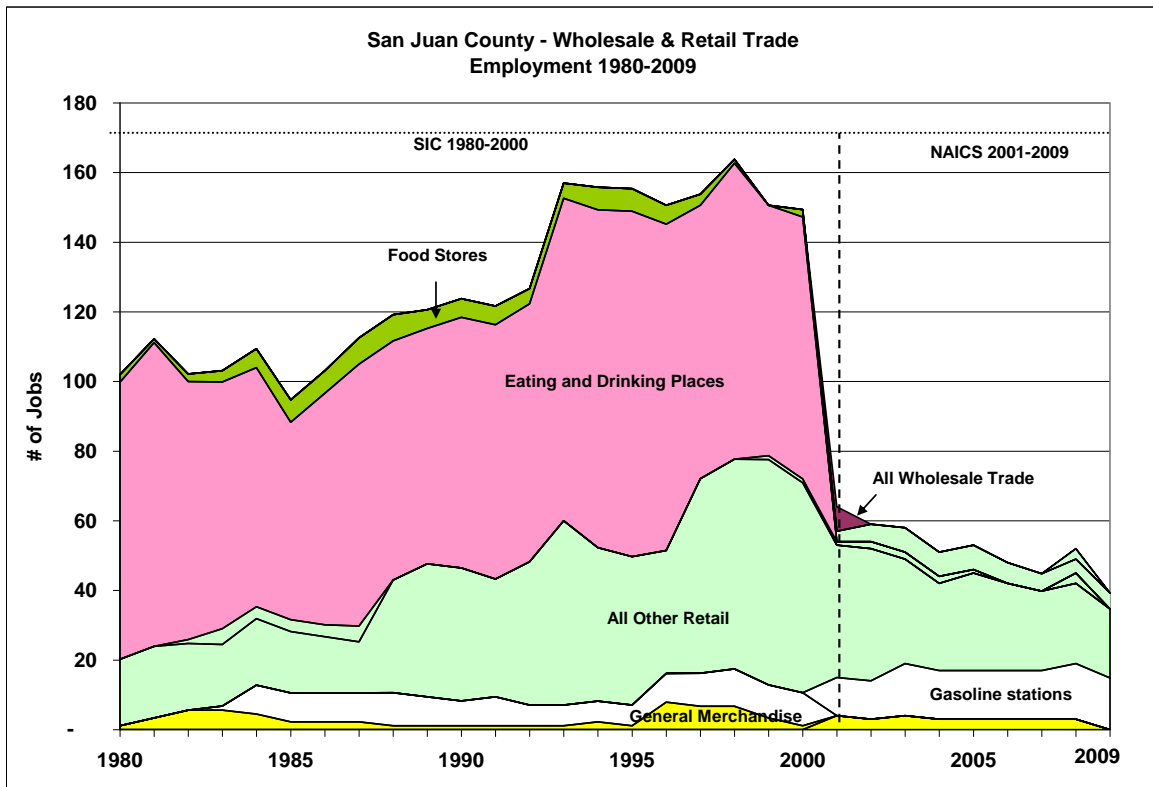
Construction Sectors	# of Jobs		% change 01 - 09
	2001	2009	
Construction of buildings	12	0	-100%
Heavy Equipment and civil engineering construction	0	0	
Special trade contractors	14	23	64%
<b>Total</b>	<b>26</b>	<b>23</b>	<b>-12%</b>



This chart illustrates the ups and downs of manufacturing employment in the county. The closure of one company accounts for the drop in wood products manufacturing. Many jobs in the printing industry (i.e. publishing) have been moved into the Information segment of the service sector in NAICS.

Manufacturing Sectors	# of Jobs		% change 01 - 09
	2001	2009	
Food and Kindred Products	0	0	
Lumber and Wood Products incl. Furniture	0	0	
All Paper Printing	0	0	
Rubber, Plastics and Leather	0	0	
Other manufacturing	1	3	200%
Primary and Fabricated Metals	0	0	
Nonmetallic mineral product manufacturing	0	0	
Motor vehicle and transportation manufacturing	0	0	
Other Manufacturing	0	0	
<b>Total</b>	<b>1</b>	<b>3</b>	<b>200%</b>

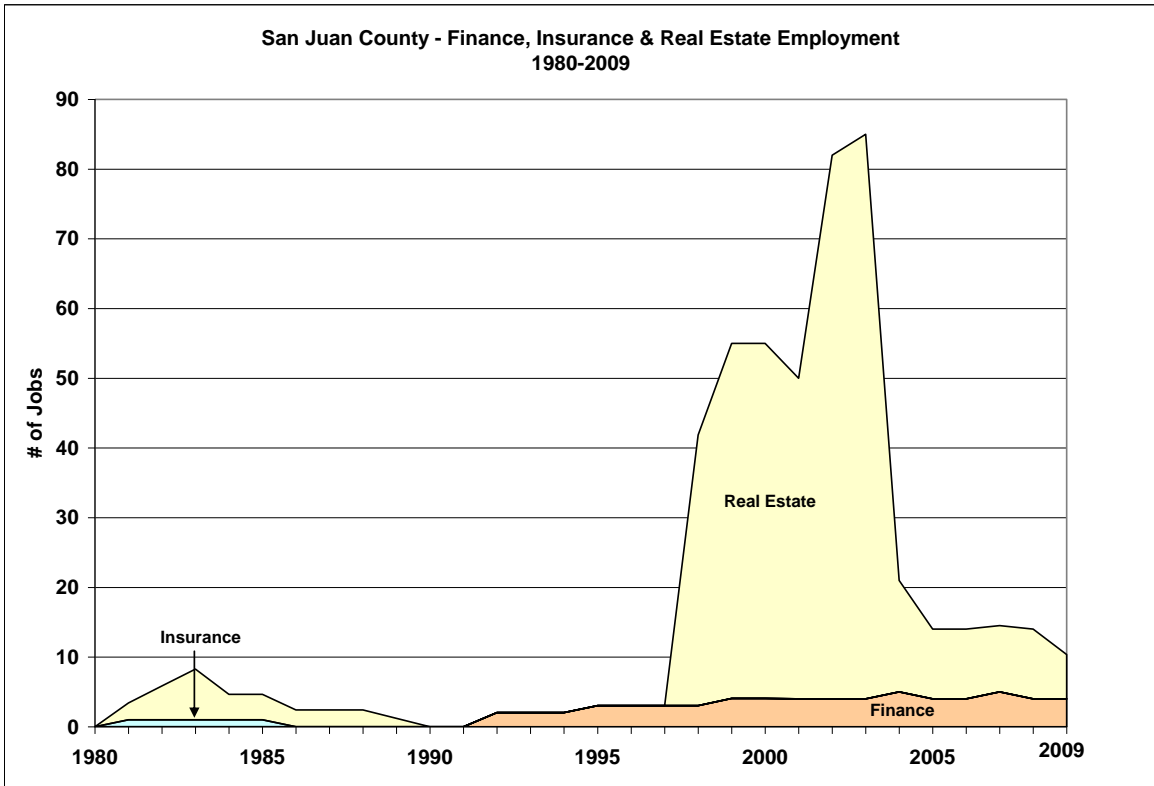
NAICS redefines the boundaries between Retail and Wholesale Trade. The new NAICS definition emphasizes what the establishment does, rather than to whom it sells. The SIC system defined retailers as those establishments that sold primarily to consumers while wholesalers were those establishments that sold primarily to business customers.



The trade sector changed dramatically under the NAICS system. The primary difference is the removal of restaurants from retail trade. Restaurants are now combined with accommodations to form a new sector in NAICS, Accommodation and Food Services. In addition, many of the general groups have been split into finer detail, so it is difficult to compare trends in the various retail sectors.

Average annual income in retail trade was \$38,179 in 2009. About 67% of those employed in retail trade are proprietors (owners).

Wholesale & Retail Trade Sectors	# of Jobs		% change 01 - 09
	2001	2009	
Wholesale	7	0	-100%
Clothing and clothing accessories stores	1	0	-100%
Other Retail	14	20	43%
Miscellaneous store retailers	38	19	-50%
<b>Total</b>	<b>60</b>	<b>39</b>	<b>-35%</b>



In the 1990s there was substantial growth in the real estate sector, supporting housing for 2<sup>nd</sup> homeowners who are buying land, building new homes, and taking advantage of the quality of life found in SW Colorado, also known as "amenity migration".

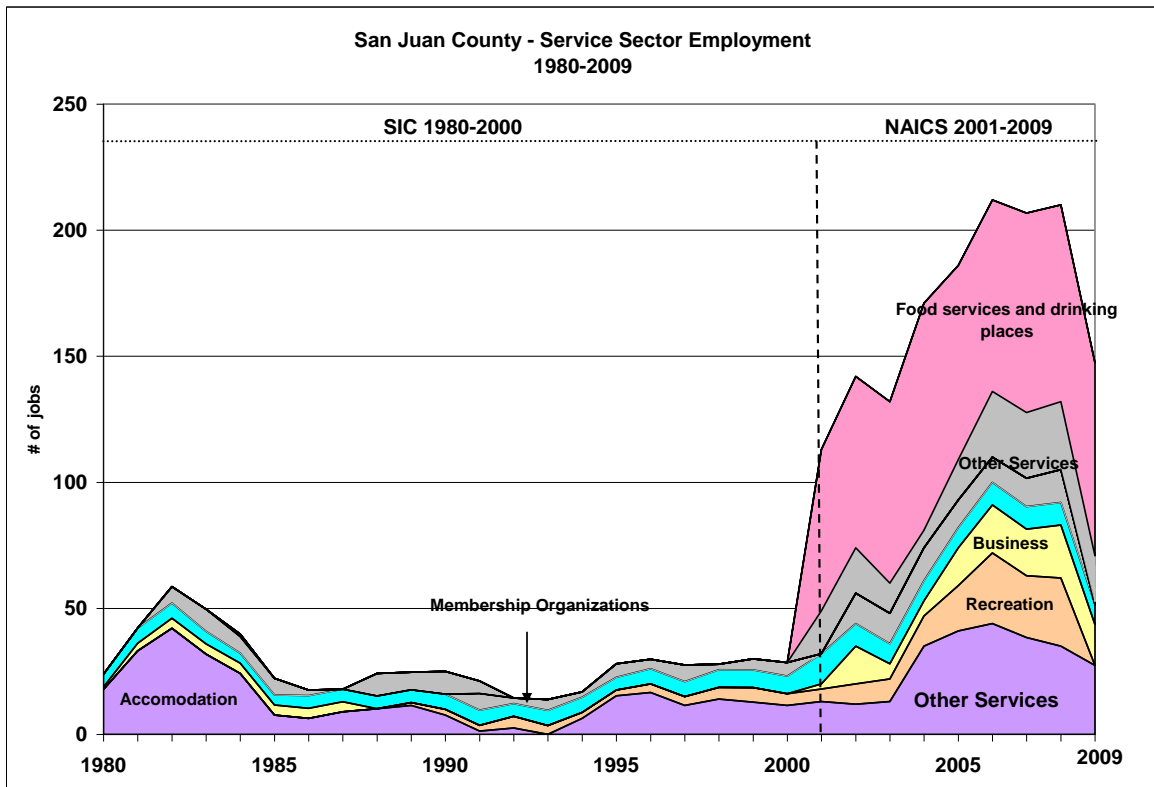
A study conducted by Region 9 found that 83% of all property (and 53% of single family homes) in San Juan County was owned by non-locals in 2005, although 60% of these are in patented mining claims. A substantial number (18) of jobs, and \$278,000 in employment income are attributed to the building of 2<sup>nd</sup> homes in 2005, according to a base analysis provided by the state.

Since 1998 Cascade Village employees are classified in the Real Estate sector by ES202. They were not included in this sector in previous years.

Finance, Insurance & Real Estate Sectors	# of Jobs		% change 01 - 09
	2001	2009	
Finance and Insurance	4	4	0%
Real estate inc rental and leasing services	46	6	-87%
<b>Total</b>	<b>50</b>	<b>10</b>	<b>-80%</b>

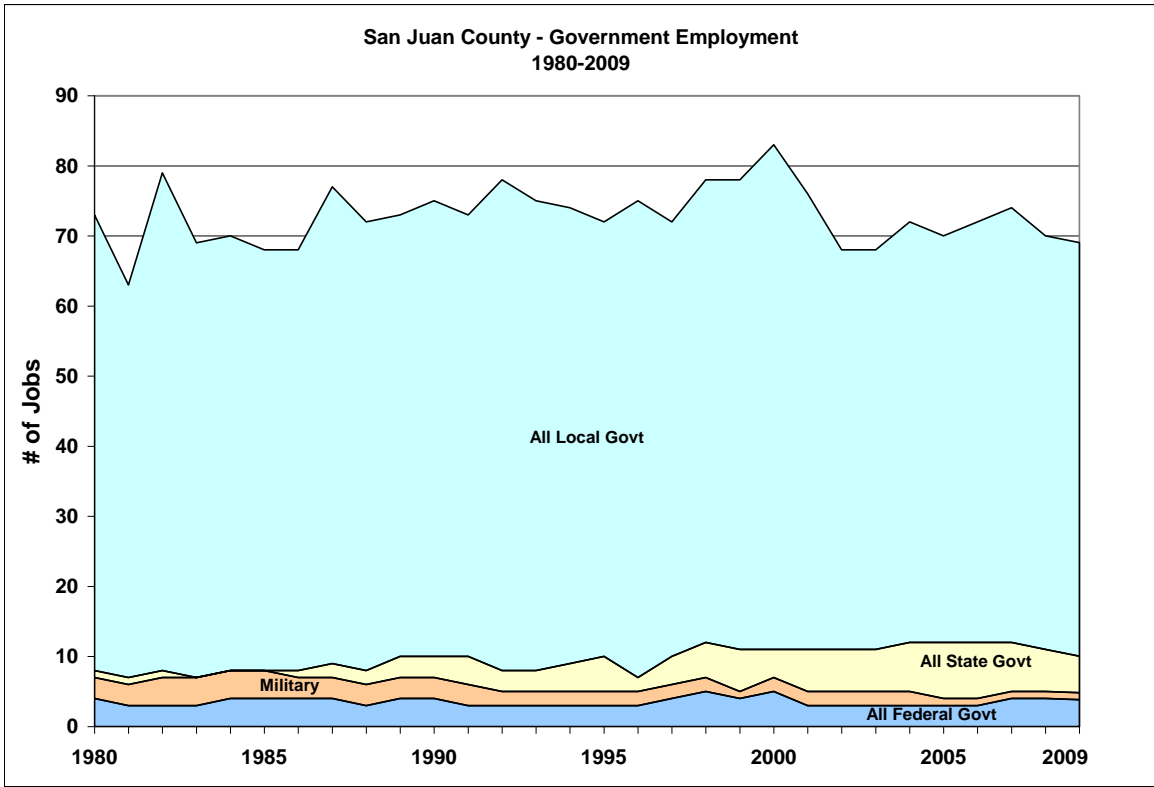


The service sector has undergone a transformation under the NAICS system. The primary difference is that food services (previously included in SIC Retail Trade - eating and also see new types of services emerging in 2001 although it is difficult to fully evaluate them over the long term due to the SIC – NAICS shift.



The service sector is the largest single segment of all sectors in the local economy, accounting for 56% of total employment and 38% of employment income. The service sector is composed of many types of jobs, and very different wage scales. These include highly paid professionals, as well as entry level wage earners. Combined, the average yearly income for this sector was \$23,747.

Service Sectors	# of Jobs		% change 01 - 09
	2001	2009	
Professional, Scientific and Technical Services	16	19	19%
Education, Health and Social Assistance Services	3	18	500%
Accommodation, Food & Entertainment Services	82	141	72%
Other Services	12	8	-33%
<b>Total</b>	<b>113</b>	<b>186</b>	<b>65%</b>



Government employment, particularly local government, increases in response to growing population and management needs.

The average yearly income in 2005 was \$43,841.

Government Sectors	# of Jobs		% change
	2001	2009	01 - 09
Federal government, civilian	3	4	33%
Military	2	1	-50%
State and local government	71	64	-10%
<b>Total</b>	<b>76</b>	<b>69</b>	<b>-9%</b>

## STRATEGIC PLANNING

### San Juan County Vision Statement

The economic vision from the Silverton/San Juan County Master Plan is:

***"We work from our strengths as a mountain community to build a year-round, diverse, and prosperous economy."***

#### **SWOT (Strengths, Weaknesses, Opportunities, Threats) Analysis**

The starting point for a credible economic development strategic plan is an assessment of the strengths and weaknesses of the county. This is the baseline by which a community begins to understand where they are in relation to their mission. Once the SWOT analysis is completed, strategies for solutions can be identified. By working with the San Juan County community, and Governor Hickenlooper's Bottom Up Economic Development strategy, the following was identified:

##### **Strengths**

- Physical Attributes of land
- Raw materials and natural resources
- Attractive, livable community
- Tourism assets
- Quality education systems
- Strong volunteerism within community

##### **Weaknesses**

- Isolation from major markets, interstates and rail lines
- Geographic proximity from state and federal agencies
- Limits on infrastructure and resources for infrastructure
- Tax revenues reliant on population
- Lack of up-to-date telecommunications infrastructure/fiber optic technology
- Affordable/workforce housing is in short supply
- Need to diversify the economy and focus on building year-round jobs that pay family wages
- Access to local capital

##### **Opportunities**

- Strong community involvement and success in accomplishing community initiatives
- Natural beauty, surrounding Public Lands, resources and recreation
- Historic structures and cultural amenities that further foster a heritage tourism economy
- Expanding the visitor season to include shoulder season and the winter months
- Utilization of the school to promote community vitality and population growth
- Revitalization of mining industries

##### **Threats**

- Improper, non-sustainable Natural Resource Management
- Over-reliance on the tourism industry as an economic base
- Funding cuts in transportation, public health and human service programs, and the state Energy & Mineral Impact Assistance Fund (EIAF)
- Infrastructure capacity
- Excessive permitting requirements, a one-size fits all regulatory scheme that works to the detriment of small communities, and a hostile regulatory environment at the state and federal levels
- Volatility of business cycle

## Key Economic Development Directions

1. Continued support of San Juan Development Association, including expanding access to capital.
2. Increased marketing of local festivals and businesses through the Internet.
3. Continued development and preservation of the cultural and historical resources in the community including buildings, mining sites, A Theatre Group, the San Juan County. Historical Society's endeavors and the trails plan, all of which combine to impact economic development objectives.
4. Diversify the economy and create jobs.
5. Create a more business friendly and strong entrepreneurial climate.
6. Expand and improve fiber optics infrastructure to Silverton /San Juan County and increase redundancy throughout the region.
7. Increase the supply of affordable housing through the completion of the Anvil Mountain redevelopment project.
8. Programs that assist the aging population to remain in the community.
9. Continuation of Animas River Stakeholders and like groups that work to restore water quality
10. Support the visual enhancement of the gateway into Silverton.
11. Continued support and implementation of the Town of Silverton's infrastructure and community beautification projects.
12. Expand tourism in the areas of recreation, cultural heritage, winter and shoulder seasons.
13. Promote San Juan County as a recreation destination.
14. Support the revitalization of the mining economy.

## Goals, Actions & Implementation

A goal is a specific statement of what the community would like to be or achieve. Goals should be focused on the priority issues impacting the development of the community. The actions should then reflect the steps needed to accomplish the goal. Through utilizing the work done by the community, the following goals and actions have been established for San Juan County:

**Goal 1: Achieve a diversified, sustainable and growing economy in San Juan County that is compatible with the local environment and small town atmosphere.**

### Actions:

1. Work with partners in the community to review economic indicators, and meet annually to review and develop strategy plans for the county's economic development direction.
2. Grow area economy through the recruitment of new business and support of existing business in the county.

3. Work with federal, state and regional economic development agencies to provide incentives to businesses that are direct based in nature, support the local environment, provide higher, livable wages, and fill needed niche markets in San Juan County.
4. Support improved telecommunications that would allow for the recruitment and success of home-based businesses or home occupations that allow people to live and work from home.
5. Support county initiatives that target and promote “green industry”. Attract industries that preserve and enhance the county’s natural and environmental features, whose processes require minimal water consumption and generate nominal ambient air or water degradation, and where applicable, recycle waste products.
6. Develop a non-adversarial relationship with State and Federal Agencies to create a regulatory climate that welcomes (encourages) mining while minimizing impacts on natural resources.

**Goal 2: San Juan County contains a vibrant, growing, and sustainable tourism and recreation industry.**

**Actions:**

1. Encourage and support development of a strategic plan for the long-term sustainability of the tourism industry.
2. Support the arts and cultural organizations of San Juan County by providing mentoring and technical assistance to ensure their success.
3. Expand and sustain the tourism industry including heritage tourism by ensuring tourism-related land uses, and attracting, creating, or expanding tourism-related businesses, events and marketing.
4. Implement master trails plan.
5. Develop plan to improve winter and shoulder seasons.
6. Develop plan to increase the number of hotel/motel beds in Silverton.

**Goal 3: Sustain coordinated Economic Development efforts in the County.**

**Actions:**

1. Provide funded position to focus on economic development and economic development sustainability.
2. Continue to work with the Small Business Development Center at Fort Lewis College to mentor local business owners, and offer opportunities for business trainings.
3. Increase loan program to provide financial help and technical assistance to local businesses.
4. Continue to work with Regional, State and Federal Agencies to increase access to capital.

**Goal 4: The necessary facilities and programs are available to meet the socio-cultural needs of the community.**

**Actions:**

1. Support improved emergency services, facilities and equipment to ensure that proper health care services are available.
2. Support activities & programs for youth where needed.

Support programs that assist the aging population to remain in the community.  
Support the development of historic projects including the expansion of the narrow gauge railroad

**Goal 5: Expand infrastructure, such as roads, water, internet, electric, gas and broadband.**

***Rationale – Without adequate and available infrastructure, businesses cannot function. It is the responsibility of every community to make sure that adequate infrastructure is available and ready for use in order to provide the foundation for a growing economy.***

**Actions:**

1. Support the town and county in their efforts to target infrastructure improvements that increase the desirability of downtown as a tourist and shopping destination.
2. Identify potential grants for the purpose of improving, expanding and upgrading needed infrastructure.
3. Support the expansion and sustainability of locally-based transportation services.
4. Support local businesses in their infrastructure needs by being a conduit with the utility companies, CDOT and other agencies to improve process time.
5. Provide support in the expansion of telecommunications, including closing the fiber optic gap between Silverton and adjacent counties (37 miles), so that the capacity exists for future business developments.
6. Expand winter recreation parking along Hwy 550.

**Goal 6: Support the completion of all projects listed in the San Juan County Community Development Action Plan.**

***Rationale – The Community Development Action Plan (CDAP) is a list of short-term projects that may need assistance from Region 9 EDD or other community and economic development agencies. Maintaining a current Community Development Action Plan (CDAP) for each community is a process to assist communities with strategic planning.***

**Actions:**

1. Work with Region 9 EDD, town and county to find the resources, technical assistance, and political will to complete CDAP projects.

## **Goal 7: Support, retain and expand existing education programs and organizations.**

### **Actions:**

1. Support implementation of telecommunications for real time, interactive educational opportunities.
2. Support the Silverton Public School System.
3. Secure a permanent facility for the Mountain Studies Institute.
4. Sustain the following education programs in the community: Silverton Avalanche School, Center for Snow & Avalanche Studies, Silverton Learning Center, Silverton Summer Youth Program, Silverton School, and Mountain Studies Institute.

### **Implementation Plan**

Strategic planning is an on-going process and modifications and adjustments are necessary.

The ultimate success of any strategic plan depends on how well the partners manage the implementation of the various strategic actions. The plan by itself is worthless. It is critical, therefore that a solid implementation plan is created to ensure the proper priorities are given to each task, and the suitable owners for each task are assigned. Only then will the vision begin to come to life.

County leadership along with community residents and the Region 9 Economic Development District will oversee the process. This will be done by coordinating, participating and/or overseeing the various committees and organizations working in each of the key areas.

## BOTTOM UP – ECONOMIC DEVELOPMENT STRATEGY



### “Bottom-Up” 2011 County Economic Development Summary Top Five Economic Development Goals & Strategies For SAN JUAN County, Colorado

As part of Governor Hickenlooper’s Bottom Up Economic Development strategy, we are requesting that each county develop or update its economic development plan based on current input from local citizens, businesses and other interested stakeholders. The objective of the county plan is to identify up to five economic development goals and strategies of the county, utilizing information gathered from the online public survey, the public county meetings and comments, and the most current economic development plans in the county (town, city, or county). These county plans will be rolled up and incorporated into fourteen regional plans that together will assist in developing an overall statewide economic development plan.

Goal(s) <sup>i</sup>	Improve Access to Capital	Expand Tourism	Improve Telecommunications/Fiber Optics Infrastructure	Balance Regulatory Requirements with Economic Development Including Mining	Strengthen and Expand Research and Education in the San Juan Mountains
Strategy(ies) <sup>ii</sup>	1) Expand Loan Availability 2) Provide a State Loan Guarantee Program (Business) 3) Re institute and Support Energy Impact Assistance Fund (Dept. of Local Affairs)	1) Expand Backcountry Recreational Opportunities 2) Expand Heritage Tourism 3) Strengthen State/Regional Marketing	1) Promote regional cooperation and coordination 2) Increase access to federal funding 3) Establish standards for minimal level of service	1) Regulatory Reform 2) Develop a non-adversarial culture in all State, Local and Federal Government agencies	1) Support and Retain Existing Education Organizations and Programs including Silverton Public Schools, Mountain Studies Institute, Center for Snow and Avalanche Studies and Silverton Avalanche School 2) Support Expansion of Education Based Conferences
Action(s) <sup>iii</sup>	1) Review Bank Regulations 2) Support Micro-lending	1) Continued Support of San Juan County Historical Society	1) Build a Western Slope Coalition to provide improved levels of service	1) State Agencies Partner with SJC in Economic Development	1) three (3) New Conferences in 2012 2) Improve



	<p>in County</p> <p>3) Reduce Grant Match Requirements for Financially Challenged Rural Counties</p> <p>4) State Level Banking Summit</p>	<p>2) Implement Adopted Trails Master Plan (SJC)</p> <p>3) Expand Parking on SH 550 for Winter Access by Backcountry Visitors</p> <p>4) Promote Private Events (Red Bull)</p> <p>Continued Support for Silverton Chamber of Commerce</p>	<p>2) Close the fiber optic gap between Silverton and adjacent counties (37 miles)</p> <p>3) Improve 911 service with fiber optic capabilities</p> <p>4) Meet Minimum FCC Standards</p>	<p>Activities</p> <p>2) Eliminate Overly Complicated Procedures</p> <p>3) Build Agency culture of working with applicant not as adversaries</p>	<p>organizations capacity and collaborative efforts throughout the State</p>
<p><b>Expected Outcome(s),</b></p>	<p>1. Sustain and Expand Current Business and allow the Establishment of Start Up Businesses</p> <p>2. Expansion and support for Public Facilities/Infrastructure to support commerce</p>	<p>1) Increased Visitors</p> <p>2) Strengthened Tourism Economy</p> <p>3) Increased Local Government Revenue</p>	<p>1) Expand economic development opportunities</p> <p>2) Enhance public safety</p> <p>3) Diversify economic development opportunities</p>	<p>1) State Agencies Develop Formulas that recognize Base Necessities and Difficulty of Small Populations meeting criteria designed for populations that have expanded resources</p> <p>2) Consistent, timely, reasonable process and review periods</p>	<p>1) Establish Permanent Facility (Mountain Studies Institute) for Education and Science</p>
<p><b>Primary Partners<sup>iv</sup></b></p>	<p>1) Federal/State Banking Regulators</p> <p>2) San Juan Development Association</p>	<p>1) Town and County</p> <p>2) State/Federal Agencies</p> <p>3) Private Sector</p>	<p>1) Governor's Office</p> <p>2) Council of Governments</p> <p>3) Economic Development Districts</p>	<p>1) CDOT</p> <p>2) CDPHE</p> <p>3) Division of Reclamation Mining</p>	<p>1) State Colleges and Universities</p> <p>2) Town and County</p> <p>3) Silverton Public</p>

	<ul style="list-style-type: none"> <li>3) Region 9 EDD</li> <li>4) Town of Silverton</li> <li>5) San Juan County</li> <li>6) Colorado Department of Local Affairs</li> <li>7) Business Community</li> </ul>	<ul style="list-style-type: none"> <li>4) Government Office of Tourism and International Trade</li> </ul>	<ul style="list-style-type: none"> <li>4) Telecommunication Industry and appropriate government agencies</li> </ul>	<ul style="list-style-type: none"> <li>and Safety</li> <li>4) San Juan Basin Health</li> <li>5) EPA</li> <li>6) Other State and Federal Agencies</li> </ul>	<ul style="list-style-type: none"> <li>School District #1</li> <li>4) Universities throughout the U.S.</li> </ul>
<b>Available Resources<sup>v</sup></b>	<ul style="list-style-type: none"> <li>1) Citizens State Bank</li> <li>2) Region 9 EDD</li> <li>3) Dept of Local Affairs</li> <li>4) Other State and Federal Granting Agencies</li> </ul>	<ul style="list-style-type: none"> <li>1) Public BLM/Forest Service Lands</li> <li>2) Town Sales and Bed Taxes</li> <li>3) County Sales and Lodging Taxes</li> <li>4) State Taxes</li> <li>5) Private Investment</li> </ul>		<ul style="list-style-type: none"> <li>Governor's Office and State Legislature</li> </ul>	<ul style="list-style-type: none"> <li>1) State Higher Education Funding</li> <li>2) Private Foundations</li> <li>3) San Juan County</li> </ul>
<b>Needed Resources &amp; identified issues or barriers<sup>vi</sup></b>	<ul style="list-style-type: none"> <li>1) Regional Banks</li> <li>2) State Budget Crisis</li> <li>3) Federal Support</li> <li>4) Long Term Commitment to Federal Funding for programs such as PILT and SRS</li> </ul>	<ul style="list-style-type: none"> <li>1) State Regional Marketing Support</li> <li>2) CDOT Cooperation</li> <li>3) Continued Support for State Historic Fund</li> <li>4) CDOT</li> <li>5) Signage</li> </ul>	<ul style="list-style-type: none"> <li>1) State to Complete Commitment to provide Fiber Optics to all Colorado County Seats</li> </ul>	<ul style="list-style-type: none"> <li>Cooperation from:</li> <li>1) CDOT</li> <li>2) CDPHE</li> <li>3) DRMS</li> <li>4) San Juan Basin Health</li> <li>5) Governors Office</li> <li>Good Samaritan Legislation to allow for the volunteer cleanup</li> </ul>	<ul style="list-style-type: none"> <li>1) State Higher Education Funding</li> <li>2) Time Demands</li> </ul>

				of acid mine drainage	
<b>Timeline<sup>vii</sup></b>	<b>NOW</b>	<b>NOW</b>	<b>NOW</b>	<b>NOW</b>	<b>NOW</b>

**A few more questions....** When completing this template, please provide a written response to these questions, as applicable

**1. What current federal, state and local programs or initiatives hinder your local economic development efforts?**

*(a) Federal Environmental Regulations regarding future mining activities;*  
*(b) Division of Reclamation Mining and Safety Permitting Process (could be streamlined);*  
*(c) Federal Banking Practices;*  
*(d) Required State Grant Matching Fund Requirements;*  
*(e) CDOT Access and Design Requirements for State Highways at entrance to Town;*  
*(f) Long Term commitment of PILT and SRS Funding and current funding formula;*  
*(g) Potential loss of DOLA Grant Funds, State Historic Preservation Funding and GOCO Funding;*  
*(h) Governor's Office of Information Technology allowing Qwest to provide the San Juan County seat with inferior broadband technologies;*  
*(i) Long-Term impact of the loss of Energy Impact Assistance Funding.*

**2. What resources/actions do you need from the State of Colorado to assist your effort in implementing a county economic development plan?**

*(a) Develop a statewide policy that would guarantee a minimum level of economic development services;*  
*(b) Provide financial assistance to financially limited rural communities to allow for the employment of an economic development professional;*  
*(c) Ensure that grant funding is equitably distributed throughout the state and that the local match should not be a one size fits all but should be flexible based upon a communities population and financial abilities;*  
*(d) Diversification of lending opportunities to expand local business opportunities;*  
*(e) Expansion of Statewide Tourism Promotion.*

**3. Identify innovative economic development programs and partners in the county or region that can be replicated across the**

state?

**(a) San Juan Development Association;**

**(b) Link-up – a grassroots-based volunteer partnership between the Town and the County to provide broadband service to residents and visitors to San Juan County;**

**(c) Region 9.**

**(d) Southwest Colorado Council of Government**

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<sup>1</sup>Goals are expressions of the desires of the community; a future condition or state that it's aiming for – a concise statement that articulates the desired future. For example:

"Update and expand marketing efforts for economic development in \_\_\_\_\_ County"

<sup>2</sup>Strategies provide direction and framework for how to go about achieving the goal. For example, "Craft and finance strong, ongoing major marketing promotions."

<sup>3</sup>Actions or Implementation steps will carry out the strategy in a systematic way. For example, "Brand \_\_\_\_\_ County and its communities through the use of an agreed-upon economic development logo and slogan" or

"Develop a focused marketing program which consists of email, social networks, and blogs to promote the county."

<sup>4</sup>Identify partners with something to contribute/gain from involvement in this effort – e.g. Chambers, trade associations, non-profits, etc. etc

<sup>5</sup>Available resources can, and should, include more than funding. Students, volunteers, business sponsorships, strategic grants, can all be considered. Also, ways to leverage resources.

<sup>6</sup>Needed resources should be based on gaps existing after all available resources have been considered. The more innovative, creative use of resources without requiring additional funding will be the most expeditious in the short run. Issues or barriers are items that need to be addressed in order to realize goal.

<sup>7</sup>Timeline-some goals may be long-term. These may be broken down into intermediate steps with identified timelines for each action step. Short-term goals or specific projects may have a definite timeline. This is a way of keeping the process on track and reinvigorating efforts if a timeline slips, so that it doesn't get forgotten.

This County Plan was submitted on April 13<sup>th</sup> by the county team (please list the county team members below):

1. Peter McKay
2. Anthony Edwards
3. Bill Macdougall
4. Ken Charles