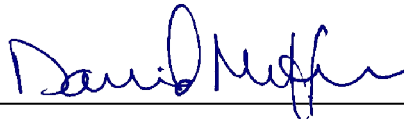


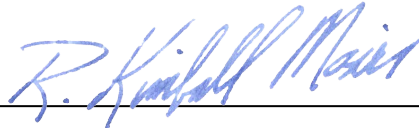
**Addressing Public Need: A BUSINESS PLAN**  
for  
**Improved Federal Court Services in Southern Utah**  
by the  
**United States Courts for the District of Utah**

**November 2017**



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Hon. David Nuffer, USDC Chief Judge



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Hon. R. Kimball Mosier, USBC Chief Judge



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D. Mark Jones, USDC Clerk of Court



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David A. Sime, USBC Clerk of Court

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**Addressing Public Need: A BUSINESS PLAN  
for  
Improved Federal Court Services in Southern Utah  
by the  
United States Courts for the District of Utah**

**Executive Summary**

The District of Utah, like many other western districts, comprises a sprawling land area with concentrated population centers and sparsely inhabited rural areas in between. Most of the district's residents are clustered along the Wasatch Front in northern Utah and in the immediate surrounds; the notable exception is the already large and growing population some 300 miles southwest, concentrated in St. George and the Washington County area. Unlike other districts, Utah has only one federally owned court location, in Salt Lake City, to serve the entire district.

Regular travel by district, magistrate, and bankruptcy judges has been and will continue to be employed by this court in an attempt to render better service to those populations outside of the Salt Lake City area, with the greatest unmet need occurring in southwestern Utah. Federal law enforcement has been established and expanded in that area to include the FBI, DEA, ATF, ICE, and DHS, as well as the USAO, USMS, and USPO. It is time for the federal court to improve service for residents in this remote part of the District of Utah.

Regular district and bankruptcy court proceedings, including a limited number of criminal trials but no civil cases, have been heard by this court in St. George for decades through the work of traveling judges, and since 2010 with benefit of courtroom and chambers space leased by GSA from the State of Utah. Now, demand within the state court system precludes extension of this lease term past June 30, 2024. Washington County remains the fastest-growing county within Utah, and is expected to continue in that position well into the future. The need for improved federal court services to this geographically remote population is both clear and immediate.

This court seeks to improve federal court services available in southern Utah for the following four reasons: an underserved population which is already large and growing; the geographic remoteness of that population from Salt Lake City; substantial avoidance of time and costs for travel by all parties for court proceedings; and a federal acknowledgement of community and cultural differences within disparate populations of the District of Utah.

To accomplish this, the District of Utah plans to establish a robust and eventually permanent presence in St. George, Utah, to include both District and Bankruptcy Courts, as well as other supporting agencies, most of which already have a presence there. The court's plan anticipates a formal reorganization of the District of Utah into Central and Southern Divisions before January 1, 2019, and the provision by GSA of adequate federal courtroom, chambers, and supporting staff space for improved court operations in St. George before July 1, 2024.

It is imperative that productive work begin in earnest now to accomplish these goals.

## **I. History of the District of Utah**

Shortly after Mormon settlers became established in the region in 1847, they instituted a provisional government known as the "State of Deseret," loosely patterned after other territorial governments and including a judiciary of three judges. The State of Deseret lost its status as a self-governing community soon thereafter, when what is present-day Utah became a territory of the United States in 1850.

Utah's territorial status extended from 1850 until its admission to statehood forty-six years later in 1896. Throughout this period, territorial courts were in existence, typically presided over by three federally appointed judges. Beginning with President Fillmore in 1850 and ending with President Cleveland in late 1895, some fifty-one judges were appointed to the territorial courts in Utah, though not all actually served.

### **A. Early Organization and Judges**

With the arrival of Utah statehood, the District of Utah was established (then a part of the Eighth Circuit), and in January 1896, John A. Marshall was appointed to the district court by President Harrison. Judge Marshall presided until early September 1915, when he resigned the bench and went into private practice. He was succeeded by Tillman D. Johnson, who was appointed in August 1915 by President Wilson, and took the bench in early November that year.

Judge Johnson served the court for many years, eventually taking senior status in May 1949. After an interim appointment in 1949 and animated confirmation hearings, his successor, Willis W. Ritter, was re-appointed by President Truman in June of 1950 and confirmed by the Senate later that same year. Judge Ritter then served continuously until his death in March 1978.

### **B. Central and Northern Divisions**

The District of Utah was organized into Central and Northern Divisions by statute on March 2, 1897, with the Northern Division comprising Weber, Davis, Morgan, Rich, Cache, and Box Elder counties and the Central Division comprising all other counties in the state. This was amended in 1948 to allow court to be held in the Northern Division in Ogden and Salt Lake City, and in 1996 to allow court to be held in the Central Division in Salt Lake City, Provo, and St. George.

During Judge Ritter's time on the bench, a new judgeship was established and subsequently filled in May of 1954 by A. Sherman Christensen, an Eisenhower appointee. Anecdotally it is said that the two judges chafed at this development and, as a consequence, Judge Anderson served much of his tenure in Ogden, Utah, rather than in Salt Lake City.

Judge Christensen took senior status in August 1971, and was succeeded in July 1971 by Aldon J. Anderson, a Nixon appointee, who also served often at the Ogden location. With the eventual passing of Judge Ritter in 1978, the large majority of court cases again were heard in Salt Lake City.

### **C. Historical Disposition of Caseload Outside of Salt Lake City**

For nearly all its history, the principal location of the United States Courts for the District of Utah has been in Salt Lake City, including from 1906 to April 2014 in the historic Frank E. Moss Courthouse. The United States Bankruptcy Court also was located in the Moss Courthouse, which occupancy continues today.

However, the district also has benefitted from the travel of magistrate, district, and bankruptcy judges. For many years, district and bankruptcy judges often held court proceedings in the Hansen Federal Building in Ogden (40 miles north of Salt Lake City), though this practice gradually tapered off and then ended with relinquishment of that space in 2012. Beginning in 2002 and 2009 respectively, bankruptcy and district judges have made regular trips to St. George (300 miles south) to hold court, first in an existing downtown federal office building and since January 2010 in GSA-leased space in the State of Utah courthouse there.

Magistrate judges provided wider geographic coverage over the district, with a part-time magistrate judge based in Cedar City (and later St. George), Vernal (175 miles east), and Monticello (290 miles southeast) as early as the 1990's. Court services were very limited: prior to 1995, all criminal defendants who pled "not guilty" were required to travel to Salt Lake City for trial due to the lack of a courtroom, court support staff, and local prosecutorial and defense resources.

By the end of 2007, magistrate judge positions outside of Salt Lake City were reduced by attrition to a single half-time magistrate judge in St. George. As a result, Salt Lake City-based magistrate judges began regular travel to outlying locations for court hearings, including Ogden, Provo, Vernal, Moab, Monticello, and Big Water, as well as Tooele Army Depot and Hill Air Force Base for CVB (Central Violations Bureau) matters, and other special events held on BLM land.

### **D. Relinquishment of Northern Division Space**

In response to a national strategy by the judiciary to reduce its footprint, in 2012 the District of Utah relinquished long-held courtroom, chambers, and supporting spaces in the Hansen Federal Building in Ogden, Utah. These spaces had lapsed into infrequent use by both the district and bankruptcy courts, but long had been considered a critical component of the court's Continuity of Operations Plan, and have not been replaced by equivalent COOP facilities elsewhere.

Additionally, a U.S. Probation Office in Ogden was closed and released in 2011, and satellite USPO offices were released in Salt Lake City and Vernal in 2016.

### **E. Construction of a New District Courthouse in Salt Lake City**

After being housed in the Frank E. Moss Courthouse for over eighty-five years and facing spatial, logistical, safety, and security challenges, in May of 1992 the District of Utah and the AOUSC formally asked GSA to begin a prospectus

development study for an annex to the court facilities here. After considerable time and effort, a new district courthouse was designed and built, and opened for business on April 14, 2014. The bankruptcy court has remained in place in the existing historic Moss Courthouse, but faces the real prospect of at least a temporary relocation due to GSA-planned seismic retrofit work at the building.

Although the new courthouse was originally approved and designed to contain fourteen courtrooms and sixteen chambers, Congressional authorization to build the project limited the initial courtroom and chambers count to ten and fourteen. Congress further directed that space not occupied by the judiciary be leased to executive branch agencies, which now occupy a large part of the sixth floor.

## **II. Current District Organization and Court Operations**

The District of Utah continues to grow, and now comprises five active district judgeships (one presently vacant), four full-time and one half-time magistrate judgeships, and six senior district judges, with all but the half-time magistrate judge based in Salt Lake City. In addition, the District of Utah includes three bankruptcy judgeships and one recalled bankruptcy judge, again all based in Salt Lake City.

Of the currently active district judges, two soon will be eligible to take senior status, one in October 2018 and the other in March 2022, and the one half-time magistrate judge in St. George plans to retire in May 2019. Additionally, two of the three active bankruptcy judges soon will be eligible to retire, one in February 2023 and another in June 2024.

Technically, the District of Utah remains organized into Central and Northern Divisions, though this is a historical carryover and has little effect on day-to-day operations; civil and criminal cases are assigned to judges without regard to division of origin.

Criminal cases arising in southern Utah are assigned to the half-time magistrate judge in St. George for pretrial work on felony cases and for full disposition of misdemeanors and petty offenses. Trial and sentencing of these cases are handled by a district judge who travels from Salt Lake City to St. George, as described in Section II.D.1 below. No civil matters currently are heard in St. George.

### **A. Description of Court Venues State-Wide**

Federally owned court facilities in Utah no longer exist outside of Salt Lake City. With the exception of leased space in St. George, the District of Utah relies upon informal relationships with state and local officials, who grant occasional access to space at remote locations as an ongoing courtesy. Currently utilized court venues within the District of Utah are:

Salt Lake City:	<u>New United States Courthouse</u>
	7 District Judge Courtrooms (incl 1 SP courtroom)
	3 Magistrate Judge Courtrooms
	2 Grand Jury Suites
	14 Chambers (10 DJ, 4 MJ; all occupied)



	<u>Frank E. Moss United States Courthouse</u> 3 Bankruptcy Judge Courtrooms 3 Bankruptcy Judge Chambers (all occupied) 1 Office Suite for Recall Judge (occupied)
St. George:	<u>State of Utah Courthouse (lease)</u> 1 Courtroom (per diem basis) 2 Judges' Offices (1 DJ; 1 BJ + MJ) 1 Staff Office (courtroom deputy)
Vernal:	<u>State of Utah Courthouse (courtesy)</u> Courtroom access
Moab:	<u>State of Utah Courthouse (courtesy)</u> Courtroom access
Big Water:	<u>Local Council Meeting Room (courtesy)</u> Meeting room access
Aneth:	<u>Navajo Nation Court (courtesy)</u> Meeting room access

## **B. Status of Rental Agreement in St. George**

For many years, district and bankruptcy judges traveling from Salt Lake City to St. George held regular court proceedings in the existing federal office building, in addition to regularly scheduled hearings held by the magistrate judge based there. Eventually, this became untenable for the court due to space, security, and other limitations, and the offices were then leased by other federal agencies.

In 2009, GSA negotiated a lease with the State of Utah for continuous federal use of two judges' offices (409 USF ea) and one staff office (377 USF), and for access to one magistrate-sized courtroom (1677 USF), leased on a per diem basis to limit cost (see Appendix for space plan). One office is used by a visiting district judge, with the other shared by the resident half-time magistrate judge and a visiting bankruptcy judge. No other spaces are included in the lease for a public intake function, payment transactions, or other district or bankruptcy judicial or office staff.

According to GSA, the lease extends from January 1, 2010 to June 30, 2019, with an option to extend for an additional five-year period from July 1, 2019 to June 30, 2024. This option to extend has been formally requested by this court and agreed to by the State of Utah, but has not yet been executed by GSA and, when executed, almost certainly represents the final extension available due to increasing court space needs by the State of Utah (see Appendix).

**C. Recent 5-Year Caseload Data by County**

In order to better understand both the number and origin of cases filed within the district, the following tables summarize criminal, civil, and bankruptcy cases filed by county for the most recent 5-year period. CVB matters are tracked by the Central Violations Bureau, and are not included in the data shown.

<b>5-YEAR CRIMINAL CASES FILED BY COUNTY</b>						
<b>(cr, po, mj)</b>						
<b>County/Year</b>	2012	2013	2014	2015	2016	<b>TOTALS</b>
Beaver	0	0	0	0	2	<b>2</b>
Box Elder	2	0	3	6	4	<b>15</b>
Cache	18	10	2	3	6	<b>39</b>
Carbon	1	1	0	3	2	<b>7</b>
Daggett	0	0	0	0	0	<b>0</b>
Davis	27	12	23	26	25	<b>113</b>
Duchesne	2	4	6	2	4	<b>18</b>
Emery	2	1	2	1	6	<b>12</b>
Garfield	3	4	0	0	2	<b>9</b>
Grand	13	13	15	11	20	<b>72</b>
Iron	4	13	3	1	1	<b>22</b>
Juab	11	39	27	21	17	<b>115</b>
Kane	58	40	20	38	23	<b>179</b>
Millard	0	1	0	2	2	<b>5</b>
Morgan	0	0	0	0	0	<b>0</b>
Piute	0	0	0	0	0	<b>0</b>
Rich	0	0	0	0	0	<b>0</b>
Salt Lake	785	837	761	917	1069	<b>4369</b>
San Juan	5	10	16	16	4	<b>51</b>
Sanpete	1	2	1	1	3	<b>8</b>
Sevier	11	4	10	7	6	<b>38</b>
Summit	2	8	7	11	8	<b>36</b>
Tooele	18	13	7	5	12	<b>55</b>
Uintah	7	5	6	11	5	<b>34</b>
Utah	86	59	48	33	35	<b>261</b>
Wasatch	7	5	5	5	2	<b>24</b>
Washington	93	196	75	85	95	<b>544</b>
Wayne	4	1	1	0	0	<b>6</b>
Weber	55	41	39	60	36	<b>231</b>
<b>TOTALS</b>	<b>1215</b>	<b>1319</b>	<b>1077</b>	<b>1265</b>	<b>1389</b>	<b>6265</b>

Although variances do exist in the number of criminal cases filed year-to-year by county, the overall trend of total cases filed is clearly rising over the last several years, up some 29% over the last two years. Note too that Washington County represents the second-largest total of criminal cases filed by county over the last five years, exceeded only by Salt Lake County.

<b>5-YEAR CIVIL CASES FILED BY COUNTY</b>						
<b>(cv, mc)</b>						
<b>County/Year</b>	2012	2013	2014	2015	2016	<b>TOTALS</b>
Beaver	2	5	6	6	3	<b>22</b>
Box Elder	17	12	12	13	7	<b>61</b>
Cache	29	18	16	21	24	<b>108</b>
Carbon	11	6	10	9	6	<b>42</b>
Daggett	1	0	0	0	2	<b>3</b>
Davis	124	75	72	62	66	<b>399</b>
Duchesne	8	6	9	6	13	<b>42</b>
Emery	3	2	5	3	2	<b>15</b>
Garfield	4	0	0	1	8	<b>13</b>
Grand	7	5	4	5	5	<b>26</b>
Iron	16	17	17	18	9	<b>77</b>
Juab	5	0	2	0	0	<b>7</b>
Kane	2	3	2	4	8	<b>19</b>
Millard	7	3	8	8	8	<b>34</b>
Morgan	1	2	2	1	7	<b>13</b>
Piute	2	1	0	1	0	<b>4</b>
Rich	3	3	1	0	0	<b>7</b>
Salt Lake	746	758	571	538	780	<b>3393</b>
San Juan	7	3	2	2	5	<b>19</b>
Sanpete	18	18	15	16	13	<b>80</b>
Sevier	4	4	4	4	4	<b>20</b>
Summit	36	26	19	22	33	<b>136</b>
Tooele	23	8	10	13	15	<b>69</b>
Uintah	12	8	5	9	16	<b>50</b>
Utah	193	156	151	162	254	<b>916</b>
Wasatch	11	3	7	8	7	<b>36</b>
Washington	78	54	47	62	60	<b>301</b>
Wayne	3	1	0	1	0	<b>5</b>
Weber	82	64	75	65	70	<b>356</b>
<b>TOTALS</b>	<b>1455</b>	<b>1261</b>	<b>1072</b>	<b>1060</b>	<b>1425</b>	<b>6273</b>

Again, variances exist from year to year in the number of civil cases filed, with the most recent totals trending 33% upwards over the past two years.

Washington County by itself represents the fifth-highest total of civil cases filed, by county, over the last five years. This is the largest total outside of the state's four most-populated counties: Salt Lake, Utah, Davis, and Weber counties, all located along the Wasatch Front in northern Utah.

<b>5-YEAR BANKRUPTCY CASES FILED BY COUNTY</b>						
<b>(bk)</b>						
<b>County/Year</b>	2012	2013	2014	2015	2016	<b>TOTALS</b>
Beaver	12	21	15	12	11	<b>71</b>
Box Elder	272	236	241	224	204	<b>1177</b>
Cache	391	361	366	311	305	<b>1734</b>
Carbon	117	113	136	117	115	<b>598</b>
Daggett	4	2	3	3	1	<b>13</b>
Davis	1650	1548	1483	1318	1243	<b>7242</b>
Duchesne	64	71	99	75	62	<b>371</b>
Emery	40	54	32	33	19	<b>178</b>
Garfield	10	11	6	2	8	<b>37</b>
Grand	39	29	29	38	26	<b>161</b>
Iron	212	168	167	122	109	<b>778</b>
Juab	50	32	50	31	24	<b>187</b>
Kane	22	17	10	13	12	<b>74</b>
Millard	34	25	25	17	27	<b>128</b>
Morgan	32	21	12	15	16	<b>96</b>
Piute	6	3	0	3	1	<b>13</b>
Rich	4	4	3	3	3	<b>17</b>
Salt Lake	7141	6468	5929	5331	5111	<b>29980</b>
San Juan	18	17	21	14	13	<b>83</b>
Sanpete	90	69	68	68	60	<b>355</b>
Sevier	67	74	74	62	62	<b>339</b>
Summit	143	116	86	62	53	<b>460</b>
Tooele	449	442	447	441	417	<b>2196</b>
Uintah	199	164	149	136	152	<b>800</b>
Utah	2551	2139	2045	1750	1628	<b>10113</b>
Wasatch	115	91	86	57	74	<b>423</b>
Washington	933	734	681	457	444	<b>3249</b>
Wayne	3	4	3	2	1	<b>13</b>
Weber	1588	1544	1427	1407	1441	<b>7407</b>
<b>TOTALS</b>	<b>16256</b>	<b>14578</b>	<b>13693</b>	<b>12124</b>	<b>11642</b>	<b>68293</b>

Again, Washington County represents the fifth-highest number of total filings, by county, over the five-year reporting period.

Were it possible for southern Utah residents to file for bankruptcy locally, this court is certain that the case filing numbers in Washington County, as well as other southern counties, would be significantly higher. For many, the time and expense of travel to Salt Lake City for an in-person filing is prohibitive.

## **D. Current Disposition of Caseload Outside of Salt Lake City**

Although the vast majority of trials and other court proceedings currently are conducted at the new United States Courthouse or the historic Moss Courthouse in Salt Lake City, wide geographic coverage is provided by the frequent travel of district, magistrate, and bankruptcy judges to more remote parts of the district.

### **1. Traveling District Judge**

12 trips/year to St. George

One of the sitting district judges based in Salt Lake City regularly travels to St. George, Utah to hold hearings and infrequent trials there, generally once each month. These trips occasionally include an accompanying staff courtroom deputy, and sometimes also include one or more law clerks to assist the judge. Sometimes too, a member of the Clerk's Office IT staff travels to St. George to install, upgrade, or maintain court computers and audio-visual systems there. Trips generally last from one to three days, depending on caseload, and are made either by auto or air travel.

### **2. Traveling Magistrate Judge**

6 trips/year to Vernal

6 trips/year to Aneth

5 trips/year to Moab

A Salt Lake City-based magistrate judge also regularly travels for hearings to Vernal, Aneth, and Moab, Utah, generally to each location once every other month. These trips routinely last from two to three days, again depending on the court's calendar at each location, and normally include one accompanying court staff member. Trips to Aneth and Moab usually are combined due to geographic proximity in southeastern Utah, and are routinely made by auto travel.

### **3. Traveling Bankruptcy Judge**

24 trips/year to St. George

A bankruptcy judge, also based in Salt Lake City, travels to St. George on a semi-monthly basis to conduct bankruptcy court hearings there, and is occasionally accompanied by one staff member. Trips often last from two to three days, depending on caseload, and are mostly made by air. Trips by bankruptcy court IT support staff also occur but with less frequency.

Also, about fifty trips per year are made by Chapter 7 and Chapter 13 case trustees for meetings with creditors in conjunction with bankruptcy court cases. The U.S. Trustee averages three trips per year, primarily for Chapter 11 cases, and in an oversight role of the Chapter 7 trustees.

#### **4. Half-Time Magistrate Judge in St. George**

St. George proceedings  
6 trips/year to Big Water

Criminal matters are routinely scheduled and heard in St. George by the half-time magistrate judge based there. This judge also travels six times a year to Big Water, Utah for hearings there. Trips include one support staff member and last one to two days. Trips are made by auto travel.

#### **5. Current USPO and USMS Support**

United States Probation Office (USPO) support for district and magistrate court proceedings in St. George, Moab, Aneth, and Big Water is provided primarily out of the USPO office in St. George, where four officers, one support staff, and one traveling supervisor are housed in leased space. This local support is supplemented by one probation officer who travels from Salt Lake City to outlying areas if and as needed.

A full-time telework probation officer is responsible for court proceedings and a full caseload in the Vernal area of northeastern Utah, again relying on occasional support from a traveling officer out of Salt Lake City.

United States Marshals Service (USMS) support for district, magistrate, and bankruptcy court hearings in St. George typically is provided by two locally based Deputy U.S. Marshals (DUSMs) and two local Court Security Officers (CSOs). If one of two DUSMs is not available, then contracted law enforcement personnel are used to assist with courtroom security and prisoner movement. If neither DUSM is available, then DUSMs from Salt Lake City travel to St. George for court proceedings.

For traveling magistrate judge hearings in Vernal and Aneth, the USMS provides two DUSMs and two CSOs from Salt Lake City for each session. DUSMs usually are not required in Moab, which is covered by two CSOs from Salt Lake City. Magistrate judge hearings held in Big Water are supported by two DUSMs and two CSOs from the St. George office.

#### **E. Limitations and Costs Associated with Current Business Model**

Though much of Utah's population is concentrated in a 100-mile swath along the Wasatch Front and in the St. George area, other considerable populations reside along the Wasatch Back and in the northeastern and southeastern areas of the state. As noted earlier, many of these parts of the district benefit from regular travel of magistrate judges for routine hearings, but court proceedings in front of district and bankruptcy judges are held only in Salt Lake City and, monthly or as needed, in St. George by traveling judges as described above.

Not all matters related to southern Utah are handled in St. George. For example, a six-week criminal trial arising in St. George was heard in Salt Lake City in 2016, though all parties and most witnesses were from southern Utah. Currently, no civil proceedings are heard in southern Utah.

As a result, considerable travel time and expenses are incurred in the conduct of court business by the parties, the bar, and the court; by law enforcement and other agencies; and by witnesses, the jury pool, and the populations served.

## **1. Cultural Differences Between Northern and Southern Utah**

In contrast to the more compact geographies and the higher population densities of much of the eastern United States, Utah comprises a much larger geographic area with distinctly urban and rural sets of residents. In part this is attributable to characteristics of the land itself, and to a shorter history of development within the context of the United States.

As Utah developed, much of its population, higher-paying employment, and political power were concentrated into its urban areas. Today, some two-thirds or more of the state's residents are located along the Wasatch Front in northern Utah, with a few other significant population centers distributed elsewhere around the state. With the exception of the greater St. George area in southwestern Utah, most of the eastern and southern parts of the state continue to be sparsely populated, and both the land and its residents remain rural in fact and in character.

Beyond the rural and urban contrasts inherent in Utah, significant cultural differences exist and should be recognized by the federal judiciary. Since rural Utahns have long based their economic well-being on working of the land through extractive industries such as oil, mining, timber, or ranching, they often hold disparate views and values than their urban counterparts. With some two-thirds of land in Utah under federal control, nearly all of it in rural areas, federal land regulation (and the government, including the courts) is often seen by rural Utahns as restrictive rather than beneficial. This is particularly true in southern Utah, where the large national parks, monuments, and recreation areas are primarily located.

The ongoing debate over whether southern Utah lands are best suited for recreation or for the livelihoods of residents will be decided in Congress, but the courts are viewed as agents of federal policy as they consider administrative actions and even criminal cases. Southern Utahns are not only inconvenienced by travel to Salt Lake City for federal business, they feel they are not understood by those who live and work there. Travel required of parties, victims, defendants and families, government agents, witnesses, jurors, and attorneys only reinforces the perception that the court is not serving them well, yet demands a great deal of them if they choose to – or are required to – participate.

## 2. Geographic and Seasonal Constraints

Under the best of circumstances, jurors and other court participants summoned to Salt Lake City from outlying areas face a considerable journey. For example, travel between St. George and Salt Lake City, at over 600 miles round-trip, requires over nine hours travel time under favorable conditions. Travel from more remote areas in southeastern Utah, such as Blanding, require over ten hours travel time round-trip. Other areas even further from main highways require longer times.

Due to the presence of geographic barriers all across Utah and variable traffic volumes and seasonal conditions for travel, roadway conditions between Salt Lake City and more remote parts of the district are often unpredictable and sometimes impassable, particularly in winter months. Occasional heavy snows and winter avalanches, springtime flooding and washouts, and summer wildfires and high winds can and do temporarily close roads throughout the state, inhibiting or complicating travel.

## 3. Judicial and Court Staff Travel Time and Costs

Regular travel by magistrate judges and staff to hold hearings in outlying areas of the district (as described in Sections II.D.2 and II.D.4 above) is considered by this court to be a necessary and valuable service to those populations, and is expected to continue as part of the routine business of the court going forward.

Based on the already significant and rapidly growing local population in southwestern Utah, however, district and bankruptcy judges regularly travel from Salt Lake City to St. George to hold hearings and occasional trials there (II.D.1 and II.D.3 above). This is in addition to the regularly scheduled hearings held by the half-time magistrate judge based there.

Five-year direct costs associated with this travel are shown below. Note that judicial and supporting staff salary costs for time spent commuting to and from St. George are not accounted for in the data shown, but do add significantly to the yearly total travel expenses incurred by the court.

<b>COURT TRAVEL COSTS TO ST. GEORGE</b>							
Year	\$ District Costs			\$ Bankruptcy Costs			Yearly \$ Total
	Judge	Staff	Total	Judge	Staff	Total	
2012	8126	4760	12886	7100	1897	8997	<b>21,883</b>
2013	6593	2253	8846	6649	2827	9476	<b>18,322</b>
2014	9429	5648	15077	8703	509	9212	<b>24,289</b>
2015	7242	4516	11758	7531	2876	10407	<b>22,165</b>
2016	8262	11423	19685	7085	1921	9006	<b>28,691</b>



**4. Juror Travel Time and Costs**

The large majority of trials in the District of Utah presently are heard in the new United States Courthouse in Salt Lake City, and jurors are drawn from a statewide pool. For the infrequent criminal trials now heard in St. George, jurors typically are drawn from several southern counties in the state. All grand juries are convened in Salt Lake City, with jurors again drawn from a statewide pool, and costs are included in the table below.

As described in Section II.E.1 above, travel times for both grand and petit jurors are significant for most, as are reimbursable costs.

The District of Utah compensates all jurors for their service and, for those who travel over eighty miles one way, also reimburses per diem costs for meals and incidentals, as well as expenses for juror travel and lodging, all at standard government rates. For grand and petit jurors reporting to the courthouse in Salt Lake City, this includes most of the state’s population outside of the immediate Wasatch Front and Back.

Ten-year direct juror expenses are shown below. Note that grand and petit jury cost totals are greater than the simple addition of service and reimbursable costs, since they include miscellaneous items not reflected in those two categories.

<b>GRAND AND PETIT JURY COSTS</b>							
Year	\$ Grand Jury Costs			\$ Petit Jury Costs			Yearly \$ Total
	Service	Reimb	Total	Service	Reimb	Total	
2007	46546	71018	126908	117047	191559	331535	<b>458,443</b>
2008	48774	105232	162659	102305	161003	288177	<b>450,835</b>
2009	55040	106982	171617	111181	172658	304525	<b>476,142</b>
2010	45756	63221	121170	83115	127335	232051	<b>353,220</b>
2011	40571	74696	124976	192885	313443	540564	<b>665,541</b>
2012	44174	66846	123356	109552	176477	312092	<b>435,448</b>
2013	38220	55527	101353	101893	158703	283114	<b>384,467</b>
2014	47224	102150	158802	66508	116908	196754	<b>355,555</b>
2015	49472	115171	177937	116089	167453	308377	<b>486,314</b>
2016	41191	66846	120272	132379	194836	354213	<b>474,486</b>

**5. Gov’t Agent, Bar, Litigant, Witness, and Family Travel Costs**

Though no accounting of these costs is made by the court, these groups are impacted similarly to other court participants by the geography of the state and the location of scheduled proceedings, particularly jury trials, which often require multiple parties from remote areas of the district to arrange and pay for an extended courtroom presence in Salt Lake City.

Of particular concern to the bankruptcy court are the real travel and cost hardships inherent in the in-person-filing of a bankruptcy claim, or travel by multiple creditors and others to Salt Lake City for court proceedings.

**6. USPO and USMS Support Personnel and Costs**

USPO support for court proceedings outside of Salt Lake City is described in Section II.D.5 above. Annual reimbursable costs associated with this support are as estimated in the table below (USPOs).

The USMS recently increased its staffing in St. George from one to two Deputy U.S. Marshals (DUSMs), greatly reducing the need and cost for contract law enforcement personnel to assist with court hearings there. Current USMS support for court proceedings outside of Salt Lake City is also described in Section II.D.5 above. Annual estimated reimbursable costs to provide this support are as shown below (DUSMs and CSOs).

<b>ANNUAL USPO and USMS REIMBURSABLE COSTS (EST.)</b>				
	USPOs	DUSMs	CSOs	<b>\$ TOTALS</b>
St. George	0	1,500	0	<b>1,500</b>
Vernal	750	350	2,300	<b>3,400</b>
Aneth	8,750	3,200	3,050	<b>15,000</b>
Moab	2,750	0	3,050	<b>5,800</b>
Big Water	850	300	750	<b>1,900</b>
<b>\$ TOTALS</b>	<b>12,350</b>	<b>5,350</b>	<b>9,150</b>	<b>26,850</b>

**III. Planned Improvement of Services in Southern Utah**

Before federal law enforcement agencies and the United States Attorney established offices in southern Utah, those federal services were effectively unavailable locally. Often, those suspected of serious federal crime were charged under state law, with less severe penalties for conviction and less resources for post-incarceration supervision. After federal law enforcement strengthened its presence and the U.S. Attorney opened its office, more effective federal law enforcement ensued, including the local disposition of an increasing number of criminal cases each year.

However, more federal court services could and should be rendered locally, based on a rapidly increasing and underserved population in southern Utah, its corresponding caseload, its remote location from Salt Lake City, and the costs to court participants.

The District of Utah plans to improve federal court services provided in southern Utah by establishing a robust (eventually full-time) judicial presence in St. George, which will include both the District and Bankruptcy Courts as well as supporting agencies.

As stated in Section II above, the coming few years will see the replacement of several district and bankruptcy judges. Replacement of these judges provides specific opportunities to formalize the district’s commitment to improved court services in southern Utah.

An eventual permanent judicial presence in that part of the district will significantly reduce or eliminate entirely the recurring travel time and costs of both district and bankruptcy judges and their staffs who now commute to St. George to hear cases there (see II.D.1, II.D.3, and II.E.2 above). In addition to direct travel expenses, salary costs for commuting time of judges and staff will eventually be eliminated in favor of productive courthouse-based work.

A more robust court presence in St. George also will significantly reduce travel time and costs for most other court participants, and it will result in substantial savings to the court and to the taxpayer in the reimbursable costs of jury service.

Reimbursable costs now paid to grand and petit jurors will be significantly lowered, since a large and fast-growing segment of the district's population in southwestern Utah will be within eighty miles of St. George and will no longer routinely be paid reimbursables for jury service. Over the last ten years, grand and petit juror reimbursable costs have exceeded payments made for jury service by some 64% (see II.E.3 above).

Finally, an expansion of court services, including the opportunity for civil litigation, will significantly benefit the citizens of southern Utah. Federal jury service will no longer automatically require travel to Salt Lake City, nor will grand jurors summoned from southern Utah necessarily need to travel twice a month for eighteen months to Salt Lake City. An increased level of court services in southern Utah will improve respect for the law and the federal government, as being more responsive to the needs of the people.

#### **A. Demographic and Growth Data**

Demographic and growth data in this section has been drawn primarily from a July 2017 Research Brief authored by the Kem C. Gardner POLICY INSTITUTE, an initiative of the David Eccles School of Business at the University of Utah.

The Policy Institute is considered to be a "trusted entity where information can be gathered, analyzed, and shared in order to better the community it serves," and its stated purpose is to "combine[s] academic rigor with practical experience to assist elected officials, community leaders, and the public in making informed decisions for a prosperous state."

Research for the subject July 2017 brief titled "Utah's Long-Term Demographic and Economic Projections Summary" was funded by the Utah Legislature, and was done in collaboration with the Governor's Office of Management and Budget, the Office of the Legislative Fiscal Analyst, the Utah Association of Governments, and other research entities. It is available to the public on-line; a full copy of the brief is appended to this business plan for further reference. Though the brief's projections extend further into the future than required by this plan, that longer view does provide an even clearer context for its nearer-term projections.

The most recent five-year Utah population figures, by county, are shown below:

<b>5-YEAR UTAH POPULATION BY COUNTY</b>					
County/Year	2012	2013	2014	2015	2016
Beaver	6,670	6,754	6,661	6,710	6,782
Box Elder	51,155	51,794	52,280	52,971	54,038
Cache	116,404	117,598	118,872	121,855	123,907
Carbon	21,590	21,340	21,201	21,164	21,188
Daggett	1,114	1,157	1,113	1,113	1,103
Davis	318,476	324,407	329,833	336,091	342,645
Duchesne	19,696	20,283	20,577	20,821	20,608
Emery	10,964	10,945	10,844	10,659	10,573
Garfield	5,226	5,220	5,194	5,164	5,190
Grand	9,529	9,550	9,626	9,757	9,933
Iron	47,311	47,621	48,191	49,406	50,742
Juab	10,485	10,604	10,824	11,071	11,541
Kane	7,302	7,321	7,266	7,271	7,581
Millard	12,816	12,956	13,023	13,104	13,291
Morgan	10,049	10,418	10,776	11,080	11,522
Piute	1,585	1,603	1,593	1,631	1,604
Rich	2,277	2,300	2,323	2,353	2,355
Salt Lake	1,060,336	1,070,799	1,080,874	1,094,650	1,108,872
San Juan	15,448	15,573	15,772	15,902	16,302
Sanpete	28,485	28,631	28,705	29,088	29,489
Sevier	21,053	21,020	21,101	21,238	21,517
Summit	37,936	38,212	38,677	39,278	40,050
Tooele	60,131	61,367	62,182	63,262	65,285
Uintah	35,047	36,145	36,979	37,396	36,580
Utah	544,892	554,401	567,208	585,694	603,362
Wasatch	25,542	26,389	27,342	28,613	29,995
Washington	144,061	147,058	150,500	154,602	160,359
Wayne	2,773	2,748	2,740	2,725	2,718
Weber	236,391	237,918	239,582	242,737	245,672
<b>TOTALS</b>	<b>2,864,744</b>	<b>2,902,131</b>	<b>2,941,858</b>	<b>2,997,404</b>	<b>3,054,806</b>

Though nearly every county in Utah has grown in population over the last five years, the most rapid growth has taken place in Washington County (11.31%), followed closely by Utah County (10.73%). Percentage growth in other counties with large populations remains in the single digit range over the period shown.

Since GSA and the court routinely plan new court facilities to be adequate for the judiciary's needs for a full ten years past initial occupancy, it is most appropriate to consider population growth projections for 2025 and 2035, dates which closely correspond to anticipated occupancy and the ten-year post-occupancy planning period for St. George. These projections, by county, are shown below:

<b>PROJECTED UTAH POPULATION BY COUNTY</b>			
County/Year	2015	2025	2035
Beaver	6,710	7,408	8,017
Box Elder	52,971	60,984	67,664
Cache	121,855	146,338	171,969
Carbon	21,164	24,343	26,870
Daggett	1,113	1,232	1,387
Davis	336,091	385,800	428,627
Duchesne	20,821	24,277	26,596
Emery	10,659	11,550	12,507
Garfield	5,164	5,845	6,405
Grand	9,757	11,182	12,203
Iron	49,406	59,900	67,803
Juab	11,071	15,789	19,925
Kane	7,271	8,684	9,611
Millard	13,104	14,403	15,619
Morgan	11,080	15,613	19,349
Piute	1,631	1,699	1,872
Rich	2,353	2,535	2,773
Salt Lake	1,094,650	1,249,961	1,361,099
San Juan	15,902	17,932	19,330
Sanpete	29,088	33,696	38,580
Sevier	21,238	24,494	26,896
Summit	39,278	46,404	54,706
Tooele	63,262	83,922	102,338
Uintah	37,396	42,077	45,978
Utah	585,694	768,346	968,498
Wasatch	28,613	42,027	54,218
Washington	154,602	219,019	286,768
Wayne	2,725	2,985	3,363
Weber	242,737	286,593	317,344
<b>TOTALS</b>	<b>2,997,404</b>	<b>3,615,036</b>	<b>4,178,317</b>

Every county within the State of Utah is expected to grow over the next ten- and twenty-year period, with the largest increases occurring along the Wasatch Front and in Washington County in southwestern Utah, which is projected to have the most rapid rate of increase in population of any county in the state.

Within the next thirty years, Washington County is expected to surpass Weber County in population to become the fourth most populous county in the state (see page 4 of the appended research brief "Utah's Long-Term Demographic and Economic Projections Summary").

## **1. Salt Lake County and Wasatch Front**

The majority of Utah's population and caseload is clustered in northern Utah, primarily within Salt Lake and other counties along the extended Wasatch Front, and this was one of several primary drivers in the recent design and construction of a new district courthouse in Salt Lake City, opened in April, 2014. In large part because of late Congressional action to reduce the number of courtrooms and chambers actually built, a future ability to add multiple courtrooms and/or chambers within the courthouse appears adequate for the foreseeable future.

The sixth floor of the building, now largely occupied by executive branch agencies, is of sufficient height and footprint to accommodate up to four additional courtrooms and supporting spaces, or to house the majority of the bankruptcy court if such a scenario were executed, without unduly impacting other district court, USPO, or USMS spaces in the building.

Additionally, though the fifth floor of the courthouse currently houses the U.S. Probation Office and the Tenth Circuit Branch Library, it too is of a sufficient height and footprint to accommodate up to four courtrooms and supporting spaces if needed.

## **2. Wasatch Back and Uinta Basin**

Though the Wasatch Back and Uinta Basin areas of the district also are fast-growing, their current and projected population counts do not begin to compare with the Wasatch Front, and these populations will continue to be well served into the foreseeable future by existing court facilities in Salt Lake City.

As described in Section II.E.2 above, regular travel by magistrate judges to more outlying areas of the district, including Vernal in the Uinta Basin, will continue to be made for more routine court hearings, preventing the need for those court participants to travel to Salt Lake City, the primary location for court proceedings within the District of Utah.

Jurors drawn from more remote areas of northern Utah to Salt Lake City will continue to be paid for jury service as well as for reimbursable costs.

## **3. Eastern and Southern Utah**

Unlike the Wasatch Front and Uinta Basin, eastern and southern areas of the District of Utah are not so easily described by prominent geographic features. Most of eastern and southeastern Utah is sparsely populated, with the largest resident populations in this part of the district located in southwestern Utah, primarily in Washington County.

Washington County is projected to be the fastest-growing county in the district, and it is this present and future population growth which the District of Utah seeks to better serve by the establishment of increased court presence there. The 2015 population of Washington County alone is expected to increase over 42% by 2025, and over 85% by 2035 (see Section III.A). This large increase, coupled with the geographic and other constraints noted above, compels this planned expansion of court services available in southern Utah.

Additionally, five national parks, six national monuments, and one large national recreation area are located in southern Utah, along with other extensive federal lands. Annual recreational visits to these locations are approaching five times the total population of Utah, and they generate a significant federal caseload, to be heard almost exclusively in St. George.

Timpanogos Cave National Monument and Golden Spike National Historic Site are located in northern Utah, and do not appear in the table below:

<b>ANNUAL RECREATIONAL VISITS TO SOUTHERN UTAH</b>				
<b>Nat'l Parks</b>	2013	2014	2015	2016
Arches	1,082,866	1,284,767	1,399,247	1,585,718
Bryce Canyon	1,311,875	1,435,741	1,745,804	2,365,110
Canyonlands	462,242	542,431	634,607	776,218
Capitol Reef	663,670	786,514	941,029	1,064,904
Zion	2,807,387	3,189,696	3,648,846	4,295,127
<b>Nat'l Mons</b>	2013	2014	2015	2016
Bears Ears	--	--	--	NA
Cedar Breaks	466,450	762,907	793,601	899,676
Grnd Stair/Esc	NA	NA	NA	NA
Hovenweep	24,959	26,808	35,117	42,862
Natural Brdgs	82,330	87,119	94,797	101,843
Rainbow Brdg	54,773	62,910	77,270	86,369
<b>Nat'l Rec</b>	2013	2014	2015	2016
Glen Canyon	1,991,924	2,368,452	2,495,093	3,239,525
<b>TOTALS</b>	<b>8,948,476</b>	<b>10,565,345</b>	<b>11,865,411</b>	<b>14,457,352</b>

**B. Current and Projected Southern Utah Caseload**

Although the City of St. George and Washington County account for much of the population of southern Utah, many other adjacent counties in the District of Utah would benefit from an improvement of federal court services in that area. This court anticipates that most cases filed in the southernmost thirteen counties in the state will be heard in St. George, with the possible exception of San Juan and Grand Counties, which are located east of the Colorado and Green River Valleys, and whose travel times to Salt Lake City and to St. George are comparable.

Taken as a whole, cases arising in the proposed Southern Division are seen to be a significant part of the overall case filings in the District of Utah. Five-year caseload data shown in the tables below reflects those cases arising south of the demarcation line on the map at right.

This demarcation line was selected because of significant travel distance and time to Salt Lake City and its more distinctly rural character. However, as is the case today, proceedings could be held in Salt Lake City or St. George if or as deemed necessary.



<b>5-YEAR CRIMINAL CASES FILED IN SOUTHERN UTAH</b>						
Area/Year	2012	2013	2014	2015	2016	<b>Average</b>
Southern UT	194	285	144	162	164	<b>189</b>
District-Wide	1215	1319	1077	1265	1389	<b>1253</b>
Southern %	16%	22%	13%	13%	12%	<b>15%</b>

<b>5-YEAR CIVIL CASES FILED IN SOUTHERN UTAH</b>						
Area/Year	2012	2013	2014	2015	2016	<b>Average</b>
Southern UT	153	116	110	131	125	<b>127</b>
District-Wide	1455	1261	1072	1060	1425	<b>1255</b>
Southern %	11%	9%	10%	12%	9%	<b>10%</b>

<b>5-YEAR BANKRUPTCY CASES FILED IN SOUTHERN UTAH</b>						
Area/Year	2012	2013	2014	2015	2016	<b>Average</b>
Southern UT	1486	1226	1131	843	793	<b>1096</b>
District-Wide	16256	14578	13693	12124	11642	<b>13659</b>
Southern %	9%	8%	8%	7%	7%	<b>8%</b>



District-wide caseload projections for future years previously were made and are included on page 2-11 in the AOUSC’s most recent “Long-Range Facilities Plan for the District of Utah” dated December 2012. Projections made for 2026 and 2036 are closest to initial occupancy and ten-year post-occupancy planning dates for a St. George facility, and are included in the table below.

Utilizing the averages for criminal, civil, and bankruptcy filings established in the five-year caseload tables above, projected future filings for southern Utah are:

<b>10- AND 20-YEAR PROJECTED SOUTHERN UTAH CASELOAD</b>				
Southern UT % and Case Type	2026		2036	
	District-Wide	Southern UT	District-Wide	Southern UT
<b>15%</b> Criminal	1590	<b>238</b>	1780	<b>267</b>
<b>10%</b> Civil	1963	<b>196</b>	2212	<b>221</b>
<b>8%</b> Bankruptcy	28819	<b>2306</b>	32715	<b>2617</b>

**C. Reorganization into Central and Southern Divisions**

Within the next few years (specifically, in October 2018 and March 2022), two currently active district judges will be eligible to take senior status, and the subsequent replacement of these judges presents well-timed and specific opportunities to accomplish an increase in both the federal court presence and the level of service provided to southern Utah. The transition of the part-time magistrate judge position in May 2019 offers an opportunity to select a candidate who will perform civil duties, to complement work of the visiting district judges. This court plans to work towards those ends over the coming months, with the specific goal of a reorganization of the District of Utah into Central and Southern Divisions by January 1, 2019.

Two of three active bankruptcy judges in Salt Lake City are eligible for retirement in 2023 and 2024, and opportunities again exist for the expansion of bankruptcy court services in St. George before the expected opening of a new facility there. Both district and bankruptcy court support staff also will be gradually increased as the court begins to transition to a more robust presence in St. George.

In summary, the District of Utah plans to gradually increase the level of services provided in southern Utah by reorganizing the district into Central and Southern Divisions, with the eventual goal of full-time court presence in St. George.

**D. Projected USPO and USMS Support**

USPO support for court operations in southern Utah will increase as the presence of the court increases. Current USPO staff in St. George includes four officers, one support staff, and one traveling supervisor, and this should remain adequate as the court begins to establish an increased presence and level of service there.

USPO staff levels were previously projected in facility planning meetings held in 2016 in Salt Lake City with the AOUSC and Tenth Circuit, and it was anticipated

that by 2025 the USPO would increase staff in its St. George office to 5 officers, 1 support staff, and 1 resident supervisor. This has been modified only slightly in the facility description in Section III.E below to 6, 2, and 1, respectively.

Notwithstanding significant population increases expected in southern Utah by 2025 and beyond, the USMS does not anticipate a significant caseload increase for the District of Utah originating solely from the St. George area. However, the USMS does expect that the overall caseload for the District of Utah will steadily increase due to continued growth in crime along the Wasatch Front.

The current USMS agency personnel formula (District Staffing Model) is driven by workload data, and determines how many personnel are needed to accomplish agency missions within the district. District managers then determine where personnel will be assigned. If the criminal caseload increases significantly in the St. George area, the USMS might be allocated additional personnel which could be assigned there. However, if there is no significant district-wide increase in caseload, but simply a shift in where cases are heard, then the USMS may need to reassign personnel from Salt Lake City to supplement its staff in St. George.

The USMS anticipates that the current staffing level of two Deputy U.S. Marshals initially will be adequate for the needs of the judiciary in St. George as it begins to establish an increased level of service there. Due to staffing limits, scheduling among district, bankruptcy, and magistrate judges will need to avoid overlapping court proceedings where the presence of DUSMs are required.

At occupancy of a new facility in July 2024, the USMS projects staffing levels as previously determined for 2025 in facility planning meetings held in Salt Lake City, and as appear in Section III.E below. This includes eight CSOs, who will be needed to provide security for the courthouse and for screening of all visitors. Appropriate security screening and building security equipment will need to be included in any new court building. Screening at the Utah State Courthouse is being performed currently by the Washington County Sheriff's Office.

Though proposed as early as 2010 but not yet realized or programmed during facility planning meetings in Salt Lake City over the past year, the Federal Public Defender's Office also anticipates establishing a local presence in St. George by 2025 or earlier, most likely in leased space, for two attorneys and two staff.

#### **E. Timing and Description of Court Facilities Needed in Southern Utah**

Acknowledging that the current lease of courtroom and chambers space in St. George will not be extended beyond June 30, 2024, replacement federal court facilities must be ready for occupancy by the District of Utah before that date.

The State of Utah has confirmed this anticipated lease expiration date to the court by letter, which is included as an Appendix to this business plan.

In order to provide for the needs of the court without renovation for a period of ten years beyond initial occupancy, the new facility should accommodate approximately 28 court personnel, including judges and chambers staff (but not including USMS, USPO, or USAO personnel), and it should include:

- 1 District Judge Courtroom w/Jury Room
- 1 Magistrate Judge Courtroom w/Jury Room
- 1 Bankruptcy Judge Courtroom
- 1 District Judge Chambers (3 Law Clerks; 1 Staff)
- 1 Magistrate Judge Chambers (2 Law Clerks; 1 Staff)
- 1 Bankruptcy Judge Chambers (1 Law Clerk; 1 Staff)
- 1 Court Reporter Office
- 1 Grand Jury Suite
- 2 Deputy-in-Charge Offices (USDC, USBC)
- 1 Jury Assembly Area with Jury Admin Office
- 1 Shared IT Server Room with IT Office (1 Manager; 1 Staff)
- 1 Shared Budget/Finance/Procurement Office with Vault
- 1 Human Resources Office
- Administrative/Operations Space (1 Manager; 8 Cross-Trained Staff)
- Support Spaces (Shared Conference; Workroom; Files; Supply; Storage)
- Public Areas (Intake/Transaction Counter; Document Review)
- General Spaces (Loading Dock; Public Toilets; MEP; TeleData; Custodial)
- USMS Offices (4 Operations; 1 Admin; 8 CSOs)
- Prisoner Holding and Movement Facilities; Vehicle Sallyport
- Secure Parking for Judges and Government-Owned Vehicles

Ideally, the facility also should include:

- U.S. Probation Office (6 Officers; 2 Staff; 1 Supervisor; Support Spaces)
- U.S. Attorney's Office (6 Attorneys; 3 Staff; Support Spaces)
- GSA Building Manager's Office

However, the court recognizes that the ability to secure such a facility for court use by July 1, 2024 will be challenging due to economic, scheduling, and political constraints, and it is primarily focused on increasing the level of service provided in southern Utah with an eventual goal of permanent presence there.

Achieving that goal could be accomplished incrementally in phases; the most important current consideration is the continuation and improvement of federal court services in southern Utah beyond the expected expiration date of the court's lease on June 30, 2024.

## **F. Future of the Bankruptcy Court in Salt Lake City**

Establishment of an increased bankruptcy court presence in St. George will be done in concert with the district court's timeline, and the future retirement dates of two sitting bankruptcy judges (2023 and 2024) provide specific opportunities for a commitment to increased services in St. George. The bankruptcy court is

committed to placing a judge in St. George at the appropriate time, either through retirement or upon establishment of a fourth bankruptcy judgeship in the District of Utah.

A viable bankruptcy court presence in St. George will allow public interaction with the court in two locations, and will reduce space needs for the bankruptcy court in Salt Lake City, as both the workload and support staff will be divided between the two court locations.

In view of prolonged uncertainty regarding the planned seismic retrofit of the historic Moss Courthouse, the resultant disruption to the bankruptcy court if and when work is undertaken, and efficiencies to be gained by consolidation of court operations in Salt Lake City, the District of Utah prefers a future occupancy by the bankruptcy court on the sixth floor of the new courthouse, which would offer significant benefit from logistical, operational, and financial perspectives:

- USBC will be subjected to one court relocation move, not two.
- Construction and occupancy costs of swing space will be avoided.
- Reduction in USBC SLC courtroom count from three presently to two.
- Increased layout efficiency in new space will further reduce footprint.
- Consolidation of court security to one courthouse building saves cost.
- Existing sixth-floor tenant lease terms extend from 2014 to 2024.
- Times out effectively with increased court presence in St. George.

Accomplishing both the increased USBC presence in St. George and a move of the bankruptcy court to the sixth floor of the new courthouse in Salt Lake City would in effect shift some of the court's existing real estate footprint to southern Utah, lessening the additive effect of any new space constructed there to the net total occupied by the court.

#### **IV. Appendices**

State of Utah Letter re: Expiration of Federal Lease at State Courthouse

Plan of Federally Leased Space at State of Utah Courthouse in St. George

County Map of the District of Utah

Utah's Long-Term Demographic and Economic Projections Summary



## Administrative Office of the Courts

Chief Justice Matthew B. Durrant  
Utah Supreme Court  
Chair, Utah Judicial Council

October 13, 2017

Richard H. Schwermer  
State Court Administrator  
Ray Wahl  
Deputy Court Administrator

Chief Judge David Nuffer  
United States District Courthouse  
351 South West Temple Street  
Salt Lake City, Utah 84101

Dear Judge Nuffer:

You asked that we provide our intentions about making space available in the Fifth District State Courthouse in St. George for lease to the federal court. As you know, the optional extension of the 2009 lease expires June 30, 2024. We are in the process of executing that extension. By 2024, we anticipate that the growth in caseload and judgeships in St. George may require full state use of the courthouse. For instance, most recently we have seen an uptick in state felony filings. In addition, the time to disposition for domestic, general civil and property rights cases is higher than the statewide average in the 5<sup>th</sup> District and we have had to bring in senior judges to address this issue, which requires courtroom space. Finally, the Judicial Workload Formula reflects that the District Court is understaffed by .6 judicial officers. This is somewhat offset by the fact that the Juvenile Court is overstaffed by .7 judicial officers. Assuming the southern Utah growth in both population and workload continues, we do not anticipate an ability to lease space to the federal court after the June 30, 2024. I guess it is possible the growth will slow down or cease, but that has not been the case over the last twenty years.

Let me also comment on the partnership that the state and federal courts have had. We have very much enjoyed sharing our courthouse with the federal judiciary. You have been a most professional and appreciated partner. I wish that the workload trends would allow us to continue this partnership, but it does not appear that will be the case. As always, please feel free to contact me should you see some way the state courts could provide assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Raymond H. Wahl".

Raymond H. Wahl  
Deputy State Court Administrator

Cc: Mark Jones, Clerk of Court

The mission of the Utah judiciary is to provide the people an open, fair,  
efficient, and independent system for the advancement of justice under the law.

The location of the court spaces in the State of Utah, 5<sup>th</sup> District Courthouse are illustrated in the following image and stacking diagram.

**Figure 1. State of Utah, 5<sup>th</sup> District Courthouse – Leased Federal Court Space**



Key	Description	USF
14a	Visiting judges' chambers	409
14b	Visiting judges' chambers	409
15a	State courtroom	1,677
17	District court clerk's office	377
33a	USMS – administrative staff	441
15a.1	State courtroom 2A – vestibule	65
15a.2	Attorney-witness conference room	131
15a.3	Attorney-witness conference room	130
15a.4	State court – shared jury deliberation room	552
28	Judges' elevator	80
29	Prisoner elevator	67
30	Public elevators	156
33b	State court – courtroom holding cells	567





# Utah's Long-Term Demographic and Economic Projections Summary

*Principal Researchers: Pamela S. Perlich, Mike Hollingshaus, Emily R. Harris, Juliette Tennert & Michael T. Hogue*

## Background

The Kem C. Gardner Policy Institute prepares long-term demographic and economic projections to support informed decision making in the state. The Utah Legislature funds this research, which is done in collaboration with the Governor's Office of Management and Budget, the Office of the Legislative Fiscal Analyst, the Utah Association of Governments, and other research entities. These 50-year projections indicate continued population growth and illuminate a range of future dynamics and structural shifts for Utah. An initial set of products is available online at [gardner.utah.edu](http://gardner.utah.edu). Additional research briefs, fact sheets, web-enabled visualizations, and other products will be produced in the coming year.

## State-Level Results

### Population

- Utah's population is projected to increase from approximately 3 million in 2015 to 5.8 million in 2065. This represents an increase of 2.8 million people with an annual average rate of change of 1.3 percent.
- The Utah population reached 3 million in 2015. Utah is projected to reach 4 million in 2032 (17 years after 2015), 5 million in 2050 (18 years after 2032), and 5.8 million in 2065.
- Though growth rates are projected to decelerate over the next 50 years, they are also projected to exceed national growth rates. Utah's growth in each decade ranges from 9.7 percent (2050-2060) to 16.7 percent growth (2010-2020). The national range is 4.4 percent (2050-2060) to 7.5 percent (2010-2020).

### Components of Population Change

- Utah's total fertility rate (average number of children born to a Utah woman in her lifetime) is projected to

continue the existing trend of a slow decline. From 2015-2065, rates are projected to decline from 2.32 to 2.29. These rates are projected to remain higher than national rates that move from 1.87 to 1.86 over a similar period.

- In 2065, life expectancy in Utah is projected to be 86.3 for women and 85.2 for men. This is an increase of approximately 4 years for women and 6 years for men. The sharper increase for men narrows the life expectancy gap traditionally seen between the sexes.
- Natural increase (births minus deaths) is projected to remain positive and account for two-thirds of the cumulative population increase to 2065. However, given increased life expectancy and declining fertility, the rate and amount of natural increase are projected to slowly decline over time.
- Net migration accounts for one-third of the cumulative population increase to 2065. Projections show the contributions of natural increase and net migration converging over time.

### Age Composition

- Utah's median age is projected to increase by seven and a half years, rising from 30.7 years in 2015 to 38.3 years in 2065. This is a result of declining fertility and increasing life expectancy, which contribute to a larger share of retirement age persons in the population.
- The share of the population ages 65 and older is projected to double over the next 50 years, rising from 10.2 percent of the population in 2015 to 20.3 percent in 2065.
- In 2015, Utah had 372 centenarians (people at least 100 years old). That number is projected to be nearly 20 times greater by 2065, reaching 6,846 centenarians.



- The population ages 5-17 is projected to increase, but compose a smaller share of the population in 2065 than it does today. The school age population is projected to grow from 666,974 in 2015 to 996,717 in 2065, decreasing as a share of the total population from 22.3 percent to 17.1 percent.
- The dependency ratio is the population ages 0-17 and 65-plus per 100 persons ages 18-64. Utah's dependency ratio, which is higher than the national dependency ratio, is projected to rise in the next 50 years principally because of the aging population. The gap between Utah and U.S. dependency ratios is projected to decrease.

### **Households and Employment**

- The number of households is projected to grow steadily into the future, but average household size (persons per household) is projected to decrease from 2.99 in 2015 to 2.57 in 2065.
- Projections indicate stable employment growth as well as population growth.
- The fastest-growing industries between 2015 and 2065 are projected to be construction, professional and scientific services, health care, education, and arts, entertainment, and recreation.

## **County-Level Results**

### **Population**

- All counties are projected to grow over the next 50 years. Projected growth is most prevalent in Utah's largest counties adjacent to Salt Lake and Utah Counties, and in southwest Utah.

### **Utah County**

- Utah County is projected to have the largest numeric increase in population, adding over one million new residents to reach 1.6 million by 2065. The Utah County population nearly approaches the population of Salt Lake County by 2065.
- The Utah County population is projected to increase by 177 percent from 2015 to 2065, ranking it as the third fastest growing county over the projection period.
- By 2065, 28 percent of the state's population will reside in Utah County.
- Cumulatively, over the next fifty years, 37 percent of the state's population growth is projected to be in Utah County. This means nearly 4 of every 10 new Utah residents will live in Utah County.

### **Salt Lake County**

- Salt Lake County is projected to remain the most populous in the state, reaching nearly 1.7 million people.
- Salt Lake County is projected to add nearly 600,000 new residents by 2065 and capture 21 percent of the total state population growth.

### **Washington County**

- Washington County is projected to have the most rapid rate of growth among all counties (229 percent increase over the next 50 years).
- The population in Washington County is projected to grow to over half a million (509,000) by 2065.
- Washington County is projected to surpass Weber County to become the fourth most populous county in the state.

### **"Ring" Counties**

- The population of the metropolitan area is projected to geographically expand beyond the four Wasatch Front urban core counties into four accessible surrounding counties.
- Wasatch County is projected to have the second highest percentage increase in the state (187 percent over 50 years). It has strong commuting ties to Summit, Salt Lake, and Utah Counties.
- Juab County is projected to have the fourth most rapid percentage growth in the state (172 percent increase over 50 years). This growth is especially tied to the Utah County growth dynamic.
- Morgan County is projected to have the fifth most rapid growth rate in the state (122 percent over 50 years). It has strong commuting ties to Weber, Davis, and Salt Lake Counties.
- Tooele County is projected to be the sixth most rapidly growing population in the state (112 percent increase over the next 50 years). It has strong commuting ties with Salt Lake County.

### **Households**

- Over the next 50 years, Utah County is projected to capture 31 percent of the state's household growth. Counties with rapid population growth rates also tend to have high household growth rates. Growth rate rankings among the top five counties are identical, except in the cases of Utah and Juab Counties. Utah County has the third highest population growth rate, but the fourth highest household growth rate. Juab rankings are the reverse. This occurs because of the relatively large household sizes (persons per household) in Utah County.

- Utah County is projected to add 382,000 new households, the most of any county. Salt Lake County ranks second, with an additional 310,000 households. Washington County is projected to add 150,000 households, the third highest among all counties. The fourth largest increase in households is projected for Davis County, with 102,000 net new households. These four counties account for over three-quarters of projected household growth over the next 50 years.

### ***Employment***

- Salt Lake County is projected to maintain its role as the dominant employer in the state. By 2065, it is projected to employ 4 of every 10 workers in Utah, down slightly from its current level of 45 percent. The capital county is projected to create 610,000 new jobs, over one-third of the state's net employment growth.
- Utah County is projected to add 576,000 jobs and increase its share of total state employment from 17 percent to nearly one quarter (24 percent) of all state jobs. This is an increase of 185 percent, the highest growth rate among counties. One in three of the state's new jobs are projected to be in Utah County.
- Davis County is projected to add 156,000 net new jobs, ranking third in absolute growth behind Salt Lake and Utah Counties.
- Washington County employment is projected to increase by 153 percent by 2065, the second highest percentage growth behind Utah County. It is projected to add 131,000 jobs.

**Table 1  
Utah Population by County  
2015-2065**

County	2015	2025	2035	2045	2055	2065	Absolute Change 2015-2065	Percent Change 2015-2065	Rank
Beaver	6,710	7,408	8,017	8,606	9,068	9,649	2,939	44%	26
Box Elder	52,971	60,984	67,664	74,440	80,334	86,218	33,247	63%	11
Cache	121,855	146,338	171,969	195,325	212,908	234,744	112,890	93%	7
Carbon	21,164	24,343	26,870	29,069	31,240	33,144	11,980	57%	16
Daggett	1,113	1,232	1,387	1,502	1,603	1,723	610	55%	17
Davis	336,091	385,800	428,627	474,028	510,712	544,958	208,867	62%	12
Duchesne	20,821	24,277	26,596	29,178	31,205	33,153	12,332	59%	14
Emery	10,659	11,550	12,507	13,345	14,226	15,364	4,706	44%	25
Garfield	5,164	5,845	6,405	6,697	7,083	7,509	2,345	45%	24
Grand	9,757	11,182	12,203	13,266	14,139	14,794	5,037	52%	21
Iron	49,406	59,900	67,803	74,812	81,589	89,599	40,193	81%	8
Juab	11,071	15,789	19,925	23,307	26,498	30,069	18,998	172%	4
Kane	7,271	8,684	9,611	10,179	10,736	11,446	4,175	57%	15
Millard	13,104	14,403	15,619	16,605	17,435	18,617	5,514	42%	28
Morgan	11,080	15,613	19,349	21,357	22,678	24,605	13,525	122%	5
Piute	1,631	1,699	1,872	1,938	1,995	2,149	518	32%	29
Rich	2,353	2,535	2,773	2,992	3,158	3,380	1,027	44%	27
Salt Lake	1,094,650	1,249,961	1,361,099	1,470,574	1,594,804	1,693,513	598,863	55%	18
San Juan	15,902	17,932	19,330	20,562	21,775	23,316	7,413	47%	23
Sanpete	29,088	33,696	38,580	41,682	44,609	49,590	20,502	70%	10
Sevier	21,238	24,494	26,896	28,879	30,774	32,802	11,563	54%	20
Summit	39,278	46,404	54,706	60,644	65,624	70,750	31,472	80%	9
Tooele	63,262	83,922	102,338	115,463	125,291	134,272	71,010	112%	6
Uintah	37,396	42,077	45,978	50,609	54,523	57,766	20,370	54%	19
Utah	585,694	768,346	968,498	1,192,304	1,396,997	1,620,246	1,034,552	177%	3
Wasatch	28,613	42,027	54,218	64,526	73,042	82,018	53,406	187%	2
Washington	154,602	219,019	286,768	355,549	429,295	508,952	354,350	229%	1
Wayne	2,725	2,985	3,363	3,593	3,792	4,130	1,405	52%	22
Weber	242,737	286,593	317,344	344,025	368,635	389,334	146,597	60%	13
<b>State Total</b>	<b>2,997,404</b>	<b>3,615,036</b>	<b>4,178,317</b>	<b>4,745,057</b>	<b>5,285,767</b>	<b>5,827,810</b>	<b>2,830,406</b>	<b>94%</b>	

Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Table 2  
Utah Households by County  
2015-2065**

County	2015	2025	2035	2045	2055	2065	Absolute Change 2015-2065	Percent Change 2015-2065	Rank
Beaver	2,399	2,806	3,161	3,456	3,697	3,995	1,596	67%	22
Box Elder	17,711	21,572	25,058	28,249	30,865	33,826	16,116	91%	13
Cache	37,645	47,540	57,627	66,376	73,831	83,168	45,523	121%	7
Carbon	8,114	9,558	10,824	11,893	12,889	13,928	5,813	72%	20
Daggett	504	567	568	611	659	675	171	34%	29
Davis	106,535	130,716	154,027	174,162	190,571	208,380	101,845	96%	12
Duchesne	6,771	8,102	9,198	10,149	10,992	11,804	5,033	74%	19
Emery	3,836	4,441	5,006	5,420	5,918	6,509	2,673	70%	21
Garfield	2,048	2,351	2,561	2,698	2,821	3,026	977	48%	27
Grand	4,270	5,177	5,955	6,616	7,212	7,680	3,410	80%	18
Iron	16,690	21,996	25,902	29,242	32,663	36,796	20,105	120%	8
Juab	3,526	5,306	7,152	8,760	10,282	11,945	8,419	239%	3
Kane	3,070	3,825	4,232	4,423	4,675	5,033	1,963	64%	23
Millard	4,578	5,300	5,956	6,371	6,815	7,428	2,850	62%	24
Morgan	3,485	5,254	6,926	7,992	8,832	9,804	6,319	181%	5
Piute	696	762	839	854	864	954	258	37%	28
Rich	888	1,009	1,105	1,204	1,287	1,379	491	55%	26
Salt Lake	379,320	454,929	521,352	579,472	635,143	689,490	310,170	82%	16
San Juan	5,146	6,489	7,635	8,591	9,514	10,539	5,393	105%	10
Sanpete	8,611	10,865	12,793	14,192	15,744	17,937	9,326	108%	9
Sevier	7,553	9,279	10,559	11,548	12,526	13,629	6,076	80%	17
Summit	15,044	19,126	23,289	26,140	28,300	30,357	15,313	102%	11
Tooele	20,707	30,108	38,929	45,686	51,099	55,536	34,829	168%	6
Uintah	12,390	14,773	17,175	19,366	21,255	22,954	10,564	85%	15
Utah	164,270	228,671	301,558	380,404	459,411	546,481	382,211	233%	4
Wasatch	9,329	14,934	20,301	24,921	29,077	33,104	23,776	255%	2
Washington	55,377	83,595	111,434	139,895	171,615	204,976	149,599	270%	1
Wayne	1,134	1,301	1,450	1,547	1,657	1,813	679	60%	25
Weber	85,795	105,945	123,153	137,384	148,917	160,949	75,154	88%	14
<b>State Total</b>	<b>987,442</b>	<b>1,256,295</b>	<b>1,515,728</b>	<b>1,757,619</b>	<b>1,989,132</b>	<b>2,234,094</b>	<b>1,246,652</b>	<b>126%</b>	

Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Table 3  
Utah Employment by County  
2015-2065**

County	2015	2025	2035	2045	2055	2065	Absolute Change 2015-2065	Percent Change 2015-2065	Rank
Beaver	4,047	4,712	5,121	5,471	5,800	6,136	2,089	52%	29
Box Elder	26,715	32,201	36,043	39,430	42,740	45,989	19,274	72%	16
Cache	73,119	89,331	102,066	113,435	124,227	134,247	61,128	84%	8
Carbon	11,266	13,974	15,796	17,285	18,629	19,923	8,657	77%	13
Daggett	634	748	832	914	998	1,084	450	71%	17
Davis	172,614	215,258	246,967	275,547	302,616	328,512	155,898	90%	6
Duchesne	12,581	15,695	17,285	18,374	19,318	20,384	7,803	62%	22
Emery	5,036	5,910	6,545	7,180	7,840	8,559	3,523	70%	18
Garfield	3,420	4,063	4,461	4,814	5,144	5,453	2,033	59%	24
Grand	7,569	9,326	10,466	11,492	12,480	13,437	5,868	78%	12
Iron	23,894	29,036	32,971	36,513	39,895	43,126	19,232	80%	11
Juab	5,112	6,214	7,083	7,860	8,626	9,398	4,286	84%	7
Kane	4,799	5,554	6,106	6,591	7,016	7,375	2,576	54%	27
Millard	6,846	7,893	8,644	9,344	10,007	10,633	3,787	55%	25
Morgan	4,456	5,527	6,409	7,258	8,141	9,079	4,623	104%	4
Piute	633	713	781	847	911	975	342	54%	26
Rich	1,445	1,686	1,878	2,054	2,219	2,374	929	64%	21
Salt Lake	844,316	1,053,362	1,182,092	1,293,225	1,385,240	1,454,567	610,251	72%	15
San Juan	6,386	7,738	8,684	9,447	10,146	10,850	4,464	70%	19
Sanpete	11,990	14,254	16,074	17,725	19,338	20,924	8,934	75%	14
Sevier	11,938	14,564	16,114	17,302	18,302	19,220	7,282	61%	23
Summit	39,799	49,973	57,240	64,008	70,583	76,693	36,894	93%	5
Tooele	21,331	26,266	29,791	32,892	35,814	38,583	17,252	81%	10
Uintah	19,161	23,817	26,497	28,496	30,283	32,179	13,018	68%	20
Utah	311,650	423,013	520,050	629,808	753,266	887,896	576,246	185%	1
Wasatch	14,111	17,957	21,049	23,972	26,929	29,967	15,856	112%	3
Washington	85,410	123,225	154,444	180,362	200,966	216,247	130,837	153%	2
Wayne	1,763	2,141	2,414	2,668	2,927	3,204	1,441	82%	9
Weber	131,651	169,524	184,636	192,441	197,804	201,696	70,045	53%	28
<b>State Total</b>	<b>1,863,692</b>	<b>2,373,675</b>	<b>2,728,541</b>	<b>3,056,754</b>	<b>3,368,205</b>	<b>3,658,710</b>	<b>1,795,018</b>	<b>96%</b>	

Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; U.S. Bureau of Economic Analysis Local Area Employment data

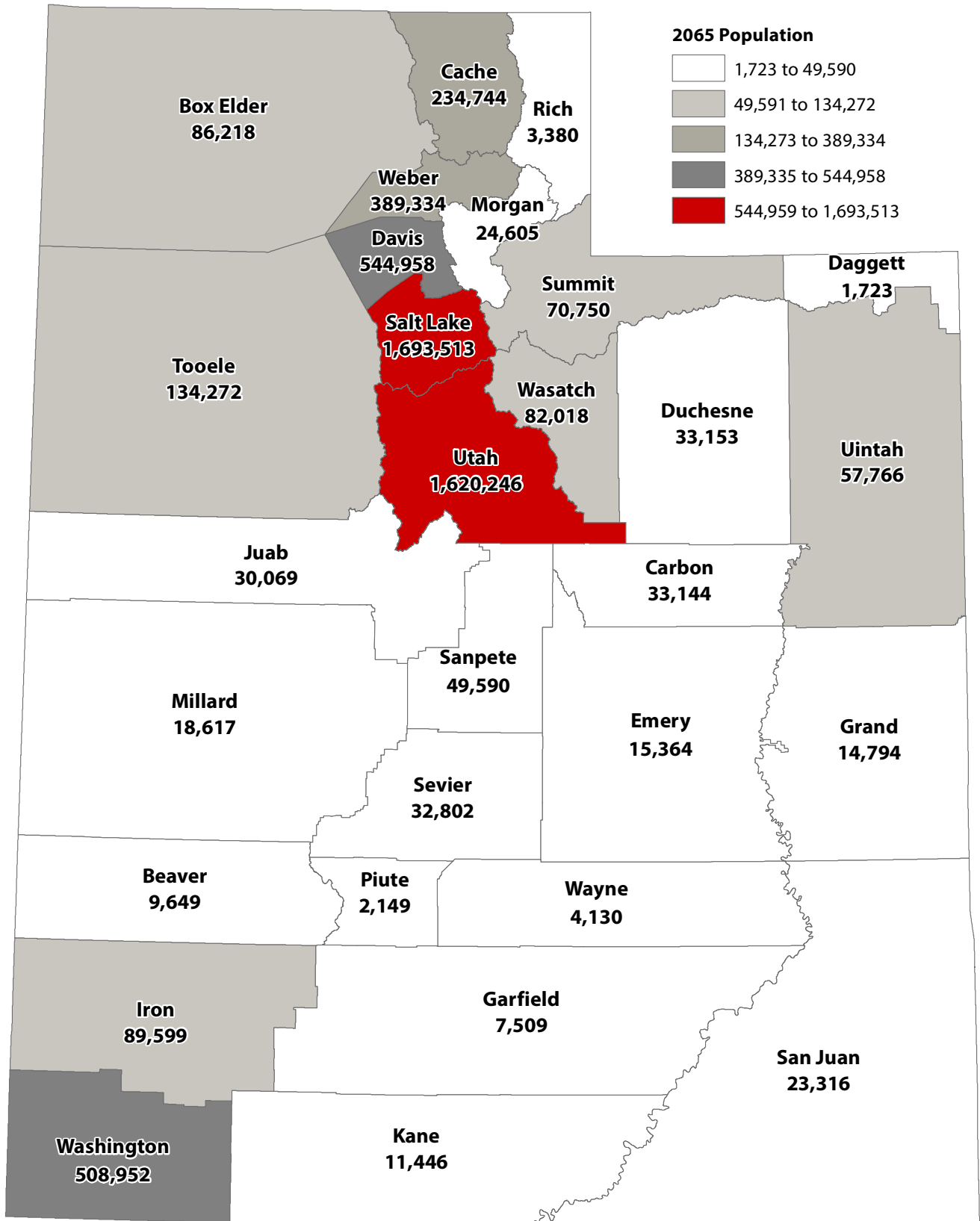
**Table 4  
Utah Total Employment by Industry  
2015-2065**

<b>Wage and Salary Employment</b>	<b>2015</b>	<b>2025</b>	<b>2035</b>	<b>2045</b>	<b>2055</b>	<b>2065</b>	<b>Absolute Change 2015-2065</b>	<b>Percent Change 2015-2065</b>	<b>Rank</b>
Agriculture	5,375	6,139	6,680	7,261	7,878	8,527	3,152	58.7%	10
Mining	10,371	14,594	14,842	13,603	11,955	10,810	439	4.2%	17
Utilities	3,915	3,396	2,853	2,746	2,729	2,707	-1,207	-30.8%	21
Construction	84,679	139,236	189,393	245,869	313,012	394,184	309,505	365.5%	1
Manufacturing	123,742	138,616	144,029	148,167	152,890	156,397	32,655	26.4%	16
Retail	157,969	179,273	189,685	201,068	211,428	220,018	62,050	39.3%	14
Transportation and Warehousing	51,122	65,317	64,180	60,221	53,381	44,673	-6,449	-12.6%	20
Wholesale	50,004	61,934	66,637	69,321	71,380	73,100	23,096	46.2%	12
Information	34,443	43,727	52,475	63,234	74,976	85,930	51,487	149.5%	5
Finance and Insurance	60,386	74,663	84,591	95,522	105,455	113,366	52,981	87.7%	8
Real Estate	18,643	21,591	24,105	26,032	27,040	26,307	7,664	41.1%	13
Professional and Technical Services	88,018	137,359	181,517	222,857	260,580	292,024	204,007	231.8%	2
Management	20,203	19,539	17,860	16,383	14,673	12,541	-7,661	-37.9%	22
Administrative and Waste Services	85,999	130,583	162,265	191,742	220,526	248,263	162,264	188.7%	3
Education	42,128	61,471	70,392	75,231	80,101	86,199	44,071	104.6%	7
Health	140,163	190,858	232,200	261,278	280,145	289,890	149,727	106.8%	6
Arts, Ent, Rec	21,111	30,207	36,676	43,465	50,219	55,756	34,645	164.1%	4
Accommodations and Food	112,549	137,441	143,292	147,809	151,409	154,388	41,840	37.2%	15
Other services	38,697	37,176	40,101	41,403	39,984	35,587	-3,110	-8.0%	19
State and Local Government	198,676	233,844	264,700	296,485	328,071	358,892	160,217	80.6%	9
Federal Government, Civilian	34,958	40,581	43,789	46,583	49,215	51,831	16,873	48.3%	11
Federal Government, Military	16,166	15,296	15,277	15,320	15,350	15,356	-810	-5.0%	18
All Other Employment*	464,381	590,834	681,001	765,152	845,806	921,964	457,583	98.5%	
<b>State Total</b>	<b>1,863,692</b>	<b>2,373,675</b>	<b>2,728,541</b>	<b>3,056,754</b>	<b>3,368,205</b>	<b>3,658,710</b>	<b>1,795,018</b>	<b>96.3%</b>	

\*Includes farm, sole proprietor, and other categories of employment not covered by the Utah Department of Workforce Services Quarterly Census of Employment and Wages.

Sources: Kem C. Gardner Policy Institute 2015 - 2065 State and County Projections; U.S. Bureau of Economic Analysis Local Area Employment data; Utah Department of Workforce Services Quarterly Census of Employment and Wages data

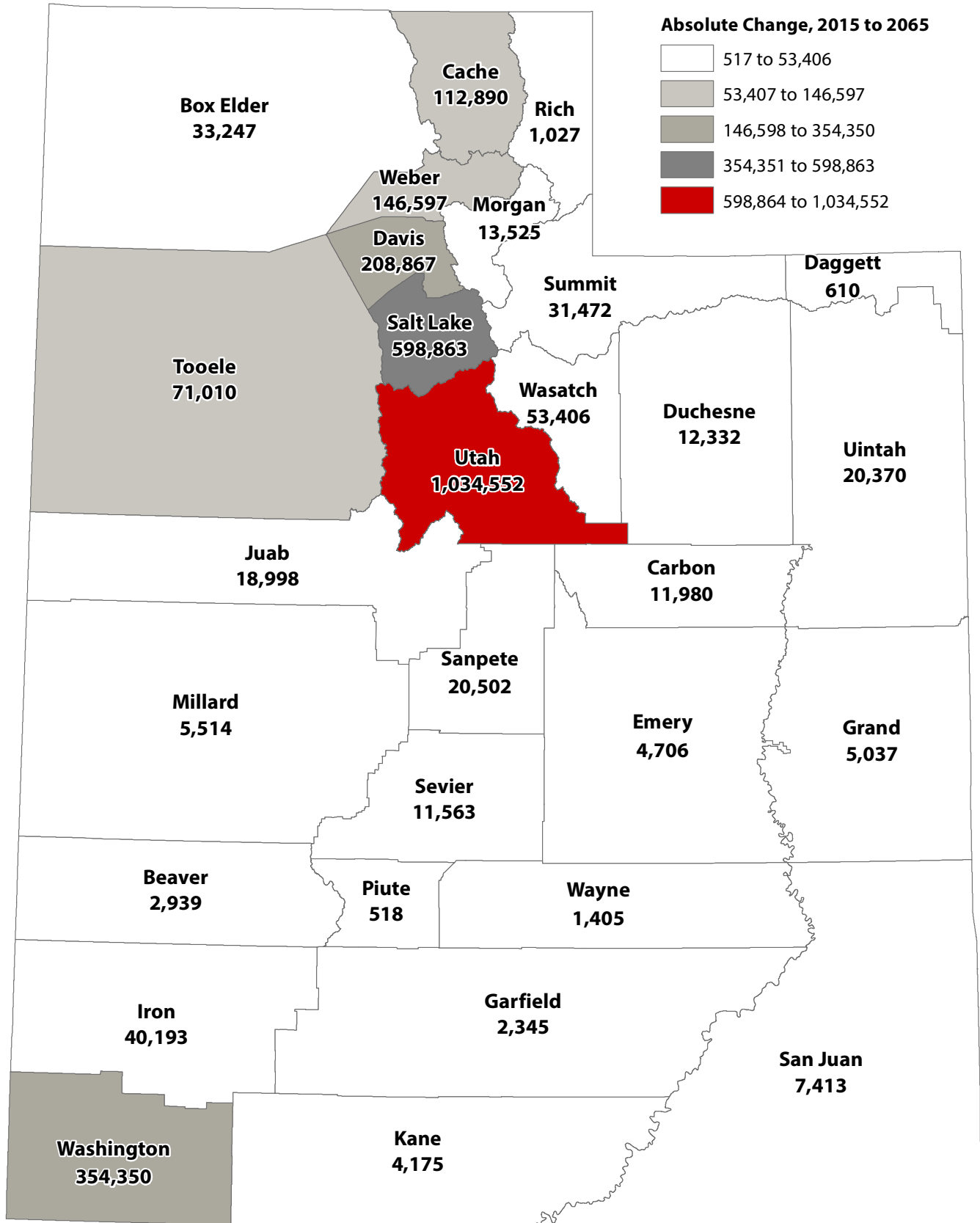
**Figure 1:  
Utah Population by County  
2065**



Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.



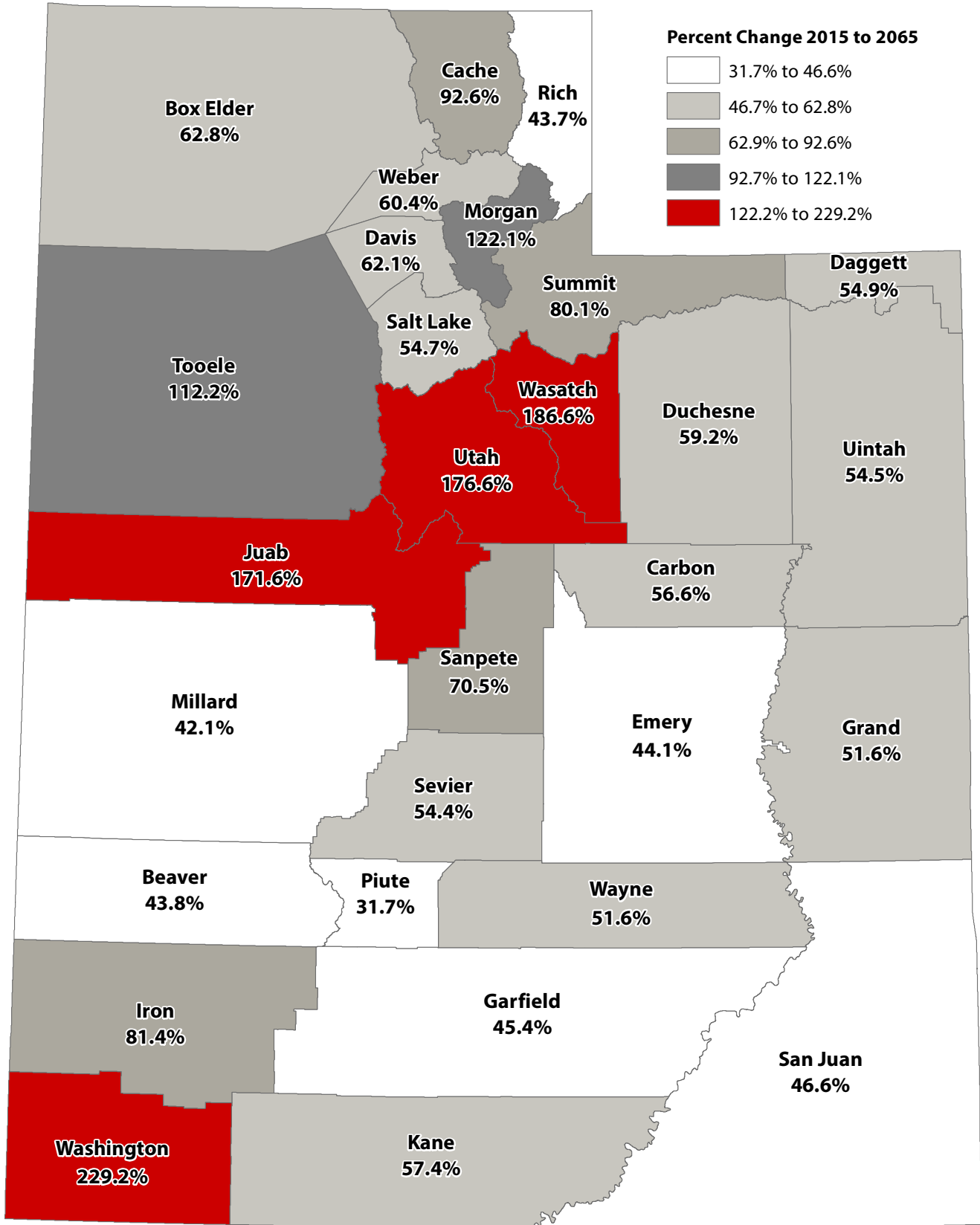
**Figure 2:  
Absolute Change in Utah Population by County  
2015-2065**



Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

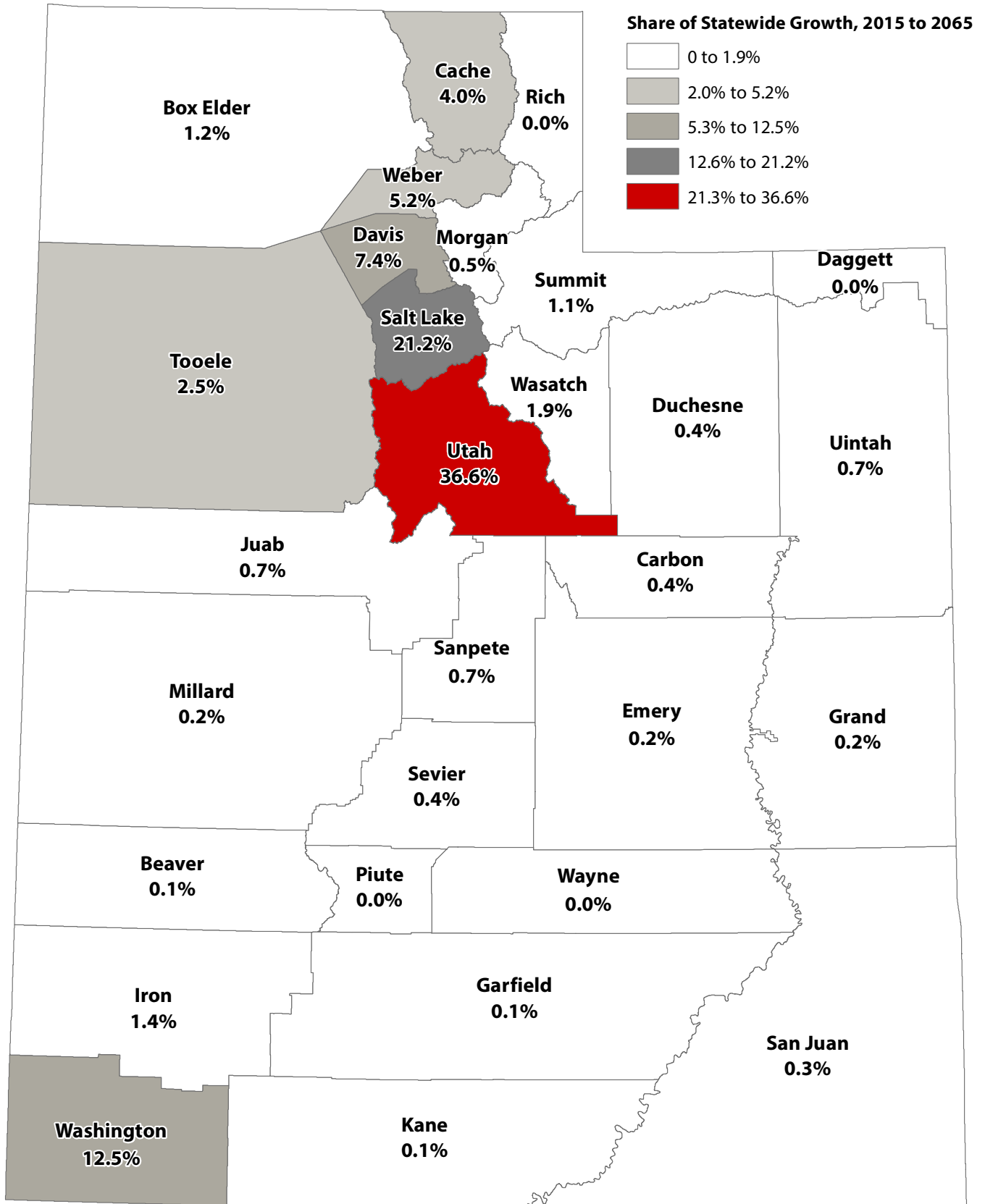


**Figure 3:  
Percent Change in Utah Population by County  
2015-2065**



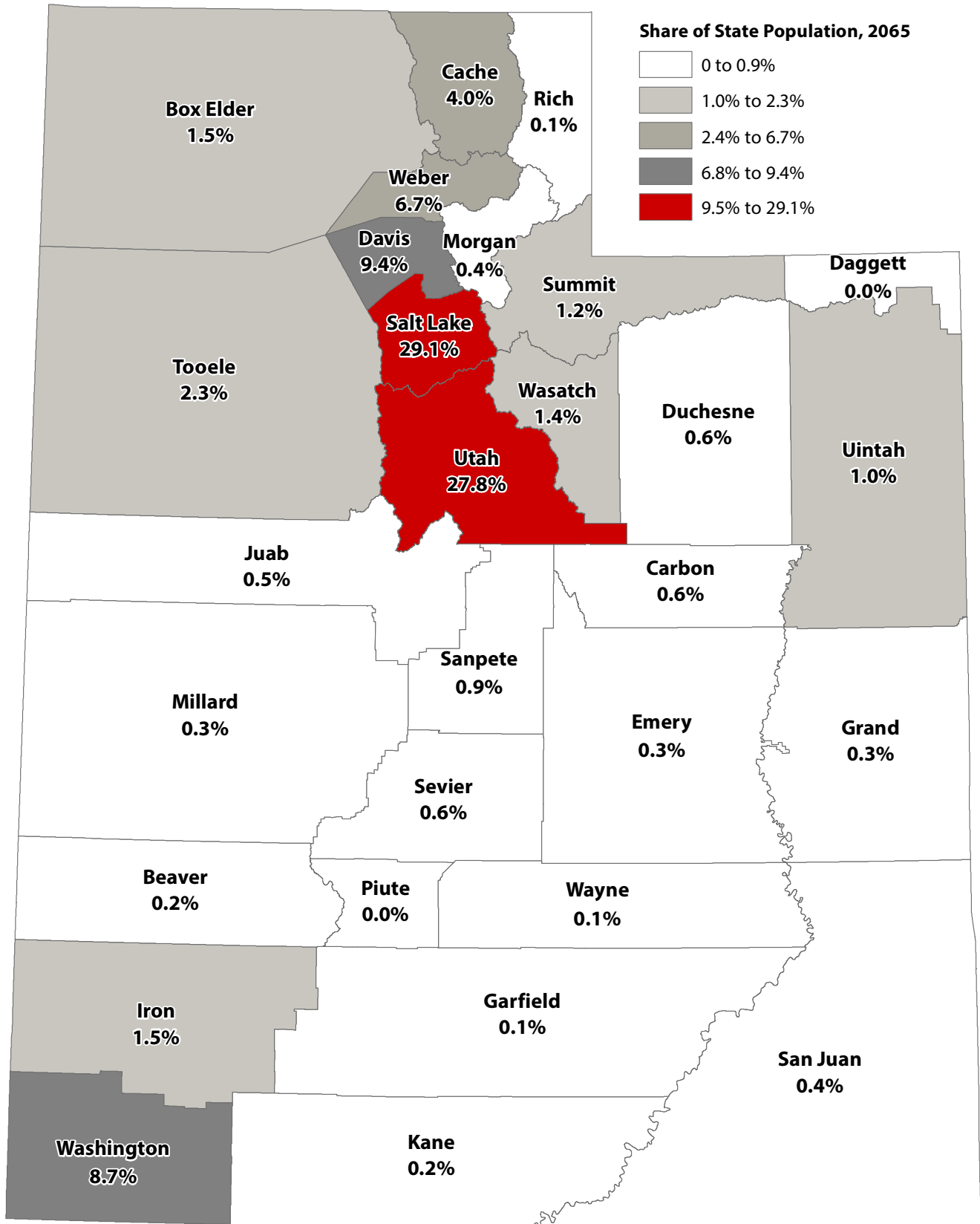
Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Figure 4:  
Share of Statewide Growth by County  
2015-2065**



Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Figure 5:  
Share of Utah Population by County  
2065**



Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Table 5  
Utah Population  
2015-2065**

Year	Total	Absolute Growth	Growth Rate	Median Age	Year	Total	Absolute Growth	Growth Rate	Median Age
2015	2,997,404			30.7	2041	4,520,678	56,728	1.3%	35.8
2016	3,054,806	57,402	1.9%	30.9	2042	4,577,247	56,569	1.3%	36.0
2017	3,123,607	68,801	2.3%	31.2	2043	4,633,568	56,321	1.2%	36.2
2018	3,193,415	69,809	2.2%	31.4	2044	4,689,532	55,965	1.2%	36.4
2019	3,260,765	67,349	2.1%	31.7	2045	4,745,057	55,525	1.2%	36.6
2020	3,325,425	64,661	2.0%	31.9	2046	4,800,120	55,062	1.2%	36.8
2021	3,389,467	64,042	1.9%	32.2	2047	4,854,748	54,628	1.1%	36.9
2022	3,449,985	60,518	1.8%	32.5	2048	4,909,089	54,341	1.1%	37.1
2023	3,507,364	57,379	1.7%	32.8	2049	4,963,211	54,122	1.1%	37.2
2024	3,562,226	54,861	1.6%	33.0	2050	5,017,232	54,022	1.1%	37.3
2025	3,615,036	52,811	1.5%	33.3	2051	5,071,236	54,004	1.1%	37.4
2026	3,669,342	54,306	1.5%	33.4	2052	5,125,126	53,890	1.1%	37.4
2027	3,723,441	54,099	1.5%	33.6	2053	5,178,833	53,707	1.0%	37.5
2028	3,778,152	54,711	1.5%	33.7	2054	5,232,327	53,495	1.0%	37.6
2029	3,833,308	55,155	1.5%	33.8	2055	5,285,767	53,439	1.0%	37.7
2030	3,889,310	56,003	1.5%	34.0	2056	5,339,307	53,540	1.0%	37.7
2031	3,946,122	56,811	1.5%	34.1	2057	5,393,004	53,696	1.0%	37.8
2032	4,004,069	57,948	1.5%	34.3	2058	5,446,925	53,921	1.0%	37.9
2033	4,062,343	58,273	1.5%	34.4	2059	5,501,088	54,163	1.0%	38.0
2034	4,120,490	58,148	1.4%	34.6	2060	5,555,423	54,335	1.0%	38.0
2035	4,178,317	57,826	1.4%	34.8	2061	5,609,943	54,519	1.0%	38.1
2036	4,235,865	57,548	1.4%	34.9	2062	5,664,555	54,613	1.0%	38.1
2037	4,293,208	57,344	1.4%	35.1	2063	5,719,145	54,590	1.0%	38.2
2038	4,350,268	57,060	1.3%	35.3	2064	5,773,599	54,454	1.0%	38.3
2039	4,407,155	56,887	1.3%	35.5	2065	5,827,810	54,210	0.9%	38.3
2040	4,463,950	56,795	1.3%	35.7					

Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Table 6  
Utah School Age Population (5-17 years of age)  
2015-2065**

Year	Total	Absolute Growth	Growth Rate	Year	Total	Absolute Growth	Growth Rate
2015	666,974			2041	836,467	10,039	1.2%
2016	676,459	9,486	1.4%	2042	846,377	9,910	1.2%
2017	684,631	8,172	1.2%	2043	855,987	9,610	1.1%
2018	693,269	8,638	1.3%	2044	865,150	9,163	1.1%
2019	699,962	6,693	1.0%	2045	873,751	8,601	1.0%
2020	705,631	5,669	0.8%	2046	881,707	7,956	0.9%
2021	708,542	2,911	0.4%	2047	888,990	7,283	0.8%
2022	712,480	3,938	0.6%	2048	895,633	6,643	0.7%
2023	715,336	2,856	0.4%	2049	901,673	6,040	0.7%
2024	717,354	2,019	0.3%	2050	907,179	5,506	0.6%
2025	718,210	856	0.1%	2051	912,247	5,068	0.6%
2026	719,678	1,468	0.2%	2052	916,968	4,722	0.5%
2027	721,751	2,073	0.3%	2053	921,447	4,479	0.5%
2028	724,517	2,766	0.4%	2054	925,810	4,363	0.5%
2029	729,200	4,683	0.6%	2055	930,229	4,419	0.5%
2030	736,180	6,980	1.0%	2056	934,856	4,627	0.5%
2031	742,719	6,540	0.9%	2057	939,808	4,952	0.5%
2032	750,959	8,239	1.1%	2058	945,186	5,378	0.6%
2033	759,942	8,983	1.2%	2059	951,062	5,876	0.6%
2034	770,334	10,392	1.4%	2060	957,453	6,392	0.7%
2035	779,026	8,692	1.1%	2061	964,370	6,917	0.7%
2036	787,890	8,864	1.1%	2062	971,800	7,430	0.8%
2037	797,104	9,214	1.2%	2063	979,706	7,906	0.8%
2038	806,637	9,533	1.2%	2064	988,034	8,328	0.9%
2039	816,444	9,807	1.2%	2065	996,717	8,683	0.9%
2040	826,429	9,984	1.2%				

Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Table 7  
Utah Working Age Population (18-64 Years of Age)  
2015-2065**

Year	Total	Absolute Growth	Growth Rate	Year	Total	Absolute Growth	Growth Rate
2015	1,770,860			2041	2,624,934	27,708	1.1%
2016	1,805,616	34,756	2.0%	2042	2,650,884	25,950	1.0%
2017	1,845,065	39,449	2.2%	2043	2,675,796	24,912	0.9%
2018	1,884,245	39,181	2.1%	2044	2,700,610	24,814	0.9%
2019	1,921,806	37,560	2.0%	2045	2,724,245	23,634	0.9%
2020	1,957,722	35,916	1.9%	2046	2,748,346	24,101	0.9%
2021	1,993,455	35,734	1.8%	2047	2,772,936	24,590	0.9%
2022	2,027,389	33,934	1.7%	2048	2,798,125	25,189	0.9%
2023	2,060,074	32,684	1.6%	2049	2,824,301	26,176	0.9%
2024	2,091,879	31,805	1.5%	2050	2,849,739	25,438	0.9%
2025	2,122,790	30,911	1.5%	2051	2,875,047	25,308	0.9%
2026	2,155,321	32,531	1.5%	2052	2,900,854	25,807	0.9%
2027	2,187,581	32,260	1.5%	2053	2,927,033	26,180	0.9%
2028	2,220,156	32,575	1.5%	2054	2,952,816	25,783	0.9%
2029	2,252,342	32,186	1.4%	2055	2,976,951	24,135	0.8%
2030	2,284,097	31,755	1.4%	2056	2,999,376	22,424	0.8%
2031	2,318,155	34,058	1.5%	2057	3,025,642	26,266	0.9%
2032	2,351,322	33,167	1.4%	2058	3,054,385	28,744	1.0%
2033	2,384,111	32,789	1.4%	2059	3,084,598	30,213	1.0%
2034	2,414,778	30,667	1.3%	2060	3,115,001	30,403	1.0%
2035	2,445,419	30,641	1.3%	2061	3,142,583	27,582	0.9%
2036	2,475,620	30,201	1.2%	2062	3,167,041	24,459	0.8%
2037	2,506,546	30,927	1.2%	2063	3,192,733	25,692	0.8%
2038	2,537,729	31,183	1.2%	2064	3,217,796	25,063	0.8%
2039	2,568,245	30,516	1.2%	2065	3,241,337	23,542	0.7%
2040	2,597,226	28,981	1.1%				

Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Table 8  
Utah Retirement Age Population (65+ years of age)  
2015-2065**

Year	Total	Absolute Growth	Growth Rate	Year	Total	Absolute Growth	Growth Rate
2015	305,273			2041	718,784	17,212	2.5%
2016	318,894	13,621	4.5%	2042	737,883	19,099	2.7%
2017	335,812	16,918	5.3%	2043	758,145	20,261	2.7%
2018	354,259	18,446	5.5%	2044	778,604	20,459	2.7%
2019	372,850	18,591	5.2%	2045	800,316	21,712	2.8%
2020	391,442	18,592	5.0%	2046	821,637	21,321	2.7%
2021	411,593	20,151	5.1%	2047	842,566	20,929	2.5%
2022	431,420	19,828	4.8%	2048	863,081	20,515	2.4%
2023	450,715	19,295	4.5%	2049	882,794	19,713	2.3%
2024	469,232	18,517	4.1%	2050	903,462	20,668	2.3%
2025	487,659	18,427	3.9%	2051	924,451	20,990	2.3%
2026	504,883	17,224	3.5%	2052	944,955	20,504	2.2%
2027	521,321	16,438	3.3%	2053	964,935	19,980	2.1%
2028	537,054	15,733	3.0%	2054	985,028	20,092	2.1%
2029	551,460	14,406	2.7%	2055	1,006,482	21,454	2.2%
2030	564,649	13,190	2.4%	2056	1,029,384	22,902	2.3%
2031	576,640	11,991	2.1%	2057	1,048,149	18,765	1.8%
2032	588,852	12,211	2.1%	2058	1,064,146	15,997	1.5%
2033	601,095	12,244	2.1%	2059	1,078,369	14,224	1.3%
2034	614,121	13,026	2.2%	2060	1,092,054	13,685	1.3%
2035	628,814	14,693	2.4%	2061	1,108,251	16,197	1.5%
2036	643,797	14,983	2.4%	2062	1,127,225	18,975	1.7%
2037	657,890	14,093	2.2%	2063	1,144,582	17,356	1.5%
2038	671,534	13,644	2.1%	2064	1,162,154	17,572	1.5%
2039	685,764	14,229	2.1%	2065	1,180,818	18,664	1.6%
2040	701,572	15,809	2.3%				

Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Table 9  
Utah Components of Population Change  
2015-2065**

Year	Births	Deaths	Natural Increase	Net Migration	Year	Births	Deaths	Natural Increase	Net Migration
2015	50,904	17,353	33,551	21,994	2041	69,138	31,201	37,937	18,791
2016	50,573	17,445	33,128	24,274	2042	69,432	31,922	37,510	19,059
2017	53,382	17,541	35,841	32,960	2043	69,755	32,632	37,123	19,198
2018	54,144	18,256	35,888	33,920	2044	70,100	33,328	36,772	19,192
2019	54,883	19,003	35,880	31,469	2045	70,478	34,003	36,475	19,049
2020	55,563	19,747	35,816	28,845	2046	70,893	34,654	36,239	18,823
2021	56,226	17,839	38,388	25,654	2047	71,349	35,287	36,062	18,566
2022	56,884	18,437	38,447	22,071	2048	71,845	35,909	35,937	18,405
2023	57,534	19,029	38,505	18,874	2049	72,392	36,506	35,885	18,236
2024	58,201	19,615	38,586	16,275	2050	72,985	37,082	35,903	18,119
2025	58,897	20,201	38,696	14,115	2051	73,623	37,642	35,981	18,023
2026	59,623	20,790	38,833	15,473	2052	74,307	38,194	36,113	17,777
2027	60,430	21,381	39,049	15,051	2053	75,031	38,741	36,291	17,416
2028	61,262	21,987	39,275	15,436	2054	75,785	39,284	36,500	16,994
2029	62,122	22,614	39,507	15,648	2055	76,557	39,828	36,730	16,710
2030	62,984	23,260	39,724	16,278	2056	77,343	40,377	36,966	16,574
2031	63,831	23,925	39,905	16,906	2057	78,139	40,938	37,201	16,496
2032	64,657	24,611	40,046	17,902	2058	78,933	41,518	37,414	16,507
2033	65,449	25,319	40,131	18,143	2059	79,717	42,123	37,595	16,569
2034	66,169	26,040	40,129	18,019	2060	80,485	42,755	37,730	16,605
2035	66,807	26,771	40,036	17,790	2061	81,229	43,421	37,809	16,711
2036	67,362	27,509	39,853	17,695	2062	81,944	44,119	37,825	16,787
2037	67,827	28,252	39,575	17,768	2063	82,624	44,850	37,774	16,816
2038	68,218	28,995	39,223	17,837	2064	83,266	45,617	37,650	16,804
2039	68,555	29,736	38,819	18,068	2065	83,868	46,416	37,452	16,758
2040	68,856	30,472	38,385	18,411					

Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.



**Table 10  
Utah Total Employment  
2015-2065**

Year	Total	Absolute Growth	Growth Rate	Year	Total	Absolute Growth	Growth Rate
2015	1,863,692			2041	2,927,472	32,685	1.1%
2016	1,932,688	68,996	3.7%	2042	2,960,009	32,537	1.1%
2017	1,998,217	65,530	3.4%	2043	2,992,403	32,394	1.1%
2018	2,058,177	59,959	3.0%	2044	3,024,653	32,251	1.1%
2019	2,113,031	54,854	2.7%	2045	3,056,754	32,101	1.1%
2020	2,163,867	50,835	2.4%	2046	3,088,695	31,941	1.0%
2021	2,210,750	46,883	2.2%	2047	3,120,470	31,775	1.0%
2022	2,254,342	43,592	2.0%	2048	3,152,074	31,604	1.0%
2023	2,295,518	41,176	1.8%	2049	3,183,499	31,426	1.0%
2024	2,335,118	39,600	1.7%	2050	3,214,743	31,244	1.0%
2025	2,373,675	38,558	1.7%	2051	3,245,805	31,062	1.0%
2026	2,411,432	37,756	1.6%	2052	3,276,685	30,880	1.0%
2027	2,448,420	36,988	1.5%	2053	3,307,381	30,696	0.9%
2028	2,484,712	36,292	1.5%	2054	3,337,889	30,508	0.9%
2029	2,520,483	35,771	1.4%	2055	3,368,205	30,316	0.9%
2030	2,555,872	35,388	1.4%	2056	3,398,322	30,117	0.9%
2031	2,590,957	35,086	1.4%	2057	3,428,234	29,911	0.9%
2032	2,625,769	34,811	1.3%	2058	3,457,930	29,697	0.9%
2033	2,660,302	34,534	1.3%	2059	3,487,402	29,471	0.9%
2034	2,694,557	34,254	1.3%	2060	3,516,636	29,234	0.8%
2035	2,728,541	33,984	1.3%	2061	3,545,619	28,983	0.8%
2036	2,762,252	33,711	1.2%	2062	3,574,337	28,717	0.8%
2037	2,795,701	33,449	1.2%	2063	3,602,770	28,434	0.8%
2038	2,828,921	33,220	1.2%	2064	3,630,902	28,131	0.8%
2039	2,861,942	33,021	1.2%	2065	3,658,710	27,808	0.8%
2040	2,894,787	32,845	1.1%				

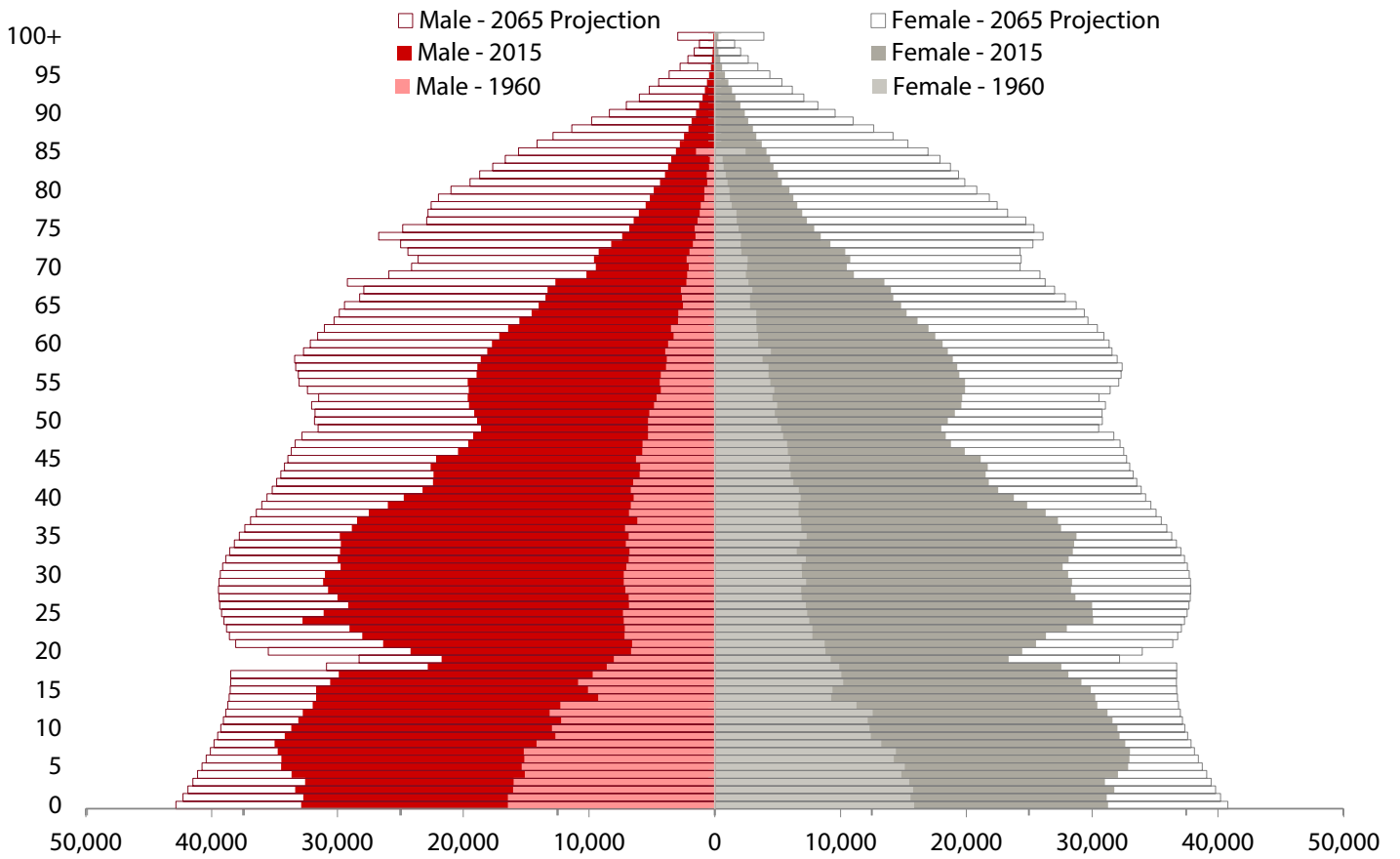
Source: U.S. Bureau of Economic Analysis Local Area Employment data.

**Table 11**  
**Utah Total Households and Average Household Size**  
**2015-2065**

Year	Total	Absolute Growth	Growth Rate	Average Size	Year	Total	Absolute Growth	Growth Rate	Average Size
2015	987,442			2.99	2041	1,664,539	24,196	1.5%	2.67
2016	1,011,905	24,463	2.5%	2.97	2042	1,688,209	23,670	1.4%	2.67
2017	1,039,980	28,075	2.8%	2.95	2043	1,711,483	23,274	1.4%	2.66
2018	1,069,114	29,134	2.8%	2.94	2044	1,734,756	23,273	1.4%	2.66
2019	1,097,501	28,387	2.7%	2.92	2045	1,757,619	22,863	1.3%	2.66
2020	1,125,044	27,543	2.5%	2.91	2046	1,780,277	22,657	1.3%	2.65
2021	1,153,177	28,133	2.5%	2.89	2047	1,802,676	22,399	1.3%	2.65
2022	1,180,155	26,978	2.3%	2.88	2048	1,825,099	22,423	1.2%	2.65
2023	1,206,243	26,088	2.2%	2.86	2049	1,847,852	22,754	1.2%	2.64
2024	1,231,542	25,299	2.1%	2.85	2050	1,870,806	22,954	1.2%	2.64
2025	1,256,295	24,753	2.0%	2.83	2051	1,893,840	23,034	1.2%	2.63
2026	1,281,399	25,104	2.0%	2.82	2052	1,916,951	23,110	1.2%	2.63
2027	1,306,435	25,036	2.0%	2.80	2053	1,940,444	23,493	1.2%	2.62
2028	1,331,723	25,288	1.9%	2.79	2054	1,964,548	24,104	1.2%	2.62
2029	1,357,131	25,408	1.9%	2.78	2055	1,989,132	24,584	1.3%	2.61
2030	1,382,797	25,666	1.9%	2.77	2056	2,013,292	24,161	1.2%	2.61
2031	1,409,046	26,249	1.9%	2.76	2057	2,037,308	24,016	1.2%	2.60
2032	1,435,827	26,781	1.9%	2.74	2058	2,061,648	24,340	1.2%	2.60
2033	1,462,740	26,913	1.9%	2.73	2059	2,086,297	24,649	1.2%	2.59
2034	1,489,601	26,861	1.8%	2.72	2060	2,111,304	25,007	1.2%	2.59
2035	1,515,728	26,126	1.8%	2.71	2061	2,136,644	25,340	1.2%	2.58
2036	1,541,141	25,414	1.7%	2.71	2062	2,161,332	24,688	1.2%	2.58
2037	1,566,339	25,198	1.6%	2.70	2063	2,185,757	24,426	1.1%	2.57
2038	1,591,194	24,855	1.6%	2.69	2064	2,210,140	24,383	1.1%	2.57
2039	1,615,947	24,752	1.6%	2.68	2065	2,234,094	23,954	1.1%	2.57
2040	1,640,342	24,396	1.5%	2.68					

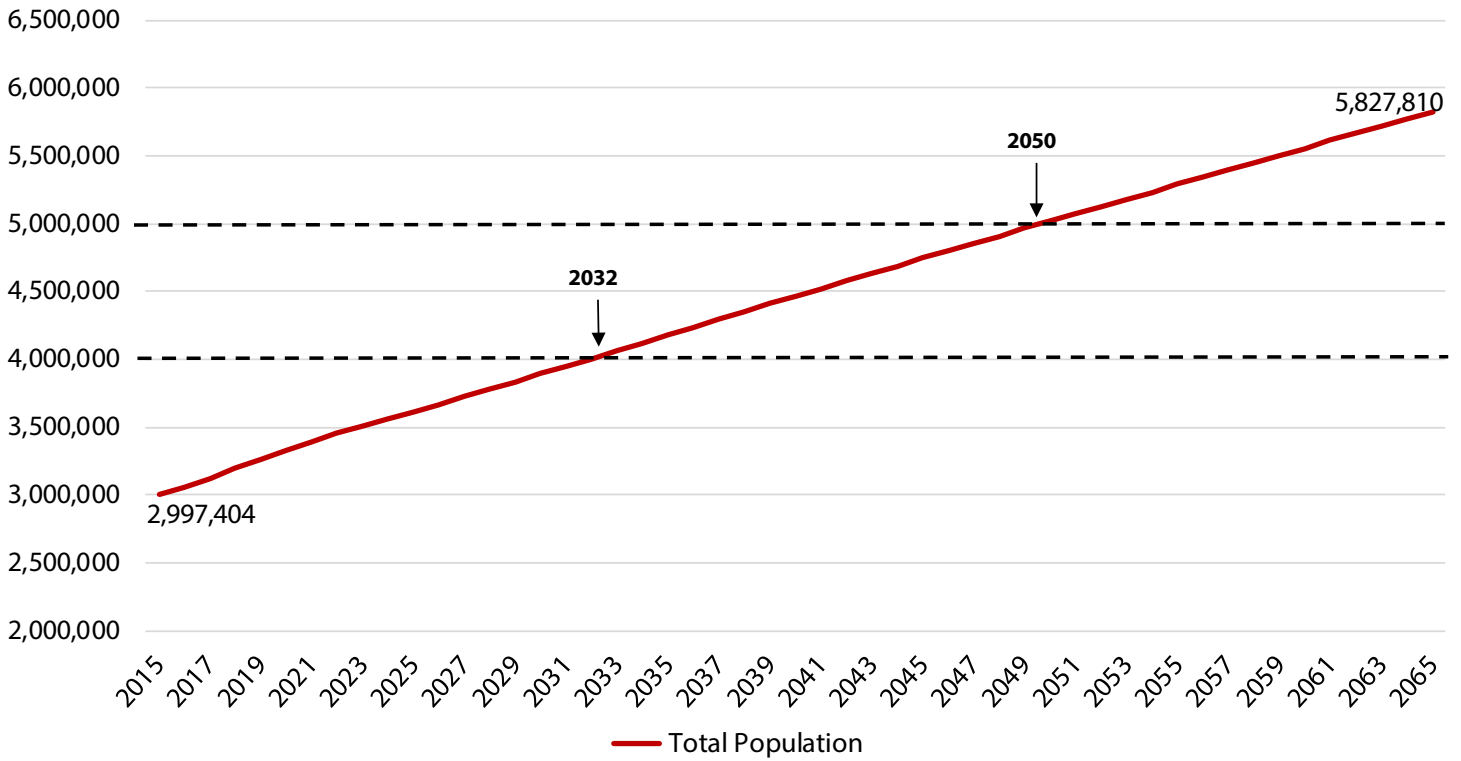
Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Figure 6**  
**Utah Population Pyramid**  
**1960, 2015, and 2065**



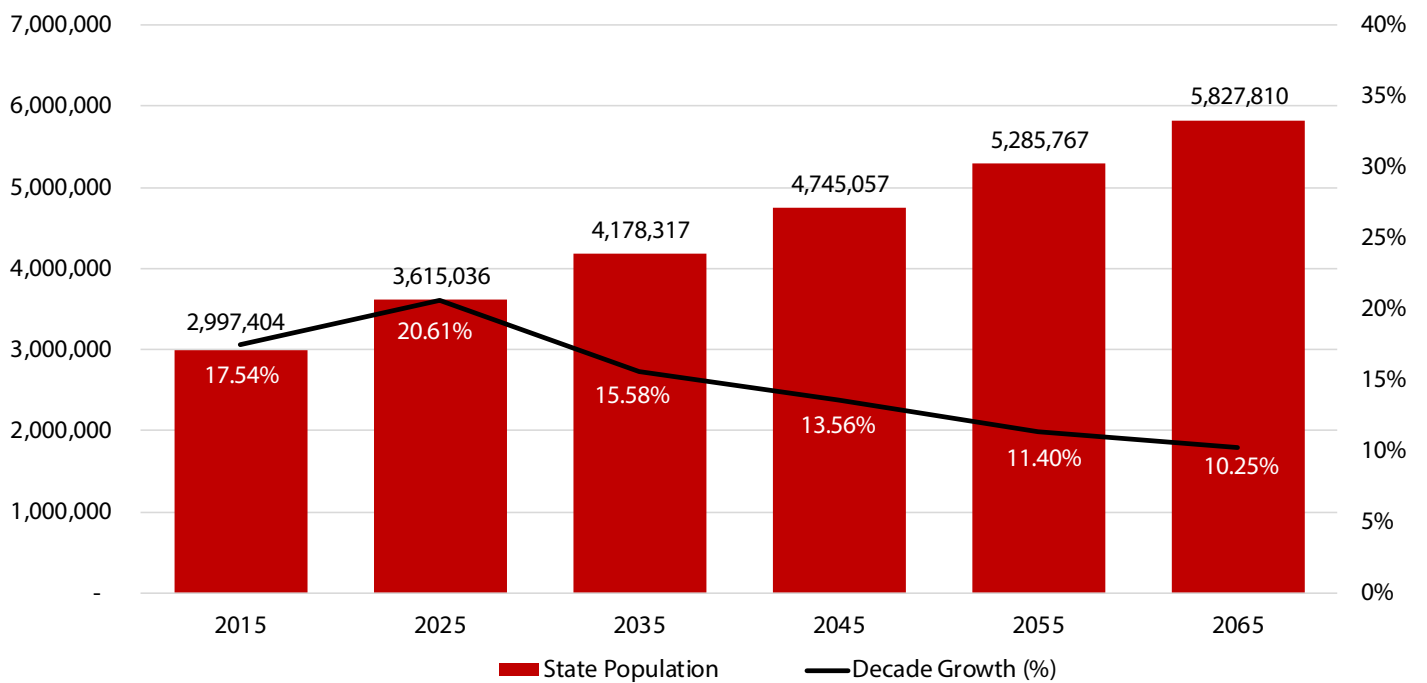
Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; U.S. Census Bureau Decennial Count Data.

**Figure 7**  
**Utah Total Population with Million Markers**  
**2015-2065**



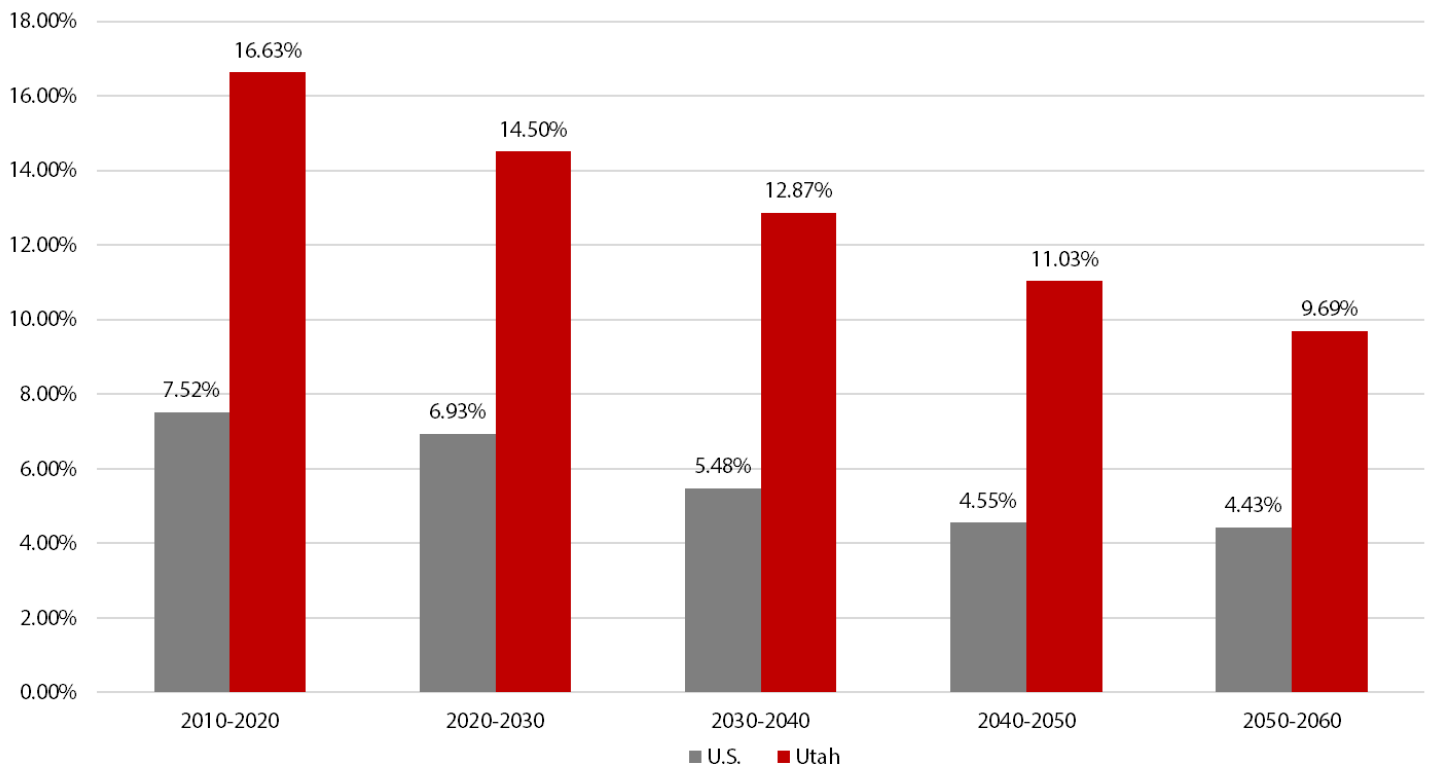
Source: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Figure 8**  
**Utah Population and Growth Projections by Decade**  
**2015-2065**



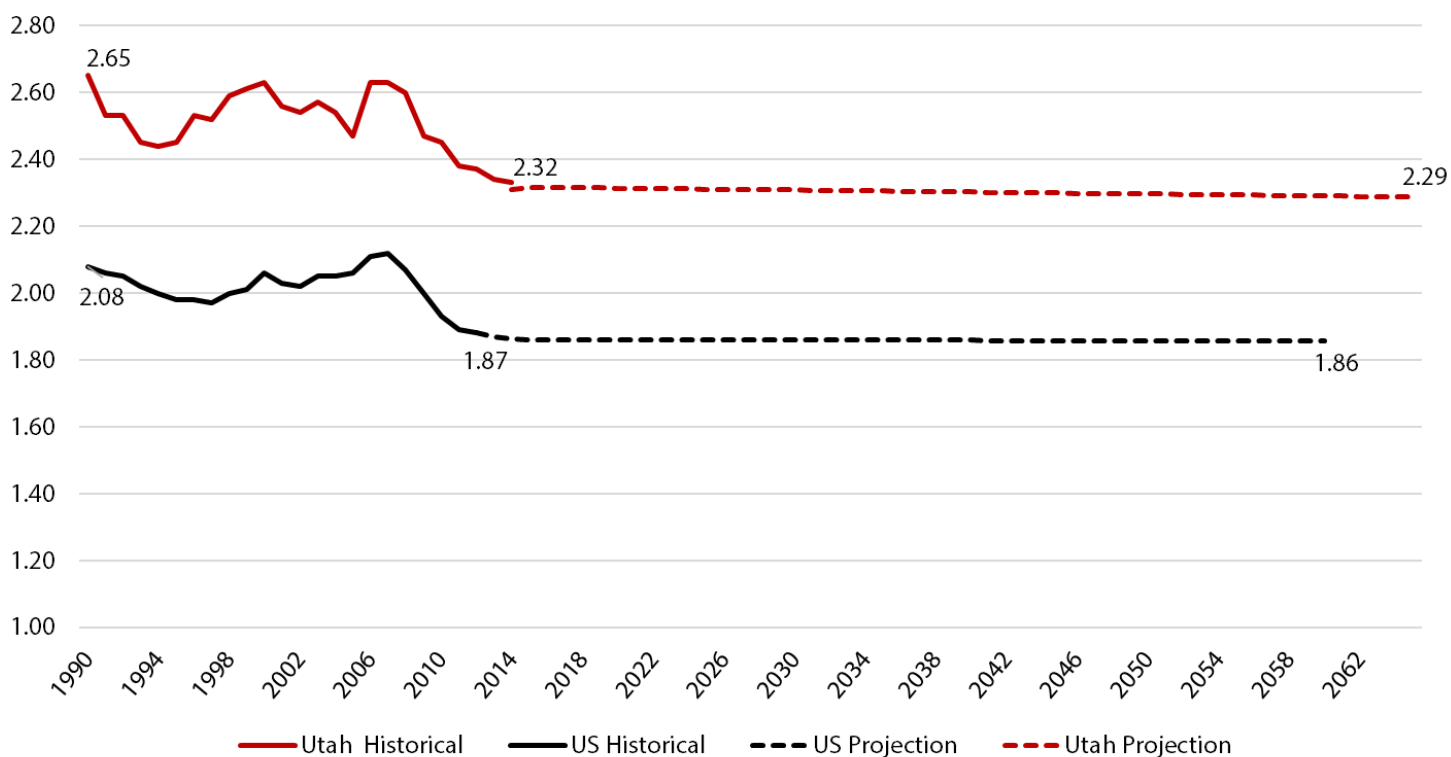
Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Figure 9**  
**Projected Percent Growth by Decade**  
**Utah and U.S., 2010-2060**



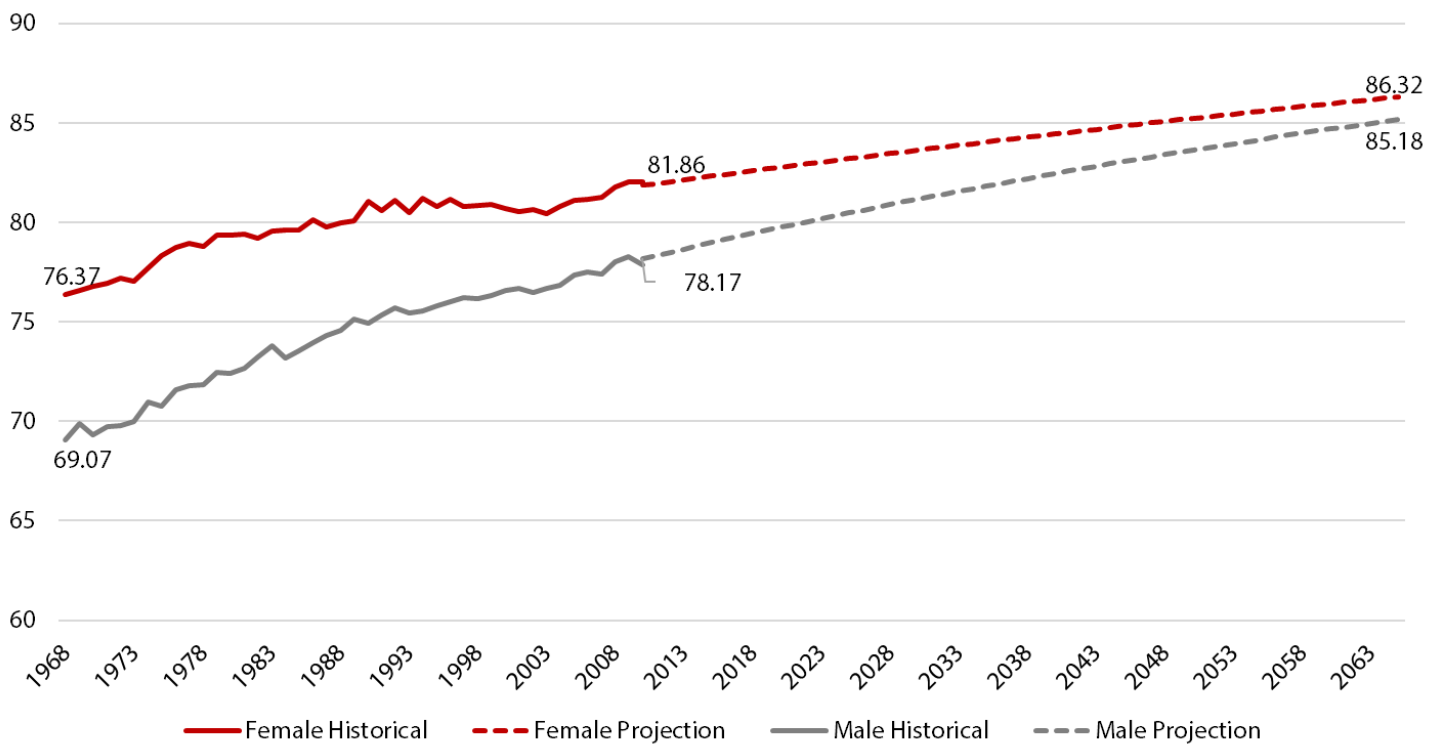
Sources: Census Bureau 2014-2060 National Projections; Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Figure 10**  
**Historical and Projected Total Fertility Rates**  
**Utah and U.S., 1990-2065**



Source: Census Bureau 2014-2060 National Projections; Kem C. Gardner Policy Institute 2015-2065 State and County Projections; Utah Department of Health.

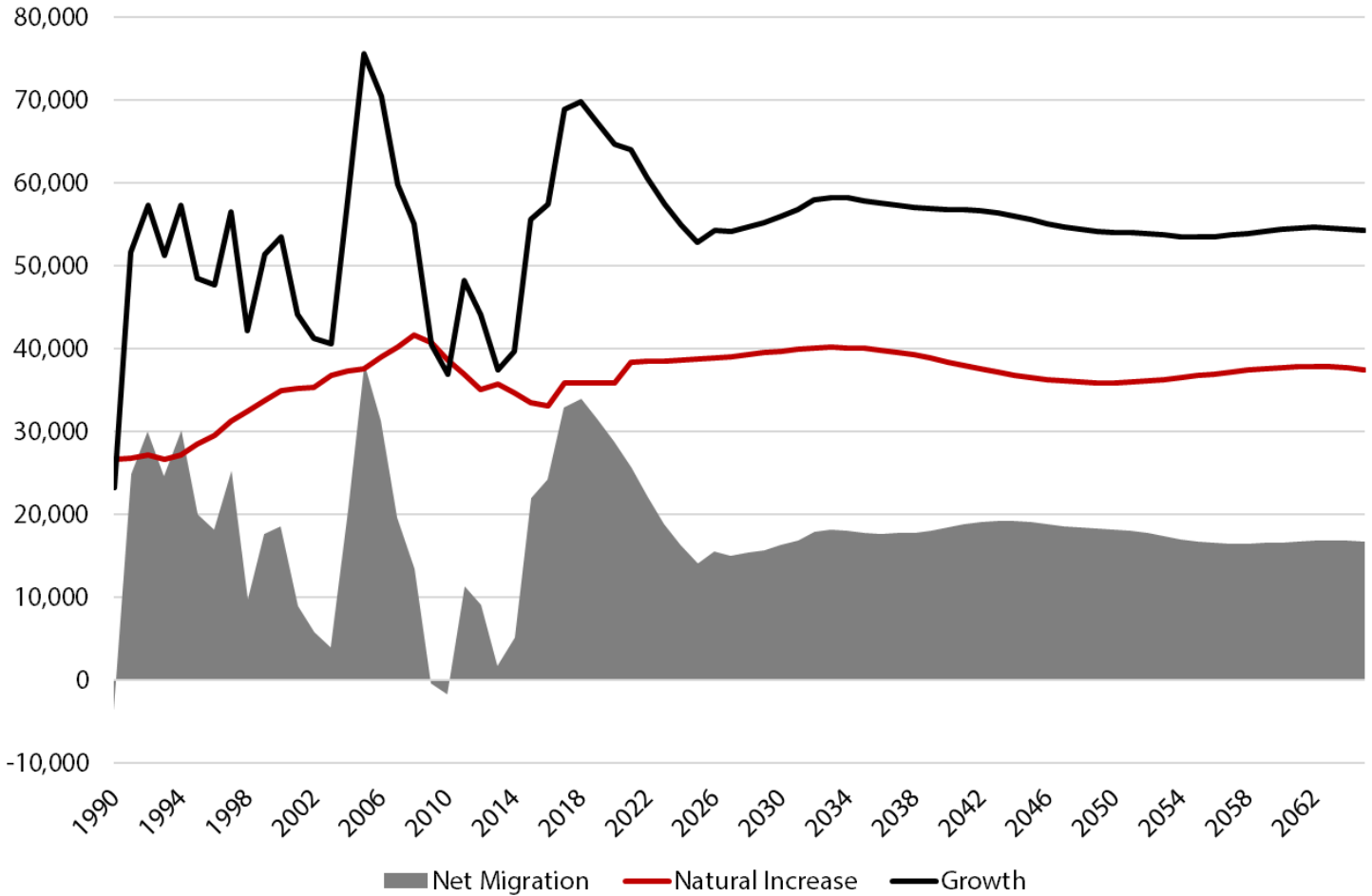
**Figure 11**  
**Utah Historical and Projected Life Expectancy**  
**1968-2065**



Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; Utah Department of Health.

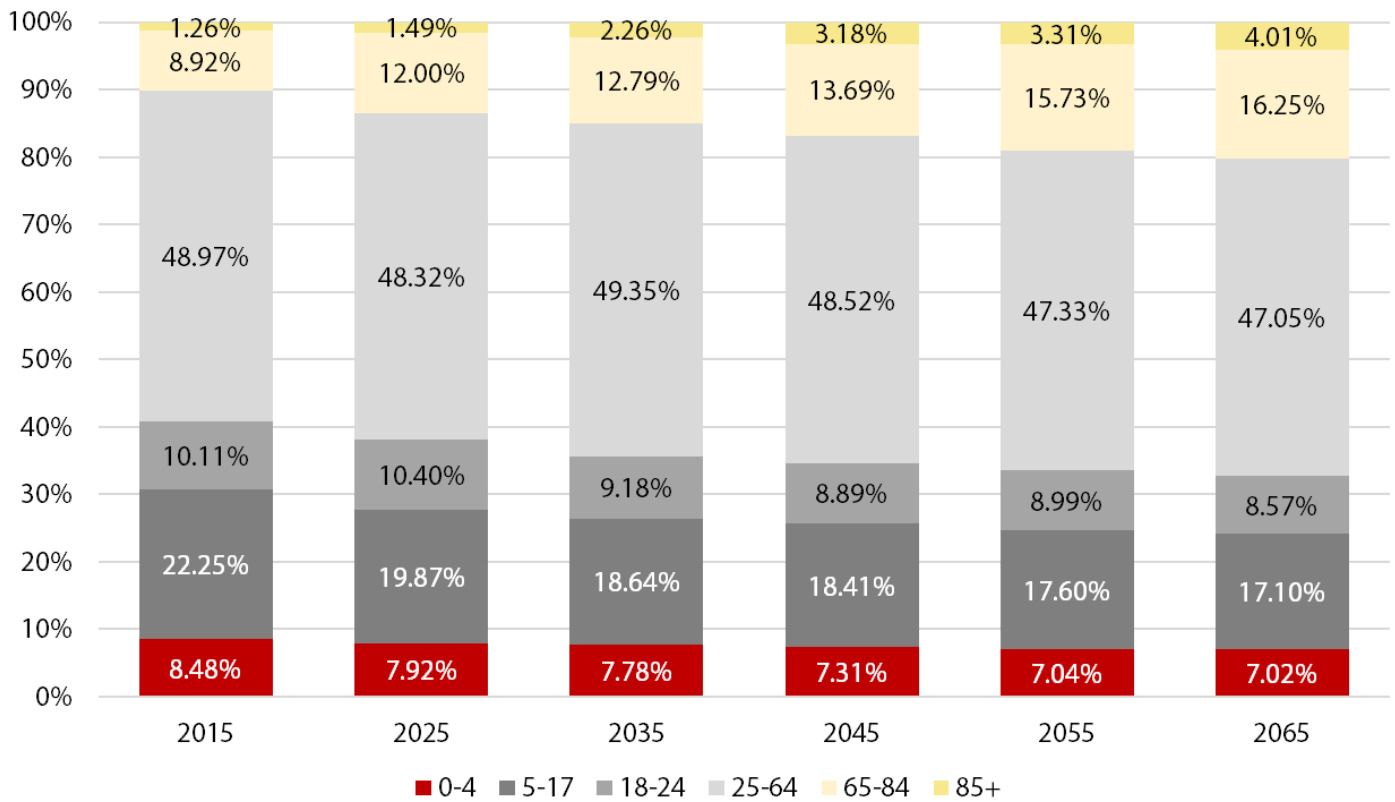


**Figure 12**  
**Utah Historical and Projected Components of Change**  
**1990-2065**



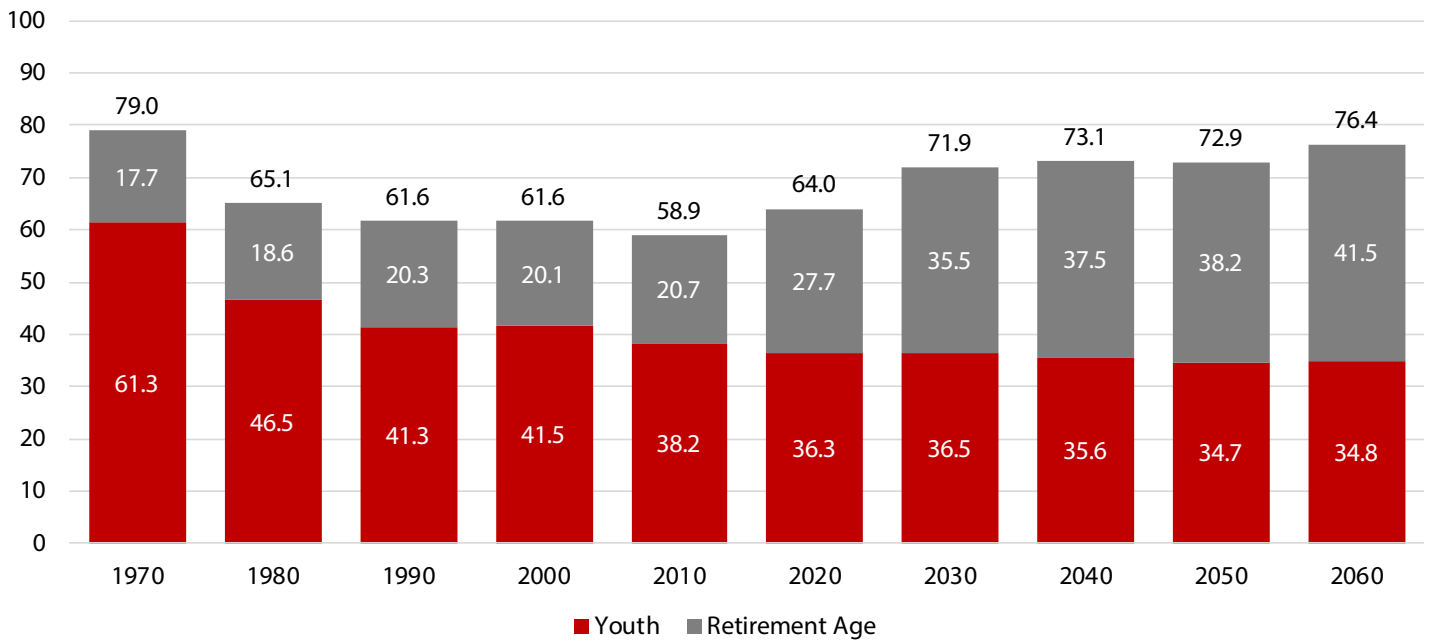
Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; Utah Population Estimates Committee Estimates (1990-2009); DemographyUTAH Population Committee 2010-2016 Population Estimates.

**Figure 13**  
**Select Age Groups as a Percent of the Total Utah Population**  
**2015-2065**



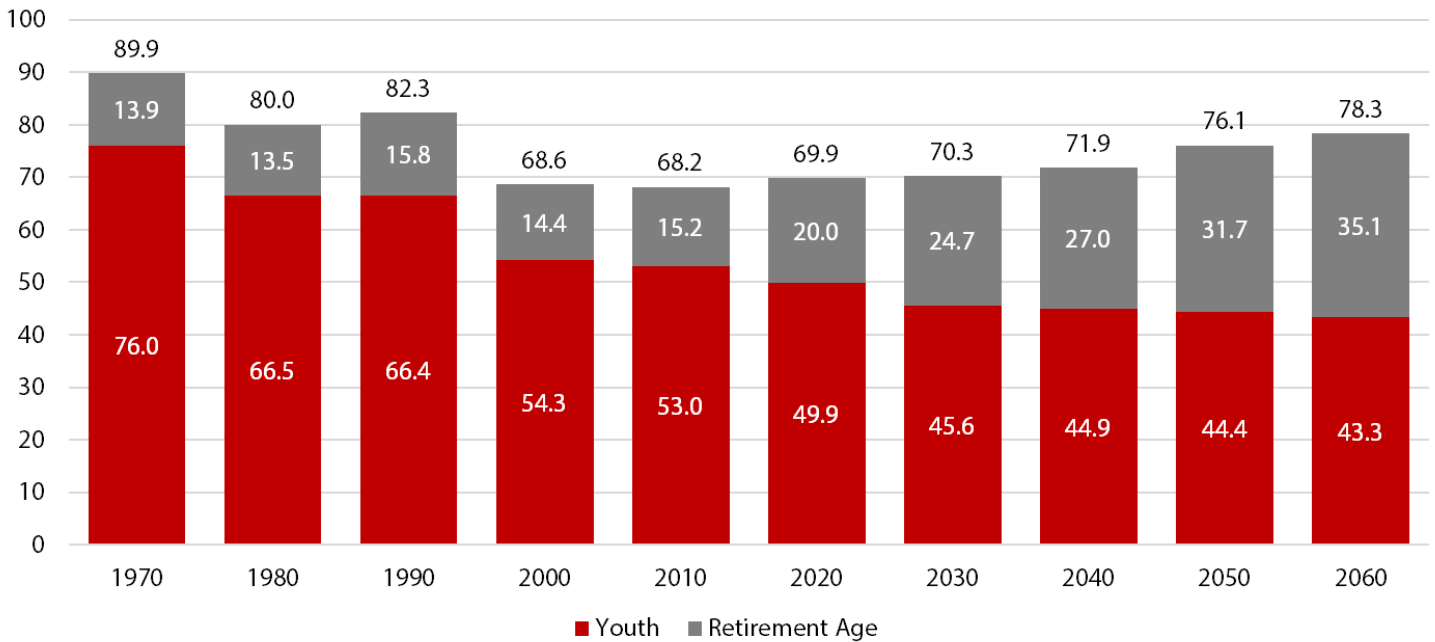
Source: Kem C. Gardner Policy Institute analysis of U.S. Census Bureau Decennial Census and Population Division data; Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Figure 14**  
**U.S. Dependency Ratios**  
**1970-2060**



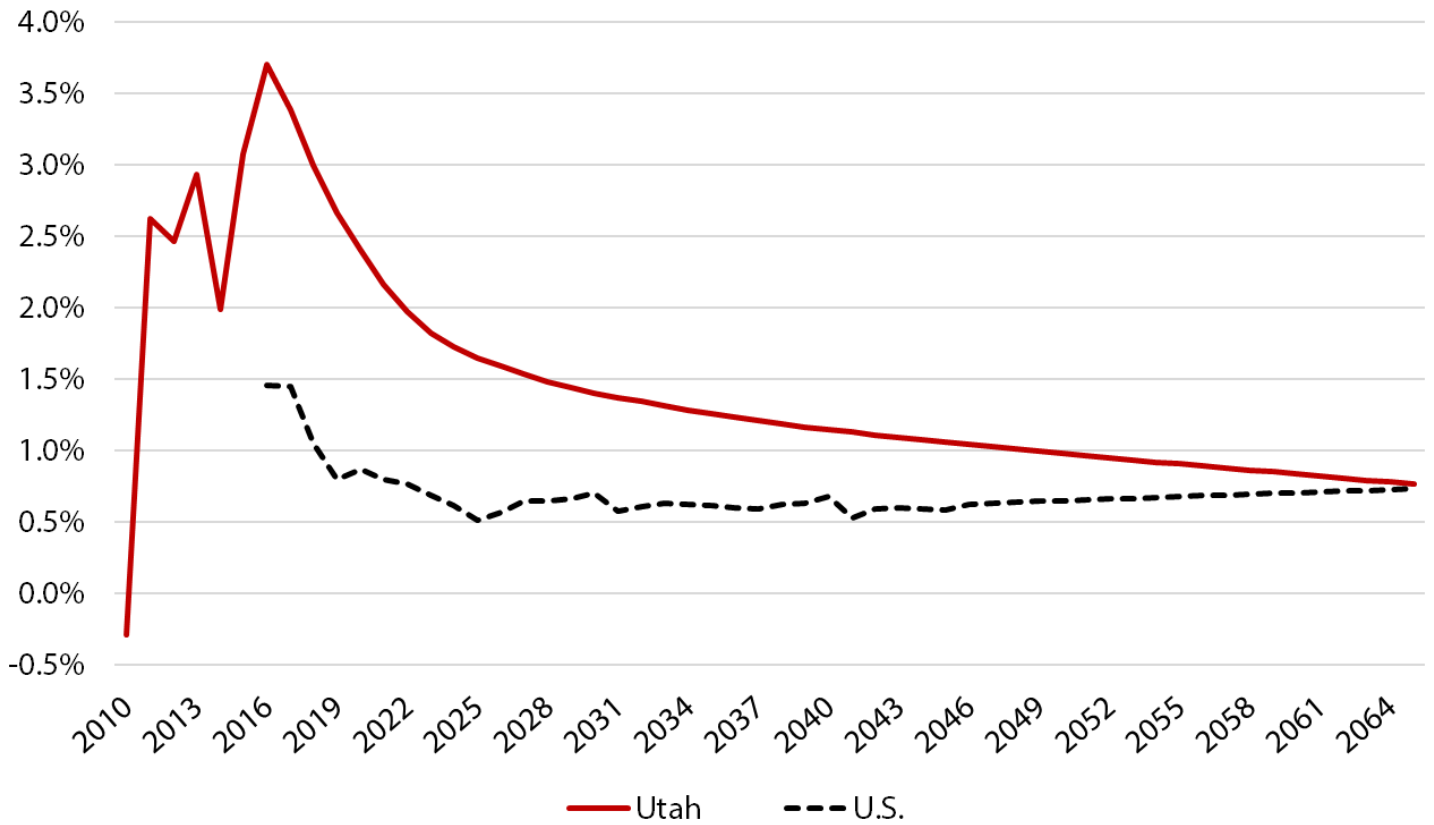
Source: Kem C. Gardner Policy Institute analysis of U.S. Census Bureau Decennial Census and Population Division data. Note: Dependency Ratios are computed as the number of nonworking age persons per 100 working age (18-64 year old) persons in the population. Youth are less than 18 years old and retirement age is 65 years and older.

**Figure 15**  
**Utah Dependency Ratios**  
**1970-2060**



Source: Kem C. Gardner Policy Institute analysis of U.S. Census Bureau Decennial Census and Population Division data; Kem C. Gardner Policy Institute 2015-2065 State and County Projections.

**Figure 16**  
**Historical and Projected Total Employment Growth**  
**Utah and U.S., 2010-2065**



Sources: Kem C. Gardner Policy Institute 2015-2065 State and County Projections; U.S. Bureau of Economic Analysis & U.S. Bureau of Labor Statistics historical employment data.





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