Colorado River Comprehensive Management Plan

Record of Decision

Record Number: 20-0106-01

Date of Execution: January 6, 2020

Introduction

Pursuant to Utah Code 65A-2-2 and 65A-2-4 and the implementing regulations of Utah Administrative Code R652-90, the Utah Division of Forestry, Fire & State Lands (FFSL or the division) is empowered to prepare and adopt comprehensive management plans for sovereign lands and resources. Given this direction, FFSL initiated the Colorado River Comprehensive Management Plan (CRCMP) process with interagency cooperation and collaboration and with open public participation. For the duration of the planning process, FFSL temporarily withdrew permitting for new commercial motorized uses, aboveground utility structures (e.g., power, sewer, and fiber optic lines), and mineral leasing. The withdrawal did not apply to uses associated with boundary settlements, improvements of public access and trails, or activities involving the protection and enhancement of endangered species. Existing leases, permits, and easements were allowed to be renewed, extended, or amended in accordance with Utah Administrative Code R652-90-700.

The primary purpose of the CRCMP is to guide FFSL, along with adjacent landowners and other local, state, and federal partners, in managing, allocating, and appropriately using the Colorado River’s sovereign land resources. The CRCMP clearly sets forth defined management goals and objectives for guiding and directing future resource management actions, activities, and recreation uses on the Colorado River.

In compliance with policy, procedures, rules, and statutes for comprehensive management planning, FFSL has completed the comprehensive management plan for the planning area. Therefore, FFSL issues this record of decision for the CRCMP.

Description of Lands Directly Affected

The Utah State Legislature defines sovereign land as “those lands lying below the ordinary high water mark [OHWM] of navigable bodies of water at the date of statehood and owned by the state by virtue of its sovereignty” (Utah Code 65A-1-1). As noted in this definition, the state’s ownership extends to the OHWM; however, knowing exactly where the OHWM was located at statehood is challenging for the Colorado River. For this reason, and because the OHWM has not been mapped continuously along the Colorado River, the planning unit area (or “planning area”) for the CRCMP extends laterally from top of bank to top of bank. As part of an authorization process, a case-by-case demarcation of the OHWM may be required. The planning area consists of the length of the Colorado River from the Utah-Colorado state line to the border of Canyonlands National Park, and the separate, submerged river segment beneath Lake Powell. In cases where sovereign land boundaries associated with the Colorado River have not been settled, the visions, goals, policies, and objectives in the CRCMP will apply to those lands that are judged to be sovereign lands.

Proposed Action

The proposed action associated with this record of decision is the adoption and implementation of the 2020 CRCMP.

Relevant Factual Background

The CRCMP is the third river-based comprehensive management plan that FFSL has initiated and prepared. The Green River Comprehensive Management Plan (GRCMP) was developed
concurrently with the CRCMP. Through a rigorous competitive process, FFSL hired SWCA Environmental Consultants (SWCA) to facilitate the development of the 2020 CRCMP. SWCA engaged the following entities to assist in developing the plan:

- CRSA, a local planning firm
- John Gangemi, River Science Institute, a river-based recreation expert
- Jack Schmidt, Utah State University professor in the Department of Watershed Sciences, a recognized expert on the Colorado River
- Alex Walker, an independent consultant and fluvial geomorphologist

The CRCMP planning process began in December 2017. FFSL was interested in improving cooperative management, planning, and research activities within the Utah Department of Natural Resources and incorporated these agencies into the CRCMP planning team. Representatives from the Utah Department of Environmental Quality, State of Utah School and Institutional Trust Lands Administration, Utah Department of Agriculture and Food, Utah Department of Transportation, and the Utah State Historic Preservation Office were also included on the planning team.

As part of the planning process, the CRCMP planning team members provided input and technical support relevant to their area of expertise throughout the process. The purposes of the CRCMP planning team were to

- provide resource-specific guidance throughout the planning process;
- provide the most recent, relevant research and data pertaining to Colorado River resources and associated uses;
- provide timely review and comment on the document throughout the planning process; and
- offer project updates and opportunities for comment to State of Utah agencies and the general public.

The CRCMP planning process was designed to result in a cumulative and linear development of current conditions, desired future conditions, management goals, and management objectives and to encourage public participation throughout the process.

**Public Outreach**

The development of the CRCMP involved a 17-month public outreach process from March 2018 to July 2019. FFSL initiated the CRCMP planning process with a press release distributed on March 12, 2018. Notification of the planning process was made to the Resource Development Coordinating Committee (RDCC) on March 26, 2018. A presentation was also made to the RDCC on February 7, 2019.

FFSL, SWCA, and CRSA conducted two series of public open house meetings. The first series focused on kicking off the project and gathering information, and the second series focused on reviewing the draft CRCMP. In addition, meetings were held with stakeholder groups, county commissioners, federal agencies, and tribes as described below.

**GENERAL PUBLIC**

FFSL, SWCA, and CRSA used open house format meetings in each of the four counties and in Salt Lake City to kick off the public engagement process. Dates, times, and locations for these meetings are provided in Table 1.

---

Table 1. Dates, Times, and Locations for Public Open House Series #1: Project Kickoff

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>City, County, and State</th>
<th>Location and Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 10, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Kanab, Kane County, Utah</td>
<td>Kanab City Library 374 North Main Street</td>
</tr>
<tr>
<td>April 11, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Escalante, Garfield County, Utah</td>
<td>Escalante Senior Center 89 North 100 West</td>
</tr>
<tr>
<td>April 17, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Monticello, San Juan County, Utah</td>
<td>San Juan County Administration Building 117 South Main Street</td>
</tr>
<tr>
<td>April 18, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand County High School 608 South 400 East</td>
</tr>
<tr>
<td>May 22, 2018</td>
<td>5:00–7:00 p.m.</td>
<td>Salt Lake City, Salt Lake County, Utah</td>
<td>Department of Natural Resources 1594 West North Temple</td>
</tr>
</tbody>
</table>

FFSL, SWCA, and CRSA also used open house format meetings in each of the four counties to present the draft CRCMP and to initiate the public comment process. Dates, times, and locations for these meetings are provided in Table 2.

STAKEHOLDERS

All stakeholders interested in the Colorado River were invited to attend the public open houses in each county. In addition, stakeholder workshops were convened for the following groups: recreation, agriculture/irrigation, environmental, and mineral/energy. The first stakeholder workshop was held to obtain detailed information on Colorado River management concerns and potential goals and objectives. An additional stakeholder meeting was held after the publication of the draft plan to solicit feedback. Dates, times, and locations for these workshops are provided in Table 3.

Table 3. Dates, Times, and Locations for Stakeholder Workshops

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>City, County, and State</th>
<th>Location and Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 27, 2018</td>
<td>5:00–7:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand County Public Library 257 East Center Street</td>
</tr>
<tr>
<td>June 25, 2019</td>
<td>7:00–8:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand Center 182 North 500 West</td>
</tr>
</tbody>
</table>

COUNTIES

To reach out to county governments whose management authority often extends to the boundary of sovereign lands, FFSL made direct contact with county-elected officials and planning staff by email and telephone to present the rationale for the CRCMP and answer any questions about the process. Commissioners were invited to the public open houses previously described. In addition, a meeting was scheduled with the commissioners in each county to discuss county-specific issues and concerns (Table 4).
Table 4. Dates, Times, and Locations for County Meetings

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>City, County, and State</th>
<th>Location and Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 10, 2018</td>
<td>4:00–5:00 p.m.</td>
<td>Kanab, Kane County, Utah</td>
<td>Kane County Courthouse 76 North Main Street</td>
</tr>
<tr>
<td>April 11, 2018</td>
<td>12:00–1:00 p.m.</td>
<td>Panguitch, Garfield County, Utah</td>
<td>Garfield County Courthouse 55 South Main Street</td>
</tr>
<tr>
<td>April 17, 2018</td>
<td>4:00–5:00 p.m.</td>
<td>Monticello, San Juan County, Utah</td>
<td>San Juan County Administration Building 117 South Main Street</td>
</tr>
<tr>
<td>April 18, 2018</td>
<td>4:00–5:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand County Offices 125 E. Center Street</td>
</tr>
</tbody>
</table>

FEDERAL AGENCIES

Federal agencies manage property adjacent to the boundary of Colorado River sovereign lands and may have overlapping jurisdiction with FFSL. FFSL made direct contact with federal agencies such as the U.S. Bureau of Land Management, U.S. National Park Service, Natural Resources Conservation Service, U.S. Fish and Wildlife Service, U.S. Department of Energy, and the Office of Senator Mike Lee through email to present an overview of the CRCMP process and invite staff to all of the public open houses. In addition, a working meeting was scheduled with federal agencies to allow for one-on-one discussions of agency-specific issues and concerns. A second meeting was scheduled after the publication of the draft plan to collect feedback (Table 5).

Table 5. Dates, Times, and Locations for Federal Meetings

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>City, County, and State</th>
<th>Location and Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 27, 2018</td>
<td>1:00–3:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand County Public Library 257 East Center Street</td>
</tr>
<tr>
<td>June 25, 2019</td>
<td>3:00–4:00 p.m.</td>
<td>Moab, Grand County, Utah</td>
<td>Grand Center 182 North 500 West</td>
</tr>
</tbody>
</table>

TRIBES

Because the Navajo Nation and the Ute Mountain Ute Tribe are considered adjacent landowners or stakeholders in the CRCMP process, FFSL reached out to tribal officials through email and by telephone to explain the CRCMP process and invite tribal members to attend any of the public open houses. In addition, FFSL presented a slideshow that provided an overview of the CRCMP planning process and expected outcome on August 10, 2018, at the Utah Tribal Leaders meeting in Salt Lake City. After publication of the draft CRCMP, FFSL presented an overview of the draft plan and information on how to submit comments at a Utah Tribal Leaders meeting in Cedar City, Utah, on June 6, 2019.

Meeting Design

The open houses combined formal presentation and open house formats. At each meeting, the FFSL sovereign lands planner or sovereign lands program manager provided a project overview presentation. Following this overview, FFSL, SWCA, and CRSA staff answered questions and facilitated information-gathering activities in an open house format, as applicable. Attendees were greeted; asked to sign in; provided information about the meeting format; and given the option of taking a brochure and/or business card with project details, the CRCMP website (http://bit.ly/GreenColoradoRiversPlans), and contact information. Attendees were informed about ways to follow the planning process, provide information, and submit comments. They were encouraged to ask questions of the facilitators.

During open house series #1, display boards were arranged around the meeting room to allow attendees to make comments on river resources (e.g., wildlife habitat, hydrology, and recreation). The boards provided space to answer the following questions for each resource:

- What works well now?
- What needs improvement?
- During open house series #2, a different set of display boards was used to explain river use classes and the activity matrix, to show diagrams and example goals and objectives from the draft plan, and to show other information.
Stakeholder workshops were held in an open house format. At times, attendees were broken into smaller groups representing their stakeholder interests. For the first set of stakeholder workshops, directed questions were prepared to use in small groups for guided discussion; however, attendees preferred a more free-flowing conversation. County and federal meetings were also held in an open house format with a free-flowing exchange of ideas and information.

Meeting Advertising

Pursuant to FFSL requirements, public open house meetings were advertised in a variety of formats before their scheduled dates. In each format, the advertisements provided logistics, explained the purpose of the meetings, gave the public comment period schedule if applicable, outlined additional methods to comment, and provided ways to obtain more information. Methods of communicating with the public, stakeholders, counties, federal agencies, and tribes included media outlets, direct emails, direct mail postcards, the project website, the FFSL website, and FFSL press releases.

ADVERTISING FOR PUBLIC OPEN HOUSES

Meeting information for the CRCMP project kickoff open houses was posted on the project website and emails were sent on March 21, 2018, and May 9, 2018 (for the Salt Lake City open house). Media releases for the CRCMP project kickoff open houses were emailed on March 12, 2018, to FFSL’s Public Information Officer’s statewide media contact list.

Meeting information for the draft CRCMP review open houses was posted on the project website, and emails were sent on May 31, 2019, and June 13, 2019. Media releases for the draft CRCMP review open houses were emailed on June 3, 2019, to FFSL’s Public Information Officer’s statewide media contact list.

Formal newspaper legal notices for the CRCMP project kickoff open houses were submitted and requested to be posted on the following dates in 2018:

- **Southern Utah News** (Kane County): March 29, 2018, and April 5, 2018
- **The Insider** (Garfield County): March 30, 2018; April 6, 2018; and June 12, 2018
- **Moab Times Independent** (Grand County): April 5, 2018, and April 12, 2018
- **Moab Sun News** (Grand County): April 5, 2018, and April 12, 2018
- **San Juan Record** (San Juan County): April 3, 2018, and April 10, 2018
- **Salt Lake Tribune, Deseret News, and Utahlegals.com** (Salt Lake County): March 27, 2018 (Garfield and Kane Counties); April 3, 2018 (San Juan and Grand Counties); May 7, 2018 (Salt Lake County)

Formal newspaper legal notices for the draft CRCMP review open houses were posted as follows in 2019:

- **Southern Utah News** (Kane County): May 30, 2019, and June 6, 2019
- **The Insider** (Garfield County): May 30, 2019, and June 6, 2019
- **Moab Times Independent** (Grand County): June 13, 2019, and June 20, 2019
- **Moab Sun News** (Grand County): June 13, 2019, and June 20, 2019
- **San Juan Record** (San Juan County): June 12, 2019, and June 19, 2019
- **Salt Lake Tribune, Deseret News, and Utah Legals.com** (Salt Lake County): May 24, 2019, May 31, 2019, June 7, 2019 (Garfield and Kane Counties); June 8, 2019, June 15, 2019, and June 22, 2019 (San Juan and Grand Counties)

Press releases were drafted by CRS and provided to FFSL for distribution to the media recipients described above.
A list of planning process participants was developed from the following sources:

- Individuals or organizations (land-use applicants) holding an FFSL authorization
- All landowners adjacent to Colorado River sovereign lands within the affected counties
- Colorado River stakeholders including agricultural and irrigation interests, environmental organizations, mineral/energy groups, and members of the recreation community
- Colorado River stakeholders identified by the planning team
- Tribes identified by SWCA cultural resource specialists
- Local, state, and federal agencies identified as having jurisdictional authority in the project

The following invitations were sent to inform interested participants of the open houses, stakeholder workshops, and county and federal meetings:

- Emails sent in March 2018 and May 2018 (Salt Lake City open house) for open houses series #1
- Postcards sent to current lessees and adjacent landowner in March 2018 for open house series #1
- Emails sent to stakeholders in May and June 2018 for the first stakeholder workshop
- Emails sent to county commissioners in March and April 2018 for the county meetings
- Emails sent to federal agencies in May and June 2018 for the federal agencies’ working meeting
- Emails sent in May and June 2019 for open house series #2
- Postcards sent to current lessees and adjacent landowners in May and June 2019 for open house series #2
- Emails sent to stakeholders in May 2019 for the second stakeholder workshop
- Emails sent to federal agencies in May and June 2019 for the draft CRCMP review meeting

The formal comment period began on May 31, 2019. The last day of the public comment period was July 19, 2019, allowing more than 30 days from the first draft review open house on June 10, 2019. The final CRCMP and record of decision were posted to the FFSL website on January 8, 2020. FFSL sent final postcards and emails of the issued record of decision on January 8, 2020. Petitions for consistency review were to be received by January 28, 2020.

**Public Trust**

As stated in the CRCMP, the purpose of the plan is to prescribe management goals and objectives for Colorado River sovereign lands and to ensure that navigation, fish and wildlife habitat, aquatic beauty, public recreation, and water quality (Public Trust values) are given due consideration and balanced with the benefits to be derived from any proposed use, pursuant to Utah Administrative Code R652-2-200. Primary management responsibility for the river’s resources lies with FFSL pursuant to Utah Code 65A, which governs management of all state lands within the jurisdiction of FFSL. Utah Code 65A-2-1 states that FFSL “shall administer state lands under comprehensive land management programs using multiple-use, sustained-yield principles.”

The overarching management objectives of FFSL are to protect and sustain the Public Trust resources and to provide for reasonable beneficial uses of those resources, consistent with their long-term protection and conservation. The 2020 CRCMP was designed to facilitate FFSL’s management of the Colorado River and its resources under these principles.

**Interagency Coordination**

Interagency coordination and communication are essential because Colorado River management is complex and because multiple government agencies are involved with various resources and uses. During the CRCMP planning process, FFSL understood the importance of maintaining communication with the CRCMP planning team. As outlined in Utah Code 65A-2-2, FFSL may request support for implementation of state land management plans and to this end seeks to maintain support across state agencies as it implements the CRCMP. Section 3.6 of the CRCMP outlines the proposed coordinating framework to be carried out by FFSL and other
state agencies tasked with research, management, and permitting on the Colorado River. The CRCMP management strategies allow numerous opportunities for coordination with respect to Colorado River resources.

Public Outreach: Notification, Comment, and Review

Public outreach was essential to the CRCMP planning process. As outlined earlier in this decision document, the public had numerous opportunities to contribute to the CRCMP, and many did. As required by Utah Administrative Code R652-90-500, FFSL notified RDCC about the planning process and about the draft CRCMP on March 26, 2018, and June 3, 2019, respectively. The project was made available for public comment on the Project Management System website (Exhibit A). However, no comments were received via RDCC during the planning process. Stakeholders and state, federal, and local governments were notified numerous times throughout the planning process, requesting their attendance at public meetings and requesting their comments. Notification for the first public open house series was sent by postcard to approximately 343 addresses and 177 email addresses. For the second series, notification was sent by postcard to approximately 379 addresses and 252 email addresses (the numbers for the open house notifications include addresses for the GRCP). Stakeholders were notified by email before the stakeholder workshops. The final announcement of this record of decision was sent by postcard to approximately 379 addresses (Exhibit B) and 252 email addresses. The formal 50-day public comment period for the draft CRCMP began on May 31, 2019, and ended on July 19, 2019. The public comment period followed the release of the draft CRCMP and coincided with the second round of public outreach meetings. Comments were accepted by comment response forms at public meetings, on the project website, by email, and by postal mail.

Substantial information from the public, stakeholders, counties, and federal agencies was received throughout the planning process. FFSL received 36 written submissions commenting on the draft CRCMP. Numerous verbal comments were also noted at the open house series and at federal meetings and stakeholder workshops. Comments pertained to jet boats, recreation, motorized and non-motorized use, commercial boating, bank erosion, boat ramps, permitting, wildlife, public safety, and CRCMP goals and objectives, to name a few. From the written submissions, 92 individual comments were extracted for review of acceptance or non-acceptance. Comments on the draft CRCMP were acknowledged and addressed, as appropriate, by FFSL. As required by rule and statute Utah Administrative Code R652-90-600 (1)(b-d) and Utah Code 65-A-2-4, respectively, comment responses are provided in the final CRCMP (Appendix A).

Constitutional Provisions, Statutes, and Administrative Rules

Utah Constitution Article XX, Section 1

The Utah Constitution Article XX, Section 1 states the following:

All lands of the State that have been, or may hereafter be granted to the State by Congress, and all lands acquired by gift, grant or devise, from any person or corporation, or that may otherwise be acquired, are hereby accepted, and … are declared to be the public lands of the State; and shall be held in trust for the people, to be disposed of as may be provided by law, for the respective purposes for which they have been or may be granted, devised or otherwise acquired.

Utah Code 65A-2-1. Administration of State Lands - Multiple-Use Sustained-Yield Management

Utah Code 65A-2-1 states the following:

The division shall administer state lands under comprehensive land management programs using multiple-use sustained-yield principles.

Utah Code 65A-2-2 states the following:

The division:

(1) shall develop planning procedures for natural and cultural resources on state lands; and

(2) may request other state agencies to generate technical data or other management support services for the development and implementation of state land management plans.


Utah Code 65A-2-4 states the following:

(1) The division shall adopt rules for notifying and consulting with interested parties including the general public, resources users, and federal, state, and local agencies on state land management plans.

(2) Division rules shall provide:
   (a) for reasonable notice and comment periods; and
   (b) that the division respond to all commenting parties and give the rationale for the acceptance or non-acceptance of the comments.

Utah Code 65A-10-1. Authority of Division to Manage Sovereign Lands

Utah Code 65A-10-1 states the following:

(1) The division is the management authority for sovereign lands, and may exchange, sell, or lease sovereign lands but only in the quantities and for the purposes as serve the public interest and do not interfere with the public trust.

Utah Administrative Code R652-2-200. Sovereign Land Management Objectives

Utah Administrative Code R652-2-200 states the following:

The state of Utah recognizes and declares that the beds of navigable waters within the state are owned by the state and are among the basic resources of the state, and that there exists, and has existed since statehood, a public trust over and upon the beds of these waters. It is also recognized that the public health, interest, safety, and welfare require that all uses on, beneath or above the beds of navigable lakes and streams of the state be regulated, so that the protection of navigation, fish and wildlife habitat, aquatic beauty, public recreation, and water quality will be given due consideration and balanced against the navigational or economic necessity or justification for, or benefit to be derived from, any proposed use.
Utah Administrative Code R652-70-200. Classifications of Sovereign Lands

Utah Administrative Code R652-70-200 states the following:

Sovereign lands may be classified based upon their current and planned uses. A synopsis of some possible classes and an example of each class follows. For more detailed information, consult the management plan for the area in question.

1. Class 1: Manage to protect existing resource development uses. The Utah State Park Marinas on Bear Lake and on Great Salt Lake are areas where the current use emphasizes development.

2. Class 2: Manage to protect potential resource development options. For example, areas adjacent to Class 1 areas which have the potential to be developed.

3. Class 3: Manage as open for consideration of any use. This might include areas which do not currently show development potential but which are not now, or in the foreseeable future, needed to protect or preserve the resources.

4. Class 4: Manage for resource inventory and analysis. This is a temporary classification which allows the division to gather the necessary resource information to make a responsible classification decision.

5. Class 5: Manage to protect potential resource preservation options. Sensitive areas of wildlife habitat may fall into this class.

6. Class 6: Manage to protect existing resource preservation uses. Cisco Beach on Bear Lake is an example of an area where the resource is currently being protected.

Utah Administrative Code R652-90-300. Initiation of Planning Process

Utah Administrative Code R652-90-300 states the following:

1. A comprehensive planning process is initiated by the designation of a planning unit as planning priorities are established by the division.

Utah Administrative Code R652-90-500. Notification and Public Comment

Utah Administrative Code R652-90-500 states the following:

1. Once a planning unit is designated for a comprehensive management plan, notice shall be sent to the Office of Planning and Budget for inclusion on the RDCC agenda and, if appropriate, the weekly status report.

2. The Division shall conduct at least one public meeting in the vicinity of a planning unit that has been designated for a comprehensive management plan.
   (a) The meeting shall provide an opportunity for public comment regarding the issues to be addressed in the plan.
   (b) The public meeting(s) shall be held at least two weeks after notice in a local newspaper.
   (c) Notice of public meeting(s) shall be sent directly to lessees of record, local government official and the Office of Planning and Budget for inclusion in the RDCC agenda packet and weekly status report. A mailing list shall be maintained by the division.
   (d) Additional public meetings may be held.
**Utah Administrative Code R652-90-600. Public Review**

Utah Administrative Code R652-90-600 states the following:

1. Comprehensive management plans shall be published in draft form and sent to persons on the mailing list established under R652-90-400, the Governor’s Office of Planning and Budget, and other persons upon request.
   
   (a) A public comment period of at least 45 days shall commence upon receipt of the draft in the Governor’s Office of Planning and Budget.
   
   (b) All public comment shall be acknowledged pursuant to 65A-2-4(2).
   
   (c) The division's response to the public comment shall be summarized in the final comprehensive management plan.
   
   (d) Comments received after the public comment period shall be acknowledged but need not be summarized in the final plan.

**Utah Administrative Code R652-90-800. Multiple-Use Framework.**

Utah Administrative Code R652-90-800 states the following:

Comprehensive management plans shall consider the following multiple-use factors to achieve sovereign land-management objectives:

1. The highest and best use(s) for the sovereign land resources in the planning unit.
2. Present and future use(s) for the sovereign land resources in the planning unit;
3. Suitability of the sovereign lands in the planning unit for the proposed uses;
4. The impact of proposed use(s) on other sovereign land resources in the planning unit;
5. The compatibility of possible use(s) as proposed by general public comments, application from prospective users or division analysis; and
6. The uniqueness, special attributes and availability of resources in the planning unit.

**Findings of Fact**

1. As described herein, FFSL notified the public and local, federal, and state agencies, including the RDCC, of the CRCMP planning effort.
2. As described herein, FFSL conducted public meetings in conjunction with the CRCMP planning effort.
3. As described herein, FFSL published a draft of the CRCMP and accepted comments from the public and other government entities and responded to all comments properly submitted.
4. FFSL considered and implemented legislative directives concerning the content of the CRCMP.

**Conclusions of Law**

1. FFSL properly initiated the planning process for a comprehensive plan by designating the planning unit and planning priorities established by FFSL.
2. FFSL fulfilled its notification requirements to lessees, to local governments, and to the RDCC when the project was initiated. FFSL went beyond its required notification by also notifying adjacent landowners and stakeholders.
3. The notification requirements for the public meetings have been met or exceeded.
4. The public review requirements have been met or exceeded.
5. FFSL properly responded to comments received in compliance with the applicable law.
6. The CRCMP fulfills the requirements of applicable statutes, rules, policies, and legal doctrines.

7. The planning process and subsequent CRCMP comply with the legal requirements for a comprehensive management plan and specifically comply with the requirements for the CRCMP.

Decision and Order

Based on the foregoing, FFSL hereby adopts the CRCMP (including Appendices A and B), which satisfies the requirements of applicable statutes, rules, and policies. The CRCMP (including Appendix A and B) becomes the comprehensive management plan that guides decision-making on the sovereign lands within the planning area. The CRCMP supersedes any and all previous management plans—adopted, draft, or otherwise—and represents the official position of FFSL.

Dated this 6th day of January 2020.

Administrative Appeals

Parties having an interest in this action may file a petition for administrative review by the division pursuant to Utah Administrative Code R652-9. Said petition must be in writing and shall contain

1. the statute, rule, or policy with which the division action is alleged to be inconsistent;
2. the nature of the inconsistency of the division action with the statute, rule, or policy;
3. the action the petitioner feels would be consistent under the circumstances with statute, rule, or policy; and
4. the injury realized by the party that is specific to the party arising from division action.

If the injury identified by the petition is not peculiar to the petitioner as a result of the division action, the director will decline to undertake consistency review.

Said petition must be received by the division by 5:00 p.m. on January 28, 2020.
Exhibit A. Resource Development Coordinating Committee Documentation
This page intentionally left blank
**Project Information**

- Project Id: 69363
- Sponsor: DNR/Division of Forestry, Fire & State Lands
- Anticipated Project Start Date: 01-15-2019
- Title of Proposed Action: Green and Colorado River Draft Comprehensive Management Plan and UI

**Counties**
- Select all: [ ]
- Unselect all: [ ]
- Checkboxes:
  - Beaver
  - Box Elder
  - Cache
  - Carbon
  - Daggett
  - Davis
  - Duchesne
  - Emery
  - Garfield
  - Grand
  - Kane
  - Millard
  - Morgan
  - Noble
  - Rich
  - Sevier
  - San Juan
  - Summit
  - Tooele
  - Utah
  - Washington
  - Wayne

**Location**
- Latitude (Dec/Min): 38° 20' 57.6047" N
- Longitude (Dec/Min): 110° 11' 11.3313" W

**Has local government been contacted?**
- Yes [ ]
- No [ ]
- Date local government was contacted: 03-31-2019

**What was the local government’s response?**
- Invitations sent to county officials to review and meet to discuss the draft plans.

**Possible significant impacts likely to occur**
- None anticipated

**Project Contact Information**
- Name: Laura Vernon
- Phone Number: (801) 673-0277
- Email: lauravernon@utah.gov
Exhibit B. Notice to Interested Parties (Colorado River Comprehensive Management Plan current lessees and adjacent landowner mailing list)
This page intentionally left blank.
MECHAM, GERALD D
PO BOX 383
CLEVELAND UT 84518
'MEENS LAURENCE K'
'3162 SADDLEGATE CT'
'GRAND JUNCTION' 'CO' 81504-4050
MERKLEY EDWARD H AND GERALDINE F TRUSTEES OF MERKLEY FAMILY TRUST 12/15/16
990 N 1270 W
VERNAL UT 84078
MERKLEY LORIN T AND BEVERLY - CO-TRUSTEES ETAL 1357 N 3500 W
VERNAL UT 84078
MERRELL DALE J AND JOANN R. TRUSTEES OF THE DALE J. MERRELL REVOC TRUST ET AL
400 S BELLA VISTA DR

Gigliaccio, MARIO LIVER
PO BOX 229
'125 WOLFE ST' 'ALEXANDRIA' 'VA' 22314-3831
Moab BLM
Moab City
Moab Gas Pipeline LLC
Moab Salt Inc
5127 E. Woodland Ave
Salt Lake City UT 84119
Moab UT 84532
Morelli, Ralph
Moab Salt Inc

Moab, UT 84532

MORGAN JANSEN M
1030 E 500 S
VERNAL UT 84078
VERNAL UT 84078
508 E HORSESHOE BEND RD
VERNAL UT 84078

Mountain Island Ranch
PO Box 57
Glade Park CO 81523
'MOUNTAIN ISLAND RANCH LLC' '5350 LITTLE DOLORES RD'
'GLADE PARK' 'CO' 81523
Moab UT 84532
Moos, Ralph
Moab UT 84532

MORRISON MICHAEL
1030 E 500 S
VERNAL UT 84078
1000 Ability Way
NIKISKI AK 99635

National Outdoor Leadership Schools
PO Box 1304
VERNAL UT 84078

National Park Service (Glen Canyon National Recreation Area)
PO Box 1507
Page AZ 86040

'NATURE CONSERVANCY THE'
'559 EAST SOUTH TEMPLE'
'SALT LAKE CITY' UT 84102
Navtec Expeditions
PO Box 1267
Moab UT 84532-1267
'GREEN RIVER' 'UT' 84525

'NELSON CHARLES W TRUSTEE'
'PO BOX 940'
'MOAB' UT 84532

Nelson, Robert
Newfield Production
Newland, William
Newland, William

North American River Expeditions
PO Box 68
Angels Camp CA 95222

Northwest Pipeline Corp
Salt Lake City UT 84158-0900

Oars Canyonlands Inc
PO Box 67
Angels Camp CA 95222

Onshore Offshore Explorations
1680 W Hwy 40 #112C
Vernal UT 84078
1318 W 2500 S
1801 Broadway, Suite 800

Oars River Expeditions
PO Box 178
Durango CO 81302-0178
Vernal UT 84078
PacifiCorp
825 Ne Multnomah Suite 1000
Portland OR 97232
<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>City</th>
<th>State</th>
<th>Zip</th>
</tr>
</thead>
<tbody>
<tr>
<td>PALLADIUM FOUNDATION</td>
<td>PALMER TERRY 4880 S 4380 W</td>
<td>KEARNS</td>
<td>UT</td>
<td>84118</td>
</tr>
<tr>
<td></td>
<td>Pan Oklahoma Corporation</td>
<td>Riverton</td>
<td>UT</td>
<td>84065</td>
</tr>
<tr>
<td></td>
<td>'PAPPAS STEVEN L'</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'424 K STREET'</td>
<td>PO Drawer 10587</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'SALT LAKE CITY'</td>
<td>MOAB</td>
<td>UT</td>
<td>84532</td>
</tr>
<tr>
<td></td>
<td>'UT' 84103</td>
<td>Midland TX 79700</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PELTIER HENRY T AND TAMERA TRUSTEES OF HENRY T JR AND TAMERA C PELTIER TRUST</td>
<td>PETERSON COLE A ETAL PO BOX 37</td>
<td>JENSEN</td>
<td>UT</td>
<td>84035</td>
</tr>
<tr>
<td></td>
<td>PETERSON KEITH B PO BOX 13</td>
<td>JENSEN</td>
<td>UT</td>
<td>84035</td>
</tr>
<tr>
<td></td>
<td>PICKUP KENNETH D AND JOAN</td>
<td>RANDLETT</td>
<td>UT</td>
<td>84063</td>
</tr>
<tr>
<td></td>
<td>'PINNENO CHADWICK JIM'</td>
<td>PO BOX 432</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'GREEN RIVER'</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'UT' 84525</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>'PINNENO FRANK JIM'</td>
<td>'PLEVELL JILL' 7440 N BOGERT PL</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'TUCSON' 'AZ' 85741</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>'GREEN RIVER' 'UT'</td>
<td>84525-0233</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Provo Canyon School 4501 North University Ave</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>PD PURDY, FORREST TRUSTEE</td>
<td>WIKIEUP</td>
<td>AZ</td>
<td>85360</td>
</tr>
<tr>
<td></td>
<td>QEP Energy Company 1050 17th Street, Suite 500</td>
<td>Denver</td>
<td>CO</td>
<td>80265</td>
</tr>
<tr>
<td></td>
<td>QEP Field Services Company 160 East 100 South / Pob 45433</td>
<td>Salt Lake City</td>
<td>UT</td>
<td>84145-0433</td>
</tr>
<tr>
<td></td>
<td>QEP Uintah Basin, Inc 1050 17th Street Suite 500</td>
<td>Denver</td>
<td>CO</td>
<td>80265</td>
</tr>
<tr>
<td>Questar Explor &amp; Prod Co</td>
<td>Rahme, Richard 1050 17th Street, Suite 500</td>
<td>Jackson</td>
<td>WY</td>
<td>83002</td>
</tr>
<tr>
<td></td>
<td>RAIM KENT WESLEY 17247 WARD CREEK RD</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>RASMUSSEN SMOKEY TRUSTEE OF THE SMOKEY RASMUSSEN 2014 TRUST</td>
<td>Rees, Steve</td>
<td>Moab</td>
<td>84532</td>
</tr>
<tr>
<td></td>
<td>'REDIPIANO ENTERPRISES LLC'</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'1527 E WOODLAND AVE'</td>
<td>'SALT LAKE CITY' 'UT' 84106</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>'SALT LAKE CITY' 'UT' 84103</td>
<td>Ashted</td>
<td>ID</td>
<td>83420</td>
</tr>
<tr>
<td>Red Moon Ranch</td>
<td>RED MOUNTAIN CORPORATION 3688 FAIRWAY DRIVE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ROOSEVELT UT 84066</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sandy UT 84093</td>
<td>Renegade 83 121 W Lexington Dr Bldg 413</td>
<td>3926 S. Lake Lane</td>
<td>Moab</td>
<td>84532</td>
</tr>
<tr>
<td></td>
<td>RIM TO RIM RESTORATION RJM INVESTMENT CO</td>
<td>ROACH RICHARD</td>
<td>Robert L. Bayless, Producer, LLC.</td>
<td>Rocky Mountain Power</td>
</tr>
<tr>
<td></td>
<td>160 N 100 E 10741 E BRAINERD RD</td>
<td>APISON TN 37302</td>
<td>621 17th Street, Suite 2300</td>
<td>710 North Main Street</td>
</tr>
<tr>
<td></td>
<td>Moab UT 84532</td>
<td>Moab UT 84532</td>
<td>Denver</td>
<td>CO 80293-2023</td>
</tr>
<tr>
<td></td>
<td>MOAB UT 84532</td>
<td>Richfield</td>
<td>UT</td>
<td>84701</td>
</tr>
</tbody>
</table>
SPOON JIMMY SAM
P O BOX 1473
VERNAL UT 84078

SPooner MARGRET S
PO BOX 496
NETTIE WV 26681-0496

Srr Properties, LLC
HC 64 Box 4002
Castle Valley UT 84532

Standard Energy Corporation
PO BOX 27156
Salt Lake City UT 84127

State & Institutional Trust Lands
675 E 500 S STE. 500
Salt Lake City UT 84102

State Road Commission
STUNTZ VALLEY RANCH LC
PO BOX 246
JENSEN UT 84035

Summit Property Ventures LLC
201 ROSSMORE DRIVE
Oxnard CA 93035

Tex's Riverways
PO Box 67
Moab UT 84532

State Capitol Building
THAYN,LEE R
PO BOX 447
Green River UT 84525

The Standard Oil Company
200 Public Square
Cleveland OH 44144

Thompson, Cecilia
1525 Kensington Ave
Salt Lake City UT 84105

Sullivan Russell J-Trustee of the Russell J Sullivan Trust
201 Rossmore Drive
Oxnard CA 93035

Thomson, Timothy
PO BOX 404
Green River UT 84525

Tour West
Trachyte Oil Company
PO Box 333
Orem UT 84059-0333

Trust, Wade
8976 Sutton Way
Salt Lake City UT 84903

Two Bar X Ranch LLC
UTMCO Minerals Corporation
PO BOX 711
'PO BOX 640`
GREEN RIVER` UT` 84525
'TULLOCH DAVID H`
'PO BOX 711`
'TYRONE` NM` 88065
Vernal UT 84078

U.S. Department of the Interior Bureau of Land Management, Moab Field Office
82 East Dogwood Ave
VERNAL UT 84078

Utah Geological Survey
Utah National Guard
1594 W North Temple
Salt Lake City UT 84114-6100

Vastar Resources Inc
Vetere John C
332 SH 332 EAST
LAKE JACKSON TX 77566

Utah Fish & Wildlife Service
US Fish & Wildlife Refuge (Ouray National Wildlife Refuge)
HC69 BOX 232
RANDLETT UT 84063

Utah Power & Light
825 Ne Multnomah Suite 1000
Portland OR 97232

U.S. Department of Energy
US Fish & Wildlife Service
2155 West Forest St
Brigham City UT 84302

Utah State University
505 Wakana Way Suite 210
Salt Lake City UT 84108

Vetere, John Cory
VETERE, TIMOTHY
PO BOX 404
GREEN RIVER` UT` 84525

UTMCO Minerals Corporation'
UTMCO MINERALS CORPORATION'
PO BOX 404'
'GREEN RIVER` UT` 84525

Utah Department of Transportation
4501 South 2700 West
Salt Lake City UT 84119

Utah State University
505 Wakana Way Suite 210
Salt Lake City UT 84108

Utah Water Conservancy District
78 West 3325 North
Vernal UT 84078

Utah Power & Light
825 Ne Multnomah Suite 1000
Portland OR 97232

Utah Geologic Survey
Utah National Guard
1594 W North Temple
Salt Lake City UT 84114-6100

Utah National Guard
825 Ne Multnomah Suite 1000
Portland OR 97232

Utah State University
505 Wakana Way Suite 210
Salt Lake City UT 84108

Upl Three River Holdings
304 Inverness Way South Suite 295
Englewood CO 80112

Utah Department of Transportation
4501 South 2700 West
Salt Lake City UT 84119

Utah Power & Light
825 Ne Multnomah Suite 1000
Portland OR 97232

UPL Three River Holdings
304 Inverness Way South Suite 295
Englewood CO 80112

Upl Three River Holdings
304 Inverness Way South Suite 295
Englewood CO 80112

Utah National Guard
825 Ne Multnomah Suite 1000
Portland OR 97232

Upl Three River Holdings
304 Inverness Way South Suite 295
Englewood CO 80112

Upl Three River Holdings
304 Inverness Way South Suite 295
Englewood CO 80112
VETERE, TIMOTHY J
PO BOX 404
Green River UT 84525

WALL SCOTT D AND KRISTY ANN ETAL
PO BOX 188
JENSEN UT 84035

WEILER, GEORGE P TRUSTEE
730 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

WEILER, GEORGE P TRUSTEE
731 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

Western River Expeditions
7258 Racquet Club Drive Ste A
Salt Lake City UT 84121-4599

'WESTWATER RANCH LLC'
'149 N LIMESTONE'
'LEXINGTON' 'KY' 40507

'WESTWATER RANCH TRUST 6/8/96'
'1626 W 3RD STREET'
'PECOS' 'TX' 79772

Wilcox Trust
PO Box 28
Farson WY 82932

WILCOX, DWENDLE A
PO BOX 640
Green River UT 84525

Green River UT 84525

WILCOX, IRENE
PO BOX 122

'WILLIAMS MARK W'
'705 E ELM ST'
'COTTONWOOD' 'AZ' 86326

WOODBURY DOUGLAS C AND
LARUE H TRUSTEES OF DUGLAS C
AND LARUE H WOODBURY
FAMILY

World Wide River Expeditions
625 Riversands Rd
Moab UT 84532

WOODBURY, GEORGE P TRUSTEE
730 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

WILCOX, PEARL M
1186 OLSEN AVE
GRAND JUNCTION CO 80503

Wilderness Inquiry
808 14th Avenue Se
Minneapolis MN 55414

'WILLIAMS MARK W'

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

YOUNG SLADE MAX AND
SUSANNE GOOCH
2370 E 2500 S

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

VERNAL UT 84078

VERNAL UT 84078

Wyoming Interstate Company Ltd.
PO Box 1087
Colorado Springs CO 80944

XTO Energy Inc
810 Houston Street
Fort Worth TX 76102-6298

WOODBURY, GEORGE P TRUSTEE
731 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

WOODBURY, GEORGE P TRUSTEE
730 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

Western River Expeditions
7258 Racquet Club Drive Ste A
Salt Lake City UT 84121-4599

WILCOX, PEARL M
1186 OLSEN AVE
GRAND JUNCTION CO 80503

Wilderness Inquiry
808 14th Avenue Se
Minneapolis MN 55414

'WILLIAMS MARK W'

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

YOUNG SLADE MAX AND
SUSANNE GOOCH
2370 E 2500 S

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

VERNAL UT 84078

VERNAL UT 84078

Wyoming Interstate Company Ltd.
PO Box 1087
Colorado Springs CO 80944

XTO Energy Inc
810 Houston Street
Fort Worth TX 76102-6298

WOODBURY, GEORGE P TRUSTEE
731 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

WOODBURY, GEORGE P TRUSTEE
730 THREE FOUNTAINS DR # 84
SALT LAKE CITY UT 84107

Western River Expeditions
7258 Racquet Club Drive Ste A
Salt Lake City UT 84121-4599

WILCOX, IRENE
PO BOX 122

'WILLIAMS MARK W'

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

YOUNG SLADE MAX AND
SUSANNE GOOCH
2370 E 2500 S

YOUNG SLADE MAX
114313 S HORSESHOE BEND RD

VERNAL UT 84078

VERNAL UT 84078

Wyoming Interstate Company Ltd.
PO Box 1087
Colorado Springs CO 80944

XTO Energy Inc
810 Houston Street
Fort Worth TX 76102-6298