FINAL GREEN RIVER
COMPREHENSIVE MANAGEMENT PLAN
RECORD OF DECISION

Prepared for the Utah Department of Natural Resources, Division of Forestry, Fire & State Lands

JANUARY 2020
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 GRCMP.

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 Green River. For this reason, and because the OHWM has not been mapped continuously along the Green River, the planning unit area (or “planning area”) for the GRCMP 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 Green River from the border of Dinosaur National Monument to Sand Wash, and from Swasey’s rapid to the border of Canyonlands National Park. In cases where sovereign land boundaries associated with the Green River have not been settled, the visions, goals, policies, and objectives in the GRCMP 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 GRCMP.

Relevant Factual Background

The GRCMP is the fourth river-based comprehensive management plan that FFSL has initiated and prepared. The Colorado River Comprehensive Management Plan (CRCMP) was
developed concurrently with the GRCMP. Through a rigorous competitive process, FFSL hired SWCA Environmental Consultants (SWCA) to facilitate the development of the 2020 GRCMP. 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 Green River
- Alex Walker, an independent consultant and fluvial geomorphologist

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

- provide resource-specific guidance throughout the planning process;
- provide the most recent, relevant research and data pertaining to Green 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 GRCMP 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 GRCMP involved a 17-month public outreach process from March 2018 to July 2019. FFSL initiated the GRCMP 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 GRCMP. 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.

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### 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>March 27, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Library 204 East 100 North</td>
</tr>
<tr>
<td>April 12, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Hanksville, Wayne County, Utah</td>
<td>Hanksville EMS Building 575 South Park Town Loop</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>April 19, 2018</td>
<td>6:00–8:00 p.m.</td>
<td>Green River, Emery County, Utah</td>
<td>John Wesley Powell River History Museum 1765 East Main Street</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 GRCMP and to initiate the public comment process. Dates, times, and locations for these meetings are provided in Table 2.

### Table 2. Dates, Times, and Locations for Public Open House Series #2: Draft Plan Review

<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 13, 2018</td>
<td>5:00–7:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Library 204 East 100 North</td>
</tr>
<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 28, 2018</td>
<td>11:00 a.m.–1:00 p.m.</td>
<td>Green River, Emery County, Utah</td>
<td>John Wesley Powell River History Museum 1765 East Main Street</td>
</tr>
<tr>
<td>June 10, 2019</td>
<td>7:00–8:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Library 204 East 100 North</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>

### STAKEHOLDERS

All stakeholders interested in the Green 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. Three stakeholder workshops were held to obtain detailed information on Green River management concerns and potential goals and objectives. Two additional stakeholder workshops were 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>
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<tr>
<td>June 13, 2018</td>
<td>5:00–7:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
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</tr>
<tr>
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<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 GRCMP 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).
Record of Decision

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>March 27, 2018</td>
<td>4:00–5:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Offices 152 East 100 North</td>
</tr>
<tr>
<td>April 12, 2018</td>
<td>12:00–1:00 p.m.</td>
<td>Loa, Wayne County, Utah</td>
<td>Wayne County Courthouse 18 South Main Street</td>
</tr>
<tr>
<td>April 17, 2018</td>
<td>10:00–11:00 a.m.</td>
<td>Castledale, Emery County, Utah</td>
<td>Emery County Offices 75 E. 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 Green 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 GRCMP process and invite staff to all of the public open houses. In addition, two working meetings were scheduled with federal agencies to allow for one-on-one discussions of agency-specific issues and concerns. Two meetings were also 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 13, 2018</td>
<td>1:00–3:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Library 204 East 100 North</td>
</tr>
<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 10, 2019</td>
<td>3:00–4:00 p.m.</td>
<td>Vernal, Uintah County, Utah</td>
<td>Uintah County Library 204 East 100 North</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 Ute Indian Tribe of the Uintah and Ouray Indian Reservation is considered an adjacent landowner and stakeholder in the GRCMP process, FFSL reached out to tribal officials through email and by telephone to explain the GRCMP 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 GRCMP planning process and expected outcome on August 10, 2018, at the Utah Tribal Leaders meeting in Salt Lake City. After publication of the draft GRCMP, 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 GRCMP 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, 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 GRCMP 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 GRCMP 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 GRCMP 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 GRCMP 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 GRCMP project kickoff open houses were submitted and requested to be posted on the following dates in 2018:

- Uintah Basin Standard (Uintah County): March 13, 2018, and April 20, 2018
- Vernal Express (Uintah County): March 13, 2018, and April 20, 2018
- The Insider (Wayne County): March 30, 2018, April 6, 2018, and June 12, 2018
- ETV Emery County (Emery County): April 4, 2018, and April 11, 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
- Salt Lake Tribune, Deseret News, and Utahlegals.com (Salt Lake County): March 13, 2018 and March 20, 2018 (Uintah County); March 27, 2018 (Wayne County); April 3, 2018 (Grand and Emery Counties); May 7, 2018 (Salt Lake County)
Formal newspaper legal notices for the draft GRCMP review open houses were posted as follows in 2019:

- *Uintah Basin Standard* (Uintah County): May 28, 2019, and June 4, 2019
- *Vernal Express* (Uintah County): May 28, 2019, and June 4, 2019
- *The Insider* (Wayne County): May 30, 2019, and June 6, 2019
- *ETV Emery County* (Emery County): June 12, 2019, and June 19, 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
- *Salt Lake Tribune, Deseret News,* and *Utahlegals.com* (Salt Lake County): May 24, 2019, May 31, 2019, and June 7, 2019 (Uintah and Wayne Counties); June 8, 2019, June 15, 2019, and June 22, 2019 (Grand and Emery Counties)

Press releases were drafted by CRSA 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 Green River sovereign lands within the affected counties
- Green River stakeholders including agricultural and irrigation interests, environmental organizations, mineral/energy groups, and members of the recreation community
- Green 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 GRCMP 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 GRCMP 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 GRCMP, the purpose of the plan is to prescribe management goals and objectives for Green 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 GRCMP was designed to facilitate FFSL’s management of the Green River and its resources under these principles.

Interagency Coordination

Interagency coordination and communication are essential because Green River management is complex and because multiple government agencies are involved with various resources and uses. During the GRCMP planning process, FFSL understood the importance of maintaining communication with the GRCMP 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 2020 GRCMP. Section 3.6 of the GRCMP outlines the proposed coordinating framework to be carried out by FFSL and other state agencies tasked with research, management, and permitting on the Green River. The GRCMP management strategies allow numerous opportunities for coordination with respect to Green River resources.

Public Outreach: Notification, Comment, and Review

Public outreach was essential to the GRCMP planning process. As outlined earlier in this decision document, the public had numerous opportunities to contribute to the GRCMP, and many did. As required by Utah Administrative Code R652-90-500, FFSL notified RDCC about the planning process and about the draft GRCMP 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 GRCMP). 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 GRCMP began on May 31, 2019, and ended on July 19, 2019. The public comment period followed the release of the draft GRCMP 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 five written submissions commenting on the draft GRCMP. Numerous verbal comments were also noted at the open house series and at federal meetings and stakeholder workshops. Comments pertained to carrying capacity, terminology, education, wild and scenic river designation, motorized use, wildlife, FFSL jurisdiction, and GRCMP goals and objectives, to name a few. From the written submissions, 30 individual comments were extracted for review of acceptance or non-acceptance. Comments on the draft GRCMP 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 GRCMP (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. State Land Management Plans, Division to Adopt Rules for Notifying and Consulting with Interested Parties**

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.
Record of Decision

Findings of Fact
1. As described herein, FFSL notified the public and local, federal, and state agencies, including the RDCC, of the GRCMP planning effort.
2. As described herein, FFSL conducted public meetings in conjunction with the GRCMP planning effort.
3. As described herein, FFSL published a draft of the GRCMP 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 GRCMP.

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 GRCMP fulfills the requirements of applicable statutes, rules, policies, and legal doctrines.
7. The planning process and subsequent GRCMP comply with the legal requirements for a comprehensive management plan and specifically comply with the requirements for the GRCMP.

Decision and Order
Based on the foregoing, FFSL hereby adopts the GRCMP (including Appendices A and B), which satisfies the requirements of applicable statutes, rules, and policies. The GRCMP (including Appendix A and B) becomes the comprehensive management plan that guides decision-making on the sovereign lands within the planning area. The GRCMP 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.
Record of Decision

APPROVED BY:

BRIAN COTTAM
STATE FORESTER/DIRECTOR
DATE: 12-27-19

PREPARED BY:

LAURAVERNON
SOVEREIGN LANDS PLANNER
DATE: 12-26-19

REVIEWED BY:

JAMES BARNES
SOVEREIGN LANDS PROGRAM MANAGER
DATE: 1-6-2020

REVIEWED BY:

FREDRIC J. DONALDSON
ASSISTANT ATTORNEY GENERAL
DATE: 1/6/2020
Exhibit A. Resource Development Coordinating Committee Documentation
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Project Information

Project #: 69363
Submitted projects are subject to review by PLPCO staff prior to official project creation.

- Project Id: 69363
- *Sponsor:
- *Comments Due to Sponsor:
- Anticipated Project Start Date:
- Title of Proposed Action:
- Project Abstract:
The Utah Department of Natural Resources Division of Forestry, Fire and State Lands (FFSL) is seeking public comment on the draft Comprehensive Management Plans (CMPS) and draft Mineral Leasing Plan (MLP) for the Green and Colorado Rivers. Multiple open houses will be held to host the public and receive comments about the draft plans.
- Project URL: http://bit.ly/2gJgrmp
- *County: Select all
- Location:
- Location or Supplemental Attachment:
- *Has local government been contacted?
- Date local government was contacted:
- What was the local government's response:
- How is the local government(s) likely to be impacted:
- Possible significant impacts likely to occur:
- Admin Notes:

Project Contact Information
- *Name:
- *Phone Number:
- Email:
- Submit
Exhibit B. Notice to Interested Parties (Green River Comprehensive Management Plan current lessees and adjacent landowner mailing list)
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Canyon River Company
1914 South Cross Hollow Dr
Cedar City UT 84720

Canyon Voyages
PO Box 416
Moab UT 84532

Canyonlands by Night
P.O Box 328
Moab UT 84532

Canyonlands Field Institute
Ft Duchesne
Moab UT 84532

CARROLL DON J & JEAN R
12457 S DRAPER GROVE CT
DRAPER UT 84020

‘CARROLL DRILLING LLC’
‘11850 S HWY 191 STE A-10’
‘MOAB’ ‘UT’ 84532

‘CARVER JUSTIN E’
‘P O BOX 101’
‘GREEN RIVER’ ‘UT’ 84525

Carter, Dorothy
3480 E 3000 S
Roosevelt UT 84066

CARTER, DOROTHY A
PO BOX 436
ALTAMONT UT 84001

Centennial Canoe Outfitters
1623 Juniper Ct.
Grand Junction CO 81505

CHAFFIN, STEPHEN FAUN
1919 9 RD
MACK CO 81525

‘CHANDLER JAMES M’
PO BOX 372
‘GREEN RIVER’ ‘UT’ 84525

CHAPMAN NILE AND ROGER
PO BOX 818
ROOSEVELT UT 84066

Chapoose Canyon Adventures
PO Box 766
Ft Duchesne UT 84026

Chevron USA Inc
PO Box 36366
Houston TX 77236

CHEW RANCH LLC ETAL
PO BOX 126
JENSEN UT 84035-0126263

Chris Sammartano Productions
68 Jeffreys Neck Rd
Ipswich MA 1938

CJC Properties
1111 Horizon Dr. Unit 807
Grand Junction CO 81506

VERNAL UT 84078

Colorado Outward Bound
16 Ranch Road
Moab UT 84532

COLORADO RIVER & TRAIL EXPED
5058 COMMERCE DR
SALT LAKE CITY UT 84107

Colorado River & Trail Expeditions
5058 South 300 West
Salt Lake City UT 84107-4708

Colorado River And Trail Exped
5058 South 300 West
Salt Lake City UT 84107-4708

Compass Minerals Ogden Inc
765 North 10500 West
Ogden UT 84404

Construction Company, Inc
166 East 14000 South Suite 200
Draper UT 84020

Corporate Helicopters
PO Box 296
Moab UT 84532

‘CRUEGER ROBERT KYLE’
‘2918 61ST AVE NORTHEAST’
‘TACOMA’ ‘WA’ 98422

CUMMINGS LORENZO JOHN AND LAJEAN R TRUSTEES CUMMINGS ASSET PROTECTION TRUST
1050 E BRIGHAM RD #72

CV AGRICULTURE LLC
PO BOX 70
Green River UT 84525

CV AGRICULTURE LLC
PO BOX 623
Green River UT 84525

DALBO INC
2180 S 1300 E STE # 310
SALT LAKE CITY UT 84106

DAVIS VICTOR AND AMANDA
490 E HORSESHOE BEND RD
VERNAL UT 84078

Deer Hill Expeditions
PO Box 180
Mancos CO 81328

DESERET GENERATION & TRANSMISSION COOPERATIVE
10714 SOUTH JORDAN GATEWAY
SOUTH JORDAN UT 84095

Desert Highlights
PO Box 1342
Moab UT 84532

Div of Parks And Recreation
1594 West North Temple Ste 116
Salt Lake City UT 84114-6001

Dominion Exploration & Product
1450 Poydras Street
New Orleans LA 70112-6000

Don Hatch River Expeditions, Inc.
PO Box 67
Angels Camp UT 95222

Div of Parks And Recreation
1594 West North Temple Ste 116
Salt Lake City UT 84114-6001

Dominion Exploration & Product
1450 Poydras Street
New Orleans LA 70112-6000

Don Hatch River Expeditions, Inc.
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Angels Camp UT 95222
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