

North Moab Gateway Area

After the Pile

2018 Community Vision Update For

Future Use of the Moab Uranium Mill Tailings Remedial Action Project Site

Results of a Process Conducted by the Site Futures Committee

A Sub-committee of Grand County's Moab Tailings Project Steering Committee

July 31, 2018

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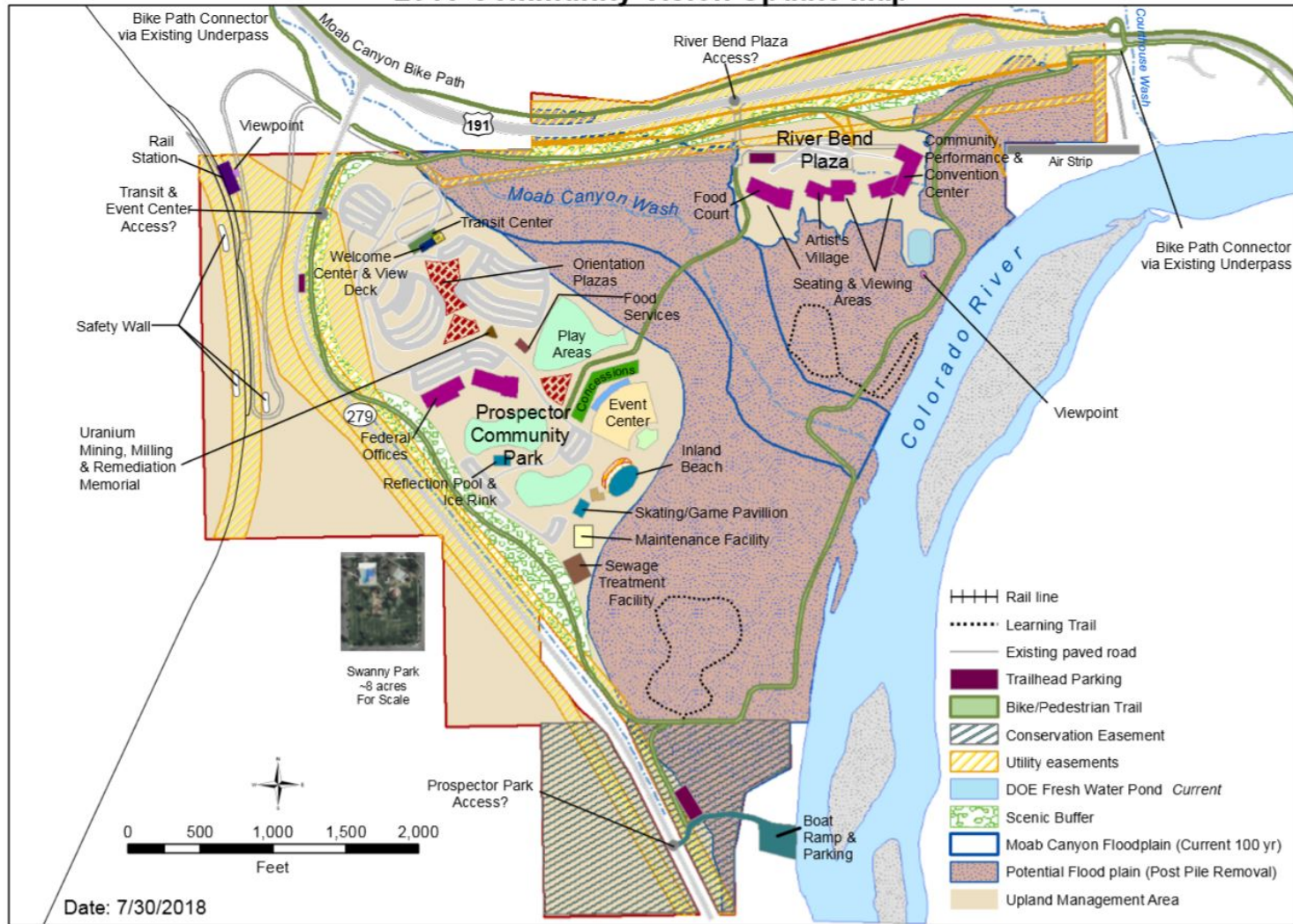
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Lisa Church and Rani Derasary, from the City of Moab, and Jason Johnson, from the Utah Division of Forestry, Fire and State Lands, served as alternate committee members.

Gery Wakefield, from the NPS, used his GIS skills to bring our ideas to life on the 2018 map.

Lee Shenton, Grand County UMTRA Liaison, prepared our meeting minutes and made many other helpful contributions to the 2018 Update.

2018 Community Vision Update Map



The 2018 Community Vision Update provides a concept of how the various uses derived through the Site Futures planning process might be located on the property. Considerable further planning and feasibility studies will be necessary prior to development.

2018 Community Vision Update For Future Use of the Moab Uranium Mill Tailings Remedial Action Site

Introduction

The 2018 Community Vision Update for the North Moab Gateway Area builds upon the 2013 initial community vision. Changes from 2013 generally result from more information about the site, recent public comment, and the efforts of the Site Futures Committee to further develop the vision.

Proposed uses are shown on the 2018 Community Vision Update Map and further described in the text. The 2018 update adds additional details to the management policy and site design guidance. Examples include new guidance for coordinating with the Utah Department of Transportation on future access to the site and additional guidance for working with the Department of Energy (DOE).

New sections address site constraints, commercial use, revenue, future consistency, property retention, and assumptions about the UMTRA project. The review of the community vision effort in the supplemental information section was expanded to include the 2018 update process as part of the chronology. The 2018 Community Vision Base Map is included to document site baseline changes presented to the public during the comment period and depicts most of the site constraints summarized below.

The Vision is not a detailed site plan. It is a guide for the future planning required in Grand County's Land Use Code by adoption of the 2001 Joint City of Moab / Grand County North Corridor Gateway Plan General Plan Amendment. The amendment designated the mill site as a Specially Planned Area.

Notes: For readability, the terms North Moab Gateway Area, Moab UMTRA (Uranium Mill Tailings Remedial Action) Site, "mill site", "site", and "project area" all refer to the same area of approximately 480 acres currently owned by the Federal government and managed by the DOE.

For ease of description in the text, but not displayed on the site maps, the project area has been broken into two "Portal" areas that are located west and east of the Moab Canyon Wash (aka "Bloody Mary Wash"). The West Portal area encompasses the site of the tailings pile and adjacent land and the East Portal includes the site of the existing DOE administrative facility. For planning purposes, it is assumed that large portions of both portal areas will remain above the elevation of the 100-year floodplain after completion of site remediation excavation work.

The 100-year floodplain and hillside management areas form the remainder of the property.

Prospector Park is suggested as the name for the community park to link that facility to the mill site's history. The terms East Portal, West Portal, River Bend Plaza, Moab Transit Center, Moab Event Center, Moab Community, Event, Performance and Convention Center are working titles for the sake of convenience and do not infer any actual recommendation for place names

Public Comment and Response

Fewer public comments were received for the 2018 community vision update than for the 2013 initial community vision. Comments were generally similar as in 2013, except in 2018 there was more support for uses that also serve residents. The Site Futures Committee was again impressed by the quality of the comments and the ideas expressed for future use of the site.

With these comments in mind, adjustments were made to the uses proposed for the community park in the West Portal area and to the formerly titled commercial use area in the East Portal area to make the vision more community focused. Support in 2018 continued for trails, the community park, the outdoor event center, the orientation plaza, the welcome center, and the transit center. In 2018, advocacy for environmentally friendly development continued and requests were made for lots of shade.

Use of the North Gateway area for federal offices and a dedicated commercial use area, had the lowest level of support. Other comments were against more congestion, additional hotels, chain-type businesses, lots of black asphalt, and, despite support in 2013, a stand-alone ice rink.

The 2018 update retains the federal offices with a reduced footprint and now also proposes to use the location (and if built, also the offices) as a buffer between parking areas and the community park. Monitoring for future government interest in the offices is specified. If the offices are not built, the location could be utilized by expanding the neighboring use areas. The ice rink was moved to the community park for 2018, and when not frozen, would be function as a “reflection” pond.

The concept of a “River Bend Plaza” is offered as an example of a potentially more resident-friendly use of the East Portal location identified in 2013 as the commercial use area. The golf course was removed from the list of potential commercial uses in the East Portal area in favor of the multiple alternative facilities suggested for the River Bend Plaza.

In 2018, multiple comments suggested that affordable housing be included in the site design. While affordable housing is a concern, the 2018 update, like the 2013 initial community vision, does not provide for residential use at the site. This is due to potential health issues with long-term occupancy at the site of a former uranium mill and potential for flooding above the 100-year floodplain. Consideration of any overnight use (lodging) is deferred until final approval of the Department of Energy’s project completion report when more information will be available about potential health risks and liability from such use.

There were individual comments suggesting a large grocery store and a vehicle service complex to reduce congestion in town. In-town congestion while shopping for food and using vehicle service facilities needs to be addressed, but there may be alternatives and other locations more suitable. Both in-town congestion and housing must be addressed sooner than the North Moab Gateway site will be available for post remediation uses.

Site Constraints

For the 2018 update, the review of potential uses for the North Moab Gateway area attempted to accommodate a compatible mix of beneficial uses in a relatively small area. The total Moab UMTRA project area is about 480 acres and appears to be relatively vast in size. However, much of the area is within the 100-year floodplains of the Colorado River and Moab Canyon Wash, on steep hillsides, on a parcel of land donated to the Department of Energy with a conservation easement, or encumbered by highway, railroad, and utility rights-of-way (ROW).

Some lands adjacent to the Colorado River may be Sovereign Lands of the State of Utah. The Utah Division of Forestry, Fire and State Lands is a participant in community vision process. Their concepts for future use of lands along the river are incorporated into the community vision recommendations for uses such as nature study, learning trails, a boat ramp, and riparian habitat and floodplain management.

For the 2018 vision update, the Site Futures Committee considered about 114 total acres as potentially suitable for permanent structure development in the combined West and East Portal areas (95 and 19 acres respectively). This is a reduction of about 32 acres from the 2013 Vision. The more conservative 2018 estimate anticipates a possible loss of developable land in the West Portal area from potential remediation excavation work. This excavation work could extend to the depth of groundwater resulting in an increase in land area below the 100-year floodplain. The more conservative estimate also makes a smaller adjustment in the East Portal area where development between existing ROW routes is considered unlikely.

The estimate of the developable area may change in future years depending upon the depth to which mill tailings remediation extends and alters site topography, how such excavation may change the floodplain area, future ROW use, and other factors not yet fully understood. For planning purposes, the locations of major facilities proposed in 2018 remain above the 100-year floodplain and / or changes in the size and locations of such facilities in future updates could compensate for possible unanticipated future changes at the project area.

A significant constraint is that there is no possible use of groundwater from the site due to natural high salinity and lingering contamination. All water for use at the site will have to come from other sources.

These factors are discussed in more detail in the main portion of the vision update. Also, please see the 2018 Community Vision Base Map for additional information.

Recommended Site Uses

The Prospector Community Park – (West Portal Area)

Event Center. Reserve space for a multi-purpose outdoor Event Center southeast of the Transit Center to provide facilities for a variety of existing and new events such as car shows, non-motorized races, and outdoor concerts. Besides an enclosable performance stage and lawn seating, such facilities typically include parking, controlled entry, and an event service area with a ticket / administrative office, restrooms, and concession area for equipment rental and memorabilia.

A food service area with a snack shack, food truck park, or an eventual food court could serve both community park users and event attendees and outdoor tables and grills would support both picnic and vendor use. Where venue location shifts are desirable, future use of the facility could potentially reduce congestion and noise in downtown Moab. Designing the event center ticket office to also function as a general Moab event registration facility, regardless of location, could further reduce downtown congestion.

Play Area(s). Reserve space for multi-purpose “play” areas for children and adults. The play areas would form the core of the community park and be located between the transit center and the event center, but also wrap around the event center and border the riparian management area. The play areas connect other use areas while providing planning space for a variety of uses.

Examples of potential facilities include: fitness and play structures for children and adults, a shallow reflection pond / winter time ice skating rink (no mechanical freezing planned), game board stations, climbing walls and rocks, slacklines, a bicycle pump track, and frisbee use. As community park space, the play areas could also be used for community celebrations and events and provide space for relaxation, picnicking, and enjoying art. Play area use would be supported by standard park type facilities such as restrooms, tables, grills, benches, and water stations.

Reserve space in the southern end of the community park for a combination covered roller skating and game / sports pavilion. Markings for sports and games, such as pickleball, could be added to the facility for periods when it is not reserved for skating. Plan for support facilities such as restrooms, a water station, skate and game equipment rental, a wind shelter, and spectator seating. The facility could also be used for weddings and similar social events.

Reserve space in the southern end of the community park for a small lake or swimming pool with an “inland” beach. The lake would be fully lined to prevent any contact with groundwater. Swimming and beach use would be supported by on-site staff, a water treatment and filtration system, permanent shade structures, changing areas, and possibly showers. Investigate the feasibility for a lake type facility, similar to that built at the Spanish Oaks Reservoir in Spanish Fork, Utah, but with a much smaller swimming area. It would be managed under controlled public health and safety conditions. Spanish Oaks is operated by the City of Spanish Fork. Another interesting example of a swimming pond is at the Buffalo River State Park in Minnesota.

Retention of the DOE’s existing freshwater water lines to the injection wells and sand filtration facility on the west side of Moab Canyon Wash would likely facilitate future water use in the West Portal areas, especially for uses in the community park including, but not limited to, the play areas, inland beach, and event center and possibly also for general irrigation and sewage services.

Locate picnic areas between the play area and the event center and between the play area and the transit center to facilitate use of all three areas and also serve as waiting and gathering areas.

Construct linear style shade structures between the play area and the transit center, and between the play area and the event center, to provide flexible space for all three areas.

Reserve space for a boat ramp and parking area sited along the southern section of the property. This project would be in cooperation with the Utah Division of Forestry, Fire and State Lands. *Note: additional study is necessary to determine the feasibility and location for the ramp and actual ownership of the lands along the river. The boat ramp area may be State Sovereign or relicted land.*

Transportation Facilities – (West Portal Area)

Reserve space for a Moab Transit Center in the northeast portion of the project area. The transit center would feature a covered bus and shuttle loading area located below a combined indoor passenger services / waiting area and welcome center facility. A south-facing outdoor covered terrace with direct access from the passenger services area would provide a view over the adjacent shaded outdoor Moab area orientation plaza. The transit center would be served by a dedicated access road, include space reserved for expansion of the terminal, and be connected by covered or shaded walkways to the other major facilities of the North Moab Gateway Area. Parking management for the transit center would be integrated with that for the event center.

The transit center could eventually serve destinations such as the East Portal area, Arches National Park, the Bar M Trailhead, the Lions Park Transit Hub, campgrounds and trailheads along the Colorado Riverway, Canyonlands Field airport, the City of Moab and Spanish Valley south to the Old Spanish Trail Arena. Parking would be shared by the transit and event centers. Space would also be reserved for long distance bus and van tours and services. Consideration should be given to fee rates that encourage visitors and residents to utilize the transit rather than park at the site. Both transit and parking will need revenue from fees to be sustainable. When appropriate, consider a discount pass program for residents.

Reserve space for a future Moab passenger and freight rail station along the existing Union Pacific / UMTRA rail spur, south of the gantry crane parking area facility. When rail service to Moab is under active discussion, recommend that a rail stop at the airport also be considered and that a Moab-bound passenger and freight station be established at Crescent Junction, Thompson, or Green River. Evaluate the retention of existing rail sidings, such as at the Moab UMTRA site loading area and Crescent Junction unloading area, for future use. Coordinate post remediation rail use with the Union Pacific Railroad.

As a safety measure for future rail use along the rail bench, recommend that the DOE retain the three concrete safety walls.

Federal Offices – (West Portal Area)

Reserve office space for the Moab-based federal land management and scientific agencies between the transit center and the community park. Include space for a small DOE Legacy Management office. Selection of this location provides for buffer type use between the transit center traffic and the community park. The area allocated for the offices is smaller than in 2013. The buildings would be elevated over an employee parking area for additional flood protection and could be of two-story design, which would reduce their visual impact, as the proposed site is well below the grade of SR 279. Access to the offices would potentially share a highway entry from SR 279 with community park visitors. Federal office visitors and park users would also likely share a common parking area.

Monitor the need for reserving a space for the federal offices in future years. To date, co-location of offices for cost saving purposes has not occurred due to the timing of existing leases and the availability of office space in Moab. As of 2018, the National Park Service committed to a new 20-year lease at its present location, the BLM has a much shorter-term lease for its present space, and the Forest Service is using its property in Moab. Long term use by employees at a former uranium mill site and constructing such buildings within the probable 500-year floodplain are potential concerns that may favor other locations for the offices.

River Bend Plaza – (East Portal Area)

In 2018, public comments suggested that the parcel identified in 2013 as a commercial use area be more focused on providing amenities for residents. The following is an example of how the area presently used by the DOE for its administrative offices could be developed for more resident-friendly uses, while still providing revenue for support of the North Moab Gateway Area.

Develop the “River Bend Plaza” to include an extensive shaded outdoor terrace with tables and small gathering areas that face south over the Colorado River and Moab Valley towards the La Sal Mountains. Some tables would also overlook a child’s play area while others would offer views of several small outdoor performance venues. A food court would provide dining options at the plaza and a physically separated patio food and beverage area could provide an additional relaxation space. Other business opportunities could include an artist’s village where artists create and display their work, and a community event, performance, and convention facility with an indoor amphitheater. The main use areas would be connected by covered walkways and an additional covered and / or shaded walkway on an adjacent electric shuttle “cart way” could connect the East Portal area with the Community Park in the West Portal area across Moab Canyon Wash (a feasibility investigation of this connecting route would be necessary). Major components of the East Portal area would be elevated to provide additional flood protection by building them over parking structures. See the Commercial Use and Other Revenues Sources sections below for guidance about revenue obtained from potential use of the area.

Trails – (West and East Portal Areas)

Provide for enhancement of public non-motorized access by extending the Mill Site Riverside Trail to form a loop around the property, constructing two trail connector routes from the Mill Site Riverside Trail to the Moab Canyon Trail, and developing parking for three Mill Site Riverside Trail trailheads.

Enhance visitor enjoyment of the Mill Site Riverside Trail by paving one side for cycling and skating and providing a non-paved surface on the other side for walking and running. Increase the utility of the riverside trail for general public use, fitness, and event purposes by installing mileage markers and “you are here” maps similar to those provided by Trail Mix at trail junctions.

Develop other non-motorized trails to connect the various use areas and to provide for public recreation and movement including, but not limited to:

- 1) Interior connecting trails from the Mill Site Riverside Trail to the main facilities at the west and east portal areas and between the community park in the West Portal and the East Portal. Consult with DOE regarding location of any existing or future DOE hardened routes (i.e., low water crossings) built for remediation work that may also have future potential for road or non-motorized route access,
- 2) “Learning” trails e.g., about floodplains, geomorphology, plants, and animals to portray the site’s history, resources, and values (in cooperation with the Utah Division of Forestry, Fire and State Lands); and
- 3) “Exercise or fitness trail type facilities” at appropriate locations along the non-motorized trails and /or within or near the Play Area.

Information Facilities – (West and East Portal Areas)

Develop a staffed indoor welcome center adjacent to the transit center's passenger services area to provide information to area visitors and transit users. The welcome center could be operated as a "sister" facility of the Moab Information Center, but would not replace the Moab Information Center as that facility serves visitors to downtown Moab.

Construct a series of shaded orientation plazas leading south from the welcome center towards the event center. The plazas would feature informational and educational exhibits that introduce visitors to the Moab area including the site's history as a uranium mill. The displays closest to the transit center would cover nearby recreation opportunities and available services including transit options. As visitors move south through the orientation plazas, the focus of the exhibits would change to provide information about the facilities at the community park and performances at the event center.

Install "you are here" information kiosks to guide visitors throughout the project. Transit schedules would be posted at these kiosks to help visitors plan their time at the site.

Construct a "uranium memorial" in the orientation plaza area. The memorial would be dedicated to those individuals and families affected by the exploration for uranium and its mining, milling, and remediation on the Colorado Plateau and inform visitors about this aspect of the region's history.

Reserve space for an interpretive area viewpoint on the dike of the freshwater pond with a trail connection from the Mill Site Riverside Trail. Design the interpretive area to cover the area's natural features and restoration during the remediation project and legacy management. Consider protective fencing or signage, as appropriate, for facility protection and public safety (e.g., "No Swimming").

Construct a view area outside the railroad ROW near the site proposed for the rail station. Pending development of the rail station, manage the existing DOE haul road to the rail line as part of the access to the interpretive view area. Design the view area as an introduction to the Moab Valley by highlighting the major sights visible including the La Sal Mountains. Construct a non-motorized trail to the view area as a spur route from the Mill Site Riverside Trail as a project independent of the rail station.

Picnic Areas – (West and East Portal Areas)

Plan picnic areas between the transit center and play area, between the play area and the event center and near the food service areas. Individual picnic tables and benches would be located within the community park, along the Mill Site Riverside Trail, and other locations as appropriate.

Parking – (West and East Portal Areas)

Provide parking and related access to serve the major facilities in the North Moab Gateway Area, the three Mill Site Riverside trailheads, and the boat ramp.

Provide a designated motor coach parking area and, if necessary, a shaded waiting / meeting area for passengers and drivers.

Charge parking fees as a source of site management revenue. Premium parking under covered structures (e.g., with rooftop solar electric cells) should be charged a higher rate. Where appropriate, build elevated low-profile parking structures at multiple locations as a means of raising the elevations of buildings and other costly features to reduce the risk of flood damage at locations above the probable 100-year floodplain. Consider a discount parking pass program for residents using the community park.

Recognize that parking space will be finite. As use of the site grows, the available parking may not be able to accommodate all users. Future management should actively encourage visitors, site employees, and residents alike to leave their vehicles at their lodging, campsite, or home and take local transit or the North Moab Bike Path to North Moab Gateway Area. Parking for unhitched private trailers for more than a day may not be available. Parking for long haul trucks passing through Moab has not been planned.

Landscaping – West and East Portal Areas

Begin landscaping efforts by utilizing and protecting the vegetative cover established through the decades of site remediation work by the DOE. Construction efforts and site planning should emphasize minimal disturbance of vegetation for scenic, erosion prevention, weed management, and dust control purposes. Where disturbance is necessary, implement effective vegetation restoration measures as quickly as possible. Following site development, actively guide site users to walkways and other managed surfaces such as play fields, trails, and specialized use areas to protect vegetation.

Develop botanical management areas at key spaces bordering major public use sites. Botanical management areas would utilize concentrations of native plants for beautification and education purposes. Manage them collectively as a quasi botanical garden where site visitors could learn about the types of regional native plants, their environmental values, and techniques for gardening in areas with limited water availability. Considered continued use of DOE's existing compost site for soil amendment and reduction of organic waste.

When appropriate, develop a shade tree plan for the site with the objective of planting trees at locations where they will provide shade at key public spaces as early as possible during future development of the site.

Utilities and Site Maintenance – West and East Portal Areas

Provide water and sewer service as needed to support site uses in partnership with the Arches Special Service District. Coordinate with the Arches Special Service District regarding any future use or removal of the existing leach field that services the DOE administrative site.

Reserve a site on the southern end of the West Portal area for a future enclosed-type sewage treatment facility. Consistent with sewer line gradients, elevate the operational components of the facility to reduce potential damage from higher than 100-year floods. Emphasize conservation of culinary water (e.g., by encouraging off-site food preparation) and sewer use (e.g., by specifying low flow washroom fixtures and low flush toilets) throughout development of the project to reduce the expense of providing these utilities and conserve associated resources. Reduce the need for irrigation water for landscape maintenance by specifying drought tolerant native plants where practicable.

Transfer the mill site's existing water right for use of Colorado River, subsequent to a property title transfer, if any, to the successor governmental entity for beneficial use at the property.

Water for use at the site for both culinary and non-culinary purposes is expected to come from the Colorado River using the existing water right allocated to the mill site. To reduce costs, treat and distribute water for culinary purposes separately from water for non-culinary uses, such as irrigation use, as allowed by state law. Strive for efficient water use at the site while maintaining the water right. If feasible after future site uses are met, consider if a portion of the water right might potentially be available for other beneficial future community uses.

Reserve approximately one-half acre for a site maintenance facility in the southern portion of the west portal area. It would include a small building with office space and indoor storage for tools, equipment, and weather sensitive building materials. An outdoor fenced area would provide space for secure vehicle parking and temporary storage of project building materials.

Management Policies and Site Development Guidelines

Rights-of-way and Deed Restrictions

Recognize that existing rights-of-way (ROW) uses for roads, the railroad, and utilities will continue. Given the combination of a lack of alternatives due to topography and the limited availability of land for other routes in the north Moab region, work with ROW holders and proponents to assure that new or expanded ROW uses give full consideration to the resource and public use values of the North Moab Gateway area. Seek cost-effective solutions through location, design, and reclamation to reduce the short and long term visibility and disruption of site use from new or altered ROW uses, especially where they are visible from the highways and major observation points at the mill site. Work with ROW holders to 1) accommodate the Mill Site Riverside Trail, 2) build two parking areas for trailheads to provide non-motorized trail connections from the Mill Site Riverside Trail to the Moab Canyon bike path along the U.S. 191 corridor, 3) build a third trailhead from SR 279, and 4) to possibly accommodate a section of the Mill Site Riverside Trail within the SR 279 ROW.

Adhere to the following warranty deed restrictions applicable to the former “Policaro” property located at the southern section of the planning area as part of the acquisition of the parcel by the DOE in 2011:

Said property, including all accreted lands accruing to the benefit of the property, shall be managed in a manner that is consistent with the intended public transportation and recreational uses of the adjacent property now or formerly known as the United States Department of Energy Moab Mill Site UMTRA Project, provided however, that no greater than twenty-five percent of the total property’s area east of State Highway 279 may be used for roadways, parking areas, trailhead and interpretive kiosks, and restroom facilities with the remainder of the property restricted only to passive non-motorized recreational purposes such as open space, hiking and bicycling trails, wildlife and birding viewing areas, boat launch, and picnic areas. Notwithstanding the foregoing, roadways existing at the time of this grant and the United States Department of Energy’s existing monitoring wells are permitted improvements and uses of the property and are inclusive of the twenty-five percent area referenced above.

Note: It will be necessary to coordinate with the Utah Division of Forestry, Fire and State Lands to help delineate the ownership of all lands near the river, where ownership was established at the time of statehood, as well as relicited lands accruing to the State of Utah since the original parcel survey. In the interim, work with the Division to plan uses and management consistent with its general goals for the conservation management of Sovereign Lands and contribute to the development of the Division of Forestry, Fire and State Land’s comprehensive management plan for the area.

Floodplain Management

Prohibit residential use both within the 100-year flood plain and the probable maximum flood area. This is a continuation of policy approved for the 2013 community vision.

Create the Moab Canyon Wash / Colorado River Floodplain Management Area (100-year flood plain level). Generally manage this area to encourage riparian vegetation, reduce the presence of invasive plants, reduce the impact of routine flood events, and support compatible trail, wildlife, educational, scientific and river uses. Allow non-disruptive research and monitoring.

Limit use of lands within the 100-year flood plain to flood resistant, low cost, or easily replaceable facilities, such as trails, view and observation areas, picnic sites, and a boat ramp. Such restrictions would not apply to the continued use of the DOE wells used for on-going groundwater management or their possible future conversion to other beneficial uses.

Plan major facilities and structures only in areas above the 100-year flood plain. Revise the boundary of the 100-year floodplain area as necessary to conform to the future topography of the site through its alteration by remediation related work.

Consider special construction methods, such as elevating major buildings over parking structures or fill, for the purpose of further reducing the potential for damage to buildings from flood damage. Factor in elevation above the 100-year flood plain level, trends in river flow, and the type, value, and expected life span of the structures.

Prepare a flood evacuation plan to secure facilities, protect the Colorado River from contamination, and provide for public safety. Monitor flood risk as the site is developed.

Visual Management

Create the Upland Management Area. Manage the hillside area along SR 279 and U.S. 191 within the planning area for scenic retention and, where necessary, restoration of vegetation and ground cover for erosion control. Allow view area, road, trail, and rail uses specified elsewhere in the vision while also seeking to reduce their impact where practicable. Where ROW uses are necessary, or must be modified, work with the ROW holders to reasonably minimize their visual impact, restore vegetative cover, and reduce erosion as soon as practicable. Allow non-disruptive research and monitoring.

Manage transitional areas between site facilities and highways U.S. 191 and SR 279 to buffer the developed areas of the site from transportation and utility uses and provide shade along some sections of the Millsite Riverside Trail adjacent to the highways. See above for working with ROW holders.

Plan development of facilities so that the viewshed opened up by the removal of the tailings pile is not compromised by the building of structures. When considering placement, size, and height of structures avoid skylining and impeding the view across the north end of the valley as seen from U.S. 191 and SR 279 with particular emphasis upon protecting the view as seen when entering Moab Valley from the North. For structures built at the site of the former tailings pile, none should be higher than SR 279. Consider actual height limitations in future years as more is learned about the eventual topography of the site following remediation work.

Energy Generation and Resource Conservation and Use

Integrate low profile, on-site solar electric generation into buildings and parking structures to provide for on-site energy needs. Consider new technologies as they become available, e.g., solar building and window surfaces, solar asphalt etc.

Actively work to reduce energy use during the development and operation of the site by seeking out and utilizing technologies to reduce power demand for lighting, heating, cooling, irrigation, and other site uses.

Utilize proven technologies for outdoor lighting and site illumination to help protect the night sky views from adjacent lands in nearby Arches National Park.

Utilize a dual water system to reduce the volume of culinary water needed on the site, i.e., fully-treated water for culinary purposes, and as allowable, partially-treated river water for sewage and irrigation purposes.

Use porous “paving” systems where practical for walkways, parking areas, and low traffic roads, to increase water infiltration and reduce heat absorption.

Install recycling collection facilities on-site to reduce overall energy use and encourage site users to reduce, reuse, and recycle to minimize landfill use.

Include shade from structures and trees as part of the design of outdoor walkways, small performance venues, and waiting, seating, exhibit, and gathering areas to reduce heat loads.

Use the fugitive dust map for DOE’s Moab UMTRA project as an indicator of the potential state of site re-vegetation at the end of the surface remediation work.

Use the DOE’s storm water management plan for the Moab UMTRA site as an aide for siting buildings and other structures and for planning future re-vegetation work.

Evaluate the feasibility of locating a future community renewable energy facility (e.g. wind and/or solar) at the Crescent Junction DOE disposal facility. If necessary, work with the Bureau of Land Management to secure long term use of all or a portion of the public land currently withdrawn by DOE for public purpose use.

Working with the Department of Energy

Support the DOE’s groundwater remediation efforts to meet public health and safety objectives. Such work would include continued maintenance and use of the freshwater pond and related pumping and water distribution equipment. This project work would help to maintain the site’s existing water rights and the viability of the pumping and distribution system for potential post UMTRA public use.

Support continued use and maintenance of the existing “Yellowcake Road” as a starting point for post surface remediation access to the West Portal area. Recognize that DOE may need to use the existing route, or a convenient substitute, for DOE Legacy Management groundwater operations and monitoring on a low frequency basis for many years.

Subsequent to a future property title transfer follow all deed restrictions mandated by the DOE.

Radiation-related Considerations

Initially plan use of the entire site for day use occupancy only (no overnight lodging) until there is compelling evidence that overnight use is safe and the potential danger of injury from such occupancy does not represent an unacceptable liability risk to a future non-DOE owner of the property. If necessary, re-evaluate the potential for possible overnight use at the site following release of DOE's Interim Completion Report, the normal subsequent evaluation of the report by an independent third party, and any consequent additional work by DOE.

The Interim Completion Report is expected to include a map of residual radiation levels. In the meantime, continue working with DOE to learn more about clean-up progress and potential residual risks. Also consult with local participants at other UMTRA sites where DOE has released former mill sites for community use to learn from their experience.

Require that appropriate radiation safety deed restrictions are included as part of any future transfers of title to the Moab UMTRA site. See Grand Junction's Las Colonias Park as an example.

Require soil testing to confirm residual radiation levels, if any, prior to construction of high use facilities, high occupancy area, and structures with enclosed spaces such as the event center, the convention center, and the play area. Where residual radiation above local background levels is found, consider the addition of clean fill to a depth generally sufficient to protect long term day use occupants, such as employees and staff. Additionally monitor for radiation in enclosed structures and require radon monitoring equipment and positive ventilation systems for enclosed spaces to further reduce the potential for injury and liability. Assure periodic inspection by DOE Legacy Management of the property for radiation after transfer.

Work with the DOE to establish clean fill storage stock piling areas accessible from highways U.S. 191 and SR 279. It is understood that access to the areas would be subject to all procedures required by DOE including, but not limited to, construction of interior fencing, installation of gates, security of locks and keys, vetting of providers and personnel, access periods, and inspections of vehicles and materials. Establishment of designated clean fill areas would facilitate accumulation of clean fill from various non-site project work and reduce the subsequent cost of providing clean fill in future years with road construction and major building projects the most likely sources of clean fill.

Prohibit the use of groundwater from the site due to the long term prospect for continuing groundwater contamination from radioactive material, heavy metals, as well as ammonia and the natural highly saline properties of the groundwater at the site. The prohibition includes, but is not limited to, groundwater uses for irrigation, dust control, cleaning, and similar uses. A possible exception could be considered if DOE Legacy Management finds it necessary to continue groundwater management using a facility that treats groundwater sufficiently to return it to the Colorado River. In such a case, it may be feasible to utilize treated groundwater for irrigation purposes.

Prohibit future uses that would adversely impact the groundwater remediation process.

Coordination With the Utah Department of Transportation

Work with the Utah Department of Transportation to:

1) Consider the location of future site highway entrance and exit needs along US 191 and State Route (SR) 279 and related traffic control measures to safely and efficiently serve the North Moab Gateway Areas. There are perhaps three leading potential main highway access points.

The first one is from US 191 via the existing DOE administrative site entry road for service to the East Portal Area including the River Bend Plaza and the northern trailhead for the Mill Site Riverside Trail.

The second entrance would likely be from State Route 279 using a new entrance south of the Moab Canyon Wash Bridge. It would serve the transit center, the event center, and perhaps the western Riverside Mill Site Trailhead if that parking area is not directly accessible from SR 279. This entrance is expected to have the highest volume of traffic with relatively high peaks prior to and after event center use and during popular visitation times for transit uses.

The third entrance would be farther south on SR 279 and serve the community park, the southern Riverside Mill Site Trailhead, the boat ramp, and, if built, the federal land management agency offices.

2) Review the potential for including a section of the Mill Site Riverside Trail within the SR 279 ROW.

3) Coordinate future non-motorized access to the mill site from the existing Moab Canyon Bike Path to the proposed Mill Site Riverside Trail, and

4) Consider strategies to reduce potential noise and visual impacts to the site from the potential construction and operation of a Moab Bypass route utilizing S R 279.

Commercial Use

Consider commercial use management partnerships and leases for the use of property and facilities at the North Moab Gateway Area to provide public services where such services are necessary and appropriate. Publicly advertise for services through requests for proposals and evaluate offers considering both benefits and costs. Examples could include provision of transit, parking management, bike rental, food and beverage service, development of rental facilities, sales of tickets, visitor information materials and convenience items and the use of performance areas, meeting rooms, convention venues, and other spaces. Use revenue from arrangements with commercial entities to help offset the costs of operations, maintenance, management, and improvements in the North Moab Gateway Area.

Other Revenue Sources

Non-commercial use revenues raised directly by a successor governmental entity for the management, operation, use, or improvement of the North Moab Gateway Area, including, but not limited to, grants, donations, rentals, leases, fees, and sales as well as any tax revenue raised to support the area by a successor governmental entity shall be expended for the benefit of the area.

Consistency of Proposed Future Uses with the Community Vision

Regardless of the purpose of future proposed non-commercial or commercial uses, any new governmental entity, and successor governmental entity, receiving title to the property, should such an acquisition occur, must evaluate future uses for consistency with other uses of the site and the general purposes of the community vision for use of the Moab UMTRA site.

Retention of the Property

Given that any future transfer of title to the property is expected to be for public use and free of charge or only of a nominal charge, any governmental entity receiving future title shall retain ownership of the property indefinitely for the purposes of carrying out the community vision, except if a future additional title transfer is to another governmental entity for the same purpose.

The approval of ROW's for utility and transportation uses determined necessary for the well-being of the citizens of Moab and Grand County may be granted where consistent with the overall community vision.

The Community Vision Process

The 2018 Community Vision Update builds upon the 2013 Initial Community Vision. As was the case in 2013, the 2018 update is a collaborative effort of the Moab Tailings Project Steering Committee (MTPSC) and stakeholder representatives through appointment of its Site Futures (sub) Committee. The Site Futures Committee (SFC) includes members representing Grand County, the City of Moab, the National Park Service, the Bureau of Land Management, the Utah Division of Forestry, Fire and State Lands, and three appointed citizens "at large". To date, the process has obtained community input through three public comment periods and an open house or workshop during each comment period. In 2018, the SFC again utilized public input and member perspective to refine the community vision for beneficial future uses of the Moab Mill Site. Approval of the initial community vision by the Grand County and Moab City councils requires that the vision be updated every five years.

The MTPSC is delegated responsibility in Grand County Resolution 2992 to "discuss and develop strategies for the future use of the Moab Site." In early 2013, the MTPSC established the Site Futures Committee ("SFC") to develop a shared community vision of future uses of the Moab Mill Site.

The SFC hosted a public workshop on May 15, 2013 to educate the public and held a public comment period to generate suggestions for future site uses. The SFC integrated the public and agency suggestions into four alternative concepts for the site. It then held a second public workshop on September 18, 2013 to introduce the four alternatives and a second public comment period on the alternatives. The Initial Community Vision incorporated citizen and agency input to provide a conceptual guide for future development of the site. The Initial Vision included transportation and public information facilities, community park-type uses with an event center, a location for commercial visitor-related facilities, and space for future natural resource agency offices with attached research and educational facilities.

The Initial Community Vision was recommended to the MTPSC and unanimously approved at their public meeting on November 13, 2013. MTPSC presented the recommended concept as an Initial Community Vision on November 21, 2013 at a joint meeting of County and City Councils and the resolutions were approved at separate meetings of each body in January of 2014. The resolutions required updating the vision every five years.

In accordance with the requirement to update the community vision, the Site Futures Committee began work on the 2018 update following discussion at the April 24, 2018 meeting of the MTPSC. The SFC reviewed site and community changes since the Initial Vision, met with DOE, and toured the UMTRA site. It prepared a current base map for public review, updated SFC information on the county's website, hosted a comment period from May 14 through June 15 with an open house on May 31, and provided for on-line comment and written comment. Comment opportunities were advertised by news release, newspaper advertisement, radio interview, and radio public service announcement. The SFC summarized and reviewed comments and utilized many of them, along with SFC member input, to prepare the 2018 update. As mentioned under the public comment section above, the 2018 update focuses more on uses that would benefit residents than the 2013 initial vision and further refines management policy and site design guidance. In late July, the SFC forwarded its recommendations for the update to both the MTPSC and the DOE for review. On July 31, 2018, the SFC submitted its recommendation for the 2018 update to the MTPSC.

What Happens Next? Following approval by the MTPSC, the Grand County and Moab City councils may consider endorsing the 2018 community vision update at subsequent meetings.

Why Now? There is no firm date when site remediation work will be completed at the Moab UMTRA site or a guarantee that the DOE will transfer title to the site for community use. However, a conceptual vision for future uses of the site provides several interim benefits:

- 1) A demonstrated interest in future uses of the site provides justification for continued funding of the Moab UMTRA Project at a level adequate to support year-round operations. Winter operations at the Project were curtailed in 2012 and 2013 due to funding constraints.
- 2) The vision may allow DOE Environmental Management to accommodate future uses if they can do so within their approved scope of work, and particularly if Environmental Management can reduce costs. For example, the UMTRA project scope would likely include de-commissioning the paved haul road to the railroad loading area as part of site restoration. However, the Initial Community Vision includes use of the road to access a view area and the passenger and freight rail terminal. The road underpass under SR 279 is also proposed as part of the route for a trail connection with the Moab Canyon non-motorized trail.
- 3) The community vision process provides input to guide the future planning for the Mill Site area required in Grand County's Land Use Code through adoption of the 2001 Joint City of Moab / Grand County North Corridor Gateway Plan General Plan Amendment that designated the mill site as a Specially Planned Area.
- 4) Continued updates and local support provide justification for transfer of the site from the DOE for community purposes.
- 5) The 2018 Community Vision Update will be available for the Utah Division of Forestry, Fire and State Land to consider as input for the future management of lands along the Colorado River that may potentially fall under its jurisdiction as it develops its comprehensive management plan for the Colorado River.

For further information see Grand County's website at moabtailings.org

Supplemental Information

The Moab UMTRA Project

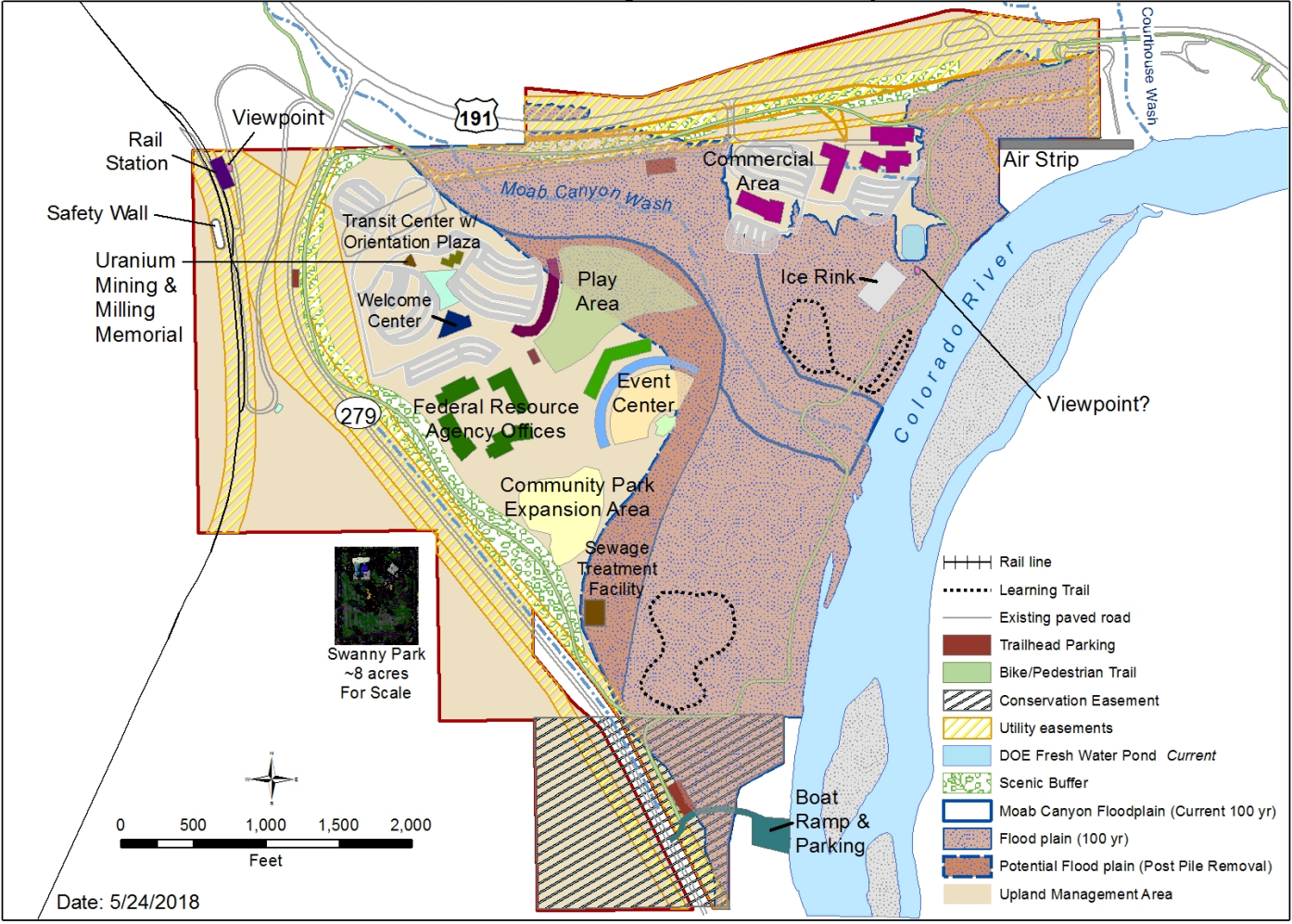
The U.S. Department of Energy's Office of Environmental Management ("EM") is conducting remediation and reclamation of the site of the former Atlas Minerals uranium mill and tailings. The 480-acre site is 3 miles north of downtown Moab on the bank of the Colorado River and adjacent to Arches National Park. This project is a Uranium Mill Tailings Remedial Action ("UMTRA") site authorized by Congress and funded by annual appropriations.

UMTRA Project Considerations

Planning for future community use of the Moab UMTRA site is carried out with the understanding that:

- 1) The topography of the site following completion of surface reclamation is uncertain,
- 2) The projected 100-year floodplains of Moab Canyon Wash and the Colorado River may be expanded or altered by excavation work associated with remediation work,
- 3) It may be necessary to excavate portions of the tailings site down to groundwater levels and groundwater remediation will likely extend many years beyond the completion of surface remediation,
- 4) Groundwater will never be available for use due to its high salinity and lingering contamination,
- 5) It is recognized that the approval of supplemental standards for the DOE means that certain areas will not be remediated or may only be partially remediated. Such areas include utility, highway, and road rights-of-way, areas with steep slopes, areas within Arches National Park, and some areas managed by the Bureau of Land Management. The decisions to complete less than full remediation in these areas considered agency input, the level of contamination, the frequency of public use, worker safety, and also in the case of utilities and highway infrastructure, the practicality of remediation,
- 6) The DOE's normal budget for the project is strictly for remediation and related purposes. Preparation of the site in support of locally planned potential future site uses would only be allowed at best if such action is cost neutral or cost saving to the project (e.g., leaving a road or pumping station in place for future use if it would otherwise be reclaimed). DOE may consider site enhancement projects and studies, funded by non-departmental monies, consistent with completion of remediation work,
- 7) Projecting the DOE's FY 2018 base budget for the site forward, it is estimated that transportation of tailings to the Crescent Junction disposal site might be completed around 2034. Final site clean-up work, de-mobilization, completion of reports by DOE Environmental Management, and transfer of operational control to DOE Legacy Management could take several additional years. If it occurs, the actual legal transfer of the property title to a local entity for the proposed beneficial public uses might take several additional years, and
- 8) Future funding changes could reduce or extend the date for which a potential transfer of the site for future use might occur. If the DOE decides to relinquish title to the site following completion of UMTRA work, the site might be transferred to another federal agency, the State of Utah, or, if still available, to local government. The assumption of such an ownership transfer is being conducted for planning purposes to enable Grand County, Moab City and other stakeholders to prepare for such an eventuality should it occur.

2018 Community Vision Base Map



The 2018 Community Vision Base Map documents site baseline changes presented to the public during the 2018 comment period.