

## **CITY OF MOAB RESOLUTION 19-2023**

### **A RESOLUTION SUPPORTING THE 2023 UPDATE TO THE COMMUNITY VISION FOR FUTURE USES OF THE MOAB UMTRA PROJECT SITE**

**WHEREAS**, on November 21, 2013, the Initial Community Vision for future uses of the Moab UMTRA Project Site was presented and recommended by the Moab Tailings Project Steering Committee (Steering Committee) to both the Grand County Council and the Moab City Council at a joint session; and

**WHEREAS**, on January 21, 2014 the Initial Community Vision was approved by the Grand County Council through Resolution No. 3015 and by the Moab City Council on January 28, 2014 through Resolution #11-2014; and

**WHEREAS**, on August 7, 2018, the first Community Vision update was approved by the Grand County Council through Resolution No. 3153 and by the Moab City Council on September 10, 2018; and

**WHEREAS**, on April 25, 2023 the second Community Vision update for future uses of the Moab UMTRA Project Site was presented to and endorsed by the Moab Tailings Project Steering Committee to be recommended for consideration by the Grand County Commission and the Moab City Council; and

**WHEREAS**, on May 8, 2023 the second Community Vision update for future uses of the Moab UMTRA Project Site was presented to and endorsed by the Grand County Planning Commission to be recommended for consideration by the Grand County Commission; and

**WHEREAS**, the 2014 County and City resolutions both included the following provisions:

Future Uses to Provide Social and Economic Benefits. It is the express intent of this initial vision, that any future uses of the Moab Site shall provide substantial social and economic benefits to residents of and visitors to Moab and Grand County.

Periodic Updates. At least once every five years until the DOE determines final site disposition, the Steering Committee may direct the Site Futures Committee to review and update the Community Vision as needed using a public and agency input process, and to coordinate these reviews and updates with other planning processes.

Notification of Substantive Updates. The Steering Committee shall notify the Grand County Council and the Moab City Council whenever a substantive update is made by the Site Futures Committee to the Initial Community Vision or any subsequent Community Visions for future uses of the Moab Site.

Review and Approval of Substantive Updates. The Moab City Council and the Grand County Council reserve the right to endorse or reject any substantive future revisions to the Community Vision.

**WHEREAS**, the Grand County Council requested that the DOE transfer ownership of the Moab Site to Grand County and/or to the City of Moab upon completion of the Moab Project; and

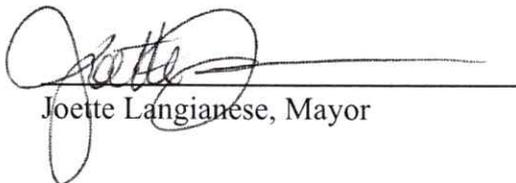
**WHEREAS,**

1. The future uses proposed for the Moab UMTRA Project Site would bring about substantial social and economic benefits to residents of and visitors to Moab and Grand County;
2. The Site Futures Committee has completed the 2023 Community Vision Update as the second five-year update following a coordinated public and agency input process and that the Moab Tailings Project Steering Committee has endorsed adoption of the 2023 Community Vision update;
3. Both Grand County and Moab City had representation during the process;
4. The Steering Committee has properly informed both the Grand County Commission and Moab City Council about the proposed update; and
5. The future uses proposed by the Site Futures Committee represent another step towards completion of future planning for the Mill Site area as 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.

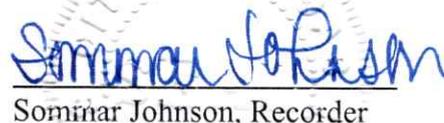
**Now therefore**, the Moab City Council hereby supports and endorses the After the Pile 2023 *Community Vision Update for Future Use of the Moab Uranium Mill Tailings Remedial Action Project Site*, as endorsed by the Steering Committee, as guidance for more detailed planning required for the Specially Planned Area.

Passed and adopted by action of the Governing Body of the City of Moab in open session on this 27th day of June, 2023.

SIGNED:

  
Joette Langianese, Mayor

ATTEST:

  
Sommar Johnson, Recorder

**North Moab Gateway Area**

# **After the Pile**

**2023 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

April 25, 2023

Ben Alter, Grand County Economic Development & Tourism

Norm Boyd, Resident At-Large

Rani Derasary, City of Moab

Noelle Gignoux, Grand County Planning & Zoning

Jenna Gorney, Grand County Planning & Zoning

August Granath, Grand County Economic Development & Tourism

Joette Langianese, City of Moab

Tony Mancuso, Utah Sovereign Lands

Elissa Martin, Grand County Planning & Zoning

Mary McGann, Grand County Commission

Dave Pals, Bureau of Land Management

Saxon Sharpe, Resident At-Large (Vice-chair)

Amy Tendick, National Park Service

Russell von Koch, At-large (Chair)

Lisa Wilkolak, Bureau of Land Management

Gery Wakefield, from the NPS, used his GIS skills to visualize our ideas on the 2023 map.

Thanks to Lisa Church for providing editorial comments.

Continued thanks to Lee Shenton for his many early contributions to this project.

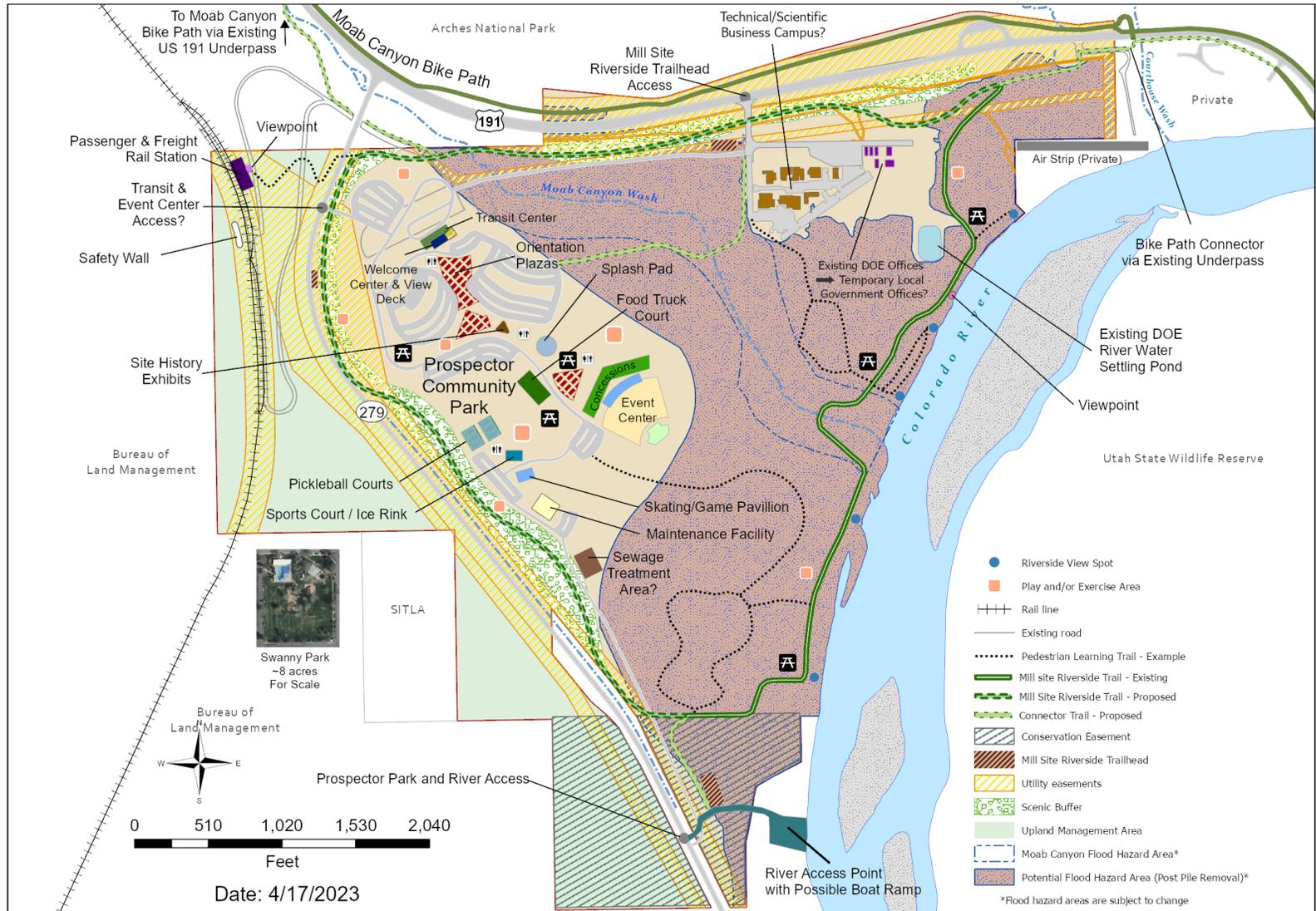
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## North Moab Gateway Area - 2023 Community Vision Update Map Conceptual Facility Locations



The 2023 Community Vision Update provides a concept of how the various uses derived through the Site Futures planning process might be located at the mill site property. This map is not a detailed site plan. Considerable further planning, feasibility studies, design, and engineering will be necessary prior to development.

# **2023 Community Vision Update For Potential Future Use of the Moab Uranium Mill Tailings Remedial Action Site**

## **Summary**

The 2023 Community Vision Update for the North Moab Gateway Area includes a mission and vision statement as well as guiding principles. These concepts were developed based on public comment, sound planning principles, and safety considerations. They are intended to provide a roadmap for future updates to the community vision.

This updated vision also includes new guidance for coordinating with the Department of Energy's (DOE) Office of Legacy Management to help assure successful protection of public health for the indefinite future, proposes a phased implementation sequence, and suggests detailed resource conservation measures.

As in the 2018 Vision, public comments supported facilities and uses that could be utilized by residents and not just visitors. Sustainability and conservation measures with a new emphasis upon reducing water use at the site were also proposed.

Proposed uses retained from the 2018 vision include an area with a large outdoor event center for concerts and other performances, a transit center, the orientation plazas, and a covered game pavilion. Trails, view areas, and space for a rail station at the existing DOE rail siding also remain in this vision.

Several uses proposed in 2018 have been modified. The boat ramp proposed in 2018 is now described as a river access point potentially with a boat ramp. This change is necessary to support the planning process currently underway by the Utah Division of Forestry, Fire and State Lands that is expected to be completed in 2024. The large play areas and inland beach proposed in 2018 are replaced with small play and / or exercise areas and a splash pad to reduce both water usage and maintenance costs. The reflection pool / ice rink is now proposed as a seasonally adjustable sports court / shallow ice rink.

Multiple suggestions for refinements to the 2018 vision include expanded trail access to the river banks and water, the addition of stand-alone Pickleball courts, a paved bike path connecting the Mill Site Riverside Trail to State Highway 279, bike racks, bike rental, designation of an events-only food truck parking area near the event center, and a designated space for temporary artist tents. Purchase and placement of locally produced art is encouraged.

Potential additional site uses recommended for future evaluation and public comment include retention of some of the existing modular DOE buildings for use as temporary local government office space and for DOE Office of Legacy Management use. This short term use could be followed by long-term development of a corporate scientific / technical business campus. Consideration of these uses will be further evaluated in the next community vision update.

Concepts in the 2018 vision firmly rejected by residents and, thus, deleted from the 2023 vision include the indoor performance and convention center, artist studio village, inland beach, federal resource agency offices, and food court/food service (apart from food service available for events).

## **Introduction**

The Moab Uranium Mill Tailings Remedial Action Site (also known as the North Moab Gateway Area, Atlas Mill Site, mill site, and project area) is a 480-acre parcel of land located 3 miles north of downtown Moab on the north bank of the Colorado River and adjacent to Arches National Park. This Vision 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.

Mission and vision statements, as well as guiding principles, have been included in this update. These additions will help provide a framework for potential future uses of the property and help assure successful protection of public health for the indefinite future.

Other sections address a phased implementation sequence, detailed resource conservation measures, site constraints, commercial use, revenue generation, property retention, and a brief background about the UMTRA project. The review of the community vision effort in the supplemental information section was expanded to include the 2023 update process as part of the chronology.

This community vision is a recommendation for potential future use of the Moab mill site property. Proposed uses and concept-level site locations are shown on the 2023 Community Vision Update Map for the North Moab Gateway Area and further described in the text. The vision is not a detailed site plan. The update provides a concept for how the various uses derived through the site futures planning process might be located on the property. Considerable further professional planning, feasibility analysis, and engineering design will be necessary prior to developing the major facilities.

## **Mission, Vision, and Guiding Principles**

### **Mission of the Site Futures Committee**

Conduct a public planning process to develop a community vision for potential future use of the former Atlas Uranium Mill Site property.

### **Vision for Future Use of the Mill Site Property**

Grand County and Moab City will acquire, develop, and manage the former Atlas Uranium Mill Site property in cooperation with other agencies to provide a wide range of social, physical, economic, and community-focused amenities.

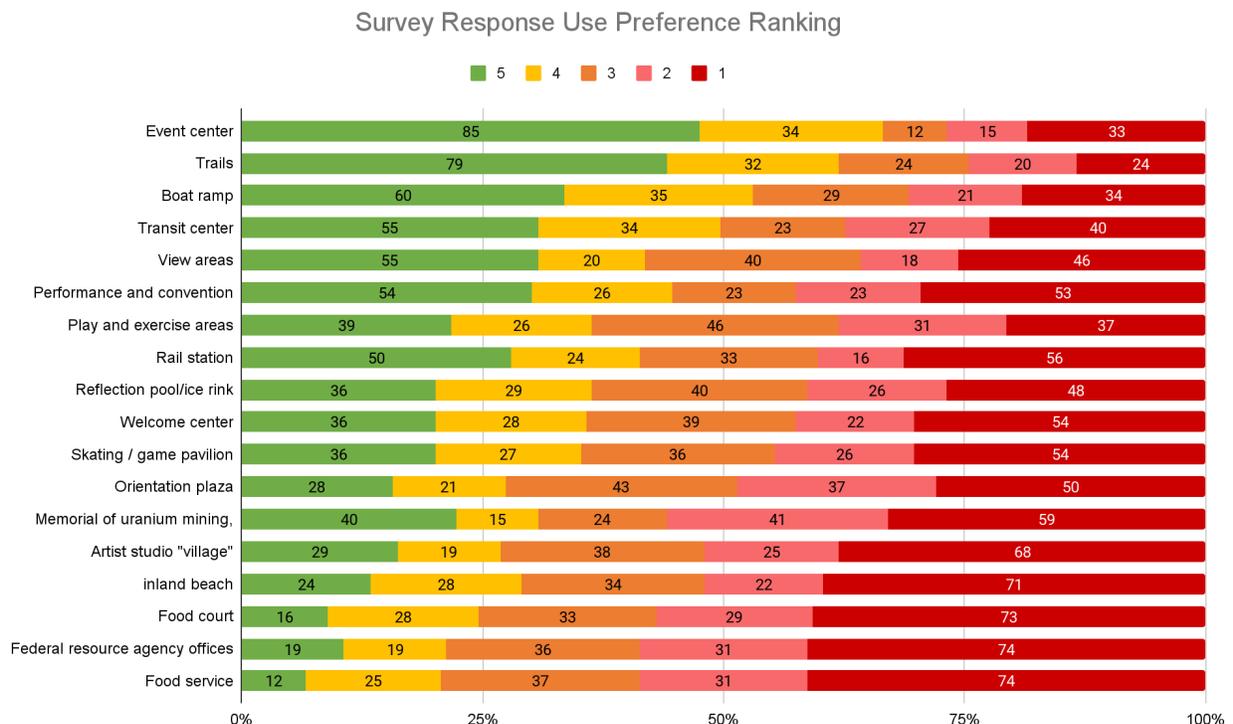
### **Principles for Site Design and Implementation**

1. Continue collaboration with the Department of Energy’s Office of Environmental Management at the Moab Uranium Mill Tailings Remedial Action Project site through completion of its environmental remediation and site cleanup mission.
2. Work in partnership with the Department of Energy’s Office of Legacy Management to support its permanent obligation to assure future public health and safety from hazards related to the operation and closure of the former Atlas uranium mill site.
3. Plan future site use based on the community’s vision and needs emphasizing facilities that can be enjoyed by local residents.
4. Prioritize health and safety throughout site design and facility development.
5. Pursue short-term and long-term sources of funding to support facility development, property management, and site operations.
6. Use sound planning to create a welcoming north gateway to the Moab Valley.
7. Develop a phased multi-year implementation plan subject to available funding.
8. Incorporate environmental sustainability and energy conservation measures for structures, utilities, and other facilities.
9. Emphasize resource conservation and enhancement for riparian, upland, and non-developed areas.
10. Recognize existing rights-of-way and property deed restrictions during site development to assure continuation of essential utility and transportation corridors and deed compliance.

## Public Comment and Response

Central to the 2023 Community Vision Update was the collection of public comment about potential future uses of the former Atlas Uranium Mill Tailings Site. The Site Futures Committee began meeting in October of 2022 to initiate planning the update and strategize how to collect community input. On November 16, 2022, the Site Futures Committee held an open house for the community to review the 2018 Community Vision and to provide feedback on the proposed uses. Approximately 20 people attended the open house. Comments were collected through a mapping exercise and participants were encouraged to also complete a survey response form. This survey was also available online through the County’s community engagement portal, Grand County Connects, for approximately 10 weeks. In total, 179 community members completed this survey, which asked respondents to rank the uses proposed in 2018, suggest new ideas, and provide their opinion about uses to which they were opposed or thought were not needed. The use of social media to inform residents about the 2023 Community Vision Update and the ability to comment directly online via Grand County Connects resulted in far more comments received compared to the 2013 and 2018 visioning efforts.

The results of the use preference ranking section of the survey are shown below. A ranking of 5 showed the most support, while a ranking of 1 showed the least support. This quantitative data was supplemented with the results of open-ended, qualitative questions about new ideas for site uses, and opinions about facilities and uses thought to be no longer necessary.



As shown in the chart above, the proposed uses that received the most support from the public survey, in order of greatest support first, were the event center, trails, a boat ramp, the transit center, and the view areas. Some respondents were unsure of the difference between the performance and

convention center and the outdoor events center, however online and in-person comments confirmed that the amphitheater-style outdoor events center was strongly supported while the indoor performance and convention center had considerably less support. The tallied survey responses show support and opposition fairly evenly split for the play and exercise areas and the rail station. Opposed uses, in order of least support first, were for food service, Federal offices, a food court, the inland beach, an artist studio village, a uranium mining, milling, and remediation memorial, an orientation plaza, a skating / game pavilion, a welcome center, and a reflection pond / ice rink.

In the open-ended survey questions, respondents suggested multiple new uses that the Site Futures Committee agreed would add value to the 2023 Community Vision Update. These new uses are described in the Recommendation Site Uses section below. Based on public input, uses removed from the 2018 vision include the community performance and convention center, the artist studio village, food court, inland beach, federal resource agency offices, and food service trucks. Water conservation is incorporated into the 2023 plan so lawn areas and other uses relying on water are minimized.

Some comments suggested adding a solar farm at the former mill site. The committee opted to expand its proposals for incorporating solar electricity generation into building and structure design, rather than recommending “stand-alone” solar arrays in the visually sensitive North Gateway Area where space is at a premium.

## **Recommended Site Uses for the North Moab Gateway Area**

### **Moab Outdoor Event Center**

Reserve space for a multi-purpose outdoor Event Center on the west side of Moab Canyon Wash. The amphitheater-style event center would provide facilities for concerts and performances as well as other public events. Such facilities typically include a lockable secure stage, a green room, open-air seating, parking, restrooms, controlled entry, an administrative office, a ticket office and other facilities and services for hosting productions. A concession area for equipment rental, food service for events, and event-related sales items could also be included. Grand Junction’s amphitheater event center at Las Colonias Park is an example of this type of facility.

Plan space near the event center for a food truck court to serve event attendees is newly proposed for the 2023 update. Designation of space for artist tent use at art-focused events is also proposed. Nearby outdoor tables would support event-related concessions and food truck sales.

In an effort to reduce downtown traffic congestion and noise, current or new events could be moved from in-town locations to this event center. Designing the event center ticket office to also function as a general Moab event registration facility, regardless of actual event location, could further reduce downtown congestion.

### **Prospector Community Park**

Establish Prospector Community Park (suggested name) on the west side of Moab Canyon Wash between the event and transit centers. Shaded walkways, connecting several shaded orientation plazas, would form a pedestrian access and relaxation space between the transit area (see below) and the event center. The area would feature educational exhibits about the Moab area including

its history, natural resource values, and low-impact use. Walkways and other shade structures could be used for solar power generation.

Botanical management areas, or raised planter beds, with native plants or other non-invasive plant species would border plazas and connecting walkways, creating transitional educational and landscaped areas between the developed sites and surrounding areas of restored vegetation. Connecting walkways or trails would facilitate access and site maintenance. Public use of the managed vegetation areas would generally be restricted.

The public also suggested installing sculptures, murals, and other works of art produced by local artists for installation at the community park and other site locations. Competition for commissioning of art installations would be subject to local government processes and approval.

**Play and / or Exercise Areas:** Reserve space for small play and / or exercise areas of various types designed for use by children and / or adults. Play and exercise equipment at these sites would likely vary by site location to accommodate a variety of interests. They would generally be located along the Mill Site Riverside Trail and between the transit center and the event center. Plan two larger play areas for children near the sports court / ice rink and the event center within the community park.

To facilitate conservation of water resources and reduce maintenance costs, large lawns would not be developed at the former mill site. Depending upon the type of intended use, alternative ground cover for play areas could include wood chips, cork, gravel, or other activity-appropriate natural and environmentally safe materials.

Other facilities retained from the 2018 Community Vision Update include: game board stations, climbing walls and rocks, slacklines, and a bicycle pump track (a loop of rollers and berms, that when ridden properly requires little or no pedaling). Additional uses suggested by the public, and recommended as part of the 2023 Community Vision Update include: a bike share or rental facility (possibly automated), bike racks, and a fenced dog park area.

**Picnic Areas:** Plan for covered picnic areas between the transit center and near the event center food service areas. Individual or small clusters of picnic tables and benches could be located within the community park, along the Mill Site Riverside Trail, and other locations as appropriate.

**Covered Sports Pavilion:** Reserve space in the southern end of the community park for a covered roller skating and game / sports pavilion. Pavilion floor markings for sports and games, such as pickleball, could be added to maximize different sports uses. Include support facilities such as restrooms, a water station, skate and game equipment rental, a wind shelter, spectator seating and, new for the 2023 update, game or equipment lockers rented on an annual basis by local groups. Adding basketball, as suggested by public comment during the 2023 update, is a proposed new use for the covered pavilion.

**Pickleball Courts:** Reserving space for uncovered pickleball courts is recommended as part of the 2023 update. A possible location would be near the Covered Sports Pavillion so that the courts could share support facilities such as restrooms, a water fountain, and parking with the sports and games pavilion.

**River Access Point:** Reserve space for a boating-focused river access point potentially with a boat ramp and an associated parking area. This project would be in cooperation with the Utah Division of Forestry, Fire and State Lands. Additional study is necessary to determine the location, purpose, and

design specifications. See the Sovereign Lands of the State of Utah section in Site Constraints below for more information about on-going state planning for this section of the river.

**Splash Pad:** Installation of a splash pad has been added as a new use that would help warm-season site users cool off by getting sprayed with water. Splash pads are zero-depth water features that can operate with fresh, gray, or recirculated water. The splash pad could be located along or near the orientation plazas and would be designed with water conservation features.

**Sports Court / Ice Rink:** Construct a dual-use sports court / ice rink. During Spring through Fall this facility would be managed as a Sports Court with a hard durable surface that could accommodate uses such as basketball or tennis. The court area would be surrounded by a low containment rim that would allow flooding of the area for conversion of the facility into an ice rink. It would be located in the western portion of the site to get significant winter shade and be near other athletic related facilities. Park City and other municipalities have successfully implemented this sort of facility.

## **Trails & View Areas**

**Mill Site Riverside Trail:** Work with the DOE to extend the existing DOE-built section of the Mill Site Riverside Trail to form a loop around the property. The Mill Site Riverside Trail loop would be paved on one side with marked lanes for cycling and skating and the other side would be a non-paved or rubberized type surface for walking and running. See below under other trail considerations for a possible exception to this construction guidance for areas subject to flooding.

**Mill Site Riverside Trail Connecting Trails:** Connect the Mill Site Riverside Trail with the Moab Canyon Bike Path by paving a bike path along the existing DOE constructed route from the existing UDOT constructed Courthouse Wash Bridge bike lane underpass to the Mill Site Riverside Trail.

Coordinate with UDOT to complete a bike path along the south side of U.S. 191 from its current end at the businesses area between the U.S. 191 highway bridges. The new section would continue past the business area, cross Courthouse Wash over a new bike bridge and connect with the UDOT built Courthouse Wash bike trail underpass. When completed this route would connect the business area on the northwest side of the Colorado River to the North Moab Gateway Area via a new bike bridge across Courthouse Wash.

Coordinate with the Bureau of Land Management and the Utah Department of Highways to build a new connector route between the Mill Site Riverside Trail and the Moab Canyon Bike Path at a point north of the U.S. 191 / S.R. 279 junction. This route would cross underneath U.S. 191 via the existing DOE haul road S.R. 279 underpass and the existing U.S. 191 Moab Canyon Wash box culvert. This route is mostly on BLM administered land and also largely within the highway rights of way. Because of its low clearance, riders would likely have to dismount while crossing under U.S. 191. A paved entry on the Arches National Park side from the Moab Canyon Bike Path into the box culvert was constructed as part of the Moab Canyon Bike Path project in anticipation of this connector bike path..

Construct a new Mill Site Riverside connector trail that would parallel the existing DOE graveled road that exits onto S.R. 279 via the green gate south of the tailings pile. This trail segment would complete a cycling route from the Moab Canyon Bike Path to S.R. 279 via the Mill Site Riverside Trail. It would include a trailhead and parking area accessed from S.R. 279.

The Millsite Riverside Trail connector trail segments described above would be paved to match the style of the existing Moab Canyon Bike Path.

**Other Trail Considerations:** Consider construction of other trails to connect various use areas of the site, e.g., a connector between facilities on the west and east sides of Moab Canyon Wash and connector routes between trail accessible areas.

Some trail segments may include exercise or fitness installations at appropriate locations, as well as educational signage about floodplains, geomorphology, the local ecosystem, wildlife corridors, riparian habitats, and the site’s history, resources, and values. Educational materials along these pedestrian learning trails would be created in cooperation with the Utah Division of Forestry, Fire, and State Lands, as well as other local stakeholders.

Trail placement and construction will be developed in consultation with the DOE regarding the location of existing or future DOE hardened routes (i.e. low-water crossings) built by the DOE for remediation-related work that may also have potential for future road or non-motorized trail access. Due to potential damage, standard paved surfaces should not be installed on the Mill Site Riverside trail in any sections within the ordinary high-water mark. Investigate the potential for other types of trail surfacing that are appropriate for these areas.

Install “You are Here” map signs with trail segment mileages at trailhead and trail junctions throughout the mill site area similar to those used by TrailMix for bike trails.

**View Areas:** View areas will be included in this trail system and throughout the site, including an interpretive viewpoint from a dike, short tower, or platform with a trail connection from the Mill Site Riverside Trail. This viewpoint would be supported by interpretive materials and signage that cover the area’s natural features and site restoration work. Another interpretive viewpoint is recommended near the site proposed for the rail station, designed as an introduction to the Moab Valley with interpretive material highlighting the major visible geographic features as far as the La Sal Mountains. Additional interpretive topics include geologic history, the Colorado River, and the Moab wetlands. This viewpoint would be accessed from the proposed rail station, the existing DOE haul road to the rail line, and through construction of a non-motorized spur trail from the Mill Site Riverside Trail.

**Pedestrian Riverside View Spots:** Provide multiple small riverbank areas for viewing the Colorado River, wildlife / bird watching, and relaxing. These “opened-up” restored natural riparian locations could serve as both near-town river access and education venues for school groups. The view spots would be accessed via pedestrian trails.

## **Transportation Enhancement Facilities**

**Moab Transit Center:** Establish a Moab Transit Center in the northeast portion of the project area west of Moab Canyon Wash. 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 and provide an education venue.

The transit center would be served by a dedicated access road and designed to be expanded in stages as necessary. It would be connected by covered or shaded walkways to the other major facilities on the west side of Moab Canyon Wash. Parking space and management for the transit center would be integrated with that for the event center.

Arches National Park, and perhaps eventually Canyonlands National Park, would be the major destination served by buses from the transit center. National Park-bound transit passengers could potentially be allowed expedited entry consistent with NPS operational policies and management plans.

Transportation service between the event center and downtown Moab would also be a major function of the transit center. With this service, many residents and visitors could attend events without private vehicles and reduce congestion to and from events.

The transit center, supported by small bus or van service from the Lions Park Transit Hub, could eventually serve destinations such as the Bar M Trailhead, campgrounds and trailheads along the Colorado Riverway, the Moab airport, the City of Moab and Spanish Valley south to the Old Spanish Trail Arena. Consideration should be given to transit and parking 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. Consider a discount transit pass program for residents.

Coordinate with the Moab Area Transit, as established in 2023 or any successor system, to jointly plan potential access and service to the proposed transit center, the Lions Park Transit Hub, and other potential service locations at or near the North Gateway Planning Area.

**Rail Station:** Reserve space for a future Moab passenger and freight rail station along the existing Union Pacific / UMTRA rail spur, south of the current gantry crane parking area. Request that the existing concrete safety wall structures near the entrance to the rail tunnel be retained for future protection of the railbench area.

The rail station would have a covered passenger siding and perhaps secure storage for temporary freight. When rail service to Moab is under active discussion with the Union Pacific Railroad and other entities such as the Utah Department of Transportation, consider recommending that a rail stop at the airport also be considered and that the existing Green River passenger rail platform be enhanced to include a sheltered, climate-controlled passenger waiting area for passengers going to and arriving from Moab, and temporary storage for Moab-related freight.

## **Information and Education Facilities**

**Welcome & Education Center:** Develop a staffed indoor welcome center located 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. Initially, the Welcome Center function could be limited to unstaffed informational and educational displays. Subsequently, it could encompass a staffed information desk with a revenue-supporting sales area similar to, but likely smaller than, the Moab Information Center. Information about the fragility of native plants, soil, archeological sites, scenic areas, and other area resources and how to help protect them would be featured.

**Orientation Plazas:** Construct a series of shaded orientation plazas leading south from the welcome center toward 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 site users throughout the orientation plaza as well as the project area. Transit schedules could also be posted at these kiosks. Other outdoor exhibits would explain “What happened here?” to inform park visitors about the region’s history including the uranium boom and the subsequent history of the mill site. Exhibits could also provide a simple memorial to regional workers whose lives were impacted by uranium mining and milling activity.

### **Use of the Existing DOE Office Location**

Located in the northeast portion of the site east of Moab Canyon Wash, the DOE administrative office area chiefly consists of an access road, a parking lot, and modular “moved-on” type office and laboratory buildings. The DOE hauls water for on-site culinary use and utilizes a tank and leach field system for sewage disposal.

**Short-Term Local Government Office Use:** Recommendations in the 2023 Community Vision Update deleted all of the uses proposed in the 2018 update for this area except for trail-related facilities. The 2023 update recommends future consideration of two new concepts for short-term and long-term future use of the DOE office area.

For the short term, with DOE permission, some of the modular buildings would be retained for temporary local government and visiting DOE Office of Legacy Management use. Office space could also be used for project administration purposes during construction of the other potential facilities proposed for the Moab UMTRA site. A downside is that the modular office buildings would need to be maintained and require water hauling and sewer utility support. Ultimately, the remaining buildings and related facilities would likely be removed or dismantled at additional local government cost.

**Long-Term Technical / Scientific Campus or Similar Use:** Potential long-term development of the DOE administrative area could include a corporate technical / scientific business campus or similar facility. Revenue from property leases and taxes could be targeted to help offset the costs of operations, maintenance, management, and improvements at the former mill site property. Such a facility could also provide employment opportunities and help diversify the local economy. An example of this type of commercial facility is the Riverfront at Las Colonias Business Park in Grand Junction, Colorado, which has become a headquarters for businesses in the outdoor recreation and technology sectors.

The recommendation for potential future use of the DOE office area is to further consider these short-term and long-term concepts as part of the next community vision update. Further consideration would seek to assess their feasibility and provide opportunity for public comment including identification of alternative uses.

### **Support Facilities**

**Culinary Water:** Provide culinary water service as needed to support site uses in partnership with the Arches Special Service District. Opportunities may exist to utilize Colorado River water to support all types of water use at the site.

**Sewage treatment:** Work with the Arches Special Service District to study the feasibility of expanding existing sewer capacity to serve potential future needs at the Mill Site area that are consistent with this vision. As part of this review, also consider meeting the long-term sewage disposal needs for the Arches National Park Visitor Center area. Coordinate with the Arches Special Service District regarding any future use or removal of the existing leach field that services the DOE administrative site.

As facilities are developed at the former mill site, consider conducting a study to determine the feasibility and cost for a potential connection to Moab City sewer service. If necessary, consider construction of a sewage treatment facility above the expected flood hazard area at a location determined by an engineering study. The 2023 Community Vision Update Map for the North Moab Gateway Area shows a potential location for a sewage treatment area if further study determines that such a facility is necessary.

**Composting, Vault or Other Alternative Human Waste Disposal Systems:** Consider the feasibility of installing composting or other alternative waste disposal systems for some of the more remote and / or likely lesser-used locations at the site where connection to a sewage treatment system would be impractical.

In consultation with Solid Waste Special Service District #1 and the Southeast Utah Health Department, consider river access point location use of a commercial bag-based human waste disposal system (such as wag bag disposal & pickup, a portable toilet dumping station, and/or a SCAT Machine).

**Maintenance Building & Wareyard:** Reserve approximately one-half acre for a site maintenance facility in the southwest part of the site. This 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.

**Parking:** Provide parking and related access to serve the major facilities in the North Moab Gateway Area, the proposed Mill Site Riverside Trail trailheads, and for a river access point location potentially with a boat ramp.

Design parking areas to reduce their visual impact, considering location, size, color, texture, lighting, and the potential for screening to help assure that parking areas do not significantly diminish the visual aesthetics of the Moab Valley gateway. Consider incorporating single-level parking structures under major buildings as a means to reduce the “footprint” of parking facilities.

Provide a designated commercial motor coach parking area near the transit center and, if necessary, a shaded waiting / meeting area for passengers and drivers. No overnight parking will be allowed. Parking for long-haul trucks is not consistent with planned uses.

Consider charging parking fees as a source of site management revenue. Fees could be charged at higher rates for premium parking, (e.g., under covered structures with rooftop solar electric cells and charging stations) and for oversize vehicles. Install electric, and possibly other new alternative types of vehicle charging / fueling stations, in parking areas as appropriate to help meet expected demand.

Consider a discount frequent user parking pass program for non-event community park use, e.g., an annual pass.

Recognize that parking space at the mill site will be finite. As use of the site grows, planned available parking may not be able to accommodate all users. Future management should actively encourage visitors, site employees, and residents to leave their vehicles at their lodging, campsite, or home and take local transit or the North Moab Bike Path to the North Moab Gateway Area.

**Existing DOE River Water Pumping and Distribution System:** Recognize that continued use of the existing DOE groundwater decontamination system may be necessary subsequent to demobilization of soil and other non-groundwater remediation work.

To facilitate future opportunities to utilize Colorado River water to support all types of water use at the site, work with the DOE to coordinate retention of all or portions of the DOE's existing irrigation system for potential future use by local government. Potential pumping and distribution system uses include: vegetation restoration, landscape maintenance, dust control, construction purposes, and other similar uses. System elements include the river-water extraction pumping system, the fresh water settling pond, water lines, the sand filtration facility on the west side of Moab Canyon Wash and all related system components such as pumps and water storage facilities.

**Existing DOE Electrical Power System:** Work with the DOE to coordinate retention of all or portions of the DOE's existing electrical power distribution system for potential future on-site use by local government.

## Site Constraints

### Floodplain and Undevelopable Areas

Approximately 74% of the property's 480 acres is currently on steep hillsides, on land with a conservation easement, encumbered by highway, railroad and utility rights-of-way, or in flood hazard areas. A flood hazard area is defined by the Federal Emergency Management Agency (FEMA) as, "the area in which it may be reasonable to suspect flood waters could threaten life and property," such as the floodplain of the Colorado River and Moab Canyon Wash.

Approximately 114 acres on the west and east sides of Moab Canyon Wash (95 and 19 acres respectively) are potentially available for permanent structure development. Additional future site studies, planning, engineering, and regulatory changes may further alter the feasibility, cost, type, and scale of development and use at the site.

The estimate of the developable area may change depending upon the excavation depth required for mill tailings remediation. Excavation can alter site topography, thus changing the flood hazard area and creating other constraints. For planning purposes, the locations of major facilities proposed here are intended to remain above the flood hazard area. Changes in the size and locations of such facilities in future updates may be necessary to compensate for unanticipated changes at the project area or new information such as revision to floodplain maps.

### No Overnight Use

While affordable housing is a pressing concern in our community, no overnight use of the former mill site property is recommended, including housing, lodging, or camping, due to potential health issues and liability for such use at a former uranium mill site with a long history of radioactive and chemical

contamination. An additional risk at this site is the potential for flood events that could risk lives and damage personal property. For reference, the City of Grand Junction, following legal opinion, has determined that no overnight use will be allowed at Las Colonias Park, the former site of the Climax Uranium Mill.

## **Water Availability and Water Rights**

Usable groundwater is not available from the mill site property. Any use of or contact with on-site groundwater should be prohibited because of naturally high salinity and the potential for lingering radioactive, heavy metal, and chemical contamination, including ammonia. Consequently, all water used at the site will have to come from other sources. It will also be necessary to implement water conservation practices site-wide as part of the community vision to meet public service and conservation objectives.

**Culinary Water:** With no possibility for on-site groundwater extraction, potential options for providing culinary water include rail tanker car and truck tanker transport to storage tanks, partnering with the Arches Special Service District to supply water, and/or extension of local government water service to the property. Culinary water use can be reduced by actions such as reminding site users to bring their own drinking water and providing water bottle filling stations.

Another possible option for culinary water is extraction and treatment of water from the Colorado River. If water is available from the Colorado River, consider a 100% water reuse technology where water from the river would be treated to a culinary standard. The used water could then be treated and returned to the river or transferred into a secondary water system to help meet site irrigation needs.

To reduce costs and provide essential services, it will be necessary to treat and distribute water for culinary purposes separately from water used for non-culinary uses, such as landscape irrigation.

**Non-Culinary Water:** Non-culinary water will likely be transported by rail or truck or extraction from the Colorado River. A source of non-culinary water will be necessary to continue ongoing site revegetation of ground cover through plant and landscape establishment and maintenance until supplemental water use is no longer required. Such work is necessary for dust abatement, wildlife habitat, and erosion control. See the landscaping section for more information.

**Water Rights:** An existing Colorado River water right was established for mill site operations and transferred to the DOE when the federal government took control of the property following bankruptcy proceedings. The DOE has exercised this water right during its uranium mill tailings remedial action work for dust control, revegetation work, and other purposes. It currently operates and maintains a river water extraction, sediment removal, and distribution system.

An affordable source of culinary and non-culinary water for use at the former mill site property is essential for achieving potential beneficial community use. The recommended community vision includes a transfer of the mill site's existing Colorado River water right to the appropriate local government water utility provider, the Grand Water & Sewer Special Service Agency and / or the City of Moab, to assure beneficial community use. Such action would be part of the overall potential transfer of the mill site property to local government. Actual water extraction, processing, and distribution could be exercised directly by one or both of the above entities with operational assistance potentially via agreement with the Arches Special Service District. It is also recommended that any water available through the existing water right and not needed at the mill site property be subject to use by Grand County and Moab City to meet civic needs.

## **Soil**

Due to the possibility of residual contamination, it is recommended that soil excavated for structures or other purposes not be removed from the site except for transport to a dedicated, secure long-term facility or other location approved for acceptance of such soil.

## **Rights-of-Way and Deed-Restricted Lands**

Multiple utility and transportation ROW are located on the property. Each ROW includes specific authorization for use of the land. In some instances, topography and civic need has dictated ROW locations. Areas between parallel ROWs may be needed for future ROW expansion and are generally too small for other future uses. Some relatively small, low-cost surface uses, such as trail or road crossings may be authorized where they would not conflict with ROW use.

A donated property in the southwest portion of the mill site limits the percentage of surface development by deed restriction. No major facilities are suggested for this area, but it has potential for general site access, trail, and trailhead parking use.

## **Sovereign Lands of the State of Utah**

The bed and banks of the Colorado River within the site are Sovereign Lands administered by the Utah Division of Forestry Fire and State Lands (FFSL). The FFSL is a participant in the community vision process. Consequently, future proposed use of lands along the river shall be concurrent with Sovereign Lands management objectives for the area. Because of their lowland riparian nature, proposed facilities for Utah Sovereign Lands include low-cost and low-impact uses that may withstand seasonal flooding. These uses include pedestrian river access, scientific and nature study, education and walking trails, trails to riverside viewpoints, and a river access point potentially with a boat ramp. Please note that FFSL is currently updating its plan for this section of the Colorado River with a target completion date by the end of 2024. Consequently, the 2023 Community Vision Update is deferring a precise recommendation for this area pending this plan's completion.

# **Design Guidelines and Site Planning Considerations**

## **Phased Implementation**

Following potential transfer of the Moab UMTRA Project site to local government, a phased construction plan could be implemented. Phased construction could initially develop low-cost facilities to provide relatively early public site access followed by gradually building more complex and costly facilities.

Initially, inexpensive projects might require only basic site design while future, more complex construction for utilities and buildings would require professional site planning, engineering, and contracting. For example, local government, working with volunteer groups, could establish a basic system of river access and primitive walking trails to the Colorado River and undeveloped viewpoints. The initial trail system could also utilize the existing DOE built sections of the Mill Site Riverside Trail and the UDOT built Courthouse Wash bike path underpass. Conversely, it would take considerably more design work and funding to build the event center and the transit center.

Additionally, phased implementation could consider constructing temporary, relatively low-cost versions of more expensive facilities to provide interim community benefits pending availability of full funding. For example, initially, a large sloped seating area facing a small covered outdoor stage could be built for the outdoor event center, similar to the one at Old City Park. When funds are available, the temporary stage could be replaced with a larger one with all of the features necessary for a major event center while keeping the original seating area. In a similar manner, the transit center could start with a small facility designed to be expanded in modular fashion as demand for services increases and funding becomes available.

Throughout the phasing and development process, user fees, leases, and active pursuit of grants and other revenue sources as a means of offsetting development and operational costs should be considered.

## **Floodplain Management**

Work with the DOE, the Utah Division of Emergency Management (DEM), the Federal Emergency Management Agency (FEMA), and other subject matter experts to determine the extent of the flood hazard area at the mill site property. During this analysis, utilize topographic elevation data that includes physical changes to the site resulting from removal of tailings and other material as part of the DOE remedial action project. The analysis would also include work designed to return floodplain areas along the Colorado River to a more natural state.

Work with the Department of Energy and other subject matter experts to incorporate changed topography at the site and other factors to develop revisions in the Colorado River and Moab Canyon wash flood hazard area boundaries. Partner with local building departments and other knowledgeable entities during the design of public use facilities to help assure public safety and the protection of future public investment. Design facilities and manage area use based on consideration of flood hazard areas associated with the Colorado River and Moab Canyon Wash. Work with the Grand County Building Department and Emergency Manager to prepare flood evacuation and facility protection plans to assure public safety and secure facilities from unnecessary damage from Colorado River flood and Moab Canyon Wash events.

Plan major facilities and structures only in areas outside of the flood hazard area. Limit the use of lands within the flood hazard area to flood tolerant, low-cost, or easily replaceable facilities, such as trails, view and observation areas, picnic sites, and river access areas. Such restrictions would not apply to the continued use of the DOE's on-going groundwater management wells.

Manage the flood hazard area to encourage native riparian vegetation, reduce the presence of invasive plants, promote positive ecological outcomes from flood events, and support compatible trail, wildlife, educational, scientific and river uses. Allow non-disruptive research and monitoring.

## **Energy Generation and Resource Conservation**

**Solar Energy/Energy Conservation:** 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. Include shade from structures and trees as part of the design of outdoor walkways, and waiting, seating, exhibit, and gathering areas to reduce heat loads. Integrate low profile, on-site solar electric generation into buildings, parking structures, and walkways to help provide on-site energy needs. Consider new technologies as they become available for roofing, windows, paving, etc.

**Water conservation and recycling:** Implement and emphasize water conservation and reuse practices site-wide in addition to meeting other public service and conservation objectives. Use porous “paving” systems, where practical, for walkways, parking areas, and low-traffic roads to increase water infiltration and reduce heat absorption. Use the DOE’s stormwater management plan for the Moab UMTRA site to help locate buildings and other structures and to plan future revegetation work. As addressed above, treat and distribute water for culinary use separately from non-culinary use, as allowed by state law. Emphasize conservation of culinary water 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.

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

## **Landscaping**

As soon as possible, work with DOE to develop a shade tree plan to shade key public spaces. Planting and maintaining trees will aid considerably in the future development of the site. Consider soil types and tree species watering needs when selecting species of trees, e.g., salt tolerance and drought resistance.

Emphasize protection of the vegetative cover established by DOE’s site remediation work. Plan construction and site use to minimize disturbance of established desirable vegetation for scenic value, 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 direct users to walkways and other managed surfaces such as the play areas, trails, and hardened specialized use areas designed for foot, bike, or vehicle traffic. Use the fugitive dust map for DOE’s Moab UMTRA project as an initial indicator of potential additional revegetation work after site transfer.

Develop botanical management areas of native plants at key spaces bordering major public use sites as a primary method of landscaping. Provide information so visitors can learn about the types of regional native plants, their environmental values, and techniques for gardening in areas with limited water availability.

Reduce the need for irrigation water for landscape maintenance by specifying drought tolerant native plants where practicable and rooftop rainwater harvesting.

## **Visual Management**

Create the Upland Management Area to facilitate management of the hillside area along S.R. 279 and U.S. 191 within the mill site property for scenic retention and, where necessary, restoration of vegetation and ground cover for erosion control. Allow view area, road, trail, and rail station uses specified elsewhere in the vision while also seeking to reduce their visual impact where practicable.

Where ROW use changes 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 following use modification. Allow non-disruptive research and monitoring.

Manage transitional areas between site facilities and highways U.S. 191 and S.R. 279 to visually 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 below for working with ROW holders.

Plan development of facilities so that the viewshed opened up by the removal of the tailings pile is not unduly 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 S.R. 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 S.R. 279. Consider actual height limitations in future years as more is learned about the eventual topography of the site following remediation work.

In an effort to provide for nighttime visual management, all facility, parking area, and other outdoor night lighting will comply with Moab City and Grand County Dark Sky ordinances, using proven technologies for outdoor lighting and site illumination to help protect night sky views at the site, adjacent residential areas, and public lands, including Arches National Park.

### **Rights-of-way and Deed Restrictions**

Recognize that existing 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 ROW uses give full consideration to the resource and public use values of the North Moab Gateway area.

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.

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 relicted 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.

## **Working with the Department of Energy's Offices of Environmental Management and Legacy Management**

Continue monitoring the DOE's Office of Environmental Management's (EM's) work through completion of its remedial action mission at the Moab UMTRA Project Site and actively support the continuation of the annual federal funding necessary for timely completion. This includes completion of surface and groundwater remediation efforts to meet public health and safety objectives and approval of the final project completion report. Continued groundwater remediation work would likely require project-long maintenance and use of the freshwater pond and related pumping and water distribution equipment. This project work would utilize the site's existing water rights and possibly extend the viability of the water pumping and distribution system for potential post-UMTRA public use.

Further establish and foster a good working relationship between local government and the DOE's Office of Legacy Management while the Office of Environmental Management completes the final stages of necessary remedial action work at the Moab UMTRA Project Site.

Following administrative transfer from DOE Environmental Management to DOE Legacy Management and / or potential transfer of the mill site for beneficial use by local government, cooperate with DOE Legacy Management's contamination monitoring for the indefinite future. Examples of potential cooperation include: maintaining long-term communications relating to Legacy Management's mission, recognizing Legacy Management's lead role for public safety related to residual contamination of soil and water, participating in Legacy Management training programs that might benefit local government employees, working together to schedule and provide access for Legacy Management's facility, soil, and groundwater contamination monitoring, notifying Legacy Management of anticipated soil disturbance related to facility construction and maintenance, and strict local adherence to any contamination-related deed restrictions associated with potential transfer of the property to local government. Additionally, offer office space to visiting Legacy Management staff if the proposed short-term use of some of the DOE's existing modular offices becomes available for local government use.

## **Radiation-Related Considerations**

### **Deed restrictions**

Support inclusion of appropriate radiation safety deed restrictions as part of any future transfers of title to the Moab UMTRA site. Grand Junction's Las Colonias Park is an example.

### **Soil radiation testing**

Require soil testing to confirm residual radiation levels, if any, prior to construction of facilities, occupancy areas, and structures with enclosed spaces where people would be for extended time periods. Where residual radiation above local background levels is found, consider the addition of clean fill to a depth 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. After property transfer, cooperate with the DOE's Office of Legacy Management during its periodic radiation monitoring work..

## **Clean-fill transport and application**

Seek approval for DOE backhaul rail transport of clean fill from the DOE’s Crescent Junction site for creation of a clean-fill “lift” over the former Moab mill site’s tailings pile area and other locations of higher potential residual radiation. The clean-fill backhauled material from Crescent Junction would likely come from non-contaminated on-site sources excavated to provide space for the placement of contaminated tailings. The clean soil lift would provide additional protection for future potential public use at the former mill site.

A clean-fill lift would not be applied for the hillside and riparian management areas, or to locations where the DOE has completed its planned revegetation work. It would be applied on areas where public risk is likely to be the greatest and revegetation work has yet not been initiated, such as the tailings pile area.

A clean-fill lift was completed in Grand Junction by the DOE at the site of the former Climax Uranium Mill and is now the site of Grand Junction City’s Las Colonias Park.

## **Coordination With the Utah Department of Transportation**

Work with the Utah Department of Transportation to address the potential use of one existing and two new highway exits along U.S. 191 and S.R. 279, respectively, and consider related necessary traffic control measures to safely and efficiently serve the North Moab Gateway Areas.

Exit 1 from U.S. 191 using the DOE administrative site highway exit. This exit would initially serve an eastern trailhead for the Mill Site Riverside Trail. It could also continue to serve some of the existing DOE modular office buildings that may temporarily be used for local government office use. This area may also be considered for potential long-term redevelopment as a technical / scientific business campus.

Exit 2 from S.R. 279 using a new exit south of the Moab Canyon Wash Bridge. This new exit would serve the transit center and the event center. It would also access a western Riverside Mill Site Trailhead if that parking area is not directly accessible from S.R. 279. This entrance is expected to have the highest volume of traffic to and from parking areas. Parking and transit use would likely peak prior to and after events. Transit use would likely increase during seasonal national park visitation periods. Traffic using this entrance would have to enter U.S. 191 from its junction with S.R. 279 and likely require special traffic management planning, e.g., utilization of stoplights, construction of a parallel traffic waiting lane, or other measures.

Exit 3 from S.R. 279 using the existing “green gate” road or a nearby location. This exit would serve the community park and the southern Riverside Mill Site Trailhead. For event use, this entrance might also be used to support the traffic control measures described for the above entry to S.R. 279.

Review the potential for including a potential section of the Mill Site Riverside Trail adjacent to and within the S.R. 279 ROW.

Coordinate future non-motorized access to the mill site from the existing Moab Canyon Bike Path to the proposed Mill Site Riverside Trail, and for cycling use from the Mill Site Riverside Trail to S.R. 279 near the location of the potential southern mill site access described above.

## **Potential Commercial Use Revenue Sources Including Concessions and Leases**

Consider commercial concessions and leases for the use of property and facilities at the North Moab Gateway Area where such services are necessary and appropriate. When such arrangements are being considered, follow local government regulations for provider selection and oversight such as public advertising for service providers and evaluation of proposed public benefits and costs. Incorporate procedures for regular revenue reporting and routine local government oversight of all concessions and leases to help assure that they meet required terms of operation and produce their expected public benefits.

Examples of commercial services and concessions could include provision of transit services, use of performance areas, parking management, bike rental, food truck park services, a pet daycare facility, event center ticket sales, and event center concession area sales of food and visitor convenience items, e.g. lawn chair rental. Another potential commercial use could be long- term lease revenue arrangements that authorize corporate development and use of buildings and associated property, with local government retaining ownership of the underlying property. Non-commercial revenue raised by local governmental and any partner entities for the management, operation, use, and improvement of the North Moab Gateway Area, including, but not limited to, grants, donations, and tax revenue, should be expended for the benefit of the area.

### **Property Retention**

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.

## **Supplemental Information**

### **The Moab UMTRA Project – DOE, Office of Environmental Management**

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 north 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.

The DOE approved supplemental standards for specified portions of the project area. Consequently, these areas will not be remediated or may only be partially remediated. They include utility, highway, and road rights-of-way, areas with steep slopes, areas adjacent to the site within Arches National Park, and some nearby 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, steep slopes, and also, in the case of utilities and highway infrastructure, the practicality of remediation,

The DOE Office of Environmental Management’s normal budget for the project is for site remediation and related purposes. Preparation of the site in support of locally planned potential future site uses might only be allowed 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),

As of the start of 2023, the Department of Energy has shipped over 80% of the estimated 16 million tons of mill tailings to its Crescent Junction disposal site. Assuming continuation of present levels of funding, the transport of the remaining tailings will likely be completed within the next few years. Final site clean-up work, demobilization, and approval of final project completion reports will require additional time.

The potential legal transfer of the property title to local government could take several additional years unless another potential transfer method such as a direct transfer from DOE or a Congressionally approved transfer is approved earlier. 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.

### **The Community Vision Process**

This section summarizes the historical record of the Moab Tailings Project Steering Committee (MTPSC) and its Site Futures sub-committee’s (SFC) work during development of the community vision for potential beneficial community use of the Moab UMTRA site property.

The Moab Tailings Project Steering Committee 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 to develop a community vision for future use of the Moab Mill Site.

**The 2013 Initial Community Vision for future potential use of the Moab UMTRA Site:** The SFC hosted a public workshop on May 15, 2013, to educate the public and held a public comment 2023 Community Vision Update, North Moab Gateway Area, Moab UMTRA Project Site, April 25, 2023

period to generate suggestions for future site uses. The SFC integrated public and partner 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, space for future natural resource agency offices with attached research and educational facilities, and other smaller uses.

The Site Futures Committee presented its recommendation for future potential use of the Moab UMTRA site to the MTPSC which unanimously approved it at the MTPSC's public meeting on November 13, 2013. SFC and MTPSC members subsequently presented the recommended Initial Community Vision on November 21, 2013, to a joint meeting of the Grand County and Moab City councils. Separate resolutions supporting the Initial Community Vision were approved by the Grand County Council and the Moab City Council at meetings in January 2014. Both the county and city resolutions required updating the vision every five years.

**The 2018 Community Vision Update for future potential use of the Moab UMTRA Site:** 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 Community Vision, met with the DOE, and toured the Moab UMTRA site. It prepared a base map for public review and updated SFC information on the Grand County Moab Tailings Project webpage. The SFC then hosted a comment period from May 14 through June 15, with an open house on May 31, 2018. Comment opportunities were advertised by news release, newspaper advertisement, radio interview, posted flyers on community bulletin boards, and radio public service announcements. The SFC summarized and reviewed comments and utilized many of them, along with SFC member input, to prepare the 2018 update. Public comment for the 2018 update favored uses that would benefit residents, resulting in the SFC deleting the commercial use area included as part of the Initial Community Vision. The SFC also further refined 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 presented its recommendation for the 2018 update to the MTPSC which approved the recommended vision. Following presentation to the Grand County Council, the council approved the update at its August 7, 2018 meeting via approval of resolution 3153. After a presentation by the SFC, the Moab City Council approved the SFC recommendation at its September 10, 2018 meeting via resolution 42-2018.

**The 2023 Community Vision Update for future potential use of the Moab UMTRA Site Property:** At its July 26, 2022 meeting, the MTPSC activated its Site Futures (sub) Committee for the purpose of initiating work on the 2023 Community Vision Update. The SFC met on October 17, 2022, and began the process of updating the community vision.

On November 16, 2022, the Site Futures Committee held an open house for community members to review the 2018 Community Vision Update and obtain additional public input for the 2023 update.

Approximately 20 people attended the open house. Comments were collected through a mapping exercise and participants were encouraged to also complete a survey response form.

The online survey was active from November 16, 2022, through the end of the public comment period on January 31, 2023. This survey, as well as information about the mill site and the community vision update process, were available on the county's community engagement portal, Grand County Connects. A total of 179 survey responses were submitted. Through a series of ranked-choice and open-ended questions, the survey asked respondents to rank the facilities and uses proposed in 2018. Open-ended questions asked respondents to suggest new uses, and identify others to which they were opposed. Use of the Grand County Connects portal resulted in the receipt of far more comments than were submitted during the 2013 and 2018 visioning efforts.

In both 2018 and 2023, respondents increasingly emphasized their preference for site uses that provide amenities for local residents over those for visitors and again supported environmentally sustainable use of the mill site. Conservation of water resources emerged as a new request.

The proposed uses that received the most support from the public comments in order of greatest support first were the event center, trails, a boat ramp, the transit center, and the view areas. Support and opposition were fairly evenly split for the performance and convention center, the play and exercise areas, and the rail station. Opposed uses in order of least support first were for food service, Federal offices, a food court, the inland beach, an artist studio village, a uranium mining, milling, and remediation memorial, an orientation plaza, a skating / game pavilion, a welcome center, and a reflection pond / ice rink.

In developing its recommendations for the 2023 Community Vision Update, the committee considered public comment and other factors such as community need, practicality, operational costs, site conditions, and the overall mix of proposed facilities.

The Recommended Site Uses section of the 2023 Community Vision Update describes the various facilities and uses carried forward during the process. The following is a short summary of those recommendations.

With several notable exceptions, most uses on the west side of Moab Canyon Wash proposed in 2018 were either carried forward or modified. Several clarifications were made. Food service at the event center would include only event-associated food sales from event center concession booths and / or from food trucks at a designated area near the event center and related facilities such as tables, chairs and restroom access.

Pending completion of ongoing planning for river use by the Utah Division of Forestry, Fire and State Lands, the previously proposed boat ramp is now identified as a "river access point with a potential boat ramp". The community park "play areas" are greatly reduced in size and alternative types of ground cover for these locations are now described. Additional emphasis was placed on providing pedestrian access via trails to multiple small riverside view spots.

The federal office buildings and the inland beach are no longer recommended for the 2023 update.

For the area east of Moab Canyon Wash, only the trails and trail-related facilities proposed in 2018 are carried forward for the 2023 update. The indoor performance and convention center, the artist's studio "village", and the food court are no longer recommended for the 2023 update.

New for 2023 for the east side of Moab Canyon Wash is the recommendation to explore temporarily repurposing some of the DOE office buildings for use as local government and visiting DOE Office of Legacy Management space. For potential long-term use, the 2023 recommendation is to consider the feasibility and community support for development of the DOE office area into a corporate scientific / technical business “campus”. Such a facility, or similar use, could provide long-term lease revenue, employment, and help diversify the local economy. Given Moab and Grand County’s small population and remote location, use of the east side area requires further study and public involvement as part of the next community vision update.

For informational purposes, the City of Grand Junction has dedicated a portion of the former Climax uranium mill site for development as a business park. The objective is to attract outdoor recreation-focused companies to build corporate offices and operate production facilities under long-term lease arrangements from the city. As of 2023, several companies have already constructed buildings at the site.

Multiple comments suggested that affordable housing be included in the site design. While affordable housing is a concern, the 2023 Community Vision Update, like the 2013 initial community vision, and the 2018 update, does not provide for overnight use at the site. This is due to potential health issues, and the liability for such use. The former uranium mill site has both a long history of radioactive and chemical contamination and the potential for flooding. The City of Grand Junction prohibited overnight occupancy at Las Colonias Park.

**What Happens Next?** Following review and potential approval by Grand County’s Moab Tailings Project Steering Committee, the Grand County Commission and Moab City Council may consider endorsing the 2023 Community Vision Update at subsequent meetings. Prior Moab City and Grand County approval resolutions have required updating the community vision every five years. Given the remaining time anticipated for completion of the DOE’s remedial action work at the Moab UMTRA site, it is likely that at least one more community vision update will be required.

The vision may encourage the DOE’s Office of Environmental Management to complete, or partially complete, some proposed future uses if they can do so within their approved scope of work, and if such work can reduce their costs. For example, the UMTRA project scope would likely include decommissioning the paved haul road to the railroad loading area as part of site restoration. However, the 2023 community vision recommends use of the road to access a view area and the proposed passenger and freight rail terminal. The haul road underpass under S.R. 279 is also proposed as part of the route for a trail connection with the Moab Canyon non-motorized trail. Another example would be retention of the Moab UMTRA Project’s river water extraction and irrigation system which would save the cost of removing facilities that may be useful for potential future site operations.

The community vision process provides input to guide the future planning for the Mill Site area as 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. Continued updates and local support provide justification for transfer of the site from the DOE to local government for community purposes.

The Grand County Planning and Zoning Department has supported the entire multi-year process towards development of a community vision for potential future use of the mill site. In 2022, this relationship was expanded to include a presentation to the Grand County Planning Commission. Additional such coordination is anticipated for 2023 and beyond.

The 2023 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 as it develops its comprehensive management plan for the section of the Colorado River adjacent to the mill site property.

As the recommendation for the 2023 Community Vision Update moves towards consideration for approval by local government, the Site Futures Committee will work to share it with the public. Committee members will seek to arrange local media interviews and Grand County will highlight the availability of the recommendation on its Grand County Connects webpage. Survey respondents who indicated they would like to be contacted about the progress of the community vision will be notified about its availability on Grand County Connects.

If the five-year interval between community vision updates continues, the next update would be in or around 2028. By this time, it is anticipated that the Department of Energy will have completed significant additional progress towards completing its remedial action work at the former Atlas mill site property.