

Final Great Salt Lake Mineral Leasing Plan and Record of Decision



**Utah Department of Natural Resources
Division of Forestry, Fire & State Lands**

RECORD OF DECISION

**STATE OF UTAH DEPARTMENT OF NATURAL RESOURCES
DIVISION OF FORESTRY, FIRE AND STATE LANDS**

**RECORD OF DECISION
GREAT SALT LAKE MINERAL LEASING PLAN
RECORD NUMBER: 13-0315-2**

Date of Execution: March 27, 2013

INTRODUCTION

Pursuant to UTAH CODE §§ 65A-2-2 and 65A-2-4 and the implementing regulations of Utah Administrative Code (UTAH ADMIN. CODE) R652-90, the Division of Forestry, Fire and State Lands (FFSL or division) is empowered to prepare and adopt management plans for sovereign lands and resources. Given this direction, FFSL initiated the Great Salt Lake (GSL) Mineral Leasing Plan (MLP) revision process with interagency cooperation and collaboration, and open public participation. For the duration of the planning process, a withdrawal was ordered on the lakebed from new mineral leasing until the completion of the resource management plan. Existing leases were allowed to be renewed or extended in accordance with UTAH ADMIN. CODE R652-90-700.

The primary purpose of the GSL MLP is to guide FFSL, along with other local, state, and federal partners, in managing, allocating, and appropriately using GSL's mineral resources. The GSL MLP sets forth guidance and direction for future mineral resource management activities on GSL.

In compliance with policy, procedures, rules, and statutes for resource management planning, FFSL has completed the mineral resource management plan for the subject site. Therefore, FFSL issues this Record of Decision for the GSL MLP.

DESCRIPTION OF LANDS DIRECTLY AFFECTED

The planning unit area encompasses those sovereign lands below the surveyed meander line of GSL (an elevation range of 4,202–4,212 feet above sea level), located in Box Elder, Weber County, Davis, Salt Lake, and Tooele counties. The lands below the meander line are represented as owned by the State of Utah. Some of the sovereign land boundaries have not been settled, but the visions, goals, policies, and objectives in the GSL MLP will apply to those lands that are judged to be sovereign lands.

PROPOSED ACTION

The Proposed Action associated with this Record of Decision is the adoption and implementation of the 2013 GSL MLP.

RELEVANT FACTUAL BACKGROUND

The GSL MLP revision process began in March 2010. FFSL initiated the revision to update the 16-year-old management plan, to assess the current conditions of GSL at low levels (4,193.6 feet in the fall of 2010), and to incorporate research on the lake that had been completed in the last 10 years. In addition to the GSL MLP revision, FFSL concurrently updated the GSL Comprehensive Management Plan (CMP). Through a rigorous competitive process, SWCA Environmental Consultants (SWCA) was hired to facilitate the development of both the 2013 GSL MLP and CMP.

As part of the GSL CMP and MLP revision, FFSL convened the GSL Planning Team comprising representatives from Utah Department of Natural Resources and Utah Department of Environmental Quality to provide input and support throughout the revision process. Throughout the process, the GSL Planning Team represented the long-term collaborative approach necessary to holistically manage the complex GSL ecosystem. The purposes of the GSL Planning Team were to

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

The GSL MLP planning process was designed to achieve a cumulative and linear development of visions, goals, and management direction and to encourage public participation throughout the process. The planning process is illustrated in Figure 1.

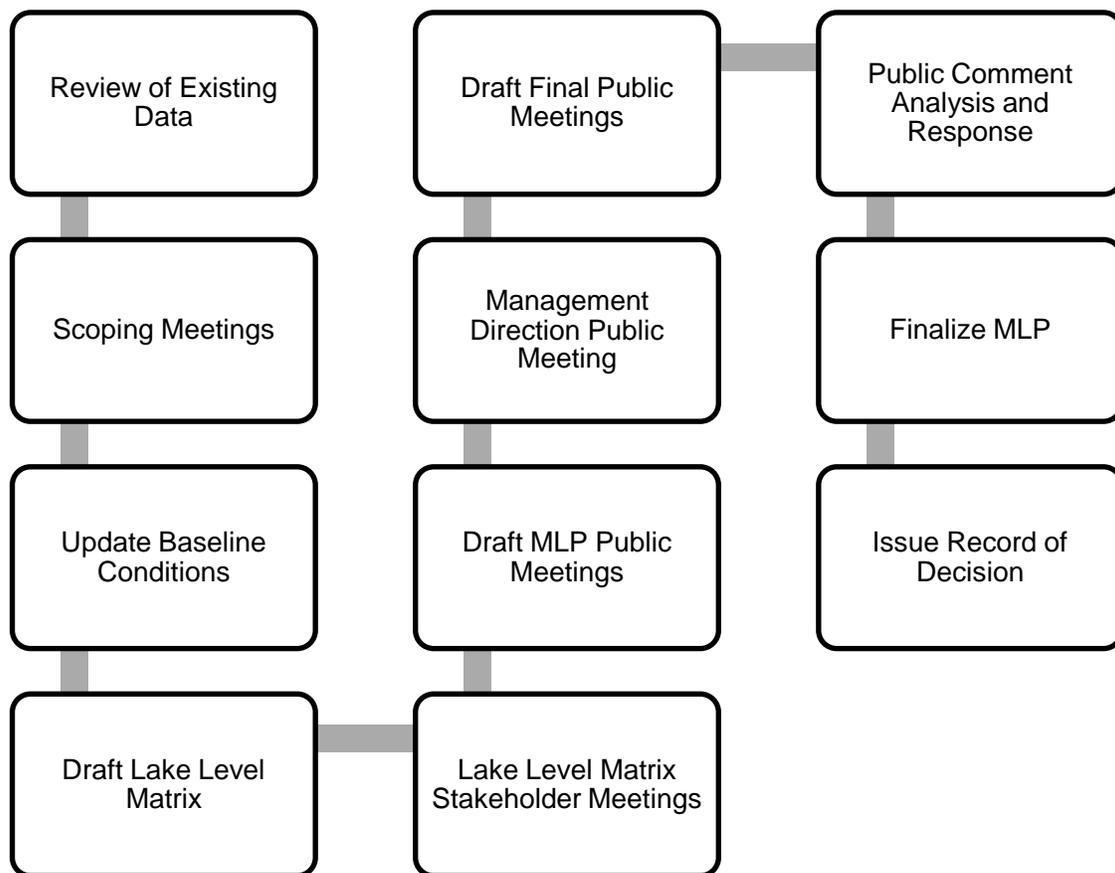


Figure 1. Great Salt Lake Mineral Leasing Plan planning process.

PUBLIC INVOLVEMENT

The GSL MLP revision comprised a two-year public involvement process. FFSL submitted a notice of intent to initiate the GSL MLP revision process to the Resource Development Coordinating Committee (RDCC) in March 2010. Following that submittal, FFSL and SWCA conducted three rounds of public involvement meetings: 1) at scoping, 2) at the release of the draft GSL MLP, and 3) at the release of the final GSL MLP. During the development of the GSL Lake Level Matrix (developed specifically for the CMP but then applied to the MLP) and CMP Lake Level-Specific Management Strategies, FFSL held two rounds of stakeholder meetings to get feedback on a range of resource-specific lake level impacts. A summary of the GSL CMP and MLP public involvement opportunities is provided below.

1. In August 2010, FFSL and SWCA conducted one scoping meeting in each of the five affected counties to solicit public and agency concerns and comments (Table 1).

Table 1. *Scoping Meeting Dates, Times, and Locations*

Date	Time	City, State	Address
August 10, 2010	10:00 a.m.–1:00 p.m.	Ogden, Utah	2380 Washington Blvd
August 17, 2010	10:00 a.m.–1:00 p.m.	Farmington, Utah	28 East State Street
August 17, 2010	4:00–7:00 p.m.	Salt Lake City, Utah	2001 South State Street
August 24, 2010	3:00–6:00 p.m.	Tooele, Utah	47 South Main Street
August 31, 2010	9:00 a.m.–Noon	Brigham City, Utah	01 South Main Street

2. In May 2011, FFSL and SWCA conducted one public meeting in each of the five counties that surround GSL to solicit public and agency feedback on the draft GSL MLP (Table 2).

Table 2. *Draft Great Salt Lake Comprehensive Management Plan and Mineral Leasing Plan Meeting Dates, Times, and Locations*

Date	Time	City, State	Address
May 12, 2011	6:00–8:00 p.m.	Brigham City, Utah	01 South Main Street
May 17, 2011	6:00–8:00 p.m.	Ogden, Utah	2380 Washington Blvd.
May 18, 2011	6:00–8:00 p.m.	Farmington, Utah	28 East State Street
May 19, 2011	6:00–8:00 p.m.	Tooele, Utah	47 South Main Street
May 24, 2011	6:00–8:00 p.m.	Salt Lake City, Utah	1594 West North Temple

3. In March 2012, FFSL and SWCA conducted one public meeting in each of the five counties that surround the GSL to solicit public and agency feedback on the draft final GSL MLP (Table 3).

Table 3. *Draft Final Great Salt Lake Comprehensive Management Plan and Mineral Leasing Plan Meeting Dates, Times, and Locations*

Date	Time	City, State	Address
March 20, 2012	6:00–8:00 p.m.	Clearfield, Utah	562 South 1000 East
March 21, 2012	6:00–8:00 p.m.	Tooele, Utah	47 South Main Street
March 22, 2012	6:00–8:00 p.m.	Salt Lake City, Utah	1575 West 1000 North
March 27, 2012	6:00–8:00 p.m.	Brigham City, Utah	26 East Forest Street
March 28, 2012	6:00–8:00 p.m.	Ogden, Utah	2464 Jefferson Avenue

Meeting Design

The public involvement meetings combined formal presentation and open house formats. At each meeting, SWCA's project manager provided a brief project overview or presentation. Following this informational session, an open house meeting was conducted in a meeting space within the same building. Attendees were greeted and asked to sign in, as well as informed about the meeting format and given the option of taking a business card with the project website and contact information and/or a

scoping comment form. Attendees were informed about ways to submit comments and encouraged to ask questions of SWCA's public involvement staff and resource specialists from the GSL Planning Team.

Informational display boards were also arranged around the meeting room to provide the following background information:

- Explanation of the plan revision process and the general timeline and sequence of events
- Description of the general need for a plan revision and responsible entities
- Definition of sovereign lands, public trust, and multiple-use/sustainable yield
- Map and list of potential resource issues
- Opportunities for public comment and a description of available comment methods
- Description of the mineral leasing process
- Lake Level Matrix

Meeting Advertising

Pursuant to FFSL requirements, public involvement meetings were advertised in a variety of formats (Table 4) prior to their scheduled dates. In each format, the advertisements provided logistics, explained the purpose of the scoping meetings, gave the schedule for the public and agency comment period, outlined additional ways to comment, and provided methods of obtaining additional information.

Table 4. Advertising of Public Meetings

Media Notices and Other Forms of Advertising	
Media notice releases for the scoping period were emailed on July 30, 2010, to the following:	
<ul style="list-style-type: none"> • <i>Davis County Clipper</i> • <i>Box Elder News Journal</i> • <i>Deseret News</i> • <i>Ogden Standard-Examiner</i> 	<ul style="list-style-type: none"> • <i>Salt Lake Tribune</i> • <i>Tooele Transcript-Bulletin</i> • <i>The Leader</i>
Media notice releases for the draft GSL MLP were emailed on April 19, 2011, to the following:	
<ul style="list-style-type: none"> • <i>Davis County Clipper</i> • <i>Box Elder News Journal</i> • <i>Deseret News</i> • <i>Ogden Standard-Examiner</i> 	<ul style="list-style-type: none"> • <i>Salt Lake Tribune</i> • <i>Tooele Transcript-Bulletin</i> • <i>The Leader</i>
Media notice releases for the draft final GSL MLP were emailed on March 7, 2012, to the following:	
<ul style="list-style-type: none"> • <i>Davis County Clipper</i> • <i>Box Elder News Journal</i> • <i>Deseret News</i> • <i>Ogden Standard-Examiner</i> 	<ul style="list-style-type: none"> • <i>Salt Lake Tribune</i> • <i>Tooele Transcript-Bulletin</i> • <i>The Leader</i>
Meeting information was posted on the project website, www.gslplanning.utah.gov on July 30, 2010.	
The draft GSL MLP was posted on the project website, www.gslplanning.utah.gov on May 2, 2011.	
The final GSL MLP was posted on the project website, www.gslplanning.utah.gov on March 7, 2012.	

Table 4. Advertising of Public Meetings**Postcards and Other Invitations**

Postcards announcing the scoping meetings were sent to those on the mailing list on August 2, 2010

The GLS CMP/MLP Mailing List (Exhibit A) included the following:

- UDNR staff identified as having an interest in the project
- Prior and current GSL Planning Team members
- Nongovernmental organizations identified as having a possible interest in the project
- Local and state agencies identified as having jurisdictional authority in the project
- Residents who had attended prior plan meetings
- Members of the general public who signed up for updates via the project website
- Members of the press
- All landowners adjacent to the meander line within the affected counties

A meeting invitation was emailed to those on the project mailing list for whom email addresses were provided or were obtainable on August 2, 2010.

A scoping meeting announcement was posted on the following listserves:

- GSL Technical Team
- Jordan River Watershed Council
- South Shore Cooperative Weed Management Area

A project poster was displayed at the FRIENDS of GSL Issues Forum April 28–30, 2010.

A meeting invitation was emailed to the 416 individuals on the project mailing list for whom email addresses were provided or were obtainable as of April 19, 2011.

Postcards announcing the meetings were sent to the 567 individuals on the project mailing list for whom mailing addresses were provided or were obtainable as of April 19, 2011. These comprise the following:

- UDNR staff identified as having an interest in the project
- Prior and current GSL Planning Team members
- Nongovernmental organizations identified as having a possible interest in the project
- Local and state agencies identified as having jurisdictional authority in the project
- Residents who had attended prior plan meetings
- Members of the general public who signed up for updates via the project website
- Members of the press
- All landowners adjacent to the meander line within the affected counties

A meeting invitation was emailed to the 416 individuals on the project mailing list for whom email addresses were provided or were obtainable as of March 7, 2012.

Postcards announcing the meetings were sent to the 638 individuals on the project mailing list for whom mailing addresses were provided or were obtainable as of March 7, 2012. These comprise the following:

- UDNR staff identified as having an interest in the project
- Prior and current GSL Planning Team members
- Nongovernmental organizations identified as having a possible interest in the project
- Local and state agencies identified as having jurisdictional authority in the project
- Residents who had attended prior plan meetings
- Members of the general public who signed up for updates via the project website
- Members of the press
- All landowners adjacent to the meander line within the affected counties

Stakeholder Meetings

During the revision process, two rounds of stakeholder meetings also took place (one in January 2011 and one in November 2011). The stakeholders invited to the meeting consisted of industry, recreation, and environmental advocacy groups. The GSL Planning Team members were also invited to the stakeholder meetings. The objective of the first stakeholder meeting was to preview and gather comment on the GSL Lake Level Matrix. The objective of the second meeting was to preview and comment on the draft management strategies. The comments gathered at the stakeholder meetings were incorporated into the document, as appropriate. A summary of the public meetings held to date is provided in Table 5.

Table 5. Meeting Dates, Times, and Locations

Date	Time	City, State	Address
January 4, 2011	2:00–4:00 p.m.	Salt Lake City, Utah	SWCA, 257 East 200 South
January 6, 2011	2:00–4:00 p.m.	Salt Lake City, Utah	SWCA, 257 East 200 South
November 1, 2011	10:00 a.m.–Noon	Salt Lake City, Utah	SWCA, 257 East 200 South
November 3, 2011	1:00–3:00 p.m.	Salt Lake City, Utah	SWCA, 257 East 200 South

PUBLIC TRUST

FFSL acknowledges its responsibility to the Public Trust and obligation to multiple-use, sustained yield management. FFSL will manage GSL and its resources under multiple-use, sustained yield principles (UTAH CODE § 65A-2-1) by implementing legislative policies (UTAH CODE § 65A-10-8) and accommodating public and private uses to the extent that those policies and uses do not substantially impair Public Trust resources and or the lake’s sustainability.

The 2013 GSL MLP was designed to facilitate FFSL’s management of GSL’s mineral resources under multiple-use, sustained-yield principles, as stated in UTAH CODE § 65A-2-1. In particular, the management direction outlines how FFSL will promote a sustained yield of GSL resources.

INTERAGENCY COORDINATION

As part of the GSL CMP and MLP planning processes, FFSL recognized the importance of maintaining the communication that was occurring with the implementation of the GSL CMP Planning Team. Cross-agency coordination and communication are required because GSL resources are complex and because multiple government agencies are involved with various aspects of GSL. As required in UTAH CODE § 65A-2-2, FFSL is interested in maintaining support across state agencies as it implements the 2013 GSL CMP and MLP. The planning process for the management plans has highlighted the need for increased ongoing interagency coordination. Section 5.2 of the MLP encourages communication between FFSL and other GSL managers, researchers, and agencies responsible for permitting. The overarching management direction outlined in Section 5 of the MLP encourages numerous opportunities for coordination with respect to GSL resources, a fundamental responsibility of FFSL according to UTAH CODE § 65A-10-8(9). Further, the revised GSL CMP specifically outlines FFSL’s strategy for communication between agencies in the Coordination Framework chapter of the document.

PUBLIC INVOLVEMENT: NOTIFICATION, COMMENT, AND REVIEW

Public involvement was essential to the GSL MLP planning process. As illustrated in the Public Involvement section above, there were numerous opportunities for the public to play a role in the revision of the GSL MLP. FFSL began the planning process with a notification to RDCC in March 2010 on the Project Management System website for 30 days (Exhibit B). Notifications of each GSL MLP draft were also noticed to RDCC. State, federal, local governments, and stakeholders were notified numerous times throughout the planning process, requesting attendance at public meetings and comment response. Notification for each round of public meetings and the announcement of this ROD was sent to interested parties by postcard to 567 addresses and 416 email addresses (Exhibit A). Fifteen public meetings and four stakeholder meetings were held throughout the planning process. A public comment period followed each public and stakeholder meeting; each comment period was 30 days, except the final comment period, which was 75 days. Comments were accepted by comment response forms at public meetings, project website, email, and postal mail.

Public comments received throughout the planning process were numerous. FFSL received 225 public comment submissions on the draft final GSL CMP and MLP. From the 225 comment letters, 1,211 individual comments were extracted for review of acceptance or non-acceptance, as required by statute (UTAH CODE 65-A-2-4). Comments for each phase of the planning process were acknowledged and addressed, as appropriate, by FFSL. FFSL used the substantive, technical and editorial comments to fortify the document throughout the planning process. Comments regarding the GSL Minerals Environmental Impact Statement were accepted by FFSL during the process but were acknowledged as out of scope to the MLP and CMP revision process. The comment responses for the final MLP and CMP are provided in the final GSL CMP (Appendix B).

CONSTITUTIONAL PROVISIONS, STATUTES, AND ADMINISTRATIVE RULES

Utah Constitution Article XX, Section 1

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

UTAH CODE § 65A-2-1. Administration of state lands - Multiple-use sustained yield management.

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

UTAH CODE § 65A-2-2. State land management planning procedures for natural and cultural resources - Assistance from other state agencies- Division action.

The Division:

- (1) shall develop planning procedures for natural and cultural resources on state lands; and
- (2) may request other state agencies to generate technical data or other management support services for the development and implementation of state land management plans.

UTAH CODE § 65A-2-4. State land management plans -- Division to adopt rules for notifying and consulting with interested parties.

- (1) The division shall adopt rules for notifying and consulting with interested parties including the general public, resources users, and federal, state, and local agencies on state land management plans.
- (2) Division rules shall provide:
 - (a) for reasonable notice and comment periods; and
 - (b) that the division respond to all commenting parties and give the rationale for the acceptance or nonacceptance of the comments.

UTAH CODE § 65A-10-1. Authority of division to manage sovereign lands.

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

UTAH ADMIN. CODE R652-70-200. Classifications of Sovereign Lands.

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

1. Class 1: Manage to protect existing resource development uses. The Utah State Park Marinas on Bear Lake and on Great Salt Lake are areas where the current use emphasizes development.
2. Class 2: Manage to protect potential resource development options. For example, areas adjacent to Class 1 areas which have the potential to be developed.
3. Class 3: Manage as open for consideration of any use. This might include areas which do not currently show development potential but which are not now, or in the foreseeable future, needed to protect or preserve the resources.
4. Class 4: Manage for resource inventory and analysis. This is a temporary classification which allows the division to gather the necessary resource information to make a responsible classification decision.
5. Class 5: Manage to protect potential resource preservation options. Sensitive areas of wildlife habitat may fall into this class.
6. Class 6: Manage to protect existing resource preservation uses. Cisco Beach on Bear Lake is an example of an area where the resource is currently being protected.

UTAH ADMIN. CODE R652-90-300. Initiation of Planning Process.

2. Resource Management planning is initiated by the division's identification and determination that there is a need for such a plan.

UTAH ADMIN. CODE R652-90-500. Notification and Public Comment.

3. Notice that a site-specific or resource planning effort is under way shall be given to:
 - (a) Affected parties as required by rule for exchange, or lease;
 - (b) The Governor's Office of Planning and Budget for inclusion in the RDCC Project Management System for public and agency notification and comment.

UTAH ADMIN. CODE R652-90-600. Public Review.

2. Resource plans shall be published and made available upon request.
 - (a) Persons wishing to comment on these plans may do so at any time.
 - (b) The division shall acknowledge all written comments.

FINDINGS OF FACT

1. As described herein, FFSL notified the public and local, federal, and state agencies, including the RDCC, of the GSL MLP planning effort.
2. As described herein, FFSL conducted public meetings in conjunction with the GSL MLP planning effort.
3. As described herein, FFSL published a draft of the GSL MLP and accepted comments from the public and other government entities and responded to comments properly submitted.

CONCLUSIONS OF LAW

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

DECISION AND ORDER

Based on the foregoing, FFSL hereby adopts the GSL MLP, which satisfies the requirements of applicable statutes, rules, and policies. The GSL MLP becomes the resource management plan that guides mineral leasing on the sovereign lands within the planning unit. The GSL MLP supersedes any and all previous management plans—adopted, draft, or otherwise—and represents the official position of FFSL.

DATED this 27 day of March 2013.

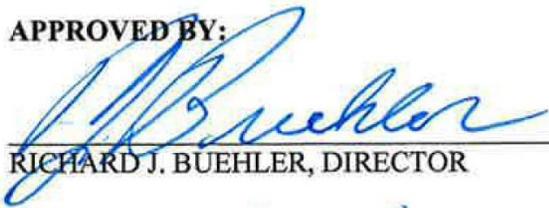
ADMINISTRATIVE APPEALS

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

1. the statute, rule or policy with which the division action is alleged to be inconsistent;
2. the nature of the inconsistency of the division action with the statute, rule or policy;
3. the action the petitioner feels would be consistent under the circumstances with statute, rule or policy; and
4. the injury realized by the party that is specific to the party arising from division action. If the injury identified by the petition is not peculiar to the petitioner as a result of the division action, the director will decline to undertake consistency review.

Said petition must be received by the division by 5:00 p.m. on April 22, 2013.

APPROVED BY:


RICHARD J. BUEHLER, DIRECTOR

DATE: 3/27/2013

PREPARED BY:


LAURA VERNON,
SOVEREIGN LANDS PLANNER

DATE: 3/25/2013

REVIEWED BY:


LAURA AULT,
SOVEREIGN LANDS PROGRAM MANAGER

DATE: 3/27/2013

REVIEWED BY:


FREDRIC J. DONALDSON,
ASSISTANT ATTORNEY GENERAL

DATE: 3/25/2013

EXHIBITS

Exhibit A. Notice to Interested Parties (GSL CMP Mailing List)

Exhibit B. Resource Development Coordinating Committee (RDCC) Documentation

Exhibit A. Notice to Interested Parties (GSL CMP Mailing List)

MR & MRS JOSEPH ALLEN
6077 WEST 5700 SOUTH
HOOPER, UT 84315

BART C WARNER
P.O. BOX 70900
SALT LAKE CITY, UT 84170

% CORDANT TECHNOLOGIES
EDEN PRAIRIE, MN 55344-3720

L W BENNETT
%UNION PACIFIC RR CO PROP TAX
DEPT
OMAHA, NE 68179

rebecca Dilg
01 S MAIN
BRIGHAM CITY, UT 84302
rdilg@boxeldercounty.org

L W BENNETT
1 EAST FIRST ST #905
RENO, NV 89501

BRETT PALMER
10 PLAZA
STANSBURY PARK, UT 84074

DAVID BAXTER
100 MERIDIAN CENTER SUITE 250
ROCHESTER, NY 14618

100 N RIVERSIDE PLZ
CHICAGO, IL 60606-1501

MICHELE CAMPBELL
100 SOUTH WEST TEMPLE
SALT LAKE CITY, UT 84101

1000 SIX PPG PLACE
PITTSBURGH, PA 15222-5479

1000 WEST 2610 SOUTH
SALT LAKE CITY, UT 84119

KENT BRADFORD
10000 W 900 S
OGDEN, UT 84404

JOHN WEBSTER
101 SOUTH ANGEL
KAYSVILLE, UT 84037

JUNE WESTWOOD
10191 SOUTH HEYTESBURY
Sandy, UT 84092-3840
lynx@xmission.com

102 W FOREST STREET
BRIGHAM CITY, UT 84302
voneenej@brwed.com

MARION & PATRICIA CONNOLLY
10245 VIVERA DR
LA MESA, CA 92041

DAVID FAIRBANKS
10315 MORGAN BLVD
CEDAR HILLS, UT 84062

MORTON SPARKS
104 WEST 2100 SOUTH
CLEARFIELD, UT 84015

CARL ROBERTSON
1045 SOUTH MAIN
SALT LAKE CITY, UT 84111

John Neill
1052 Roosevelt Avenue
Salt Lake City, UT 84105
neilljc@yahoo.com

BLAISE CHANSON
1063 WEST 1400 NORTH
LOGAN, UT 84321-2291
bchanson@bio-west.com

CORY MILNE
1066 N 3650 W
MARRIOTT-SLATERVILLE, UT 84404
milnec@compassminerals.com

MARJANA DAHL
1067 EAST 200 SOUTH
SALT LAKE CITY, UT 84102

DON JOHNSON
1071 EAST 250 NORTH
BOUNTIFUL, UT 84010

TOD
SCOTT JONES &
HIRSCHI
1077 S ROUECHE LANE

TREVOR CHRISTENSEN
1080 NORTH MAIN, SUITE 101
BRIGHAM CITY, UT 84302

SCOTT W & DAWNA LOU HIRSCHI-
TRUSTEES
1095 SOUTH ROUECHE LANE
KAYSVILLE, UT 84037

1099 - 18th STR STE 1900
DENVER, CO 80202

Bob Brister
1102 S. 800 E. #A
Salt Lake City, UT 84105

RYAN SAXTON
1105 SOUTH 2500 WEST
SYRACUSE, UT 84075

JOHN PATTERSON
1106 COLLEGE ST SUITE C
BASTAP, TX 78602

FORREST G & VONDA L ODEKIRK-
TRUSTEES
1111 N 2000 W #258
FARR WEST, UT 84404

WARREN CHRISTENSEN
1113 COUNTRY HILLS DR #G1
OGDEN, UT 84403

REBECCA EDWARDS
1121 EAGLEWOOD LOOP
NORTH SALT LAKE, UT 84054
beckyedwards@utah.gov

114 MAIN STREET
MESA, AZ 85201

J KENT TAYLOR
1145 W 500 N
MONROE, UT 84754
jktaylor96@msn.com

115 S 1050 W
BRIGHAM CITY, UT 84302
mosquito@xmission.com

LINDSEY B HANSEN
118 S 200 W
WILLARD, UT 84340

BRET SELMAN
12050 NORTH 4400 WEST
TREMONTON, UT 84337

CARLA KOONS TRENTELMAN
1208 UNIVERSITY CIRCLE
OGDEN, UT 84408-1208
Carlatrentelman@weber.edu

PETER KNUDSON
1209 MICHELLE DRIVE
BRIGHAM CITY, UT 84302
pknudson@utahsenate.org

WILLIAM & ARNELL WELLS
1244 N MAIN ST
WILLARD, UT 84340-9703

RE: GREAT SALT LAKE
125 S STATE ST #6107
SALT LAKE CITY, UT 84111-1180

RE: GREAT SALT LAKE
125 S STATE ST, MAIL RM 610
SALT LAKE CITY, UT 84138

125 SOUTH STATE STREET
SALT LAKE CITY, UT 84111

1257 E THIRD AVE
SALT LAKE CITY, UT 84103

JACK GALLIVAN
1257 THIRD AVENUE
SALT LAKE CITY, UT 84103

DOUGLAS BATEMAN
1268 W BATEMAN PL
WEST JORDAN, UT 84084

JAMES A CHESLEY
1269 EAST MALVERN AVE
SALT LAKE CITY, UT 84106

LEGRAND BITTER
1272 W 2700 S
SYRACUSE, UT 84075

KIT STOKES
1276 SOUTH 2375 WEST
SYRACUSE, UT 84075

SCOTT HARBERTSON
130 N MAIN
FARMINGTON, UT 84025
mforbush@FARMINGTON.utah.gov

Val Anderson
1311 E. 2500 N
North Ogden, UT 84401
vanderson@eletewater.com

JOY JOHNSON
1313 NORTH 1100 WEST
WEST BOUNTIFUL, UT 84087

JIM & DEANN CHAPMAN
1329 EAST 5200 SOUTH
SOUTH OGDEN, UT 84403

1330 BEULAH RD
PITTSBURGH, PA 15235

RANDY EGGETT
1333 EAST 1700 SOUTH
BOUNTIFUL, UT 84010

1350 BAYSHORE HWY STE 440
BURLINGAME, CA 94010

Mark Lamon
1350 Bayshore Hwy., #440
Burlingame, CA 94010
mleekel@hotmail.com

KENT M PARRY
1359 WEST 1900 SOUTH
WOODS CROSS, UT 84087
kp-parrysinc@att.net

CRAIG HOLMGREN
13599 W HIGHWAY 102
TREMONTON, UT 84337

136 S MAIN STE 418
SALT LAKE CITY, UT 84101

TOM HALLER
1370 SOUTH 500 WEST
BOUNTIFUL, UT 84011-0267
tbusselberg@davisclipper.com

LUCY MINAHAN
1375 WEST QUAIL MEADOWS #22
Park City, UT 84098

CHAD ATTERMANN
1396 VESTRY CIRCLE
DRAPER, UT 84020

WAYNE WURTSABAUGH
1400 OLD MAIN HILL
LOGAN, UT 84322-1400

LIDIA SOMMERFIELD
1402 NORTH 2325 WEST
LAYTON, UT 84041

1407 WEST NORTH TEMPLE
SALT LAKE CITY, UT 84140

1407 WEST NORTH TEMPLE #320
SALT LAKE CITY, UT 84103

NORMAN IVAN a.k.a. JT NELSON
1415 W 2950 S
PERRY, UT 84302-4236

1425 WEST 3100 SOUTH
WEST VALLEY, UT 84119

LEWIS W ZUNDEL
145 W 200 N
WILLARD, UT 84340

D ROBERT CARTER
146 W 200 S
SPRINGVILLE, UT 84663

STEVE INGRAM
147 LAKEVIEW DRIVE
STANSBURY PARK, UT 84074

Todd Kaumo
1479 California Ave
Salt Lake City, UT 84104

Bob Romney
1494 S. West Temple
Salt Lake City, UT 84115

WAYNE WINEGAR
150 EAST 600 NORTH #11
KAYSVILLE, UT 84037

PHILIP BARLOW
150 N 200 W
WILLARD, UT 84340

RON DUBUC
150 South 600 E, Ste 2A
SALT LAKE CITY, UT 84102
utah@westernresources.org

JORO WALKER
150 South 600 E, Ste 2A
SALT LAKE CITY, UT 84102
utah@westernresources.org

JENNIFER MILLER
1531 COLORADO AVE
SANTA MONICA, CA 90404

FRANKLIN SMITH
1536 WEST 2175 SOUTH
SYRACUSE, UT 84075

RON BROWN
1537 EAST 2750 NORTH
OGDEN, UT 84114-2531

1555 SOUTH 800 WEST
WOODS CROSS, UT 84087
guresk@woodscross.com

1565 West 200 South
Linden, UT 84042

TODD STEVENSON
1568 EAST HILDA DRIVE
FRUIT HEIGHTS, UT 84037
tstevenson@fruitheightscity.com

Marian Hubbard
1570 W 400 N
MARRIOTT-SLATERV, UT 84404

RODNEY POTTER
1582 WEST 500 NORTH
SALT LAKE CITY, UT 84116

1594 WEST NORTH TEMPLE STE
SALT LAKE CITY, UT 84114

DAN CLARK
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116
danclark@utah.gov

MICHAEL STYLER
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

RICK ALLIS
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

JOHN BAZA
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

FRED HAYES
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

DENNIS J STRONG
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

KENT L JONES
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

GREG SHEEHAN
1594 W NORTH TEMPLE
SALT LAKE CITY, UT 84116

RICHARD J BUEHLER
1594 W NORTH TEMPLE STE 3520
SALT LAKE CITY, UT 84116

Jennifer Gregerson
1594 W North Temple, Ste 3520
SALT LAKE CITY, UT 84114
jennifergregerson@utah.gov

Laura Ault
1594 W North Temple, Ste 3520
SALT LAKE CITY, UT 84116
lauraault@utah.gov

Susan Zarekarizi
1594 W. North Temple, Suite 116
SALT LAKE CITY, 84116
susanzarekarizi@utah.gov

JIM BERKLEY
1594 WYNKOOP STR
DENVER, CO 80202-1129
berkley.jim@epa.gov

Kris Jensen
1595 Wynkoop Street
DENVER, CO 80202
jensen.kris@epa.gov

1596 W. NORTH TEMPLE
SALT LAKE CITY, UT 84116

16 EAST 750 NORTH
KAYSVILLE, UT 84037-2014

Joseph Morzinski
160 E 300 S
Bountiful, UT 84010

JEFF MONROE
1600 E SOUTH WEBER DR
SOUTH WEBER, UT 84405

1635 N GREENFIELD RD STE 115
MESA, AZ 85205

BEN A THURGOOD
1649 W 700 S
SYRACUSE, UT 84075

166 KEETCH ROAD
MONTPELIER, ID 83254

166 WEST SOUTHWELL ST
OGDEN, UT 84404-4194

R. JOHN CLAYTON
169 E 1150 S
FARMINGTON, UT 84025

Zac Covington
170 N MAIN
LOGAN, UT 84321
zacc@brag.utah.gov

KARL BENTLEY
1716 SAGEWOOD ROAD
PRICE, UT 84501

1735 MARKET ST STE A 400
PHILADELPHIA, PA 19103

LANE BEATTIE
175 EAST 400 SOUTH, STE 600
SALT LAKE CITY, UT 84111

175 W 2700 S
SALT LAKE CITY, UT 84115

Don Leonard
1750 West 2450 South
Ogden, UT 84401

Jennifer Sullivan
1780 North Research Parkway Ste
104
North Logan, UT 84341

JIM & KAYLA WAYMENT
1782 N 5900 W
OGDEN, UT 84404

CAROLINE BREZOFF - TRUSTEE
1786 NORTH MARK ST
LAYTON, UT 84041
dfife@brighamcity.utah.gov

MIKE MOYES
1787 SOUTH 2000 WEST
SYRACUSE, UT 84075

W BOONENBERG
1801 BROADWAY SUITE 1440
DENVER, CO 80202-3842

Bob Brister
1817 S. Main St. #10
Salt Lake City, UT 84115

NICOLE SUHR
1822 NORTH 250 WEST
LAYTON, UT 84041

1830 WEST HIGHWAY 112
TOOELE, UT 84074

1835 S HWY 89
PERRY, UT 84302

DR BONNIE BAXTER
1840 S 1300 E
SALT LAKE CITY, UT 84105
bbaxter@westminstercollege.edu

BILL FENIMORE
1860 WOODLAND PARK DR
LAYTON, UT 84041-5639

ROBERT BERO
1876 EAST 2700 SOUTH
SALT LAKE CITY, UT 84103

JOSEPH KONELY
1880 SOUTH 1045 WEST
SALT LAKE CITY, UT 84104-2233

1896 N 1800 W
FARR WEST, UT 84404
Lindsay@farrwestcity.com

1896 N 3450 W
PLAIN CITY, UT 84404

BRECK JENSEN
1899 S REDWOOD RD APT #A9
SALT LAKE CITY, UT 84104

18TH & C STREETS
WASHINGTON, DC 20240

JACK WHITE
1900 NORTH 1655 WEST
SALT LAKE CITY, UT 84116

Gary MCNALLY
1911 S 900 W
SALT LAKE CITY, UT 84104-1724

1925 MICHIGAN AVE
SALT LAKE CITY, UT 84108-1323

JANA TILLEY OR DOUG SWENSON
1925 MICHIGAN AVENUE
SALT LAKE CITY, UT 84108

ERIC KLOTZ
195 NORTH 1950 WEST
SALT LAKE CITY, UT 84116
ericklotz@utah.gov

MARK JENSEN
195 NORTH 1950 WEST
SALT LAKE CITY, UT 84116
mjensen@utah.gov

DAN ENGLISH
195 NORTH 1950 WEST
SALT LAKE CITY, UT 84116

JIM VAN LEEUWEN
195 NORTH 1950 WEST
SALT LAKE CITY, UT 84116

DR WILLIAM MOELLMER
195 NORTH 1950 WEST
SALT LAKE CITY, UT 84116
wmoellmer@utah.gov

L W BENNETT
198 W 28TH STR
OGDEN, UT 84401

1988 SOUTH SHEPHERD LN
KAYSVILLE, UT 84037

Dave Hulme
1990 W 3300 S
Ogden, UT 84401
daveh@mineralresourcesint.com

1990 W 3300 S
OGDEN, UT 84401

Kris McDonald
1990 W 3300 S
Ogden, UT 84401
kristinem@mineralresourcesint.com

1990 W 3300 S
OGDEN, UT 84401

1990 WEST 3300 SOUTH
OGDEN, UT 84401

1996 W 3300 S
WEST HAVEN, UT 84401-9774

DENNIS J FIFE
20 N MAIN
BRIGHAM CITY, UT 84302

20 S HIGHWAY 89
NORTH SALT LAKE, UT 84054
info@nslcity.org

LEN ARAVE
20 S HIGHWAY 89
NORTH SALT LAKE, UT 84054
mayor@nslcity.org

200 W 1300 N
SUNSET, UT 84015
shale@SUNSET-ut.com

2001 SOUTH STATE #N3300
SALT LAKE CITY, UT 84190-0002

2001 SOUTH STATE #S4700
SALT LAKE CITY, UT 84190

NATALIE REES
2001 SOUTH STATE STR
SALT LAKE CITY, UT 84190
nrees@slco.org

2001 SOUTH STATE STREET N4100
SALT LAKE CITY, UT 84190-3050

PETER CARROON
2001 SOUTH STATE STREET, #N2001
SALT LAKE CITY, UT 84190

MICHAEL JENSEN
2001 SOUTH STATE STREET, #N2200
SALT LAKE CITY, UT 84190

Tim Rhodes
2002 Imperial St
Salt Lake City, UT 84105
rhodes@xmission.com

STOEL RIVES
201 S MAIN STR STE 1100
SALT LAKE CITY, UT 84111

PATRICK SHEA
201 SOUTH MAIN
SALT LAKE CITY, UT 84111

Marty Banks
201 South Main Street, Suite 1100
Salt Lake City, UT 84111
mkbanks@stoel.com

2010 SOUTH 2760 WEST
SALT LAKE CITY, UT 84104

MAUNSEL B PEARCE
2012 ARBOR LANE
HOLLADAY, UT 84117
maunselpearce@mac.com

Sam Dickson
2020 N REDWOOD RD
SALT LAKE CITY, UT 84116
sdickson@slc-mosquito.com

2020 W 1300 N
FARR WEST, UT 84404
paul@bonavistawater.com

ANDY LANGTON
2022 S 2100 E Ste 202
SALT LAKE CITY, UT 84108

LAWRENCE GIVENS
20335 VENTURA BLVD STE 300
WOODLAND HILLS, CA 91364

Mark Stuart
2054 E. 6550 South
Uintah, UT 84405
2054stuart@comcast.net

SCOTT PARSON
2060 EAST FOREST RIDGE DR
LAYTON, UT 84040

2066 SOUTH 950 EAST
PROVO, UT 84660

BRIAN HAMBLETON
2072 LAYTON HILLS MALL
LAYTON, UT 84041

2100 N. REDWOOD RD. STE 85
SALT LAKE CITY, UT 84116

NORMAN A WESTON
2125 N MINE ROAD
RANDOLPH, UT 84064

215 S STATE STREET STE 300
SALT LAKE CITY, UT 84111-2319

2175 SOUTH REDWOOD ROAD
WEST VALLEY, UT 84119

LARRY HAMBLETON
2194 WEST 550 NORTH
WEST POINT, UT 84015

220 EAST MORRIS AVENUE
SOUTH SALT LAKE, UT 84115

RICHARD KNUDSON
2200 PANAROMA WAY
SALT LAKE CITY, UT 84124

2200 S SUNSET DR
KAYSVILLE, UT 84037
ljmyers@cdsewer.org

MITCH ADAMS
2229 NORTH 730 EAST
CLINTON, UT 84015
mayor.adams@clintoncity.com

CAROLINE GOLDMAN
2240 SOUTH 900 EAST
SALT LAKE CITY, UT 84106
cgoldman@hawkwatch.org

VAUGHN JACOBSEN
2247 NORTH 2350 EAST
LAYTON, UT 84040

2267 N 1500 W
CLINTON, UT 84015
dcluff@CLINTONcity.com

23 E CENTER
KAYSVILLE, UT 84037
mailbox@KAYSVILLEcity.com

2300 SOUTH 1070 WEST
SALT LAKE CITY, UT 84119

WILLIAM COLMAN
232 SOUTH 800 EAST
SALT LAKE CITY, UT 84102

DAVE NAFTZ
2329 ORTON CIRCLE
SALT LAKE CITY, UT 84119
KGoddard@USGS.gov

233 EAST 3900 SOUTH
MURRAY, UT 84107

W HAGUE ELLIS
2330 DALLIN ST
SALT LAKE CITY, UT 84109-1525

STEPHEN PETERSON
2335 S E PROMONTORY RD
CORINNE, UT 84307

NATHAN DARNALL
2369 WEST ORTON CIRCLE
WEST VALLEY, UT 84119
cnathan2bird@msn.com;
nathan_darnall@fws.gov

Larry Crist
2369 West Orton Circle, Ste. 50
West Valley City, UT 84119

CURTIS WARRICK
2370 S 2300 W
SALT LAKE CITY, UT 84119

GLENN CARPENTER
2370 S 2300 W
SALT LAKE CITY, UT 84119
glenn_carpenter@blm.gov

Cindy Ledbetter
2370 South 2300 West
Salt Lake City, UT 84119

WILLIAM BLEAK
2371 EAST 2100 SOUTH
SALT LAKE CITY, UT 84109
billbleak@msn.com

DR R NEELAMEGGHAM
238 NORTH 2200 WEST
SALT LAKE CITY, UT 84116
rneelameggham@usmagnesium.com

TOM TRIPP
238 NORTH 2200 WEST
SALT LAKE CITY, UT 84116
ttripp@usmagnesium.com

STAN HADDEN
2380 WASHINGTON BLVD
OGDEN, UT 84401

Eric Tvedtnes
2382 Jordan Meadows Lane
West Jordan, UT 84084

JAMES GOWANS
240 SOUTH 200 WEST
TOOELE, UT 84074
jgowans@utah.gov

KURT W & MARSHA P FOWERS
2411 NORTH 5500 WEST
HOOPER, UT 84315

2420 N 4000 W
CORINNE, UT 84307
CORINNEcitycorp@yahoo.com

Laura Romney
2437 Countryside Lane
West Jordan, UT 84084

DAN GOTCHY
2437 NORTH 300 WEST
SUNSET, UT 84015
mayor@sunset-ut.com

Laura Romney
2437 W. Countryside Ln
West Jordan, UT 84084

Marysa Cardwell
2461 Highland Drive
Salt Lake City, UT 84106
marysac@mineralresourcesint.com

JAMIE NAGLE
2480 SOUTH 2000 WEST
SYRACUSE, UT 84075

RON RUSSELL
250 N MAIN
CENTERVILLE, UT 84014
mayor@centervilleut.com

SHELLEICE JORDISON
2501 WALL AVE
OGDEN, UT 84401

2524 IOWA AVENUE
OGDEN, UT 84401

OWEN D & DIXIE BUNOT
2533 N 5500 W
HOOPER, UT 84315

EMILY THURGOOD
2567 EAST 3700 NORTH
LAYTON, UT 84040

RUSS WALL
2600 WEST TAYLORSVILLE BLVD
TAYLORSVILLE, UT 84118
rwall@taylorsvilleut.gov

2618 W PIONEER ROAD
OGDEN, UT 84404

2627 WEST SHEPARD LANE
KAYSVILLE, UT 84037

SID YUETKE
265 EAST 3900 SOUTH
SALT LAKE CITY, UT 84107

Douglas Roberts
266 S. Ridgeview Drive
Bountiful, UT 84010
djrob1943@yahoo.com

SCOTT BAXTER
2684 NORTH 250 EAST
NORTH OGDEN, UT 84414

Sylvia Wilcox
2689 Imperial St.
Salt Lake City, UT 84106

CARL HUGIE
27 S 500 W
WILLARD, UT 84340

ROB SMITH
2718 NORTH 21251 EAST
LAYTON, UT 84040

GAIL & DUANE JORDISON
275 EAST 1200 SOUTH
BOUNTIFUL, UT 84010

JOHN BELLMON
2764 EAST 200 NORTH
LAYTON, UT 84040

JOHN PETROFF JR
28 E STATE STREET
FARMINGTON, UT 84025

LOUENDA DOWNS
28 E STATE STREET
FARMINGTON, UT 84025

BRETT MILLBURN
28 EAST STATE STREET STE 128
FARMINGTON, UT 84025
bret@daviscountyutah.gov

JOY ASBURY
280 CHERRY DRIVE
PASADENA, CA 91105

2815 W 3300 S
WEST HAVEN, UT 84404

Louis Cooper
2825 E COTTONWOOD PKWY #400
SALT LAKE CITY, UT 84121

2837 E HIGHWAY 193
LAYTON, UT 84040
tflint@weberbasin.com

286 E CENTER STREET
WILLARD, UT 84340

MARGARET SUHR
2877 NORTH 1050 EAST
NORTH OGDEN, UT 84414

2888 S 3600 W
WEST VALLEY, UT 84119

SUSAN DUCKWORTH
2901 MERTON WAY
MAGNA, UT 84044
sduckworth@utah.gov

295 N JIMMY DOOLITTLE RD
SALT LAKE CITY, UT 84116
wfr@wfr.org

LEIGH LABOTKA
300 NORTH STATE STREET
SALT LAKE CITY, UT 84114

STEVE HIATT
303 NORTH 500 EAST
KAYSVILLE, UT 84037
mayor.hiatt@kaysvillecity.com

DAN TUTTLE
3051 S 7270 W
MAGNA, UT 84044

3200 W 300 N
WEST POINT, UT 84015
ghill@westpointcity.org

Bret Beckstead
3213 Larkin
West Valley City, UT 84120

FORREST S CUCH
324 S STATE STR STE 500
SALT LAKE CITY, UT 84114
fscuch@utah.gov

MERLE MCLEOD
3268 SOUTH 1100 WEST
SYRACUSE, UT 84075

331 SOUTH RIO GRANDE
SALT LAKE CITY, UT 84101

P. LAMAR DEFRIES
2910 W 2550 S
WEST HAVEN, UT 84401

ROGER & ARNOLD WELLS
297 W 380 N
WILLARD, UT 84340

PHILIP F. NOTARIANNI
300 S RIO GRANDE STR
SALT LAKE CITY, UT 84101
pnotarianni@utah.gov

3040 S 1200 W
PERRY, UT 84302

ALL & MATY SPARKS
3113 TANGLEWOOD DRIVE
LAYTON, UT 84040

ERIK CRAYTHORNE
3200 W 300 N
WEST POINT, UT 84015

FRANK E & JT FLINT
3215 N PROMONTORY RD
PROMONTORY, UT 84307

DALE & MISTI T PARKER
3240 WEST 800 NORTH
WEST POINT, UT 84015

3269 WEST 1800 NORTH
CLINTON, UT 84015

CHARLIE TRENTLEMAN
332 STANDARD WAY
OGDEN, UT 84404
ctrentleman@standard.net

Val John Halford
295 Jimmy Doolittle Road
Salt Lake City, UT 84116
vhalford@wfr.org

GENEVIEVE ATWOOD
30 NORTH U STREET (REAR)
SALT LAKE CITY, UT 84103
genevieveatwood@comcast.net

JERRY NELSON
3005 S 1200 W
PERRY, UT 84302-4229

WENDY WHITTNEY
3044 EAST 3135 SOUTH
SALT LAKE CITY, UT 84109

STEVE LUTZ
3131 MIKE JENSE PARKWAY
PROVO, UT 84601
steve.lutz@uvu.edu

JOHN WALLACE
3210 SKYCREST CIR
SALT LAKE CITY, UT 84108

322 AOLOA ST #1005
KAILUA, HI 96734-3041

ALICE NEFF
325 N 200 W
WILLARD, UT 84340

330 BOB HOPE DRIVE
BURBANK, CA 91523

AARON KENNARD
3365 SOUTH 900 WEST
SALT LAKE CITY, UT 84119

DAN TUTTLE
351 SOUTH 950 WEST
LAYTON, UT 84041
daren_tuttle@bd.com

Zoe LeCheminant
3525 W. 7520 S.
West Jordan, UT 84084

Zac LeCheminant
3525 W. 7520 S.
West Jordan, UT 84084

3528 WEST 500 SOUTH
SALT LAKE CITY, UT 84104

355 BOXINGTON WAY
SPARKS, NV 89434

Gene Shawcroft
355 West University Parkway
OREM, UT 84058
gene@cuwcd.com

COREY ADAMS
358 SOUTH 700 EAST #B158
SALT LAKE CITY, UT 84102

360 NORTH 700 WEST SUITE F
NORTH SALT LAKE, UT 84054

BRENT GOODFELLOW
3620 SOUTH 6000 WEST
WEST VALLEY, UT 84128
bgoodfellow@utahsenate.org

370 W 800 N #11
SALT LAKE CITY, UT 84103-1482

GEORGE LAIRD
3740 West 1987 South
SALT LAKE CITY, UT 84104
george.laird@wpt.com

JIM LARAWAY
3740 West 1987 South
SALT LAKE CITY, UT 84104
jlaraway@wpt.com

EDWARD L (Ranch/Livestock)
GILLMORE
3819 S 2000 E
SLC, UT 84109-3319

385 W 600 N
BRIGHAM CITY, UT 84302

ELLA SORENSON
3868 MARSHA DRIVE
WEST VALLEY, UT 84128
3868ella@comcast.net

BOB DROUBAY
3875 N ROWBERRY LN
ERDA, UT 84074

NATE PUGSLEY
39 EAST EAGLERIDGE DR #100
NORTH SALT LAKE, UT 840540000

DAVID WEST
3995 SOUTH 700 EAST # 101
SALT LAKE CITY, UT 84107

40 EAST 100 SOUTH
SALT LAKE CITY, UT 84111

JAMES BEAMES
41 S 500 W
WILLARD, UT 84340

Patrick Kelly
4100 S West Temple #100
SALT LAKE CITY, UT 84107
pm45kelly@aol.com

WILLIAM V DENIRO
415 E 4800 S
MURRAY, UT 84107-4906

4150 S 3900 W
WEST HAVEN, UT 84401
janet@westhavencity.com

BRIAN MELANEY
4150 S 3900 W
WEST HAVEN, UT 84401

JAY JENKINS
4160 W 2200 N
PLAIN CITY, UT 84404
jayjenki@wyoming.com

4160 W 2200 N
PLAIN CITY, UT 84404
plaincitymail@yahoo.com

JAY BANKHEAD
4189 GOLDEN GARDEN DR
ERDA, UT 84074

4213 W 4275 S
WEST HAVEN, UT 84315

LARRY & CHRIS WOOLSEY
4243 SOUTH 2450 WEST
ROY, UT 84067

CHRISTINE MOORE
425 W 200 N
WILLARD, UT 84340

4252 W 2200 S
SYRACUSE, UT 84075
kcowan@ndsd.org

JOHN BUCKMILLER
4280 S 2700 E
SALT LAKE CITY, UT 84124-2941

429 E MAIN STR
GRANTSVILLE, UT 84029
rwright@GRANTSVILLEut.gov

Lydia Garvey
429 S 24th
Clinton, OK 73601
wolffhowlmama@yahoo.com

4326 ELK RIM RD
S JORDAN, UT 84095

437 N WASATCH DR
LAYTON, UT 84041
contact@LAYTONcity.org

STEVE CURTIS
437 NORTH WASATCH BLVD
LAYTON, UT 84041
SCURTIS@LAYTONCITY.ORG

SCOTT K JENKINS
4385 W 1975 N
PLAIN CITY, UT 84404
sjenkins@utahsenate.org

JEANINE BORCHARDT
440 NORTH PAIUTE DR
CEDAR CITY, UT 84720
jeanine.borchardt@ihs.gov

DIANE GONZALES
4495 SOUTH 5400 WEST
WEST VALLEY, UT 84120

4498 W SKYE DR
SO JORDAN, UT 84095-9716

JIM SMITH
450 SOUTH SIMMONS WAY
KAYSVILLE, UT 84037
daviscc@davischamberofcommerce.com

JERRY RYAN
4501 SOUTH 2700 WEST
WEST VALLEY, UT 84119

RALPH BECKER
451 S STATE STREET
SALT LAKE CITY, UT 84111
Mayor@slcgov.com

CHRIS SCHAEFERMEYER
4528 WEST 1700 SOUTH
SYRACUSE, UT 84075

ELLEN RYBURN
4528 WEST 1700 SOUTH
SYRACUSE, UT 84075

JOLENE ROBINSON
4528 WEST 1700 SOUTH
SYRACUSE, UT 84075

WALLACE WRIGHT JR
457 EAST 300 SOUTH
SALT LAKE CITY, UT 84111-2691

RUSSELL CHILD
458 W 200 N
WILLARD, UT 84340

CINDY SOMMERFIELD
462 EAST WILLOW AVENUE
SALT LAKE CITY, UT 84107

JERRY W STEVENSON
466 SOUTH 1700 WEST
LAYTON, UT 84041
jstevenson@utahsenate.org

GENE WHITE
47 SOUTH MAIN
TOOELE, UT 84074
gwhite@co.TOOELE.ut.us

KEN PARK
47 SOUTH MAIN
TOOELE, UT 84074

COLLEEN JOHNSON
47 SOUTH MAIN, RM 210
TOOELE, UT 84074

DENNIS ROCKWELL
47 SOUTH MAIN, RM 210
TOOELE, UT 84074

MATTHEW LAWRENCE
47 SOUTH MAIN, RM 210
TOOELE, UT 84074

FRANCISCO BENAVIDES
4700 W DAYBREAK PKWY
SO JORDAN, UT 84095
francisco.benavies@kennecott.com

4700 W DAYBREAK PKWY
SO JORDAN, UT 84095

Kevin Noorda
4705 W 9050 N
Elwood, UT 84337
knknoorda@yahoo.com

471 W 2nd STR
OGDEN, UT 84404

485 E SHEPARD LN
KAYSVILLE, UT 84037

485 East Shepard Lane
Farmington, UT 84025

Vernona Pace
4853 Cherrywood Ln
Salt Lake City, UT 84120

DAVE NAZARE
488 E WINCHESTER ST #475
MURRAY, UT 84107

GLEN EURICK
49 WEST 300 SOUTH #1703
NORTH SALT LAKE, UT 84101
OLDROWER@att.net

490 N 1600 E
TREMONTON, UT 84337-8825

TERRY SMEDLEY
490 WEST GENTILE
LAYTON, UT 84041

JAY TODD
4987 SOUTH FAIRBROOK LANE
SALT LAKE CITY, UT 84117

Jay Todd
4987 South Fairbrook Lane
Holladay, UT 84117
jaja64@msn.com

4989 S 4300 W
HOOPER, UT 84315-9523

4990 N HIGHWAY 38
BRIGHAM CITY, UT 84302

5028 HOLLADAY BLVD
SALT LAKE CITY, UT 84117

Kelly Asay
5031 W. Highwood Dr.
Kearns, UT 84118

Mike Asay
5031 W. Highwood Dr.
Kearns, UT 84118

Dena Robinson
5032 W. Highwood Dr.
Kearns, UT 84118

Rocky Robinson
5032 W. Highwood Dr.
Kearns, UT 84118

505 W 12th STREET
OGDEN, UT 84404
webermad@co.weber.ut.us

CHARLES SHEAN
5058 S 300 W
SALT LAKE CITY, UT 84157

DAVID MACKAY
5058 SOUTH 300 WEST
SALT LAKE CITY, UT 84107

MICHAEL D. SWENSON
5068 HOLLADAY BLVD
SALT LAKE CITY, UT 84117
mswenson801@comcast.net

CRAIG K MERRILL
514 12th St
OGDEN, UT 84404

RON ROUNDY
515 EAST 5300 SOUTH
OGDEN, UT 84405

BOB HASENYAGER
515 EAST 5300 SOUTH
OGDEN, UT 84405

Kyle Stevens
5168 W. 4100 S.
West Valley City, UT 84120

BRENT D & MARALYN J BUNOT
5187 S 7500 W
HOOPER, UT 84315

DON LEONARD
522 SOUTH 400 WEST
SALT LAKE CITY, UT 84101
don@gsia.us

FRED BAKER JR
5230 OLD MAIN HILL
LOGAN, UT 84341
forpest@cc.usu.edu

J ARTHUR & NOLA JEAN MOORE
5230 S 7500 W
HOOPER, UT 84315

ERVIN G & HAZEL HESLOP-TRUSTEES
5261 S 7500 W
HOOPER, UT 84315

5283 WEST 5725 SOUTH
HOOPER, UT 84315

VAN KING
5295 SOUTH 300 WEST
SALT LAKE CITY, UT 84103

AARON MARTIN
531 SOUTH 900 EAST #C-2
SALT LAKE CITY, UT 84102

JASON GIPSON
533 W 2600 S
BOUNTIFUL, UT 84010
jason.a.gipson@usace.army.mil

KATHLEEN ANDERSON
533 W 2600 S
BOUNTIFUL, UT 84010
kathleen.anderson@asace.army.mil

Scott Stoddard
533 W. 2600 S. #150
Bountiful, UT 84010

COREY LOVELAND
533 WEST 2600 SOUTH, STE 150
BOUNTIFUL, UT 84010
Corey.B.Loveland@spk01.usace.army.mil

535 WEST 22ND ST 4th FLOOR
NEW YORK, NY 10011

5350 WEST 5400 SOUTH
KEARNS, UT 84118

WILLIAM R VAVRICKA
537 W 200 N
WILLARD, UT 84340

5440 S FREEWAY PARK DR
RIVERDALE, UT 84405

KERRY W GIBSON
5454 W 1150 S
OGDEN, UT 84404
kwgibson@utah.gov

LONNY GREER
549 W CENTER ST
WILLARD, UT 84340

Chris Montague
55 E. South Temple
Salt Lake City, UT 84102
cmontague@tnc.org

55 S STATE STREET
CLEARFIELD, UT 84015
carol.rogers@CLEARFIELDcity.org

DON WOOD
55 S STATE STREET
CLEARFIELD, UT 84015

550 N 800 W
WEST BOUNTIFUL, UT 84087
chowe@westBOUNTIFUL.utah.gov

KEN ROMNEY
550 N 800 W
WEST BOUNTIFUL, UT 84087

DANIEL R LILJENQUIST
553 S DAVIS BLVD
BOUNTIFUL, UT 84010
dliljenquist@utahsenate.org

5544 W 1400 N
OGDEN, UT 84404

CLYNN RICHMAN
555 S EAST PROMONTORY RD
PROMONTORY, UT 84307-9604

5580 W 4600 S
HOOPER, UT 84315
hoopercity@hotmail.com

Joan Degiovgio
559 East South Temple
SALT LAKE CITY, 84102
jdegiovgio@tnc.org

559 EAST SOUTH TEMPLE
SALT LAKE CITY, UT 84102

RONDA R MENLOVE
5650 W 16800 N
GARLAND, UT 84312
rmenlove@utah.gov

J Tanner
5760 Stoneflower
Kearns, UT

DORIS W & JT LARSEN
5780 NE PROMONTORY RD
CORINNE, UT 84307

5783 W 950 N
OGDEN, UT 84404

Andrew Lloyd
5832 S. Westbench Dr
Kearns, UT 84118

CARLA BECKSTEAD
5859 COTTONWOOD CANYON RD.
MOUNTAIN GREEN, UT 84050

Doug Pearson
5932 Allores Ct.
Herriman, UT 84096

Dave Pearson
5932 Allores Ct.
Herriman, UT 84096

JOAN MERRILL
5948 S. GATE AVE BUILDING 1A
HILL AIR FORCE BASE, UT 84056-5232

IRENE HANSEN
611 MILLER DRIVE (67-6)
ROOSEVELT, UT 84066

Debra Johnson
615 W 9400 S Ste 116
Sandy, UT 84070

Nicole Anderson
6156 Vine Field Lane
Murray, UT 84121
nma9999@xmission.com

SHARLEEN SHANNON
6170 N HWY 38
BRIGHAM, UT 84302

Burh Sinsi
623 Marin Way
Saratoga, UT 84045

Burh Sinsi
623 Marin Way
West Valley City, UT 84045

BRYANT PRATT
6232 SOUTH 340 EAST
MURRAY, UT 84107

Darin Noorda
630 s 100 w
Garland, UT 84312

65 MARKET ST
SAN FRANCISCO, CA 94105

NANETTE BUNKER
65 NORTH STONE ROAD
SNOWVILLE, UT 84336

TOM CHAPMAN
650 NORTH 1500 EAST
FRUIT HEIGHTS, UT 84037

651 SOUTH REDWOOD ROAD
NORTH SALT LAKE, UT 84054

JOHN PETERSEN
653 S PLEASANT RIDGE CIR
ALPINE, UT 84004

Amanda Martin
664 S. Grand
Salt Lake City, UT 84102

Sylvia Gray
666 Ninth Avenue
Salt Lake City, UT 84103

William Gray
666 Ninth Avenue
Salt Lake City, UT 84103
cyberflora@xmission.com

JEFRE HICKS
6680 S 475 E
SOUTH WEBER, UT 84405-9221
rjefree@msn.com

669 WEST 200 SOUTH
SALT LAKE CITY, UT 84101

RICK WILCOX
675 EAST 500 SOUTH STE 500
SALT LAKE CITY, UT 84102
rickwilcox@utah.gov

PATRICK HOGLE
6758 E EMIGRATION CANYON
SALT LAKE CITY, UT 84108

Juan Arce-Larreta
677 East 50 North
North Salt Lake City, UT 84054

Desiree G. Van Dyke
6782 South 1300 East
Salt Lake City, UT 84121

6796 WEST 5500 SOUTH
HOOPER, UT 84315

68 SOUTH MAIN 6TH FLOOR
SALT LAKE CITY, UT 84101

680 W 21ST STR
OGDEN, UT 84401

Pat Burns
6843 S. Clover Circle
West Jordan, UT 84084

Bryant Olsen
688 E. 700 S. #105
Salt Lake City, UT 84102
bryant_olsen@yahoo.com

CHRIS WILKINSON
6929 N LAKEWOOD AVE MD 2.1-106
TULSA, OK 74117

Alex Toller
701 E 2nd Ave
Salt Lake City, UT 84103

FAYE & MARIE HANSEN FOWERS-
TRUSTEES
7010 W 5500 S
HOOPER, UT 84315

GWEN DAVIS
707 NORTH MAIN STREET
BRIGHAM CITY, UT 84302
gwen.davis@hill.af.mil

CLEO BRAEGGER
71 S 100 W
WILLARD, UT 84340

Corie Nelson
722 E. 3710 S.
Salt Lake City, UT 84106
corienelson@hotmail.com

Stephanie Young
723 9th Ave
Salt Lake City, UT 84103
slymerzel@aol.com

WARREN CHRISTENSEN
729 W 3500 N
OGDEN, UT 84414

STACEY MEYER
7340 S 950 W
WILLARD, UT 84340

BRANDON TODD
748 W HERITAGE PK BLVD STE 201
LAYTON, UT 84041

Tyler Beckstead
7549 South 2160 East
Salt Lake City, UT 84121

RICKEY L & JT LOVELAND
7620 S HWY 89
WILLARD, UT 84340

GARY DEJONG
763 NORTH MAIN ST
FARMINGTON, UT 840250000

Will Snarr
764 NORTH 10500 WEST
OGDEN, UT 84403
snarrw@compassminerals.com

COREY MILNE
765 NORTH 10500 WEST
OGDEN, UT 84404
milnec@compassminerals.com

Joe Havasi
766 NORTH 10500 WEST
OGDEN, UT 84405
havasij@compassminerals.com

MELLISA MERSETH
768 LAKEVIEW DRIVE
STANSBURY PARK, UT 84074

J.R. REYNOLDS
769 EAST RAMONA
SALT LAKE CITY, UT 84105

770 E SOUTH TEMPLE
SALT LAKE CITY, UT 84102

772 N MAIN STR #317
TOOELE, UT 84074

GLEN L & NANCY B WADE
776 N 3500 W
WEST POINT, UT 84015

JEFF HODGES
776 SOUTH 4500 WEST
WEST POINT, UT 84015

777 E 2100 S
SALT LAKE CITY, UT 84106

BOB RAY
78 EAST 7500 SOUTH
MIDVALE, UT 84047

7856 N MOUNTAINVIEW RD
LAKE POINT, UT 84074

JOE JOHNSON
790 S 100 E
BOUNTIFUL, UT 84010
jjohnson@bountifulutah.gov

7921 S 1900 E
SOUTH WEBER, UT 84405

80 W 50 S
WILLARD, UT 84340
willardcity@comcast.net

JOHN L FERRY
815 N 6800 W
CORINNE, UT 84307-9737

8215 S 1300 W
WEST JORDAN, UT 84088
www.jvwcd.org

825 NE MULTNOMAH SUITE 1000
PORTLAND, OR 97232

DAVID TURNER
828 E 5750 S
OGDEN, UT 84405
turnds@xmission.com

Wade Brown
8324 W. Danbury Dr.
Magna, UT 84044

Nick Brown
8324 W. Danbury Dr.
Magna, UT 84044

FRED PAYNE
838 EAST 3300 SOUTH
SALT LAKE CITY, UT 84106

85 N 100 E
WILLARD, UT 84340

85 N 600 W
KAYSVILLE, UT 84037
www.davismosquito.org

BEVERLEE DYSERT
851 SOUTH CANYON Crest
BOUNTFUL, UT 84010

Gary Lloyd
8553 Johnson Way Drive
Sandy, UT 84094

JUNE ADAMS
876 ROSEWOOD LN
LAYTON, UT 84041-4334

877 SIGNAL HILL
FRUIT HEIGHTS, UT 84037

ELI DUBUC
8790 WEST HIGHWAY 102
TREMONTON, UT 84337

DWIGHT BUNNELL
88 W 350 S
MIDWAY, UT 84049
dwightbunnell@comcast.com

TROY JUSTENSEN
881 SOUTH SUNSET DRIVE
KAYSVILLE, UT 84037

JOHN R REESE
9 MORNING SUN DRIVE
PETALUMA, CA 94952

90 N MAIN
TOOELE, UT 84074

90 N MAIN
TOOELE, UT 84074
sharond@TOOELEcity.org

DICK MOFFAT
90 SOUTH 400 WEST #200
SALT LAKE CITY, UT 84101

BEN FERRY
905 NORTH 6800 WEST
CORINNE, UT 84307
bcferry@utah.gov

Carole Sexton
9075 S. 700 E. Apt. 326
Sandy, UT 84070

9075 SOUTH 700 WEST
SANDY, UT 84070

9160 N HIGHWAY 83
CORINNE, UT 84307

Thomas Bowen
925 Executive Park Drive, Suite B
Salt Lake City, UT 84117
jtbowen@bowenatty.com

RON CASE
9288 JANA LEE DR.
WEST JORDAN, UT 84088

946 WEST 1800 NORTH
SALT LAKE CITY, UT 84116

Sheldon Barfuss
9490 N 6000 W
Tremonton, UT 84337

DAVID SCHENK
950 W KERSHAW AVE, UNIT F
OGDEN, UT 84401

Gordon Gridley
951 West 3050 South
Syracuse, UT 84075
ggridley@gordongridley.us

LAURA HADLEY
967 SOUTH 1100 EAST
SALT LAKE CITY, UT 84105

Tony Johnston
9757 S. 1650 W.
South Jordan, UT 84095

Joe Havasi
9900 West 109th Street, Ste 600
Overland Park, KS 66210
havasij@compassminerals.com

995 S 500 W
BOUNTIFUL, UT 84010
wes@BOUNTIFULirigation.com

ATTN L STRICKLAND CORP ACCTG
RESTON, VA 20190

ATTN: RIGHT OF WAY MANAGER
COLORADO SPRGS, CO 80919

BEAR RIV MIGRATORY BIRD REFUGE
BRIGHAM CITY, UT 84302

John Luft
Box 146301
SALT LAKE CITY, UT 84114
johnluft@utah.gov

Pam Kramer
Box 146301
SALT LAKE CITY, UT 84114
pamkramer@utah.gov

BOX 148420 R/W 4TH FLOOR
SALT LAKE CITY, UT 84119

Onno Wieringa
Box 8007
Alta, UT 84092
onno@alta.com

c/o P DOUGLAS
NEW YORK, NY 10014

C/O RASH #287-44-1100405
PLANO, TX 75026-0888

CENTRAL FEDERAL LANDS DIVISION
LAKEWOOD, CO 80228

COOPERATIVE, INC.
MOUNTAIN GREEN, UT 84050

LEIGH VON DER ESCH
COUNCIL HALL/CAPITOL HILL
SALT LAKE CITY, UT 84114

SUTTON DAN
DIR OF OPERATIONS-WEST REGION
TUKWILA, WA 98168

GLENN PALMER
Environmental Management Division
Hill AFB, UT 84056
glenn.palmer@hill.af.mil

GSL BRINE SHRIMP COOPERATIVE
MT. GREEN, UT 84050

LENKA MENKYNNOVA
HIGHGATE STUDIOS
LONDON, NWS ITL, UK

Keith Morgan
I-80 W Exit 84
Grantsville, UT 84029

LAND & RIGHT OF WAY DEPT
SALT LAKE CITY, UT 84171-0400

LDS CHURCH TAX DIVISION
SALT LAKE CITY, UT 84150-3620

NINE GREENWAY PLAZA
HOUSTON, TX 77046-0995

NON-OPERATING PROPERTY
BROOMFIELD, CO 80020

KEVIN WELLS
P O BOX 242
HENEFER, UT 84033

RAYMOND GRABOWSKI
P O BOX 412
WILLARD, UT 84340

P O BOX 50580
IDAHO FALLS, ID 83405

P O BOX 540478
NORTH SALT LAKE, UT 84054-0478

John Rogers
P.O. Box 145801
SALT LAKE CITY, UT 84114
johnrogers@utah.gov

Leslie Heppler
P.O. Box 145801
SALT LAKE CITY, UT 84114
lheppler@utah.gov

P.O. Box 16047
SALT LAKE CITY, UT 84116-3219

Jerry Harwood
P.O. Box 26201
Salt Lake City, UT 84126

Evan Curtis
PO 132210
SALT LAKE CITY, 84114
ecurtis@utah.gov

Michael Mower
PO 132210
SALT LAKE CITY, 84115
mikemower@utah.gov

Jodi Gardberg
PO 144870
SALT LAKE CITY, UT 84114
jgardberg@utah.gov

Andrew Rupke
PO 146100
SALT LAKE CITY, UT 84114
andrewrupke@utah.gov

Toby Hooker
PO 146100
SALT LAKE CITY, 84114
tobyhooker@utah.gov

Bill Schlotthauer
PO 146300
SALT LAKE CITY, UT 84114
billschlotthauer@utah.gov

LOIS COX
PO BOX 1051
CEDAR CITY, UT 84720

Jeredee Gibson
PO Box 1306
Bountiful, UT 84011

John Gibson
PO Box 1306
Bountiful, UT 84011

Cameron Reynolds
PO Box 1306
Bountiful, UT 84011

John Gibson
PO Box 1306
Bountiful, UT 84011

Cameron Reynolds
PO Box 1306
Bountiful, UT 84011

Jeredee Gibson
PO Box 1306
Bountiful, UT 84011

ROBERT & NANI HOGLE PINDER
PO BOX 1329
PARK CITY, UT 84060

PO BOX 140111
SALT LAKE CITY, UT 84114
dwayment@sdsd.us

PO BOX 144820
SALT LAKE CITY, UT 84114-4820

MAX PETERSON
PO BOX 145506
SALT LAKE CITY, UT 84114-5506

PO BOX 145550
SALT LAKE CITY, UT 84114

DAVE HARRIS
PO BOX 146001
SALT LAKE CITY, UT 84114

PO BOX 160070
CLEARFIELD, UT 84016-0070

FRED SELMAN
PO BOX 175
TREMONTON, UT 84337
fselman@citlink.net

Shirley Gorospe
PO Box 188
West Jordan, UT 84081

CURTIS CESSPOOCH
PO BOX 190
FORT DUCHESNE, UT 84026-0190
curtisc@utetribes.com

PO BOX 20062 BOW VALLEY POST
CALGARY, AB T2P 4H3

PO BOX 217
HOOPER, UT 84315

MARK BLEAZARD
PO BOX 222
GRANTSVILLE, UT 84029

VANCE LAMBORN
PO BOX 231
HONEYVILLE, UT 84314

GEORGE R CHOURNOS
PO BOX 245
COKEVILLE, WY 83114

ERNEST HOUSE
PO BOX 248
TOWAOC, CO 81334
ehouse@utemountain.org

PO BOX 25486
DENVER, CO 82445

LYNN DE FREITAS
PO BOX 2655
SALT LAKE CITY, UT 84110
ldefreitas@earthlink.com

LEE CHOE
PO BOX 2710
TUBA CITY, AZ 86045
lchoesjsptzp@aol.com

PO BOX 273
BEAR RIVER CITY, UT 84301

PO BOX 303
MAGNA, UT 84044
ehansen@MAGNAwater.com

WILLIAM R VAVRICKA
PO BOX 31
WILLARD, UT 84340

PO BOX 3494
OGDEN, UT 84409-1494

ANN NEVILLE
PO BOX 352
MAGNA, UT 84044
ann.neville@kennecott.com

PO BOX 3765
OGDEN, UT 84409

PO BOX 3765
OGDEN, UT 84409-1765

PO BOX 40
MAGNA, UT 84044
MAGNAmosq@yahoo.com

VERN PRICE
PO BOX 412
WILLARD, UT 84340-0436

MARY BETH MAZZONE
PO BOX 424
PARK CITY, UT 84060

CRAIG MILES
PO BOX 429
ROY, UT 84067

PO BOX 429
FARMINGTON, UT 84021

PO BOX 448
GRANTSVILLE, UT 84029

PO BOX 45155
SALT LAKE CITY, UT 84145-0155

RICK HELLSTROM
PO BOX 45360
SALT LAKE CITY, UT 84145-0360

BILL BRINTON
PO BOX 506
GRANTSVILLE, UT 84029-0506
jhuizingh@mortonsalt.com

KEITH MORGAN
PO BOX 506
GRANTSVILLE, UT 84029-056
kmorgan@mortonsalt.com

PO BOX 520867
SALT LAKE CITY, UT 84152-0867

TERRY SEITER
PO BOX 521076
SALT LAKE CITY, UT 84152

JEFF SALT
PO BOX 522220
SALT LAKE CITY, UT 84152
jeffsalt@greatsaltlakekeeper.org

PO BOX 540478
NORTH SALT LAKE, UT 84054

PO BOX 543
BRIGHAM CITY, UT 84302-0543

CLARENCE ROCKWELL
PO BOX 570
MONTEZUMA CRK, UT 84534

DAVID J MACKAY
PO BOX 57575
MURRAY, UT 84157

PO BOX 58483
SALT LAKE CITY, UT 84158-0483

PO BOX 6001
MAGNA, UT 84044-6001

RUPERT STEELE
PO BOX 6104
IBAPAH, UT 84034-6036
rupertsteele@goshutetribes.com

BARRY BURTON
PO BOX 618
FARMINGTON, UT 84025
barry@daviscountyutah.gov

KENT SULSER
PO BOX 618
FARMINGTON, UT 84025
ksulser@daviscountyutah.gov

Louise Brown
PO Box 643
Kamas, UT 84036
luckylou@allwest.net

PO BOX 648
GRANTSVILLE UT, UT 84029

TRENT LISTON
PO BOX 696
FARMINGTON, UT 84025

Matt Lindon
PO BOX 70
WEST JORDAN, UT 84084

LEONA EYETOO
PO BOX 7096
WHITE MESA, UT 84511
leyetoo@utemountain.org

KEN SPACKMAN
PO BOX 757
PARK VALLEY, UT 84329

PO BOX 788
GRANTSVILLE, UT 84029

LONNY GREER
PO BOX 871
BRIGHAM CITY, UT 84302

JOE SHIRLEY JR
PO BOX 9000
WINDOW ROCK, AZ 86515-9000
joeshirley@yahoo.com

PAUL RAY
PO BOX 977
CLEARFIELD, UT 84089
pray@utah.gov

REGION ONE HQ 166 WEST
SOUTHWELL STR
OGDEN, UT 84404

RIGHT OF WAY MANAGEMENT
BROOMFIELD, CO 80021

RIGHT OF WAY MANAGER
TULSA, OK 74172

NOREEN APPLEBY
ROOM 1B201, UTFRSTBE136300
BEDMINSTER, NJ 07921

STATE CAPITOL BUILDING
SALT LAKE CITY, UT

UDOT RIGHT OF WAY
SALT LAKE CITY, UT 84114-8420

USA/URMCC 125 SOUTH STATE RM
7423
SALT LAKE CITY, UT 84038

KARA DESENA
UTAH FIELD OFFICE 559 EAST SOUTH
TEMPLE
SALT LAKE CITY, UT 84102

Alam McEwan
amcewan@co.weber.ut.us

Andrew Kulmatiski
andrewkulmatiski@hotmail.com

Bill Ratcliffe
bill_ratcliffe@cargill.com

Brian Nicholson
bnicholson@swca.com

Bob Brister
bob@uec-utah.org

Lynn Carroll
bradlynncc@comcast.net

Bruce Anderson
brucea@mineralresourcesint.com

Bryant Pratt
brypratt@q.com

Cheryl Adams
CAdams@co.tooele.ut.us

Chad DAVIS
chaddavis@utah.gov

Chris Cline
Chris_Cline@fws.gov

Cindy Ledbetter
cindy_ledbetter@blm.gov

Colleen Johnson
cjohnson@co.tooele.ut.us

W. Clay Perschon
clayperschon@utah.gov

Corey Anderson
coreya@mineralresourcesint.com

Craig Miller
craigmiller@utah.gov

BILL MAUGHAN

Curtis Warrick
curtis_warrick@blm.gov

Sid Hullinger
cwatson@brokenarrowusa.com

Danny White
dannywhitefl@gmail.com

David Hanson
david.hanson@ut.usda.gov

JIM CROSS

Jim Suhr
decinnov@xmission.com

Dave Livermore
dlivermore@tnc.org

Erica Gaddis
egaddis@swca.com

RICHARD P DURHAM

Eric McCulley
emcculley@swca.com

FRAN Cherry
fran.cherry@kernrivergas.com

Richard Garr
garr@compassminerals.com

DAVID KUEHN

JERRY Harwood
gerald.harwood@greatclips.net

MARK D JENSEN

Jacob Parnell
Jacob.Parnell@usu.edu

Jan Striefel
, UT
jans@ldi-ut.com

Jason Curry
jasoncurry@utah.gov

Jaimi Butler
jbutler@westminstercollege.edu

Jeff DenBleyker
jeff.denbleyker@ch2m.com

SPENCER P ECCLES

Jeff Richards
Jeff.Richards@PacifiCorp.com

Jeff Williams
jeff.williams@ut.usda.gov

Jeremy Eyre
jeyre@bio-west.com

john frederick
jfrederick@mortonsalt.com

Jay Hardy
jhardy@boxeldercounty.org

Joel Karmazyn
jkarmazyn@utha.gov

Joseph Morzinski
jmindoorgardens@gmail.com

Joe Liddell
joseph.liddell@wirelessbeehive.com

Jeffrey Ostermiller
jostermiller@utah.gov

Julie Peck-Dabling
jpeck-dabling@slco.org

John Ray
jray@fabianlaw.com

John Whitehead
jwhitehead@utah.gov

Jan Zogmaister
jzogmaister@co.weber.ut.us

KERRY Beutler
kbeutler@co.tooele.ut.us

Ken Richley
kenneth_richley@nps.gov

Kevin Hamilton
khamilton@boxelder.org

Louis Cooper
lcooper@co.weber.ut.us

Louenda Downs
ldowns@daviscountyutah.gov

Lori Hunsaker
lhunsaker@utah.gov

Leland Myers
ljmyers@cdsewer.org

Chris Leucke
luecke@cc.usu.edu

Laura Vernon
lvernon@swca.com

Marcy Demillion
marcy_demillion@nps.gov

Mary Tullius
marytullius@utah.gov

Matthew Anderson
matthewa@mineralresourcesint.com

Matt Lindon
mattlindon@utah.gov

Kevin Merchel
merchekc@westinghouse.com

Matt Hilderman
mhilderman@co.tooele.ut.us

Marian Hubbard
mhubbard@slco.org

Mike Nelson
mike_nelson@blm.gov

Margaret Suhr
msuhr@decisioninnovations.com

Neka Roundy
neka@daviscountyutah.gov

Nicol Gagstetter
nicol.gagstetter@riotinto.com

Mark Reynolds
reynoldsm@compassminerals.com

Stan Hadden
rivkpr1@msn.com

Ruth Chaffee
rnc1219@westminstercollege.edu

Roxanne Tea
roxanne_tes@blm.gov

Rob Scott
rscott@co.weber.ut.us

Ryan Doherty
ryan_doherty@cargill.com

Shane Holmgren
scholmgren@frontiernet.net

Steve Earley
searley@zionsbank.com

Steve Clyde
sec@clydesnow.com

Sharen Hauri
sharen7@yahoo.com

Scott Hess
shess@daviscountyutah.gov

Scott Sabey
ssabey@fabianlaw.com

Richard Sumner
sumner.richard@epamail.epa.gov

Sarah Miley
swest@tooeletranscript.com

Sean Wilkinson
swilkinson@co.weber.ut.us

Tim Adams
tadams1060@hotmail.com

Dewayne Smith
, UT
thatwillwork@gmail.com

Thomas Borkeels
thomas@gsla.us

WAYNE WURTSABAUGH
wayne.wurtsbaugh@usu.edu

Bill Johnson
william.johnson@utah.edu

Wayne Martinson
wmartinson@xmission.com

Bracken Henderson
bracken.henderson@ut.nacdn.net

Edie Trimmer
Edieann@xmission.com

maunsel@msn.com

mholje@centeryilleut.com

commissioners@daviscountyutah.gov

gaJenr@bountiful.utah.gov

Jill Minter
, UT
minter.jill@epa.gov

Shirley Gorospe
greatsaltlakestory@gmail.com

Anon Anon

Anon Anon

Elizabeth Menzies
menzies.miranda@gmail.com

Sarah Powell
sarahlovesparrots@gmail.com

Amberlynn Sauter
Amberlynn.Sauter@gmail.com

Jill Rolstad
rolstadjill@gmail.com

Dale Majors
dale@bikewagon.com

Rachel Lee
rachellee2@mail.weber.edu

Dave Turner
turnds@xmission.com

Chris Riches
Chris.Riches@imail.org

Nicole Anderson
nma9999@xmission.com

**Exhibit B. Resource Development Coordinating
Committee (RDCC) Documentation**

View Project

The screenshot displays the RDCC Project Management System interface. At the top, there is a navigation bar with the Utah logo, 'UTAH.GOV SERVICES', 'AGENCIES', and a search box. Below this is the main header 'RDCC Project Management System' with the subtitle 'Public Lands Policy Coordination Office • Resource Development Coordinating Committee'. A left sidebar contains navigation links: 'Projects', 'Government Agency Login', 'Utah.gov', and 'Main PLPCO Site'. The main content area is titled 'View Project' and shows details for 'Project #23804'. The details include 'Key Info' with fields for Sponsor, Title of Action, Project Start Date, Location, Location/Supplemental Attachment (with a PDF link), Counties, and contact status for local and state government. Below this is a 'Project abstract' section, followed by questions about local government impact and significant impacts, and sections for Consistency Review, Record of Decision, and State Comments. A final note at the bottom of the content area states: 'For further information please contact project sponsor.'

View Project

Project #23804

Key Info:

Sponsor: DNR/Division of Forestry, Fire & State Lands
 Title of Action: Great Salt Lake Comprehensive Management Plan - Scoping Period
 Project Start Date:
 Location: 374646 mE, 4548852 mN, UTM Zone 12
 Location/Supplemental Attachment:
 RDCC_Scoping_GSLPlanning.pdf
 Counties: Box Elder, Davis, Salt Lake, Tooele, Weber
 Has local government been contacted? Yes
 Date Local Government was Contacted: 03/03/2010
 Acquisition: No
 Date of Acquisition: N/A
 Have the state representative and state senator been contacted? No

Project abstract:

The Division of Forestry, Fire and State Lands in conjunction with a number of other partners, stakeholders, lessees, agencies, and other interested parties will be beginning the planning process to review and revise if necessary the Great Salt Lake Comprehensive Management Plan. The Division is looking for issues and concerns that we should be reviewing within the context of the Great Salt Lake that would contribute to the planning process. The final plan will incorporate the Mineral Leasing Plan into the Comprehensive Plan so that the mineral resources are dealt with the other uses.

How is the local government(s) likely to be impacted?
 Involved, but no impacts.

Possible significant impacts likely to occur:
 None anticipated.

Consistency Review
 No Consistency Review Document

Record of Decision
 No Record of Decision Document

State Comments
 No State Comments

For further information please contact project sponsor.

<http://rdcc.utah.gov/plpco/public/viewProject.action?projectId=23804>[3/15/2013 3:19:43 PM]

STATE ACTIONS
Resource Development Coordinating Committee
Public Lands Policy Coordination Office
5110 State Office Building
SLC, UT 84114
Phone No. 537-9230

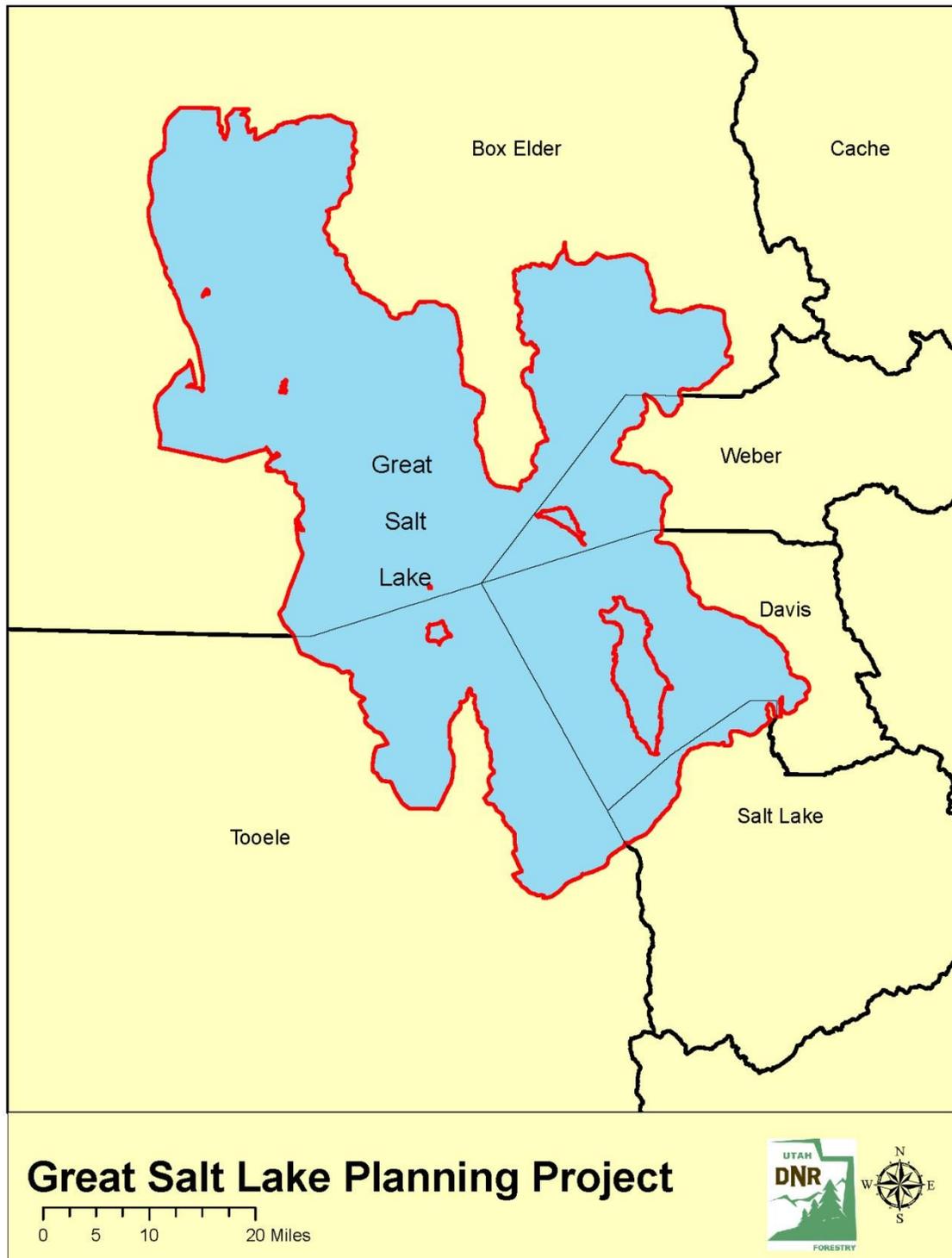
<p>1. State Agency Division of Forestry, Fire and State Lands 1594 West North Temple Box 145703 Salt Lake City, Utah 84114-5703</p>	<p>2. Approximate date project will start: Spring 2010</p>
<p>3. Title of proposed action: Great Salt Lake Comprehensive Management Plan - Scoping</p>	
<p>4. Description of Project: The Division of Forestry, Fire and State Lands in conjunction with a number of other partners, stakeholders, lessees, agencies, and other interested parties will be beginning the planning process to review and revise if necessary the Great Salt Lake Comprehensive Management Plan. The Division is looking for issues and concerns that we should be reviewing within the context of the Great Salt Lake that would contribute to the planning process. The final plan will incorporate the Mineral Leasing Plan into the Comprehensive Plan so that the mineral resources are dealt with the other uses.</p>	
<p>5. Location and detailed map of land affected (site location map required, electronic GIS map preferred) (include UTM coordinates where possible) (indicate county) Counties involved: Box Elder, Weber, Davis, Salt Lake, and Tooele UTM coordinates: Easting: 374646 meters; Northing 4548852 meters UTM</p>	
<p>6. Possible significant impacts likely to occur: None. This is a planning process – no specific projects will be approved.</p>	
<p>7. Identify local government affected</p> <p>a. Has the government been contacted? Yes.</p> <p>b. When? With this notice.</p> <p>c. What was the response? None yet.</p> <p>d. If no response, how is the local government(s) likely to be impacted? Involved, but no impacts.</p>	

<p>8. For acquisitions of land or interests in land by DWR or State Parks please identify state representative and state senator for the project area. Name and phone number of state representative, state senator near project site, if applicable:</p> <p>a. Has the representative and senator been contacted? N/A</p>	
<p>9. Areawide clearinghouse(s) receiving state action: (to be sent out by agency in block 1)</p> <p>Bear River Association of Governments Wasatch Front Regional Council Box Elder County Commission Weber County Commission Tooele County Commission Salt Lake County Commission Davis County Commission</p>	
<p>10. For further information, contact:</p> <p>Dave Grierson Planner/Sovereign Lands Coordinator davegrierson@utah.gov</p> <p>Phone: 801 538 5504</p>	<p>11. Signature and title of authorized officer</p> <p>/s/ Dave Grierson Sovereign Lands Coordinator</p> <p>Date: 03 Mar 10</p>

INSTRUCTIONS

Whenever a State agency proposes or is administratively responsible for an action not exempted, it shall complete a State Action form and forward one copy to the Public Lands Policy Coordination Office and the affected areawide clearinghouse(s).

Questions encountered with the areawide clearinghouse review should be directed to the areawide clearinghouse. The Public Lands Policy Coordination Office will wait for the affected areawide clearinghouse(s) to complete their review before issuing a final clearance to the originator on this STATE ACTION.



View Project

The screenshot displays the RDCC Project Management System interface. At the top, there is a navigation bar with the Utah.gov logo, a search bar, and links for 'UTAH.GOV SERVICES' and 'AGENCIES'. The main header features the 'RDCC Project Management System' title and the subtitle 'Public Lands Policy Coordination Office • Resource Development Coordinating Committee'. A left-hand sidebar contains navigation links: 'Projects', 'Government Agency Login', 'Utah.gov', and 'Main PLPCO Site'. The main content area is titled 'View Project' and displays details for 'Project #26580'. The details are organized into sections: 'Key Info' (Sponsor, Title of Action, Project URL Link, Project Start Date, Location, Location/Supplemental Attachment, Counties, Has local government been contacted?, Date Local Government was Contacted, Acquisition, Date of Acquisition, Have the state representative and state senator been contacted?), 'Project abstract' (The Utah Department of Natural Resources Division of Forestry, Fire and State Lands (FFSL) has recently completed its assessment of existing conditions as part of the Great Salt Lake Comprehensive Management Plan (CMP) and Mineral Leasing Plan (MLP) Revisions and is seeking comment on the draft. The draft can be found at the link below.), 'How is the local government(s) likely to be impacted?' (No adverse impacts expected.), 'Possible significant impacts likely to occur:' (None.), 'Consistency Review' (No Consistency Review Document), 'Record of Decision' (No Record of Decision Document), and 'State Comments' (No State Comments). At the bottom of the project details, a note states: 'For further information please contact project sponsor.'

<http://rdcc.utah.gov/plpco/public/viewProject.action?projectId=26580> [3/15/2013 3:19:25 PM]

View Project

The screenshot displays the RDCC Project Management System interface. At the top, there is a navigation bar with 'UTAH.GOV SERVICES' and 'AGENCIES' menus, and a search box. The main header features the RDCC logo and the text 'RDCC Project Management System' and 'Public Lands Policy Coordination Office • Resource Development Coordinating Committee'. A left sidebar contains navigation links: 'Projects', 'Government Agency Login', 'Utah.gov', and 'Main PLPCO Site'. The main content area is titled 'View Project' and displays details for 'Project #31620'. The details include 'Key Info' with fields for Sponsor, Title of Action, Revision, Project URL Link, Project Start Date, Location, Location/Supplemental Attachment, Counties, Has local government been contacted?, Date Local Government was Contacted, Acquisition, Date of Acquisition, and Have the state representative and state senator been contacted?. Below this is a 'Project abstract' section with text about the Utah Department of Natural Resources and a request for comment. Further down are sections for 'How is the local government(s) likely to be impacted?', 'Possible significant impacts likely to occur:', 'Consistency Review', 'Record of Decision', and 'State Comments', each with a 'No' response. A final note at the bottom of the content area reads 'For further information please contact project sponsor.'

View Project

Project #31620

Key Info:

Sponsor: DNR/Division of Forestry, Fire & State Lands
 Title of Action: Great Salt Lake Comprehensive Management Plan and Mineral Leasing Plan
 Revision
 Project URL Link:
<http://www.ffsl.utah.gov/sovlands/greatsaltlake/2010Plan/publicinfo.php#GSLcmp>
 Project Start Date:
 Location: Lat 41 15' 19" Long 112 29' 46"
 Location/Supplemental Attachment:
 Counties: Box Elder, Davis, Salt Lake, Tooele, Weber
 Has local government been contacted? Yes
 Date Local Government was Contacted: 05/17/2011
 Acquisition: No
 Date of Acquisition: N/A
 Have the state representative and state senator been contacted? No

Project abstract:

The Utah Department of Natural Resources Division of Forestry, Fire and State Lands (FFSL) has recently completed the Final Draft of Great Salt Lake Comprehensive Management Plan (CMP) and Mineral Leasing Plan (MLP) and is seeking comment.

How is the local government(s) likely to be impacted?
 n/a

Possible significant impacts likely to occur:
 n/a

Consistency Review
 No Consistency Review Document

Record of Decision
 No Record of Decision Document

State Comments
 No State Comments

For further information please contact project sponsor.

<http://rdcc.utah.gov/plpco/public/viewProject.action?projectId=31620>[3/15/2013 3:19:02 PM]

MINERAL LEASING PLAN

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ABBREVIATIONS

API	American Petroleum Institute	UDNR	Utah Department of Natural Resources
Amoco	Amoco Exploration Company		
bbl	barrel	UGA	Utah Geological Association
BLM	Bureau of Land Management	UGS	Utah Geological Survey
Ca ⁺⁺	calcium	US Magnesium	US Magnesium LLC
Cl ⁻	chloride	USACE	U.S. Army Corps of Engineers
CMP	Comprehensive Management Plan	USGS	U.S. Geological Survey
cP	Centipoise	Utah Admin. Code	Utah Administrative Code
DOGM	Division of Oil, Gas and Mining		
DSLFL	Division of State Lands and Forestry		
DWR	Division of Wildlife Resources		
FFSL	Division of Forestry, Fire and State Lands		
GSL	Great Salt Lake		
GSL CMP	Great Salt Lake Comprehensive Management Plan		
GSL Minerals	GSL Minerals Corporation		
K ⁺	potassium		
L	lease		
Mg ⁺⁺	magnesium		
mg/l	milligrams per liter		
MLP	Mineral Leasing Plan		
MMbbl	million barrels		
Na ⁺	sodium		
n/a	not available		
NB	no billing		
NAMSCO	North American Salt Company		
OGH	oil, gas, and hydrocarbon		
P	pending		
SO ₄ ⁻⁻	sulfate		
SWCA	SWCA Environmental Consultants		
TBD	to be determined		
TDS	total dissolved solids		

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CHAPTER 1 INTRODUCTION AND BRIEF HISTORY

Sovereign lands are defined by state law as “those lands lying below the ordinary high water mark of navigable bodies of water at the date of statehood and owned by the state by virtue of its sovereignty” (UTAH CODE § 65A-1-1(5)). Navigable bodies of water in the state of Utah that are considered sovereign lands include the beds of Great Salt Lake (GSL), Utah Lake, and the Jordan River, along with portions of Bear Lake, Bear River, Colorado River, and Green River. The ownership boundary for most of GSL has been judicially determined to be the federally surveyed high water mark; it is referred to here as the *meander line*.

Sovereign lands in GSL are the largest contiguous area (approximately 1.35 million acres within the surveyed meander line) managed by the State of Utah (Map 1.1). These “lands” are part of a hypersaline lake rich in mineral resources, recreational values, expansive views, and wildlife. Ornithologically speaking, GSL is the most impressive salt lake on the continent (Jehl 1994).

Management plans were prepared for GSL in 1976 and 1987. However, planning for mineral resources was not fully incorporated into those plans because mineral leasing was administered by the Division of State Lands and Forestry (DSLFF), whereas planning and coordination for the lake was first conducted by the Division of Great Salt Lake in 1976–1979 and then by the Utah Department of Natural Resources (UDNR) in 1980–1988.

To account for different management mandates, in 1994, the Division of Sovereign Lands and Forestry (now the Division of Forestry, Fire & State Lands [FFSL]) was created to manage sovereign lands apart from state school and institutional trust lands. Under statute, sovereign lands are to be managed under the Public Trust Doctrine, discussed below, whereas school trust lands are managed to generate revenue for Utah’s schools. Additionally, FFSL manages GSL pursuant to multiple-use, sustained yield principles and other statutory directions; see Utah Code § 65A-2-1 and Utah Code § 65A-10-8.

As an agency, FFSL is able to plan for and manage GSL’s Public Trust lands with the broader view of how the lake’s many resources are interrelated with its mineral resources. To accomplish this task, in 1996, FFSL developed the Mineral Leasing Plan (MLP) for GSL (FFSL 1996). The 1996 MLP provides an initial history of mineral ownership and leasing, inventories mineral resources, and examines the existing conflicts among resources on the lake.

In 2010, a revision of the MLP was initiated, along with the GSL Comprehensive Management Plan (GSL CMP) revision. Completed in 2013, this MLP revision provides updated information concerning existing mineral leasing activities on GSL and future potential mineral leasing activities.

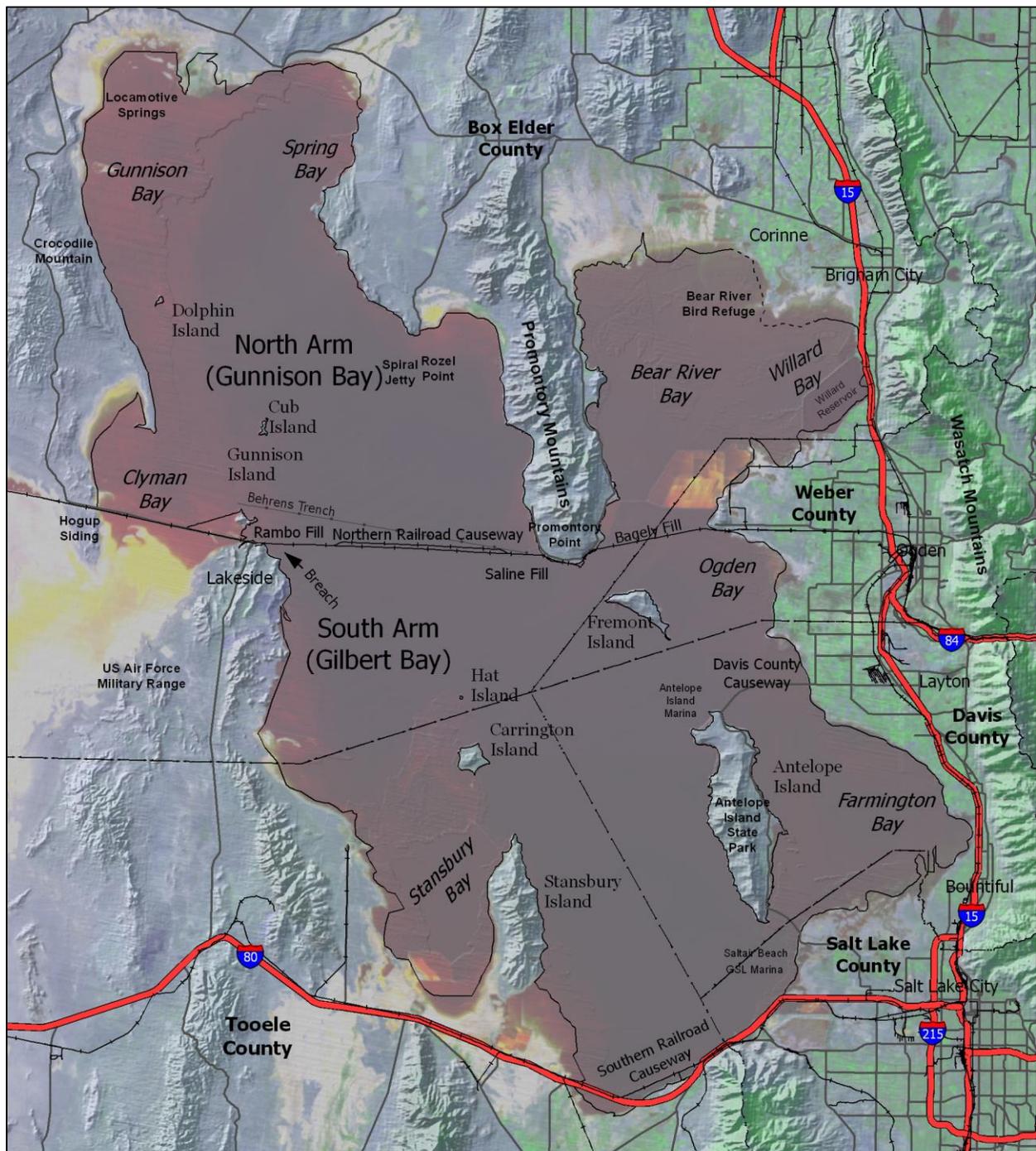
1.1 History of Land and Mineral Ownership and Disposition on Great Salt Lake

To achieve parity with eastern states, which gained ownership of the beds of their navigable waterways at independence, the Equal Footing doctrine grants states originating from federal territories control and ownership of lands underneath those waters within their borders. Accordingly, ownership of the bed of GSL began in 1896 when Utah achieved statehood.

With respect to minerals management, directives for sovereign lands have changed over the years. Initially, management and disposition of minerals were a low priority, relative to agricultural uses and water rights on or adjacent to sovereign lands. For example, legislation in 1917 allowed the sale of

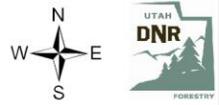
submerged lands, but only if lakes or waterways were dewatered “to reclaim the bed thereof for agricultural purposes” (Laws of Utah, 1917, Chapter 114).

The state soon asserted control over mineral resources on state lands, including sovereign lands. Authority for management and disposition of sovereign lands was given to the State Land Board. For example, by 1925, submerged lands could also be sold if riparian landowners had made valuable improvements below the water’s edge, but mineral rights had to be reserved to the state (Laws of Utah, 1925, Chapter 31). In 1933, legislation allowed sovereign lands to be sold for “public or quasi-public use or service” (Laws of Utah, 1933, Chapter 46), as long as such sales did not interfere with navigation.



Location and Reference Map of Great Salt Lake

- Freeways
- Railroads
- Major Roads
- County Lines
- Great Salt Lake Meander Line - Surveyed
- Great Salt Lake Meander Line - Unsurveyed



Map: December 2011
 Utah Forestry, Fire, and State Lands



Map 1.1. Great Salt Lake location and reference map.

Leases for salt and sodium sulfate from GSL lands were issued beginning in 1920. However, the state allowed extraction of sodium chloride from the waters of GSL without payment of royalties until the 1940s. In 1935, the legislature made reservation of coal and other minerals on state lands mandatory and “reserved from sale, except on a rental and royalty basis” (UTAH CODE § 65A-6-1). In 1941, the legislature added to that section “salts and other minerals in the waters of navigable lakes and streams” to be sold on a royalty basis only. A 1946 decision of the Utah Supreme Court, *Deseret Cattle Co. v. State*, affirmed the state’s right to dispose of minerals in the brines of the lake through lease and royalty payments (FFSL 1996).

1.2 U.S. Supreme Court Decision Affirming State Ownership

In the early 1960s as interest in other minerals besides salt in the lake grew,

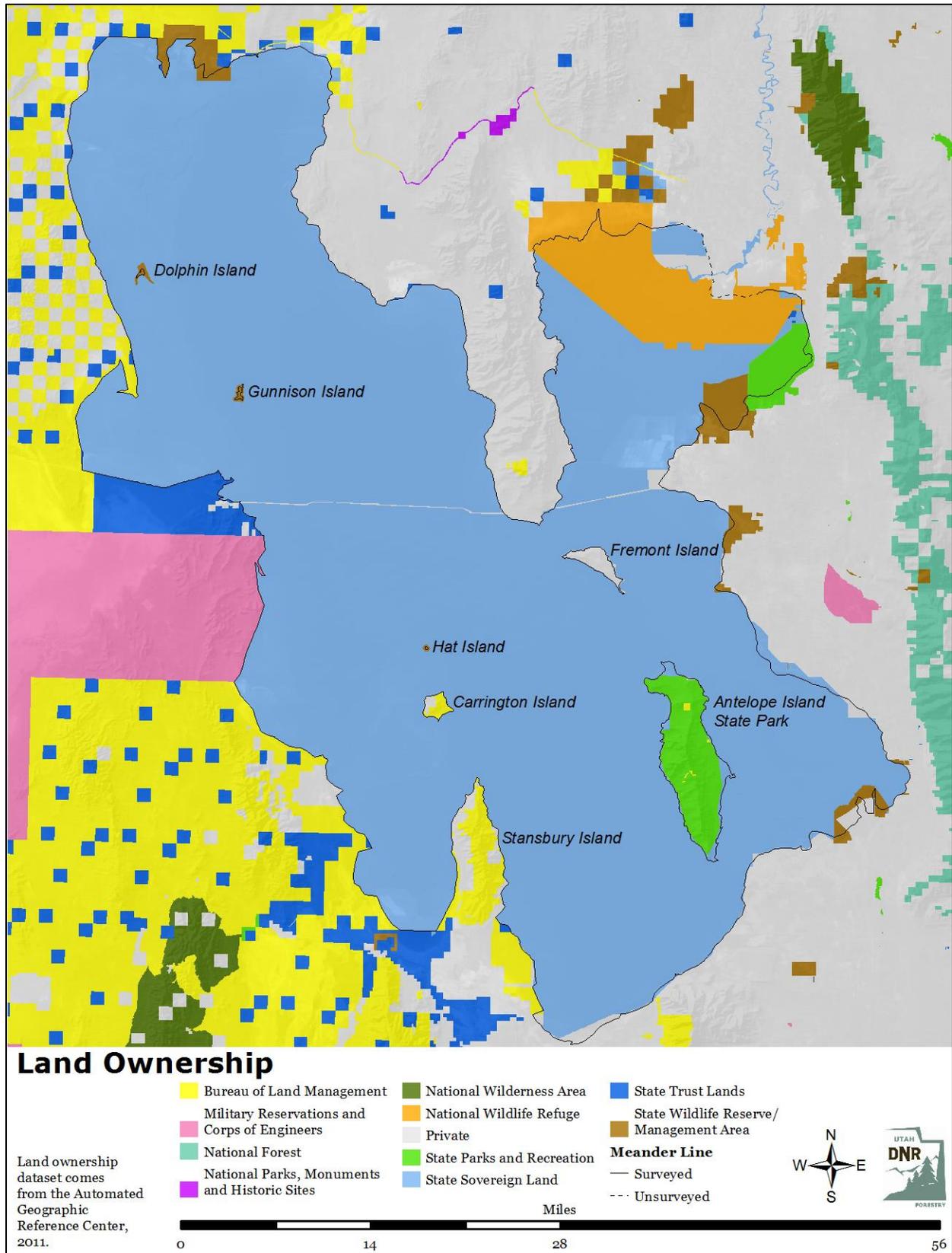
the Bureau of Land Management [BLM] . . . served notice on the Utah State Land Board . . . that it intended to survey a boundary line along GSL to separate state and federal ownership, and that it would locate such boundary line at an elevation of 4,201.8 feet above mean sea level, which was the same elevation as the water level on January 4, 1896, when Utah obtained statehood. Utah believed that the State owned GSL, the water-covered bed, and the shore lands located within the surveyed meander line as officially surveyed and approved by the United States Government. (Dewsnup 1980)

In 1975, after nearly 15 years of congressional and legal proceedings, the U.S. Supreme Court ruled to affirm “in Utah ownership of all lands, brines, and other mineral within the waters of the lake and within the bed and all shore lands located within the official surveyed meander line . . . as duly surveyed prior to or in accordance with Section 1 of the Act June 3, 1966, 80 Stat. 192” (State of Utah v. United States, 31 Original, U.S. Supreme Court, June 28, 1976). This meander line represented 18 surveys from 1855 to the final survey of portions of the west side of the lake done by the BLM in 1966. The lake was at many different elevations during that 111-year period.

The final decree by the U.S. Supreme Court on June 15, 1967, did not determine the boundary lines between federal and state land within the Bear River Refuge, the Weber Basin Federal Reclamation Project, and the Hill Air Force Range. The boundaries within the Bear River Migratory Bird Refuge and the Weber Basin Project are still under litigation.

With regard to ownership of islands in the lake, the state considers unsurveyed islands as sovereign lands, whereas surveyed islands are in the ownership of the “upland” land owner. Surveyed islands in the lake are Antelope, Fremont, and Carrington islands. Unsurveyed islands are Gunnison/Cub, Dolphin, Egg, Goose, Hat, and Badger islands. At the time of the 1975 Supreme Court decision, significant parts of Gunnison and Hat islands were in private ownership. Following legislation passed in 1977, lands in private ownership on Gunnison/Cub and Hat islands were purchased by the state to be designated as wildlife management areas for the protection of the American white pelican. Map 1.2¹ shows ownership of the islands in GSL.

¹ The following statement is a disclaimer from the Utah Automated Geographic Reference Center (AGRC). It pertains to all maps used in this report that have used any dataset created or hosted at AGRC. "This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information. AGRC [Automated Geographic Reference Center] provides these data in good faith and shall in no event be liable for any incorrect results, any lost profits and special, indirect or consequential damages to any party, arising out of or in connection with the use or the inability to use the data hereon or the services provided. AGRC provides these data and services as a convenience to the public. Furthermore, AGRC reserves the right to change or revise published data and/or these services at any time."



Map 1.2. Land ownership around Great Salt Lake.

1.3 Management of the Resources for Public Trust under Multiple-use, Sustained-yield Principles

In 1988, the management direction for sovereign lands was changed by the state legislature to allow FFSL the ability to “exchange, sell or lease sovereign lands but only in the quantities and for the purposes as serve the public trust and do not interfere with the public trust” (UTAH CODE § 65A-10-1(1)). The state legislature also enacted legislation defining the powers and duties of the division in the management of the GSL. According to UTAH CODE § 65A-10-8, these powers and duties include the following:

- 1) Prepare and maintain a comprehensive plan for the lake that recognizes the following policies:
 - a. Develop strategies to deal with a fluctuating lake level.
 - b. Encourage development of the lake in a manner that will preserve the lake, encourage availability of brines to lake extraction industries, protect wildlife, and protect recreational facilities.
 - c. Maintain the lake’s floodplain as a hazard zone.
 - d. Promote water quality management for the lake and its tributary streams.
 - e. Promote the development of lake brines, minerals, chemicals, and petro-chemicals to aid the state’s economy.
 - f. Encourage the use of appropriate areas for extraction of brine, minerals, chemicals, and petro-chemicals.
 - g. Maintain the lake and the marshes as important to the waterfowl flyway system.
 - h. Encourage the development of an integrated industrial complex.
 - i. Promote and maintain recreation areas on and surrounding the lake.
 - j. Encourage safe boating use of the lake.
 - k. Maintain and protect state, federal, and private marshlands, rookeries, and wildlife refuges.
 - l. Provide public access to the lake for recreation, hunting, and fishing.
- 2) Employ personnel and purchase equipment and supplies that the legislature authorizes through appropriations for the purposes of this chapter.
- 3) Initiate studies of the lake and its related resources.
- 4) Publish scientific and technical information concerning the lake.
- 5) Define the lake’s floodplain.
- 6) Qualify for, accept, and administer grants, gifts, or other funds from the federal government and other sources, for carrying out any functions under this chapter.
- 7) Determine the need for public works and utilities for the lake area.
- 8) Implement the comprehensive plan through state and local entities or agencies.
- 9) Coordinate the activities of the various divisions within UDNR with respect to the lake.
- 10) Perform all other acts reasonably necessary to carry out the purposes and provisions of this chapter.
- 11) Retain and encourage the continued activity of the GSL Technical Team.

In 1994, when DSLF (now FFSL) was created, the state legislature directed them to manage/administer all state lands, including sovereign lands, under “comprehensive land management programs using multiple-use, sustained-yield principles” (UTAH CODE § 65A-2-1). The purpose of this MLP and the revised GSL CMP is to provide the data and information FFSL needs to effectively manage GSL pursuant to statutes and sovereign land management rules.

1.4 Previous Great Salt Lake Planning Efforts

The 1984 GSL CMP focused extensively on managing lake level and defining the lake’s floodplain. Many of the objectives identified in the 1976 CMP have been accomplished, per the 1996 MLP (FFSL 1996).

With regard to mineral extraction, nearly the entire lake bed had previously been leased for oil and gas exploration or for evaporation ponds for the extraction of mineral products such as magnesium, potassium sulfate, and sodium chloride. The FFSL *Great Salt Lake and Its Environs Status Report for Management* draft report (FFSL 1984) summarizes the potential for competing or incompatible uses as follows:

[T]here are many competing uses for Great Salt Lake’s varied resources. The legislature has recognized this and established in law a very broad framework for planning and management of the lake and its environs. The area of the lake and its environs below elevation 4,212 contains 2,456 square miles or 1,572,000 acres. That is more than double the size of the State of Rhode Island and larger than the State of Delaware. Because of its immense size and the general distribution of its varied resources, there are relatively few places where incompatible uses overlap.

Many of these areas of “incompatible uses” involved mineral extraction activities. As for areas of concern, the *Great Salt Lake and Its Environs Status Report for Management* report (FFSL 1984) summarizes these actions:

[T]he Division of State Lands and Forestry, Parks and Recreation, and Wildlife Resources limit oil, gas and hydrocarbon leases within a mile of the lake’s shorelines, including islands. A one mile protective zone has also been placed around Gunnison Island to protect the white pelican rookery. A mitigation plan to increase waterfowl production has been approved to allow expansion of evaporation ponds in Bear River Bay when the lake level cooperates. Extensive areas along the east side of the lake have been designated for wildlife management by the Division of Wildlife Resources (DWR) under provision of UTAH CODE § 65-1-14. Lands around Antelope Island have also been made available to the Division of Parks and Recreation for recreation purposes.

The 1984 CMP also developed six management classes to address resource conflicts on GSL. These classes were added to the FFSL’s rules in 1987 and continue, with minor revisions, under Utah Administrative Code (UTAH ADMIN. CODE) R652-70-200 to apply to all sovereign lands as follows:

- **Class 1:** Manage to protect existing resource development uses (the Utah State Park marinas on Bear Lake and on GSL are examples of areas where the current use emphasizes development).
- **Class 2:** Manage to protect potential resource development options (for example, areas adjacent to Class 1 areas that have the potential to be developed).
- **Class 3:** Manage as open for consideration for any use (this might include areas that do not currently exhibit development potential but that are not now, or in the foreseeable future, needed to protect or preserve specific resources).

- **Class 4:** Manage for resource inventory and analysis (a temporary classification that allows the division to gather necessary information to make a responsible classification decision).
- **Class 5:** Manage to protect potential resource preservation uses (for example, areas thought to be sensitive wildlife habitat).
- **Class 6:** Manage to protect existing resource preservation uses (areas that are currently protected for preservation purposes).

Map 1.3 shows these management classes as they have been designated on GSL, as well as drilling restrictions imposed by Utah Division of Oil, Gas and Mining (DOG M) regulations.

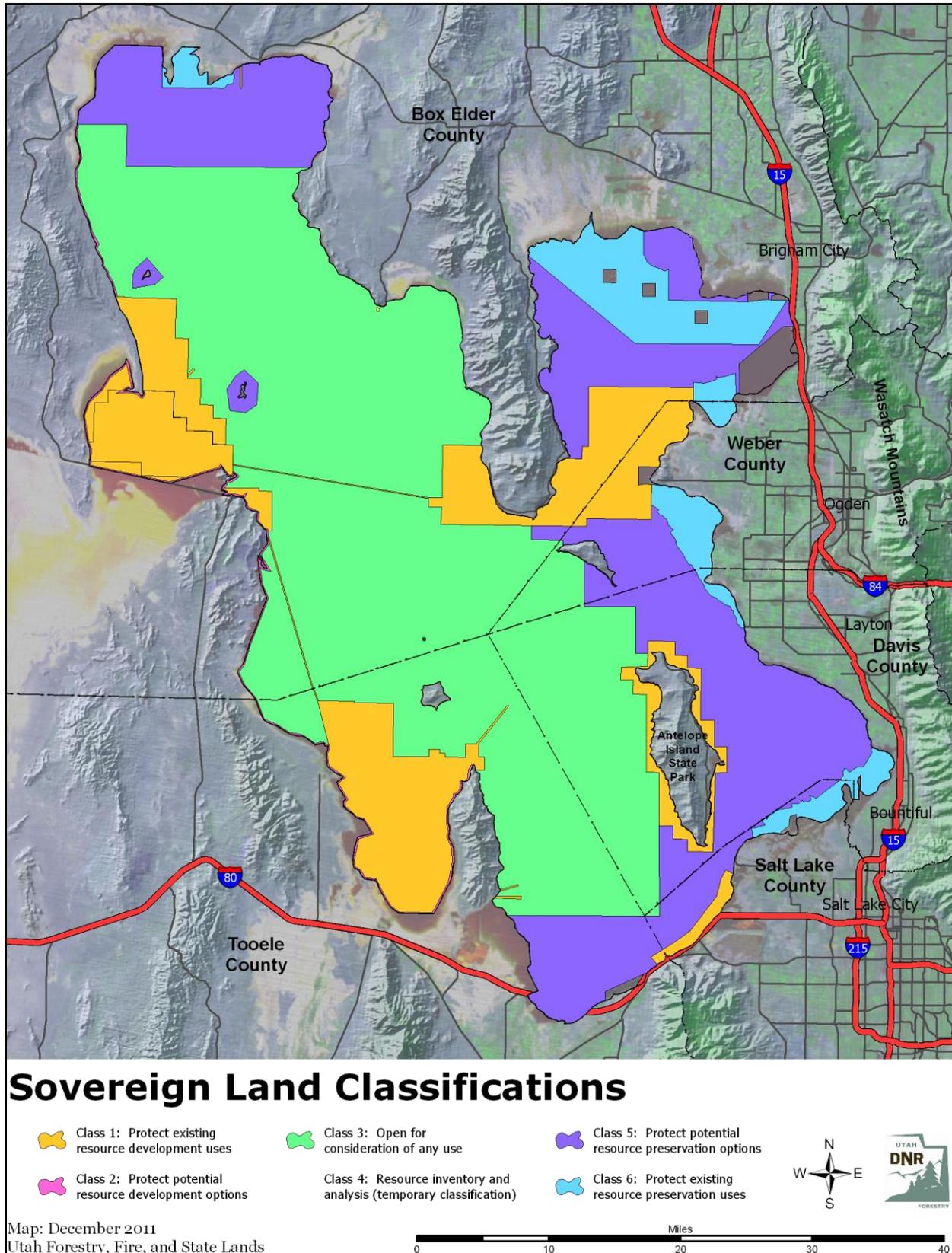
In September 1995, FFSL, through the GSL Technical Team, distributed the GSL CMP (FFSL 1995), as mandated by UTAH CODE § 65A-10-8. The three-year planning process involved state and local governmental agencies as well as representatives from lake industries. It also involved updating previous plans prepared in 1976 and 1984. The 1995 GSL CMP identified issues under the broad categories of geological hazards, hydrology, industry, sovereign lands management, tourism, recreation, and wildlife, all of which were incorporated for consideration into the MLP developed in 1996.

The 1995 GSL CMP was revised in 2000 (FFSL 2000). The primary focus of the 2000 GSL CMP was on managing the impacts from the flooding and high lake levels of the 1980s and 1990s. In the fall of 2010, the lake level reached a near-record low of 4,193.6 feet (compared with the recorded low of 4,191.4 feet in 1963).

To assess the current conditions of GSL at low lake levels and to simply provide updates to a decade-old management plan, FFSL began the GSL CMP revision process in 2010. Further, FFSL was interested in incorporating a decade's worth of GSL research into a management approach that specifically deals with a fluctuating lake level in a collaborative multi-agency manner.

As part of the 2013 GSL CMP revision, FFSL convened the GSL Planning Team, which includes UDNR and Department of Environmental Quality representatives, to provide input and support throughout the revision process. The GSL Planning Team represents the long-term collaborative approach necessary to holistically manage the complex GSL ecosystem. A list of the planning team members is provided in the introductory pages of the 2013 GSL CMP revision. The purposes of the GSL Planning Team are to

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



Map 1.3. Sovereign lands management classes and Division of Oil, Gas and Mining drilling restrictions.

1.5 Mineral Leasing Plan for Great Salt Lake

In December 1994, the FFSL issued a press release advising the public that all sovereign lands were withdrawn from mineral leasing so that the initial MLP could be prepared for GSL. The resulting 1996 MLP illustrates how many GSL resources are interrelated with its mineral resources. The plan also provides an initial history of mineral ownership and leasing, inventories mineral resources, and examines the existing conflicts among resources on the lake. Since its adoption, the MLP has provided FFSL a framework for managing mineral leasing on GSL.

As mentioned above, the most recent GSL CMP and MLP revisions began in 2010. In preparation for the revision process, in August 2009, FFSL initiated a moratorium on leasing and permitting on GSL. To ensure that future development of the lake's resources is not burdened by activities that may be authorized without the benefit of a comprehensive study, FFSL did not issue new leases, general permits, or easements during the planning process. The initial withdrawal was extended in February 2011 for 18 months or until the completion of the GSL CMP and MLP, whichever comes first. The withdrawal was extended two more times during the planning process.

This 2013 revision of the MLP provides a brief update to the 1996 MLP. As the GSL CMP reached its 10-year planning horizon in 2010, a review of the plan was initiated by FFSL. Although most of the effort during the 2013 GSL CMP planning process focused on incorporating new data and developing a comprehensive GSL Lake Level Matrix and lake level management strategies, the 1996 MLP was also reviewed and updated.

During the 2013 GSL CMP and MLP planning process, one of the primary concerns was low lake levels. In the fall of 2010, lake levels reached 4,193 feet, and concerns arose about how the near-historic lake level would impact the GSL ecosystem and existing mineral extraction operations. Additional issues related to low lake levels raised during the planning process included the expansion of existing mineral extraction operations and how the allocation of water rights impacts GSL lake levels.

CHAPTER 2 GOALS FOR THE 2013 MINERAL LEASING PLAN

The purpose of the 2013 MLP is to guide FFSL in accomplishing the following goals, as outlined in the following sections.

2.1 Assess Current Conditions Related to Mineral Resource Extraction and Known Reserves/Balances

- Describe historical mineral extraction activities as of the date of the MLP.
- Document existing mineral extraction activities, including location, type of mineral extracted, uses for extracted minerals, and quantity of minerals being extracted.
- Identify mineral balances (i.e., salt balances) based on current conditions and known reserves of oil, gas, and hydrocarbon resources and promote their sustainable yield and mitigation of effects on the environment.

2.2 Integrate Mineral Resource Planning with Other Resource Planning

- Create a framework for long-term policy direction for minerals management that also has the flexibility to respond to the dynamic character of GSL.
- Integrate management of GSL's mineral resources with the lake's other resources so that all resources are managed for the health and integrity of the GSL ecosystem.
- Identify compatible uses and conflicts among mineral resource development and other resources on GSL and try to identify possible resolutions for conflicts.
- Align with and use the GSL Lake Level Matrix and management strategies outlined in the 2013 GSL CMP when considering new applications.

2.3 Plan for Leasing and Efficient Development of Mineral Resources

- Classify areas of GSL that are suitable for mineral extraction and areas that are to be excluded from mineral extraction.
- Provide for the orderly leasing of mineral resources to existing and potential mineral lessees.
- Ensure fair compensation to the state from development and extraction of GSL's various mineral resources.

2.4 Establish Transparent Mineral Leasing Application Process

- Initiate the development of a FFSL permitting process that the winning bidder is required to complete once the winning bidder has been notified of the award.
- Ensure that the applicant knows about the various permits, applications, etc., required by other State of Utah and federal government agencies.
- Allow for coordination and review of a proposed project by pertinent state and federal agencies.
- Allow opportunities for project-specific analysis, as deemed appropriate.
- Provide opportunities for public comment on proposed projects as deemed appropriate and pursuant to division rules.

- Provide applicant with a record of decision.

2.5 Identify Data Gaps in Existing Knowledge Related to Mineral Extraction

- Provide a summary of areas requiring further study, particularly as they relate to existing and potential impacts from mineral extraction on mineral balances, lake levels, water quality, and habitat degradation.

2.6 Assert Role of FFSL as a Manager of State-owned Lands

- Clearly define sovereign lands for resource users, the public, and other resource management agencies.
- Act as lead agency in coordinating GSL-related activities, as outlined in UTAH CODE § 65A-10-8.

CHAPTER 3 MINERAL RESOURCES IN GREAT SALT LAKE

3.1 Mineral Resources in Brines

The brines of GSL contain several ions that can be combined into valuable minerals during evaporative processes. The major ions in GSL brines in order of relative abundance are chloride (Cl^-), sodium (Na^+), sulfate (SO_4^{--}), magnesium (Mg^{++}), and potassium (K^+). Because of the terminal nature of GSL, the only way for the ions, or salts, as they are commonly called, to be removed from GSL is through mineral extraction.

An early estimate of total tons of dissolved salts in GSL was 4.2 billion tons of salt in 1966 (Sturm 1980). Since then, the Utah Geological Survey (UGS) estimates of total tons of dissolved solids in GSL have fluctuated from 4.0 to 5.5 billion tons because of the dynamic conditions in the lake (Gwynn 1995). In 2011, UGS estimated that there are 4.5–4.9 billion tons of dissolved solids in GSL (Naftz 2011).

3.1.1 Composition of Lake Brine

Six major ions occur in GSL: sodium, potassium, magnesium, calcium (Ca^{++}), chloride, and sulfate. The combination of natural and human-influenced processes in GSL has resulted in a brine composition that is dominated by sodium chloride (Naftz 2011). This chemical consistency exists because 1) chemical homogeneity existed throughout the lake prior to the construction of the railroad causeway and other causeways; and 2) continual brine mixing, however limited, occurs among all portions of the lake. Slight, long-term changes in ion ratios have been observed throughout the lake as a whole. Tables 3.1 and 3.2 show the estimated total dissolved solids (TDS) of individual salts in the North and South arms of the lake at an elevation of 4,200 feet (Trimmer 1996). The composition of salts in the North Arm, South Arm, and water inflow to the lake is shown in Figure 3.1.

More recent salt concentration data are available for the South Arm for both the shallow and deep brines (Diaz et al. 2009). Table 3.3 shows the average concentrations of multi-element analysis in raw acidified GSL water samples from the shallow and deep brines (Diaz et al. 2009). Although the volume of dissolved solids varies between the shallow (139,217 milligrams per liter [mg/l]) and deep brines (315,592 mg/l), the percentage of concentrations of elemental salts is roughly the same as illustrated in Table 3.3. The proportion of salts in the older data, based on an elevation of 4,200 feet, differs slightly from these newer data, in part because lake elevation is different for the two datasets (see Table 3.1 vs. Table 3.2). However, the more recent data do not suggest substantial proportion changes since the last MLP and confirm that Trimmer's (1996) data are a reasonable estimate of total salt and its composition in the lake.

Table 3.1. Total Dissolved Solids in Great Salt Lake at a 4,200-foot Elevation (000s of tons)

Ion	North Arm		South Arm		Total Lake
	Total Tons	TDS (%)	Total Tons	TDS (%)	Total Tons
Chloride	1,465,800	55.39%	1,111,400	55.14%	2,557,200
Sodium	847,900	32.04%	632,000	34.35%	1,479,900
Sulfate	175,300	6.62%	145,700	7.23%	321,000
Magnesium	83,900	3.17%	68,500	3.40%	152,400
Potassium	68,400	2.58%	53,500	2.65%	121,900
Calcium	3,400	0.13%	3,300	0.16%	6,700
Bromine	928	0.04%	757	0.04%	1,685
Lithium	419	0.02%	330	0.02%	749
Boron	323	0.01%	253	0.01%	576
Bicarbonate	0	0.00%	0	0.00%	0
Total Dissolved Solids	2,646,370	–	2,015,740	–	4,662,110

Table 3.2. Annual Inflows/Losses of Dissolved Solids in Great Salt Lake at a 4,200-Foot Elevation (000s of tons)

Ion	South Arm		South Arm		North Arm	
	Annual Inflow*	TDS (%)	Losses/Ponds Annual [†]	TDS (%)	Losses/Ponds Annual ^{†‡}	TDS (%)
Chloride	728	36.4%	5,500	59.3%	11,100	59.0%
Sodium	460	23.0%	3,500	37.8%	7,400	39.3%
Sulfate	106	5.3%	200	2.2%	200	1.1%
Magnesium	58	2.9%	45	0.5%	10	0.1%
Potassium	32	1.6%	25	0.3%	100	0.5%
Calcium	106	5.3%	–	–	–	–
Bromine	0	0.0%	–	–	–	–
Lithium	0	0.0%	–	–	–	–
Boron	0	0.0%	–	–	–	–
Bicarbonate	508	25.4%	–	–	–	–
Total Dissolved Solids	2,000	–	9,270	–	18,810	–

* Data from Gwynn (1990).

[†] Based on annual average estimates of production and personal communication with company representatives.

[‡] Significant portions of sodium chloride and other entrained salts returned to lake by flushing of ponds.

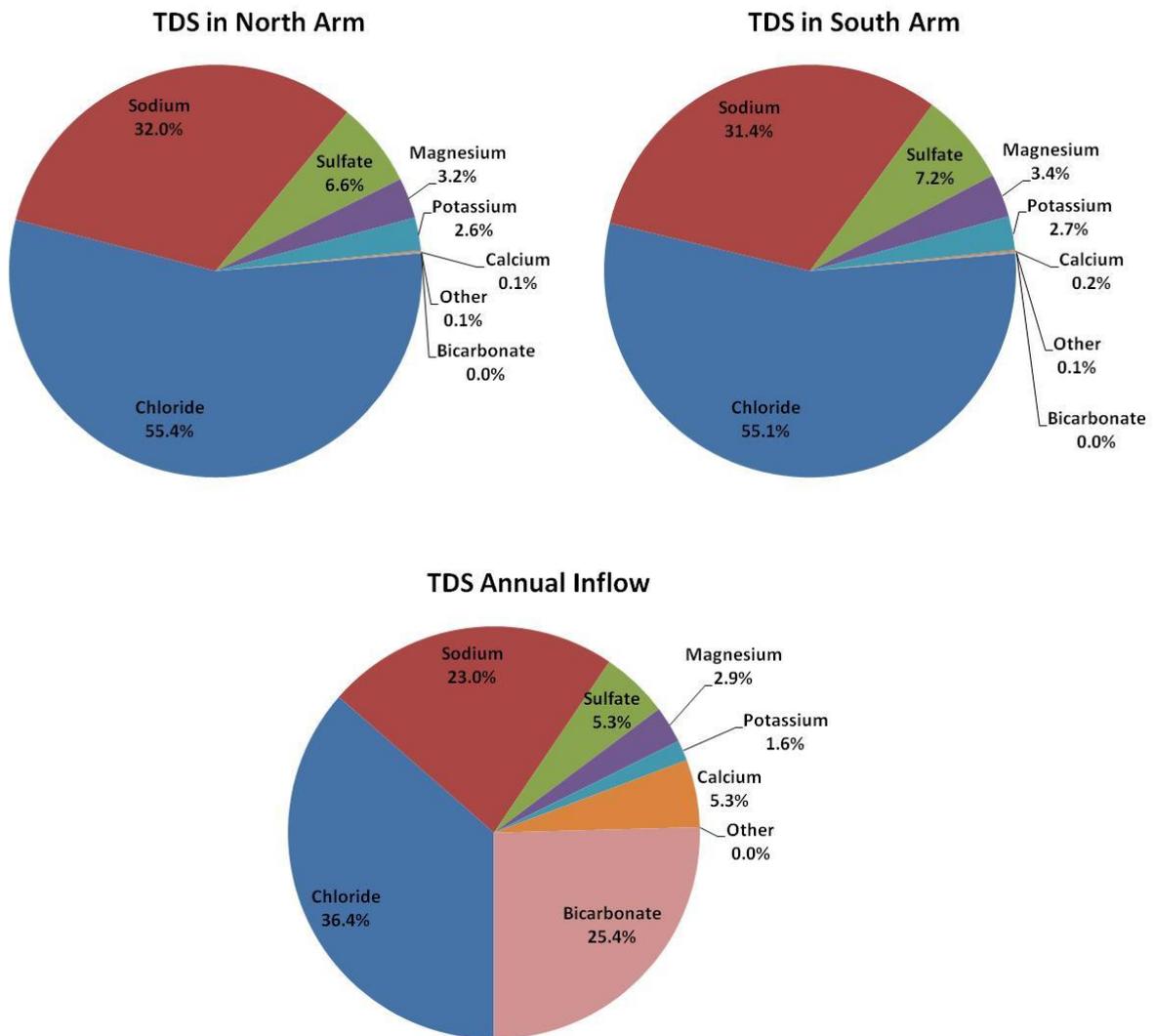


Figure 3.1. Proportion of total dissolved solids in the North Arm, South Arm, and annual inflow to Great Salt Lake at an elevation of 4,200 feet.

Table 3.3. Elemental Chemical Composition of the Dissolved Salts (in deep and shallow brines) in the Waters of the South Arm of Great Salt Lake (mg/l)

Elemental Salt	Mean Raw Acidified Water Samples (shallow brine)	TDS (%)	Mean Raw Acidified Water Samples (deep brine)	TDS (%)
Sodium	44,539.20	32.0%	56,787.75	32.2%
Magnesium	4,585.77	3.3%	5,927.74	3.4%
Sulfur	3,325.41	2.4%	4,207.50	2.4%
Chloride	83,917.80	60.3%	105,842.25	60.0%
Potassium	2,576.07	1.9%	3,309.98	1.9%
Calcium	272.88	0.2%	299.89	0.2%

Source: Diaz et al. (2009).

It has been suggested that the absolute quantities of the ions of magnesium, potassium, calcium, and sulfate in lake brines are decreasing relative to sodium and chloride. The decreases, however, may reflect the quality of the very early chemical analyses that were done by the Utah Experiment Station (Gwynn 2011a). Data collected by UGS since 1966 show a slight decline in the yearly average of South Arm dry-weight percentages of magnesium, potassium, calcium, and sulfate, whereas sodium and chloride show a slight increase (FFSL 1999). This trend is also supported by an analysis completed by Diaz et al. (2009). During the low surface-elevation stages of the lake, from 1935 to 1945 and from 1959 to the mid-1960s, sodium chloride precipitated in the main body of the lake (South Arm) and in Gunnison Bay (the North Arm). Madison (1970) states that salt precipitated at lake elevations below 4,195 feet, and Whelan (1973) reports that approximately 1.21 billion metric tons of sodium chloride precipitated throughout the lake at those low elevations. In addition to the main salt ions, three other elements are abundant in GSL: lithium, bromine, and boron (Figure 3.2).

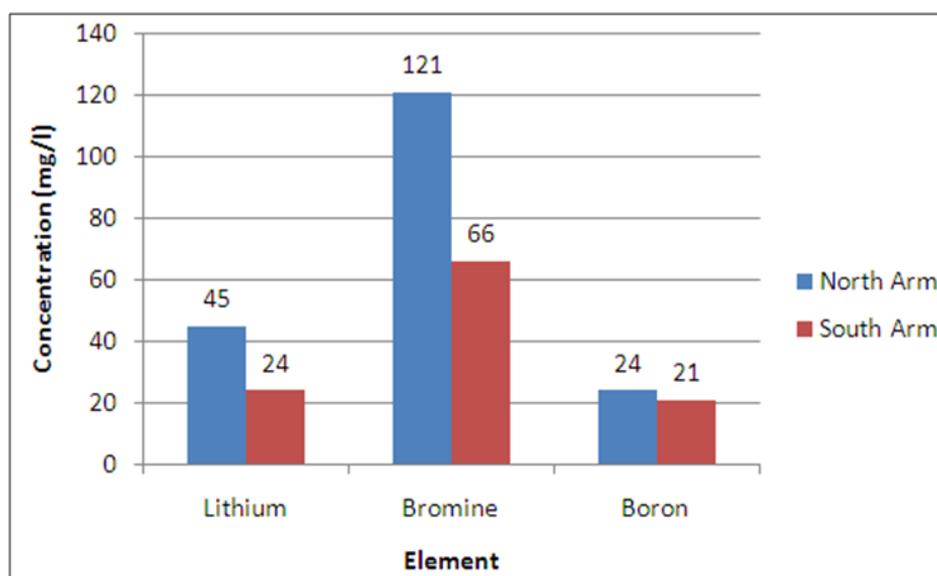


Figure 3.2. Average elemental chemical composition of the dissolved salts (in deep and shallow brines) in the waters of Great Salt Lake (raw acidified).
Source: Diaz et al. (2009).

Although the precipitated salt in the South Arm had re-dissolved by mid-1972, it took until approximately 1986 before all the salt in the North Arm had re-dissolved (Wold et al. 1996). In 1992, salt again began to precipitate on the floor of the North Arm during the summer months, and it is believed that precipitation in the North Arm continues today. Dry-weight percentages of magnesium, potassium, and calcium increased during historic low lake levels because sodium chloride is the first salt to precipitate as the concentration of lake brine increases. Notwithstanding slight fluctuations in relative ion ratios in lake water with changes in lake level, the consensus is that overall chemistry of lake brines has not changed significantly. Between 1966 and 1996, the re-resolution of sodium chloride that had precipitated on the bottom of the lake's North Arm and South Arm resulted in a decline of the dry-weight percentages of potassium, magnesium, and sulfate, compared with sodium and chloride (Gwynn 2002).

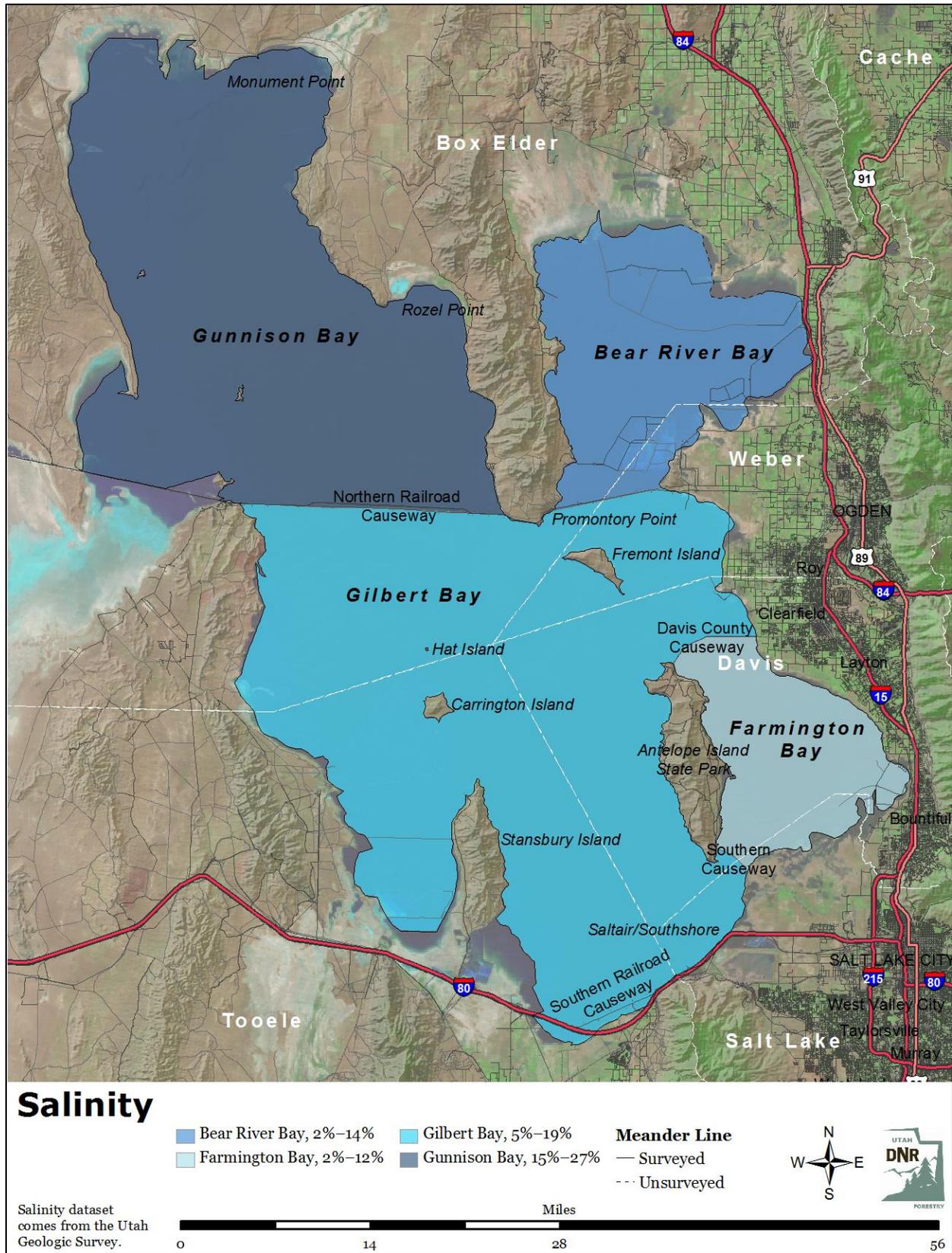
The U.S. Geological Survey (USGS) has developed a salt balance model that simulates salinity and dissolved solids concentrations in each of the four distinct bays (or areas) of GSL under different mixing conditions and lake levels (Loving et al. 2000). It is hoped that this model could be used to further assess impacts of extraction operations on the composition of lake brine.

3.1.2 Concentration of Brines

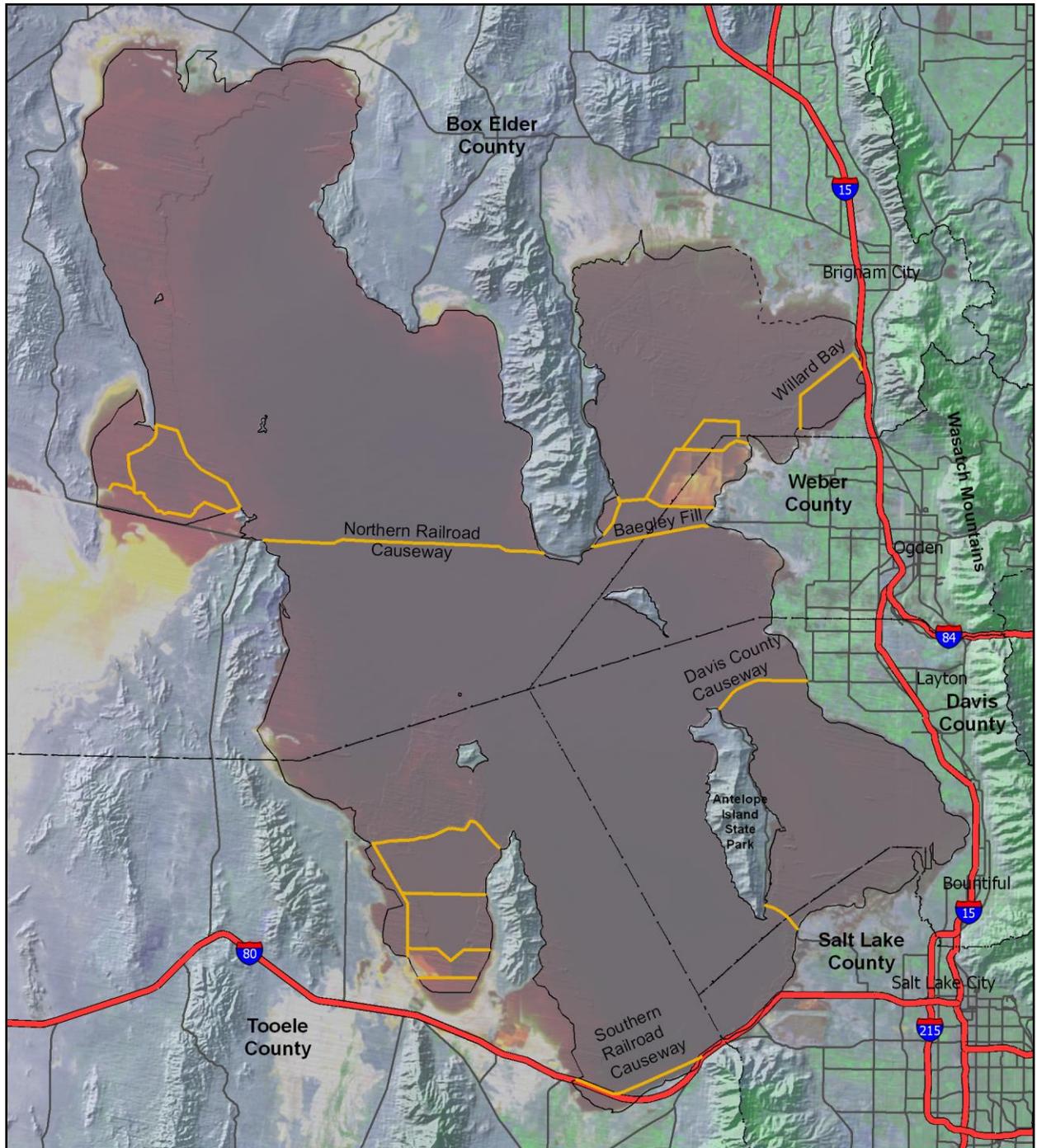
Salinity throughout GSL is governed by lake level, freshwater inflows, precipitation and re-resolution of salt, mineral extraction, seasonal variations in temperature, and circulation and constriction between bays of the lake. Distinct salinity conditions have developed in the four main areas of the lake as a result of 1) fragmentation of the lake resulting from causeways and dikes, and 2) the fact that 95% of the freshwater inflow to the lake occurs on the eastern shore south of the causeway (Loving et al. 2000). From freshest to most saline, the largest bays in GSL today are Bear River Bay, Farmington Bay, Gilbert Bay (the main body of the lake also referred to as the South Arm), and Gunnison Bay (i.e., the North Arm). Map 3.1 shows the range of brine concentrations in different areas of GSL.

3.1.3 Impacts of Causeway, Diking, and Diversion Operations on Brine Concentrations

How brine concentrations are distributed throughout the lake is directly influenced by the causeway and other diking systems (Map 3.2). Continuous monitoring of brine concentrations began in 1966, seven years after the construction of the Northern Railroad Causeway (originally called the Southern Pacific Railroad Causeway). Prior to that time, there is little information about brine concentrations beyond historical references. These early records indicate that the lake was a relatively homogeneous saline body of water, with somewhat higher concentrations of brine on the west side of the lake as a result of small inflows of fresh water and higher rates of evaporation.



Map 3.1. Salinity range in Great Salt Lake Bays from 1982–2010.



Causeways and Dikes

 Causeways and Dikes



Map: December 2011
Utah Forestry, Fire, and State Lands



Map 3.2. Causeways and dikes in Great Salt Lake.

After construction of the Northern Railroad Causeway, the lake was divided into two bodies of water: the North Arm and the South Arm. There was some interchange of brines through the two culverts in the causeway and through the causeway itself. Over time, the two arms developed distinct physical and chemical characteristics. In addition to higher concentrations along the west side of the lake, the North Arm of the lake had brine concentrations nearly twice the concentrations of the South Arm. The South Arm was stratified into a shallow, less concentrated layer and a deep layer of dense, fetid (due to the hydrogen sulfide and considerable organic matter) brine at the center of the lake. Concentrations of these deep brines were approximately twice those of the upper layer. Since the development of the Northern Railroad Causeway, breach, and culverts more than 40 years ago, the breach and culverts have compacted and continually fill with sediment. The exchange between the two arms, through the breach and culverts, is thought to be minimal but is not well understood. It is assumed that lake level elevation and composition of sediment in the culverts impact the interchange between the two bays.

Elsewhere in the lake, diking at the north end of Antelope Island and Stansbury Bay causes differences in salinity. Farmington Bay is more diluted than the rest of the South Arm of the lake, whereas Stansbury Bay has concentrations equaling those of the North Arm. The Southern Causeway, once used to access Antelope Island, is no longer maintained, but the existence of the infrastructure has the ability to affect salinity at low lake levels.

Flood management during the high water years in the mid-1980s had significant impacts on the lake's salinity. When the 300-foot breach on the west end of the Northern Railroad Causeway was opened, a very large volume of dilute South Arm brine flowed through the opening at the surface into the North Arm of the lake. Also, a large volume of North Arm brine moved through the same opening into the depths of the South Arm as a deep return flow. As a result, the North Arm of the lake became temporarily stratified. By mid-1991, wave actions in the North Arm of the lake caused amalgamation, and all signs of stratification were gone. Due to the general lowering of the lake levels, the denser brine from the North Arm stopped flowing through the breach to the South Arm in 1990, at which time the brine depth at the breach decreased to approximately 4 feet. The preexisting and additional fill along the length of the causeway during the flooding years combined to reduce the return flow from the North Arm. A recurrent theme on GSL is that placement of dikes and diversions can have significant impacts on various conditions in the lake. As illustrated in Map 3.2, diking and other human-made structures have resulted in four distinct bays, each with their own range of salinity, depending on lake level.

3.1.4 *Natural Sources of Salinity and Minerals*

The inflow waters to GSL carry natural salinity and minerals from the weathering of the diverse rock types in the GSL Basin. Lake Bonneville, the larger predecessor to GSL, routinely deposited carbonate into lake-bottom sediments. Today, the largest mineral inputs come from the three large river systems that primarily carry calcium and bicarbonate ions, and GSL continues to deposit carbonate on the bottom of the lake. In addition, each of the large river systems carries unique combinations of secondary constituents, primarily sodium and carbonate minerals (Jones et al. 2009). The Bear River to the north generally contains a higher proportion of sodium carbonate minerals originating in its upper watershed. The rivers to the south that drain into Utah Lake and that are eventually drained by the Jordan River contain higher concentrations of sulfate ions. The Weber River is typically the most dilute source due to the predominance of silicate rocks in its watershed (Jones et al. 2009). In addition, springs and groundwater around the lake are characterized by sodium chloride ions (Jones et al. 2009). Once deposited in GSL, water evaporation results in increased concentrations of dissolved salts. Because there is no outlet from the lake, these salts stay within the GSL system, and as is the case in closed basin systems, evaporative effects are the driving forces that affect mineral formation and solute evolution. The accumulation of salts over a millennia and the effects of dikes and causeways have resulted in the hypersaline conditions in portions of GSL today.

GSL is one of the most saline waterbodies in the world (Strum 1980). Prior to segmentation of the lake through dikes and causeways, lake brines were similar in composition and concentration throughout the lake (Loving et al. 2000). Today, Gunnison Bay (the North Arm) continues to be hypersaline, with salinities over 25%. The other bays of GSL typically range in salinity from 5% to 15%, depending on freshwater inputs, circulation, and lake level.

3.1.5 Mineral Salt Extractive Industries

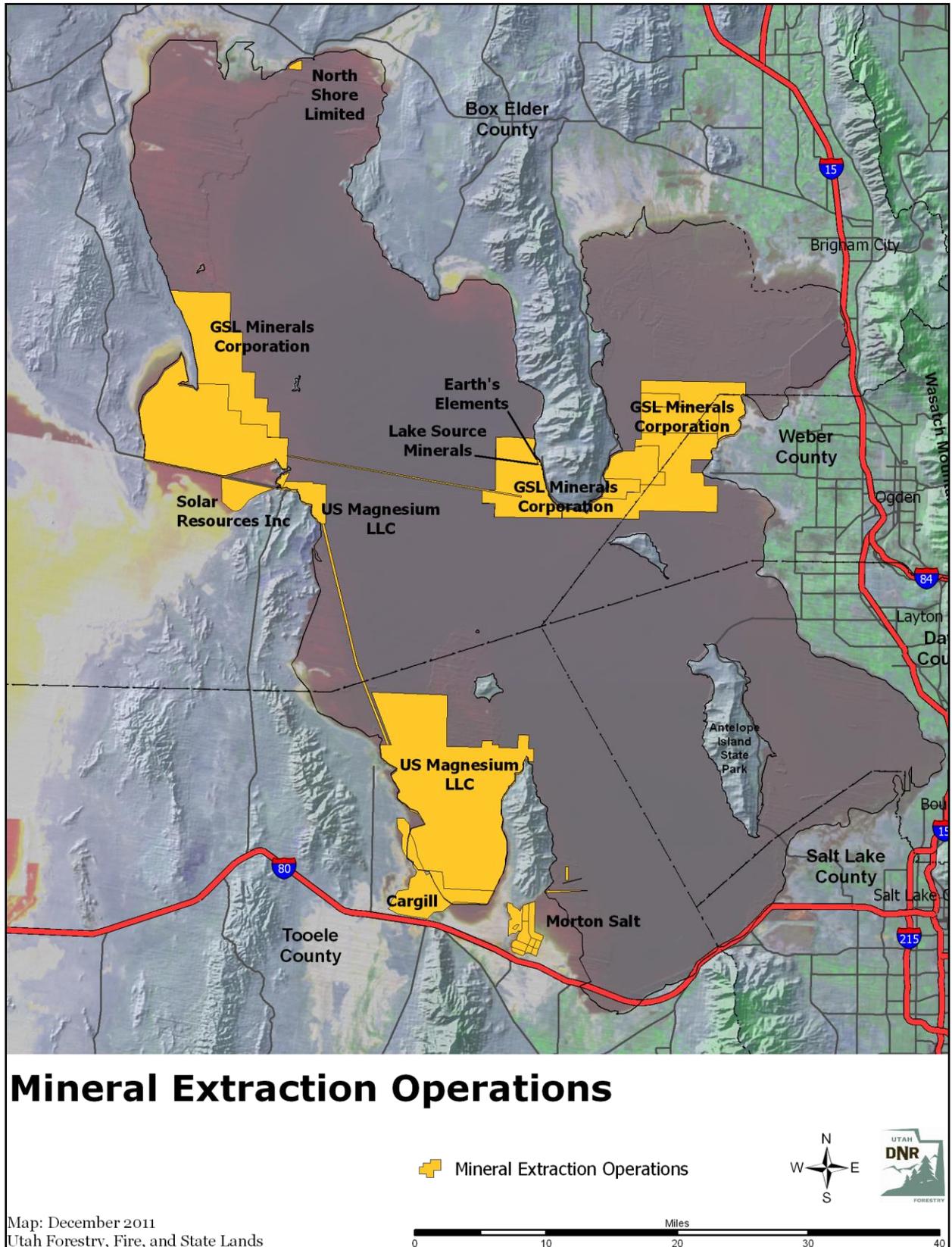
Salt extraction is one of Utah's oldest industries. Salt has been harvested from the waters of GSL for over 150 years (Gwynn 2002). Early important salt extraction sites from 1850 through the 1950s were along the south shore, with intermittent operations established along the east and north shores. Beginning in the 1960s, research and development led to the economic production of potassium sulfate, magnesium metal, magnesium chloride products, nutritional supplements (Gwynn 2002), and other products. During this time, chemical salt companies established operations on Stansbury and Bear River bays.

Concentrated brine derived from GSL is almost exclusively produced from evaporation ponding. Brine-derived products were the largest contributors to the value of industrial mineral production in Utah in 2009 (Bon and Krahulec 2009). Depending on the product being produced, the salts or brines are used as-is or are subjected to further processing. Sodium chloride is the most common product produced through pond evaporation techniques.

Four large-scale companies have active mineral extraction operations on the lake (Map 3.3):

- 1) Morton Salt in Tooele County produces sodium chloride salt from the lake.
- 2) GSL Minerals Corporation (hereafter referred to as GSL Minerals, a subsidiary of Compass Minerals) in Weber County produces potassium sulfate and magnesium chloride products from GSL brines. North American Salt Company (NAMSCO), a sister company, produces a variety of sodium chloride products.
- 3) Cargill Salt in Tooele County produces sodium chloride salt from the lake.
- 4) US Magnesium LLC (US Magnesium), located 60 miles west of Salt Lake City, produces magnesium metal and other salable by-products, including commodity grade liquid chlorine.

North Shore Limited Partnership/Mineral Resources International in the North Arm of GSL in Box Elder County produces concentrated brines. Their sister company, Mineral Resources International, produces nutritional supplements and beauty products/facial products/bath salts from the concentrated brines. Another company, Salt Lake Minerals obtains small amounts of brine from Little Valley Harbor. Both operations have evaporation ponds located on adjacent, upland, private property, and they have rights-of-entry from FFSL for the placement of pumps and associated hoses to pump the brine from GSL to the evaporation ponds. Solar Resources Incorporated, a small extraction operation, is located on State of Utah School and Institutional Trust Lands Administration lands above the GSL meander line. A summary of the mineral salt extraction industries currently in operation on GSL is included in Table 3.4.



Map 3.3. Mineral extraction operations in Great Salt Lake.

3.1.6 Mineral Salt Extraction Requirements

A key factor to extractive industries is the concentration of brines. The lower the concentration of brines, the larger the area required to produce a given quantity of salt. Similarly, those companies extracting potassium or magnesium require much larger ponding areas than companies extracting salt, because those ions are in far less abundance in lake brines.

Evaporation ponds for mineral extraction require large areas with tight or relatively impermeable soils, access to transportation and utilities, a supply of fresh water to flush excess salts from evaporation ponds, and a climate conducive to high evaporation rates. These conditions place the greatest constraints on new or expanded operations on the lake.

3.1.7 Depletion of Chemical Ions in Great Salt Lake as a Result of Mineral Extraction

Salts have been extracted at a significant and increasing rate since 1965. In that year, salt companies produced approximately 300,000 tons of sodium chloride. In 1994, production from GSL was over 2 million tons of sodium chloride and approximately 300,000 tons of other salts. A far more significant depletion of the resource was the loss of approximately 10% of dissolved salts following the pumping of brines into the Newfoundland Evaporation Basin west of GSL as part of the West Desert Pumping Project. By the late 2000s, approximately 3 million tons of salts were being extracted annually (UGS 2011).

In previous years, geologists and industry representatives estimated that it would take at least 200 years to deplete 10% of the lake's remaining sodium chloride at current rates of extraction (or 1,000 years to deplete the sodium chloride in the lake to the point that further extraction is not economic). This is not accounting for the annual replenishment of salt from surface and groundwater inflows. Some ions, notably sulfate, magnesium, and potassium, are more limited in supply than sodium and chloride ions, but their production cannot be separated in the production of salt. Furthermore, removal of salts as a waste product that is not returned, or returned after selected ions have been extracted, has not been factored into this estimate (Trimmer 1996).

As of 2010–2012, the amount of salt ions entering the lake is approximately 2.2 million tons per year (Gwynn 2011b; Gwynn 2005). However, approximately 1.0 million tons of this is calcium carbonate that precipitates out of solution, leaving 1.2 million tons of salt ions in solution. As stated above, an average of approximately 3.0 million tons of minerals was extracted from lake water annually in the later part of the previous decade (ending in 2009) (UGS 2011). Therefore, approximately 1.8 million more tons of minerals are removed from the lake than what enters each year. This equates to approximately 0.04% of the lake's total salt load of 4.5 billion tons (Gwynn 2011b). Because less salt enters GSL each year than what is extracted, some have expressed concern over the potential long-term depletion of the ions that form the unique nature of GSL.

Extractive industries produce substantially more salts than they process and sell. Significant amounts of sodium chloride are used to form floors for the harvesting ponds. Remaining unwanted salts either accumulate on the bed of the evaporation ponds (as in US Magnesium's portion of Stansbury Bay) or are flushed with fresh water from the ponds each season (as in GSL Minerals' ponds in Bear River Bay). At both these locations, significant amounts of sodium chloride are harvested by other salt companies under agreements with the original lessees. Morton Salt returns its bitterns or brines containing potassium and magnesium salts back to the lake. The returned salts are altered in chemical composition from lake brines because target salts have been removed. Millions of tons of salts are precipitated out annually in Stansbury Basin and Clyman Bay or are used as floors in harvesting ponds in all salt operations and therefore not returned to lake brines. Table 3.2 estimates the amount of salts flushed back into the lake and the amount that likely remains on the floors of evaporation ponds.

3.2 Deposits

Sodium chloride precipitates on the lake bed as salinity increases in the North Arm and in Stansbury Bay. If the North Arm of GSL stabilizes at or near saturation for sodium chloride, as it did from 1966 to 1983, these lake bed deposits will accumulate.

Sodium sulfate (mirabilite) also precipitates on the bed during the winter months in response to cooler temperatures and higher salinity. Mirabilite deposits are found primarily in the North Arm of GSL during winter months. A substantial portion of these deposits re-dissolve as temperatures warm again. “Permanent” deposits occur around much of the perimeter of the lake. These are mirabilite-cemented sands that were possibly formed by mirabilite blown up on the beaches, dissolving, then re-solidifying, cementing the sands at depth. These cemented sands have been found at Saltair and the South Shore Marina, where they had to be blasted to deepen the marina. There is also a very thick layer of mirabilite westward from the southern tip of Promontory Point.

The potential for mineral extraction of these deposits is small because of their low value, limited or declining markets, and high extraction costs. Sodium sulfate deposits along Promontory Point have been under lease to GSL Minerals for many years but have not been developed.

3.3 Hydrocarbon Resources

Hydrocarbon resources on the lake are significant but presently undeveloped. The hydrocarbons are low gravity, tar like, have high nitrogen content, and are up to 12% sulfur. Hydrocarbon density is measured according to American Petroleum Institute (API) standards and reported in degrees as indication of yield from distillation. Extra-heavy oil has an API gravity of less than 10 degrees (USGS 2003), and the API gravity of hydrocarbons from the lake is 4 to 9 degrees. A previous report indicated, “The oil is chemically similar to ichtyol; a rare substance used for medicinal purposes and thus has the potential to be an extremely valuable commodity. Higher fractions, when added to oil, are known to increase the lubricity of the oil” (Chidsey 1995). The unusual characteristics of the oil have been the subject of studies by chemists at Weber State University and Université Louis Pasteur de Strasbourg. However, these resources are difficult to extract and are presently uneconomic to produce using current technology because of the nature of the hydrocarbons and production in “an offshore, highly saline environment” (Kendall 1993).

The Utah Geological Association (UGA) identifies two oil fields on GSL in its publication *Oil and Gas Fields of Utah* (1993): Rozel Point and West Rozel. The Rozel Point field is located in Township 8 North, Range 7 West, along the shore of GSL. The West Rozel field is located in Township 8 North, Range 8 West, 3 miles from the shoreline and the Rozel Point field. The locations of these fields are shown in Map 3.4.

The estimated area of the Rozel Point field is approximately 10 acres, with low reserve estimates because of the poor reservoir seal. Small amounts of hydrocarbons or asphaltum have been recovered from natural seeps and shallow wells at Rozel Point since the turn of the century. The earliest uses were as a lubricant. More recent uses have been to resurface roads and for impregnating tire cords (Chidsey 1995). In the early 1960s, several wells were drilled on a 1-acre spacing order from DOGM. There are no current leases in the Rozel Point area.

The West Rozel field was discovered as part of Amoco Exploration Company’s (Amoco’s) massive exploration program on GSL in the 1970s. Thirteen “offshore” wells were drilled between June 1978 and December 1980, resulting in the discovery of the West Rozel field in one of the wells and oil shows in eight of the other wells. Two additional development wells were drilled at West Rozel, identifying a field covering 2,300 acres with heavy oil similar to that at Rozel Point. Reserve estimates at this field are

higher than at Rozel Point, ranging from approximately 1 to 10 million barrels of oil. However, Amoco did not develop the field “because of the high water cut and the high cost of operating an offshore field” (Bortz 1987). The characteristics of the oil also contributed to this decision. The West Rozel field is considered by UGA (1993) to be “low potential” due to current production economics. Changing technology may make the field viable in the future. The other Amoco exploration wells indicate some hydrocarbon potential elsewhere in the structural north basin of the lake. The North and South arms are separated by a subsurface structural arch that extends from Fremont Island to Carrington Island. Exploration around Antelope Island has indicated low potential for oil and gas. No wells have been drilled on the island, and no companies are currently exploring the area. Leases that once covered the Antelope Island area expired in 2002 and have not been renewed. Map 3.4 shows the location of oil fields and oil, gas, and hydrocarbon leases on GSL. Table 3.4 summarizes lessees, acres, and producing status for active leases on GSL. Table 3.5 shows the characteristics of oil estimates. Data are from *Oil and Gas Fields of Utah* (UGA 1993).

Table 3.4. Current Mineral/Oil Gas and Hydrocarbon Leases on Great Salt Lake

Lease No.	Lessee	Lease Type	Acres	Lease Status
20000001	North Shore Limited Partnership	Salt	0*	L
20000002	Cargill Salt	Salt	0*	L
20000003	Morton Salt	Salt	87.28	L
20000005	Cargill Salt	Salt	0*	NB
20000050	W.G. Boonenberg	OGH	2,615	NB
20000051	W.G. Boonenberg	OGH	2,614.23	L
20000052	W.G. Boonenberg	OGH	1,892.05	L
20000053	W.G. Boonenberg	OGH	1,854.42	L
20000054	W.G. Boonenberg	OGH	2,553.64	L
20000055	W.G. Boonenberg	OGH	2,549.81	L
20000056	W.G. Boonenberg	OGH	2,515.88	L
20000057	W.G. Boonenberg	OGH	2,512.99	L
20000058	W.G. Boonenberg	OGH	1,822.06	L
20000059	W.G. Boonenberg	OGH	2,612.17	L
20000060	W.G. Boonenberg	OGH	2,607.08	L
20000061	W.G. Boonenberg	OGH	2,644.78	L
20000062	W.G. Boonenberg	OGH	2,591.18	L
20000063	W.G. Boonenberg	OGH	2,530.5	L
20000064	W.G. Boonenberg	OGH	2,550.25	L
20000065	W.G. Boonenberg	OGH	2,590.56	L
20000066	W.G. Boonenberg	OGH	2,583.86	L
20000067	W.G. Boonenberg	OGH	2,621.97	L
20000068	W.G. Boonenberg	OGH	1,003.61	L
20000069	W.G. Boonenberg	OGH	2,044.19	L

Table 3.4. Current Mineral/Oil Gas and Hydrocarbon Leases on Great Salt Lake

Lease No.	Lessee	Lease Type	Acres	Lease Status
20000070	EOG Resources, Inc.	OGH	1,579.31	L
20000071	EOG Resources, Inc.	OGH	2,442	L
20000072	W.G. Boonenberg	OGH	2,553.66	L
20000073	W.G. Boonenberg	OGH	2,535.33	L
20000074	W.G. Boonenberg	OGH	2,542.1	L
20000075	W.G. Boonenberg	OGH	2,517.94	L
20000076	W.G. Boonenberg	OGH	2,585.27	L
20000077	W.G. Boonenberg	OGH	1,734.66	L
20000078	W.G. Boonenberg	OGH	855.89	L
20000079	W.G. Boonenberg	OGH	653.06	L
20000080	W.G. Boonenberg	OGH	2,366.01	L
20000081	W.G. Boonenberg	OGH	1,645.17	L
20000082	W.G. Boonenberg	OGH	1,345.97	L
20000083	W.G. Boonenberg	OGH	749.53	L
20000084	W.G. Boonenberg	OGH	2,624.96	L
20000085	W.G. Boonenberg	OGH	2,617.06	L
20000086	W.G. Boonenberg	OGH	2,731.25	L
20000087	W.G. Boonenberg	OGH	2,647.02	L
20000088	W.G. Boonenberg	OGH	2,558.42	L
20000089	W.G. Boonenberg	OGH	2,540.52	L
20000090	W.G. Boonenberg	OGH	2,558.9	L
20000091	W.G. Boonenberg	OGH	2,538.77	L
20000092	W.G. Boonenberg	OGH	2,632.05	L
20000093	W.G. Boonenberg	OGH	2,437.23	L
20000094	W.G. Boonenberg	OGH	2,450.95	L
20000095	W.G. Boonenberg	OGH	2,540.59	L
20000096	W.G. Boonenberg	OGH	2,655.53	L
20000097	W.G. Boonenberg	OGH	2,569.19	L
20000098	W.G. Boonenberg	OGH	2,554.79	L
20000099	W.G. Boonenberg	OGH	2,552.44	L
20000100	W.G. Boonenberg	OGH	2,574.68	L
20000104	Lake Source Minerals, LLC	Salt	0*	L
20000106	Earth's Elements/Trace Minerals Research	Salt	0*	L

Table 3.4. Current Mineral/Oil Gas and Hydrocarbon Leases on Great Salt Lake

Lease No.	Lessee	Lease Type	Acres	Lease Status
20000107	GSL Minerals	Salt	23,088	L
20000115	GSL Minerals	Salt	37,083.18	L
ML 18779-SV	US Magnesium	Salt	75,610	L
ML 19024-SV	GSL Minerals	Salt	20,826.56	L
ML 19059-SV	GSL Minerals	Salt	2,563.79	L
ML 21708-SV	GSL Minerals	Salt	20,860.29	L
ML 22782-SV	GSL Minerals	Salt	7,580	L
ML 23023-SV	GSL Minerals	Salt	14,380.56	L
ML 24631-SV	GSL Minerals	Salt	1,911	L
ML 25859-SV	GSL Minerals	Salt	10,583.5	L
ML 43388-SV	GSL Minerals	Salt	708.3	L
ML 44607-SV	GSL Minerals	Salt	37,829.82	L

Notes:

L = lease

n/a = lease expiration is contingent upon compliance with lease, including royalty payments and active production – no expiration date is set in the lease agreement

OGH = oil, gas, and hydrocarbon

P= pending

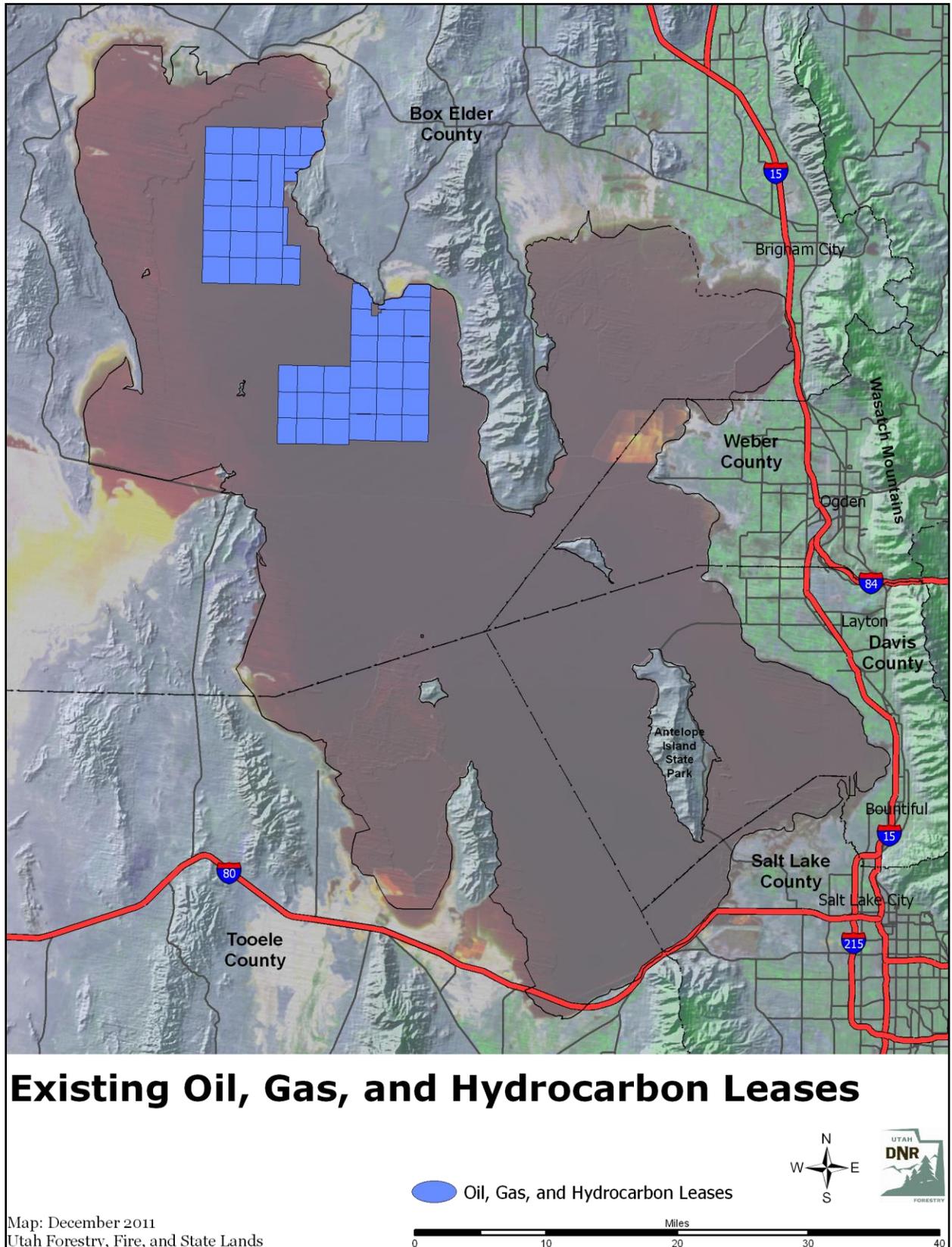
TBD = to be determined

* Acreage for these operations is zero because they occupy private upland property and therefore do not lease land through FFSL.

Table 3.5. Oil Characteristics and Reserve Estimates Great Salt Lake Oil Fields

Field	Oil Characteristics	Reserve Estimates
West Rozel	Gravity: 4 degrees API	Proved area: 500 acres
	Color: dark brown	Estimated primary recovery: 1–10 MMbbl
	Sulfur content: 12.5%	–
	Pour point: 75°C	–
	Viscosity 3,000–4,000 cP at 140°F	–
Rozel Point	Gravity: 5 degrees API	Proved area: 10 acres
	Color: Black, tar like	Estimated primary recovery: 2,665 bbl
	Sulfur content: 12%	–

Notes: bbl = barrel, MMbbl = million barrels, cP= Centipoise



Map 3.4. Existing oil, gas, and hydrocarbon leases on Great Salt Lake.

3.4 Other Mineral Resources

Oolitic sands are an unusual sediment type found in and around GSL at numerous locations, with higher concentrations along northwestern Antelope Island, the east side of Spring Bay, the west side of Stansbury Island, and on Carrington Island. They are light-colored calcium carbonate grains that range in shape from nearly spherical to cylindrical. Their surfaces are usually smooth, like a miniature pearl. Oolites range in size from 0.015 to 1.5 millimeters, with the average size being approximately 0.31 millimeters. The chemical composition of the outer shell consists mainly of calcium carbonate, although some calcium-magnesium carbonate (dolomite) is also present. The nucleus or central core of the ooid is usually a mineral fragment or a brine-shrimp fecal pellet.

Some of the areas in which oolites are found include 1) the west side of Stansbury Island in Stansbury Bay and the north end of the island, extending northward past Badger Island, where beds up to 18 feet thick have been measured; 2) around Antelope Island and especially in the area of the Bridger Bay bathing beaches; and 3) the southern shores of the lake.

Oolites were used in the past to neutralize the acidic gases produced during the processing of molten magnesium chloride into magnesium metal. Oolites have also been used to produce calcium chloride, which is used in the brine-desulfation process and as an industrial chemical. Oolites are also used as flux in ore-smelting operations and could also be used in most applications where limestone is used. Small amounts of oolitic sand are used in drying flowers. Because of their high calcium carbonate content, oolites have been used by US Magnesium and its predecessors for acid neutralization and dike construction. However, none of these uses require significant volumes of oolites.

Epsomite (magnesium sulfate) can be produced by the winter cooling of highly concentrated lake brines, such as those used by US Magnesium in the production of magnesium metal and chlorine (gas and liquid). Epsomite is not currently being produced from lake brines.

CHAPTER 4 HISTORY OF MINERAL LEASING ON GREAT SALT LAKE

4.1 Mineral Salt Leases

4.1.1 Sodium Chloride Leases

Leases have been issued for various products on lands under GSL since 1919. The products include sodium sulfate, salt, magnesium, and oil and gas, sometimes all in one lease. Sodium chloride is the mineral with the longest history of successful extraction. Native Americans and early explorers extracted small amounts of salt. Permanent salt production facilities began in 1850. Salt production has risen from approximately 150,000 tons per year in the 1950s to over 3 million tons per year at present.

The State Land Board began issuing leases for the extraction of salt from GSL brines in the 1940s, following legislation and a Utah Supreme Court decision affirming state ownership of minerals in the waters of the lake. Royalty terms on these leases were variously \$0.35 and \$0.50 per ton, but this rate was disputed by Deseret Livestock Company and Morton Salt in 1956. After eight years of negotiation with the State Land Board, Morton Salt negotiated a royalty agreement to extract sodium chloride from brines. The royalty rate was \$0.10 per ton, the lease term was 15 years, and the lease did not provide any acreage for evaporation ponds within the meander line. These lease terms were subsequently offered to all producers and new lessees on the lake. Many lessees negotiated mineral leases in connection with royalty agreements, which allowed sovereign lands to be used for evaporation ponds or the lessee to extract salt precipitated on the bed of the lake. As the royalty agreements reached the end of their terms in the late 1960s, the State Land Board added language that allows leases to be held by production. Royalty rates were left at \$0.10 per ton.

In July 1992, the Board of State Lands and Forestry (now defunct) changed the royalty rate for sodium chloride from \$0.10 per ton to a 3% ad valorem royalty rate for all new salt leases. The FFSL had recommended a royalty range between 3% and 5%, as negotiated with the lessee (Board of State Lands and Forestry 1992b:12).

Beginning January 1, 2001, the royalty rate per ton of sodium chloride was set at \$0.50 per dry ton. The royalty is to be adjusted annually based on the Producer Price Index for Industrial Commodities, as provided under UTAH ADMIN. CODE R652-20-1000(e), using 1997 as the base year.

The amount of operators that maintain sodium chloride leases has dwindled substantially since the 1940s. Following the high lake levels in the mid-1980s, Morton Salt relinquished its original royalty agreement negotiated with the State Land Board in 1954 to assume operation at a site southeast of Stansbury Island, formerly operated by American Salt Company. However, they still maintain a sodium chloride lease with FFSL. Broken Arrow Inc. relinquished its operations near Lake Point (the original lease site for Deseret Livestock Company and its many successors) and purchases raw salt from US Magnesium. American Salt Company (now NAMSCO) moved its operations to operate on a sublease agreement purchasing crude salt from GSL Minerals (both NAMSCO and GSL Minerals are subsidiaries of Compass Minerals). Cargill Salt maintains a lease from FFSL, and like Broken Arrow, they acquire salts from US Magnesium's evaporation ponds. Three smaller sodium chloride operations consist of one located on the north shore of the lake near Locomotive Springs (currently doing business as North Shore Limited Partnership) and two located on the southwestern tip of Promontory Point near Little Valley Harbor (currently doing business as Lake Source Minerals Inc. and Earth's Elements).

4.1.2 Metallic Mineral Leases

During the 1960s, the State Land Board entered into metallic mineral agreements with two companies: 1) one interested in extracting magnesium chloride to be refined into magnesium (H-K Inc., operated at present by US Magnesium, and Bonneville-on-the-Hill, operated by GSL Minerals), and 2) one interested in lithium and potassium products (Lithium Corporation, which is operated at present by GSL Minerals). These lease agreements had 49-year terms and an ad valorem royalty rate beginning at 1.5% applied against “dry” products and escalating to 5% over a 25-year period. The magnesium chloride producer was granted an exclusive right to produce that product for a period from 1961 to 1969. At the end of that period, salt lessees were offered an opportunity to convert their royalty agreements, which only allowed the extraction of sodium chloride, to an agreement that allowed extraction of all minerals, including magnesium chloride contained in brines. Also at the end of that period, a royalty rate for magnesium was added to the royalty schedule beginning at 0.1259% and escalating to 0.4196%. This rate was meant to produce equivalent royalty revenues when applied to the value of magnesium metal that the 1.5%–5% rate would have generated if applied against the value of anhydrous magnesium chloride. However, the new schedule fell significantly short of accomplishing this goal.

In addition, the two royalty agreements issued to H-K Inc./Bonneville-on-the-Hill and Lithium Corporation contained a provision that entitled the two lessees to the lowest royalty rate that may be granted to any lessee on the lake. However, this provision applied primarily to royalties on sodium chloride.

H-K Inc./Bonneville-on-the-Hill and Lithium Corporation, under these royalty agreements, began production in the mid-1970s. Ten years later, as GSL was approaching its historic high of 4,211.60 feet and most producers on the lake were experiencing major damage to their dikes, the board granted both companies royalty relief by starting the clock at year one of the royalty schedule. H-K Inc./Bonneville-on-the-Hill and Lithium Corporation have maintained their metallic mineral leases since the 1960s and are still in operation doing business as US Magnesium and GSL Minerals, respectively. Current royalty rates for mineral extraction operations are listed in Table 4.1.

Table 4.1. Royalty Rates on Mineral Commodities, Coal, and Solid Hydrocarbons

Mineral Commodities, Coal, or Solid Hydrocarbons	Rate	Mineral Commodities, Coal, or Solid Hydrocarbons	Rate
Coal	8%	Phosphate	5%
Oil shale*	5%	Potash and associated minerals	5%
Asphaltic/bituminous sands [†]	7%	Gypsum	5%
Gilsonite	10%	Clay	5%
Met. minerals:		Geothermal resources	10%
Fissionable	8%	Building Stone/limestone (except 2% for calcined lime)	5%
Nonfissionable	4%	Volcanic material	5%
Gemstone/fossil [‡]	10%	Industrial sands	5%
Magnesium	1%–0.5%		
Salt (Sodium chloride) [§]	\$0.50 dry ton		

Source: UTAH ADMIN. CODE R652-20-1000

* 5% during the first five years of production and increasing annually thereafter at the rate of 1% to a maximum of 12½%.

[†] May be escalated after the first five years of production at the rate of 1% per annum to maximum of 12½%.

[‡] Requires payment of annual minimum royalty of \$5 per acre.

[§] Beginning January 1, 2001, the royalty rate per ton will be adjusted annually by the Producer Price Index for Industrial Commodities as provided under R652-20-1000(e) using 1997 as the base year.

4.1.3 Current Operations

GSL contains approximately 4.5–4.9 billion tons of salt in its system (USGS 2011a). Brine-derived products such as salt (sodium chloride), magnesium chloride, and potash were the largest contributors to the value of industrial mineral production in Utah in 2009 (Bon and Krahulec 2010). In 2009, there were 10 producing mineral leases (totaling 171,644 acres), which generated \$5,320,837 in royalties during the fiscal year. Currently, the largest operators on GSL are GSL Minerals (a subsidiary of Compass Minerals), Cargill Salt, Morton Salt, and US Magnesium (Bon and Krahulec 2010). The companies involved in mineral extraction on GSL are listed in Table 4.2 and highlighted in Map 3.3. See Table 3.4, which summarizes the lessee's acres, producing status, and lease expiration dates.

Table 4.2. Summary of Mineral Companies and Type of Mineral Production

Company	Production
Compass Minerals Subsidiaries: GSL Minerals NAMSCO	<u>GSL Minerals</u> Sulfate of potash, magnesium chloride brine, and flake (bischofite). Magnesium chloride is also referred to as <i>Chlori-Mag</i> by GSL Minerals. Salt for snow and ice removal, animal nutrition, water conditioning, and swimming pools. <u>NAMSCO</u> Packages, markets, and sells the salt products.
Cargill Salt	Salt and return bitterns (the concentrated brine that remains after sodium chloride has crystallized).
Morton Salt	Salt and return bitterns.
US Magnesium	Magnesium metal is their primary product, but they also sell the following by-products: chlorine, calcium chloride (brine), magnesium chloride (brine), sodium chloride, ferrous chloride, ferric chloride.
North Shore Limited Partnership	Magnesium brine and salts are concentrated and then processed into nutritional supplements by Mineral Resources International.

As mentioned above, the brine-derived products from GSL are almost exclusively produced from solar evaporation ponds. The industries either use salts that have precipitated from the ponds or brines that have been concentrated as a result of evaporation. Depending on the product being produced, the brine or salts are used as-is or are subjected to further processing. Sodium chloride is precipitated in evaporation ponds and is sold primarily by Morton Salt, Cargill Salt, and NAMSCO.

Potassium sulfate, also referred to as sulfate of potash, is produced by GSL Minerals for use as fertilizer. Potassium-bearing salts are produced by solar evaporation of brines, and the salts are purified and converted to potassium sulfate during processing. GSL Minerals is the only producer of sulfate of potash in North America and, at the time of writing the 2013 MLP, is in the permitting process for expansion of their operations. The U.S. Army Corps of Engineers (USACE) is in the process of developing an environmental impact statement to assess the impacts of the proposed GSL Minerals expansion.

Magnesium chloride is produced and marketed by GSL Minerals in solid and liquid forms. Magnesium chloride is used in a number of applications, including road dust suppressant, road deicer, and fertilizer.

Concentrated magnesium-chloride brine is also used by US Magnesium to produce magnesium metal. Magnesium metal was the third-largest contributor to the value of base metals in Utah in 2009 (Bon and Krahulec 2010). Magnesium metal is produced from the concentrated brines by US Magnesium at its electrolytic plant at Rowley in Tooele County. This plant is the only active magnesium processing facility in the United States (Bon and Krahulec 2010) and provides 6% of the world's magnesium supply (USGS 2011b).

Chlorine is a co-product of magnesium metal production. The chlorine is sold as a liquid. Chlorine emissions from the magnesium plant have been a point of contention for air and water quality regulators (Great Salt Lake Ecosystem Program 2011). However, US Magnesium has done much to reduce chlorine and other emissions in recent years. For example, they have significantly reduced chlorine emissions from historical levels using several innovative processes. The electrolyzers used in magnesium production were redesigned in the early 2000s, which realized significant increases in chlorine collection. In addition to

this effort, the company has installed more efficient chlorine scrubbing equipment and a chlorine conversion unit to collect vaporized chlorine as hydrochloric acid. These activities have combined to reduce chlorine emissions by over 95% since the late 1980s (Gwynn 2011a).

A titanium sponge metal plant, operated by ATI Titanium LLC, recently began operating adjacent to US Magnesium. The plant is located next to US Magnesium on the west shore of GSL because magnesium metal is a critical processing component for the production of titanium metal. The start-up of a titanium sponge plant will add incremental demand for magnesium and begin a new era in metal processing in the state (Bon and Krahulec 2010).

4.1.4 Historic and Current Withdrawals

In October 1990, the Board of State Lands and Forestry withdrew lands from all activities except oil, gas, and hydrocarbon leasing to study issues “regarding the leasing and development of brines and minerals on the lake” (Board of State Lands and Forestry 1990:8). In April 1992, this withdrawal was partially lifted, except for new leasing for brine mineral extraction. Lands for mineral salt leasing remained withdrawn because a 1991 Bureau of Economic and Business Research report indicated problems with leasing and royalty rates on existing mineral leases (Board of State Lands and Forestry 1992a:8). In January 1995, FFSL reimposed a withdrawal on all mineral leasing until an MLP was completed. The first MLP was completed in 1996, and the withdrawal was lifted.

In August 2009, a new withdrawal from GSL for leasing and permitting was issued by the FFSL. The FFSL proposed a public planning process to amend the 2000 CMP and 1996 MLP following this withdrawal of GSL lands below the meander line. The FFSL was granted authority not to issue new leases, general permits, or easements until the completion of the CMP and the MLP revisions. This moratorium on leasing was upheld until the record of decision was signed in the 2013 CMP revision process.

4.2 Oil, Gas, and, Hydrocarbon Leases

Interest in oil and gas leasing on the bed of GSL is long standing. Leases have been issued with the standard 10-year primary term and 12.5% royalty rate. Natural seeps at Rozel Point have attracted interest since the turn of the century. This area has been under a nearly continuous lease with a number of different lessees.

Despite the history of interest in the Rozel Point oil seeps and efforts to stimulate production by use of electric heaters and steam injection, there has been minimal production with no payment of royalties. In 1972, in response to lease applications for oil and gas exploration by Marvin Wolf for approximately 180,000 acres along the east shore of the lake and by Amoco Production Company for over 600,000 acres in the main body of the lake, the State Land Board held public hearings on concerns about large-scale drilling on the lake. This resulted in the creation of new rules and the issuance of a lease by DOGM and the State Land Board, respectively, in the summer of 1973. New rules approved by the DOGM provided for drilling requirements suited to drilling into the lake bed, special notification procedures, an oil spill emergency contingency plan, and procedures for “reporting undesirable events.” Leases contained clauses that held the lessee responsible for all spills or spills of any polluting substance unless the lessee could prove otherwise. Both DOGM rules and leases issued by the State Land Board place timing and location restrictions on drilling, unless permission was granted by the Board of Oil, Gas, and Mining and the State Land Board. These restrictions included no drilling operations

- within 1,320 feet of an evaporation pond without the consent of the operator of such pond;
- within 1 mile of state or federal parks, wildlife management areas, or wildlife refuges;

- within 3 miles of Gunnison Island during pelican nesting season;
- within any area south of the Salt Lake Base Line;
- within any area north of Township 10 North; or
- within 1 mile inside of what would be the water's edge if the water level of the GSL were at the elevation of 4,193.3 feet above sea level.

Leases were issued to Amoco Production Company in 1973. At that time, the board decided to take no action on the Marvin Wolf leases along the east shore because of concerns about “the ecology factor.” From 1973 to 1985, Amoco Production Company conducted its exploration program by drilling 13 exploration wells and two development wells after a determination in 1974 that the State Land Board had jurisdiction, rather than USACE, to grant drilling authorization (State of Utah 1976). Amoco established five units on the lake, the most promising of which was the West Rozel field in Township 8 North, Range 8 West. All units were abandoned in the early 1980s, and leases were terminated in 1985. In 1978, the State Land Board reversed its original decision to lease lands along the east shore and issued leases elsewhere that were ultimately acquired by Phillips Petroleum, Sun Exploration, and other oil and gas companies. Most of these leases were relinquished in 1986 and subsequently obtained by Pearl Montana and W.G. Boonenberg. There was some interest in drilling in the West Rozel field by Pearl Montana in 2006. However, there has been no drilling initiated or proposed by the current oil and gas lease holders on the GSL since the DOGM received permits and approved permits for drilling shallow gas wells (<500 feet deep) on private land southwest of Brigham City within a private gun club. These proposed well sites are not located below the meander line of the GSL but would be near it. Developers in this area are seeking very shallow areas of what is termed “swamp gas” (Rogers 2011). Total reserves are currently unknown.

As of 2011, no current interest in oil and gas exploration at GSL is known, according to DOGM and UGS. A summary of current salt and oil, gas, and hydrocarbon leases is included in Table 3.4. An up-to-date list of leases and permittees can be accessed through the FFSL Land Lease System Public Access website (FFSL 2011).

CHAPTER 5 MANAGEMENT DIRECTION

This chapter focuses on the management direction that FFSL will take as they evaluate new mineral leases and/or modifications to existing leases on GSL. The management direction guidelines outlined in this chapter will allow FFSL to evaluate and authorize mineral extraction activities while avoiding, minimizing, or mitigating impacts to other GSL resources. Collectively, the management directions that follow are designed to facilitate FFSL's management of GSL and its mineral resources under multiple-use, sustained-yield principles, as stated in UTAH CODE § 65A-2-1.

The MLP identifies three primary goals in management of the GSL's mineral resources over the next 10 years. These goals are as follows:

- 1) Integrate mineral resource development with the management of other GSL resources.
- 2) Plan for leasing and efficient development and sustainability of mineral resources.
- 3) Work closely with other interdisciplinary agencies to improve resource management.

In response to the issues and opportunities presented in the previous chapter, FFSL will implement the following management directions to accomplish the above-stated goals.

From the mid-1980s through 2011, GSL experienced near-record high and low lake levels. Although lake fluctuations are natural, expected, and an integral aspect of the GSL system, mineral resources development could impact GSL resources in different ways at different lake level elevations. The 2013 GSL Lake Level Matrix in the GSL CMP illustrates how a comprehensive range of GSL resources is impacted at a range of lake levels. Expanding or adding additional extraction operations could exacerbate these impacts when the lake is low (see the Lake Level Matrix in the 2013 GSL CMP for additional information on projected impacts at varying lake levels).

However, the impact of existing operations on GSL at a range of lake levels is not well understood. More research and data are needed to understand the impacts of new and existing mineral leasing operations on GSL salt balance at a range of lake levels. To more completely understand how mineral operations impact (and are impacted by) lake levels, further research is needed to develop a complete understanding of how much water is being used by operators and quantitative changes in salinity levels as a result of the extraction process.

Before FFSL can approve applications for new leases, applicants need to analyze, through project-specific analysis, how their proposed operations would impact GSL and other operators at a range of lake levels (e.g., high, medium, and low, as specified in the 2013 GSL CMP). The level of analysis will be determined by FFSL.

Further, as discussed in the CMP, to avoid negative impacts to GSL resources when the lake is low, new applicants may be required to suspend or modify operations if the lake is trending downward and reaches 4,193 feet on October 15. This 4,193-foot lake level was selected as the threshold for cessation of pumping activities upon reviewing the GSL Lake Level Matrix and determining the numerous GSL resources that could be impacted once the lake level reaches 4,193 feet. GSL resources begin to be adversely impacted at a range of low lake levels, but by the time GSL reaches 4,193 feet, nearly all of the resources have begun to be impaired. For example, all islands would be accessible by land (leaving nesting birds more vulnerable to predation and increasing the risk of trespassing); fringe and impounded wetlands would be drying up and vulnerable to *Phragmites* intrusion; and habitat for open water, shoreline, and island colonial nesters would decrease. Further, recreation access and opportunities would be minimized, search-and-rescue efforts would become more challenging, and several existing mineral

extraction operations, particularly in the South Arm, could be compromised. The annual low lake level usually occurs in September or October. Thus, should the peak elevation only reach 4,193 feet on October 15, new mineral extraction operations would be required to temporarily cease operations until the lake reaches 4,194 feet or June 15 of the following year, whichever is later. Thus, all new leases shall include a term that outlines the possible suspension or modification of operations as a result of decreasing lake levels.

5.1 Integrate Minerals Resource Development with the Management of other Resources

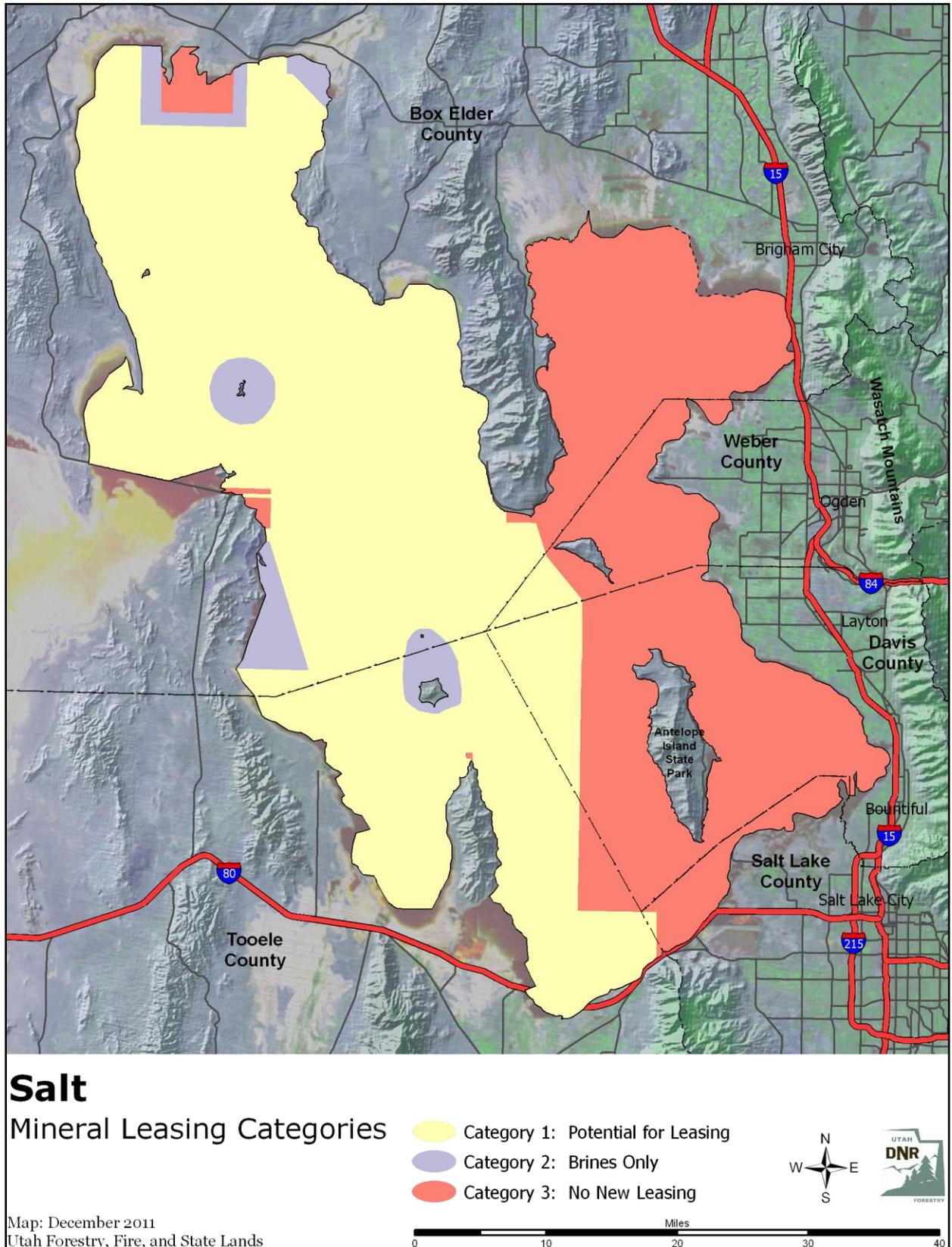
5.1.1 Guide Opportunities for Mineral Leasing in Appropriate Locations throughout Great Salt Lake

Sovereign lands within the meander line of GSL have been categorized for mineral and oil, gas, and hydrocarbon leasing as follows (Maps 5.1 and 5.2):

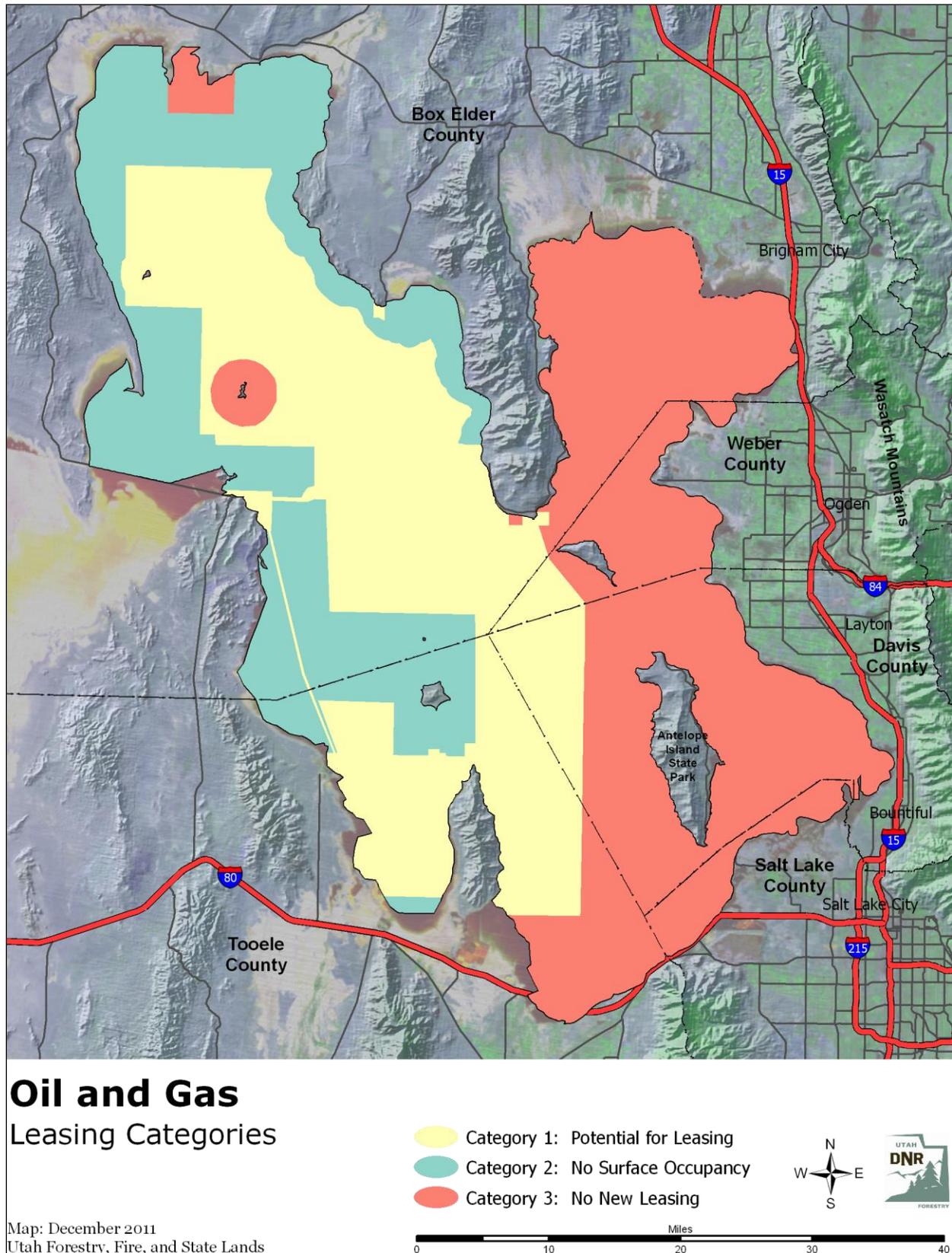
- **Category 1: Potentially Available for Leasing.** Potential areas to lease oil, gas, hydrocarbon, or mineral salts with standard lease stipulations that provide for the sustainability of the GSL environment. FFSL will consult with appropriate agencies to identify lease stipulations at the time of initial leasing and nomination and any subsequent modifications or renewals of existing leases. Stipulations for new, modified, or renewed leases in Category 1 could include, but are not limited to, the following:
 - Submit plan of operation.
 - Conduct project-specific analysis.
 - Provide lake level elevation-specific operating parameters.
 - Develop reclamation and bonding plan.
 - Prohibit physical barriers to movement of wildlife.
 - Provide temporal or seasonal restrictions on development activities or lease operations.
 - Allow for appropriate public access.
 - Require operator to implement mitigation measures.
- **Category 2: No Surface Occupancy (Oil, Gas, and Hydrocarbon Leasing) or Brine Only (Mineral Leasing).** Areas will be leased with no surface occupancy (e.g., for brine extraction without surface impact), based on resource conflicts. Lessees can access oil and gas by directional drilling from adjacent leases. Brine operations can access brine, although no evaporation ponds or dikes will be allowed. Special stipulations for new leases and modified mineral salt leases, as discussed in Category 1, may also be required.
- **Category 3: No New Leasing.** Areas with low mineral potential and/or with significant wildlife, recreational, or scenic values. No new leases will be offered. Lands within existing wildlife management areas and areas with important wildlife, recreational, and scenic values are withdrawn from development under Category 3. This category is intended to protect offshore and onshore scenic vistas along the Wasatch Front and avoid any conflicts with recreational boating (see Maps 5.1 and 5.2).

5.1.2 Understand Impacts of Proposed Projects on Great Salt Lake Resources

- Request that operator conduct project-specific analysis to more completely understand the impacts of a new project or the modification of an existing operation on the lake. The extent of analyses will be determined by the Division Director.
- Request that the analyses consider not only site-specific analyses, but also how the project will impact GSL cumulatively, in conjunction with existing land uses.
- Request that the analyses consider impacts to a range of GSL resources, including but not limited to navigability, cultural and biological resources, salinity composition, lake level, water quality, visual resources, and social and economic conditions.
- Consult and coordinate with state, federal, and local agencies to gain a more comprehensive understanding of a proposed project's impacts.



Map 5.1. Mineral salt leasing categories for Great Salt Lake.



Map 5.2. Oil, gas, and hydrocarbon leasing categories for Great Salt Lake.

5.1.3 Plan for Short- and Long-term Impacts of Mineral Operations on Great Salt Lake

- Require the applicant to conduct an analysis of the applicant's proposed action that considers the short- and long-term impacts of the proposed action. The analysis should consider how the proposed project will impact GSL resources throughout the life of the project at a range of lake levels.
- Require a term in new and renewed leases requiring them to be subject to suspended or modified operation when the lake is trending down and reaches 4,193² feet on October 15. Leases may resume operation on June 15 after spring runoff or when the lake reaches 4,194 (whichever is later).
- Consider that new leases and permits³ may not be authorized if the lake is at 4,193 feet or less (UTAH CODE 65A-6-5(1)).
- Consider the cumulative effects of the proposed project in relation to existing mineral extraction operations.
- Consider and potentially require mitigation efforts to alleviate negative impacts to GSL resources in the near and long term.
- Support the data collection and analysis of UDNR, DEQ, federal agencies, universities, and the lessees themselves in order to obtain a more in-depth understanding of how mineral leasing activities impact the lake's salinity composition and the GSL ecosystem.
- Together with other agencies, seek to further understand how the extraction of salts impacts the salt balance of GSL required to support ecosystem function.

5.1.4 Understand and Plan for Long-term Impacts of Causeways and Dikes

- Continue to study how causeways and dikes impact the movements of brines, extraction or deposition of salts, and return of salts to the lake system to determine adequate levels of mineral salt resources within the GSL.
- Support further research of GSL salt balance.

5.1.5 Recognize Threats to Mineral Development Sites from Natural Hazards and Plan to Reduce Exposure to Hazards

- Encourage and potentially require (if deemed necessary by the Division Director) lessees to perform project-specific studies to identify and classify soils susceptible to earthquake-induced flooding and shallow groundwater prior to development of structures near the lake.

² Upon reviewing the GSL Lake Level Matrix and determining the numerous amounts of GSL resources that would be negatively impacted once the lake reaches 4,193 feet, this threshold has been determined to be an acceptable level at which new mineral extraction operations would cease pumping activities. GSL resources begin to be adversely impacted at a range of low lake levels, but by the time GSL reaches 4,193 feet, nearly all of the resources have begun to be impaired. For example, all islands would be accessible by land (leaving nesting birds more vulnerable to predation and increasing the risk of trespassing); fringe and impounded wetlands would be drying up and vulnerable to *Phragmites* intrusion; and habitat for open water, shoreline, and island colonial nesters would decrease. Further, recreation access and opportunities would be minimized, search and rescue efforts would become more challenging, and several existing mineral extraction operations would be compromised. The annual high lake level occurs between September and October. Thus, should the peak elevation only reach 4,193 feet on October 15, new mineral extraction operations would be required to temporarily cease or modify operations until the lake reaches 4,194 feet or June 15, whichever is later.

³ A new lease or permit is defined as one that is issued by FFSL subsequent to the Record of Decision adopting this plan. Minor modifications to permits or leases for maintenance or site improvements would require only an amendment to the existing permit or lease and would not be considered a new lease or permit. The determination of whether a modification is minor, would be made at FFSL director's discretion. Renewals of expiring leases will be considered new leases.

- Encourage and potentially require (if deemed necessary by the Division Director) lessees to acquire technical information regarding GSL geology from UGS during the planning of new operations.
- Ensure that lessees understand it is their burden to comply with all applicable federal, state, and local statutes, regulations, or ordinances regarding management of hazardous substances, pollution control, public health, and environmental protection.
- Plan for leasing and efficient development of mineral resources.

5.1.6 Establish Procedures for Mineral Leasing Permitting Process

- Withdraw GSL lands from mineral salt leasing and oil, gas, and hydrocarbon leasing until nominated.
- Ensure that applicants comply with all simultaneous filing rules (UTAH ADMIN. CODE R652-20).
- Offer lands in mineral salt leasing and oil, gas, and hydrocarbon leasing Categories 1 and 2 as identified in Maps 5.1 and 5.2 for competitive bid through the nomination process.
- Evaluate nominated lands for conformance with the MLP. Evaluation will include appropriate tract size, legal description, appropriate royalty, minimum bid, and consultation with appropriate agencies and other lessees.
- Explore the possibility of establishing a mineral leasing permitting process that begins upon the award of winning bidder in the competitive leasing process required by UTAH ADMIN. CODE R652-20.
- The Division Director determines the level of project-specific analyses. The director may consult with other agencies in making the determination.
- Coordinate permitting process with other agencies at beginning of permitting process to assist the bidder in understanding, up front, the permit/application process that the bidder needs to complete.
- Consider conducting a pre-work meeting with the winning bidder and other applicable divisions/agencies to discuss the project and identify required agency permits, applications, and potential analysis requirements.

5.1.7 Balance the Interests between the Public Trust and Private Entities to Encourage Efficient Use of Mineral Resources

- Conduct lease negotiations with private industry in a manner that ensures that Public Trust objectives are met.
- Amend leases as necessary to ensure lease compliance with rules and statute and to ensure adequate financial compensation for use of public lands.
- Make economically sound decisions, including royalty rates and lease agreements with mineral producers and other industrial operations/lease holders on the GSL.

5.1.8 Ensure Prudent Operations during Mineral Operations and Appropriate Reclamation after Mineral Developments Cease

- Coordinate with operator and DOGM to develop hazardous materials incident response strategies for oil spills or other identified hazardous material risks consequential to mineral operations and other industrial activities on GSL.

- Work closely with DOGM during operations to help ensure that all DOGM rules are complied with and that operations found to be in violation are corrected within a specified time frame.
- Implement appropriate bonding requirements by, among other things, reviewing any bonding requirements imposed by DOGM.

5.2 Work Closely with other Agencies to Improve Resource Management

5.2.1 *Coordinate Management, Permitting, and Research Activities between Applicable Local, State, and Federal Agencies Surrounding Great Salt Lake.*

- Improve coordination between agencies with respect to management, research, permitting, and monitoring by acting as the lead management agency in future coordination efforts as outlined in UTAH CODE § 65A-10-8.
- Facilitate coordinating committee meetings where agencies will review proposed actions on GSL, provide comment, and advise on resource or permitting issues related to the action.
- Notify other agencies of proposed actions on GSL.
- Organize and facilitate regularly scheduled meetings to discuss research, management, and permitting issues.
- Provide proposed action summaries and notifications to other agencies.
- Provide substantive comment on resource or permitting issues when prompted by other agencies.
- Use the 2013 GSL CMP lake level management strategies to determine appropriate agencies to coordinate with on a particular issue or project proposal.
- Communicate proposed management actions through the Resource Development Coordinating Committee, GSL Advisory Council, and GSL Technical Team.

5.2.2 *Enhance Coordination Efforts between FFSL and other Government Agencies*

- Work with public relations staff to educate the public and other resource management agencies about sovereign lands and FFSL's role in managing these lands.
- Continue working relationship with other government agencies, industry representatives, private parties, and organizations to expand resource management within the GSL.
- Allocate staff time and financial resources to provide public outreach/education tools by providing staff for volunteer events on sovereign lands, expending financial resources to purchase and install interpretive signs at key public use areas, hosting cleanup events on sovereign lands, and developing educational pamphlets and brochures.

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