

Bureau of Land Management Colorado
Oil and Gas Leasing Reform
Implementation Strategy

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Executive Summary

Introduction

The Bureau of Land Management (BLM) Colorado Oil and Gas Leasing Reform Implementation Strategy was prepared to comply with Washington Office (WO) Instruction Memorandum (IM) No. 2010-117, *Oil and Gas Leasing Reform – Land Use Planning and Lease Parcel Reviews* (WO IM No. 2010-117). The strategy establishes a process to ensure orderly, effective, timely, and environmentally-responsible leasing of oil and gas resources on Federal lands in Colorado. The strategy complies with applicable Federal laws, regulations, and the BLM policy. This strategy will create more certainty and predictability to protect multiple resource values when BLM Colorado makes oil and gas leasing decisions and provide meaningful public involvement. BLM Colorado initiated leasing reform in March 2011. This implementation strategy includes the following key components:

- Land Use Planning – Adequacy, Lease Stipulation Consistency, and Adaptive Management
- Master Leasing Plan Proposals
- Lease Parcel Review, Lease Issuance Process, and National Environmental Policy Act (NEPA) Compliance

I. Land Use Planning – Resource Management Plan (RMP) Adequacy, Lease Stipulation Consistency, and Adaptive Management

A. RMP Adequacy

Every BLM Colorado field office will continuously review the effectiveness of their RMP decisions to determine whether the RMP adequately protects important resource values in light of changing circumstances, updated BLM policies, and new information. The results of these reviews may require RMP revisions, amendments, or maintenance actions.

Currently, BLM Colorado is revising RMPs in the following areas: Little Snake Field Office (FO), the Kremmling FO, Colorado River Valley FO, the Grand Junction FO, Tres Rios FO, and the Uncompahgre FO. In addition, the White River FO is preparing an RMP amendment for Oil and Gas. Oil and gas leasing reform principles will be incorporated into the RMP revisions and amendments.

B. Lease Stipulation Consistency

BLM Colorado established an interdisciplinary oil and gas stipulation review committee (CSC) in 2010 to review and ensure all oil and gas lease stipulation language is consistent on a statewide basis for the protection of similar resources or resource settings to the extent possible. The CSC will be available to review any proposed stipulations that are developed during ongoing RMP revisions/amendments to ensure the stipulations are supported by the RMP analysis. New or modified stipulations will be based on the best available information and science.

C. Adaptive Management

Successful adaptive management is dependent on active monitoring. Every field office will assess environmental impacts from oil and gas development and evaluate whether existing protection measures are effective in achieving their desired intent. BLM Colorado will use Adaptive Management principles, incorporate the best available science, and address changing resource conditions when considering lease stipulation exceptions, waivers, and modifications.

II. Master Leasing Plans (MLP)

The purpose of a MLP is to plan for oil and gas development in a defined area containing a high level of potential resource conflicts. Within the MLP area, the BLM will predict and analyze likely oil and gas development at a more focused level than the planning area as a whole. The two main components of MLPs are (1) the development of resource condition objectives for the MLP area (goals for maintaining or improving the condition of natural resource values in the area); and (2) the identification of resource protection measures and best management practices, typically adopted as lease stipulations in the RMP.

Four proposed MLP areas were identified by The Wilderness Society, Biodiversity Conservation Alliance, Center for Native Ecosystems, and The Colorado Environmental Coalition.

BLM Colorado agreed to analyze all four of the proposed MLPs during ongoing RMP revision or amendment efforts in the following areas:

Greater Adobe Town - Little Snake FO
Dinosaur Lowlands – White River FO and Little Snake FO
Eastern Book Cliffs/Piceance Basin – Grand Junction FO and White River FO
Shale Ridges and Canyons – Grand Junction FO

BLM Colorado identified and will analyze a fifth potential MLP area, North Park, located in the Kremmling FO.

BLM Colorado will integrate the five identified proposed MLPs into ongoing RMP revision/amendment efforts in accordance with WO policy.

The public can always nominate areas that they believe meet the criteria of a MLP. Also, each field office will continue to evaluate and identify areas within their planning boundary, which meet the MLP criteria. This evaluation will occur when oil and gas lease parcels are nominated for sale. Designation of new MLP areas will need prior approval by the State Director and would likely initiate a separate MLP plan amendment process if they are not already part of an on-going RMP revision/amendment effort.

BLM Colorado will not automatically defer or deny nominated leases solely because they are located in a proposed MLP area. BLM Colorado will conduct the appropriate level of NEPA analysis prior to deciding whether to offer the parcel for sale.

Oil and Gas Lease Parcel Review, Lease Issuance Process, and NEPA Compliance

BLM Colorado will use a three-tier structure to prepare and review oil and gas pre-leasing NEPA documents. A field office Interdisciplinary Parcel Review (IDPR) Team will perform the pre-leasing NEPA analysis; the district office will perform a quality control review of the NEPA analysis and related documents; and the state office will perform a final review of the NEPA analysis and related documents.

Field Office Rotational Parcel Review Schedule

The BLM Colorado oil and gas lease sale parcels will generally be reviewed and sold on a rotational basis. The current sale rotation schedule is as follows:

February:

Little Snake FO,
Tres Rios FO and Canyons of the Ancients National Monument

May:

White River FO
Kremmling FO

August:

Colorado River Valley FO
Grand Junction FO
Gunnison FO
Uncompahgre FO

November:

Royal Gorge FO
San Luis Valley Field Office

Parcels may be temporarily deferred from being offered for sale for valid reasons. For example, a parcel may be deferred pending completion of a RMP revision due to a potential change in resource condition objectives or a potential change in lease stipulations that were identified in the draft preferred alternative. If a parcel is deferred and the BLM eventually determines it is appropriate to offer the parcel for sale, the parcel will be offered for sale as soon as reasonably possible. In addition, parcels may be offered for sale from any field office during any sale to address issues including, but not limited to, drainage, inability to timely conduct site visits due to adverse weather conditions, field studies that need to be conducted, etc.

NEPA Compliance and Site Visits

Each field office IDPR Team will perform the necessary NEPA compliance review as required by WO IM No. 2010-117. Based on the field office preliminary NEPA analysis, each field office manager will prepare a memo recommending which parcels to delete, defer, or offer for sale. The appropriate district office manager will perform a quality control review of the field office memo and will work with the field office in order to make any necessary revisions. The district office will forward the revised memo to the state office for review and concurrently brief the State Director. The recommendation memo and State Director briefing will occur prior to the public comment period. Any potential significant impacts that will occur as a result of leasing a certain parcel will be included in a memo from the field office manager through the district office manager.

Field offices will coordinate with the state office fluids branch to post documents associated with the lease sale (e.g., EAs, maps, sale notices, etc.) on the state's leasing webpage as well as the individual field office webpages. The state office of communications will coordinate with the field public affairs specialist to send out a press release.

The IDPR team will conduct site visits as necessary to validate existing data or gather new information in order to make an informed leasing analysis and recommendation. Site visits are highly recommended in areas that are experiencing new interest in oil and gas development or where limited information is available. If a field office is contacted by a member of the public asking to attend a site visit, BLM will try to accommodate the request when schedules, workload logistics, or other factors do not preclude it.

Each EA will be structured with a minimum of the following range of alternatives:

- Alternative I - No Leasing Alternative
- Alternative II - Lease with Appropriate Deferrals and Deletions Alternative (reflection of Recommendation Memo)
- Alternative III - Lease All Nominated Parcels Alternative

Mandatory 30-day Public Comment Period for EAs

After the State Director is briefed, the field office will provide a 30-day public review and comment period for the leasing EA and Finding of No Significant Impact (FONSI). Parcels identified by the field office with significant impacts as a result of leasing will also be documented at this time.

I. Land Use Planning – Resource Management Plan Adequacy, Lease Stipulation Consistency, and Adaptive Management

A. Resource Management Plan Adequacy

The RMP is prepared by each field office. The effectiveness of the terms and conditions of the RMP will be constantly monitored by the field office, district office and the state office. These reviews ensure resource management decisions adequately protect important resource values in light of changing circumstances, updated policies, and new information.

B. Stipulation Consistency

BLM Colorado established an interdisciplinary oil and gas stipulation review committee (CSC) in 2010 to review and ensure all oil and gas lease stipulation language is consistent on a statewide basis to protect similar resources or resource settings to the extent possible. This effort resulted in the elimination of many superfluous and inconsistent stipulations. In the future, appropriate field office staff will monitor new lease stipulations for statewide consistency; ensure new stipulations are written in the WO-approved format; ensure new stipulations are supported in the applicable RMP; and ensure stipulations edge-match along field office boundaries. Stipulations that are inconsistent between field office boundaries will be flagged for corrective action. The CSC will be available to review proposed stipulations that are developed during ongoing RMP revisions/amendments to ensure the stipulations are supported by the RMP analysis and are consistent with the WO format. New or modified stipulations will be based on the best available information and science.

C. Adaptive Management

Lease stipulations developed during preparation of the RMP, including lease stipulations developed at the national level, will conform to WO IM No. 2008-032, *Exceptions, Waivers, and Modifications of Fluid Minerals Stipulations and Conditions of Approval, and Associated Rights-of-way Terms and Conditions*, dated November 27, 2007. BLM Colorado will use adaptive management principles, incorporate the best available science, and address changing resource conditions when considering lease stipulation exceptions, waivers, and modifications. For example, a lease stipulation modification may be necessary to increase environmental protections when changing circumstances warrant measures to meet goals, objectives, and outcomes identified in the RMP.

II. Master Leasing Plans

The purpose of a MLP is to plan for oil and gas development in a defined area containing a high level of potential resource conflicts. Within the MLP area, the BLM will predict and analyze likely oil and gas development at a more focused level than the planning area as a whole. The two main components of MLPs are (1) the development of resource condition objectives for the MLP area (goals for maintaining or improving the condition of natural resource values in the

area); and (2) the identification of resource protection measures and best management practices, typically adopted as lease stipulations in the RMP.

In accordance with WO IM No. 2010-117, preparation of a MLP is required when all four of the criteria listed below are met or at the State Director's discretion. Designation of all MLP areas will be approved in advance by the State Director.

Master Leasing Plan Criteria:

- A substantial portion of the area to be analyzed in the MLP is not currently leased.
- There is a majority Federal mineral interest.
- The oil and gas industry has expressed a specific interest in leasing, and there is a moderate or high potential for oil and gas confirmed by the discovery of oil and gas in the general area.
- Additional analysis or information is needed to address likely resource or cumulative impacts if oil and gas development were to occur where there are:
 - Multiple-use or natural/cultural resource conflicts;
 - Impacts to air quality;
 - Impacts on the resources or values of any unit of the National Park System, national wildlife refuge, or National Forest wilderness area, as determined after consultation or coordination with the National Park Service (NPS), the Fish and Wildlife Service (FWS), or the Forest Service (FS); or
 - Impacts on other specially designated areas.

A. Identifying and Evaluating Potential Resource Concerns and Potential Conflicts in an MLP

The following is a non-inclusive list of national and local resource issues that the BLM will consider when developing an MLP:

- Ambient air quality and potential impacts, including cumulative impacts to air quality from development.
- The effect of oil and gas leasing on lands that the BLM may identify as having wilderness characteristics and lands with special designations such as lands within the National Landscape Conservation System and Areas of Critical Environmental Concern.
- Special Recreation Management Areas.
- Nearby state, tribal, or other Federal agency lands, including the NPS and FWS lands that could be adversely affected by BLM-authorized oil and gas development.
- Important cultural resources, including traditional cultural properties of importance to Native American tribes and historic trails.
- Scientifically significant paleontological resources.
- Fisheries and wildlife habitat, migration corridors, and rare plants.
- Status of visual resource inventories and appropriate designations of Visual Resource Management classes.
- Watershed conditions, steep slopes, and fragile soils.
- Municipal watersheds and aquifers.
- Public health and safety.

- The ability to achieve interim and final reclamation standards.

B. Potential MLP Decisions

As a general rule, resource protections identified through the MLP process will be addressed as new, revised, or amended plan decisions. The following are examples of planning decisions that may be considered through the MLP process with appropriate supporting NEPA analysis:

- Phased leasing.
- Lease stipulations including No Surface Occupancy, Timing Limitations, and Controlled Surface Use.
- Planned or required unitization of Federal lands.
- Phased development.
- Caps on new surface disturbance, pending acceptable interim or final reclamation.
- Best management practices, such as:
 - Use of existing infrastructure.
 - Multiple wells on a single pad.
 - Requirements to reduce or capture emissions.
 - Liquids gathering systems to centralized offsite production facilities.
 - Placement of all linear disturbances in corridors.
 - Extensive interim reclamation of roadway disturbance to the road surface and of pads to the wellhead.
 - Final reclamation restoring the landform and native plant community.

Master Leasing Plan Process:

The following entities identified four potential MLP areas in Colorado:

- The Wilderness Society,
- Biodiversity Conservation Alliance,
- Center for Native Ecosystems, and
- The Colorado Environmental Coalition.

While these externally identified MLP areas do not meet all four criteria outlined above, the BLM Colorado State Director decided to conduct an MLP analysis in all four areas during on-going RMP revisions or amendments. The four MLPs are located in the following areas:

Greater Adobe Town - Little Snake FO

Dinosaur Lowlands – White River FO and Little Snake FO

Eastern Book Cliffs/Piceance Basin – Grand Junction FO and White River FO

Shale Ridges and Canyons – Grand Junction FO

During these planning efforts, the BLM will ensure adequate environmental review and analysis prior to making oil and gas leasing decisions.

Additionally, BLM Colorado identified a fifth MLP area, North Park, which is located in the Kremmling FO. The Kremmling FO is also currently conducting an RMP revision.

The public can always nominate areas they believe meet the criteria of a MLP. Also, each field office will continue to evaluate and identify areas within their planning boundary, which meet the MLP criteria. This evaluation will occur when oil and gas lease parcels are nominated for sale. Designation of new MLP areas will need prior approval by the State Director and would likely initiate a separate MLP plan amendment process if they are not already part of an on-going RMP revision/amendment effort.

III. Lease Parcel Review, Lease Issuance Process, and NEPA Compliance

The purpose of the field offices' lease parcel review is to verify existing resource protection measures, including lease stipulations and best management practices, will protect resource objectives. Specifically, the goal of the parcel review and NEPA compliance process is to:

1. Determine whether the parcel is available and eligible for leasing;
2. Evaluate the adequacy of existing stipulations;
3. Determine whether new stipulations are necessary;
4. Conduct site visits, if necessary;
5. Provide for public involvement; and
6. Identify sufficient background information in order to perform adequate NEPA analysis.

A. Parcel Review Timeframes

Colorado holds oil and gas lease sales four times per year, as required by the Mineral Leasing Act, Section 226(b)(1)(A), and the regulations at 43 CFR 3120.1-2(a), when eligible lands are determined to be available for leasing. Colorado developed a schedule to rotate lease sales among the field offices throughout the year to balance the workload and to allow each field office sufficient time to conduct the parcel review process described above. This implementation strategy includes a schedule for parcel review, NEPA compliance, lease sale preparation, and public involvement. This schedule will ensure the parcel review process is efficient, yet allows adequate time to conduct a thorough and complete review.

The Colorado sales rotation is as follows:

- **February Sale:** Little Snake FO, Tres Rio FO and Canyons of the Ancients National Monument
- **May Sale:** White River FO and Kremmling FO
- **August Sale:** Colorado River Valley FO, Grand Junction FO, Gunnison FO, and Uncompahgre FO
- **November Sale:** Royal Gorge FO and San Luis Valley FO

This rotation was established to balance the average number of parcels received by each field office. The rotation among the offices may be adjusted to address changes in lease parcel review workloads.

Colorado may offer parcels located in any field office during any sale to address oil and drainage cases, site visit delays as a result of adverse weather conditions, offer previously-deferred sale parcels, and delays in acquiring data or other needs that arise out of the above sequence.

B. Interdisciplinary Preparation and Review of Lease Sale Parcels

A core team of specialists within the IDPR Team is responsible for writing the lease sale EA. The IDPR Team will include subject-matter experts for resources potentially affected by leasing. Parcel reviews will be conducted in a group setting to encourage group discussion and interaction. Generally, the following BLM subject-matter experts will be engaged in this process:

- Natural Resource Specialist/Geologist/Physical Scientist
- Wildlife Biologist
- Archeologist
- NEPA Coordinator
- GIS Specialist
- Botanist
- Recreation Specialist
- Soil/Air/Water Specialist

The IDPR Team will coordinate with state government agencies and other Federal government agencies to review parcels when lands and resources that are administered by other agencies could be impacted by future oil and gas development.

1. Gather and Assess Existing Information

The IDPR Team will gather and evaluate existing environmental resource information and compliance documentation in order to make informed leasing decisions. The field offices will determine the need for additional information and develop strategies to obtain data that may be required to support the leasing decision. It may be necessary to defer parcels from leasing while additional resource information is collected and analyzed.

2. Plan Conformance and Adequacy

The IDPR Team will determine whether leasing a parcel is in conformance with the existing RMP. Also, as a result of a possible change in resource conditions, a change in resource condition objectives, or other new information, the IDPR Team will evaluate whether existing lease stipulations still provide adequate resource protection. If the lease stipulations do not provide adequate protection, it may be necessary to defer a parcel in order to develop new lease stipulations or modify existing stipulations. Generally, the creation of a new stipulation that is not consistent with the terms, conditions, and decisions of an existing RMP, or a stipulation that is modified to change a moderate constraint to a major constraint will require a RMP amendment. New or modified stipulations will be based on the best available information and science and will be developed by the field office with district office input and reviewed by the CSC.

3. Program-Specific Guidance

The IDPR Team will review parcels in light of current applicable laws, regulations, and policy.

4. Other Considerations

The following is a non-inclusive list of additional factors the IDPR Team will consider:

- Risk of un-leased federal minerals being drained as a result of nearby non-federal oil and gas development.
- In undeveloped areas, non-mineral resource values may be greater than potential mineral development values.
- Stipulation constraints on existing leases in the area may make access and/or development of new leases infeasible.
- Nominated parcel configurations would lead to unacceptable impacts to resources on the parcels.
- The topographic, soils, and hydrologic properties of the surface will not allow successful final landform restoration and re-vegetation in conformance with the Gold Book.
- Construction and use of new access roads would have unacceptable impacts to important resource values.
- Leasing would result in unacceptable impacts to the resources of the NPS or national wildlife refuge.
- Leasing would result in unacceptable impacts to specially-designated areas and would be incompatible with the purpose of the designation.

5. Site Visits

The IDPR team, or a subset of the team, or qualified BLM staff while conducting work-related field visits, can conduct site visits for nominated parcels as described in WO IM No. 2010-117. BLM will usually conduct site visits in order to validate existing information or gather new information (for example, wilderness-characteristic inventories), when necessary, in order to make an informed leasing recommendation. Site visits are highly recommended in areas with new interest in oil and gas development or where limited information is available. For a lease parcel that is difficult to access due to remoteness, adverse weather conditions, private surface, or other factors, it is sufficient to conduct the visit from a nearby vantage point or to use remote sensing data. If there is a high level of confidence in the data already available to BLM in order to evaluate a parcel, a site visit may not be necessary. The BLM will document whether a site visit occurred, or why a visit did not occur. This documentation will become part of the NEPA administrative record. When site visits are conducted, photographic evidence and all other pertinent information will be collected and included in the NEPA administrative record as well. Leasing reform site visits are not a substitute for acquiring site-specific cultural or wildlife data gathered during the permit approval process. If a field office is contacted by a member of the public asking to attend a site visit, the BLM will try to accommodate the request when schedules, workload, logistics, or other factors do not preclude it. Any input gained from the public during the site visits will be incorporated, as appropriate, into the NEPA document. Field offices may determine that a public site visit is appropriate and proceed accordingly.

6. Stakeholder Coordination

In order to achieve greater coordination and communication in managing shared landscapes, the IDPR Team will coordinate with and/or consult on the parcel review and NEPA analysis with

stakeholders that may be affected by the BLM's leasing decisions. These stakeholders may include:

- Other Federal agencies (e.g., Forest Service, NPS, FWS, Bureau of Reclamation, Department of Defense, etc.).
- Adjacent BLM states if lease nomination spans state boundaries.
- Tribal governments.
- State and local agencies.
- Local community stakeholders (e.g., managers of municipal watersheds and local parks).

7. Public Participation

Field offices will coordinate with the state office fluids branch to post documents associated with the lease sale (e.g., EAs, maps, sale notices, etc.) on the state's leasing page as well as the individual field office pages. The field office will identify a cut-off date to submit issues in order to be considered in the NEPA analysis. Usually, the BLM will accept issues of concern for approximately a four-week period. The field office will notify split-estate owners by certified mail that the oil and gas mineral estate under their surface estate has been nominated for leasing.

BLM Colorado will also issue a statewide press release to announce the availability of the EA for each quarterly lease sale. Each office will provide a 30-day public review and comment period for the EA and unsigned FONSI. Any parcels identified by the field office with potential significant impacts as a result of leasing will also be documented at this time. If significant impacts will likely occur, the field office may recommend that the parcel be withheld from leasing so that an Environmental Impact Statement (EIS) can be prepared to address site-specific issues.

After considering public comments received on the EA/FONSI, the field office will amend the EA, if needed, and send the EA/FONSI and unsigned Decision Record (DR) to their district office for review and concurrence. The district office will forward the EA/FONSI and unsigned DR to the state office for a final review and signature.

D. Endangered Species Act (ESA), National Historic Preservation Act (NHPA), and Tribal Consultation Compliance Documentation

Colorado will comply with the ESA, NHPA, and General Procedural Guidance for Native American Consultation requirements for lease issuance, and will attach, at a minimum, the standard ESA and NHPA lease stipulations/notices to any lease offered for sale.

E. NEPA Compliance Documentation

Each IDPR Team will perform the necessary NEPA analysis and documentation for all lease sale parcels. This analysis will typically take the form of an EA or a Documentation of NEPA Adequacy (DNA), which will be tiered to the applicable RMP/EIS. The EA/DNA will incorporate appropriate information gained through the lease parcel review process, including any public comment. The EA will be in compliance with NEPA Handbook H1790-1. Each EA will be structured with the following minimum range of alternatives:

- Alternative I - No Leasing Alternative.
- Alternative II - Lease with Appropriate Deferrals and Deletions Alternative (reflection of Recommendation Memo).
- Alternative III - Lease All Nominated Parcels Alternative.

F. Leasing Recommendation

The field office will forward the EA and unsigned FONSI/DR (leasing recommendation) to the district office who will review the EA and unsigned FONSI/DR and then forward the documents to the state office for a final review and signature. The Rocky Mountain Regional Solicitor's Office may also review the EA/FONSI/DR prior to signature. The EA/FONSI/DR may include:

- Offering a lease parcel with standard stipulations only.
- Offering a lease parcel with new or modified stipulations (usually would require a plan amendment).
- Offering a lease parcel with proposed modified parcel boundaries.
- Deferring a lease parcel from leasing, in whole or in part, pending further evaluation of specified issues.
- Withholding a lease parcel from being offered for sale in an area that is already closed to leasing in the existing RMP along with the appropriate justification.
- Withholding a lease parcel from being offered for sale, in whole or in part, along with appropriate justification.
- Withholding a lease parcel from being offered for sale, in whole or in part, and initiating a plan amendment to close the area to future leasing along with appropriate justification.

G. Public Notification of Lease Sale

Colorado will also post the final sale notice on the Colorado website at least 90 days prior to the sale date. The state office will notify the split-estate owners by certified mail if the oil and gas mineral estate under their surface estate will be offered for sale.

H. Lease Sale Parcel Protests

A 30-day lease sale protest period will begin the day the sale notice is posted. When possible, Colorado will attempt to resolve protests before the sale of any protested parcel. However, protests that are not resolved before the lease sale will not prevent bidding on protested parcels at the sale. Colorado will post the EA/FONSI and signed DR on its website once the protest has been resolved and will also make it available in the public room.

I. Lease Issuance

1. The Colorado Deputy State Director, Energy, Lands, and Minerals will sign the leasing FONSI/DR (or Record of Decision for an EIS).
2. The Colorado Deputy State Director, Energy, Lands, and Minerals will sign the protest response decision letter.
3. The Branch Chief, Fluid Minerals Adjudication, will sign and issue all the appropriate leases.

Other Issues

Steps, Criteria, and Timeframes to Address the Backlog of Deferred Parcels

a. Parcel Deferrals

The Colorado State Director will approve or reject parcel deferrals based on field office and district office recommendations.

b. Pre-Lease Sale Parcel Deferrals

The state office will notify the nominator of the deferred parcel and the reason for the deferral. The Expression of Interest will be filed with the Branch Chief, Fluid Minerals Adjudication, and will automatically come up for reconsideration when the reason for deferral no longer exists. It is possible that some deferred parcels may not be available for leasing in the future.

c. Post-Lease Sale Parcel Deferrals

The state office will track these parcels and when the condition for deferral no longer exists, the state office will determine whether to continue processing the parcel for lease issuance or reject the bid.