

November 1, 1992

INTERIM WATER DISTRIBUTION PLAN FOR THE  
UTAH LAKE DRAINAGE BASIN

1.0 Introduction

1 Utah is experiencing significant growth in those counties  
2 located along the Wasatch Front. Associated with this growth we  
3 are seeing more demands being placed on our limited water  
4 resources, such as the conversion from irrigation to municipal  
5 water use.

6 With the projects currently under construction and those  
7 planned for the future, it would appear that Utah Lake and its  
8 major tributaries will be facing a number of changes in the manner  
9 in which these systems have historically been operated. This is  
10 not to imply that such changes will have a negative impact, rather  
11 with proper planning these changing water use practices can be  
12 handled and existing water rights protected. In addition, there  
13 are a number of major transbasin diversions into the Utah Lake  
14 drainage which need to be better regulated. Diversions between the  
15 basins or subbasins presently total over 300,000 acre-feet  
16 annually.

17 There have been a number of requests made of the State  
18 Engineer in recent years to make decisions on matters which  
19 significantly affect water distribution in the Utah Lake drainage  
20 basin. After reviewing this matter, it appears that some direction  
21 is needed to better clarify the relationship between water rights  
22 in the basin; particularly between storage rights in Utah Lake and  
23 storage rights on the upstream tributaries. The State Engineer  
24 believes that in order for the river commissioners to properly  
25 administer the numerous diversions, the extent of the rights and  
26 their relationship, one with another, needs to be fully understood  
27 by everyone involved. In simple terms, we need to begin to manage  
28 the water rights on the Provo River, Spanish Fork River, Utah Lake,  
29 Jordan River, and other sources in the basin as one system. The  
30 objective is not to remove local control or involvement in the  
31 management of the waters. Rather, the objective is to ensure the  
32 equitable distribution of water, according to the respective water  
33 rights, and to address problems from a more regional point of view.

34 The State Engineer prepares this interim distribution plan  
35 under authority of Sections 73-2-1, 73-5-1, -3, and -4, Utah Code  
36 Annotated 1953, to distribute the waters in the Utah Lake drainage  
37 basin. Some of the issues which are presented in this document are  
38 beyond the State Engineers' administrative authority in  
39 distribution matters, and it is not his intent to resolve such  
40 issues in implementing this plan. Such items will be addressed and  
41 ultimately resolved in the court adjudication process as set forth

1 under Chapter 4, Title 73, Utah Code Annotated. This interim  
2 distribution plan is NOT part of the adjudication process, nor will  
3 it prejudice anyone's claims during such action.

4 This document is intended to establish a general framework  
5 within which the respective rights can be administered. The  
6 distribution guidelines follow the priority doctrine of "first in  
7 time, first in right"; and where rights are equal in priority, each  
8 of those rights receives a proportionate share of the total water  
9 available to divert under that priority. The State Engineer  
10 realizes that flexibility will be required as the plan is  
11 implemented, and many problems that arise will need to be handled  
12 on a case-by-case basis. It is also noted that there are many  
13 agreements between water users, and such agreements will be taken  
14 into account, when appropriate. Transbasin diversions (imported  
15 water) into the Utah Lake drainage will be administered in  
16 accordance with their individual water rights.

17 The issues presented in this document have been divided into  
18 five subject areas:

- 19 • Water rights in Utah Lake
- 20 • Relationship between storage rights in Utah Lake and  
21 upstream reservoirs
- 22 • Direct flow water rights
- 23 • Other distribution issues
- 24 • Issues to be resolved through the general adjudication  
25 procedure

26 For each subject there is a background section and a distribution  
27 guidelines section. The background section is intended to give the  
28 reader some general information about the issue and some  
29 justification for the distribution guidelines.

## 30 2.0 DEFINITIONS OF TERMS USED IN PROPOSED DISTRIBUTION PLAN

31 Active Storage (Utah Lake): The storage capacity of Utah Lake  
32 between compromise elevation and 8.7 feet below compromise (the  
33 maximum active storage is 710,000 acre-feet).

34 Adjudication: The judicial process by which all water right claims  
35 in a given hydrologic area are evaluated, defined and then  
36 established by court decree pursuant to Chapter 4, Title 73, Utah  
37 Code Annotated.

38 Booth Decree: A 1909 court case: Salt Lake City Corp., Utah and  
39 Salt Lake Canal Co., East Jordan Irrigation Co., North Jordan  
40 Irrigation Co. and South Jordan Canal Co. (Plaintiffs) versus J. A.  
41 Gardner and A. J. Evans (Defendants). The Booth Decree covered  
42 water rights in Utah Lake and the Jordan River.

1 Compromise Elevation: The maximum legal storage elevation in Utah  
2 Lake. Compromise elevation was first established in 1885, and was  
3 recently modified in 1985 to be 4489.045 feet above mean sea level.  
4 When the lake is at this elevation, the total storage capacity is  
5 approximately 870,000 acre-feet, of which 710,000 acre-feet is  
6 active storage capacity and 160,000 acre-feet is inactive storage  
7 capacity. Whenever the level of Utah Lake is above the compromise  
8 level, the control gates are required to be fully opened. The  
9 exception to this rule occurs when fully opening the control gates  
10 causes the Jordan River to exceed a maximum flow rate that is  
11 specified in the 1985 Compromise Agreement (Civil No. 64770)

12 Delivery Schedule: A schedule listing the allowable diversion rate  
13 in cubic feet per second per acre, for specific time periods during  
14 the irrigation season.

15 Direct Flow Right: A water right that diverts water from a surface  
16 source according to its respective priority date.

17 Distribution Plan: Guidelines for the distribution of water within  
18 a drainage basin or hydrologic system.

19 Diversion Requirement: The amount of water needed to satisfy the  
20 beneficial uses set forth under a water right.

21 Inactive Storage (Utah Lake): The portion of Utah Lake that is not  
22 accessible to the pumps, and therefore, cannot be diverted. The  
23 inactive storage is currently estimated to be 160,000 acre-feet  
24 (8.7 feet below compromise)

25 Irrigation Duty: The annual quantity of water in acre-feet per  
26 acre considered to be reasonably necessary to meet the beneficial  
27 use requirements of irrigated land. The irrigation duty takes into  
28 consideration the consumptive use requirements of crops, irrigation  
29 efficiency and conveyance losses.

30 Morse Decree: A 1901 decree resulting from a series of court  
31 cases: Case No. 2861 - Salt Lake City Corp. (Plaintiffs) versus  
32 Salt Lake City Water and Electrical Power Co. (Defendant); Case No.  
33 3449 - J. Geoghegan (Plaintiff) versus Salt Lake City  
34 Corp. (Defendant); and Case No. 3459- J. Geoghegan (Plaintiff)  
35 versus Utah and Salt Lake Canal Co. (Defendant). This decree  
36 defined the water rights on the Jordan River with respect to each  
37 other.

38 Priority Storage: Legal storage under a water right. Such water  
39 stored is not subject to call by other right(s) and can be diverted  
40 and used in accordance with the right.

1 Primary Storage (Utah Lake): The first 125,000 acre-feet of active  
2 storage in Utah Lake which is set aside to satisfy the diversion  
3 requirement of the primary rights in Utah Lake in years of  
4 successive drought. See figure 1.

5 Primary Storage Rights (Utah Lake): The water rights defined in  
6 the Morse decree to have storage rights in Utah Lake.

7 Proposed Determination Book: The State Engineer's report and  
8 recommendation to the district court in general adjudication  
9 proceedings of all the water rights within the adjudication  
10 drainage area.

11 Provo River Decree: A 1921 decree resulting out of the court case:  
12 Provo Reservoir Company vs. Provo City (Case No. 2888). The Provo  
13 River decree defined certain water rights in the Provo River  
14 drainage.

15 Secondary Storage Rights (Utah Lake): The storage rights in Utah  
16 Lake established by applications to appropriate water and as  
17 confirmed by the Booth Decree.

18 Storage Right: The legal right to store water in accordance with  
19 a water right's respective priority date.

20 Subbasin: Individual drainage system within a larger drainage  
21 basin. For example, the Provo River system can be considered to be  
22 a subbasin within the larger Utah Lake drainage basin.

23 System Storage: The total active storage water in Utah Lake,  
24 excluding the primary storage, plus water stored in upstream  
25 reservoirs under junior priority date water rights. The maximum  
26 value of system storage is 585,000 acre-feet and varies during the  
27 year as shown in Table 3. System storage, whether in Utah Lake or  
28 upstream reservoirs, is subject to call to satisfy the diversion  
29 requirements of primary and secondary Utah Lake storage rights.

30 Real-time gages: A measuring device that allows instantaneous  
31 access to data.

32 Transbasin diversions: Imports or exports of water from one  
33 drainage basin or distribution system to another.

1 Welby-Jacob Memorandum Decisions: Seven memorandum decisions  
2 issued in 1989 by the State Engineer regarding change applications  
3 which provided for the transfer of high quality Provo River water  
4 from the Welby and Jacob districts of the Provo River Project for  
5 use by the Salt Lake County Water Conservancy District (SLCWCD).  
6 The water supply for the Welby and Jacob districts was replaced  
7 under both primary and secondary storage rights acquired in Utah  
8 Lake.

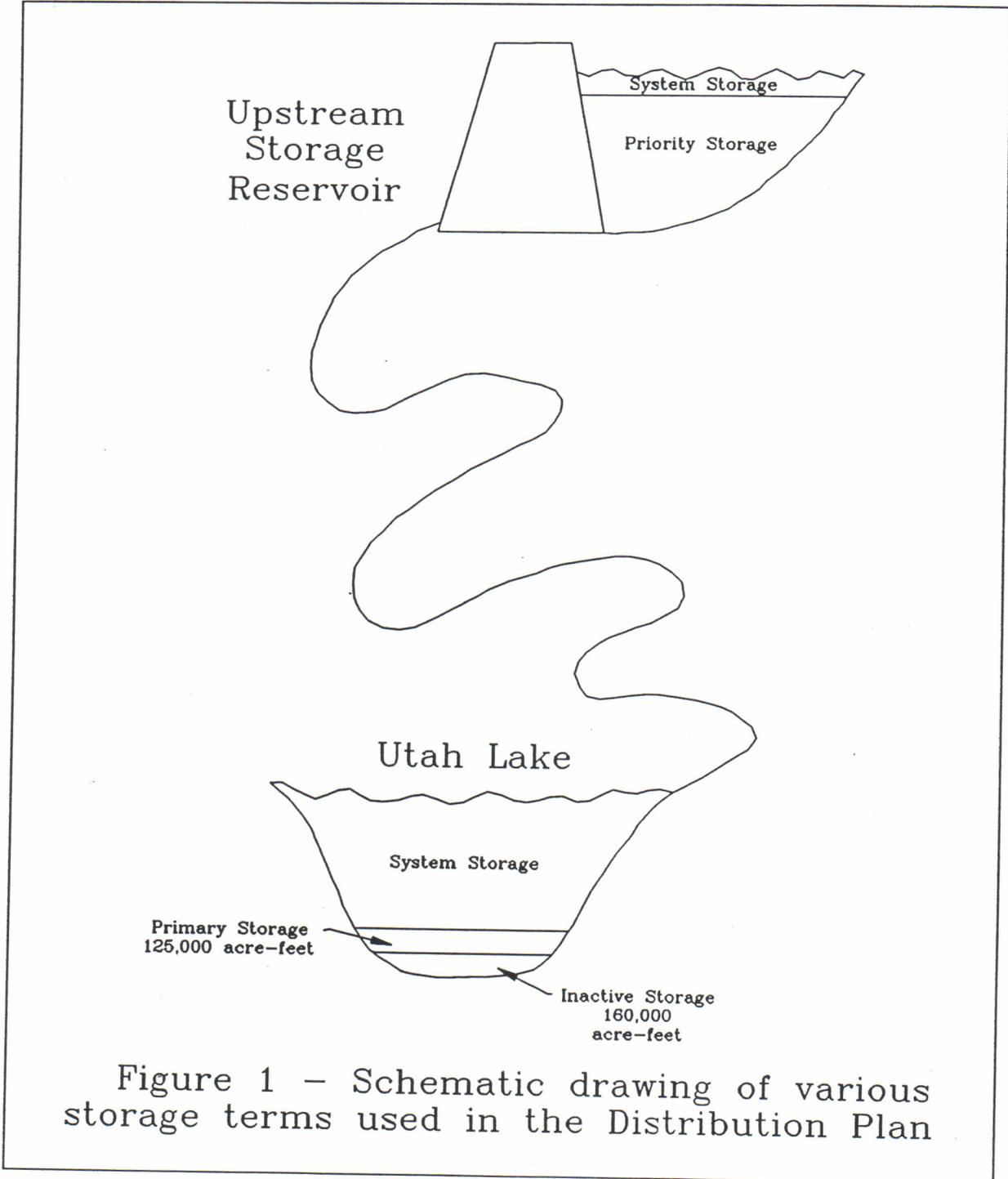


Figure 1 - Schematic drawing of various storage terms used in the Distribution Plan

1 3.0 Water Rights in Utah Lake

2 3.1 Background

3 There is not a clear understanding of how the uses of Utah  
4 Lake water relate to the quantity of storage in Utah Lake. The  
5 approach set forth in this document looks at the water rights  
6 served from Utah Lake in terms of beneficial use, which is referred  
7 to as the "annual diversion requirement." Water in Utah Lake is  
8 stored in order for the users to meet their diversion requirement.  
9 Thus, the storage capacity of Utah Lake does not define the water  
10 rights. Rather, it is the quantity of water necessary to satisfy  
11 the beneficial uses that is the limit and measure of the water  
12 rights.

13 The relationship of one water right to another is also not  
14 generally understood. The water rights in Utah Lake were set forth  
15 in both the Morse (1901) and Booth (1909) decrees. The Morse  
16 decree identified two groups of water rights: 1) Direct flow  
17 rights on the Jordan River; and 2) Water rights in Utah Lake. The  
18 Booth decree (1909) allowed for additional appropriations of water  
19 from Utah Lake and set a maximum limit on the diversions under the  
20 storage rights that were set forth in the Morse decree. This  
21 maximum limit was 185,000 acre-feet annually and in part is based  
22 upon a 3.0 acre-feet per acre duty. In this proposed distribution  
23 plan, we refer to the rights that were defined in the Morse decree  
24 as primary storage rights, and all subsequent rights established  
25 under applications to appropriate water as secondary storage  
26 rights.

27 In 1989, the State Engineer approved a number of change  
28 applications, in conjunction with the so-called Welby-Jacob  
29 exchange, to transfer the use of water under the primary and  
30 secondary storage rights in Utah Lake. In evaluating these change  
31 applications, the sole supply irrigated acreage for each water  
32 right was determined. For the purposes of this document, the same  
33 sole supply acreages as set forth in the respective memorandum  
34 decisions, are used to calculate the allowable annual diversion  
35 requirement. The acreage amounts used in this plan, and in the  
36 Welby-Jacob Exchange Project, are subject to adjudication by the  
37 court. This distribution plan does not purport to adjudicate these  
38 acreage amounts.

39 In the "Proposed Determination of Water Rights in Utah Lake  
40 and Jordan River Drainage Area, Salt Lake County, West Division"  
41 (Proposed Determination), the State Engineer has recommended an  
42 irrigation duty of 5.0 acre-feet per acre. This duty also appears  
43 reasonable for those lands located east of the Jordan River. The  
44 proposed determination book covering the west side of the Jordan  
45 River indicates that potential conveyance losses for canals over  
46 one mile in length are not included in the irrigation duty. Such  
47 losses are to be determined in a supplemental report to the court  
48 in conjunction with the general adjudication proceedings. Since

1 the potential conveyance losses have not been finalized, a  
2 diversion requirement of 5.0 acre-feet per acre is used to  
3 determine the total annual diversion requirement for the irrigation  
4 rights.

5 Before getting into the distribution guidelines, a review of  
6 some basic information on Utah Lake may be helpful. The total  
7 storage capacity of Utah Lake at compromise elevation (4489.045  
8 feet) is approximately 870,000 acre-feet. Of this, approximately  
9 160,000 acre-feet is inactive storage (verbal communication, Brad  
10 Gardner, Utah Lake-Jordan River Commissioner). The inactive  
11 storage elevation is 8.70 feet below compromise elevation. The  
12 active storage capacity of Utah Lake is 710,000 acre-feet. The  
13 average annual inflow (1951-90) to Utah Lake from all sources is  
14 about 726,000 acre-feet. Of this, 346,000 acre-feet is discharged  
15 to the Jordan River and about 380,000 acre-feet is lost to  
16 evaporation.

### 17 3.2 Distribution Guidelines

18 In distributing the waters of Utah Lake among the primary and  
19 secondary storage rights in the Lake, the following guidelines will  
20 be followed:

21 3.2.1 The annual diversion requirement for the primary and  
22 secondary storage rights in Utah Lake are as set forth in Table 1.

23 3.2.2 The water users of Utah Lake are responsible to maintain the  
24 pumps and channels in Utah Lake to allow water to be withdrawn from  
25 the lake down to 8.70 feet below compromise elevation.

26 3.2.3 In order to protect the primary storage rights during  
27 consecutive years of drought, the first 125,000 acre-feet of active  
28 storage capacity in Utah Lake shall be dedicated solely for the use  
29 of the primary storage rights when all other active storage has  
30 been used. This 125,000 acre-feet of storage is hereafter  
31 referred to as "primary storage".

32 3.2.4 The remaining 585,000 acre-feet of active storage in Utah  
33 Lake up to compromise level, which may be stored in Utah Lake or in  
34 upstream reservoirs (subject to call by Utah Lake water rights, as  
35 set forth under Section 4.2 of this document), shall be referred to  
36 as "system storage". System storage is to be used to supply the  
37 annual diversion requirements of both primary and secondary storage  
38 rights.

1 **Table 1** - Annual diversion requirement for primary and secondary  
 2 storage rights in Utah Lake. The quantities of water for the  
 3 irrigation rights are based on the irrigated acreages (sole supply  
 4 acreage) set forth in the Welby-Jacob memorandum decisions and an  
 5 irrigation duty of 5.0 acre-feet per acre. For the municipal and  
 6 industrial rights the allowable annual diversion as set forth under  
 7 the water right(s) was used.

| WR NUMBER                         | Primary Storage Rights (1870)   | Irrigated Acreage | Acre-feet        |
|-----------------------------------|---|-------------------|------------------|
| 59-3499                           | Utah and Salt Lake Canal Company  | 7,063.65          | 35,318           |
| 59-5269                           | SLCWCD <sup>1</sup> - Salt Lake County Water Conservancy District             | 2,071.01          | 10,355           |
| 59-3500                           | South Jordan Canal Company  | 4,850.05          | 24,250           |
| 59-5270                           | SLCWCD <sup>1</sup>   | 1,076.92          | 5,385            |
| 57-7637                           | East Jordan Irrigation Company  | 8,092.96          | 40,465           |
| 59-5268                           | SLCWCD <sup>1</sup>   | 1,587.04          | 7,935            |
| 59-3496                           | North Jordan Irrigation Company   | 1,069.99          | 5,350            |
| 57-5272                           | SLCWCD  | 2,099.72          | 10,499           |
| 5722                              | SLCWCD <sup>1</sup>   |                   |                  |
| 57-7624                           | Salt Lake City  | Municipal         | 11,000           |
| 57-7624                           | CUWCD   | Municipal         | 25,000           |
| 59-3517                           | Kennecott Utah Copper Corporation   | Ind               | 13,750           |
| <b>Total for Primary Rights</b>   |   |                   | <b>189,307</b>   |
|                                   | <b>Secondary Storage Rights</b>   | <b>Acreage</b>    | <b>Acre-feet</b> |
| 59-13                             | Utah Lake Distributing Co. (1908)   | 7,945.37          | 39,727           |
| 59-5271                           | SLCWCD <sup>1</sup>   | 687.81            | 3,439            |
| 57-23                             | Draper Irr. Co. & Sandy Canal Co. (1908)                                      | 2,100             | 10,500           |
| 59-5273                           | SLCWCD  | 400               | 2,000            |
| 59-14, 15 & 20                    | Central Utah Water Conservancy Dist. (Kenn. Storage Rights 1912) <sup>2</sup> | Ind               | 57,073           |
| <b>Total for Secondary Rights</b> |   |                   | <b>112,739</b>   |
| <b>Overall Total</b>              |   |                   | <b>302,046</b>   |

28 <sup>1</sup> Rights/shares held by respective irrigation companies in behalf of Salt Lake County Water Conservancy  
 29 District by agreement dated September 19, 1988.

30 <sup>2</sup> Does not include any storage which may be claimed/allowed under 59-23

1 3.2.5 All water stored upstream which is subject to call under the  
2 priority of the Utah Lake rights (system storage) shall be  
3 delivered to Utah Lake, according to priority, when either the  
4 active storage in Utah Lake is at or below 125,000 acre-feet or the  
5 diversion requirements of earlier priority water rights in Utah  
6 Lake are not satisfied.

7 3.2.6 When all the system storage in Utah Lake and upstream  
8 reservoirs has been used, the secondary rights shall cease  
9 diversions. At such time, the active storage in Utah Lake shall be  
10 at or below 125,000 acre-feet.

11 3.2.7 After all of the system storage in Utah Lake and in upstream  
12 reservoirs has been used, and secondary rights have ceased  
13 diversions, the primary storage shall be allocated to the primary  
14 rights in the following percentages and will be available on demand  
15 within the constraints of the respective water rights:

16 **Table 2 - The percentage of primary storage in Utah Lake allocated to each**  
17 **primary water right.**

| WATER RIGHT NUMBER(S) | OWNER                                       |       |
|-----------------------|---|-------|
| 59-3499               | Utah and Salt Lake Canal Company            | 18.7% |
| 59-3500               | South Jordan Canal Company                  | 12.8% |
| 57-7637               | East Jordan Irrigation Company              | 21.4% |
| 59-3496               | North Jordan Irrigation Company             | 2.8%  |
| 57-7624               | Salt Lake City                              | 5.8%  |
| 59-5268/5273, 5722    | Salt Lake County Water Conservancy District | 18.0% |
| 57-7624               | Central Utah Water Conservancy District     | 13.2% |
| 59-3517               | Kennecott Utah Copper Corporation           | 7.3%  |

27 **4.0 Relationship of Storage Rights in**  
28 **Utah Lake and Upstream Reservoirs**

29 **4.1 Background**

30 The relationship between upstream storage water rights and  
31 storage rights in Utah Lake must be clarified so all of the storage  
32 reservoirs within the Utah Lake drainage basin can be regulated in  
33 accordance with their respective priority dates. The upstream  
34 storage reservoirs have a unique relationship with Utah Lake  
35 storage rights. This section addresses only the storage rights.  
36 Direct flow rights are addressed independently in Section 5.

37 The upstream storage rights generally have later priority  
38 dates than the Utah Lake storage rights, with only a few  
39 exceptions. However, in analyzing the storage rights within the

1 basin, it appears that in most years, the existing storage  
2 reservoirs can divert and use water without impairing the prior  
3 rights in Utah Lake. Although during drought years, this has not  
4 always been the case.

5 The State Engineer has studied the historical practices and  
6 water supply conditions in the basin. From these studies, it  
7 appears that adequate safeguards can be developed to allow upstream  
8 reservoirs to divert and store water during most periods of time  
9 without impairing prior water rights. However, these safeguards  
10 generally require that predictions of the total water supply be  
11 made early in the year. Predicting whether the rights in Utah Lake  
12 will receive their full annual diversion requirement is difficult  
13 early in the year. As the year progresses, and the water supply  
14 conditions become more apparent, these predictions can be made with  
15 a higher degree of confidence. In order to allow later priority  
16 upstream rights to store water, criteria are needed to determine  
17 when the rights in Utah Lake will likely be satisfied. Until the  
18 prior storage rights in Utah Lake are satisfied, water stored  
19 upstream will be held as system storage, subject to call by water  
20 rights in Utah Lake. Also, provisions to replace or exchange water  
21 to Utah Lake during drought periods to allow storage upstream will  
22 be considered.

23 Applying the following guidelines will ensure with a high  
24 degree of certainty that the rights in Utah Lake will be satisfied.  
25 These guidelines dictate when the upstream reservoirs can convert  
26 their system storage to what is referred to as priority storage.  
27 After the water is converted to priority storage, it is no longer  
28 subject to call to Utah Lake and can then be released from the  
29 reservoir and used.

30 Under this proposal, storage waters will be accounted for  
31 based on a November through October period. The irrigation season  
32 in much of the Utah Lake drainage runs from about April through  
33 October, except in the higher elevations. During the non-  
34 irrigation season, the water demand is much lower than during the  
35 irrigation season and generally the storage season begins in  
36 November.

#### 37 4.2 Distribution Guidelines

38 In order to maximize the beneficial use of the water and still  
39 protect prior rights, the State Engineer will use the following  
40 criteria to govern the distribution of water between storage rights  
41 in Utah Lake and reservoirs on upstream tributaries.

42 4.2.1 Upstream storage rights junior to Utah Lake water rights may  
43 store water under their respective priority dates relative to each  
44 other and subject to the conditions set forth in this section.

45 4.2.2 System storage is defined as the top 585,000 acre-feet of  
46 active storage capacity in Utah Lake and is used to satisfy the  
47 diversion requirement of both primary and secondary rights. Any

1 portion of this 585,000 acre-feet stored upstream which is subject  
2 to call by Utah Lake, as provided for under paragraph 4.2.5, shall  
3 also be accounted for as system storage.

4 4.2.3 Priority storage is defined to be the legal storage under a  
5 reservoirs' water right and is not subject to call by any other  
6 water right.

7 4.2.4 Any water stored by junior appropriators before the total  
8 system storage in or available to Utah Lake exceeds the quantities  
9 set forth in Table 3, is subject to call by the rights served from  
10 Utah Lake.

11 4.2.5 System storage held in upstream reservoirs shall not be  
12 diverted for use and must be held in storage and available for  
13 release to Utah Lake, until such storage is converted to priority  
14 storage according to the criteria in Table 3 or replacement water  
15 is provided.

16 4.2.6 Whenever the total system storage exceeds the values set  
17 forth in Table 3, any excess system storage shall be converted to  
18 priority storage. Water is converted from system to priority  
19 storage according to the priority dates of the respective rights,  
20 and in accordance with any other restrictions applicable to a  
21 particular water right.

22 4.2.7 Once water has been converted to priority storage or is  
23 designated as priority storage by the river commissioner at the  
24 time it is stored, it can be released from the reservoir and used  
25 as provided for under the respective water right.

26 4.2.8 Any time the storage capacity in Utah Lake drops below the  
27 primary storage capacity (the first 125,000 acre-feet of active  
28 storage capacity), upstream storage rights with later priority  
29 dates will not be allowed to divert water to storage.

30 4.2.9 Any time the active storage capacity in Utah Lake drops  
31 below the primary storage level (125,000 acre-feet), the Utah Lake  
32 rights may call on the system storage water which has been held  
33 upstream. The quantity subject to call is limited to the lesser of  
34 either the quantity of system storage held upstream or the amount  
35 needed to satisfy the diversion requirements and bring Utah Lake up  
36 to the primary storage level.

1 **Table 3 - Quantity of total system storage required before upstream**  
 2 **storage reservoirs can convert system storage to priority storage.**

| Date         | System storage in Utah Lake and/or Upstream Reservoirs (units: ac-ft) |
|--------------|---|
| November 1   | 585,000   |
| December 15  | 585,000   |
| January 15   | 585,000   |
| February 15  | 585,000   |
| March 15     | 585,000   |
| April 15     | 575,000   |
| May 15       | 475,000   |
| June 15      | 400,000   |
| July 15      | 350,000   |
| August 15    | 250,000   |
| September 15 | 200,000   |
| October 31   | 125,000   |

15 NOTE: Values can be interpolated from the table to determine system storage on any particular day.

17 4.2.10 System storage in upstream reservoirs can be replaced in  
 18 Utah Lake with waters from other sources or other rights. Once  
 19 such replacement is made, a like quantity of system storage can be  
 20 converted to priority storage and used. Such replacement or  
 21 exchange of water shall have prior approval of the State Engineer.

## 22 5.0 Direct Flow Rights

### 23 5.1 Background

24 One of the objectives of this proposed distribution plan is to  
 25 administer the waters within the basin as one system. In so doing,  
 26 we need to take into account what the effects of diversion and  
 27 water use from a source may have on other rights in the basin. The  
 28 distribution of water between all rights, except those rights  
 29 specifically denoted in Sections 3.0 and 4.0 as among themselves,  
 30 shall be done based upon priority. This approach distributes the  
 31 water in accordance with the priority doctrine on a basin wide  
 32 basis.

### 33 5.2 Distribution Guidelines

34 In distributing water among the water rights in the basin,  
 35 except those rights addressed in Sections 3.0 and 4.0 as among  
 36 themselves, the following guidelines will be used:

1 5.2.1 The direct flow water rights on all tributaries will be  
2 administered according to the respective priority dates. The  
3 affect that diversions from one source may have on diversions from  
4 another source will be taken into account.

5 5.2.2 The primary direct flow rights on the Jordan River as set  
6 forth in the Morse decree shall have a call on the water in Utah  
7 Lake if the accretionary flows to the Jordan River are insufficient  
8 to satisfy their rights.

9 6.0 Other Distribution Issues

10 6.1 Background

11 The State Engineer believes that there are several other  
12 issues that should be considered when examining better ways to  
13 manage and distribute water in the basin. Most of these issues are  
14 directly related to improving the record keeping of imported water  
15 and enhancing the communication between the five river  
16 commissioners who are affected by this plan.

17 One issue that deserves special discussion is a proposed 5,000  
18 acre-feet regulation pool in Jordanelle Reservoir (Section 6.2.4)  
19 to be used by the Provo River commissioner in distributing water.  
20 Based upon past experiences, calculating the natural flow of the  
21 Provo River from reservoir stage readings at Deer Creek Reservoir  
22 has presented numerous problems for the commissioners. It is  
23 important that the river commissioner not waste his time dealing  
24 with such problems. Because the direct flow rights on the Provo  
25 River are senior to nearly all the storage rights it is necessary  
26 for the commissioner to compute natural flow in the river. The  
27 precision of reservoir content measurements on Deer Creek, and  
28 presumably on Jordanelle, are inadequate for daily calculation of  
29 natural flow based on changes in reservoir content. Just .10 foot  
30 error in measurement when Deer Creek Reservoir is nearly full  
31 represents about 300 acre-feet. Thus, when the wind is blowing it  
32 can substantially affect the natural flow calculation. The result  
33 is a wide fluctuation in the natural flow available to the class A  
34 rights on the Lower Provo River. With Jordanelle Reservoir now  
35 being built, the natural flow computation for both Heber Valley  
36 rights and the Lower Provo River will be even more complicated. If  
37 the commissioner had a regulation pool he could smooth out the  
38 natural flow bypasses as they should be.

39 The administration of exchange applications is another  
40 important distribution issue. The basic purpose of exchange  
41 applications is to facilitate distribution. Under such an  
42 application a water user is required to measure the quantity of  
43 water released to a stream and then a like quantity can be diverted  
44 at another location. In regulating exchange applications, the  
45 State Engineer attempts to have releases and subsequent diversions  
46 occur as concurrently as possible to insure that other water rights  
47 are not adversely effected. Some exchange applications involve

1 waters from more than one distribution system. In such cases, the  
2 State Engineer needs to establish lines of authority and/or  
3 coordination between the river commissioners.

4 The State Engineer has reviewed the water rights covering the  
5 transbasin diversion into and out of the basin. Nearly all of  
6 these water rights are certificated and the rights are generally  
7 well defined. Thus, the major issue regarding transbasin  
8 diversions is to implement better accounting procedures.

9 Although not addressed in the distribution guidelines, the  
10 future water quality of Utah Lake is another important issue that  
11 must be considered. Currently there are many unknowns over what  
12 the future operation of Utah Lake and upstream storage reservoirs  
13 will be. This makes it very difficult to predict the future  
14 salinity concentrations in the Lake. Under Utah water law, a water  
15 user is entitled to have his right protected as to both quantity  
16 and quality. We believe that the Central Utah Water Conservancy  
17 District and the Bureau of Reclamation could significantly affect  
18 the future salinity levels of Utah Lake by the decisions they will  
19 be making in the near future. It appears they are very aware of  
20 this problem and are looking at alternatives to control the  
21 salinity level of Utah Lake.

## 22 6.2 Distribution Guidelines

23 The State Engineer is proposing that the following  
24 recommendations be implemented to facilitate the distribution of  
25 water:

26 6.2.1 All exports of water from a river system shall be regulated  
27 by the duly appointed river commissioner for the system from which  
28 the export is made. Such diversions shall be regulated in  
29 accordance with the individual water right.

30 6.2.2. River commissioners shall report diversions on all systems  
31 on a water rights basis.

32 6.2.3 All transbasin diversions shall be equipped with real-time  
33 gages. Such data shall be accessible via a computer using a modem  
34 or other method as approved by the State Engineer.

35 6.2.4 The State Engineer is recommending that a 5,000 acre-foot  
36 regulation pool be established in Jordanelle Reservoir to be used  
37 by the commissioner for distribution system regulation. Such a  
38 regulation pool would be subject to space availability.

39 6.2.5 In regulating exchange applications, they will be  
40 administered as closely to a concurrent release and diversion basis  
41 as is feasible. Under no circumstances will deficits or credits be  
42 allowed to be carried over from year to year.

1 7.0 Adjudication Issues

2 7.1 Background

3 There are a number of issues that are beyond the scope of the  
4 distribution plan and will need to be addressed in the general  
5 adjudication. However, ultimately any actions taken in the  
6 adjudication will affect the distribution of water. Therefore,  
7 several adjudication issues are discussed in this document in order  
8 to apprise the water users of potential recommendations which may  
9 be made by the State Engineer to the court in the adjudication.

10 On the Provo River system there are no priority dates assigned  
11 to the class A rights on the Lower Provo River or class 1 through  
12 17 on the Upper Provo River. The distribution of water has worked  
13 well under this system for over 70 years, and if conditions did not  
14 change we could continue to operate under the class system.  
15 However, we are beginning to see significant changes in the water  
16 use practices within the drainage basin, especially on the Provo  
17 River. To assess the potential impact as a result of a change in  
18 water use, and in order to properly administer the water rights on  
19 a basin-wide basis, it is imperative that the respective priority  
20 dates between the water rights be established. Therefore, as part  
21 of the general adjudication process, the State Engineer is  
22 proposing that priority dates for all water rights in the basin be  
23 determined.

24 Another issue that needs to be carefully analyzed and  
25 considered is the irrigation diversion requirement (duty) for  
26 irrigated lands in the basin. In conjunction with the proposed  
27 determination of water rights that the State Engineer must submit  
28 to the court for its consideration, an irrigation duty is  
29 recommended. In making this recommendation the State Engineer  
30 calculates the consumptive use requirements of the crops and  
31 considers the on-farm efficiency, canal losses and other related  
32 factors. The irrigation duty is expressed in terms of acre-feet  
33 per acre.

34 Related closely to the issue of duty is the issue of whether  
35 a delivery schedule should be implemented to specify an allowable  
36 diversion rate (Example - 1 cubic foot per second per 60 acres)  
37 during any period of the irrigation season. The total volume of  
38 water that can be diverted under the delivery schedule is the  
39 annual irrigation duty that is established.

40 7.2 Recommendations for the Adjudication

41 The State Engineer will consider making the following  
42 recommendations in his report to the court in the general  
43 adjudication:

44 7.2.1 All water rights within the basin shall have a priority date  
45 determined and assigned to it as part of the adjudication process.

1 7.2.2 An irrigation diversion requirement (duty) and delivery  
2 schedule shall be determined and submitted to the court for each  
3 subbasin or distribution system.

June 15, 1993

**AMENDMENT  
TO**

**INTERIM WATER DISTRIBUTION PLAN FOR THE UTAH LAKE DRAINAGE BASIN**

The State Engineer received a request from the Central Utah Water Conservancy District not to deliver water for this season under water right numbers 57-7624, 59-14, 59-15 and 59-20. These water rights are supplied from Utah Lake and/or Jordan River. The water rights represent 25,000 acre-feet of primary rights and 57,073 acre-feet of secondary rights in Utah Lake. With this reduction in the demand on Utah Lake, the criteria of when system storage can be converted to priority storage needs to be modified accordingly. Following are the modifications to Table 3, page 12, lines 11 through 16, inclusive, of the Interim Water Distribution Plan for the Utah Lake Drainage Basin. The River Commissioners are hereby directed to implement these modifications as of June 15, 1993, and they shall be in effect for the remainder of the distribution season.

| <i>Date</i>            | <i>System Storage in Utah Lake and/or Upstream Reservoirs for Remainder of 1993 Distribution System (Units: Acre Feet)</i> |
|------------------------|--|
| 11 <i>June 15</i>      | 290,000  |
| 12 <i>July 15</i>      | 255,000  |
| 13 <i>August 15</i>    | 180,000  |
| 14 <i>September 15</i> | 145,000  |
| 15 <i>October 31</i>   | 125,000*   |

**Note: Values can be interpolated from the table to determine system storage on any particular day.**

\*The October 31 value will be reduced to 90,000 acre-feet if the Central Utah Water Conservancy District requests water not be delivered during the 1994 distribution season prior to October 31, 1993.

11  
12  
13  
14  
15  
16  
16A  
16B