

UTAH-NRCS PL566 WATERSHED PROPOSAL

CORN CREEK WATERSHED

MILLARD COUNTY, UTAH

April 18, 2020

1. General Eligibility (*limit two paragraphs*)

Note: The general requirements must be met in order for proposal to be considered. Provide a brief narrative that confirms the conditions of your proposal and qualifies how it meets each requirement.

The project is in the Corn Creek Watershed in Millard County, Utah. Millard County (County) is the primary sponsor and Corn Creek Irrigation Company (CCIC) and the Town of Kanosh are co-sponsors. The County, in close coordination with CCIC and Kanosh, is committed to developing a Watershed Plan-Environmental Assessment (Plan-EA), as well as overseeing the design and construction of the proposed alternative presented herein. The proposed alternative requests \$15.1 million in NRCS funding and provides agricultural benefits of \$97 million and flooding benefits of \$25.6 million. The project is anticipated to provide 500 acre-feet of detention and storage capacity.

The County, CCIC, and Kanosh have committed to working with professional engineering firms for the completion of this project. Alternatives to the project have been evaluated to determine the most cost-effective solution long-term. It is anticipated that the project will be complete by March 2025. The project is anticipated to be completed in three phases. Phase 1 includes the Plan-EA (\$200,000), phase 2 involves the design of the proposed elements (\$1.65 million), and phase three includes the construction and closeout (\$13.7 million). If the funding is awarded, the County and CCIC will move quickly to identify and secure the necessary permits.

2. Project Overview (*limit one page - must include the elements listed below*)

- a. **Abstract describing the issue, background, and solution.**
Corn Creek's historical channel has been eliminated due to development throughout the town of Kanosh. As shown in Attachment 1, the entire town is at risk for flooding. Furthermore, Utah Dam Safety is concerned about the seepage occurring through the embankment foundation of the debris basin located upstream of Kanosh. Additionally, water shortages are a recurring issue each irrigation season, thereby limiting cropping options and economic development in Kanosh and the surrounding area. The preferred alternative (see Attachment 2) includes rehabilitating/enlarging the debris basin to comply with current Utah Dam Safety standards. Installing a dual-purpose pipe system to route flood flows around the town and provide pressurized agricultural water during irrigation season for agricultural users, thus conserving water during the irrigation season and increasing crop yields and productivity. The proposed solution also includes constructing and/or expanding an existing irrigation channel to convey flood flows that exceed pipeline capacity away from Kanosh. The project will also increase the reliability of water deliveries to Paiute tribal lands.
- b. **The Sponsors participation and public engagement.**
In 2011, significant flooding damage occurred due to high runoff events during the spring. Several homes in the town were flooded and there was significant agricultural flooding damage as well. Since that time, CCIC has discussed ways to resolve the problem. Once funding is received, public engagement actions will be taken to solicit input from the general public.
- c. **Proposed Action**
The proposed action is to reconstruct/expand the debris basin to bring the structure into compliance with current Utah Dam Safety standards, install a pipeline system to convey flood flows to be dispersed on the surrounding agricultural lands as well as serving as a pressurized irrigation delivery system, expand an existing irrigation channel to serve as a flood channel, and install a bypass pipeline upstream of the debris basin to reduce seepage losses, thereby increasing late season water deliveries to farmers by 100%.
- d. **Purpose and Need for Action (up to 10 lines):**
The intended purpose is to prevent damage from erosion, uncontrolled floodwaters, and sedimentation as well as furthering the conservation, development, and use of the existing land and water resources in this closed basin. The needs include downstream urban and agricultural flood damage protection measures, and the opportunities to be realized are a pressurized irrigation system, thus extending the growing season, increasing cropping options and crop yields, improving reliability of water deliveries to Paiute tribal lands, and adding more storage water to better use the existing water in the closed basin.

- e. Description of purposes for which the project is planned (should include one or more purposes listed in Title 390, National Watershed Program Manual (NWPM), Part 500, Subpart A, Section 500.3). Indicate which of the identified needs the project will address.
- **Flood Prevention (Flood Damage Reduction):** The proposed project would address flood prevention by protecting the residential and agricultural land in and around Kanosh.
 - **Agricultural Water Management:** The proposed project would address agricultural water management by installing a pipe network that can be used as a pressurized agricultural irrigation system to improve irrigation deliveries by conserving water. Furthermore, the infrastructure will also route flood flow to reduce agricultural and residential flood damages.
 - **Public Recreation:** The proposed project would address public recreation by creating a public access to the reservoir for canoes, paddle boards, fishing etc.
- f. Description of the need for action in terms of what problems need to be solved and what opportunities need to be realized such as, erosion and sedimentation (downstream damage, loss of productivity), flood damage (agricultural, urban), water quality impairment (in terms of beneficial uses), and others.
The project is planned to address agricultural and residential flooding downstream of a debris basin that has seepage through the embankment foundation and poses a significant failure risk to the lands below. The project also addresses agricultural flooding by installing pipelines and a flood channel to route flood flow and serve as the infrastructure of a pressurized irrigation delivery system. This will conserve water, minimize sedimentation and erosion and increase crop yields and production in this closed basin.
- g. Description of the proposed action (up to 5 lines):
Complete a Watershed EA, reconstruct/enlarge the debris basin and replace the outlet works and spillway and add public access for recreation at the reservoir. Install outlet works to a pipeline system that will be used to route flood flows and serve as a pressurized irrigation delivery system. Expand an existing irrigation channel to increase capacity for flood flows to be routed away from the town to prevent agricultural and residential flood damages.
- h. Estimated Project costs:

Estimated Project Costs	Amount	Percentage
Flood Prevention/Watershed Protection		
PL 83-566 funds - Plan-EA	\$ 200,000.00	100
PL 83-566 funds - Design	\$ 917,000.00	100
PL 83-566 funds - Construction	\$ 6,185,000.00	100
Total	\$ 7,302,000.00	
Agricultural Water Management		
PL 83-566 funds - Design	\$ 780,000.00	100
PL 83-566 funds - Construction	\$ 7,486,000.00	*92
Other funds-cash and in kind	\$ 618,000.00	*8
Total	\$ 8,884,000.00	
Public Recreation		
PL 83-566 funds - Design	\$5,000.00	100
PL 83-566 funds - Construction	\$12,500.00	50
Other funds-cash and in kind	\$12,500.00	50
Total	\$30,000.00	
Total Project Cost	\$ 16,216,000.00	
Total PL 83-566 Requested Funds	\$15,586,000.00	
Estimated Montary Benefits	\$ 118,240,000.00	
Estimated Benefit to Cost Ratio	7.29	

- i. Estimated monetary benefits
See table above and documentation for benefit cost analysis.

j. **Estimated project timeline**

Should a grant be awarded, the estimated project timeline is the following:

- All Plan-EA and permit requirements met by September 2022
- Design completed by May 2024
- Construction completed by March 2025

k. **Estimated benefit-to-cost ratio**

The estimated benefit-to-cost ratio (BCR) is 7.29

3. Sponsor Request (*limit one page - attach as addendum*)

The sponsor request letter must:

- Be signed by the Sponsor
- Include a statement of the Sponsor's related experience, readiness, willingness to meet their requirements, and ability to complete this project.

See Attachment 3 for the letter of sponsor request.

4. Environmental Evaluation (*Complete Form CPA-52 for each project request-attach*)

Note: One complete Form NRCS-CPA-52 "Environmental Evaluation Worksheet" must be included for each project request.

At a minimum, complete form NRCS-CPA-52. Identify all known problems. Identify any T&E species and cultural resource concerns. Identify any cultural or historical resources. Please make us aware of any existing Plan/EIS developed by another federal agency.

See Attachment 4 for the Environmental Evaluation (Form CPA-52) for this project.

5. Alternatives (*in the table provided, list all evaluated alternatives*)

Thoroughly complete the table provided - For each alternative:

Describe the alternative.

Describe the purpose of the alternative.

List the elements of the alternative.

Provide the cost-sharing breakdown for each alternative.

Alternative 1

Reconstruct/Enlarge Existing Debris Basin and Associated Outlet Works

This element in Alternative 1 Includes removing the existing outlet works and embankment of the debris basin and constructing a new embankment compliant with current Utah Dam Safety standards. By doing so, the agricultural and residential flood protection is greatly improved because Utah Dam Safety has identified seepage occurring through the embankment foundation (Attachment 5) which would eventually result in the failure of the embankment. Attachment 1 shows a map of the dam breach inundation zone. As shown in Attachment 2, this item would also include upgrading and replacing the outlet works and spillway to improve the operations of the debris basin as well as enlarging the debris basin to allow CCIC to store additional water that would attenuate the diurnal spring runoff peak flow hydrograph, as well as extend the water source later in the season. The enlargement of the debris basin would also include adding an access for locals to use the debris basin for recreation (e.g. canoeing, paddle boarding, etc.). The rehabilitation of the debris basin reduces the significant failure risks associated with the unresolved seepage through the embankment foundation, conserves water resources, and leverages better use of the water and land for agricultural production and recreation.

The Pahvant Valley is a hydrologically closed basin, meaning that the valley has no surface water outlet. All water in Corn Creek and adjacent drainages flows to low-lying areas during periods of high flow and eventually evaporates or seeps into the ground. The seepage in the low-lying areas fills a shallow aquifer that is rarely used for water production. As with most alluvial groundwater basins along the Wasatch Mountains the aquifer consists of a layered system of clays and permeable soils. The aquifer near the surface is generally of limited extent and poorer water quality. Deeper aquifers are generally of greater extent and confined by overlying clay layers. The deeper aquifers that provide water for agricultural and municipal use are recharged at the base of the mountains and canyons where clay layers are not present, thereby allowing the surface water to percolate through the soil profile into the deep aquifer. Currently water flowing down Corn Creek during non-growing months is diverted

into ditches where it seeps into the shallow aquifer. A potential benefit to be explored as part of the Plan EA is the ability to store water in the improved debris basin to enhance recharge of the deep aquifer and possibly facilitate an aquifer storage and recovery program. Attachment 6 includes the title page for a report on the Ground Water in Pahvant Valley.

Enlarge and Extend an Existing Ditch as a Flood Channel

This element in alternative 1 includes expanding and extending an existing ditch to carry flood flows away from fields and developed areas toward a natural low area that has no development west of Interstate 15. The lower portion of the ditch to be expanded and extended is through farmland and will be created as a large shallow swale, thereby allowing farmers to maintain agricultural production on the land. When flood waters exceed the capacity of the agricultural lands to absorb water the flood waters will be diverted around Kanosh to undeveloped low-lying areas where the water will not damage structures or agricultural areas.

Pressurized Pipeline Distribution System

This element in Alternative 1 includes installing 48-inch to 24-inch pipelines to convey 100 cfs of the flood flows to the fields surrounding the town of Kanosh. This delivery system enables Corn Creek Irrigation Company to use shareholder turnouts to disperse the water where a benefit can be obtained while reducing downstream risk. As mentioned above the Pahvant Valley is a closed basin, passing the water downstream only increases the potential for damage in areas where the flood water accumulates. The purpose of this system is to disperse high volumes of water over a large area of land to reduce the potential of flooding of agricultural lands where flood waters would accumulate. The pipeline system can disperse the flood water in a more controlled manner with less risk than with an open ditch system. During period of low flow, the pipelines will reduce seepage losses that occurred in the existing open ditch delivery system. Thus, delivering more water to the fields and increasing crop yields as well as provide different cropping options for farmers by reliably providing more water later in the season. This item will also reduce/eliminate pumping costs of farmers, better conserve and manage the existing water and land resources through increased efficiency. Dispersing flood waters over land higher in the valley will more effectively recharge the aquifers tapped by production wells.

Bypass Pipeline

This element in Alternative 1 includes installing a diversion structure and 15-inch pipeline approximately one mile upstream of the debris basin to allow low flows to be diverted to the irrigation delivery system and bypass an area with significant seepage losses. This measure is anticipated to increase flow at the head of the delivery system by 100% in low flow conditions. The purpose of this element is to double the water that can be applied to the fields during low flows. This element will increase the production of farmers crops and allow higher cash value crops to be grown, thus better using the water and land resources. Diverting the water farther up the canyon will also increase the pressure available in the pipeline. Thus, eliminating pumping costs and facilitating conversion from flood irrigation to sprinkler irrigation.

Table 1. Alternative 1

Alternative 1 Summary Costs	
Element	Total Cost (\$)
Plan-Environmental Assessment	\$ 200,000.00
Debris Basin	\$ 6,180,000.00
Hatton Flood Channel Improvements	\$ 922,000.00
Pipeline System	\$ 8,442,000.00
Bypass Pipeline	\$ 472,000.00
Total Cost	\$ 16,216,000.00
Benefit	\$ 118,240,000.00
Estimated Benefit to Cost Ratio	7.29

- The benefits of recharging the aquifer used by production wells is difficult to quantified and is not included in this estimate, but the benefits would be significant.

Alternative 2

Reconstruct/Expand Existing Debris Basin and Associated Outlet Works

This element in Alternative 2 Includes removing the existing outlet works and embankment of the debris basin and constructing a new embankment compliant with current Utah Dam Safety standards. By doing so, the agricultural and residential flood protection is greatly improved because Utah Dam Safety has concerns about the existing seepage occurring through the embankment foundation. Attachment 1 shows a map of the dam breach inundation zone. This item would also include upgrading and replacing the outlet works and spillway to improve the operations of the debris basin as well as enlarging the debris basin to allow CCIC to store additional water that would attenuate the diurnal spring runoff peak flow hydrograph, as well as extend the water source later in the season. The enlargement of the debris basin would also include adding an access for locals to use the debris basin for recreation (e.g. canoeing, paddle boarding, etc.). The rehabilitation of the debris basin reduces the significant failure risks associated with the unresolved seepage through the embankment foundation, conserves water resources, and leverages better use of the water and land for agricultural production and recreation.

Offsite Storage and Recharge Reservoir

This element in Alternative 2 includes constructing a new offsite reservoir located north of the existing debris basin to be used to help attenuate diurnal spring runoff peak flow hydrograph. Diverting water to an offsite reservoir has significant benefits, but the cost is high because an embankment would need to be constructed on three sides for the reservoir to get a relatively small amount of storage. The construction of an offsite storage and recharge reservoir does slightly reduce the peak flow required to be routed past Kanosh and the surrounding area, provides some storage, and helps recharge the aquifer.

Enlarge Ditches in Existing Delivery System

This element in Alternative 2 includes expanding the capacity of each existing ditch in the current delivery system such that the combined capacity of all ditches is sufficient to convey the diurnal peak hydrograph. This item would also require refurbishing the diversion structure in the existing channel to have the capability to divert the highwater flows effectively. The purpose of this element is to increase the capacity of the ditches to reduce the agricultural and residential flood damages. However, this system would be difficult and expensive to maintain, and the operational controls would be limited during flood events. The open ditch system would be subject to bank failures that would be difficult to predict and monitor during flood events which would have adverse consequences to the town of Kanosh and surrounding agricultural lands. Ditches flowing through town also have the potential to have debris dams that divert water towards homes. One large channel outside of town has less potential for debris dams than a large number of smaller ditches in and around the town. Furthermore, the proposed flood channel is roughly parallel to the natural slope of the valley. A failure of the flood channel would result in water still flowing roughly in the same direction and not into town. Failure of ditches in town and south of town would result in water flowing into town.

Low Flow Agricultural Irrigation Pipeline System

This element in Alternative 2 includes installing of 18-inch to 12-inch pipelines to convey average season flows following the same alignment as described for the pipeline system in Alternative 1. The purpose of this system is to provide CCIC with the ability to divert and convey pressurized water to their fields while eliminating seepage and evaporation losses that occurred by using the existing open ditch transmission system. This system would extend limited water resources and increase crop yields for the local farmers as described above.

Bypass Pipeline

This element in Alternative 1 includes installing a diversion structure and 15-inch pipeline approximately one mile upstream of the debris basin to allow low flows to be diverted to the irrigation delivery system and bypass an area with significant seepage losses. This measure is anticipated to increase flow at the head of the delivery system by 100% in low flow conditions. The purpose of this element is to double the water that can be applied to the fields during low flows. This element will increase the production of farmers crops and allow higher cash value crops to be grown, thus better using the water and land resources. Diverting the water farther up the canyon will also increase the pressure available in the pipeline. Thus, eliminating pumping costs and facilitating conversion from flood irrigation to sprinkler irrigation.

Table 2. Summary of projects for Alternative 2

Alternative 2 Summary Costs	
Element	Total Cost (\$)
Plan-Environmental Assessment	\$ 200,000.00
Debris Basin	\$ 6,180,000.00

Offsite Storage Reservoir	\$ 14,694,000.00
Enlarge and Extend Existing Delivery Ditches	\$ 1,216,000.00
Pipeline System	\$ 2,235,000.00
Bypass Pipeline	\$ 472,000.00
Total Cost	\$ 24,997,000.00
Benefit	\$ 141,240,000.00
Estimated Benefit to Cost Ratio	5.65

- The benefits of recharging the aquifer used by production wells is difficult to quantified and is not included in this estimate, but the benefits would be significant.

6. Partnership, Consultation, Coordination, and Public Participation *(limit one page)*

Thoroughly describe the role, resources and contributions of each partner involved. Identify any federal, state, local, private, or Tribal corporate partners involved. Discuss past or present public participation. Discuss diversity amongst partners and participants. Discuss leveraging of any partner resources that would make this proposal more attractive.

Table 3 summarizes the partners and their roles that will be involved with this project. Additional partner and co-sponsor letters are included in Attachment 3.

Table 3. Summary of Partners

Partner	Role	Resources	Contribution
Millard County	Sponsor	Cost-Share Funds, Administration	Permits, Reviews, Scoping, Public Meetings, Mailings
Corn Creek Irrigation Company	Co-Sponsor	Cost-Share Funds, Administration	Permits, Scoping, Public Meetings, Mailings
Town of Kanosh	Co-Sponsor	Cost-Share Funds, Administration	Permits, Reviews, Scoping, Public Meetings, Mailings
Utah State Engineer	Permits, Review	Technical Review	Permits, Reviews
USDA-NRCS	Lead Agency for Plan-EA, FA/TA, Reviews	Funding, Technical Reviews	Reviews for project location, inventory needs, Plan-EA Supplement
U.S. Army Corps of Engineers	404 Permit	Technical Reviews, Wetland-Waters of U.S. jurisdiction, Tribal Consultation	Permitting, technical review, alternative generation, tribal consultation, and overall review
Utah Division of Water Rights	Dam Safety Office, Stream Alteration Permit	Technical Review & Coordination, Alternatives	Technical Review, alternative evaluation.
Utah Division of Water Resources	Project review, possible funding assistance	Potential funding agency, technical review	If needed, assistance with sponsor cost-share
Utah State Historic Preservation Office	Permit-cultural res.	Review of project APE	Permit for project APE
Tribal Representatives, Paiute Tribe	Consultation for project impacts	Review of project APE	Review project APE

Utah State Division of Water Quality	Permits	Review for Permit	Review for Permit
Past/Present Public Participation	CCIC has not included formal public involvement at this point in the project. If funded, a public participation plan would be carried out according to NRCS recommendations.		
Past/Present Engineering Consultation	CCIC has contracted Franson Civil Engineers to conduct a feasibility analysis and prepare this application. CCIC will follow proper procedures when contracting the planning, designing, bidding, construction, and closeout of this project.		
Diversity of Partners/Participants	the partners listed above are typical partners for carrying out the proposed project in this area of Utah. Similar project typically attracts reviews and participation by interested local environmental groups. Their input will be valued and considered during the Watershed EA.		
Leveraging of Partner Resources	In addition to the cost-share per the PL566 requirements with the project Sponsor, the Utah Division of Water Resources manages funds that can help a sponsor with their percentage of the cost-share for a water resource related project. Those funds could be in the form of low interest loan or grant. Additionally, Utah Dam Safety may provide some funds for the work related to reconstructing the debris basin.		

7. Equal Opportunity *(limit one paragraph)*

Discuss how this project will contribute to the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income. Include any direct benefits to historically underserved or socially disadvantaged groups.

The State Conservationist is to consult with their respective Tribal partners on Integrated Resource Management Planning (IRMP) needs for development of an IRMP plan or implementation of an IRMP plan. For more information see link: <https://www.bia.gov/bia/ots/dfwfm/irmp>. This Document is attached for convenience.

Paiute Tribal lands are located within the project boundary and this project will include the necessary actions to incorporate Tribal Partners for an IRMP plan. This project will dramatically increase the reliability of water supplies for the Paiute Tribe. CCIC will continue to provide fair treatment and consideration of all people regardless of race, color, national origin, or income. A table with demographic details of Millard County can be found in Attachment 7.

8. The Potential or Preferred Alternative *(limit one page)*

1. Rationale for alternative preference
Alternative 1 is the preferred alternative for this project since it focuses on long-term solutions for flood protection, agricultural water management, public recreation, and maintaining public safety. Furthermore, the benefit to cost ratio is much higher than alternative 2 and the control over the pipeline to disperse flood flows reduces risks of overtopping existing ditches and other failures that alternative 2 is susceptible to. Alternative 1 addresses the flooding concerns in a closed basin more effectively than alternative 2.

2. Proposed measures to be installed
Alternative 1 includes the following:

Reconstruct/Enlarge Existing Debris Basin and Associated Outlet Works

This element in Alternative 1 Includes removing the existing outlet works and embankment of the debris basin and constructing a new embankment compliant with current Utah Dam Safety standards. This item would also include upgrading and replacing the outlet works and spillway as well as enlarging the debris basin to allow CCIC to store additional water. The enlargement of the debris basin would also include adding an access for locals to use the debris basin for recreation (e.g. canoeing, paddle boarding, etc.).

Enlarge Ditches in Existing Delivery System

This element in alternative 1 includes extending an existing ditch to carry flood flows away from fields and toward the natural drainage on the west of Interstate 15. The lower portion of the ditch to be extended is through farmland and will be created as a large shallow swale, thereby allowing farmers to maintain agricultural production on the land.

Pipeline Distribution System

This element in Alternative 1 includes installing 48-inch to 30-inch pipelines to convey 100 cfs of the flood flows to the fields surrounding the town of Kanosh. This item will reduce the individual pumping costs of farmers, better conserve and manage the existing water and land resources through increased efficiency.

Bypass Pipeline

This element in Alternative 1 includes installing a diversion structure and 24-inch pipeline approximately one mile upstream of the debris basin to allow low flows to be diverted to the irrigation delivery system and bypass an area with significant seepage losses. This measure is anticipated to increase flow at the head of the delivery system by 100% in low flow conditions. This element will increase the production of farmers crops and allow higher cash value crops to be grown, thus better using the water and land resources.

3. Estimated costs and cost sharing

Estimated Project Costs	Amount	Percentage
Flood Prevention/Watershed Protection		
PL 83-566 funds - Plan-EA	\$ 200,000.00	100
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*Cost share was determined by calculating pipeline system required for only agricultural water management without flood control capacity and all costs above agricultural capacity assigned as flood control components and covered as part of Flood Prevention/Watershed Protection Funds.

4. Responsibilities
Millard County will be the sponsor for this project. The County will work closely with CCIC, Kanosh Town and qualified and professional engineering firms to carry out the planning, design, bidding, and construction of the project. The County, Kanosh Town and CCIC will work in accordance with NRCS and any other necessary agency to ensure that all requirements for environmental, public interests, and permitting are met.
5. Potential mitigation needs
At this time, the sponsor does not anticipate mitigation needs for this project. This will be further determined with USFWS, NPDES, SHPO, and all other necessary consultation.
6. Permits and Compliance requirements

SHPO Section 106, State Stream Alteration Permit (404 Permit), NPDES permit, necessary O&M easements if any, USFWS Section 7 consultation, Tribal consultation, TE species, and BLM-SF299 Application. The County, Kanosh City and CCIC are committed to obtaining any other permits and/or compliance that will be needed for this project.

7. **Outcomes**
Prevent flood damage to 3,400 acres of developed land and agricultural land in Kanosh, Millard County, Utah. This land includes 3,100 acres of agricultural production land and 211 homes, 4 businesses, 1 church, 1 post office and 1 fire station. Provide pressurized irrigation to the Paiute Tribal lands and 3550 acres of agricultural land. Public safety will also be maintained because of this project.
8. **Budget and Installation timeline**
See Attachment 8 for a detailed estimated budget for the preferred alternative. The estimated completion dates for the EA, the design, and the construction of the five projects are September 2022, May 2024, and March 2025, respectively.
9. **Leveraging of other funds**
If additional funds are needed, the County, CCIC, and Kanosh may partner with the Utah Division of Water Resources for additional funding resources. The funds may be in the form of a low interest loan or grant.

A cover page with the name of the project, State and partner must be included.