TITLE PAGE

SANTIAM WATER CONTROL DISTRICT

APPLICATION

FOR

BUREAU OF RECLAMATION FY 2022 DROUGHT CONTINGENCY PLANNING GRANT

April 13, 2022

NORTH SANTIAM WATERSHED DROUGHT CONTINGENCY PLAN UPDATE



Santiam Water Control District 284 E. Water St. Stayton, OR 97317

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a. Executive Summary

Date of Application: April 13, 2022

Name of Applicant: Santiam Water Control District

Applicant's City, County, and State: Stayton, Marion County, Oregon (*Note*: *The full project area spans multiple cities and rural areas in Marion and Linn Counties, Oregon*)

The Santiam Water Control District will work with the Bureau of Reclamation and regional stakeholders to update the North Santiam Watershed Drought Contingency Plan, covering approximately 766 square miles from the western slopes of the Cascade Mountains to the Willamette Valley in Oregon. Communities, businesses, and fish and wildlife depend upon the North Santiam River for drinking water, commercial and industrial uses, agricultural irrigation, and instream flows. The plan update will address emerging concerns, improve the drought monitoring process, incorporate new mitigation actions, and streamline the operational and administrative framework and plan update process. The watershed has experienced repeated episodes of extreme drought in 2015, 2018, 2020, and 2021, in addition to wildfires in 2020 and a heat dome with historic high temperatures in 2021. The proposed plan update will be accomplished in two years with an anticipated completion date of November 30, 2024.

Reclamation Projects Located in the Project Area: The US Army Corps of Engineers owns and operates Detroit and Big Cliff Dams in the project area as part of the Willamette Valley Project. Reclamation holds contracts #140510W0675 and #140510W1118 for storage in Detroit Reservoir (also called Detroit Lake).

b. Project Location

The North Santiam Watershed (NSW) is a fourth field watershed in the Willamette Basin in Oregon. It covers approximately 766 square miles from the western slopes of the Cascade Mountains to the Willamette Valley floor. The NSW contains the small subbasin that drains a 12-mile reach of the mainstem Santiam River downstream of the confluence with the South Santiam River until it joins the Willamette River at River Mile 108. Together, the North Santiam River and the mainstem Santiam River are about 100 miles long. The NSW is mainly located in Linn and Marion Counties, with small portions in Clackamas and Jefferson Counties. Detroit Lake is a major feature of the NSW formed by Detroit Dam and its re-regulating structure Big Cliff Dam, operated by the US Army Corps of Engineers (USACE). Water resources in the NSW provide drinking water for a population of about 215,392 including residents of the City of Salem, which obtains the majority of its water supply from the North Santiam River. The NSW planning area is shown in the attached shapefile.

c. Project Description

The proposed project is for **Task B: Update a Drought Contingency Plan**. The project will be completed in two phases. During Phase I, a Drought Planning Task Force will be established, and a detailed work plan and a communications and outreach plan will be developed outlining the activities to be undertaken during Phase II. Phase II will include the update of the Drought Contingency Plan (DCP).

Phase I Project Activities

Establishment of a Drought Planning Task Force

A total of 71 individuals representing 43 entities participated in the Task Force originally established for the development of the existing DCP. Volunteers from the Task Force then participated in Working Groups to develop individual planning element chapters of the DCP. While the proposed plan update will be more focused, it remains important to convene a broad range of stakeholders representing the diverse interests found throughout the watershed and combining local knowledge with technical expertise. As described further under Evaluation Criterion B, several key stakeholder groups have already expressed support and interest in participating in the plan update. Santiam Water Control District (Santiam WCD) will be the planning lead, supported by partners such as the recently formed North Santiam Council of Water Leaders and an experienced consultant team. Additional entities will be invited to participate in the process, including but not limited to those who collaborated on the initial DCP.

Development of a Detailed Work Plan

During Phase I, Santiam WCD will work closely with the Task Force and Reclamation to create a detailed work plan outlining the specific tasks to be accomplished during the DCP update. The work plan will provide details on which of the six required plan elements will be updated and how the elements will be revised using new data and stakeholder feedback. It will include a comprehensive schedule with responsible parties for each task. The Task Force will be especially interested in gathering feedback to evaluate what has and has not worked during implementation of the existing DCP in order to tailor the update process to the most relevant areas of focus.

As part of the work plan, a communication and outreach plan will also be developed outlining how stakeholders will be able to engage in the update process and how the public will be kept informed and able to provide input. It will include an outreach schedule with responsible parties. The communication and outreach plan will be closely aligned with the rest of the detailed work plan to ensure that interested individuals and entities have ongoing opportunities to participate, review and comment on draft documents, and stay informed throughout the plan update process. The work plan and communication and outreach plan will be submitted to Reclamation for review and approval before any Phase II activities will begin.

Phase II Project Activities

While the specific activities to be undertaken during Phase II will be refined during development of the detailed work plan, some preliminary focus areas have been identified. The Task Force will establish element-focused Work Groups composed of a diverse set of interested stakeholders and technical experts to revise individual elements of the DCP. Based on the experience with developing and implementing the first DCP for the NSW, the elements that will be most important to revisit during the plan update are the Drought Monitoring, Mitigation Actions, Operational and Administrative Framework, and Plan Development and Update Process. The existing DCP was approved by Reclamation in 2018. The Reclamation Review Team expressed enthusiastic support of the plan and considered it a useful example for other entities developing DCPs (see Section J). The DCP Update Process chapter calls for evaluation and development of an updated plan every five years, so the proposed update beginning in 2023 will be on schedule. Each element will be reviewed and updated as necessary by the Task Force:

- 1. Drought Monitoring: evaluate the implementation of monitoring and understand how stakeholders view the information provided and use it in their decisions
- 2. Vulnerability Assessment: review; minimal changes anticipated
- 3. Mitigation Actions: several actions have been successfully implemented; new ideas will be assessed and added
- 4. Response Actions: review; minimal changes anticipated
- 5. Operational and Administrative Framework: existing framework has been more cumbersome to implement than anticipated; revise to improve agility for implementation
- 6. Plan Update Process: evaluate and streamline post-drought review process and procedures for updating the DCP

Workshops will be held to provide opportunities to discuss the planning process, brainstorm ideas, answer questions, and invite interested parties to actively engage and evaluate the areas where each plan element has been successful and where improvements could be made. As plan elements are updated, the Work Groups will present results and recommendations to the wider stakeholder group. Specific details of stakeholder involvement and the update process will be developed as part of the communication and outreach plan and the detailed work plan.

d. Evaluation Criteria

1. Evaluation Criterion A: Need for a Drought Contingency Plan Update

Describe the severity of the risks to water supplies that will be addressed in the Drought Contingency Plan. What are the risks to water supplies within the applicable geographic area that will be addressed in the plan update, and how severe are those risks? Describe the existing or potential drought and climate change risks to specific sectors in the planning area (e.g., impacts to agriculture, environment, hydropower, recreation and tourism, forestry, drinking water).

The existing DCP contains a Vulnerability Assessment describing the various risks to water supplies within the NSW. Climate change, low streamflow, declining snowpack, wildfire, and population growth are anticipated to amplify the pressure on the many instream and out-of-stream needs competing for a limited water supply in the North Santiam River. In addition, there is uncertainty around how stored water from Detroit Lake will be allocated and managed, pending ongoing federal and state actions to implement a reallocation of stored water in the Willamette Valley Project reservoirs. All of these factors pose risks to community water supplies, agriculture, forestry, water-based recreation, and hydropower, among others.

Risks to community water supplies: Eight communities rely on the North Santiam River and its tributaries for their drinking water, and an additional five communities and five non-community public water systems (such as schools) use groundwater within the NSW. Municipal and community water supplies are used for residential, commercial, and industrial uses as well as fire protection. Altogether, these water systems serve a population of 215,392 which is an increase of 11,040 over the estimated population at the time the DCP was initially developed (Oregon Health Authority, 2022). The NSW is primarily located in Marion and Linn Counties, and

Portland State University's Coordinated Population Forecasts showed an average annual growth rate of 1.8% for Marion County and 1.4% for Linn County in 2021 (PSU, 2021).

The DCP Vulnerability Assessment identified municipal water supplies for Salem, Detroit, Idanha, Lyons-Mehama Water District, Gates, and Stayton as being the most vulnerable to shortages during drought. In particular, the municipal water intakes for Detroit and Idanha (on small tributaries to the North Santiam River) and Salem's intake on the mainstem were determined to have potential difficulties in accessing water during low flows. Salem is the largest municipal water user of the North Santiam River, supplying a service area population of 199,820. Salem also sells wholesale water to Suburban East Salem, the City of Turner, and Orchard Heights Water. Santiam WCD conveys municipal water supplies from the North Santiam River via a canal to Stayton.

Risks to agriculture: Water for irrigated agriculture was determined to be vulnerable to drought and climate change in the DCP Vulnerability Assessment. Approximately 44% of the authorized water rights in the NSW are for agricultural irrigation. A total of 23,867 acres in the NSW are irrigated, with an annual crop production value of about \$59.8 million (ECONorthwest, 2019). Of the irrigated acreage, the Santiam WCD delivers irrigation water to about 17,000 acres of farmland from Salem to Stayton through 90 miles of canals and ditches. Santiam WCD's irrigation water comes from the North Santiam River and stored water from Detroit Lake. The main crops grown in the watershed are grass seed, green beans, blueberries, corn, mint, pasture, and squash. Changing crops and farming methods to respond to climate change can be an expensive proposition requiring substantial investment and technical assistance.

Drought has always posed a risk of curtailed water supply for agricultural producers, and climate change is projected to compound this risk by changing the timing of water availability. High air and water temperatures and low stream flows in the summer are likely to increase crop stress, decreasing yields and increasing vulnerability to disease, pests, and competition with weeds. Sudden intense precipitation in the spring and fall are likely to cause increased runoff, sedimentation, and nutrient loading in water bodies.

Risks to forestry: The upper and middle reaches of the NSW consist of steep forested uplands, with land managed by the Willamette National Forest Detroit Ranger District, Oregon Department of Forestry, Bureau of Land Management, and private industrial forest owners such as Frank Lumber Company and Freres Lumber Company. High temperatures, lack of rainfall, low soil moisture, and reduced snowpack place stress on forests, causing both direct losses and increasing susceptibility to insect and pathogen outbreaks that lead to tree mortality (J. Vose et al., 2016). Widespread tree loss also increases the watershed's risk of wildfire, described in more detail below. In addition to impacting forest ecosystems, drought can cause economic losses through reduced harvest of timber and other forest products, and loss of forestry-related jobs.

Risks to hydropower: USACE operates Detroit Dam and Big Cliff Dam on the North Santiam River. Detroit Dam has two hydropower generating units capable of producing a total output of 100 megawatts (MW). Big Cliff Dam has one unit capable of producing 18 MW. In 2017, the value of power generated at the two dams was \$7.8 million (ECONorthwest, 2019). Santiam WCD also operates a small hydroelectric project capable of producing 185 kilowatts (kW). This project can provide a localized power source to run critical infrastructure and water systems communications when electricity service is disrupted by natural disasters, such as the wildfires that occurred in the area in September 2020 and the ice storm that caused widespread power

outages in February 2021. The amount of hydroelectric energy that can be generated varies based on flow conditions and reservoir operations, and drought conditions can significantly impact hydropower production.

Risks to recreation: The DCP Vulnerability Assessment discusses risks to both river-based and reservoir-based water recreation. Popular activities at Detroit Lake and along the North Santiam River include boating, water skiing, fishing, hunting, swimming, hiking, biking, and birdwatching. Detroit Lake is a designated stop along the Oregon Cascades Birding Trail's Mount Jefferson section. Four campgrounds at the lake are operated by the US Forest Service, and the Detroit Lake State Park and Mongold day-use area are operated by Oregon Parks and Recreation. For each one-foot drop in the reservoir elevation below full pool, visitor days were found to decline by 2% (L. Moore, 2015).

The estimated value of annual visitation for water-oriented recreation in the NSW is \$36.5 million (ECONorthwest, 2019). Low summer stream flows, diminished snowpack, impaired water quality, and reduced reservoir storage at Detroit Lake all negatively affect the water-dependent recreation economy. The ecological impacts of drought on fish, wildlife, and birds will also affect nature-based recreation such as sport fisheries, wildlife viewing, and birdwatching.

Are there water quality concerns including past or potential violations of drinking water standards, increased risks of wildfire, or past or potential shortages of drinking water supplies?

Water quality concerns: Water quality can be impacted when low stream flows are insufficient to dilute effluent or contaminated runoff entering the river. High water temperatures and low dissolved oxygen are already water quality issues impacting the NSW and would be exacerbated by drought. As of 2020, seven river reaches and tributaries to the North Santiam River are on the Oregon Department of Environmental Quality (ODEQ) 303(d) list for high temperatures year-round, with an additional five reaches and tributaries listed for high temperatures during the salmonid spawning season and three listed for dissolved oxygen. The mainstem Santiam River is listed for methylmercury from the confluence of the North Santiam River and South Santiam River to the confluence with the Willamette River. A toxic algal bloom in Detroit Lake in the summer of 2018 further impaired water quality. In 2017 and again in 2020, gasoline tanker trucks overturned on Highway 22 near Idanha, spilling thousands of gallons of gasoline and diesel into the North Santiam River and requiring Salem and Stayton to shut off their municipal water intakes and rely on stored water and backup sources.

Wildfire concerns: Wildfires can damage water system infrastructure and pollute water sources with ash, sediment, firefighting chemicals, and substances stored in destroyed structures such as gardening chemicals and household products. Prolonged drought dries out and kills vegetation, increasing the risk of wildfire and straining water supplies used for fire protection. In September 2020, the Lionshead and Beachie Creek Fires burned through the NSW, severely damaging Detroit, Gates, Idanha, Mill City, Breitenbush Hot Springs, and Lyons. Detroit lost 80% of its homes and nearly 100% of the commercial district, including two marinas, three hotels, City Hall, and the fire station. In total, the two fires burned 398,042 acres, destroyed over 1,600 structures, and caused five fatalities. In 2021, state Drinking Water Source Protection Fund grants were awarded to Gates for emergency post-fire water quality monitoring and Breitenbush Hot Springs for post-fire rehabilitation of protective features near the drinking water intake. The

need to manage ongoing drought monitoring and response simultaneously with the sudden wildfire crisis—while navigating a pandemic—proved overwhelming for small municipalities, sparking ideas for revising the DCP's administrative framework through this update to streamline processes and better coordinate with other initiatives and emergency response plans.

Does the community have another water source available to them if their water service is interrupted?

Many small communities and rural domestic users have no redundant supply options if water from the North Santiam River is unavailable due to drought or other disasters. Although Salem mainly relies on the river for drinking water, the city is able to fill its storage facilities (135 MG) during the high flow winter months, and it also has backup groundwater wells and aquifer storage and recovery facilities. A two-way interconnection allows Salem to send and receive water from Keizer, and a one-way interconnection enables Salem to provide emergency water supplies to Stayton. Although Stayton has a backup groundwater source, its well is hydraulically connected to the river, and well yields decline during low flows. Stayton is currently seeking state grant funding for an aquifer storage and recovery system to meet peak demands and boost drought resilience. Jefferson has two wells providing a backup to its surface water supply.

Are there environmental concerns, such as existing or potential impacts to endangered, threatened or candidate species?

In times of drought, instream and out-of-stream water uses can come into conflict when there is not enough water to meet the needs of listed aquatic species, municipalities, and agriculture. Low summer flows constrain juvenile salmonid rearing habitat. Out-of-stream consumptive uses are partially offset by stored water releases from Detroit and Big Cliff Reservoirs, but shortages affecting habitat could still occur during drought. Reclamation contracts for the use of stored water in the NSW require fish screens and other protective measures on diversions, but drought and low flows can still impact aquatic species. The Oregon Department of Water Resources (OWRD) has approved instream water rights for the North Santiam River to support aquatic life, but because these water rights are typically junior to other water rights for consumptive use, they can prevent further degradation but do not guarantee species recovery.

Historically, the NSW hosted 60% of the Willamette River's production of winter-run Upper Willamette River (UWR) steelhead and one-third of spring-run UWR chinook salmon. Both species are now federally listed under the Endangered Species Act (ESA) as threatened, and the Oregon Department of Fish and Wildlife (ODFW) has developed a joint recovery plan for them (ODFW, 2011). The UWR chinook faces a high risk of extinction in the NSW in particular due to low flows and high stream temperatures that can kill the fish before they spawn. Bull trout and chum salmon also occur in the NSW and are federally listed as threatened, while the Lower Columbia River coho salmon is federally listed as threatened and is listed as endangered by the state of Oregon. Other aquatic species in the NSW listed as sensitive by the state include coastal cutthroat trout, Oregon chub, western brook lamprey, and Pacific lamprey. In the uplands of the watershed, the coniferous forests support multiple rare species that are vulnerable to drought, including the federally endangered Fender's blue butterfly and Willamette daisy, and the federally threatened northern spotted owl, streaked horned lark, marbled murrelet, yellow-billed cuckoo, Kincaid's lupine, and Nelson's checker-mallow (US Fish and Wildlife Service, 2022).

Are there local economic losses (past, ongoing, or potential) associated with drought conditions (e.g., business, agriculture, reduced real estate values)?

Drought has the potential to impact revenues and jobs in the agricultural, forestry, hydroelectric power generation, and recreation economic sectors. The North Santiam Watershed Council commissioned a study completed by ECONorthwest in 2019 analyzing the economic value of water in the North Santiam Basin. Among other findings, the study concluded that 500,000 annual recreational visits to the NSW were valued at \$36.5 million, irrigated agricultural production generated about \$59.8 million, and federal hydroelectric production was valued at \$7.8 million plus an additional \$19.8 million estimated value of avoided carbon dioxide emissions (ECONorthwest, 2019).

In the North Santiam canyon communities in the headwaters of the NSW, forestry and wood products manufacturing accounts for 46.1% of employment. Agriculture creates direct jobs and indirect jobs in food processing, wholesale trade, transportation, and warehousing. Lower in the watershed, agriculture and related industries like food processing account for 12% of jobs in Marion County and 25% of jobs in Linn County. In addition, municipal, industrial, cultural, tribal, public health, and instream values of water contribute economic value in the watershed. Municipal and domestic users could face economic impacts of curtailment during drought, such as water conservation and rationing measures as well as increased water and electricity rates. Water-related aesthetics were found to contribute an increase of 10-30% in property values, raising concerns about any decreases in reservoir storage in Detroit Lake.

Describe existing or potential drought conditions as a result of climate change to be addressed in the Drought Contingency Plan. Will the proposed plan or plan update address a geographic area that is currently suffering from drought or which has recently suffered from drought? Describe any projected increases to the frequency, severity, or duration of drought in the geographic area resulting from climate change and changing hydrologic conditions.

Currently, most of the NSW is classified as "abnormally dry" or in Moderate Drought conditions. This is an improvement from the Extreme Drought at the end of the last water year (end of September 2021) which decreased to Severe Drought by December 2021 and Moderate Drought in early March 2022 (US Drought Monitor, 2022). The NSW has experienced multiple episodes of intense drought over the past twenty years, as shown in Figure 1.



Figure 1. Percent of watershed experiencing drought, 2013-2022

Both Marion and Linn Counties requested that the Governor declare drought emergencies in 2015, opening opportunities for state and federal emergency drought relief funds. Linn County endured another Governor-declared drought emergency in 2021.

OWRD's drought report released April 4, 2022 indicated that high temperatures were accelerating early snowmelt and decreasing snow water equivalent, while March precipitation was below average and soil moisture is generally low (OWRD, 2022). Throughout the Willamette Basin of which the NSW is a part, snowfall looked promising in December but plateaued and is now already melting much earlier than normal, leaving snow water equivalent at only 67% of the median for the basin (see Figure 2). Although stream flows and reservoir levels are close to their average values this spring, history has shown that this is no guarantee of water availability from year to year. The three-month seasonal outlook for April through June 2022 shows that below-average precipitation is likely to continue.

Figure 2. Willamette Basin snowpack, Water Year 2022



Describe the status of any existing planning efforts. Please explain how this Project relates to other planning efforts ongoing or recently completed in the planning area and how this effort will complement, not duplicate ongoing or completed planning efforts. For plan updates, explain how the update builds on and adds value to the existing plan.

The existing DCP was approved in 2018 with an intended update process occurring every five years to ensure the plan incorporates the latest data and remains relevant and effective, so an update beginning in 2023 will be on schedule. Throughout the targeted update process, stakeholders will have a chance to suggest potential plan and initiative alignments that will make the DCP more meaningful and efficient to implement.

Coordinating DCP implementation with other regional planning efforts will be a primary feature of the update to avoid duplicated work and forum fatigue, particularly for stakeholders from disadvantaged groups that may lack the time and resources to participate in multiple parallel efforts. The DCP update will build on and coordinate with the North Santiam Watershed Collaborative Planning initiative started in 2009, including the annual North Santiam Watershed Summit hosted by Salem and the North Santiam Watershed Council to discuss regional watershed management issues. A regional Council of Water Leaders was recently formed through a Reclamation WaterSMART Cooperative Watershed Management Program grant to facilitate communication of technical water resources information, including drought status, with decision makers in an accessible way to build a shared understanding of local water issues. The Council of Water Leaders will provide much-needed human infrastructure to support DCP implementation during and after the update. The update team will also work closely with Marion and Linn Counties to align emergency planning initiatives, alleviating extra work and ensuring that drought planning and response can continue smoothly in the presence of other overlapping emergency situations.

This DCP update is especially timely given the uncertainty in the management of the stored water supply in the Willamette Valley Project. A 2019 USACE Chief's Report recommended,

and the Congressional 2020 Water Resources Development Act approved, a reallocation of stored water in the project. Questions remain about shortage sharing during drought, instream flow protections, and how the changes will be implemented. OWRD and ODFW received funding for staff positions to begin implementing the reallocation and associated Biological Opinion (Bi-Op), and the DCP update will need to work closely with federal and state agencies to understand how the reallocation implementation will affect interests in the NSW such as fish and wildlife, agricultural irrigation, and municipal and industrial water users. Concurrently, USACE is updating its Environmental Impact Statement and Bi-Op for operations and maintenance of the Willamette Valley Project, casting further uncertainty on future water availability for different uses depending on the outcomes of these processes. Furthermore, the US Geological Survey recently selected the Willamette River Basin as an Integrated Water Science Basin, launching an in-depth study of factors affecting water supply and demand. Stakeholders interested in the DCP process will likely want to engage in all of these developments, making it very important to provide a coordinating rather than duplicating forum.

2. Evaluation Criterion B: Inclusion of Stakeholders

Describe the stakeholders to be involved in the planning process. Please address the following:

- Identify stakeholders in the planning area who have committed to be involved in the planning process.
- Describe stakeholders in the planning area who have expressed their support for the planning process, whether or not they have committed to participate.

Santiam WCD will serve as the lead planning agency for the proposed DCP update process and will provide in-kind staff time to support the update activities. In addition to representing agricultural interests, Santiam WCD also has interests in water delivery for hydroelectric production, municipal supply (through its deliveries of municipal water to Stayton), fire protection, fish propagation, and wildlife habitat and wetland maintenance. As the largest municipal water user in the NSW, the City of Salem has committed to participation in the DCP update and will provide \$20,000 in matching funds to support the process, as shown in the attached letter of support. Letters of support confirming intended participation in the update process have also been provided by the North Santiam Watershed Council, representing environmental and fish and wildlife interests, and by the Marion County Board of Commissioners.

Stakeholder groups that participated in the North Santiam Watershed Collaborative Planning, the Council of Water Leaders, and the North Santiam Basin Summit will also be invited to participate in the DCP update. These stakeholders and their interests include:

Federal: Reclamation (drought resilience, agricultural water supply contracts), USACE (flood control, hydroelectric power generation, and other interests locally expanding with the reallocation process), US Forest Service (forestry), US Geological Society (water supply and demand analysis), Bureau of Land Management (forestry and federal land management), National Marine Fisheries Service (fish and instream water needs)

Tribal: Confederated Tribes of Grand Ronde, Confederated Tribes of Siletz, Confederated Tribes of Warm Springs (tribal concerns)

State: ODEQ (water quality and drinking water), ODFW (fish and wildlife), OWRD (water resources and Willamette Valley Project reallocation), Oregon Department of Agriculture (agriculture), Oregon Department of Forestry (forestry)

Counties: Marion County, Linn County (water supply and emergency planning) **Municipal:** Cities of Salem, Stayton, Gates, Mill City, Detroit, Idanha, Jefferson, Marion, Turner, Aumsville, Keizer

Districts: Marion Soil and Water Conservation District, Linn Soil and Water Conservation District, Lyons/Mehama Water District, Stayton Fire District, Suburban East Salem Water District, Santiam WCD, Orchard Heights Water District, Cascade School District **Industrial**: Frank Lumber Company, Freres Lumber Company

Local: Detroit Lake Recreation Area Business Association, Federal Lakes Recreation Committee Detroit Lake, North Santiam Watershed Council, North Santiam Forest Collaborative, Breitenbush Hot Springs, and various landowners

Interests represented by these stakeholders include the environment and fish and wildlife, agriculture, municipal and domestic, commercial and industrial uses, forestry, hydroelectric power generation, recreation, fire protection, flood control, and federal, tribal, state, and local government.

Describe what efforts that the applicant will undertake to ensure participation by a diverse array of stakeholders in the development of a plan or plan update.

An extremely diverse group of stakeholders representing a broad variety of interests was involved in development of the current DCP. Continued participation of all sectors will be sought to maintain representation of these interests throughout the update process. Meetings and workshops will be held at various locations throughout the watershed to facilitate participation, with remote options available. While many engagement opportunities will be specific to the DCP update, efforts will be made to connect the process with forums for other regional planning initiatives, such as the Council of Water Leaders and Willamette Valley Project reallocation efforts, to streamline the update and prevent an excessive participation burden on disadvantaged stakeholder groups.

Public meeting dates and locations may be advertised through local newspapers, a website, and emails using the existing North Santiam Basin Summit Water Management listserv to contact existing DCP participating interests. A communications and outreach plan will be developed as part of the update process. This plan will outline how stakeholders and the public will be able to participate in the planning process, and how information will be communicated to the general public and known stakeholder groups. As Work Groups develop draft element updates, documents will be circulated for public review and feedback. Comments and suggestions will be incorporated into the revised elements before they are presented to the Task Force for review and approval in the final updated DCP.

3. Evaluation Criterion C: Project Implementation

Describe the approach for addressing the six required elements of a Drought Contingency Plan within the two-year timeframe. If the proposal is for a plan update, please explain whether all or only some elements of the existing plan will be updated, and why. Include a preliminary project schedule that shows the stages and duration of the proposed work including major tasks, milestones, and dates. For each task and milestone, indicate who will have the primary responsibly for completion. The general approach for updating the DCP, as described in the Project Description, will consist of two phases. Phase I is anticipated to last approximately four months and include formation of the Task Force and development of the detailed work plan and communication and outreach plan. Specific activities and timeline for Phase II will be developed during Phase I. We anticipate that Phase II will include update of selected plan elements with extensive stakeholder engagement, culminating in reassembly of the final updated DCP for Reclamation review and approval by the conclusion of the two-year timeframe.

In general, completion of the DCP was well-received by stakeholders and Reclamation, but the team has struggled with maintaining momentum for implementation due to lack of human infrastructure, funding, and overlapping crisis situations such as wildfires and the pandemic. The drought monitoring and communication process will be analyzed to assess the relevance of information produced and disseminated to stakeholders and decision makers. Refinements will be made to this element as needed. The vulnerability assessment and response actions still appear relevant, and minimal changes are anticipated. The mitigation actions element will be revised to reflect progress on actions implemented to date and to incorporate planned and potential new mitigation actions developed by diverse interests throughout the watershed. The operational and administrative framework has been overly burdensome and in some sense an impediment to implementation and needs to be better aligned with other planning initiatives and actions, so it will be revisited during the DCP update. Finally, the plan review and update process will be evaluated to determine if more or less frequent review and adjustments would be beneficial, and how stakeholders could be engaged in shaping implementation between formal plan updates.

The schedule below illustrates the proposed timeline for completing the DCP update and has been developed with the following items in mind:

- The final Cooperative Agreement with Reclamation will detail the mandatory reporting requirements and be incorporated into the master schedule, including reporting milestones.
- Reclamation will be engaged throughout Phase I to ensure that the detailed work plan meets the requirements of the Cooperative Agreement and the communication and engagement plan meets the stakeholder engagement objectives of the planning process.
- Work will not begin on the DCP update until Reclamation approves the detailed work plan developed during Phase I.
- Multiple workshops will be scheduled to engage diverse stakeholders of the watershed in an open and proactive planning effort to build long-term drought resilience for multiple affected sectors, focused on the following questions:
 - How can we predict or recognize the next drought in the early stages? How has drought monitoring and communication under the existing DCP worked, and how could it be improved for decision makers?
 - How has drought affected different interests in the NSW, and how do we expect it to affect them in the future under climate change conditions?
 - How can NSW stakeholders protect their interests during the next drought? What actions have been taken with what results, and what new mitigation and response actions are planned?
- The schedule will be flexible to accommodate unexpected circumstances and emergencies that may arise during the update process, building on lessons learned from the wildfires, ice storm, pandemic, and other recent challenges.

The schedule in Table 1 below is a draft that is intended to demonstrate how the update would be accomplished in two years. The actual process, schedule, and milestones will be developed as part of the detailed work plan to be reviewed and approved by Reclamation.

Task and Responsible Party	Schedule	
DCP Kickoff and initial coordination with Reclamation	November 30, 2022 – December 15,	
(Santiam WCD)	2022	
Phase I: Task Force and Work Plan	December 2022 – March 2023	
Establish DCP Update Task Force (Santiam WCD	December 2022 – February 2023	
and partners)		
Develop detailed work plan and communication		
and outreach plan (Task Force, Reclamation)		
Internal review (Task Force)	February 2023	
Submit work plan for Reclamation review (Task	February 2023 – March 2023	
Force)		
Final approval of work plan (Reclamation)	March 2023	
Phase II: DCP Update	April 2023 – November 2024	
Kickoff with stakeholders and establish Work	April 2023	
Groups for each element (Task Force, Work		
Groups)		
DCP element updates (to be completed by separate	April 2023 – March 2024	
Work Groups)		
Update baseline information and evaluate	April 2023 – July 2023	
implementation progress at workshops and through		
other engagement (Drought Monitoring Work		
Group, Mitigation Actions Work Group,		
Operational and Administrative Framework Work		
Group, Plan Review and Update Work Group; all		
overseen by the Task Force)		
Prepare draft elements (Work Groups)	May 2023 – October 2023	
Task Force workshop and review of draft revised	October 2023 – November 2023	
elements (Task Force)		
Internal review and revisions (Work Groups and	November 2023 – December 2023	
Task Force)		
Stakeholder review and comment (Task Force and	January 2024 – March 2024	
others per Communications and Outreach Plan		
developed in Phase I)		
Prepare updated DCP	March 2024 – November 2024	
Incorporate revisions and develop updated DCP	March 2024 – August 2024	
draft (Work Groups)		
Internal review and revisions (Work Groups, Task	August 2024 – September 2024	
Force)		
Stakeholder review and comment (Task Force)	September 2024 – October 2024	
Reclamation review, revisions, and approval	October 2024 – November 2024	
(Reclamation)		

Table 1. Drought Contingency Plan Update Process Schedule

Describe the availability and quality of existing data and models applicable to the proposed plan update.

A variety of past and ongoing studies and watershed monitoring activities provide a wealth of readily available, high-quality datasets and models for the Willamette Basin as a whole, including tributaries such as the North Santiam River. Reservoir, water quality, and flow models have been created regionally, including several models specific to the North Santiam River. Multiple datasets were used during development of the DCP to select drought monitoring indicators, evaluate risks to the water supply, and evaluate mitigation and response actions. Sources of data and models that may be used during the DCP update are summarized below.

Data Sources

- USGS: historic and recent streamflow and water quality data; upcoming Integrated Watershed assessment
- USACE: water control data including flow and reservoir levels
- Reclamation: drought response and mitigation; AgriMet and HydroMet: evapotranspiration, soil moisture, crop water use, climate statistics, hydrologic data; 2021 SECURE Water Act Report climate and hydrology assessment
- NOAA Advanced Hydrologic Prediction Service: streamflow projections
- Natural Resource Conservation Service: SNOTEL weather and climate data, soil data, Climate Center reports
- OWRD: water rights, water availability, groundwater levels, state drought monitoring and response
- ODEQ: water quality
- ODFW: fish flow and habitat requirements
- Oregon Climate Service: climatological data
- PRISM Climate Group at Oregon State University: spatial climate datasets, including drought indicator tools

Models and Modeling Results

- USGS: precipitation runoff models for projecting climate change effects on North Santiam River flows, HEC-RAS and CE-QUAL-W2 flow and temperature models of the North Santiam River, Willamette Basin groundwater model
- USACE: Regional Recreation Demand Model, HEC-ResSim reservoir model
- Climate Impacts Research Consortium: downscaled model simulations of changes to Pacific Northwest climate, hydrology, and vegetation
- Willamette Water 2100 (University of Oregon and Portland State University): integrated scenario modeling of climate change, population growth, and water availability
- PRISM Climate Group: spatial climate data modeling

Identify and describe any work already performed in support of the proposed project.

Implementation of drought monitoring under the current DCP has been ongoing since the plan was approved in 2018. Completion of mitigation, response actions, and annual reviews have been more sporadic, partially due to overlapping emergency response conditions (wildfire, pandemic, ice storm, heat dome, etc.) and partially due to the complex administrative framework that this update seeks to streamline.

Describe any new policies or administrative actions required to implement the project.

The DCP update will build on existing work, so no new policies or actions will be required.

Identify staff with appropriate technical expertise and describe their qualifications. Describe plans to request additional technical assistance from Reclamation or by contract.

Brent Stevenson has managed the Santiam Water Control District since 2010 and helped lead the effort to develop the North Santiam Watershed DCP. He serves on the board of the North Santiam Watershed Council and is a past president of the Oregon Water Resources Congress.

Grant funds will also be used to contract a qualified consultant team with experience in drought planning, such as GSI Water Solutions, Inc. (GSI) which facilitated development of the current DCP. Adam Sussman with GSI has more than 20 years of experience, including 14 with OWRD, where he developed expertise in water rights and water law, including the development and implementation of statewide policies and programs. Adam worked extensively on the North Santiam Watershed DCP as well as a DCP for the ranchers in the Upper Klamath Basin. Suzanne de Szoeke with GSI has 13 years of experience specializing in watershed management and planning. Through a Reclamation WaterSMART Cooperative Watershed Management Program grant, she has assisted the Santiam Water Control District, North Santiam Watershed Council, and Partners of the North Santiam in developing the North Santiam Council of Water Leaders. This effort will help stakeholders in the North Santiam Watershed to provide a forum for decision makers to understand water issues, integrate existing watershed planning efforts, build trust and increase stakeholder participation and engagement, and develop a shared understanding of watershed challenges.

4. Evaluation Criterion D: Nexus to Reclamation and Department Priorities

Describe the nexus to a Reclamation project, facility, or activity in the planning area. In what way will the project benefit the basin?

Willamette Basin Project: Detroit Lake Contracts #140510W0675 and #140510W1118 are Reclamation storage contracts for irrigation activities located in the NSW. Updating the DCP with new technical information and stakeholder feedback will benefit entities that contract with Reclamation to receive irrigation water as well as diverse stakeholder groups in the NSW.

Please describe in detail how the community is disadvantaged or underserved.

According to US Census Bureau data, the poverty rate in Linn County is 12.3% and in Marion County is 13.4% (US Census Bureau, 2020). Poverty rates are even higher among Black, Indigenous, and people of color (Black/African American: 28.6%, Native American: 17%, Native Hawaiian and Pacific Islander: 38.2%, and Hispanic/Latino: 18.2% in Marion County). The poverty rate in Salem is 15.3%, with similar racial disparities. Salem includes several census tracts with poverty rates above 25%, all of which overlap with tracts where more than 35% of residents belong to minority ethnicities (Business Oregon, 2022).

The Fifth Oregon Climate Assessment describes how historic and ongoing racial and economic injustices increase the likelihood of experiencing negative health effects of climate extremes among certain groups, including Black, Indigenous, and people of color, and residents of under-invested rural, Tribal, and low-income communities (OCCRI, 2021). Low-income households are less likely to be able to rebuild in the event of home loss, such as the wildfires in the NSW in 2020, leading to displacement, homelessness, loss of income, and food insecurity. Targeted outreach and engagement strategies will be developed to support equitable participation by all

stakeholders, including holding meetings in different locations throughout the NSW and providing remote participation options and translation services.

References

Business Oregon. 2022. Opportunity Zone Analysis Map. https://www.oregon.gov/biz/programs/Opportunity_Zones/Pages/default.aspx

- ECONorthwest. 2019. Importance of Water in the North Santiam Basin: An Economic Description. <u>http://northsantiam.org/wp-content/uploads/Economic-Importance-of-Water-in-NSW_FINAL_2019.pdf</u>
- Moore, L. 2015. "Optimizing Reservoir Operations to Adapt to 21st Century Expectations of Climate and Social Change in the Willamette River Basin, Oregon". PhD Dissertation. Oregon State University, Corvallis, Oregon.
- Oregon Climate Change Research Institute (OCCRI). 2021. Fifth Oregon Climate Assessment. M. Dalton and E. Fleishman, eds. Oregon State University, Corvallis, Oregon. <u>https://blogs.oregonstate.edu/occri/oregon-climate-assessments/</u>
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- Oregon Health Authority. 2022. Drinking Water Data Online. https://yourwater.oregon.gov/
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- Portland State University Population Research Center. 2021. Coordinated Population Forecast for Marion County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2021–2071. <u>https://www.pdx.edu/population-research/population-forecasts</u>
- US Census Bureau. 2020. American Community Survey: Poverty Status in the Past 12 Months, Linn and Marion Counties, Oregon. <u>www.data.census.gov</u>
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- US Fish and Wildlife Service. 2022. Environmental Conservation Online System. https://ecos.fws.gov/ecp/
- US Forest Service. 2016. Effects of Drought on Forests and Rangelands in the United States: A Comprehensive Science Synthesis. J. M. Vose, J. S. Clark, C. H. Luce, and T. Patel-Weynand, eds. USDA Forest Service General Technical Report WO-93b. https://www.srs.fs.usda.gov/pubs/gtr/gtr_wo93b.pdf

H. Project Budget

a. Funding Plan and Letters of Commitment

The non-Reclamation share of the project costs will be obtained in the form of in-kind staff support from the Santiam Water Control District and funding committed by the City of Salem.

Santiam Water Control District (Applicant) (\$5,000 in-kind)

The Santiam Water Control District will provide \$5,000 in-kind match. Brent Stevenson, District Manager, will provide in-kind support in the form of time spent attending meetings and workshops as part of the Drought Planning Update Task Force and Work Groups, time spent assisting with the review and development of the DCP update, and communicating with agricultural and other stakeholders. This in-kind commitment represents approximately 91 hours of staff time over the two-year project period at \$55/hour.

City of Salem (\$20,000)

The City of Salem will contribute \$20,000 over two years to support the DCP update. Funding will be used to contract planning facilitators and other hard costs associated with meetings and development of the DCP update. Staff will also participate in the Task Force and Work Groups. A letter of support confirming this match commitment is attached to this application.

b. Budget Proposal

Table 1. Summary of Non-Federal and Federal	Funding Sources

FUNDING SOURCES	AMOUNT
Non-Federal Entities	
Santiam Water Control District	\$5,000
City of Salem	\$20,000
Non-Federal Subtotal	\$25,000
REQUESTED RECLAMATION FUNDING	\$25,000

Table 2. Total Project Cost Table

SOURCE	AMOUNT
Costs to be reimbursed with the requested Federal funding	\$25,000
Costs to be paid by the applicant	\$5,000
Value of third-party contributions	\$20,000
TOTAL PROJECT COST	\$50,000

Table 3. Budget Proposal for Phase I

Budget Item Description	\$/Unit	Quantity	Quantity Type	TOTAL COST
Salaries and Wages				
Planning Lead (Brent Stevenson,	\$55.00	14	hours	\$770.00
District Manager)	ψ55.00			\$770.00
Contractual				
Planning and meeting facilitator	\$6,975.00	1	contract	\$6 975 00
consultant team				\$0,775.00
Total Direct Costs			\$7,745.00	
Indirect Costs – 10%			\$774.50	
Total Project Costs – Phase I		\$8,519.50		

c. Budget Narrative

Salaries and Wages

The District Manager will provide 14 hours of in-kind staff time as the Planning Lead for the DCP update. Tasks for Phase I will include stakeholder communications, establishing the DCP Update Task Force and Work Groups, and assisting with development of the detailed work plan for Phase II and the associated communication and outreach plan.

Contractual

Santiam Water Control District expects to complete a majority of the DCP update process using contracted services. Contracted services for Phase I comprise an estimated \$6,975. Santiam WCD expects to retain a team of water resources planners and experts from a consulting firm with experience in developing DCPs, such as GSI Water Solutions, Inc. which assisted in development of the current DCP and is familiar with the watershed's stakeholders and local water supply challenges. Santiam DCP considers the budgeted contract labor and expenses to represent the appropriate level of effort necessary to complete the DCP update given the complexity of the issues and number of stakeholders involved. Costs for Phase I are anticipated to include seven hours of staff time for a Principal Water Resources Consultant level position (approx. \$215/hour), 21 hours of staff time for a Water Resources Analyst level position (approx. \$105/hour), along with travel related to meetings, and printing and copying of meeting materials. Tasks will include assisting with Task Force establishment, planning and facilitating meetings, and assistance with development of the detailed work plan for Phase II and the associated communication and outreach plan.

Indirect Costs

Santiam WCD will provide fiscal and general administrative duties as the applicant. Santiam WCD does not have a federal negotiated indirect cost rate. A de minimis 10% indirect cost rate, totaling \$774.50 for Phase I, is included to cover the costs associated with administering the grant.

I. Required Permits or Approvals

No permits or approvals will be required for the proposed plan update.

J. Existing Drought Contingency Plan

The existing North Santiam Watershed Drought Contingency Plan can be viewed here: <u>http://northsantiam.org/wp-</u> <u>content/uploads/NorthSantiamDCP_FINAL_forBOR_July25_2017.pdf</u>

As shown in the attached approval letter from the Reclamation Drought Coordinator, the North Santiam Watershed DCP met all of the Drought Response Program requirements and was considered a potential model for other entities developing their own DCPs.

K. Letters of Support and Commitment

- 1. City of Salem
- 2. North Santiam Watershed Council
- 3. Marion County Board of Commissioners



 Public Works Department

 555 Liberty Street SE / Room 325 • Salem OR 97301-3513 • Phone 503-588-6211 • Fax 503-588-6025

April 7, 2022

Brent Stevenson, District Manager Santiam Water Control District 284 E. Water Street Stayton, OR 97383

To Whom It May Concern:

On behalf of the City of Salem (City), I am writing this letter in support of the Santiam Water Control District's 2022 WaterSMART "North Santiam Watershed Drought Contingency Plan Update" grant proposal.

The North Santiam River watershed serves as the primary drinking water source for the City of Salem. The City has been an active participant in the development and ongoing implementation of the North Santiam Watershed Drought Contingency Plan, which was approved by the Bureau of Reclamation in 2018. The City values its partnership with the Santiam Water Control District and strongly supports the proposed Drought Contingency Plan update to ensure that this document continues to provide timely guidance and strategies for anticipating, mitigating, and responding to drought.

In support of the North Santiam Watershed Drought Contingency Plan Update proposal, the City will contribute \$20,000 over two years to support the project. Funds will be used to contract planning facilitators and other hard costs associated with meetings and the development of the drought plan update. Funds will be available during the anticipated project period of 11/30/2022 through 11/30/2024.

Please contact me if you have any questions regarding this letter of support.

Sincerely,

Jason Pulley Senior Utilities Planner

Transportation and Utility Operations 1410 20th Street SE / Building 2 Salem OR 97302-1209 Phone 503-588-6063 Fax 503-588-6480 **Parks Operations**

1460 20th Street SE / Building 14 Salem OR 97302-1209 Phone 503-588-6336 Fax 503-588-6305 Willow Lake Water Pollution Control Facility

5915 Windsor Island Road N Keizer OR 97303-6179 Phone 503-588-6380 Fax 503-588-6387

ADA Accommodations Will Be Provided Upon Request Servicios razonables de accesibilidad se facilitáran por petición

DATE:	April 13, 2018
FROM:	Darion Mayhorn, PE, Reclamation Drought Coordinator
TO:	Brent Stevenson, Santiam Water Control District

SUBJECT: Review of North Santiam Watershed Drought Contingency Plan (R15AC00081)

The Bureau of Reclamation received a copy of the North Santiam Watershed Drought Contingency Plan on July 25, 2017. In response, Reclamation established a team to review the plan pursuant to Reclamation's Temporary Directives and Standards (WTR TRMR-110) for the Drought Response Program, to determine whether the plan meets the program requirements. On August 30, 2017, the review comments were transmitted, and a revised plan was received by Reclamation on March 23, 2018.

After reviewing the revised plan, Reclamation is pleased to inform you that the North Santiam Watershed Drought Contingency Plan has been found to be in accordance with the Drought Response Program requirements. The Review Team was very pleased with this plan and believes it will serve as a useful example for others as they develop their drought contingency plans.

This plan is one of the first to be completed under Reclamation's new Drought Response Program. Since this is a new program, we are interested in learning more about how this process worked for you. We're hopeful that you will be willing to share any lessons learned through developing the plan with us in the near future, as we continuously seek for opportunities to improve the program.

We are hopeful that you benefited from this drought planning effort, and that the District, and its regional partners, are now better situated to meet their future water needs.





Board of Commissioners

April 7, 2022

(503) 588-5212 (503) 588-5237-FAX

BOARD OF COMMISSIONERS

Danielle Bethell, Chair Colm Willis Kevin Cameron

CHIEF ADMINISTRATIVE OFFICER

Jan Fritz

Brent Stevenson District Manager Santiam Water Control District 284 E. Water Street Stayton, OR 97383

To Whom It May Concern:

The Marion County Board of Commissioners writes this letter to express support for the Santiam Water Control District's 2022 WaterSMART "North Santiam Watershed Drought Contingency Plan Update" grant proposal.

The North Santiam Watershed supports diverse land and water uses, including forestry, agriculture, recreation, fish and wildlife, industry, and rural and urban populations. In the past few years, the watershed has experienced extreme droughts, wildfires, a heat dome event, and low stream flows and snowpack. Marion County has been an active participant in the development and ongoing implementation of the North Santiam Watershed Drought Contingency Plan, which was approved by the Bureau of Reclamation in 2018. We strongly support the proposed Drought Contingency Plan update to ensure that this document continues to provide timely guidance and strategies for anticipating, mitigating, and responding to drought.

We look forward to participating in the plan update process.

Sincerely,

Danielle Bethell, Chair

Colm Willis, Commissioner

Kevin Cameron, Commissioner

L. Resolution

Due to the timing of board meetings, Santiam Water Control District's Board of Directors will adopt the required official resolution on April 20, 2022. A draft resolution is attached to this application. The official adopted resolution will be submitted to Reclamation as soon as possible following adoption.

Santiam Water Control District

284 E. Water St. ♦ ♦ Stayton OR, 97383 ♦ Phone (503) 769-2669 ♦ Fax (503) 769-5995

RESOLUTION TO SUBMIT A BUREAU OF RECLAMATION WATERSMART DROUGHT CONTINGENCY PLANNING GRANT APPLICATION

RESOLUTION NO. 2022-01

WHEREAS, the inhabitants within the North Santiam River Basin are concerned about potential for drought and its effects.

WHEREAS, the users in the basin desire to develop a comprehensive and collaborative drought contingency plan.

WHEREAS, Santiam Water Control District (SWCD) is the best applicant in the basin to apply for the grant.

WHEREAS, Santiam Water Control District (SWCD) is a large user of North Santiam River water and is solely reliant on its water for irrigation of its lands.

SWCD's Board of Directors has reviewed and supports the application and submittal of the Grant application to BOR requesting \$25,000 in federal funding for a \$50,000 total project cost.

SWCD agrees to commit \$5,000, and City of Salem agrees to commit \$20,000. Total match of non-federal cash and in-kind funds equals \$25,000.

SWCD will work with Reclamation to meet established deadlines for entering into a cooperative agreement.

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF DIRECTORS OF **SANTIAM WATER CONTROL DISTRICT:**

That the District shall submit a grant application for a Drought Contingency Plan to Bureau of Reclamation, WaterSMART Program.

ADOPTED BY BOARD OF DIRECTORS THIS 20th DAY OF April 2022

ATTEST:

Secretary, Board of Directors

President, Board of Directors