

SPECIAL WATER COMMITTEE PLAN

Address to the Taxpayers of the City in Regard to the Proposed Scheme

GOOD REASONS SET FORTH

Why the Project Under Discussion Should be Ratified at the Polls.

THE SUPPLY IS TO BE INCREASED.

Spring Creek Feature to be Abandoned and Money to be Spent On Utah Lake.

The address to the taxpayers of the city in regard to the proposed plan to increase the city's water supply has been completed by the special committee having the matter in charge, and it is now made public. It was prepared by the council special water committee and the committee of citizens appointed by Mayor Morris.

The address is signed by all of the council committee except A. J. Davis, who has opposed the plan from the start. It is probable that he will write a minority statement in regard to the matter.

The statement follows in full: To the Property Taxpayers of Salt Lake City: The city council, having ordered a special election to be held January 2, 1905, for the purpose of submitting to the qualified voters, the proposition of the issuance of \$1,000,000 4 per cent bonds, with which to obtain money to secure a permanent and adequate water supply, and to make necessary sewer extensions, it is deemed advisable that this address be given the wisest possible publicity among the people to be affected.

The success of the plan means a Greater Salt Lake, a larger and richer city—the permanent solution of a problem that has impeded the growth and progress of our city for many years; one that now threatens to halt its expansion altogether unless it shall be satisfactorily disposed of. The means of solution are finally at hand. It remains only for the taxpayers to ratify them. That done, the future of Salt Lake City will be assured. Naturally, every citizen will want to know just what is proposed, what the city's abilities are, and what the cost will be. On all of these points he will be given only accurate information based upon official records and obtained from the most conservative sources.

BOND PROPOSITION. Under the law the city has the right to borrow for water, artificial light and sewer improvements, the sum of \$1,250,000. The proposition that the city council has ordered to be voted upon is for the issuance of \$1,000,000 in bonds, of which sum \$500,000 is to be utilized in securing a permanent water supply several times the volume of what we now have, and \$500,000 for sewerage in the southern and western part of the city, an improvement that would be worse than useless unless more water is secured to make it effectual.

NO INCREASE IN TAXES. By way of information the taxpayer will probably ask specifically how the interest is to be raised on this issue of bonds, and whether it means an increase in taxation. The answer will doubtless be more pleasing than imagined. It may be stated first of all, that no increase of taxation is contemplated. An examination of the records of the waterworks department, covering a long period of years, proves conclusively that the revenues in that branch of the municipality alone are more than ample to pay the annual interest of the proposed water bond issue. Beside, these revenues are constantly in-

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creasing at a rate exceeding 5 per cent each year; and that too, in the face of an inadequate water supply and retarded growth in population. The figures which follow entirely justify the conclusion that with a numerical augmentation of people, an increase in wealth and property improvement and consequently a greater taxpaying capacity, that there will be a still greater revenue from this department.

EXISTING WATER REVENUES.

For several years past there has been applied a sum averaging over \$55,000 annually for water service betterments, redemption of scrip, increase of water-works fund and reserve fund, every cent of which has been derived from the department itself, which, at the same ratio, after paying the \$34,000 interest on the proposed bonds, will leave a margin of \$21,000. The water revenues beginning with the year 1903, are as follows:

Table with 2 columns: Year, Revenue. 1900: \$7,836.65; 1901: \$9,810.82; 1902: \$10,292.79; 1903: \$12,383.79

And the records of 1904 disclose the interesting fact that there will be a percentage increase in the same department this year. Surely, such a showing as this should inspire the taxpayer with full confidence in the ability of the waterworks system of the city to support itself, including the payment of the interest on the proposed bond issues, and leave a handsome annual margin in addition, that must grow larger with the years, and which should be applied to the redemption of the bonds themselves.

Another important fact to remember is that, at the very outset the annual drain that has been made upon the waterworks fund for betterments will cease. This highly desirable condition will be made possible by the provision that requires a prompt expenditure of \$100,000 to make all necessary improvements of heretofore undertaken and carried out in peaceable fashion.

PRESENT WATER SUPPLY.

Providing water for a city that is situated in the very heart of this richest region is a work fraught with difficulties unknown to other places. Many problems must be solved for which there is no precedent for a guide. Originally, therefore, becomes a necessity in dealing with many matters that are inseparable from the question of providing an increase in the water supply of this city. Due allowance should be made in the minds of the taxpayers who are called upon to decide this important question, a question which involves the growth and greatness of the city.

Table with 2 columns: Source, Gallons. City creek: 4,921,234; Emigration creek: 1,000,000; Parley's creek: 4,392,740; Utah Lake reservoir: 43,560,000

GOOD CREEK WATER.

Of this total daily quantity only the creek water (10,004,574 gallons) is suitable for drinking. The remainder (43,560,000 gallons), which comes from the Utah Lake reservoir, is suited only for irrigation and kindred uses. The creek water comes into the city from the mountains through three separate and substantial conduits. The distribution system comprises four districts or zones, known as the lower, the upper, the Thirteenth street and the Capitol hill districts, respectively. The lower and the upper districts are each supplied with the mingled waters of Parley's, Emigration and City creeks. The Thirteenth street and the Capitol hill districts are both supplied from City creek exclusively.

JORDAN CANALS.

The Utah lake reservoir water is brought into the city through an open channel known as the Jordan and Salt Lake canals. The water from this source is used for irrigation partly by the farmers in exchange for Parley's creek and partly through the system of irrigation ditches which ramify the city. All the creek water comes from the canyons and is distributed by gravity, thus insuring the least possible cost for carriage and distribution. The reservoir water originally ran out of the lake into Jordan river, and through the canal to the city by gravity, but during the last three seasons it has been necessary to pump the water from the lake into the river channel on account of the water in the reservoir having receded to a point below the level of the river outlet.

SUPPLY IS SUFFICIENT.

So far as quantity is considered, the city's present water supply is sufficient for many years to come. The greater portion of the water, however, is not of the quality required for general use and the need is therefore of more water of the required quality. In an account of the dryness of the climate and the consequent need for a liberal use of water in lawn and street sprinkling, it has been estimated that a daily supply of 300 gallons per capita is not an excessive requirement and should be made the basis for determining the city's needs.

On this basis it is clear that the city's present supply of potable water, (10,004,574 gallons), is only about half enough to properly supply the present population. Such a condition points out, more plainly than words can possibly do, the need for early and united effort to supply this deficiency and at the same time provide in a reasonable

degree for the future growth and needs of the city.

WHAT PLAN MEANS.

In considering any plan for relief from the conditions that confront us, the taxpayers should keep in mind the facts that, wherever use for the water supply has already been appropriated by others and cannot be taken by the city without just compensation; that the sum of money which it is proposed to expend for increasing the water supply is only \$500,000, and that there is no practical way by which this sum can be materially increased. If water is purchased, the price of the water must include the value of the land, and all appurtenances, upon which the water is now being used. To take the water from the land implies its degradation and the practical destruction of all improvements that are upon it.

In case of condemnation the obligation to provide the price of the water taken, would not be removed nor could the loss of time and increased cost due to such procedure be avoided.

CONDUIT IS NECESSARY.

In addition to the price of water that might be procured through either purchase or condemnation there must be provided a sum sufficient for the construction of a conduit in which to carry the acquired water from its source to the city, and it is absolutely impossible to accomplish both the purchase and the carriage of the needed water with the sum of \$500,000.

Coming into the valley from the nearby mountains on the east are the several streams known as Mill creek, Big Cottonwood and Little Cottonwood, respectively. The water from each of these streams is of well known purity and is so situated that it can be brought into the city by gravity through works which will cost infinitely less than those needed to bring in an equivalent supply from any other possible source. But the water from these streams has already been appropriated and is used by a large number of individuals to irrigate a considerable area of high-priced land that lies adjacent to the city. This water must therefore be acquired before its use by the city can be made possible.

32,342,666 GALLONS.

From careful and repeated measurements it has been ascertained that the daily supply of water, which these sources afford, in seasons of lowest flow, is as follows:

Table with 2 columns: Source, Gallons. Mill Creek: 6,631,211; Big Cottonwood: 17,885,582; Little Cottonwood: 7,827,867

Total daily supply 32,342,666

It is proposed to acquire the water from these sources and so make available for the city during times of lowest flow, the following daily supply of potable water:

Table with 2 columns: Source, Gallons. Present supply: 10,004,574; Increased supply: 22,338,092

Total daily supply 32,342,666

At the estimated rate of 300 gallons daily per capita this would provide amply for the needs of at least double our present population, and so relieve the present water shortage. In addition as well as provide in a reasonable measure for the future. That it is practicable for the city to acquire this additional quantity of potable water and construct the conduits for bringing it into the city at a cost, in money, not to exceed the \$500,000, available for water supply purposes, is shown by the following statement of facts:

FARMERS ARE WILLING.

Two-thirds of the land upon which this water is now used lies below the city's canal, and there are no physical difficulties in the way of irrigating these lands with water from the canal. The owners of this land have expressed a willingness to use water from the canal in lieu of their present supply from the mountains, and the city has taxation options for the exchange. In this manner, of one-half the water of Big Cottonwood creek. Negotiations are pending by which it is expected that practically all the waters of Big Cottonwood and Mill creeks will be acquired by exchange and lease, as well as the waters of Little Cottonwood, as soon as the necessities of the city shall require. The terms of exchange are practically the same as those relating to Parley's creek, except that, in this instance, the city is to pay a bonus of \$10 per acre to the farmers, and give them, during the irrigation season, an additional quantity of 25 per cent more canal water than it receives of mountain water. These are the best terms that can now be made, and they do not seem unjust when the difference in value between the mountain waters and the waters from Utah lake is considered.

It is proposed to acquire such portions of the waters of these mountain streams as are used on lands above the City canal by lease, for a long term of years, and assurances have been given that such leases can be obtained at a very low rental.

PERPETUAL USE.

It is proposed in the options to "grant, bargain and sell" to the city all of the farmers' rights to the perpetual use of the mountain water, unless default is made by the city in furnishing them the exchange water, and in that event, they reserve the right to use the mountain water only during the times that the city is in default. But there can be no forfeiture of the contract, unless the failure of the city to furnish the exchange water continues for a period of six months, and then it is optional with the farmers whether the contract shall be terminated or not. While an absolute and unconditional exchange of the waters of the mountain streams for the lake water would be more desirable, still, the city runs no risk of forfeiting the right to use the mountain water, because by carrying out the contemplated plan and making the available supply of water at Utah lake

absolutely certain, it would render any purchase or even default or interruption in the use of the water practically impossible. The essence of the proposed exchange agreement lies in the city's ability to furnish a sufficient and certain substitute for the mountain water.

EXCHANGE WATER.

The quantity of water that will be ultimately required, daily, for the exchange of mountain water will, under the plan proposed, be as follows, for a period of 180 days:

Table with 2 columns: Source, Gallons. For Parley's creek: 4,202,740; For Mill creek: 6,631,211; For Big Cottonwood: 17,885,582; For Little Cottonwood: 7,827,867

Total daily requirement for 180 days, or during exchange period 44,631,072

At the lowest known stage of water, which occurred last year, there was, at the end of the irrigation season, in the Utah lake reservoir, 147,745,000,000 gallons of water, and that in certain water, in the equivalent of a daily flow of 157,720,000 gallons for a period of 180 days. This, with the quantity which the city drew from this source the same season, would make the city's total daily supply from the lake, in seasons of lowest flow, for a period of 180 days, as follows:

Table with 2 columns: Source, Gallons. Daily available flow: 4,660,000; Daily unused flow: 149,720,000

Total possible flow 205,280,000

or four and one-half times the ultimate daily requirement for exchange according to the proposed plan. There is no doubt that the water necessary for exchange purposes can be made available from Utah lake reservoir through the installation of additional pumps, or the rectification of an equivalent supply from its certain delivery to the farmers, can be effected by a reasonable expenditure for repairs on the city canal.

SPRING CREEK OPTION.

In addition to the prospective rights, the city has taken an option on Spring creek, which can be exercised if it shall be thought prudent to do so. But the Spring creek proposition is not included in any of the recommendations or estimates of this address.

There is nothing experimental in the plan of procuring a supply of potable water for an equivalent of irrigation water. The city has had the use of Parley's creek water for the past 15 years, under a similar plan and during that time there has not been exceeded two days of interrupted flow—no longer than it is often necessary to shut off the water from some street main to effect a needed repair.

The works by which it is proposed to consummate the plan and the cost of such works as estimated by the city engineer are as follows:

Table with 2 columns: Item, Cost. Conduit from Cottonwood to Parley's: \$300,000; Power plant at mouth of Parley's: 40,000; Development of Utah lake: 200,000; Repairs on City canal: 25,000; Improvement of distribution system: 100,000; Money consideration in extinguishment of power rights and incidentals: 50,000; Engineering preliminaries and supervision: 40,000

Total estimated cost \$850,000

GOOD FOR POWER PLANT.

The proposed conduit will be constructed of cement concrete and be of such character as will carry the required water. It will discharge the Mill creek and Cottonwood waters into Parley's creek at an elevation of 180 feet above the intake of the Parley's canyon conduit, through which the water will be carried to the city. The 180 feet of fall between the discharge end of the proposed conduit and the intake of Parley's canyon conduit will be utilized through the construction of the proposed power plant, in the production of power for pumping sewage from the proposed west side intercepting sewer up into the present gravity sewer.

The development work at Utah lake will be of such character as will make certain and sufficient, for exchange and other purposes, the supply of water from that source. This work may be done in connection with that for which plans are now being prepared by the United States reclamation service, or independently as may be found most advantageous to the city.

The repairs on the city canal will consist of such work as will put that channel in proper condition to deliver with certainty the water which will be developed at the lake.

The improvement of the distribution system will comprise such enlargements and extensions in the present pipe system as will enable the proper distribution of the added water supply. The many considerations in effecting the proposed exchange of water will require the sum shown in the above statement.

The cost of extinguishing the several power rights situated below the point of proposed diversion on Big Cottonwood, and for miscellaneous incidentals is estimated to require the amount placed in the schedule for these purposes.

The cost of the preliminary and supervising work for engineering has been estimated at 5 per cent of the cost of the work, which it is thought will be ample.

GOOD BUSINESS PROPOSITION.

The city is not in a condition financially to obtain an absolute title to the mountain water, because it is not able to purchase the water rights. If the city were bonded to the constitutional limit, it would not have sufficient money, after constructing the conduit and making provision for the distribution of water in the city, to purchase sufficient mountain water to materially increase the present supply. But, even

if the city could raise the money to purchase the water, inasmuch as it already owns a canal and valuable water rights from Jordan river and Utah lake, would it not be a better business proposition to utilize that water, for which the city has no other use, in acquiring the mountain water, than to procure the same by purchase?

There is no such thing known to the law as an absolute title to the water itself, but only to the use thereof, and as the city will have the perpetual right to use the water, subject only to such conditions as it can control, there is but little difference in effect between the proposed arrangement and an absolute transfer to the city of the mountain water rights. It is believed that, when these plans are carried out and the development of Utah lake and the establishment of permanent irrigation works for the distribution of the water are completed, farmers will see that their supply is just as secure and satisfactory as when the lake was a mutually satisfactory arrangement can be made by which the city will become the absolute owner of the mountain water rights.

THE CITY'S INTERESTS.

All questions of a legal nature which relate to the contracts or exchange or lease of water, the increase of an available supply from the lake, or that may arise from any cause connected with the proposed work will be cared for by the city attorney and able associate counsel who can be depended upon to protect and safeguard the interests of the city.

The engineering work will be carefully designed and executed under the immediate direction of the city engineer, who will have the aid and advice of a competent consulting engineer. The making of all contracts for construction and the approval of bills, estimates and other matters requiring the payment of money, and also the final acceptance of the work are matters which the law places in the hands of the board of public works.

These are assurances that the work will be properly designed and well constructed, that the money will be judiciously expended and that the city's interests will be properly and fully protected.

In addition to the work above described, it is proposed to construct an intercepting sewer for the southern and western portions of the city where it is imperative from a sanitary view, that an effective system be provided for disposing of its sewage. In accordance with the estimates of the city engineer, require the expenditure of \$150,000, for which provision has been made in the proposed bond issue.

SOLUTION OF PROBLEM.

The advantages to be derived from a thorough and satisfactory solution of the water problem, the seriousness of which has been increasing each year, require no particular citation. Nevertheless, it may be briefly stated that these mean better health for the people, a lower death rate, more sprinkled streets, more trees, lawns and flowers, a more beautiful city, with better facilities to extinguish fires, a reduction in fire insurance rates that will amount to many thousands of dollars annually, and a restriction of the sewage to the manufacturing districts.

More than that, it means, too, that we will have more new business blocks, and more people come here to invest their capital and start industries that will give employment to many wage-earners, while those who are now residents will improve their property. Manufacturing establishments are much needed in our city at the present time. Their presence will give greater necessity for them in the future. If we ever have them we must increase our water supply, and in achieving that result it must be known that the increase is permanent, and the present time, certain, the Lake that the source pure and the increase permanent.

RICHARD P. MORRIS, Mayor.

- F. J. HEWLETT, Major; F. S. FERNSTROM, GEORGE D. DEAN, RULON S. WELLS, Special Council Committee; G. J. SALLISBURY, JOHN CLARK, W. MONT FERRY, NEPHI L. MORRIS, GEO. A. WHITAKER, Special Council Committee.

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