

I. Introduction

The San Francisco Bay/Sacramento-San Joaquin Delta Estuary is a critically important part of California's natural environment and economy. In recognition of the serious problems facing the region and the complex resource management decisions that must be made, the State of California and the federal government are working together to stabilize, protect, restore, and enhance the Bay-Delta Estuary. The CALFED Bay-Delta Program will develop long-term solutions to problems in the Bay-Delta Estuary related to fish and wildlife, water supply reliability, vulnerability of Delta levees and channels to natural disasters, and water quality. The intent is to develop a comprehensive and balanced plan that addresses all of the resource problems.

The CALFED Bay-Delta Program will carry out a three-phase process to achieve broad agreement on long-term solutions:

Phase 1: Clearly define the problems to be addressed and develop a range of solution alternatives

Phase 2: To comply with the California Environmental Quality Act and the National Environmental Policy Act, prepare a program level or first-tier Environmental Impact Report and Environmental Impact Statement to identify impacts associated with the various alternatives and select an alternative

Phase 3: Prepare specific or second-tier environmental documents for each element of the selected alternative

The CALFED Bay-Delta Program is committed to implementing a planning process based on genuine involvement of all Bay-Delta stakeholders. Only through true involvement can we develop alternatives that are responsive to stakeholder concerns.

Public workshops are a key element of the Phase 1 solution-finding process. These regularly scheduled workshops are designed as intensive working sessions that bring together the many different stakeholders to review in detail the problems of the Bay-Delta, and to assist in the development of a set of solution alternatives that will undergo subsequent detailed analysis. These workshops will provide an opportunity for the various groups to understand different perspectives and explore comprehensive solutions, encouraging and supporting the broad collaborative process that is critical to the success of this effort.

This information package will help public workshop participants understand the goals of the program and to be productive participants in the workshop process. It describes the principles upon which the Bay-Delta Program is founded, and briefly explains the process that will be used to develop a set of solution alternatives. The package also describes and clarifies the focus of the first public workshop: *Defining the Problem.*

II. Process Principles

Management of the Bay-Delta has been debated for many years, with little consensus. Last year's historic accord demonstrated that a coordinated solution to the Bay-Delta problem is possible. But the December accord is only intended as an interim solution. The effort to develop a lasting solution for the estuary requires a structured process that ensures the full and equal involvement of all interested parties and encourages a collaborative process that produces a set of solutions that are broadly accepted and can be implemented.

In order to achieve this goal, the CALFED program staff has identified a set of principles that will serve to guide the development and implementation of the solution-finding process.

- **The process must be open and innovative.**

Developing a workable, long-term solution for the Bay-Delta requires both the involvement and support of all stakeholders. Both open dialogue and open minds are key to the success of this effort. Communication and mutual understanding among participants will result in shared commitment and creative solutions.

The process must not focus on or steer toward preconceived notions or solutions, and objectives formulated during the process should not dictate actions. Because this effort aims to combine and coordinate the many different interests and perspectives on the Bay-Delta, a broader vision, new thinking, creativity and innovation are necessary to develop a long-term, integrated solution.

- **The process must build upon past work.**

Previous planning efforts such as the San Francisco Estuary Project and the Bay Delta Oversight Council have done significant work to define the problems in the estuary. The CALFED process must use this earlier work and recast it in the context of new conditions such as the Central Valley Project Improvement Act to develop a lasting solution. All existing information should be reorganized and combined with new information to develop a coordinated solution.

- **The process must develop actions and alternatives that address the fundamental problems in the Bay-Delta.**

Many different groups and interests have identified both problems and solutions for the estuary. Generally, these ideas tend to reflect each group's individual perspectives. While each perspective may have merit, a long-term solution must be based on the major problems that affect the estuary as a whole. Solving a particular problem for a single interest in isolation may not lead to a solution for the Bay-Delta. Developing a Bay-Delta solution that addresses fundamental problems of the estuary in a comprehensive manner is essential to long-term success.

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- **The process must measure the performance of alternatives against the problems and objectives that are most important to the vitality of the estuary.**

The quality of an alternative must be measured by its ability to solve problems and meet objectives, not by whether it includes particular actions or satisfies a specific interest. Using the critical problems in the estuary as benchmarks for measuring effectiveness will ensure that the alternatives provide the comprehensive solution that will achieve lasting success.

- **Both the process and the resultant solutions should be of manageable scope.**

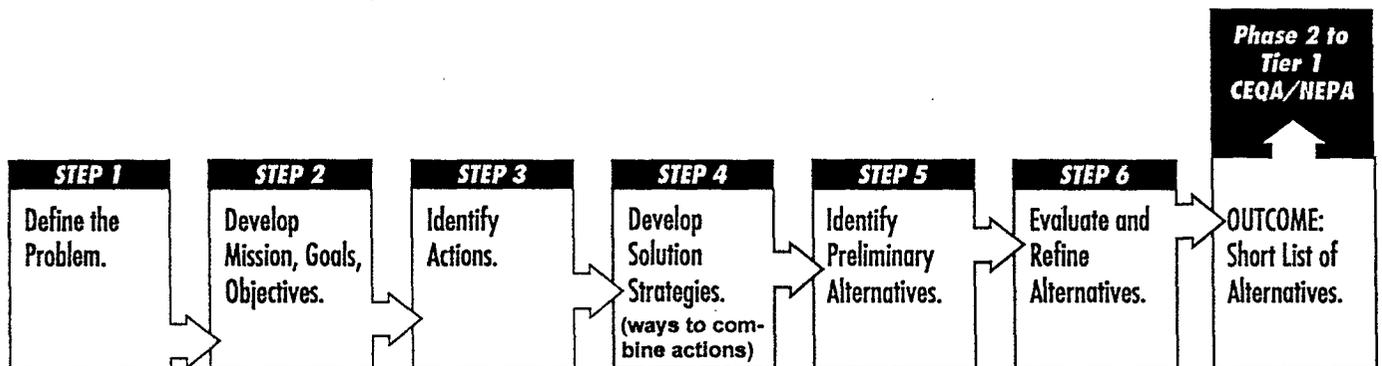
Developing a set of solution alternatives by Spring 1996 is an ambitious schedule. The process must support the open involvement and collaboration necessary to reach a widely-accepted solution, while continuing to move forward and show progress. In addition, while the notion of a long-term, coordinated solution for the Bay-Delta may be unprecedented, the solutions developed through the process must focus on a manageable set of problems. A landmark cooperative solution that cannot be implemented is not a solution.

These guiding principles were used to develop the long-term solution finding process for the Bay-Delta Program, which is described in the following section.

III. The Solution-Finding Process—Phase I

A structured process has been designed to identify a set of solution alternatives for managing the Bay-Delta. The process allows equal involvement among all stakeholders and interest groups, supports open communication and innovative thinking, and fosters consensus and cooperation. It aims to incorporate all existing knowledge and perspectives and will combine the different elements to produce an integrated solution that reflects a variety of concerns and ideas—and ultimately ensures the health and productivity of the estuary.

The process is divided into the following steps:



IV. Step 1—Defining the Problem

The first step of the solution-finding process—Defining the Problem—focuses on identifying and defining the problems that relate to the four main Bay-Delta problem areas—ecosystem quality, water quality, water supply and system vulnerability. These problems will help to guide the development of objectives and actions to address the problems.

It is important for workshop participants to understand how the program defines a problem. Many people have considered various problems in the estuary. However different people observe the same problem in different ways. The graphic below illustrates the four approaches to viewing a problem. Some people focus on the *cause* of the problem, while others

focus on the *action* needed to fix the problem. Other people approach a problem from the *goal* or *objective*. Each approach is equally valid; they are simply different thought processes, similar to right- and left-brain thinking.

Because problem definition serves as the basis for the remainder of the solution-finding process, it is critical to identify a common approach. In the first workshop, the goal will be to frame problems so that causes can be identified, and appropriate objectives and actions can be developed further in the process. We will be seeking input on the problems in the Bay-Delta based on participants' underlying values, that is, what would make a solution "good" or "bad" for each participant.

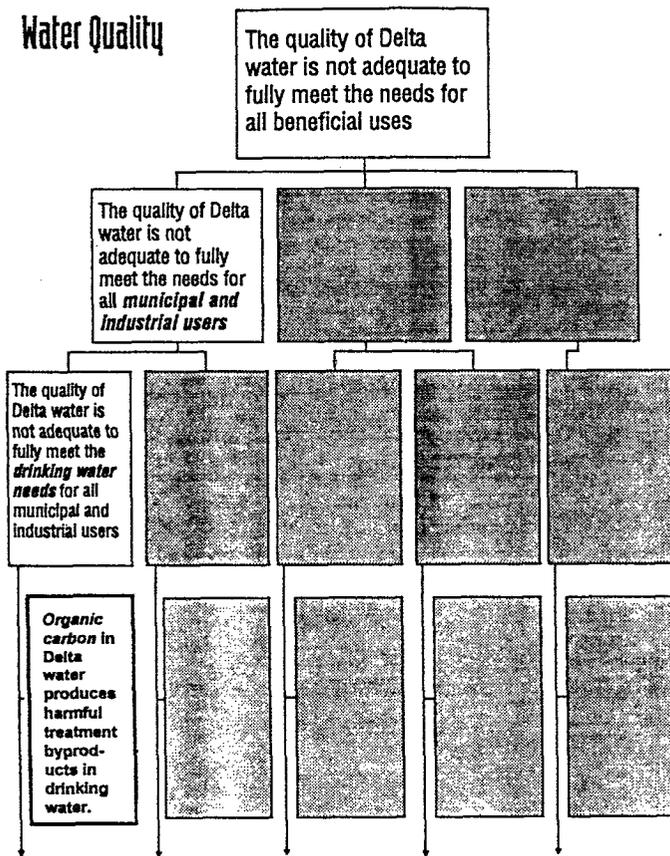
<p>PROBLEM: A condition, occurrence, or potential consequence that a stakeholder feels should be examined, addressed, or mitigated. A problem statement includes specific identification of conditions that are of concern.</p> <p>EXAMPLE 1: Organic carbon in Delta water produces harmful treatment byproducts in drinking water.</p> <p>EXAMPLE 2: The Estuary's ecosystem does not provide sufficient abundance or satisfactory spatial distribution of shallow water habitat.</p>	<p>OBJECTIVE: A condition or occurrence to be achieved or to strive for, or an aspect of performance with a threshold that must be exceeded in order to fulfill the objective. Objectives describe what a stakeholder really cares about, reflecting underlying values.</p> <p>EXAMPLE 1: Obtain safe drinking water.</p> <p>EXAMPLE 2: Increase abundance and improve spatial distribution of shallow water habitat in the Estuary.</p>
<p>CAUSE: A manageable force or factor that contributes to the existence of a problem.</p> <p>EXAMPLE 1: --Drainage from peat soils on Delta islands contains organic carbon.</p> <p> --Flows into the Delta contain organic carbon.</p> <p> --etc.</p> <p>EXAMPLE 2: --Diking of former shallow water habitat has reduced the abundance of this habitat.</p> <p> --Dredging of Delta channels disrupts and degrades shallow water habitat.</p> <p> --etc.</p>	<p>ACTION: A specific activity designed to contribute to meeting an objective. An action could be restoration, a policy, an operational change, or a facility.</p> <p>EXAMPLE 1: --Better treatment of raw water supplies.</p> <p> --Reduction in Delta island agricultural drainage.</p> <p> --Timing of drainage discharge to coincide with high river flows.</p> <p> --Reduction in upstream organic carbon sources.</p> <p> --etc.</p> <p>EXAMPLE 2: --Construct setback levees that allow channelside space for shallow water habitat.</p> <p> --Create shallow water habitat on Prospect Island.</p> <p> --etc.</p>

It is also important to recognize that there are different levels of a problem. For every problem, these different levels can be described in detail to increase understanding and lead to objectives and solutions. Let's say, for example, that your car won't start. This is the main problem. The second level of problems relating to the car may be the electrical system, the engine or the fuel system. Each problem in this level could be broken down into a third level of problems. For instance, the problems related to the electrical system may be a dead battery, a faulty distributor cap or a broken ignition. Each of these problems can then be brought to another level. The problems related to the distributor cap may be that the housing is cracked, a wire is disconnected, or there is condensation in the wires. For each successive level, the problems get more specific. The key to solving the problem is to identify the parts of it that must be effectively addressed.

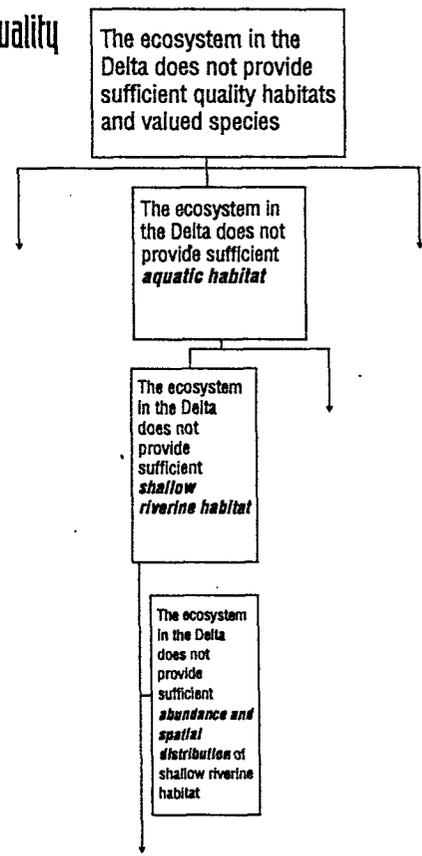
Similar to the example above, the levels of detail for the Bay-Delta problems will help the CALFED program be quite specific about the problems to be addressed. The first workshop will concentrate on identifying the problems related to the four main resource areas. In preparation for the workshop, please think carefully about the problems in the Bay-Delta and the levels of detail that help define them. During the workshop, we will be discussing the problems identified and developing a common understanding and a greater level of detail. The problem definition developed in the first workshop will lead to the goals and objectives discussed at the second workshop in September.

Preliminary examples of a problem hierarchy branch for each of the four main problem areas in the Bay-Delta are illustrated on the following page.

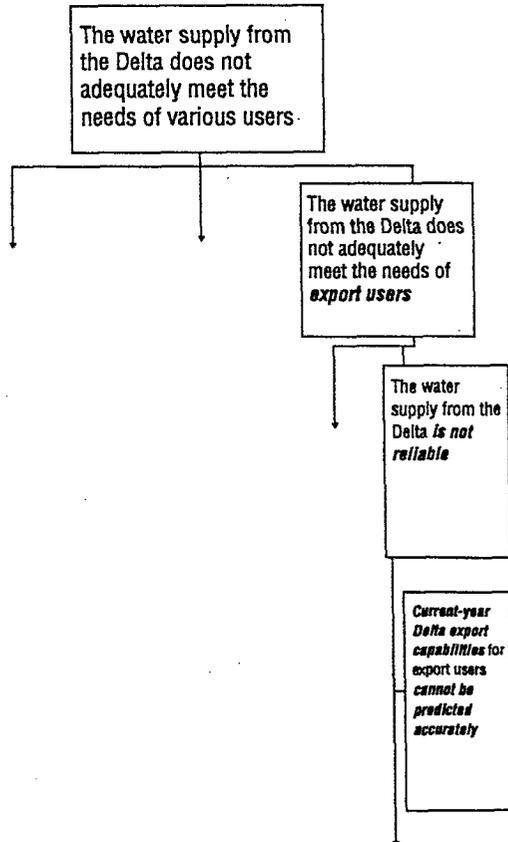
Water Quality



Ecosystem Quality



Water Supply



Vulnerability of Delta Functions

