

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.

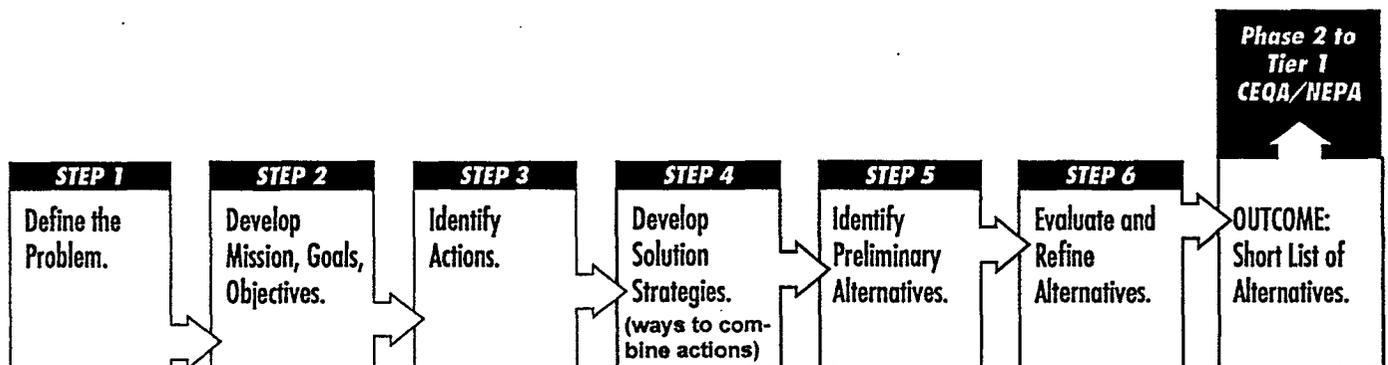
- **The process must develop actions and alternatives that address the fundamental problems in the Bay-Delta.**

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.

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.

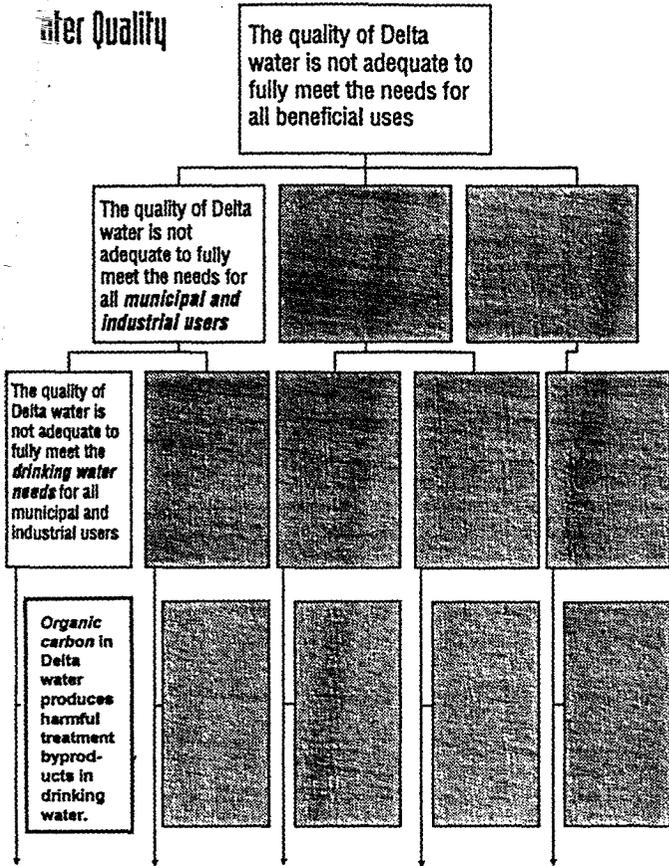
It is important for workshop participants to understand how the program defines a problem. Many people have considered various problems in the estuary. However different people observe the same problem in different ways. The graphic below illustrates the four approaches to viewing a problem. Some people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

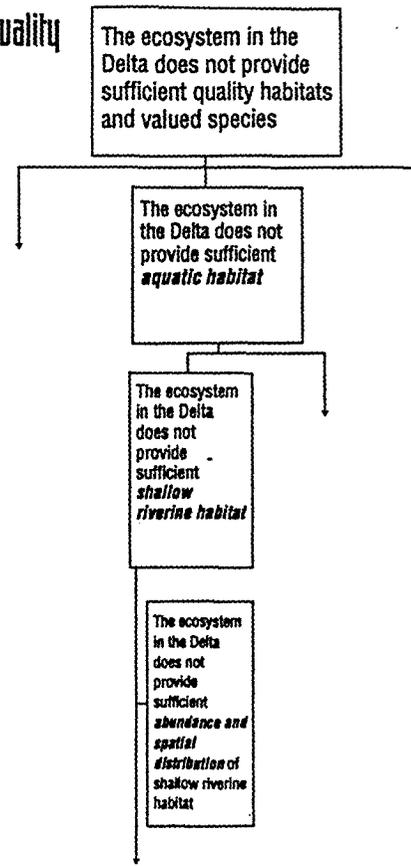
Because problem definition serves as the basis for the remainder of the solution-finding process, it is critical to identify a common approach. In the first workshop, the goal will be to frame problems so that causes can be identified, and appropriate objectives and actions can be developed further in 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. --Flows into the Delta contain organic carbon. --etc.</p> <p>EXAMPLE 2: --Diking of former shallow water habitat has reduced the abundance of this habitat. --Dredging of Delta channels disrupts and degrades shallow water habitat. --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. --Reduction in Delta island agricultural drainage. --Timing of drainage discharge to coincide with high river flows. --Reduction in upstream organic carbon sources. --etc.</p> <p>EXAMPLE 2: --Construct setback levees that allow channelside space for shallow water habitat. --Create shallow water habitat on Prospect Island. --etc.</p>

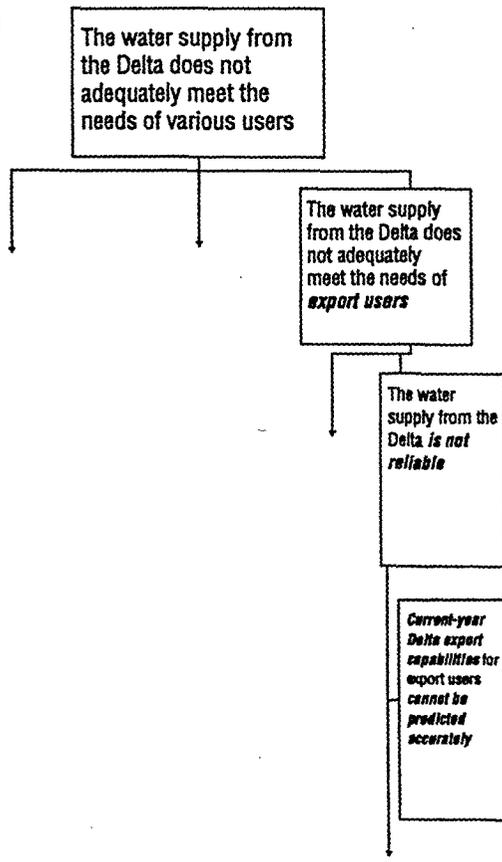
Water Quality



Ecosystem Quality



Water Supply



Vulnerability of Delta Functions

