

**PRELIMINARY DRAFT**

**PROBLEM STATEMENTS AND  
GOALS AND OBJECTIVES STATEMENTS**

**OF VARIOUS CALIFORNIA ORGANIZATIONS  
REGARDING THE DELTA**

**AUGUST 31, 1994<sup>5</sup>**



Phase I

# CALFED BAY-DELTA PROGRAM

## Office Memorandum

**Date:** September 12, 1995

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**To:** Lester Snow  
Dick Daniel  
Sharon Gross  
Judy Kelly  
Rick Breitenbach  
Rick Soehren  
Victor Pacheco

**From:** Steve Yaeger   
Program Deputy Director

**Subject:** Draft Memorandum Report on Problems, Goals, and Objectives

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Attached is a draft copy of the subject report on problem statements, goals, and objectives which were prepared by other agencies and organizations as part of their planning efforts.

Please review this report with a special focus on whether the draft problem statements and objectives we have proposed should be modified in light of this information. Please submit any comments to Rick Soehren by September 22.

Enclosure

## INTRODUCTION

The CALFED Bay-Delta Program (Program) has solicited or will solicit comments on:

- o Problems which should be addressed by the Program.
- o Goals and objectives which should be adopted by the Program.

However, the dialogue over what is wrong with the Delta and how the Delta can be improved has been ongoing for many years and a great number of useful suggestions and proposals have already been published by various agencies and organizations.

The purpose of this paper is to supplement the public process by compiling and analyzing problem statements, and goals and objectives statements which have been propounded by various agencies and organizations over the past several years. The document is intended both (1) to stimulate further discussion about what is wrong with the Delta and how it can be fixed and (2) to provide a backup to reduce the chances that an issue will fall through the cracks.

For this paper, policy statements on problems, and goals and objectives for the Bay-Delta were collected from the following organizations and institutions:

Association of California Water Agencies  
Bay-Delta Oversight Council  
California Farm Bureau  
California State Association of Counties  
California Water 2000  
Central Valley Habitat Joint Venture  
Committee For Water Policy Consensus  
Delta Protection Commission  
League of California Cities  
League of Women Voters  
Metropolitan Water District of Southern California  
Northern California Water Association  
Restoring the Bay  
San Francisco Estuary Project  
Sierra Club  
Southern California Water Committee  
Stakeholders Group Matrix Group (not endorsed by anyone)  
State Water Contractors  
Three Way Process

The relevant policies are attached as Appendix I. Frequently, policies were not given in the form of problems or goals and objectives, but in the form of action recommendations. However, implicit goals and objectives could often be inferred from

the recommendations. Table I is a summary of the problems, and goals and objectives identified by the various organizations and institutions covered.

## CONCLUSIONS

For the most part, the problems, and goals and objectives and the goals and objectives identified paralleled the corresponding statements now under development with the CALFED Bay-Delta Program. Thus, numerous statements were made in four major topical areas:

- o Environmental protection and enhancement. Statements emphasized ecosystem protection and enhancement, habitat protection and enhancement (both aquatic and wetland), the protection of endangered species, and the enhancement of species used for recreational and commercial purposes such as fishing.
- o Water supply reliability. Statements emphasized the need to deliver reliable and predictable supplies of water for both urban and agricultural purposes.
- o Water quality. Many statements were made emphasizing the need for protection of water quality, whether for urban use (e.g., drinking water), agricultural use, environmental use, or recreational use.
- o Levee stability. Many statements were made indicating concern with the stability of the Delta levees and the negative consequences which might result from the failure of those levees.

For the most part, these statements have already been (or will be) incorporated by Program staff and consultants into the problem statement and the goals and objectives statements. Therefore, they need not be analyzed in detail here.

However, in a number of cases, statements are made by the agencies and organizations included in this summary which are not clearly covered already by the Program. The remainder of this paper will focus on those areas. Of course, the mere identification of an issue area does not imply that the Program must incorporate the issue into its own problem area. Some issues may be outside the geographic scope of the Program. Others may not be considered problems which are acute or broad based.

## ISSUES FOR FURTHER CONSIDERATION BY THE CALFED BAY-DELTA PROGRAM

- o The full spectrum of beneficial uses.

Many statements indicated that all beneficial uses of water within the Delta should be protected and, where possible, enhanced. Others singled out specific beneficial uses for consideration. Such statements are consistent with the CALFED Bay-Delta Program Geographic Scope statement of August 14, 1995 which states that "any problem currently associated with ... the beneficial use of

water within the Delta ... is within the purview of the CALFED Bay-Delta Program provided that at least part of the problem is manifested within the Delta." Existing beneficial uses of Delta waters which have not been identified as problems which need to be dealt with by the Program include:

- Aquaculture use
- Recreational use (includes swimming, hiking, aesthetic enjoyment, etc.)
- Heat control use
- Navigation

The Program may decide that these beneficial uses do not constitute problems within the purview of the Program. In any case, they represent uses which could be impacted by whatever alternative is ultimately chosen for implementation.

- o Protection of water rights (priority system, area of origin, county of origin).

A number of water users had strong policy statement on the importance of protecting the established water rights system, including both the priority system and the reservation of sufficient water for areas of origin. In general, these statements are not calling for new actions within the purview of the Program. However, they do indicate a high degree of concern over the possible implications for water rights of a program to "fix the delta". Thus, they represent a high profile "impact" issue.

- o Protection of the agricultural production patterns and cultural heritage.

The California Farm Bureau has policies promoting the preservation of the agricultural status quo in the Delta. That is, current agricultural cropping patterns and yields should be protected.

The Delta Protection Commission has a policy promoting preservation of the land areas and channel configurations in the Delta and the cultural heritage within the Delta.

These policies may not be fully compatible with the problems and objectives under consideration by the Program. The current approach leaves open the possibility of changes in channel configuration (including flooding of Delta islands) and changes in agricultural cropping and production (and, presumably, the cultural heritage).

- o Flood control and damage caused by currents within the Delta.

Several groups indicated a need for flood control efforts within the Delta. Flood control is, of course, related to levee stability, but it is concerned with not just

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structural failure of levees, but also overtopping of individual levees during high flood stages. Responses to this problem would require not merely levee strengthening, but other measures designed to lower flood stages (or raise levees).

Also, protection of agricultural lands from seepage and erosion caused by conveyance of higher than natural flows was identified by the California Farm Bureau as an objective. Presumably, this objective has to do with problems associated with the export pumps in the south Delta.

o Raw water quality.

A preference for higher quality raw water than is currently available in the Delta was expressed by both the League of California Cities and the Metropolitan Water District of Southern California. This preference presumably would still exist even if Delta water can be treated to meet drinking water standards. This preference has been discussed and may already be incorporated into the Program problem statement.

*For what purpose?*

o Land use.

A number of organizations identified land use patterns and planning as part of the problem (and possibly part of the solution) to Delta problems. For example, the Delta Protection Commission calls for the avoidance of excessive construction of utilities and infrastructure within the Delta and the inappropriate development of agricultural lands. Restoring the Bay calls for regional planning which is compatible with protection and restoration. Finally, the San Francisco Estuary Project calls for land use patterns and practices that protect, enhance, and restore the Estuary's open waters, adjacent essential uplands habitat, and tributary waterways.

In the current Program problem statement, land use is dealt with indirectly (e.g., a wetland habitat enhancement objective has implications for land use in the Delta. In addressing the vulnerability of Delta functions, the Program will be faced with the problem of infrastructure in the Delta). However, land use is not dealt with systematically by the current problem statement. This is an area that may well deserve additional discussion.

*argued*

TABLE I  
SUMMARY OF PROBLEM AND OBJECTIVE STATEMENTS

Entity	Environment Habitat and Species	Water Supply Reliability	Water Quality	Levee Stability/ Delta agriculture/ Infrastructure/ Security	Other Issues
Association of California Water Agencies	Support preservation and improvement	Problem of shortages	Protect drinking water quality	Protect drinking water quality	
Bay-Delta Oversight Council	Improve and sustain biological resources dependent upon the estuarine ecosystem	Improve and protect the availability of water supplies in or dependent on the Estuary for all beneficial uses...	Improve and protect water quality for all beneficial uses.	Improve and maintain a Delta levee and channel system to sustain associated multiple uses.	
California Farm Bureau		Maintain Delta agricultural crop yields/ diversity.  Meet beneficial needs of all areas of the state.	Maintain Delta agricultural crop yields/ diversity.  Maintain Delta water quality		Protect vested water rights.  Assure provision of water for areas or origin.  Protect agricultural lands from seepage and erosion caused by conveyance of higher than natural flows.  Water management to assist with flood control.
California State Association of Counties					Counties of origin.  Incorporation of recreational facilities into water conservation and development projects.

B-003797

California Water 2000	[Various habitat/species objectives]	Protect all reasonable and beneficial uses of the Bay-Delta Estuary.	Protect all reasonable and beneficial uses of the Bay-Delta Estuary.	Reconstruction and maintenance of Delta levees to ensure seismic safety and security of the water supply.	Area of Origin, County of Origin Protection.
Central Valley Habitat Joint Venture	Habitat to increase waterfowl populations to desired levels in the Central Valley of California Includes Delta wetland sites.				
Committee For Water Policy Consensus	[Various habitat and species factors]	Development of water supply to meet present and future needs.	Water quality standards adequate to protect public health in importing areas.	Program of rehabilitation and maintenance of Delta levees	Area of origin protection.  In-stream uses, such as fishing, recreation and aesthetics.  Navigation (and all other beneficial uses).
Delta Protection Commission	[Various objectives, including:]  Protection of soils, and seasonal flooding and agriculture practices on agricultural lands to maximize wildlife use.		Protect long-term water quality in the Delta for agriculture, municipal, industrial, water-contact recreation, and fish and wildlife habitat uses, as well as all other designated beneficial uses.	Promote levee maintenance and rehabilitation to preserve the land areas and channel configurations in the Delta.  Protect levees in emergency situations.	Avoid excessive construction of utilities and infrastructure.  Preserve the cultural heritage and strong agricultural base.  Support long-term viability of commercial agriculture. Discourage inappropriate development of agricultural lands.  Continued recreational use of the land and waters of the Delta; protect landowners from unauthorized recreational uses on private lands.

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League of California Cities	Protection and, where feasible, enhancement of fish and wildlife habitats.  Recreational and commercial fishing	Adequate Future supplies	Protected water from contamination, even when treatment methods are available to meet drinking water standards.	Protect levees.  Protect lands from flood or other erosive flows.  Rehabilitation/maintenance of Delta levees, to protect the islands, waterways and other features, (e.g., highways, railways, water conduits, natural gas storage).	Protect, enhance recreation and aesthetics.  Balanced protection of all beneficial uses.  Protection of areas of origin  Regulation of flood prone areas.
League of Women Voters	Protection of the Estuary ecosystem.				
Metropolitan Water District of Southern California	Ecosystem approach to environmental restoration.	Long-term regulatory certainty.  Meet reliability targets.  Reduce water transfer constraints	The Delta provides poor source quality	Concern over unstable peat soils	
Northern California Water Association	Supportive of water quality standards. However, solutions go beyond outflow.				Enhance and preserve water rights

Table I: Summary of Problem and Objective Statements. August 31, 1995 Draft.

Restoring the Bay	[Various habitat and species goals]		Reduce toxics		Regional planning (land use, transportation, infrastructure) should be compatible with protection and restoration.  Maximize open space, public access, and recreational opportunities along the shoreline.
San Francisco Estuary Project	[Various restoration and protection goals for habitat and species]	Aggressive water management measures to increase freshwater availability to the Estuary	[Control pollution, protect against toxic effects]		[Various dredging objectives]  Establish and implement land use and transportation patterns and practices that protect, enhance, and restore the Estuary's open waters, adjacent wetlands, adjacent essential uplands habitat, and tributary waterways.
Sierra Club California	[Various habitat and species goals]	Reliable water supplies	High quality water supplies for human and economic needs.		Expand recreational opportunities.  Protect valuable farmlands.
Southern California Water Committee	Protect water quality of the Delta.	Reliable supplies	High quality supplies		
Stakeholders: Matrix Group	[Various ecosystem/habitat/ species objectives]	High reliability. High predictability. Enhance options and strategies. Balance yield enhancement with demand management.	Water quality to meet environmental/ agricultural and urban needs.  Reduce risk of toxic spills.	Reduce risks of to other objectives from flooding and earthquake.  Enhance disaster response programs.	
State Water Contractors		Timely completion of facilities specified in contracts			

Table I: Summary of Problem and Objective Statements. August 31, 1995 Draft.

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Three Way Process	[Various habitat/species objectives]	Meet urban supply needs. Provide irrigation water to maintain agricultural production at historic levels.	Meet urban quality needs		A viable and stable agricultural economy
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## APPENDIX I

# COMPENDIUM OF POLICY STATEMENTS ON PROBLEMS AND GOALS AND OBJECTIVES

### ASSOCIATION OF CALIFORNIA WATER AGENCIES<sup>1</sup>

California desperately needs to develop the additional water supplies that can meet the demand of environmental restoration and economic health. Without water, the California Dream is just a dry and dusty illusion.

Water users share the belief that environmental stability in the Delta is essential to California's vitality now and in the future.

.... by the year 2020 California will suffer chronic water shortages averaging 4 million acre-feet each year unless additional facilities and management strategies are brought into line.

ACWA members agree that standards are needed for the Delta. To gain their support, however, those standards must result in environmental stability and water supply reliability, and put an end to the cycle of regulations and species listings.

ACWA supports programs and projects that help preserve and improve natural habitats and promote the survival of fish and wildlife....

ACWA recommends that a crisis be declared in the Delta and action taken to implement remedial programs to protect drinking water quality, safeguard Delta fisheries and other wildlife interests, and facilitate voluntary water transfers. Construction of appropriate water transfer facilities must be among the program components.

ACWA urges that additional, environmentally-sensitive projects that can best meet the state's future need for clean and reliable supplies of high quality water be identified, and that progress on their approval and construction be expedited.

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<sup>1</sup> "California Water Shortages: Causes and Effects." August 1994. "California's Water Future: An Overview and Call to Action." July 1991. "Final Comments of the Association of California Water Agencies on the Environmental Protection Agency's Proposed Water Quality Standards for the Bay-Delta." March 1994.

## BAY-DELTA OVERSIGHT COUNCIL<sup>2</sup>

### WATER QUALITY

General Objective: Improve and protect Estuary water quality for all beneficial uses.

#### Specific Objectives

Ensure reliable compliance with current and anticipated urban and agricultural water quality standards at reasonable cost to all affected parties

Provide water quality in the estuarine ecosystem to enhance and sustain both the Estuary's ecological functions and habitat quality for biological resources.

### BIOLOGICAL RESOURCES

General Objective: Improve and sustain biological resources dependent on the estuarine ecosystem.

#### Specific Objectives

Improve conditions in the estuary in order to avoid, eliminate or offset negative adverse impacts on fishery resources caused by water development and other factors.

Preserve, restore or, where those are not possible, simulate an ecosystem that provides for the integrity of biological resources as defined by composition, structure and function.

Improve and sustain habitats and natural communities which support the Estuary's native wildlife and plant resources.

### LEVEE AND CHANNEL MANAGEMENT

General Objective: Improve and maintain a Delta levee and channel system to sustain associated multiple uses.

#### Specific Objectives

Improve the condition and adequacy of Delta levees and channels through physical modification and management approaches that are flexible, effective, economical and environmentally sound.

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<sup>2</sup> "Objectives for a Bay-Delta Solution." Bay-Delta Oversight Council. Adopted April 15, 1994

Decrease the potential for catastrophic effects from earthquake damage to a Delta levee and channel system.

Develop a unified approach with federal, State, regional, and local agencies to manage the multitude of issues that affect a Delta levee and channel system. (Unified planning will address subsidence, habitat values, managing flood stages, etc.

#### WATER SUPPLY AND EXPORT OPERATIONS

General Objective: Improve and protect the availability of water supplies in or dependent on the Estuary for all beneficial uses while considering interrelated water supply needs outside the Estuary. (Instream, area of origin and other upstream needs will be considered.

##### Specific Objective

Improve water supply efficiencies, through both physical and operational measures.

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## CALIFORNIA FARM BUREAU FEDERATION<sup>3</sup>

We further recommend that the choice of delta water transfer and other facilities, and the provisions in the legislation implementing such facilities, should include, but not be limited to, the assurance of protection of vested water rights, the assured provision for all beneficial requirements of areas of origin, the assured provision of water quality and water supply needed to sustain historical delta agricultural crop yields and crop diversity, the protection of agricultural lands from seepage and erosion damage caused by conveyance of higher than natural flows, adequate provisions to provide water needed to meet the beneficial needs of all areas of the state, and provision that water should be transported by one of the least damaging conveyance system practical both in construction and operation.

The state of California should meet its obligations to furnish surplus water of Northern California to diversion points in the Sacramento-San Joaquin Delta, as a point of distribution to areas of deficiency.

It should be the state's obligation ... to provide and maintain a sufficient regulated quantity of water in the delta to assist in flood control and ensure the maintenance of water quality.

The future of the water supply to agriculture in the delta has been placed in jeopardy by the pumping of large quantities of water from the area by the state and Bureau of Reclamation during periods of low inflow into the delta, extreme tidal conditions, and the absence of adequate control facilities... We request Bureau of Reclamation and the California Department of Water Resources to limit and regulate the pumping of water by their respective facilities to as to protect (1) the agricultural industry in the area from damage, and (2) the water rights of the people in the area.

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<sup>3</sup> "California Farm Bureau Resolutions." 1995

CALIFORNIA STATE ASSOCIATION OF COUNTIES<sup>4</sup>

...In relation to any water project, counties support the statutory protection of counties of origin and watershed area.

Counties support the incorporation of appropriate recreational facilities into all water conservation and development projects to the maximum feasible extent.

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<sup>4</sup> Water Resources Management Policies. Date?

## CALIFORNIA WATER 2000<sup>5</sup>

Construct water banking facilities and improve through-Delta transfer of exports by implementing the South Delta Water Management Program, installing additional pumps, building Los Banos Grandes Reservoir, and developing the underground Kern Water Bank.

Alter export pumping schedule to reduce reverse flows and minimize environmental damage. Using water banking facilities, capture surplus water during wet months and reduce pumping during spring spawning periods and dry summer months.

Continue reconstruction and maintenance of Delta levees to ensure seismic safety and security of the water supply.

Reduce drainage contamination of the San Joaquin River.

Enact a statute that protects all reasonable and beneficial uses of the Bay-Delta Estuary.

Incorporate area-of-origin and county-of-origin law into the Constitution.

Require that the SWRCB adopt adequate and complete water quality standards for the Delta and Bay before new water banking facilities are operated to increase exports. New standards should at least include increased spring outflow, reduced pumping in critical months, appropriate temperature controls, and improved salinity objectives.

Preserve existing Bay-Delta wetlands and develop programs to restore or expand wetland habitat.

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<sup>5</sup> "California Water 2000: An Action Plan to Meet California's Future Water Needs." Endorsed by Supervisors Sunne McPeak, John Flynn, Al Aramburu, Paul Battisti, William Carroll, Osby Davis, Rod Diridon, Mary Griffin, Dianne McKenna, Tom Nolan, Tom Powers, Tom Torlakson, Warren Widener; Councilmember Richard Spees, Bay Area Economic Forum, Committee for Water Policy Consensus. 1991

## CENTRAL VALLEY HABITAT JOINT VENTURE<sup>6</sup>

Goal: Protect, maintain, improve, and restore habitat to increase waterfowl populations to desired levels in the Central Valley of California consistent with other objectives of the NAWMP

Protect 80,000 additional acres of existing wetlands through acquisition of fee-title or perpetual conservation easements.

Secure an incremental firm 402,450 acre-foot water supply that is of suitable quality and is delivered in a timely manner for use by the NWR's, State WA's, and the GRCD.

Secure CVP power for NWR's, State WA's GRCD, and other public and private lands dedicated to wetland management.

Increases wetland areas by 120,000 acres and protect these wetlands in perpetuity by acquisition of fee-title or conservation easements.

Enhance waterfowl wetland habitats on 291,555 acres of public and private lands.

Enhance waterfowl habitat on 443,000 acres of agricultural land.

[sub objectives for the Delta area listed in the document]

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<sup>6</sup> "California Valley Habitat Joint Venture Implementation Plan: A Component of the North American Waterfowl Management Plan." February 1990. California Waterfowl Association, Defenders of Wildlife, Ducks Unlimited, National Audubon Society, The Nature Conservancy, Waterfowl Habitat Owners Alliance, California Department of Fish and Game, Trust for Public Lands, US Fish and Wildlife Service.

## COMMITTEE FOR WATER POLICY CONSENSUS<sup>7</sup>

Support of San Francisco Bay-Sacramento-San Joaquin estuarine system water quality standards...

Support of fish screening improvements, including improvements at Clifton Court Forebay.

...no drainage discharge into the Bay/Delta estuary which has an adverse impact on the receiving waters...

Strengthen area of origin protection by requiring adequate and enforceable reservation of water within the basin necessary to meet future in-basing needs.

Support implementation of an integrated program of rehabilitation and maintenance of Delta levees, involving federal, state, local and user interests, with the costs and responsibilities to be fairly allocated among the beneficiaries of such a program.

...deterioration of the San Francisco Bay/Delta estuarine system must be stopped. To accomplish this, support of environmentally sound measures where feasible, exclusive of new export pumps and new channels, to improve water circulation within the Delta for the primary purpose of reducing the damage to fisheries and to Delta water quality which is now caused by the operations of water projects.

Support of water quality standards adequate to protect public health in importing areas as priority at least equal in status to support of San Francisco Bay/Delta estuary water standards.

Support of development of water supply to meet present and future needs.

Ensure the safety of groundwater supplies by preventing contamination.

Protect the long-term viability of rivers and stream for in-stream uses, such as fishing, recreation and aesthetics.

Proposals for additional water supply facilities should give adequate consideration to water quality and public health aspects of the water supply, bearing in mind the cost-effectiveness of developing water treatment facilities in importing areas.

The water quality of the San Joaquin River as well as all other Delta water supplies must

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<sup>7</sup> "Bay/Delta Protection Policies", "Development Needs Policies", "Ground and Surface Water Management Policies", "San Joaquin Drainage Policies." Committee For Water Policy Consensus, 1983. "Position on the State Water Resources Control Board's Hearing Process on Water Quality Control and Water Rights Issues Relative to the San Francisco Bay/Sacramento-San Joaquin Delta Estuary." 1986

be protected from adverse impacts of salts and toxic pollutants entering from surface and subsurface drainage and any other sources of contamination. In any solution, beneficial uses of the San Joaquin River must be protected.

The SWRCB should improve existing Sacramento River standards and promptly establish and implement San Joaquin River and south Delta quality and flow standards... these standards also should protect water quality and water rights throughout all river and delta channels from adverse impacts of drainage water.

In recognition of the public benefits provided by wetlands, public agencies (consistent with their statutory and constitutional responsibilities), and private interests should generally:

Encourage a long-term net increase in wetlands acreage, values, and functions by providing incentives for the acquisition, protection, creation and enhancement of wetlands.

Delta levee rehabilitation and maintenance (involving federal, state, local and user interests, with the costs and responsibilities fairly allocated among the beneficiaries).

Prevention of damaging seepage along the Sacramento River banks.

The unexpected and severe decline in the state's Striped Bass Index to the lowest level ever in its history is a prime example of the inadequacy of the present standards. Additional examples include declines in other commercial and recreational fishing catches and increased flow-related toxicity residence times. The D 1485 standards area incomplete because there are no standards for San Francisco Bay. Also, the standards are incomplete in that they do not deal with timing and quantity issues involving water exports from the Delta, issues that should incorporate a pumping and reservoir release schedule to minimize adverse impacts at critical times to water quality and fishery resources, particular during the spawning season.

The SWRCB should set standards to protect all reasonable and beneficial uses of the Bay-Delta estuarine system, including but not limited to:

Municipal and industrial

Agriculture

Fish, wildlife, and ecological integrity of the estuary, including:

Fish migration, spawning and survival

Ocean commercial and sport fishing

Estuarine and wildlife habitat/wetlands preservation

Shellfish harvesting

Preservation of rare and endangered species

Recreation - water contact and non-contact water recreation

Navigation

The SWRCB should set standards for San Francisco Bay, recognizing that the Board has

a legal obligation to ensure adequate freshwater flow to the Bay. The decline of fish and wildlife resources provides evidence of the freshwater flow needs of the Bay-Delta system.

Adequate freshwater inflow to the Bay-System is necessary to create and maintain the estuarine habitat values required for fish migration and spawning, to prevent salt intrusion, to provide mixing (particularly in the entrapment zone), to maintain proper temperature, to maintain diverse and important wetland habitats, and to remove residual pollutants that cannot be eliminated by treatment or source management.

It is recognized that all reasonable and beneficial uses of water in California must be taken into account and that safe drinking water should have the highest priority.

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## DELTA PROTECTION COMMISSION<sup>8</sup>

### Environment

**Goal:** Preserve and protect the natural resources of the Delta, including soils. Promote protection of remnants of riparian habitat. Promote seasonal flooding and agriculture practices on agricultural lands to maximize wildlife use of the hundreds of thousands of acres of lands in the Delta. Promote levee maintenance and rehabilitation to preserve the land areas and channel configurations in the Delta.

### Utilities and Infrastructure

**Goal:** Protect the Delta from excessive construction of utilities and infrastructure facilities, including those that support uses and development outside the Delta. Where construction of new utility and infrastructure facilities is appropriate, ensure the impacts of such new construction on the integrity of levees, wildlife, and agriculture are minimized.

### Land Use

**Goals:** Protect the unique character and qualities of the Primary Zone by preserving the cultural heritage and strong agricultural base of the Primary Zone. Direct new residential, commercial, and industrial development within the existing communities as currently designated and where appropriate services are available.

### Agriculture

**Goal:** To support long-term viability of commercial agriculture and to discourage inappropriate development of agricultural lands.

### Water

**Goal:** Protect long-term water quality in the Delta for agriculture, municipal, industrial, water-contact recreation, and fish and wildlife habitat uses, as well as all other designated beneficial uses.

### Recreation and Access

**Goal:** To promote continued recreational use of the land and waters of the Delta; to ensure that needed facilities that allow such uses are constructed, maintained, and supervised; to protect landowners from unauthorized recreational uses on private lands; and to maximize dwindling public funds for recreation by promoting public-private partnerships and multiple use of Delta lands.

### Levees

**Goal:** Support the improvement and long-term maintenance of Delta levees by coordinating permit reviews and guidelines for levee maintenance. Develop a long-term funding program for levee maintenance. Protect levees in emergency situations. Give levee rehabilitation and maintenance the priority over other uses of levee areas.

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<sup>8</sup> Statement of Delta Protection Commission Policies. Date Unknown.

## LEAGUE OF CALIFORNIA CITIES<sup>9</sup>

Protection of the quality and integrity of surface and groundwater resources is fundamental to the health and welfare of California and all its citizens.

Protection of the long-term viability of rivers and streams for instream uses such as fishing, recreation and aesthetics is vital

Solving the water quality, levee stability and fishery problems in the Sacramento-San Joaquin Delta is a primary step in developing any plan to meet the state water needs.

Drainage problems related to California's irrigated agriculture should be recognized as a severe problem which needs to be addressed.

Protection and maintenance of high-quality water standards and objectives throughout California should be supported, as a first priority. Surface and groundwater should be protected from contamination, even when treatment methods are available to meet drinking water standards.

Adequate water quality requirements for wastewater discharge into surface water and groundwater to safeguard public health should be supported.

The importance of water quality of bays, estuaries, groundwater, and other bodies of water, including the problem of salt intrusion should be recognized.

Protection, as well as enhancement where practicable, of Delta water quality, while providing adequate future supplies for all segments of the state should be required.

Standards balancing protection of all beneficial uses of Bay-Delta water, including water flowing into or exported from the Delta, must be adopted by the State Water Resources Control Board and enforced to protect the environmental health of the Bay-Delta system. Pollution from point and non-point sources into the Bay and Delta shall be controlled as stringently as practicable.

Ultimate reasonable and beneficial water needs of all areas of origin should be assured. State law should continue to provide that only water surplus to the reasonable and beneficial needs of the areas of origin may be exported.

Areas of origin protections should apply to all water sources, including groundwater.

Reasonable and beneficial water needs of the areas of origin should include instream needs or uses, including recreation and sediment flushing.

Conveyance facilities, including, but not limited to the Sacramento River, whether man-

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<sup>9</sup> Water Policy Statement. League of California Cities. Adopted October 1987.

made or natural, should be constructed and/or operated to minimize seepage and erosion problems. They should be constructed to mitigate these problems and other adverse impacts on adjacent lands.

Erosion control projects should be encouraged along river banks to protect adjacent lands from flood or other erosive flows provided any adverse impacts on fish and wildlife habitat are mitigated.

Conveyance of water across the Delta should be through existing channels wherever possible. Delta transfer system improvements should be constructed and operated so as to minimize or if possible eliminate reverse flows in the lower San Joaquin River.

Additional water storage may require increased channel and pumping capacity in the Delta transfer system. Improvement of existing channels in the Delta, construction of Delta facilities, and the development of water storage should be designed to conserve additional waters, improve water quality for both export and local use, and increase the flexibility of the state and federal water projects, and also to decrease adverse impacts on fish and wildlife resources.

Implementation of an integrated program of rehabilitation and maintenance of Delta levees, involving federal, state, local and user interests for the purposes of protecting the islands, waterways and other features, including but not limited to highways, railways, water conduits, natural gas storage, etc., should be supported. Costs and responsibilities should be fairly allocated among beneficiaries of such a program.

Responsible local land use planning and regulation of flood prone areas is essential.

The SWRCB, through the regulatory process of its Regional Boards, should ensure the highest possible quality and safety of groundwater by preventing contamination from point and non-point sources, especially for usable water.

Protection, maintenance, and restoration of fish and wildlife habitat and resources and their beneficial uses including recreational and commercial uses should be supported. Where feasible, enhancement of fish and wildlife habitats should be provided.

Adequate flows to protect existing ecological instream uses should be supported.

Finding long-term, safe and environmentally acceptable solutions to agricultural drainage problems is essential and in the public interest. Environmentally safe drainage for agricultural lands must be part of current and future agricultural water project planning and implementation.

Finding safe and environmentally acceptable solutions to problems caused by urban runoff and drainage from non-point sources, such as storm and dry weather flows, is essential and in the public interest.

Similarly, finding safe and environmentally acceptable solutions to other drainage and

run-off problems, such as those caused by mining, dairying and forest practices, is essential and in the public interest.

Water development projects should minimize adverse impacts to existing recreational uses, and provide new recreational opportunities where feasible.

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LEAGUE OF WOMEN VOTERS OF CALIFORNIA<sup>10</sup>

Reserve stream flows for protection of fish and wildlife habitat and other instream uses.

Protection of the Sacramento San Joaquin Delta and San Francisco Bay Estuary ecosystem. Support of measures that:

Require federal and state entities to abide by high water quality standards

Set limits on the amount of water to be exported through or around the Delta.

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<sup>10</sup> League of Women Voters Water Policy. Date unknown

## METROPOLITAN WATER DISTRICT OF SOUTHERN CALIFORNIA

Ecosystem approach to environmental restoration

Long-term certainty for regulatory measures which impact water supply reliability

Metropolitan will meet %100 of full service wholesale water demands 90% of the time, and never provide less than 80% of full service wholesale demands. (May 30)

Source Water Quality Protection Policy: Support federal and state legislative and regulatory proposals to establish source water quality protection programs that are consistent with the following principles:

- o Provide water quality protection for surface water bodies and groundwater basins designated as public drinking water supplies; most importantly protection from sources of drinking water pollutants;
- o Protect potential future uses of water bodies as drinking water supplies

Fisheries: A variety of important factors, including the operation of literally hundreds of large and small water projects throughout the Bay-Delta watershed, have contributed to a significant decline in some Bay-Delta fisheries and other environmental resources.

Drinking Water Quality: The poor source quality of Delta water (which provides drinking water for 2 out of 3 Californians) poses significant drinking water quality concerns, which can result in substantial increases in water rates to pay for costly treatment technologies.

Water Transfer Constraints: Increasing environmental constraints and recent court decision affecting water project operations make it increasingly difficult to maintain a viable market for voluntary water transfers, and increasingly important water management tool in California and other western States.

Natural Disasters. Because California's water supply system must rely on unstable peat levees in the Delta to guide water supplies to their ultimate use, the State's water conveyance infrastructure is at risk during earthquakes or other natural disasters.

## NORTHERN CALIFORNIA WATER ASSOCIATION<sup>11</sup>

Promote the economic, social and environmental viability of Northern California by enhancing and preserving the water rights and supplies of our members.

Protect and restore wildlife habitat in the Sacramento Valley.

NCWA is supportive of water quality standards for the Bay-Delta. We do, however, encourage the Board to develop a comprehensive plan and enlist the assistance of other state agencies so that the Board's action seeks to address all of the factors which significantly impact the fish and wildlife resources of the estuary. It is a complex problem that can not be resolved solely by increased outflow. Additionally, we recommend when the Board moves to the next phase and begins work on an implementation plan, that it does so consistent with all relevant State laws, including the area of origin and watershed protection statutes.

We believe that the virtual elimination of rice pesticide residues in the Delta and in much of the Sacramento River, has effectively eliminated potential adverse effects for Delta fisheries from rice pesticide residues.

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<sup>11</sup> "NCWA Facts." "Comments by the Northern California Water Association on Water Quality Standards for the San Francisco Bay/ Sacramento-San Joaquin Delta Estuary. July 13, 1994

## RESTORING THE BAY<sup>12</sup>

Maintain and restore wildlife and fish populations

Protect and restore wetlands and creeks

Develop an environmentally sound dredging and dredged material disposal program.

Improve the Bay's water quality by reducing toxics

Guarantee an adequate fresh water supply to the Bay-Delta Estuary

Require that regional planning (including land use and transportation and other infrastructure) respect the need for a protected and restored Bay

Maximize open space and encourage environmentally sensitive public access and recreational opportunities along the shoreline.

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<sup>12</sup> "Restoring the Bay". Citizen's Alliance to Restore the Estuary. 1990?

## SAN FRANCISCO ESTUARY PROJECT

### Aquatic Resources

Stem and reverse the decline in the health and abundance of estuarine biota (indigenous and /desirable non-indigenous), with an emphasis on natural production

Restore healthy estuarine habitat conditions to the Bay-Delta, taking into consideration all beneficial uses of Bay-Delta resources

Ensure the survival and recovery of listed and candidate threatened and endangered species, as well as other species in decline.

Optimally manage the fish and wildlife resources of the Estuary to achieve the purpose of the goals stated above.

### WILDLIFE

Stem and reverse the decline of estuarine plants and animals and the habitat on which they depend.

Ensure the survival and recovery of listed and candidate threatened and endangered species as well as special status species.

Optimally manage and monitor the wildlife resources of the Estuary.

### WETLANDS

Protect and manage existing wetlands

Restore and enhance the ecological productivity and habitat values of wetlands.

Expedite a significant increase in the quantity and quality of wetlands

Educate the public about the values of wetland resources.

### WATER USE

Develop and implement aggressive water management measures to increase freshwater availability to the Estuary.

### POLLUTION PREVENTION AND REDUCTION

Promote mechanisms to prevent pollution at its source

Where pollution prevention is not possible, control and reduce pollutants entering the Estuary.

Clean up toxic pollution throughout the Estuary.

Protect against toxic effects, including bioaccumulation and toxic sediment accumulation.

#### DREDGING AND WATERWAY MODIFICATION

Eliminate unnecessary dredging activities

Maximize the use of dredged material as a resource

Conduct dredging activities in an environmentally sound fashion

Adopt a Sediment Management Strategy for dredging and waterway modification

Manage modification of waterways to avoid or offset the adverse impacts of dredging, flood control, channelization, and shoreline development and protection projects.

#### LAND USE

Establish and implement land use and transportation patterns and practices that protect, enhance, and restore the Estuary's open waters, adjacent wetlands, adjacent essential uplands habitat, and tributary waterways.

Coordinate and improve planning, regulatory, and development programs of local, regional, state, and federal agencies to improve the health of the Estuary.

Adopt and utilize land use policies that provide incentives for more active participation by the private sector in cooperative efforts that protect and improve the Estuary.

#### PUBLIC INVOLVEMENT AND EDUCATION

Build public understanding of the value of the Estuary's natural resources and the need to restore, protect, and maintain a healthy Estuary for future generations.

Increase public involvement in the ongoing stewardship of the Estuary.

#### RESEARCH AND MONITORING

Improve the scientific basis for managing natural resources within the Estuary through an effective monitoring and research program.

# SIERRA CLUB CALIFORNIA

## I. FUNDAMENTAL GOALS

### A. PRESERVE AND RESTORE NATURALLY FUNCTIONING, BIODIVERSE, AND PRODUCTIVE AQUATIC ECOSYSTEMS THROUGHOUT CALIFORNIA

- A.1 Secure water supplies adequate to preserve and restore aquatic ecosystems.<sup>14</sup>
- A.2 Secure water quality adequate to preserve and restore aquatic ecosystems.<sup>15</sup>
- A.3 Preserve and restore the physical substratum needed for aquatic ecosystems.<sup>16</sup>
- A.4 Restore populations of rare, endangered and native species.
- A.5 Protect aquatic ecosystems from human-caused disruption.<sup>17</sup>

### B. DEVELOP A SUSTAINABLE RELATIONSHIP BETWEEN PEOPLE AND THE AQUATIC ENVIRONMENT TO MEET THE NEEDS OF EACH.<sup>18</sup>

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<sup>13</sup> Ecosystems are relatively closed communities of species interacting with one another and with their habitat. Aquatic ecosystems include rivers, streams, creeks, lakes, bays, estuaries, riparian areas and many kinds of wetlands. Preservation means protecting existing desirable ecosystems from degradation. Restoration means reestablishing desirable ecosystems.

In general, ecosystem and habitat goals should be based upon the preservation and restoration of conditions and ecosystems existing before the major disruptions of the 19th century. Native species should be favored over non natives, but not at the cost of environmental integrity (non natives are frequently an integral part of the ecosystem and cannot be disentangled). Obviously, full restoration will often be impossible.

<sup>14</sup> River flows carry nutrients, transport fish, attract spawning fish, affect water temperature, dilute and flush pollutants, carry silt, and rebel ocean salinity. Reliable supplies are also needed for wetland habitat. Flow needs differ over varying time scales. Flow needs can be short term (e.g., pulses for fish transport, flushing or siltation), seasonal (e.g., high spring flows help estuarine fish), and multi-year (e.g., the Delta smelt lives only one year and could be extinguished by a succession of low flow years).

<sup>15</sup> Problems include urban and agricultural pollution, leaching from mining operations, improper temperatures and salinities, etc.

<sup>16</sup> The physical substratum includes gravel beds for spawning salmon, the presence of shallow water for estuarine fish, clear migratory paths, and generally adequate size (a system must be large enough in area and volume to form a self-sustaining unit). For example, dams have greatly reduced the amount of spawning habitat for salmon. Therefore, if the dams cannot be removed, spawning habitat below the dams should be protected, expanded and enhanced.

<sup>17</sup> Human-caused disruptions include: losses of fish, eggs and larvae into diversions, disruptions of flow patterns due to diversions, losses due to commercial and recreational fishing, poaching, the introduction of exotic species, and the negative impacts of hatcheries (which can reduce genetic diversity, lead to disease, and otherwise degrade the native stock).

<sup>18</sup> Potential conflicts exist between ecosystem preservation and restoration, species preservation and restoration, and human needs. For example, protection of an endangered species could harm other species. Restoration efforts could involve environmental damage. The acquisition of safe drinking water for humans could have negative environmental impacts.

Preservation of endangered species is the first priority. However, a solution which protects one species while threatening others or which degrades an ecosystem is not acceptable except for short periods.

- B.1 Convince individuals and organizations to use water in ways that promote environmental quality.
- B.2 Adapt water use, pollution control, land use and other social and economic patterns to reduce and avoid conflicts with environmental needs.
- B.3 Reform institutional structures so that a sustainable relationship between people and the environment becomes the basis of water management planning.
- B.4 Secure reliable, affordable, high quality water supplies for fundamental human and economic needs.
- B.5 Protect and expand environmentally sensitive recreational opportunities.
- B.6 Convince individuals and organizations to act in ways which do not degrade water quality.
- B.7 Protect our valuable farmlands.

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When conflicts arise between the goals of preservation and restoration of ecosystems, preservation of existing ecosystems will take priority unless the restoration programs 1) are designed to minimize environmental damage, 2) provide significantly more environmental benefits than damage, and 3) do not stress endangered species overall.

The water needs of the aquatic ecosystem and humans are intertwined. Water management proposals to protect the aquatic environment should take into account fundamental human needs. Thus, the need for an adequate, safe water supply -- for personal use and to support the economy -- is legitimate. But human activity may also need to be modified to avoid conflict with the goals of environmental preservation and restoration. Conflicts between fundamental human needs and environmental needs will be dealt with case by case.

SOUTHERN CALIFORNIA WATER COMMITTEE<sup>19</sup>

[E]nsure an adequate, reliable, high-quality water supply statewide by maximizing California's water resources for the benefit of current and future generations.

Goal: establish new sources of reliable long-term supplies, which includes the timely completion of the State Water Project -- if necessary, to supplement existing supplies, while recognizing the need to protect the water quality of the Sacramento/San Joaquin Delta.

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<sup>19</sup> "Fact Sheet." "More About the SCWC." Southern California Water Committee. 1995?

## MATRIX COMMITTEE OF THE STAKEHOLDERS GROUP<sup>20</sup>

Mission: To establish, implement, and maintain a comprehensive Bay-Delta management effort that meets the needs of urban and agricultural water users, enhances the system's resistance to failure due to natural disasters, and provides for restoration of healthy, resilient, and sustainable native habitats and biological communities.

Goal: Ecological Restoration. Preserve, restore, or where these are not possible, simulate key structural and functional ecosystem characteristics, in order to promote and maintain the dynamic integrity, long-term stability, and resilience of the Bay-Delta ecosystem.

Reconstruct key geomorphic elements of the system.

Restore natural balance and connectivity of habitat types

Restore balanced self-sustaining biological communities of indigenous species and their habitats

Restore environmentally acceptable water quality conditions

Restore natural soil conditions in the watershed

Restore natural hydrological patterns

Restore natural transport mechanisms and patterns of organisms, nutrients, and sediments throughout the system

Restore floodwater exchange and retention processes

Restore natural patterns and mechanisms of nutrient cycling and energy flow.

Restore and maintain desirable levels of biological activity

Restore natural patterns and mechanisms of waste detoxification

Avoid, eliminate, reduce, or offset human-induced impacts on biological resources and processes.

Restore and maintain selected wild fish and waterfowl populations to levels which will better support sustainable commercial and recreational fisheries and hunting activities.

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<sup>20</sup> "Matrix Committee Strawman Draft". Produced by the Matrix Committee of the Stakeholder Group. June 1995. The document has not been endorsed by any organization, nor by the Stakeholder Group.

Within the framework of an ecosystems management approach, develop flexible mechanisms to reduce the threat of species extinctions.

**Objective: Water supply management.** Pursue a balance approach to meeting current and projected urban and agricultural water service needs by developing and implementing cost-effective water management options for yield enhancement and conservation/demand management.

Enhance management options and strategies for water supply management

Provide high reliability in deliveries to customers, to promote and sustain economic health.

Provide for predictable levels of supply under the full range of hydrological conditions.

Develop efficient, cost-effective, balanced, yield enhancement/conservation and demand management programs.

**Goal: Water Quality management.** Ensure water quality adequate to meet agricultural, urban, and environmental needs, with special emphasis on meeting drinking water regulations 100% of the time and at reasonable cost.

Ensure full compliance with current and future water quality standards at reasonable cost to all effected parties.

Provide water quality in the aquatic ecosystem to enhance and sustain ecosystem functions and habitat quality.

Improve overall water quality and the consistency of source water quality at drinking water diversions.

Reduce impacts on Delta water quality caused by agricultural, industrial, mining, and other point and non-point pollution sources in the watershed to enhance water quality for all beneficial uses.

Reduce the risk of major toxic spills into the water of the Bay-Delta ecosystem.

**Goal. Natural Disaster management.** Reduce the potential for foreseeable natural events such as flood and earthquake to adversely impacts the Bay-Delta system, the accomplishment of other Bay-Delta environmental and water management objectives, and the beneficial uses of Bay-Delta resources

Enhance disaster response programs to prevent or reduce the impacts of flood and earthquake disasters.

Enhance the ability of physical infrastructure and facilities to withstand the impacts

of, and recover from , flood, earthquake, and other natural disasters, reducing the potential for such events to cause significant damage to lands, operations, and facilities.

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## STATE WATER CONTRACTORS<sup>21</sup>

The timely completion of the project facilities defined in the respective contracts for water supply between the members of this Corporation and the State of California.

To assure proper and effective operation of the State Water Project

To protect and acquire the water rights needed for the delivery of water through the State Water Project.

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## THE THREE WAY PROCESS

### Goals and Objectives

- 1 Restore a diverse and stable riverine/estuarine ecosystem in the Sacramento-San Joaquin watershed. This includes action to:

- increase fish populations
- restore endangered species dependent on freshwater flow
- restore wetlands

- 2 Meet urban water needs (both quantity and quality) in a reliable and cost effective way. Methods to accomplish this goal include:

- conservation, reclamation, as well as treatment and best available supplies
- development of environmentally sound storage and transfer facilities and projects

- 3 Preserve a viable and stable agricultural economy by protecting agricultural land resources and providing reliable supplies of irrigation water to maintain agricultural production at historic levels. Methods to accomplish this goal include:

- ensuring that current levels of agricultural production are not constrained inadequate water supplies

- protection of groundwater resources and correction of overdraft problems through the development of transportation facilities to improve the conjunctive use of surface and groundwater and through effective regional water management practices.

- Development of effective locally based agricultural water conservation and management programs to optimize agricultural water use.