

DRAFT WORKPLAN

PROCESS FOR DEVELOPING A SHORT-LIST OF COMPREHENSIVE ALTERNATIVE PACKAGES

**FOR PRESENTATION TO THE BAY-DELTA STAKEHOLDERS
BY THE MATRIX TEAM**

MAY 3, 1995

Revised 5/31/95

FOREWORD

This is a preliminary second draft workplan prepared by the Matrix Group of the Stakeholders. It reflects comments received through May 1995.

~~Please consider this an early working product, the entirety of which is subject to lengthy discussion and change.~~

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DRAFT WORKPLAN

Background and Purpose

In the June 1994 Framework Agreement, state and federal resource agencies (CALFED) agreed to coordinate "development of a long-term solution to fish and wildlife, water supply reliability, flood control, and water quality problems in the Bay-Delta Estuary." CALFED's long-term planning process is now underway under the direction of Program Manager Lester Snow.

In December 1994, state and federal resource agencies along with several major "Stakeholder" interests including environmental, agricultural, and urban entities- (currently denoted as "Stakeholders") signed an historic accord on management of the Bay-Delta ecosystem. Commencing in 1998, a comprehensive plan will be needed to augment and supersede the December accord. The Stakeholders have committed to work with CALFED and others to develop such a plan.

Last month, the Stakeholders launched an effort to build consensus on a long-range Bay-Delta management plan. One such effort is creation of the The "Matrix Group" which has been was charged with formulating a proposal for a detailed process for generating and evaluating long-term planning options. The goal, as stated in the Stakeholders' The Statement of Purpose¹ (Appendix Attachment A) sets forth a key feature of this effort: the creation of a is-a "short-list" of feasible planning Alternatives by the end of 1995.

Approach and Principles

The Stakeholders intend to provide recommendations to CALFED through the public input process. The Matrix Group recommends that the Stakeholders use the following principles as "ground rules" governing each entity's participation in the matrix process:

- Observe CALFED's role: CALFED is expected to play a formal legal role in preparing an EIS/EIR for a Bay/Delta management plan. In this context, the Stakeholders are one of many sectors of the interested public that will provide input to CALFED. This fact creates some important distinctions to note. For example, CALFED's fact-finding and decision-making forums will be formal elements of its Scoping process. By contrast, the Stakeholders' will function through a forums will be informal workshops to obtain grassroots effort sentiment and seek to build consensus among a significant segment of the interested public. ThereforeIn general, joint studies and joint activities directly between CALFED and the Stakeholders will be inappropriate; CALFED must conduct its work in a manner giving each interested party a similar right of access to its process.

¹ Adopted at Stakeholders Steering Committee meeting on DATE, 1995

However, the Stakeholders will attempt to actively coordinate generation of their analytic work-product to meet the schedule of CALFED's public input process. Stakeholder input to the Bay-Delta Advisory Committee (BDAC) will be a valuable means of coordination with CALFED.

- Commitment to mutual needs: Solutions must meet the vital needs of each interested and affected party in the Bay/Delta system. For example, each of the Stakeholder participants will commit to urban-interests should paying as much attention to factors affecting other participants' agricultural and environmental requirements as they do their own to urban-needs. The development of comprehensive solutions which address not only the Stakeholders' interests, but those not participating with this group Recreational and in-Delta concerns must receive full consideration. This approach will assist in the expeditious completion of the NEPA/CEQA process and is an essential condition for broad support of any adopted plan.
- Broad view of alternatives: The Stakeholders' scope of inquiry should not be restricted, but rather should be large enough and creative enough to discover the best overall set of potential solutions overall best solution. The Stakeholders also should support a NEPA/CEQA process that is iterative and dynamic, allowing for the best overall solution to emerge at the completion of the process. Because the Matrix process will be consensus-driven, alternative views or dissenting opinions will be discussed and resolved openly. Nevertheless, particular Stakeholder parties may wish to adopt "concurring opinions" on various issues, giving them the opportunity to express unique perspectives or interpretations.
- Use of expert opinion: The matrix process will yield planning options based on expert opinion, scientific modeling, and data-gathering. It is expected that the Stakeholders will share with each other the results of their individual modeling efforts and consulting reports. However, formal cost-sharing probably will be impractical. In commissioning consulting studies, the The individual Stakeholders should try to avoid duplicating studies that CALFED or other entities will perform. Rather, the Stakeholders should concentrate on areas of interest that other such studies will not address and that hence will add to the efforts of CALFED and others, in commissioning consulting studies, should be aware that CALFED may be performing similar studies and may wish to avoid redundant work.
- Obtaining grass roots support: ~~In order to build consensus, the Stakeholders commit to expending best efforts to gain support from the constituencies they represent.~~
- Furtherance Support for implementation of the December 15 Accord: Stakeholders will pursue all efforts to maintain the momentum created by of the December 15 accord and to monitor and evaluate the effectiveness of the

~~measures contained in the accord, test hypotheses regarding non-outflow-related strategies.~~

Organization-Subcommittee

The process of developing objectives and alternatives will necessarily involve substantial "sub-committee" work of a technical nature. The Matrix Team recommends that it join with the Stakeholders' Organization Core Team² to consider the designation of Issue Advisory Sub-Committees (IAGs) (ISCs) from among the Stakeholders. The need for particular ISCs will be based on the actual technical issues arising from the Stakeholders' discussion of objectives, strategies, and alternatives. ~~These IAG ISCs would analyze particular aspects of the long-range management plan for report back to the Matrix or Organization Team or Stakeholders. IAGs might include:~~

The sorts of issues which may be anticipated are:

- Ecosystem restoration/enhancement and protection (including institutional aspects)
- Water-supply reliability
- Drinking-water quality
- Minimizing risk of natural disaster impacts
- Funding and financing
- Legal and institutional
- External affairs and public outreach

~~This topic needs additional discussion among the Stakeholders.~~

Process for Developing and Evaluating Long-term Planning Options Analytic Framework and Definitions

The Stakeholders will be preparing a "short-list" of comprehensive Alternatives to convey through an appropriate process to CALFED for use in its NEPA/CEQA process. For practical purposes, it will be useful to structure the Stakeholders' input to meet CALFED's process needs. This input will involve the Stakeholders' view of appropriate definitions of Project, Project Purpose, and other terms that are integral to the EIS/EIR process.

² ~~The Organization Team would dissolve after the Matrix process begins in earnest.~~

The Stakeholders' Statement of Purpose (Attachment A) lends itself to the following key definitions. The following are sample definitions for discussion purposes:

- 1) ~~Project~~: The development of a comprehensive Bay-Delta management plan that will meet environmental, urban, and agricultural needs on a long-term basis.²
- 2) Project Purposes: The problems that the Project will address and the goals with respect to these problems. For example, Purposes could include:
 - ~~Ecosystem restoration~~ Ecosystem enhancement and protection.
 - Increased water supply reliability.
 - Maintaining adequate drinking water quality.
 - Minimizing potential impacts of natural disasters.
- 3) Objectives: Factors that will promote achievement of Purposes. Objectives will need to be quantitatively defined and criteria will be needed to direct this quantification. For example, Objectives that would contribute toward the Project Purpose "~~ecosystem restoration~~ ecosystem enhancement and protection" might include:
 - Developing desirable estuarine habitat conditions in the Estuary or elsewhere in the Delta.
 - Quantified increase in spawning habitat in upstream reaches for anadromous fish.
 - Quantified reduction in the direct loss of fish caused by large-scale and small-scale water diversion.
- 4) ~~Measures~~ Strategies and Tools: Specific actions that will help realize one or more Objectives. For example, ~~Strategies~~ Measures to achieve the Objective "developing desirable estuarine habitat conditions in the Estuary or elsewhere in the Delta" could include:
 - Establishment of additional acreages of shallow-water habitat in specified locations in the Suisun Bay or Delta.
 - A detailed schedule for controlling timing and magnitude of export-pumping to establish proper salinity levels in targeted habitat areas.

² The Stakeholders will need to define the geographic reach of the "project." For example, will the area the long-term plan addresses extend to the source of all Bay-Delta tributaries?

The concept of "Strategies Measures and Tools" is intended to loosen the linear logic above and recognize that creative thinking on the "right side" of the Matrix (Measures and Alternatives) will be as important as specifying Purposes and Objectives (the "left side").

- 5) Alternatives: Geographic-specific "Packages" of Strategies Measures and Objectives that, taken as a whole, meet the agreed-upon set of Purposes. Development of meaningful Alternatives will require a process involving Stakeholders and outside experts to comprehensively review integrate the interactions of tools and measures strategies to form a systematic whole, not just a collection of good ideas.
- 6) Evaluation of Alternatives: Evaluate Alternatives' probability of meeting project purposes using an agreed-upon set of criteria.

Process and Schedule

In order to build consensus, the Matrix Group recommends generating Alternatives through a series of workshops, progressing from the Purposes and Objectives (the "left side" of the matrix) to the Measures- Strategies and Alternatives (the "right side" of the matrix). The Matrix Group has scheduled its first a one-day workshop on Purposes, and Objectives, and Measures for May 17 in Sacramento. Additional workshops will be held on Decision support, Alternatives, and Evaluation of Alternative (see schedule).

The preliminary draft schedule (Attachment B) shows the Stakeholders' development of Purposes, Objectives, and Strategies Measures/Tools in the May-June time-frames, followed by local area forums in July and August. The Matrix team's development of Alternatives would commence in June with a second one-day workshop, followed by Stakeholder consideration in July and August, with local forums proceeding in August and September.

As part of its public outreach efforts, the Stakeholders should consider developing a computer-based, interactive graphical display model of the Bay-Delta to make the planning process and consideration of Alternatives accessible to a broad audience. Such a tool would have on-going usefulness in the Stakeholders' public forums and throughout CALFED's NEPA/CEQA process.

Numerous technical issues will require the use of expert opinion and modeling. The Stakeholders and Issue Advisory Sub-Committees will need to decide upon a mutually agreeable approach for integrating expert opinion and modeling. The Matrix Group suggests that the Stakeholders consider Organization-Team review the need for technical advice and that the Organization Core Team recommend the best way to coordinate these activities among the Stakeholders. The In-addition, the Stakeholders will need to coordinate their analytic work-products with the schedule of CALFED's public input process.

Consensus-building will be vital to the ultimate success of the Stakeholder and CALFED processes. Each Stakeholder group should consider conducting local forums to provide information to interested citizens and to receive "grassroots" input. The Matrix Team recommends that a public outreach Issue Advisory Sub-Committee review the best approach to conducting such forums.

The original December 15, 1995 date for generating a "short-list" of Alternatives appears to be too short a schedule to allow for necessary analysis and local consensus-building. The Matrix Team's best estimate today is that a Stakeholders' Report on Consensus Alternative Packages can be produced, with full local coordination by in January or February 1996.

NOTE: Due to the extensive analyses this process will involve and the as-yet undetermined schedule for CALFED's scoping process, the current schedule of Matrix Team activities probably will undergo further revision.

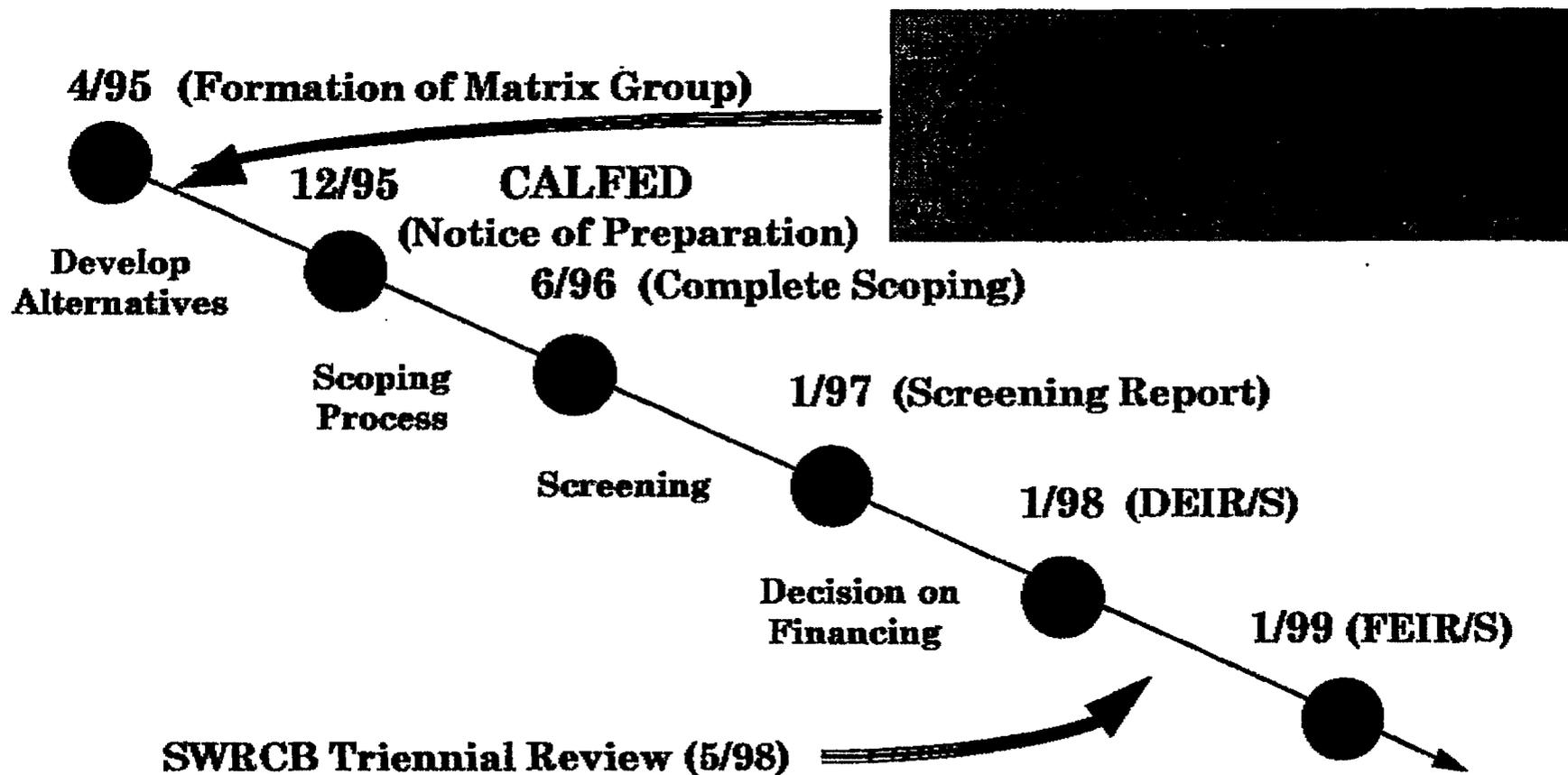
Checklist of Issues Requiring Early Concurrence

This Draft Workplan contains a number of proposals to be considered by the entire Stakeholder group. These matters should be explicitly addressed in a more detailed Issue Paper prepared by the Matrix Team or another Stakeholder committee:

- 1) Working definition of Project, Purposes, Objectives, Measures/Tools, and Alternatives.
- 2) Standard format for Purposes, Objectives, and Alternatives, so that Stakeholders are using a common approach in working toward solutions.
- 3) Coordinating the Stakeholders' analytic work-product with the schedule of CALFED's public input process.
- 4) Creating a computer-based, interactive graphical display model of the Bay-Delta to make the planning processes and evaluation of Alternatives accessible to a broader audience, including local interest groups and elected officials.
- 5) Final working schedule and scope for generating "short-list" of Alternatives for submission to CALFED.

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Illustrative Timetable for Long-Term Management Plan



STAKEHOLDER MATRIX TEAM WORKPLAN – PRELIMINARY DRAFT, 5/30/95

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MAY 30 '95 04:08PM PLANNING & RESC 11TH

E-008435

ID	Task Name	1995												1996			
		Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
1	MATRIX TEAM WORKPLAN																
2	Distribute Draft Workplan to Matrix Group for Comment		◆ 4/27														
3	Receive Matrix Group's Comments on Draft Workplan		◆ 5/1														
4	Present Draft Workplan to Stakeholders for Comment		◆ 5/3														
5	Receive Stakeholder's Comments on Draft Workplan		◆ 5/17														
6	Adopt Workplan at Stakeholder's Meeting (Estimated Date)			◆ 5/31													
7																	
8	PROJECT PURPOSES, OBJECTIVES, & STRATEGIES																
9	Present Project Purp., Obj., Meas./Tools & Criteria Concept to Stakeholders		◆ 5/3														
10	One-Day Workshop on Purposes, Objectives, Strategies, & Criteria		◆ 5/17														
11	Status Report			◆ 5/31													
12	Refinement of One-Day Workshop Results			◆ 5/7													
13	Strawman Report on Purposes, Objectives, & Strategies					◆ 5/25 6/27 @ 1131											
14																	
15	DECISION-SUPPORT TOOLS (SOFTWARE, GRAPHICS)																
16	Present Approach to Stakeholders			◆ 5/31													
17	One-Day Workshop on Available Decision-Support Tools					◆ 7/12											
18	Status Report					◆ 8/1 7/27											
19	Demonstration of Decision-Support Tools																
20	Integration of Objectives & Strategies with Decision-Support Tools																
21																	
22	PROJECT ALTERNATIVES REPORT																
23	Present Alternatives Concept to Stakeholders					◆ 5/25 6/27											

STAKEHOLDER MATRIX TEAM WORKPLAN – PRELIMINARY DRAFT, 5/30/95

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E-008436

MAY 30 '95 04:08PM PLANNING & RESC 11TH

E-008436

ID	Task Name	1995										1996						
		Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	
24	One-Day Workshop on Alternatives				◆ 7/19													
25	Status Report				◆ 8/1	7/27												
26	Strawman Report on Project Alternatives					◆ 8/1												
27	Refinements/Consensus Building on Strawman Report																	
28	Stakeholder's Rpt on Comprehensive Packages of Alternatives																	◆ 2/1
30	ISSUE SUBCOMMITTEES																	
31	(Recommendation to Organization Team for Review)																	
32	Present Issue Subcommittee Concept to Stakeholders					◆ 6/28												
33	Identify Technical Support Needs					◆ 6/28												
34	Identify Issue Subcommittee to be Established					◆ 6/28												
35	Approve Issue Subcommittees					◆ 8/1	7/27											
36	Status Report (Subsequent Reports, as Needed)					◆ 8/1	7/27											
37	ISC Presentations (Subsequent Presentations, as Needed)																	
39	CONSENSUS BUILDING																	
40	(Recommendation to Public Outreach Team for Review)																	
41	Contact Local Forums on Purpose, Objectives, and Strategies Report																	
42	Status Report on Local Forums																	
43	Contact Local Forums on Vision Demonstration Report																	
44	Status Report on Local Forums																	
45	Contact Local Forums on Alternatives Report																	
46	Status Report on Local Forums																	◆ 10/1

