1 2 3 4	THOMAS H. KEELING (SBN 114979) FREEMAN FIRM 1818 Grand Canal Boulevard, Suite 4 Stockton, CA 95207 Telephone: (209) 474-1818 Facsimile: (209) 474-1245 Email: tkeeling@freemanfirm.com		
5 6 7 8 9	J. MARK MYLES (SBN 200823) Office of the County Counsel County of San Joaquin 44 N. San Joaquin Street, Suite 679 Stockton, CA 95202-2931 Telephone: (209) 468-2980 Facsimile: (209) 468-0315 Email: jmyles@sjgov.org		
11 12	[ADDITIONAL COUNSEL LISTED ON FOL	LOWING PAGE]	
13	BEFORE THE		
14	CALIFORNIA STATE WATER RESOURCES CONTROL BOARD		
15 16 17 18	HEARING IN THE MATTER OF CALIFORNIA DEPARTMENT OF WATER RESOURCES AND UNITED STATES BUREAU OF RECLAMATION REQUEST FOR A CHANGE IN POINT OF DIVERSION FOR CALIFORNIA WATER FIX	TESTIMONY OF WILLIAM KIER-Revised (Part 2 Sur-Rebuttal)	
20			
21			
22			
23			
24			
25			
26 27 28			

1	MICHAEL B. JACKSON (SBN 53808) P.O. Box 207
2	75 Court Street
3	Quincy, CA 95971 Telephone: (530) 283-1007
4	Telephone: (530) 283-1007 Facsimile: (530) 283-4999
5	Email: mjatty@sbcglobal.net
6	Attorneys for California Sportfishing Protection Alliance, California Water Impact Network, and AquAlliance
7	
8	
9	
10	
11	
12	
13	
14	
15	
16	
17	
18	
19	
20	
21	
22	
23	
24	
25	
26	
27	
28	

I. INTRODUCTION

My name is Bill Kier. I am a certified fisheries scientist and a member of the American Institute of Fishery Research Biologists.

I began my professional fisheries work in 1957 as a scientific aide on the California Department of Fish and Game's San Francisco Bay-Delta Estuary striped bass and sturgeon life history study. Between 1959 and 1967 I worked for the California Department of Fish and Game, based in Sacramento, as a fisheries scientist, fisheries program manager and as chief of the Department's Water Projects Branch.

From1967 to 1983 I served, first, as the principal committee consultant to the California State Senate committees on Fish and Game, Natural Resources and Water Resources; and, then, following my committee service, as director and principal environmental policy specialist of the Senate Office of Research and Policy Development (Sacramento).

I would like to interject a quick history note here: between early 1964 and December 1966 I was a program advisor, on loan from the Department of Fish and Game, to the newly-created State Resources Agency. My immediate supervisor was Bill Grader who had left his job as executive officer of the North Coast Regional Water Quality Control Board to become what we would now call Deputy Natural Resources Secretary.

Because of our shared interest in salmon conservation - I as a Fish and Game conservation biologist and Bill as a North Coast salmon wholesaler and a State water quality manager - we discussed the need for strengthening the State's water pollution control capabilities and specifically the need to merge the State's water rights allocation and water pollution control functions into a single water quality management agency.

Bill Grader would host and I would serve as informal recorder for meetings that involved Assembly Committee on Water Chair Carley Porter's committee consultant, Ron Robie, and Senate Committee on Water Resources Chair Gordon Cologne's

committee consultant, 'Mickey' Allen, State Water Quality Control Board executive officer Paul Bonderson, the Department of Water Resources' chief counsel and other interested officials to discuss the state's water quality management future.

By mid-1966 we had captured our ideas in a Legislative Counsel's draft bill to create the State Water Resources Control Board. That draft, after wide circulation among the State's interested agencies and affected parties, became the SWRCB's organic act, adopted by the Legislature and signed into law in the summer of 1967 by Governor Ronald Reagan.

Throughout our discussions at the Agency and the Legislature's 1967 deliberations, protection of the health of the San Francisco Bay-Delta Estuary was of paramount concern. My work as a consultant has taken me to the Pacific Northwest, Alaska, the Gulf of Maine, to France's Loire River and the coastal estuaries of eastern Australia but I have continued to follow San Francisco Bay-Delta Estuary conditions closely over the 50-plus years since creation of the State agency that we entrusted with the Estuary's health.

Since 1986 I have served as developer and principal of Kier Associates, Fisheries and Watershed Professionals, now headquartered in San Rafael.

Prior to my service as science advisor to the Institute for Fisheries Resources, I served as one of the founding directors of that 501(c)(3) public service research organization.

My responsibilities at Kier Associates have evolved from field investigations to project management and editing of scientific reports for State and federal agency clients, Tribes, NGOs and others concerning the protection and restoration of Pacific salmon resources in the San Francisco Bay-Delta watershed, the Klamath River basin, the Pacific Northwest and Alaska.

I have provided expert testimony, written and oral, in numerous informational and adversarial proceedings, including the California State Water Resources Control

Board's 2010 Delta Flow Criteria proceeding, that which resulted in the Board's 2010 Report "Development of Flow Criteria for the Sacramento-San Joaquin Delta Ecosystem" ("2010 Delta Flow Criteria Report" – Exhibit. SWRCB-25). My written testimony in that proceeding, designated then as Exhibit PCFFA-2, was entitled "San Francisco Bay-Delta Estuary Water Quality and Flow Criteria Necessary to Protect Sacramento River Fall-Run Chinook Salmon" (admitted into evidence in this Hearing as Exhibits PCFFA-147 & PCFFA-148).

My Statement of Qualifications (**SJC-363**), submitted concurrently herewith, contains additional information.

II. OVERVIEW OF TESTIMONY

My Part 2 Sur-Rebuttal Testimony responds to statements and positions with respect to the Board's 2010 Delta Flow Criteria Report as set forth in the Part 2 Rebuttal Testimony of DWR witnesses Dr. Charles Hanson (DWR-1223-R), Dr. Paul Hutton (DWR-1224-R), and Dr. Shawn Acuña (DWR-1211-R).

In his written testimony, Dr. Hanson testified:

Since 2010, there has been a large body of highly relevant scientific investigation, and this testimony is intended to identify some of that new information. This information suggests that the 2010 Flow Criteria Report and the Phase II Technical Basis Report should not be accepted by the SWRCB as the best available science without further consideration of current science.

(DWR-1223-R, p. 3:6-10.) Following through on his argument that the 2010 Delta Flow Criteria Report must be viewed through the lens of post-2010 studies, Dr. Hanson opined: "Multiple authors have concluded that flow alone cannot be used to restore the Delta." (DWR-1223-R, p. 3: 25-26.) Throughout the remainder of his written testimony, Dr. Hanson focuses on flow criteria, often citing post-2010 information, as intimated at the beginning of his testimony. (See, e.g., DWR-1223-R, p. 22:18-24.)

Similarly, Dr. Acuña testified:

Since 2010, there has been a large body of highly relevant scientific investigation, and this testimony is intended to identify some of that new information. This information suggests that the 2010 Flow Criteria Report and the Phase II Technical Basis Report should not be accepted by the SWRCB as the best available science without further consideration of current science.

(DWR-1211-R, p. 3:2-7.) Arguing primarily from post-2010 studies, he opined that "The extent that Delta Smelt feeding success is influenced by flow is uncertain." (DWR-1211-R, p. 9:26-27, and see discussion at pp. 9:28 – 10:28.)

Dr. Hutton stated: "My testimony is intended to identify new information, including seven peer-reviewed publications I personally authored or co-authored, suggesting that the 2010 Flow Policy Report and the Phase II Technical Basis Report should not be implemented without further consideration of the current best available science." (DWR-1224-R, p. 2:25-3:2.) He emphasized his reliance on studies that post-date the 2010 Flow Criteria Report (see DWR-1224-R, p. 3:3-20), opining that "[t]his new body of work allows for the exploration of longer-term trends and more nuanced interpretation of the effects of drivers (including the CVP-SWP) on Delta flows and salinity." (DWR-1223-R, p. 3:21-23.)

My testimony rebuts these general statements, other statements of these witnesses as cited below, and, more broadly, these witnesses' overall approach to the Board's 2010 Delta Flow Criteria Report in the context of this Hearing.

III. REBUTTAL OF TESTIMONY OFFERED BY DR. HANSON, DR. HUTTON AND DR. ACUÑA

Dr. Hanson's, Dr. Hutton's and Dr. Acuña's suggestions that this Board's 2010 Delta Flow Criteria Report and its conclusions have somehow been superseded or undermined by post-2010 studies are inaccurate and misplaced. As I stated in my

testimony in the 2010 Delta flow criteria proceeding, we have been here before. (Exh. PCFFA-147, p. 3.) Substantially more flow is needed into and through the Bay-Delta estuary. The State and Federal water projects and their contractors continuously update their citations, but their conclusions that additional flows are not warranted never, ever change. Focus on the condition of the estuary since the late 1960s, when the State Water Project came online and the collapse of the Delta's fisheries began, is as relevant today as it was in 2010. The Board knows enough to act now.

Opinion 1: Scientific investigation since 2010 does not contradict the finding of the 2010 Delta Flow Criteria Report that substantially more Delta through-flow is needed to protect and recover fishes that live in and pass through the Delta.

With the exception of the Department of Water Resources (DWR), the Bureau of Reclamation (BOR) and their water contractors, there was consensus in the Delta Flow Criteria proceeding in 2010 that additional Delta through-flow is needed. The rebuttal testimony of Drs. Hanson, Hutton and Acuña in this proceeding is a reprise from the proceeding the Board held eight years ago when the state and federal contractors submitted over 100 exhibits. The Board and its staff considered those arguments in developing the Delta Flow Criteria Report. Those arguments lost on the facts.

I testified in the 2010 Delta flow criteria proceeding. So did dozens of others from resource agencies, academia, and NGOs. The 2010 flow criteria proceeding was the culmination of decades of science and understanding of the Delta and its fisheries, the Delta Flow Criteria Report was the amalgamation of 50 years of science.

In my testimony in the 2010 flow proceeding (submitted in this proceeding as Exhibit PCFFA-147 & PCFFA-148), I relied heavily on the work of Dr. Martin Kjelson, who conducted a 10-year study of outmigration of salmon smolts through the Delta. Dr. Kjelson presented this work in his testimony in the 1987 Bay-Delta hearings before this

Board, as exhibit FWS-31. This exhibit was submitted in the 2010 hearings as well on behalf of the Pacific Coast Federation of Fishermen's Associations, and is submitted in this proceeding as Exhibit PCFFA-149. Dr. Kjelson found that the magnitude of flow was highly correlated to the success of the outmigration of Sacramento River salmon smolts in the April through June period when flow levels are greater than 20,000 cfs. (PCFFA-149, pdf pp. 43-46). Dr. Kjelson recommended an April-June minimum flow past Rio Vista of 20,000 to 30,000 cfs. In 2010, I proposed splitting the difference at 25,000 cfs. (Exh. PCFFA-147, p. 8.)

Dr. Kjelson also found, similar to Dr. Hanson in this proceeding (DWR-1223-revised, p. 23:17 through p. 26) that flow increases did not appear to correlate with reduced transit time through the Delta and Bay. (PCFFA-149, pdf. pages 46-48). However, this finding did not affect Dr. Kjelson's recommendation about the need for increased flow.

The fact that Dr. Hanson cites acoustic tagging studies rather than studies that relied on coded-wire tagging on which Dr. Kjelson and others based their conclusions in the 1980's does not negate the earlier science, which had the benefit of much larger sample sizes.

Opinion 2: Something that has not changed since 2010 is the argument of DWR, BOR and their water contractors that they should not reduce project diversions to protect and recover fish.

This argument in fact pre-dates the 2010 Delta Flow Criteria Report by decades. Its proponents find or create new information to support the same position year after year. The exhibits of the state and federal contractors in the 2010 proceeding stand today as a minority report. The WaterFix testimony of Dr. Hanson, a major participant in

the 2010 proceeding, is another bite at the apple, but is no more than an appendix to what remains a minority report.

The U.S. Fish and Wildlife Service in the SWRCB's 1987 San Francisco BayDelta water quality plan proceeding presented the testimony of Dr. Martin Kjelson. This
testimony identified the springtime Delta through-flow levels needed for successful
juvenile salmon outmigration and survival. This testimony so worried the State Water
Contractors they hired D. W. Kelley & Associates to rebut it. The D. W. Kelley &
Associates' testimony boiled down to the following: "The resulting analysis provides
evidence that through 1967 there was a positive relationship between upper
Sacramento River salmon production and spring Sacramento River flow and Delta
outflow, but that since 1968 no such relationships are observable." (SJC-422, p. 2 [pdf
p. 11].)

The SWRCB found Dr. Kjelson's testimony more convincing than Mr. Kelley's, apparently, and adopted a draft San Francisco Bay-Delta water quality plan in 1988 that included Delta through-flows for salmon conservation that reflected Dr. Kjelson's recommendations, not Mr. Kelley's. This quibbling over Delta through-flows, their timing and amount, has been going on for 40 years.

Dr. Hanson was asked by Michael Jackson following his rebuttal testimony: "Is it true that your view in 2010 expressed to the Board is essentially the same as your view today?" To which Dr. Hanson answered, "Essentially the same. You know we've certainly gained knowledge through the acoustic tag studies and it's helped better understand some of the underlying mechanisms through which flow and other factors like tidal-driven processes affect migration and survival. But other than being eight

years older, I think my findings are fairly similar." (Hearing Transcript, August 30, 2018. p. 10:17-25; p. 11:1)

And so it goes. While the state and federal contractors have consistently maintained the need for more studies, the inescapable fact is that by the 1980s we understood the basic needs of fish in the estuary and the causes of their population declines. Subsequent science has improved our understanding but the basic underlying science has remained remarkably consistent over the decades.

Opinion 3: It is appropriate to make biological inferences based on the period since the 1960s because this is the period in which Delta fisheries have collapsed, and it is concurrent with the operation of the State Water Project.

In Dr. Hutton's Part 2 rebuttal testimony, he states:

A key challenge associated with interpreting results from ecosystem-oriented data analyses is the absence of biological data for the Delta prior to the 1960s. Thus, biological inferences are based on a truncated subset of the flow and salinity record which, as my testimony has shown, are not representative of the trends associated with the full period of observed data.

(DWR-1224-revised, p. 34:17-21)

I agree that biological trends since the 1960s are not representative of the longer-term trends. That is precisely the problem. The collapse of Delta fisheries happened before my eyes. When Pete Chadwick, Marty Kjelson and I were on the water in the Delta in the early sixties, Delta fisheries were in much better condition than they are today. Trawl data conducted by the Department of Fish and Game (now Fish and Wildlife) graphically illustrates the continued decline of pelagic species. Exhibit CSPA-232 shows the decline of Delta smelt over this period of record. Exhibit CSPA-233 shows the decline of striped bass over this period of record. Exhibits CSPA-231 and NRDC-103 further demonstrate the decline of multiple pelagic species over this

period of record. Exhibits CSPA-239 and NRDC-104 show the decline of salmonids over this period of record.

Since the beginning of the operation of the State Water Project in 1967, pelagic fish that live in the Delta and fish populations that migrate through the Delta have collapsed. Regardless of what happened to these species before the State Water Project came on line, it is entirely appropriate to draw conclusions based on the precipitous biological decline of Delta fishes from 1967 to the present.

Opinion 4: As was stated by multiple parties representing multiple interests in the Delta Flow Criteria proceeding, we know enough to act to protect and recover Delta fisheries. It is imperative that we act now.

In Dr. Acuña's Part 2 rebuttal testimony, he states:

Over the last decade, it has been increasingly clear that Delta Smelt life history is complex, and that several factors are interacting to affect Delta Smelt and their habitat in ways we don't fully understand. Much has been discovered but as we uncovered new understandings of how Delta smelt use and respond to their environment many more questions and new conceptual models were formed. What we do know is that our simplistic understanding of Delta smelt is much more nuanced than was described in the conceptual models in the 2008 BiOp.

(DWR-1211-revised, p. 12:6-12)

Since 2008, smelt populations in the Delta have plummeted. In the early 1970's, the DFW Fall Midwater Trawl index for Delta smelt averaged over 1000. Since the early 1970's, this index has gone from four digits to single digits, a decline of three orders of magnitude. (Exhibit CSPA-231) DFW's Summer Townet surveys for Delta smelt show similar declines. (Exhibit CSPA-232). Despite the testimony of Dr. Acuña, there is not a lot of complexity to these statistics. It is about as close to absolute as one could imagine, or fear. In addition, there is not a lot of nuance to a Delta smelt index at or close to zero. It is also very difficult to adjust models with a sample size close to zero.

4

10

11 12

13

1415

16

17

18

19

20

2122

2324

25

26

27

28

On rebuttal cross-examination, Mr. Jackson asked Dr. Hanson: "Is it your position that the Board should not make a decision on water management until this uncertainty is resolved?" Dr. Hanson responded, "No, the Board has been making decisions on flow and water quality in the face of uncertainty. I don't advocate that we wait." (Hearing Transcript, August 30, 2018. P. 7-12)

I have submitted as exhibits in this proceeding many of the documents cited in the 2010 Delta Flow Criteria Report itself, in addition to some of 2010 documents that have already been submitted as exhibits in this proceeding. (See Exhs. SJC-367-513; SJC-515, 517-537; SWRCB-27; SWRCB-32; see also, Exhs. PCFFA 145 and 146.)

Among the exhibits I have submitted is the conclusion of the Delta expert panel (William Bennett, Jon Burau, Cliff Dahm, Chris Enright, Fred Feyrer, William Fleenor, Bruce Herbold, Wim Kimmerer, Jay Lund, Peter Moyle, Matthew Nobriga), which can be found at

https://www.waterboards.ca.gov/waterrights/water_issues/programs/bay_delta/deltaf low/docs/presentations/intro_6.pdf. This conclusion states:

- "Current science provides enough insight to act"
- "Uncertainty always exists but science can reduce key uncertainties."
- "Recent flow regimes both harm native species and encourage non-native species."
- "Flow is a major determinant of habitat and transport"
- "Floodplain activation flows that connect floodplains and channels are beneficial"
- "In-Delta net channel flows dominated by tides but net flows biologically relevant"
- "Net Delta outflow higher seasonal outflows provide variable habitats favorable for native fish communities"
- "Recent Delta environmental flows are insufficient to support native Delta fishes for today's habitats"
- "Adequate winter-spring inflows and outflows benefit native fish populations"
- "Flow and physical habitat interact but are not interchangeable"

(Exh. SJC-381.)

In summary, the 2010 Delta Flow Criteria proceeding considered and rejected delay in the fact of uncertainty. We don't have time to wait for more science before we take management actions.

IV. THE BOARD'S 2010 FLOW CRITERIA REPORT WAS THE PRODUCT OF A PROTRACTED AND INTENSE PROCEEDING INVOLVING THE MOST DISTINGUISHED GROUP OF SCIENTISTS AND DELTA EXPERTS EVER ASSEMBLED

As previously noted, the Board commissioned an impressive 11-member expert panel of fishery and hydrologic scientists who testified and submitted more than 140 scientific papers. Other parties to the proceeding provided almost 90 recognized experts and more than 480 technical exhibits. Additionally, numerous exhibits from previous Board hearings on Delta issues were included. The flow hearing was the outcome of decades of scientific research on fishery issues by state and federal resource agency and academic scientists. It was the most inclusive, extensive and comprehensive proceeding to determine instream flows necessary to protect Delta fisheries and public trust resources in my 60 years of involvement in fishery issues in the Bay-Delta estuary.

V. THE STUDIES AND TESTIMONY UPON WHICH THE WATER BOARD RELIED IN ITS 2010 DELTA FLOW CRITERIA REPORT HAVE NOT BEEN SUPERSEDED OR DISCREDITED.

While scientific investigation concerning fishery issues in the Bay-Delta has continued since the 2010 flow hearing, more recent studies do not supersede or discredit the culmination of the more than 40 years of preceding research. Recent studies may tweak our understanding or provide somewhat better insight, but they

1

10

15 16

17

18

19

20

21

22

2324

2526

27

28

clearly do not refute the conclusions of myriad fishery scientists regarding the effects of flow on fisheries.

The rebuttal testimony of Drs. Hanson, Hutton and Acuña, which is based on cherry-picked information from the large array of post-2010 studies, clearly fails to discredit the vast body of scientific evidence that supports the Board's Flow Criteria Report, much of which is expressly referenced in the 2010 Delta Flow Criteria Report itself. (See Exh. SWRCB-25, pp. 137-151; Exhs. SJC-367-513; SJC-515, 517-537; SWRCB-27; SWRCB-32; and PCFFA-145 and PCFFA-146.) Indeed, the testimony of Drs. Hanson and Hutton are strikingly similar to their testimony presented during the 2010 proceeding on behalf of the state and federal water contractors. The Board considered that testimony in 2010, weighed it against the body of testimony from the appointed expert panel, state and federal fishery agency and academic scientists and scientists representing NGOs, and concluded that fisheries needed significantly greater instream flow. Uncertainty has always existed and will continue to exist in highly complex ecosystems. Uncertainty cannot be employed, however, as an excuse to delay efforts to protect fisheries in light of the collapse of the Estuary's pelagic and salmonid species, many of which are now on the lip of extinction.

VI. CONCLUSION

By the late 1980s, resource agency biologists understood the fundamental needs of fish in the estuary and the principal reasons for their decline. Increased Bay-Delta through-outflow was regarded as essential to the protection of the native aquatic ecosystem. That understanding of the need for increased through-flow is consistent with subsequent science developed through 2010 and it continues to be true today. As

native fisheries have continued to precipitously decline, it is imperative that the Board implement measures to ensure their survival and recovery.

I spent 16 years assisting the development of legislation by the California Legislature. To me, the language of Water Code Section 85086 is clear. It directs your Board to develop flow criteria for the protection of the Bay-Delta Estuary's public trust resources - which you have done. Those criteria, then, are to inform any order approving a change in the point of diversion of the SWP or the CVP.

The Board knows what fish need, thanks to a lot of thoughtful work by a lot of Delta science experts and by the hard work of your Board's members and staff. Please apply the unprecedented work in your 2010 report, including its unimpaired flow recommendations (SWRCB-25, p. 5 and Tables 20-23) to your "Water Fix" decision-making, as the Legislature directed. (See Water Code § 85086, subd. (c)(2) [requiring that any order approving a change in the point of diversion of the State Water Project or the Central Valley Project from the southern Delta to a point on the Sacramento River include "appropriate flow criteria" and be "informed by the analysis conducted pursuant to this section"]; see, also, § 85084.5 [mandating development and recommendation to the Board, based on best available science, of "Delta flow criteria and quantifiable biological objectives for aquatic and terrestrial species of concern dependent on the Delta"].)

Executed on the 21st day of September, 2018, at San Rafael, California.

