

CENTRAL DELTA WATER AGENCY

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Re: BDCP/California WaterFix
RDEIR/SDEIS
DJN Sr. Part Two

Our comments regarding the above are being submitted in multiple parts.

THE MODIFIED PROJECT OBJECTIVES AND PURPOSE AND NEED IN THE RDEIR/SDEIS UNLAWFULLY DISTORT AND CONSTRAIN THE ANALYSIS IN FAVOR OF EXPORTS AND AGAINST THE LEGAL MANDATES REQUIRING THAT EXPORTS BE LIMITED TO WATER WHICH IS TRULY SURPLUS TO THE PRESENT AND FUTURE NEEDS OF THE DELTA AND OTHER AREAS OF ORIGIN INCLUDING FISH AND WILDLIFE NEEDS

The promises and law restricting exports from the Delta are reflected in the representations and promises made at the inception of both the CVP and SWP.

A summary of the promises made on behalf of the United States to those in the areas of origin is contained in the 84th Congress, 2D Session House Document No. 416, Part One Authorizing Documents 1956 at Pages 797-799 as follows:

“My Dear Mr. Engle: In response to your request to Mr. Carr, we have assembled excerpts from various statements by Bureau and Department officials relating to the subject of diversion of water from the Sacramento Valley to the San Joaquin Valley through the operation of the Central Valley Project.

A factual review of available water supplies over a period of more than 40 years of record and the estimates of future water requirements made by State and Federal agencies makes it clear that there is no reason for concern about the problem at this time.

For your convenience, I have summarized policy statements that have been made by Bureau of Reclamation and Department of the Interior officials. These excerpts are in the following paragraphs:

On February 20, 1942, in announcing the capacity for the Delta-Mendota Canal, Commissioner John C. Page said, as a part of his Washington D.C., press release: "The capacity of 4,600 cubic feet per second was approved, with the understanding that the quantity in excess of basic requirements mainly for replacement at Mendota Pool, will not be used to serve new lands in the San Joaquin Valley if the water is necessary for development in the Sacramento Valley below Shasta Dam and in the counties of origin of such waters."

On July 18, 1944, Regional Director Charles E. Carey wrote a letter to Mr. Harry Barnes, chairman of a committee of the Irrigation Districts Association of California. In that letter, speaking on the Bureau's recognition and respect for State laws, he said:

"They [Bureau officials] are proud of the historic fact that the reclamation program includes as one of its basic tenets that the irrigation development in the West by the Federal Government under the Federal reclamation laws is carried forward in conformity with State water laws."

On February 17, 1945, a more direct answer was made to the question of diversion of water in a letter by Acting Regional Director R. C. Calland, of the Bureau, to the Joint Committee on Rivers and Flood Control of the California State Legislature. The committee had asked the question, "What is your policy in connection with the amount of water that can be diverted from one watershed to another in proposed diversions?" In stating the Bureau's policy, Mr. Calland quoted section 11460 of the State water code, which is sometimes referred to as the county of origin act, and then he said:

"As viewed by the Bureau, it is the intent of the statute that no water shall be diverted from any watershed which is or will be needed for beneficial uses within that watershed. The Bureau of Reclamation, in its studies for water resources development in the Central Valley, consistently has given full recognition to the policy expressed in this statute by the legislature and the people. The Bureau has attempted to estimate in these studies, and will continue to do so in future studies, what the present and future needs of each watershed will be. The Bureau will not divert from any watershed any water which is needed to satisfy the existing or potential needs within that watershed. For example, no water will be diverted which will be needed for the full development of all of the irrigable lands within

the watershed, nor would there be water needed for municipal and industrial purposes or future maintenance of fish and wildlife resources."

On February 12, 1948, Acting Commissioner Wesley R. Nelson sent a letter to Representative Clarence F. Lea, in which he said:

"You asked whether section 10505 of the California Water Code, also sometimes referred to as the county of origin law, would be applicable to the Department of the Interior, Bureau of Reclamation. The answer to this question is: No, except insofar as the Bureau of Reclamation has taken or may take assignments of applications which have been filed for the appropriation of water under the California Statutes of 1927, chapter 286, in which assignments reservations have been made in favor of the county of origin.

The policy of the Department of the Interior, Bureau of Reclamation, is evidenced in its proposed report on a Comprehensive Plan for Water Resources Development--Central Valley Basin, Calif., wherein the Department of the Interior takes the position that "In addition to respecting all existing water rights, the Bureau has complied with California's 'county of origin' legislation, which requires that water shall be reserved for the presently unirrigated lands of the areas in which the water originates, to the end that only surplus water will be exported elsewhere."

On March 1, 1948, Regional Director Richard L. Boke wrote to Mr. A. L. Burkholder, secretary of the Live Oak Subordinate Grange No. 494, Live Oak, Calif., on the same subject, and said:

"I can agree fully with the statement in your letter that it would be grossly unjust to 'take water from the watersheds of one region to supply another region until all present and all possible future needs of the first region have been fully determined and completely and adequately provided for.' That is established Bureau of Reclamation policy and, I believe, it is consistent with the water laws of the State of California under which we must operate."

On May 17, 1948, Assistant Secretary of the Interior William E. Warne wrote a letter to Representative Lea on the same subject, in which he said:

"The excess water made available by Shasta Reservoir would go first to such Sacramento Valley lands as now have no rights to water."

Assistant Secretary Warne goes on to say, in the same letter:

"As you know, the Sacramento Valley water rights are protected by: (1) Reclamation law which recognizes State water law and rights thereunder; (2) the State's counties of origin act, which is recognized by the Bureau in principle; and (3) the fact that Bureau filings on water are subject to State approval. I can assure you that the Bureau will determine the amounts of water required in the Sacramento Valley drainage basin to the best of its ability so that only surplus waters would be exported to the San Joaquin. We are proceeding toward a determination and settlement of Sacramento Valley waters which will fully protect the rights of

present users; we are determining the water needs of the Sacramento Valley; and it will be the Bureau's policy to export from that valley only such waters as are in excess of its needs."

On October 12, 1948, Secretary of the Interior Krug substantiated former statements of policy in a speech given at Oroville, Calif. Secretary Krug said, with respect to diversion of water:

"Let me state, clearly and finally, the Interior Department is fully and completely committed to the policy that no water which is needed in the Sacramento Valley will be sent out of it."

He added:

"There is no intent on the part of the Bureau of Reclamation ever to divert from the Sacramento Valley a single acre-foot of water which might be used in the valley now or later."

The California Water Resources Development Bond Act provides in Water Code Section 12931 that the Sacramento-San Joaquin Delta shall be deemed to be within the watershed of the Sacramento River.

Exhibit 16 is a copy of the 1960 ballot argument in favor of the California Water Resources Development Bond Act which spawned the State Water Project (SWP). Of particular note are the following representations:

"No area will be deprived of water to meet the needs of another nor will any area be asked to pay for water delivered to another."

"Under this Act the water rights of Northern California will remain securely protected."

"A much needed drainage system and water supply will be provided in the San Joaquin Valley."

In ES.1.2.2 of the RDEIR/SDEIS it is stated that State policy regarding the Delta is summarized in the Sacramento-San Joaquin Delta Reform Act of 2009. Reference is made only to Water Code Sections 85001, subd. (c) and 85002 while failing to recognize sections 85031(a), 85054, 85021 and others.

Water Code section 85031(a) provides:

"(a) This division does not diminish, impair, or otherwise affect in any manner whatsoever any area of origin, watershed of origin, county of origin, or any other water rights protections, including, but not limited to, rights to water appropriated prior to December 19, 1914, provided under the law. This division does not limit or otherwise affect the application of Article 1.7 (commencing with Section 1215) of Chapter 1 of Part 2 of Division 2, Sections 10505, 10505.5, 11128,

11460, 11461, 11462, and 11463, and Sections 12200 to 12220, inclusive.”
(Emphasis added.)

Water Code Sections 11460 et seq. and 12200 et seq. are particularly specific in defining the limitation on the export of water from the Delta by the SWP and CVP. Water Code Section 11460 et seq. were added by Statutes 1943, c. 370, p. 1896 around the time of commencement of the CVP. Water Code Section 12200 et seq. was added by Statutes 1959, c. 1766, p. 1766 around the time of commencement of the State Water Project.

The limitation of the projects to the export of only surplus water and the obligation of the projects to provide salinity control and assure an adequate water supply sufficient to maintain and expand agriculture, industry, urban, and recreational development in the Delta is clear.

Water Code "12200 through 12205 are particularly specific as to the requirements to provide salinity control for the Delta and provide an adequate water supply in the Delta sufficient to maintain and expand agriculture, industry, urban and recreational development.

For ease of reference, the following Water Code sections are quoted with emphasis added:

'12200. Legislative findings and declaration

The Legislature hereby finds that the water problems of the Sacramento-San Joaquin Delta are unique within the State; the Sacramento and San Joaquin Rivers join at the Sacramento-San Joaquin Delta to discharge their fresh water flows into Suisun, San Pablo and San Francisco bays and thence into the Pacific Ocean; the merging of fresh water with saline bay waters and drainage waters and the withdrawal of fresh water for beneficial uses creates an acute problem of salinity intrusion into the vast network of channels and sloughs of the Delta; the State Water Resources Development system has as one of its objectives the transfer of waters from water-surplus areas in the Sacramento Valley and the north coastal area to water-deficient areas to the south and west of the Sacramento-San Joaquin Delta via the Delta; water surplus to the needs of the areas in which it originates is gathered in the Delta and thereby provides a common source of fresh water supply for water-deficient areas. It is, therefore, hereby declared that a general law cannot be made applicable to said Delta and that the enactment of this law is necessary for the protection, conservation, development, control and use of the waters in the Delta for the public good. *(Added by Stats. 1959, c. 1766, p. 4247, '1.)*

'12201. Necessity of maintenance of water supply

The Legislature finds that the maintenance of an adequate water supply in the Delta sufficient to maintain and expand agriculture, industry, urban, and recreational development in the Delta area as set forth in Section 12220, Chapter 2, of this part, and to provide a common source of fresh water for export to areas of water deficiency is necessary to the peace, health, safety and welfare of the people of the

State, except that delivery of such water shall be subject to the provisions of Section 10505 and Sections 11460 to 11463, inclusive, of this code. *(Added by Stats. 1959, c. 1766, p 4247, '1.)*

'12202. Salinity control and adequate water supply; substitute water supply; delivery

Among the functions to be provided by the State Water Resources Development System, in coordination with the activities of the United States in providing salinity control for the Delta through operation of the Federal Central Valley Project, shall be the provision of salinity control and an adequate water supply for the users of water in the Sacramento-San Joaquin Delta. If it is determined to be in the public interest to provide a substitute water supply to the users in said Delta in lieu of that which would be provided as a result of salinity control no added financial burden shall be placed upon said Delta water users solely by virtue of such substitution. Delivery of said substitute water supply shall be subject to the provisions of Section 10505 and Sections 11460 to 11463, inclusive, of this code. *(Added by Stats. 1959, c. 1766, p 4247, '1.)*

'12203. Diversion of waters from channels of delta

It is hereby declared to be the policy of the State that no person, corporation or public or private agency or the State or the United States should divert water from the channels of the Sacramento-San Joaquin Delta to which the users within said Delta are entitled. *(Added by Stats. 1959, c. 1766, p 4249, '1.)*

'12204. Exportation of water from delta

In determining the availability of water for export from the Sacramento-San Joaquin Delta no water shall be exported which is necessary to meet the requirements of Sections 12202 and 12203 of this chapter. *(Added by Stats. 1959, c. 1766, p 4249, '1.)*

'12205. Storage of water; integration of operation and management of release of water

It is the policy of the State that the operation and management of releases from storage into the Sacramento-San Joaquin Delta of water for use outside the area in which such water originates shall be integrated to the maximum extent possible in order to permit the fulfillment of the objectives of this part. *(Added by Stats. 1959, c. 1766, p 4249, '1.)@*

'11460 provides:

11460. Prior right to watershed water

In the construction and operation by the department of any project under the provisions of this part a watershed or area wherein water originates, or an area immediately adjacent thereto which can conveniently be supplied with water therefrom, shall not be deprived by the department directly or indirectly of the prior right to all of the water reasonably required to adequately supply the beneficial needs of the watershed, area, or any of the inhabitants or property owners therein. *(Added by Stats. 1943, c. 370, p. 1896. Amended by Stats. 1957, c. 1932, p. 3410, '296.)@*

The December 1960 DWR Bulletin 76 (Exhibit 14) which includes a contemporaneous interpretation by DWR of Water code Section 12200 through 12205 provides at page 12:

“In 1959 the State Legislature directed that water shall not be diverted from the Delta for use elsewhere unless adequate supplies for the Delta are first provided. (Emphasis added.)

Similarly the DWR confirmed its interpretation of law in the contract between the State of California Department of Water Resources and the North Delta Water Agency For the Assurance of a Dependable Water Supply of Suitable Quality dated January 28, 1981, which provides:

“(d) The construction and operation of the FCVP and SWP at times have changed and will further change the regimen of rivers tributary to the Sacramento-San Joaquin Delta (Delta) and the regimen of the Delta channels from unregulated flow to regulated flow. This regulation at times improves the quality of water in the Delta and at times diminishes the quality from that which would exist in the absence of the FCVP and SWP. The regulation at times also alters the elevation of water in some Delta channels.”

“(f) The general welfare, as well as the rights and requirements of the water users in the Delta, require that there be maintained in the Delta an adequate supply of good quality water for agricultural, municipal and industrial uses.”

“(g) The law of the State of California requires protection of the areas within which water originates and the watersheds in which water is developed. The Delta is such an area and within such a watershed. Part 4.5 of Division 6 of the California Water Code affords a first priority to provision of salinity control and maintenance of an adequate water supply

in the Delta for reasonable and beneficial uses of water and relegates to lesser priority all exports of water from the Delta to other areas for any purpose.” (Emphasis added.) (See Exhibit 17.)

United States vs. State Water Resources Control Board 182 Cal.App.3d82 (1986) at page 139 provides:

“In 1959, when the SWP was authorized, the Legislature enacted the Delta Protection Act. (§§ 12200-12220.) The Legislature recognized the unique water problems in the Delta, particularly ‘salinity intrusion,’ which mandates the need for such special legislation ‘for the protection, conservation, development, control and use of the waters in the Delta for the public good.’ (§ 12200.) The act prohibits project exports from the Delta of water necessary to provide water to which the Delta users are ‘entitled’ and water which is needed for salinity control and an adequate supply for Delta users. (§§ 12202, 12203, 12204.)

SWRCB D-1485 at page 9 provides:

“The Delta Protection Act accords first priority to satisfaction of vested rights and public interest needs for water in the Delta and relegates to lesser priority all exports of water from the Delta to other areas for any purpose.”

As related to the Peripheral Canal or Tunnels or any other isolated conveyance facility, the requirements of WC 12205 are particularly relevant.

“It is the policy of the State that the operation and management of releases from storage into the Sacramento-Joaquin Delta of water for use outside the area in which such water originates shall be integrated to the maximum extent possible to permit fulfillment of the objectives of this part.” The objectives include salinity control and an adequate water supply. Conveyance facilities which transport stored water to the export pumps with no outlets or releases to provide salinity control and an adequate water supply in the Delta would not comply.

The export projects must additionally fully mitigate their respective impacts and meet the affirmative obligations to the Delta and other areas of origin including those related to flow. Failure to so do results in a shift of the cost of the project to someone else. The State Water Resources Development Bond Act was intended to preclude such a shift in costs. See also

Goodman v. Riverside (1993) 140 Cal.App.3d 900 at 906 for the requirement that the costs of the entire project be paid by the contractors. Water Code Section 11912 requires that the costs necessary for the preservation of fish and wildlife be charged to the contractors. The term “preservation” appears to be broader than mitigation and appears to create an affirmative obligation beyond mitigation.

Title 34 of Public Law 102-575 referred to as the Central Valley Project Improvement Act in Section 3406(b)(1) authorizes and directs the Secretary of Interior to enact and implement a program which makes all reasonable efforts to ensure by the year 2002 natural production of anadromous fish (including salmon, steelhead, striped bass, sturgeon and American shad) will be sustainable on a long term basis at levels not less than twice the average levels attained during the period of 1967-1991

The Delta Reform Act of 2009 includes provisions intended to provide additional protection for the Delta. Such provisions include Water Code §85054 which provides:

“§85054. Coequal goals

‘Coequal goals’ means the two goals of providing a more reliable water supply for California and protecting restoring, and enhancing the Delta ecosystem. The coequal goals shall be achieved in a manner that protects and enhances the unique cultural, recreational, natural resource, and agricultural values of the Delta as an evolving place.”

Water Code §85021 which provides:

“§85021. Reduction of reliance on Delta for future water supply needs

The policy of the State of California is to reduce reliance on the Delta in meeting California’s future water supply needs through a statewide strategy of investing in improved regional supplies, conservation, and water use efficiency. Each region that depends on water from the Delta watershed shall improve its regional self-reliance for water through investment in water use efficiency, water recycling, advanced water technologies, local and regional water supply projects, and improved regional coordination of local and regional water supply efforts.”

The Delta and other areas of origin both upstream and downstream are part of California and also need a more reliable water supply. The modified purposes are clearly directed only at the ability of the SWP and CVP to export water from the Delta. Restoration and protection of Delta water quality and flows including flushing flows are part of a more reliable water supply for

California. Non-degradation of water quality and the statutory obligations to provide enhancement of water quality and an adequate supply are also absent from the purposes.

The embedded isolated conveyance will clearly render water supply less reliable in all areas of the Delta downstream of the Sacramento River intakes and those areas along the current routes of Sacramento River flow to the export pumps. The common pool for the interior Delta will be eliminated along with the common interest in protecting the water quality. The isolated conveyance has no outlets and requirements to protect water quality in dry periods are always circumvented. For areas throughout the watershed, including those along the tributaries upstream of the Delta, curtailment of local water use, and water transfers to increase utilization of the highly expensive tunnels combined with the need for fish flows and high water consumption habitat to mitigate for the construction and operation of the tunnels will greatly add to unreliability.

The Water Fix ignores the need to reduce reliance on exports of water from the Delta. The hydrology of the Delta watershed is inadequate to support even the past level of exports. Development within the watersheds of origin and the need to recapture water from SWP and CVP exports will increase. There is evidence that more water will be needed to mitigate for the SWP and CVP damage to fish including meeting the CVPIA anadromous fish restoration requirements of 2 times the average natural production for the years 1967 through 1991. Climate change is also expected to adversely affect water supply. The increasing threat of terrorism, the continuing threat of natural calamities, including earthquakes and the growing need for electricity all gravitate towards less reliance on exports from the Delta and instead concentration on developing local self-sufficiency. The deficit due to the failure to develop North Coast watersheds will not be overcome by efforts at self-sufficiency, however, increased efforts in urban communities can increase the amount of water available for agriculture and the environment.

The hydrology predating the construction of the CVP and SWP reflected that no surplus water would be available for export from the Sacramento-San Joaquin Watershed during a reoccurrence of the 1929-1934 drought.

Exhibit 12 is a copy of the hydrographs from page 116 of the Weber Foundation Studies titled "An Approach To A California Public Works Plan" submitted to the California Legislature on January 28, 1960. The highlights and margin notes are mine.

The 1928/29-1933/34 six year drought period reflected on Exhibit 12 shows the average yearly runoff is 17.631 million acre feet with local requirements of 25.690 million acre feet. There is a shortage during the drought period within the Delta Watershed of 8.049 million acre feet per year without any exports. It is questionable whether the groundwater basins can be successfully mined to meet the shortage within the watershed let alone the export demands. A comparable review of the hydrograph for the North Coast area reflects that surplus water could have been developed without infringing on local requirements.

The limited hydrology was clearly recognized in the planning for the SWP which was to develop projects on the rivers in the North Coast watersheds sufficient to import to the Delta about 5,000,000 acre feet of water seasonally for transfer to areas of deficiency. (See Exhibit 14

December 1960 Bulletin 76 page 13). Such areas of deficiency were expected to be both north and south of the Delta pumps. The projects in the North Coast watersheds were never constructed and the projects are woefully short of water.

In addition to the lack of precipitation in the Delta watershed to meet local and export needs are the environmental needs. Water is needed for mitigation of project impacts and the affirmative obligations for salinity control and fish restoration.

The original planning for the SWP and CVP appears to have underestimated the needs to protect fish both as to flow requirements and carryover storage required for temperature control. In 2009 after only two (2) dry years, the SWP and CVP violated the February outflow requirements claiming that meeting the outflow requirements would reduce storage below the point necessary to meet cold water requirements for salmon later in the year. Although the project operators lied and the real reason for the violation was the ongoing pumping of the unregulated flow to help fill San Luis Reservoir, the incident clearly shows the inability of the projects to provide surplus water for export in the 4th, 5th and 6th years of drought.

In May of 2013 the SWP and CVP again claimed a need to preserve cold water in storage for fish. They requested and were allowed by the SWRCB to reduce outflow so as to exceed the western and interior Delta agricultural water quality objectives to save such cold water in storage. They did not suggest and did not reduce export pumping which would have had the same effect as reducing outflow.

In 2014 the 3rd year of drought, the SWRCB issued curtailment notices to post 1914 water right holders in the areas of origin and reduced exports due to the lack of water.

Currently in what appears to be the 4th year of drought the SWRCB curtailed post 1914 and some pre 1914 water rights and reduced exports due to lack of water.

Six year droughts can be expected and even longer droughts are possible. The historic occurrence of multi-year droughts was examined in a DWR study of tree rings. Exhibit 13 is Table 3 from such study.

The State Water Project Delivery Reliability Report 2013 shows a long-term (10 year period) average Table A delivery as 2,266,000 acre feet per year; a long-term average (1921-2003) as 2,400,000 acre feet per year; a single dry year (1977) as 453,000 acre feet and a 6-year drought (1987-1992) as 1,055,000 acre feet per year. These figures can be contrasted to the Maximum Possible SWP Table A Delivery of 4,172,000 acre feet per year. See Exhibit 15 excerpts from SWP Delivery Reliability Report 2013.

The failure of the SWP and CVP to carry out the plan for development of water projects to yield sufficient surplus water to meet the needs and obligations within the Delta and other areas of origin and the expectations of the export contractors is at the root of the crisis in the Delta.

Under CEQA the Purpose and Need cannot be artificially narrowed to limit objective consideration of reasonable alternatives. The lead agencies have done just that. They rely on the proposition that “a reasonable definition of underlying purpose and need” could be used to avoid the objective consideration and evaluation of alternatives that cannot achieve that basic goal. Their definition of purpose and need is not reasonable.

The requirements for NEPA are different. The DEIS/EIR must meet the requirements of 40 CFR section 1502.14 which provides:

“§1502.14 Alternatives including the proposed action.

This Section is the heart of the environmental impact statement. Based on the information and analysis presented in the sections on the Affected Environment (§1502.15) and the Environmental Consequences (§1502.16), it should present the environmental impacts of the proposal and the alternatives in comparative form, thus sharply defining the issues and providing a clear basis for choice among options by the decision maker and the public. In this section agencies shall:

- (a) Rigorously explore and objectively evaluate all reasonable alternatives, and for alternatives which were eliminated from detailed study, briefly discuss the reasons for their having been eliminated.
- (b) Devote substantial treatment to each alternative considered in detail including the proposed action so that reviewers may evaluate their comparative merits.
- (c) Include reasonable alternatives not within the jurisdiction of the lead agency.
- (d) Include the alternative of no action.
- (e) Identify the agency’s preferred alternative or alternatives, if one or more exists, in the draft statement and identify such alternative in the final statement unless another law prohibits the expression of such a preference.
- (f) Include appropriate mitigation measures not already included in the proposed action or alternatives.” (Emphasis added.)

An alternative which requires that the SWP and CVP be operated in accordance with current law is a reasonable alternative which must be rigorously and objectively evaluated. The Water Fix clearly ignores the law establishing the priorities for meeting needs within the Delta and other areas of origin including the needs of fish and wildlife.

The purpose statement has changed a number of times in apparent response to the demands of applicant export water contractors. These contractors, who as permittees, are required to fund the objective and impartial review of the environmental impacts by the public regulatory agencies should not have been allowed to leverage changes in purpose so as to constrain the analysis towards their favored alternative.

Of particular note is the addition and continued inclusion of the following:

“Restore and protect the ability of the SWP and CVP to deliver up to full contract amounts, when hydrologic conditions result in the availability of sufficient water, consistent with the requirements of State and federal law and the terms and conditions of water delivery contracts and other existing applicable agreements.” (Emphasis added.)

The ability of the SWP and CVP to deliver “full contract amounts” never existed and thus could not be restored or protected. The words “up to” conceivably should cover a range from zero deliveries to a high of what can be supported with full compliance with State and federal law and hydrologic conditions.

Although obviously not intended by those controlling the preparation of the EIS/EIR, a range of reasonable alternatives must be considered including substantially reduced and at times no exports from the Delta. The upper range is of course limited by law and hydrology.

Export of water from the Delta is counter-productive to improving the ecosystem and the Water Fix has failed to present the environmental impacts and alternatives in a manner providing a clear basis for choice among options by the decision maker and the public as required by 40 CFR section 1502.14. The proposition that removal of natural flows into and through the Bay-Delta Estuary will improve the ecosystem is unique, bold and unsupportable.

Reliability of water supply for exports from the Delta must be junior to the needs and obligations requiring water in the Delta and other areas of origin including fish and wildlife needs. The modeling and analysis should provide a clear confirmation of the types and numbers of years when no water will be available for export and provide estimates of the amounts that might be available in other years. Care should be taken to model carryover storage requirements with due consideration of meeting temperature, flow and statutory requirements to determine the firm yield available for export.

Reliability of water supply for Northern California requires that water to meet the needs of and obligations to restore and even enhance fish not be exported.

Both State and Federal laws seek to prevent degradation of water quality. Isolated conveyance will remove the higher quality Sacramento River water from the Delta pool thereby reducing the dilution of the poorer quality water returning to the Delta by way of the San Joaquin River from SWP and CVP operations which deliver water to the west side of the San Joaquin Valley. The delivery of such water to the San Luis Unit was prohibited by the San Luis Act of 1960 unless there was a Valley Drain with an outlet to the ocean. (See Exhibit 18). The prohibition was circumvented. Even the promise that “A much needed drainage system and water supply will be provided in the San Joaquin Valley” included in ballot argument in favor of the California Water Resources Development Act (SWP) was not kept. (See Exhibit 16). The Purposes unreasonably seek to maintain and increase exports from the Delta to the west side of the San Joaquin Valley which degrade Delta water quality. The commitment to isolated conveyance aggravates such degradation.

The provision of salinity control and an adequate supply for the Delta was deemed to be of utmost importance and is a critical feature of a reliable supply for the Delta.

Salinity control for the Sacramento-San Joaquin Delta is a primary purpose for Shasta Dam.

Water Code Section 11207 provides:

“§11207. Primary purposes

Shasta Dam shall be constructed and used primarily for the following purposes:

- (a) Improvement of navigation on the Sacramento River to Red Bluff.
- (b) Increasing flood protection in the Sacramento River.
- (c) Salinity control in the Sacramento-San Joaquin Delta.
- (d) Storage and stabilization of the water supply of the Sacramento River for irrigation and domestic use. (*Added by Stats. 1943, c 370, p. 1896*) (Emphasis added.)

The Delta Protection Act of 1959 in WC 12200 specifically provides: “It is, therefore, hereby declared that a general law cannot be made applicable to said Delta and that the enactment of this law is necessary for the protection, conservation, development, control and use of the waters in the Delta for the public good.”

The degradation of water quality in the Delta adversely impacts agricultural, industrial, urban and recreational (including fish and wildlife) uses in the Delta and surrounding areas as well as areas served with exports from the Delta.

Except as provided by agreement, salinity control and the adequacy of the quality of the water supply for the Delta is determined by water quality objectives set by the SWRCB. Such objectives provide the minimum level deemed necessary to protect beneficial uses. Although the objectives are set for certain uses for certain periods, it is the composite of all objectives which the SWRCB determined would provide the protection for all beneficial uses. Such objectives have at times been violated and it is critical to the rigorous and objective analysis of alternatives to incorporate with and without compliance conditions.

Federal law is specific as to the obligations for the CVP.

PL99-546 (HR3113) specifically provides:

“(b)(1) Unless the Secretary of the Interior determines that operation of the Central Valley project in conformity with State water quality standards for the San Francisco

Bay/Sacramento-San Joaquin Delta and Estuary is not consistent with the congressional directives applicable to the project, the Secretary is authorized and directed to operate the project, in conjunction with the State of California water project, in conformity with such standards. Should the Secretary of the Interior so determine, then the Secretary shall promptly request the Attorney General to bring an action in the court of proper jurisdiction for the purposes of determining the applicability of such standards to the project.

(2) The Secretary is further directed to operate the Central Valley project, in conjunction with the State water project, so that water supplied at the intake of the Contra Costa Canal is of a quality equal to the water quality standards contained in the Water Right Decision 1485 of the State of California Water Resources Control Board, dated August 16, 1978, except under drought emergency water conditions pursuant to a declaration by the Governor of California. Nothing in the previous sentence shall authorize or require the relocation of the Contra Costa Canal intake." (See Exhibit 19.)

Section (b)(1) does not allow for the Bureau of Reclamation to operate the CVP without conforming to the State water quality standards for the San Francisco Bay/Sacramento-San Joaquin Delta and Estuary even if the SWRCB is willing to look the other way. A determination by a court of law is required.

There are specific processes and procedures for changes to Water Quality Control Plans including review by the United States EPA, which are not being considered.

Section (b)(1) is thus applicable and requires USBR and USF&WS compliance unless the Secretary of Interior makes a determination that compliance is inconsistent with congressional directives applicable to the project and then the Attorney General is to be requested to bring a legal action for a court determination of the applicability of the standards. There is no such court determination that would allow the CVP to operate without conforming to the standards.

Section (b)(2) provides an additional constraint with regard to the water quality at the intake to the Contra Costa Canal. Even if the standards were determined by the court to not be applicable to the CVP, then the D-1485 water quality standards would be applicable to the intake of the Contra Costa Canal except under drought emergency water conditions pursuant to a declaration by the Governor of California.

In 2004 Congress passed another law to ensure that Delta water quality standards and objectives would be met.

PL 108-361 (HR 2828) in pertinent part provides:

- (D) "Program to Meet Standards. -
 - (I) In General. - Prior to increasing export limits from the Delta for the purposes of conveying water to south-of-Delta Central Valley Project contractors or increasing deliveries through an intertie, the Secretary shall, not later than 1 year after the date of enactment of this Act, in consultation with the Governor, develop and initiate implementation of a project to meet all existing water quality standards and objectives for which the Central Valley Project has responsibility." (See Exhibit 20.)

Increasing exports from the Delta which to the extent such are for serving south-of-Delta Central Valley Project contractors would be directly contrary to the direction of Congress which was to assure that all existing (October 25, 2004) water quality standards and objectives would first be met.

The Water Fix at ES.1.2.2.2 states: "It is not intended to imply that increased quantities of water will be delivered under the proposed project." At best this statement is misleading and at worst is a lie. Figure 4.3.1-16 shows Alternative 4 H3 (ELT) as increasing average annual wet year exports by 624,000 acre feet over existing conditions and by 1,522,000 acre feet over the No Action Alternative.

At page 4.3.1-5 it is stated: "Under Alternative 4A, average annual CVP south of Delta agricultural deliveries as compared to No Action Alternative would increase by up to 12% at ELT and by up to 13% at LLT."

At page 4.3.1-7 it is stated: "Therefore, average annual total SWP deliveries and average annual total SWP south of Delta deliveries under Alternative 4A would show a decrease or an increase as compared to conditions without the project depending upon the range of spring outflow requirements."

At page 4.3.1-9 under CEQA Conclusion it is stated: "Alternative 4A would decrease water transfer demand compared to existing conditions. Alternative 4A would increase conveyance capacity, enabling additional cross-Delta water transfers that could lead to increases in Delta exports when compared to No Action Alternative."

Contrary to Water Code Section 85021 the project will increase rather than decrease export reliance on the Delta.

THE BDCP/WATER FIX HAS UNREASONABLY DEFINED PURPOSES AND NEED TO CONSTRAIN DELTA ECOSYSTEM IMPROVEMENTS TO ALTERNATIVES WHICH CONVERT AGRICULTURAL LAND TO HABITAT RATHER THAN REDUCE SWP AND CVP EXPORT OF WATER NEEDED TO PROVIDE ADEQUATE WATER FLOW AND QUALITY

There is strong evidence indicating that fish need water flowing into and out of the Delta to the Bay. The timing and amounts are the subject of ongoing debate and evaluation.

The SWP and CVP affect flow into and out of the Delta primarily through diversions to storage and direct diversions from the tributaries and from locations in the Delta to areas outside the Delta. The reliability of water supply for fish at times directly conflicts with the reliability of the water supply for SWP and CVP deliveries for other purposes and in particular exports from the Delta. The priorities for providing such reliability are established by law.

Water Code Section 85086 of the Delta Reform Act of 2009 assigned to the SWRCB the task of determining instream flow needs and new flow criteria for the Delta ecosystem necessary to protect public trust resources. Such determinations have not yet been completed, yet the RDEIR/SDEIS has been prepared and steps towards design and construction are underway. Such flow criteria are important to the required rigorous exploration and objective evaluation of all reasonable alternatives required by 40 CFR 1502.14. The rush to decision in advance of critical evaluations is further evidence of predetermination and lack of a good faith effort at full disclosure and analysis of impacts.

Driving the need for ecosystem restoration is the need to address the dramatic decline in fish species and in particular those in danger of extinction. The RDEIR/SDEIS continues the proposition that habitat in the Delta and factors other than the amount flow into and through the Delta are the cause of the subject fish declines. The impacts of the SWP and CVP diversions to storage and diversions for export of water that is not truly surplus are discounted. The projects divert to storage and divert from the Delta the winter and spring natural flows that would otherwise flush the Delta and push back salinity from the bay. Export pumping reverses flows and entrains fish. Export of water released from storage depletes the amounts needed to meet senior requirements including fish and wildlife requirements.

The export of water from the proposed intakes on the Sacramento River where there are far greater numbers of fish will likely increase losses of fish, eggs and larvae due to entrainment and the impacts of screening. Unlike passage through the channels of the Delta passage through the tunnels does not allow for escape. Predators will surely occupy the proposed Sacramento River intakes, forebays and tunnels. The related impacts to fish and wildlife have not been adequately examined.

The correlation between SWP and CVP exports and the decline of the fisheries has been a concern for many years. In August of 1978 the State Water Resources Control Board rendered its Water Right Decision 1485. The Decision was the culmination of 32 days of evidentiary hearing initiated on November 15, 1976 and concluded on October 7, 1977. At that time the striped bass

index was considered to be the indicator of ecosystem health for the Delta and Suisun Marsh. Striped bass were in effect the "canary in the coal mine". As the years passed and striped bass populations plummeted, the water exporters claimed striped bass to be invasive species, predators on endangered species and major cause of fish declines wrongfully attributed to the export of water. The canary died and the death was ignored to facilitate greater exports. As Exhibits 22-25 show, striped bass, steelhead, Delta smelt, fall-run Chinook salmon and winter-run Chinook salmon all co-existed at relatively high populations at lower export levels.

In 1978 the SWRCB concluded in D-1485 at page 13 that:

"To provide full mitigation of project impacts on all fishery species now would require the virtual shutting down of the project export pumps." (See Exhibit 21.)

The SWRCB also concluded in D-1485 at page 14 that:

"Full protection of Suisun Marsh now could be accomplished only by requiring up to 2 million acre feet of fresh water outflow in dry and critical years in addition to that required to meet other standards." (See Exhibit 21.)

Exports from the Delta were not curtailed and the additional 2 million acre feet of outflow was not provided for the marsh.

Exhibits 22-25 show that significant declines in fish populations commenced when annual exports reached 2 million acre feet. Increased development in the watersheds and the effects of climate change would indicate that additional water yield would have to be developed within the Delta watershed to provide a comparable level of fish protection for the future and maintain the 2 million acre feet of exports. Little or no export water in dry years and more in wet years would likely be necessary in any event.

An examination of the fish population graphs indicates that restoration of the ecosystem for fish is not correlated with Delta wetland habitat conditions in the 1850's or at all. The likely relationship is to water conditions, particularly flow.

The Delta was fully leveed and reclaimed by about 1930.

"By 1930 all but minor areas of the swampland had been leveed and were in production." (See page 8 of December 1960 Bulletin 76 - Exhibit 14.) The USACE completed project levee construction on the San Joaquin River in the early 1960's. There are no significant changes in leveed areas or even riverine habitat which appear to be the cause of the decline of the fisheries. In fact, there have been increases in Delta wetland habitat during the periods of apparent decline. Mildred Island flooded in 1983 and has not been reclaimed. Little Mandeville and Little Frank's Tract flooded in the 1980's and have not been reclaimed. Lower Liberty

Island levees were not restored and the area has been in a tidal wetland condition since at least 2002.

The focus on conversion of Delta land to habitat as a substitute for water for fish is misplaced and the result of the manipulated BDCP/WaterFix purposes. Adequate analysis has not been done to determine if development of shallow wetland habitat is actually detrimental to salmon and other anadromous fish. In particular, stranding and predation from otters, egrets, herons, cormorants, gulls, white pelicans and the like needs further analysis. The limited study (Exhibit 26) showing a picture of larger salmon smolts raised for a time in a wetland versus smaller smolts raised in the channel is cited by BDCP/WaterFix proponents as the evidence that shallow seasonal wetland in the Delta would be a substitute for flow and justification for a 50 year take permit. The study monitored caged smolts in the channel where the fish must constantly swim against the current and compared those smolts to smolts in cages in shallow wetlands where there was little or no current. The experiment did not attempt to evaluate stranding or predation and it is doubtful that the smolts in the channel cages if uncaged would spend as much time swimming against the stronger currents rather than seeking areas of the channel where the velocity is lower. The presentation of results by BDCP including the fat fish/skinny fish photo neglected to show the sizes of the fish from the cages in the channel upstream of the shallow habitat which reportedly were comparable to those in the wetlands. "During periods of low, clear water, fish growth rates in the river site above the floodplain were comparable to those in the floodplain". (Exhibit 26, pg. 1.)

Creation of Floodplain Habitat Is Not a Substitute for Flow

The available evidence and studies do not support such a substitution. The floodplain habitat which is suggested as potentially beneficial is that which is inundated by high flows for a limited period; involves a large area of water of a proper depth to help avoid predation; assumes avian predator populations are limited; is properly drained to avoid stranding and avoids increased water temperatures detrimental to salmonids.

The Jeff Opperman Final Report for Fellowship R/SF-4 referenced above containing the picture of the fat fish and skinny fish is often shown as support for the proposition that floodplain habitat can be substituted for flow (Exhibit 26.) The study does not put forth that conclusion but suggests "that juvenile Chinook benefit from access to floodplain habitats". (Page 2) It is important to recognize that the test fish were caged and thus predation from birds, fish and other animals was not an issue. Stranding was down-played but admittedly not tested. The test was conducted in and along the Cosumnes River. The skinny fish were in the river swimming against the current and because they were in cages and couldn't move with the current or move to quiet and more productive water. The fat fish obviously saved their energy for growth and apparently benefitted from improved food availability. The report states "During high flows the river offers poor habitat and fish living in this type of habitat will tend to be displaced downstream." High flows and displacement downstream are likely not detrimental. It is generally accepted that the

salmon do well in high flow years. The return of adults (escapement) is usually higher two and one-half years after a high flow year. It is recognized that ocean conditions also play a part and may in some cases reduce escapement nullifying the benefit of high flow. The difference in food availability in the high flow channel versus in the quiet water may not be significant in the test given the consumption of energy and lack of opportunity for the skinny fish to move to more favorable parts of the river. Displacement downstream into the cooler and more productive parts of the estuary is likely not bad for displaced salmon smolts.

Floodplain Habitat Not Accompanied by High Flow Does Not Appear to Result in Increased Chinook Salmon Ocean Survival and May Not Improve Survival of Sacramento River Juvenile Chinook Salmon Migrating to the Ocean

In the study titled “Floodplain Rearing of Juvenile Chinook Salmon: Evidence of enhanced growth and survival” by Sommer, et al. (2001), a copy of which is Exhibit 27, tests were conducted in the Yolo Bypass in 1998 and 1999. The study concluded that during such years salmon increased in size substantially faster in the seasonally inundated agricultural floodplain than in the river, suggesting better growth rates. The study, however, provides: “Survival indices for coded-wire-tagged groups were somewhat higher for those released in the floodplain than for those released in the river, but the differences were not statistically significant. Growth, survival, feeding success, and prey availability were higher in 1998 than in 1999, a year in which flow was more moderate indicating that hydrology affects the quality of floodplain rearing habitat”. (Exhibit 27, pg. 1.)

In the discussion the authors provide:

“Mean length increased faster in the Yolo Bypass during each study year, and CWT fish released in the Yolo Bypass were larger and had higher apparent growth rates than those released in the Sacramento River. It is possible that these observations are due to higher mortality rates of smaller individuals in the Yolo Bypass or of larger individuals in the Sacramento River; however we have no data or reasonable mechanism to support this argument.”

“Elevated Yolo Bypass survival rates are also consistent with significantly faster migration rates in 1998, the likely result of which would be reduced exposure time to mortality risks in the delta, including predation and water diversions.”

In the study “Habitat Use and Stranding Risk of Juvenile Chinook Salmon on a Seasonal Floodplain” by Sommer, et al. (2004), a copy of which is Exhibit 28, the authors build upon the above study with further testing in 2000 and present their analysis of ocean survival.

The author’s abstract provides:

“Although juvenile Chinook salmon *Oncorhynchus tshawytscha* are known to use a variety of habitats, their use of seasonal floodplains, a highly variable and potentially risky habitat, has not been studied extensively. Particularly unclear is whether a seasonal floodplain is a net “source” or net “sink” for salmonid production. . . . Adult ocean recoveries of tagged hatchery fish indicate that seasonal floodplains support survival at least comparable with that of adjacent perennial river channels. These results indicate that floodplains appear to be a viable rearing habitat for Chinook salmon, making floodplain restoration an important tool for enhancing salmon production. (Emphasis added.)

The data provided for ocean survival is as follows:

Table 1. – Number of coded wire tags recovered in the ocean and commercial fisheries for Chinook salmon released in the Yolo Bypass and Sacramento River. The total number of tagged fish released in each location for each year is shown in parentheses. The survival ration is calculated as the number of Yolo Bypass recoveries divided by the number of Sacramento River recoveries.

Release Group	1998 (53,000)	1999 (105,000)	2000 (55,000)
Yolo Bypass	75	136	27
Sacramento River	35	138	47
Survival Ratio	2.14	0.99	0.57

In 1998 Yolo Bypass looked like a benefit, in 1999 it was a push and in 2000 Yolo Bypass looked like a detriment.

It is assumed that shaded river aquatic habitat is desirable for special status fish. Attention is called to the BDCP Draft Chapter 8 which puts forth the need to control predators by removing structures which affect flow fields and provide shade. The focus appears to be on abandoned docks, pilings and the like, however, shaded river aquatic habitat can provide the same effect on flow and provide shade. The impact of shaded river aquatic habitat on special status fish is unclear.

There are a number of significant adverse impacts associated with so-called restoration of tidal floodplain habitat within the Delta which have not been objectively considered or mitigated.

In the Delta where the waters are tidal the proposed habitat restoration is not necessarily floodplain but rather is tidal wetlands which is inundated most if not all of the time.

Increased salinity intrusion could result from the increased tidal prism and/or creation of shortened pathways to the interior Delta and particularly to the large SWP and CVP intakes whether in the north Delta or south Delta.

Setting back, breaching, degrading and/or not restoring levees in the Delta has significant adverse impacts.

Increases in the tidal prism at locations similar to and including the area in and around the lower Yolo bypass not only induces greater salinity intrusion, but also results in advection adversely affecting the out migration of salmon smolts some of which are endangered.

The regularly or permanently inundated areas constitute increased habitat for predator species and increase ambush locations affecting the fish species of concern. The increase in water surface and wetland vegetation will greatly increase the evaporation and evapotranspiration of fresh water. In many cases there is an increased threat of flooding to surrounding areas due to increased fetch and wave action across the habitat area and increased seepage into adjoining levees and lands.

There is also the harm to and loss of agricultural land and production.

Exhibit 29-1 contains excerpts from the April 2011 report by Dave Vogel titled "Insights into the Problems, Progress, and Potential Solutions for Sacramento River Basin Anadromous Fish Restoration" prepared for the Northern California Water Association and Sacramento Valley Water Users contains the results of studies which include the Liberty Island Ecological Reserve area. (The entire study can be viewed on the Northern California Water Association website by clicking on "Fisheries")

At pages 112 and 113 the report provides:

Subsequent, additional juvenile salmon telemetry studies were conducted by Natural Resource Scientists Inc. on behalf of the USFWS and CALFED in the north Delta (Vogel 2001, Vogel 2004). Triangulating radio-tagged fish locations in real time (Figure 61) clearly demonstrated how juvenile salmon move long distances with the tides and were advected into regions with very large tidal prisms, such as upstream into Cache Slough and into the flooded Prospect and Liberty Islands (Figure 62). During the studies, it was determined that some radio-tagged salmon were eaten by predatory fish in northern Cache Slough, near the levee breaches into flooded islands (discussed below).

At page 120 the report provides:

During recent years, there has been an emphasis to reclaim or create shallow, tidal wetlands to assist in re-creating the form and function of ecosystem processes in the Delta with the intent of benefitting native fish species (Simenstad et al. 1999). Among a variety of measures to create such wetlands, Delta island

levees either have been breached purposefully or have remained unrepaired so the islands became flooded. A recent example is the flooding of Prospect Island which was implemented under the auspices of creating shallow water habitat to benefit native fish species such as anadromous fish (Christophel *et al.* 1999). Initial fish sampling of the habitat created in Prospect Island suggested the expected benefits may not have been realized due to an apparent dominance of non-native fish (Christophel *et al.* 1999). Importantly, a marked reduction of sediment load to the Delta in the past century (Shvidchenko *et al.* 2004) has implications in the long-term viability of natural conversion of deep water habitats on flooded Delta islands into shallow, tidal wetlands. The very low rates of sediment accretion on flooded Delta islands indicate it would take many years to convert the present-day habitats to intertidal elevations which has potentially serious implications for fish restoration (Nobriga and Chotkowski (2000) due to likely favorable conditions for non-salmonid fish species that can prey on juvenile salmon. Studies of the shallow water habitats at flooded Delta islands showed that striped bass and largemouth bass represented 88 percent of the individuals among 20 fish species sampled (Nobriga *et al.* 2003).

There have likely been significant adverse, unintended consequences of breaching levees in the Delta. There is a high probability that site-specific conditions at the breaches have resulted in hazards for juvenile anadromous fish through the creation of favorable predator habitats. The breaches have changed the tidal prisms in the Delta and can change the degree in which juvenile fish are advected back and forth with the tides (Figure 61; previously discussed). Additionally, many of the breaches were narrow which have created deep scour holes favoring predatory fish. Sport anglers are often seen fishing at these sites during flood or ebb tides. Breaching the levees at Liberty Island is an example (Figure 72 and 73). Recent acoustic-tagging of striped bass in this vicinity confirmed a high presence of striped bass (Figure 74, D. Vogel, unpub. data.)

The increased loss of fresh water due to creation of tidal and wetland habitat is clear. Exhibit 29-2 is Table A-5 from DWR Bulletin 168, October 1978 which shows the annual Et values for various crops and for Riparian Vegetation and Water Surface. The Riparian Vegetation and Water Surface 67.5 inches can be compared to tomatoes 33.8 inches and alfalfa 46.0 inches. The increased fresh water loss is from 33.7 inches when compared to tomatoes and 21.5 when compared to alfalfa. The increased loss of fresh water is particularly significant in drier years.

The Division of Water Resources (predecessor to The Department of Water Resources) in the Sacramento - San Joaquin Water Supervisor's report for the year 1931 dated August 1932 and designated Bulletin 23 includes the results of studies of water consumption of tules and cat-tails. Exhibit 29-3 includes Tables 69, 74, 75 and 77 from such report. Consumptive use for open water surface is shown as 4.91 acre feet per acre, tules at 9.63 acre feet per acre, and alfalfa at 3.51 acre feet per acre. To examine the relatively high consumptive use for tules the U.S. Department of Agriculture undertook a continuation of the study of consumptive use for asparagus, tules and cat-tails. The tables show an average of 14.63 acre feet per acre for cat-tails and 13.48 acre feet per

acre for tules. Results from cat-tails and tules grown in tanks at Camp 3, King Island for 1931 are shown in Table 77. The results for normal sized tules was 8.0 acre feet per acre.

This submittal constitutes Dante John Nomellini, Sr.'s Part Two. Part Three will follow.

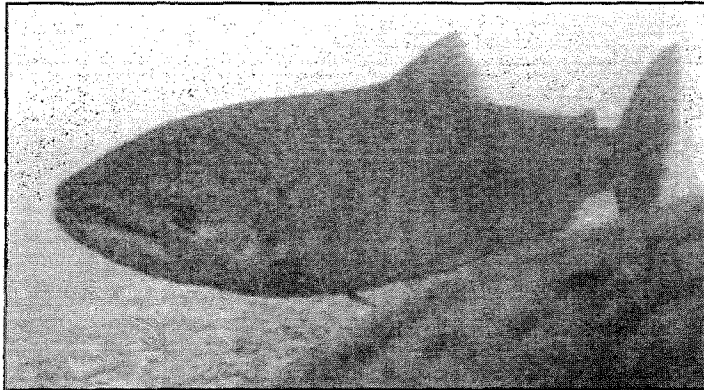
Exhibits 12 through 29 of our comments submitted July 25, 2014 are hereby incorporated by this reference as if included in this submittal. Exhibits 29-1, 29-2 and 29-3 are submitted with this Part Two of our comments.

Very truly yours

A handwritten signature in dark ink, appearing to read 'Dante John Nomellini, Sr.', with a stylized, overlapping flourish.

Dante John Nomellini, Sr.
Manager and Co-Counsel

Insights into the Problems, Progress, and Potential Solutions for Sacramento River Basin Native Anadromous Fish Restoration



Spring-Run Chinook Salmon in Mill Creek, California (Photo by Dave Vogel)

April 2011

Prepared for:

**Northern California Water Association
and
Sacramento Valley Water Users**

Prepared by:

**Dave Vogel, Senior Scientist
Natural Resource Scientists, Inc.
P.O. Box 1210
Red Bluff, CA 96080
dvogel@resourcescientists.com**

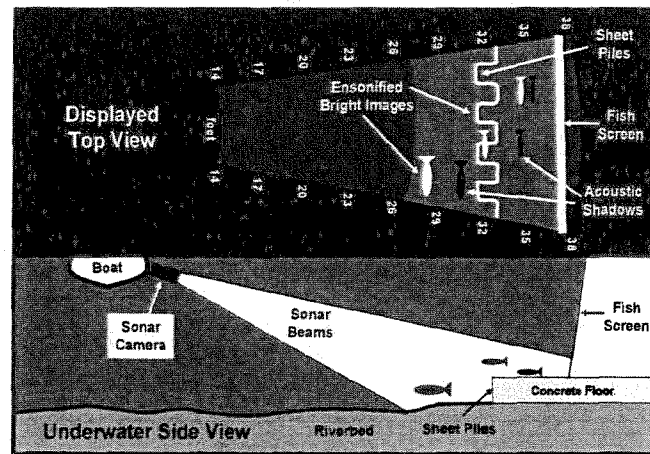


Figure 60. Schematics of DIDSON™ imaging at the base of a flat-plate fish screen. Bottom diagram shows orientation of sonar beams from the acoustic camera off the side of a boat and submerged objects at the fish screens. Top diagram shows the resultant corresponding sonar imaging of objects ensonified with acoustic shadows from the objects. (from Vogel 2008b)

From 1996 through 2010, Natural Resource Scientists, Inc. conducted 22 separate research projects on juvenile salmon (including four studies of predatory fish) in the Delta using acoustic or radio telemetry as a means to gain an improved understanding of fish movements and mortality (Vogel 2010a). The reason juvenile salmon telemetry studies were initiated in the Delta was to acquire detailed data on fish behavior, fish route selection through complex channels, and estimate fish survival in discrete reaches. Past efforts using traditional coded-wire tagging could not answer those critically important questions. Research findings from the telemetry investigations indicate that smolt survival assumptions and models must incorporate these new conclusions to avoid misinterpretation of data and improve quantitative estimates of fish survival and movements (Vogel 2010a).

The first successful use of telemetry on juvenile salmon in the Central Valley was conducted by Natural Resource Scientists, Inc. on behalf of EBMUD in 1996 and 1997. At that time, the specific behavior of juvenile salmon in the Delta was largely unknown. The initial studies quickly determined that the fish did not move as a school, but instead, dispersed, exhibiting a wide range in migratory behaviors in the complex Delta environment. Salmon moved many miles back and forth each day with the ebb and flood tides and the side channels (where flow was minimal) were largely unused. Site-specific hydrodynamic conditions present at flow splits when the fish arrived had a major affect in initial route selection. Importantly, some of the salmon were believed to have been preyed upon based on very unusual behavior patterns (Vogel 2010a).

Subsequent, additional juvenile salmon telemetry studies were conducted by Natural Resource Scientists Inc. on behalf of the USFWS and CALFED in the north Delta (Vogel 2001, Vogel 2004). Triangulating radio-tagged fish locations in real time (Figure 61) clearly demonstrated

how juvenile salmon move long distances with the tides and were advected into regions with very large tidal prisms, such as upstream into Cache Slough and into the flooded Prospect and Liberty Islands (Figure 62). During the studies, it was determined that some radio-tagged salmon were eaten by predatory fish in northern Cache Slough, near the levee breaches into flooded islands (discussed below). Also, monitoring telemetered fish revealed that higher predation occurred in Georgiana Slough as compared to the lower Sacramento River (Figure 63). As discussed previously, past coded-wire tagging studies found that salmon released into northern Georgiana Slough were found to have a higher mortality rate than fish released downstream of the slough in the Sacramento River (Brandes and McLain 2001).

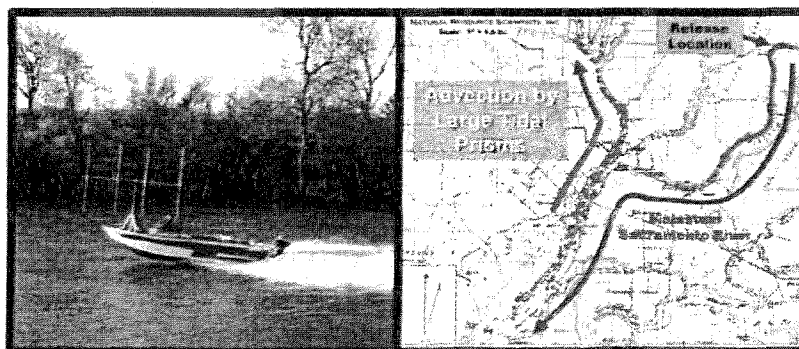


Figure 61. Left picture, mobile telemetry conducted in the north Delta. Photo by Dave Vogel.

Figure 62. Right picture, telemetered locations of approximately 100 radio-tagged salmon smolts released in the lower Sacramento River near Ryde (data from Vogel 2001 and Vogel 2004).

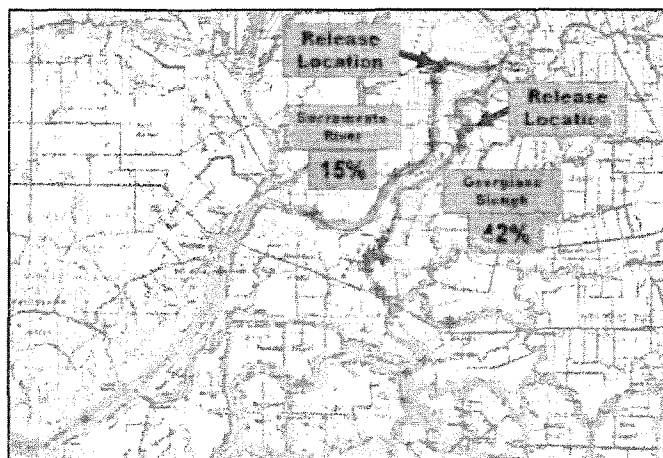


Figure 63. Estimated mortality rate for groups of radio-tagged salmon released at two locations in the north Delta and locations where radio-tagged salmon smolts were detected to have been preyed upon (Vogel 2001, Vogel 2004).

More recently, a 2007 study conducted by releasing acoustic-tagged juvenile salmon in the San Joaquin River found 116 motionless juvenile salmon transmitters in the lower San Joaquin River near the Stockton Waste Water Treatment Plant and a nearby bridge (Figure 64) (Vogel 2007b). This was an all-time record for the largest number of dead radio- or acoustic-telemetered juvenile

vegetation at some sites in the Delta and water clarity. Increased water clarity for sight predators such as black bass and striped bass would presumably favor predatory fish over prey (*e.g.*, juvenile salmon). Fewer native fish species are found in *Egeria* stands compared to introduced fish species (Grimaldo and Hymanson 1999). Additionally, it has been hypothesized that high densities of *Egeria* in portions of the Delta may restrict juvenile salmon access to preferred habitats, forcing salmon to inhabit deep water or channel areas where predation risks may be higher (Grimaldo *et al.* 2000).

During recent years, there has been an emphasis to reclaim or create shallow, tidal wetlands to assist in re-creating the form and function of ecosystem processes in the Delta with the intent of benefitting native fish species (Simenstad *et al.* 1999). Among a variety of measures to create such wetlands, Delta island levees either have been breached purposefully or have remained unrepaired so the islands became flooded. A recent example is the flooding of Prospect Island which was implemented under the auspices of creating shallow water habitat to benefit native fish species such as anadromous fish (Christophel *et al.* 1999). Initial fish sampling of the habitat created in Prospect Island suggested the expected benefits may not have been realized due to an apparent dominance of non-native fish (Christophel *et al.* 1999). Importantly, a marked reduction of sediment load to the Delta in the past century (Shvidchenko *et al.* 2004) has implications in the long-term viability of natural conversion of deep water habitats on flooded Delta islands into shallow, tidal wetlands. The very low rates of sediment accretion on flooded Delta islands indicate it would take many years to convert the present-day habitats to intertidal elevations which has potentially serious implications for fish restoration (Nobriga and Chotkowski (2000) due to likely favorable conditions for non-salmonid fish species that can prey on juvenile salmon. Studies of the shallow water habitats at flooded Delta islands showed that striped bass and largemouth bass represented 88 percent of the individuals among 20 fish species sampled (Nobriga *et al.* 2003).

There have likely been significant adverse, unintended consequences of breaching levees in the Delta. There is a high probability that site-specific conditions at the breaches have resulted in hazards for juvenile anadromous fish through the creation of favorable predator habitats. The breaches have changed the tidal prisms in the Delta and can change the degree in which juvenile fish are advected back and forth with the tides (Figure 61; previously discussed). Additionally, many of the breaches were narrow which have created deep scour holes favoring predatory fish. Sport anglers are often seen fishing at these sites during flood or ebb tides. Breaching the levees at Liberty Island is an example (Figure 72 and 73). Recent acoustic-tagging of striped bass in this vicinity confirmed a high presence of striped bass (Figure 74, D. Vogel, unpub. data).



Figure 72. Liberty Island in the north Delta before and after flooding.

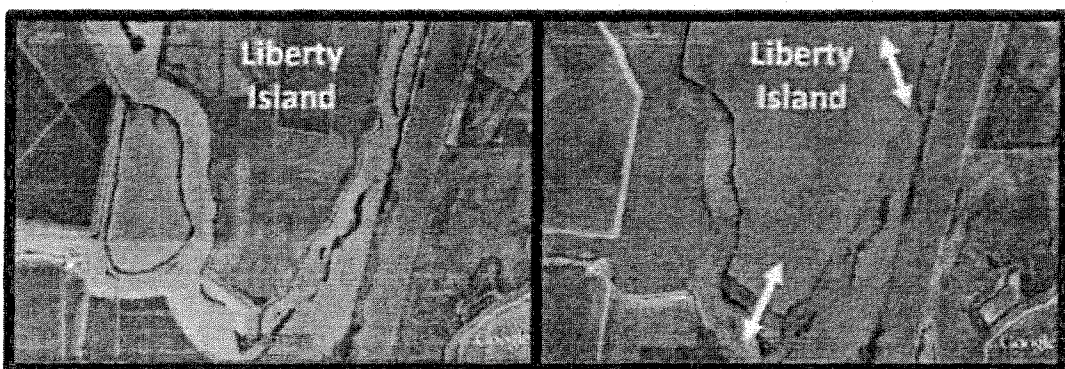


Figure 73. Liberty Island in the north Delta before and after flooding showing locations of narrow breaches in the levee.

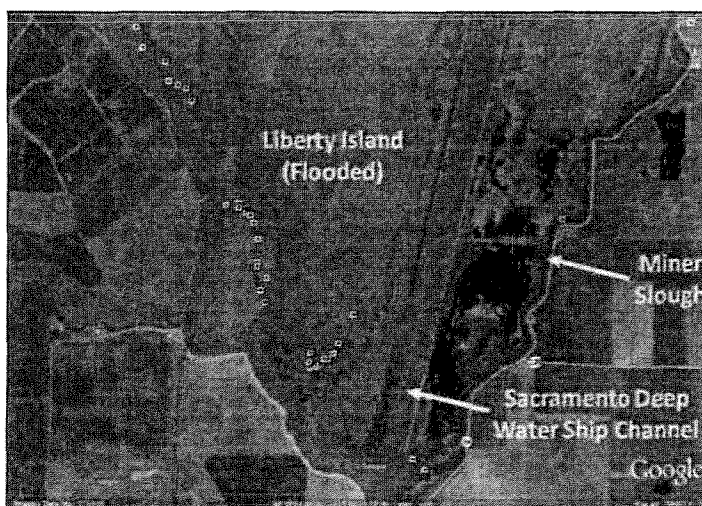
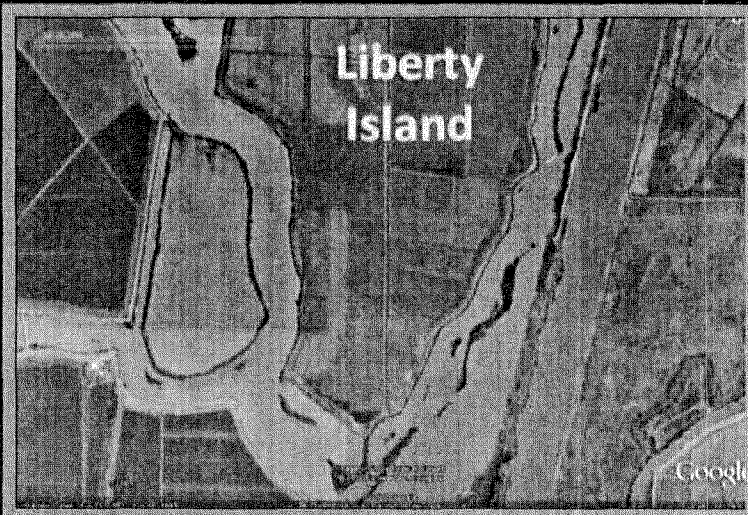


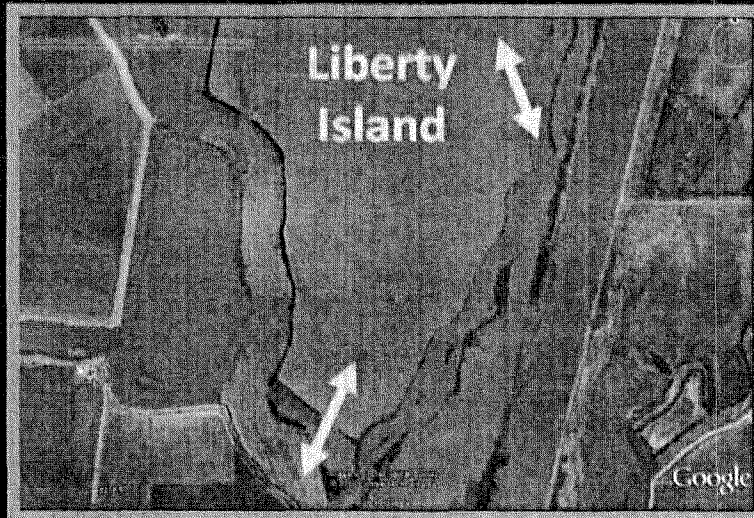
Figure 74. Locations (squares) where predatory striped bass were acoustic-tagged with transmitters during the winter of 2008 – 2009 in the north Delta near Liberty Island (D. Vogel, unpublished data).

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Predation "Hot Spots"

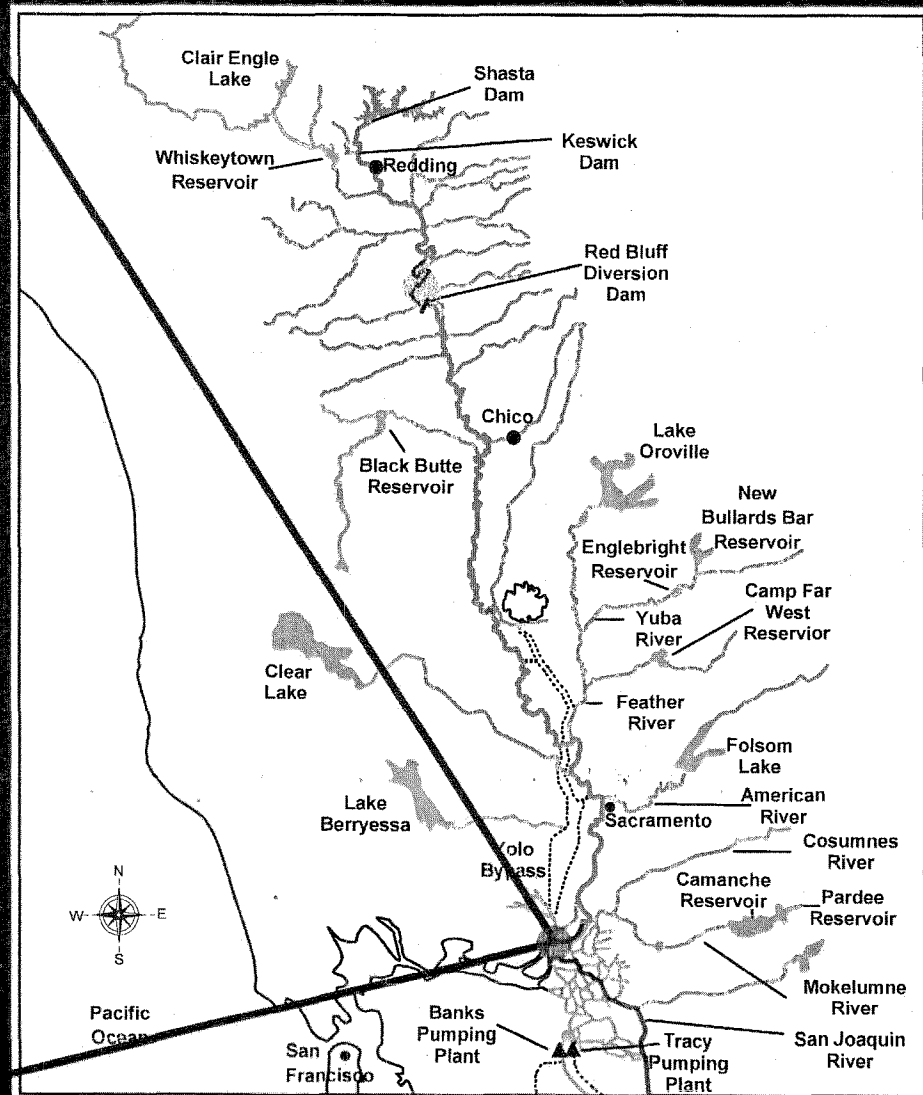


Before Flooding

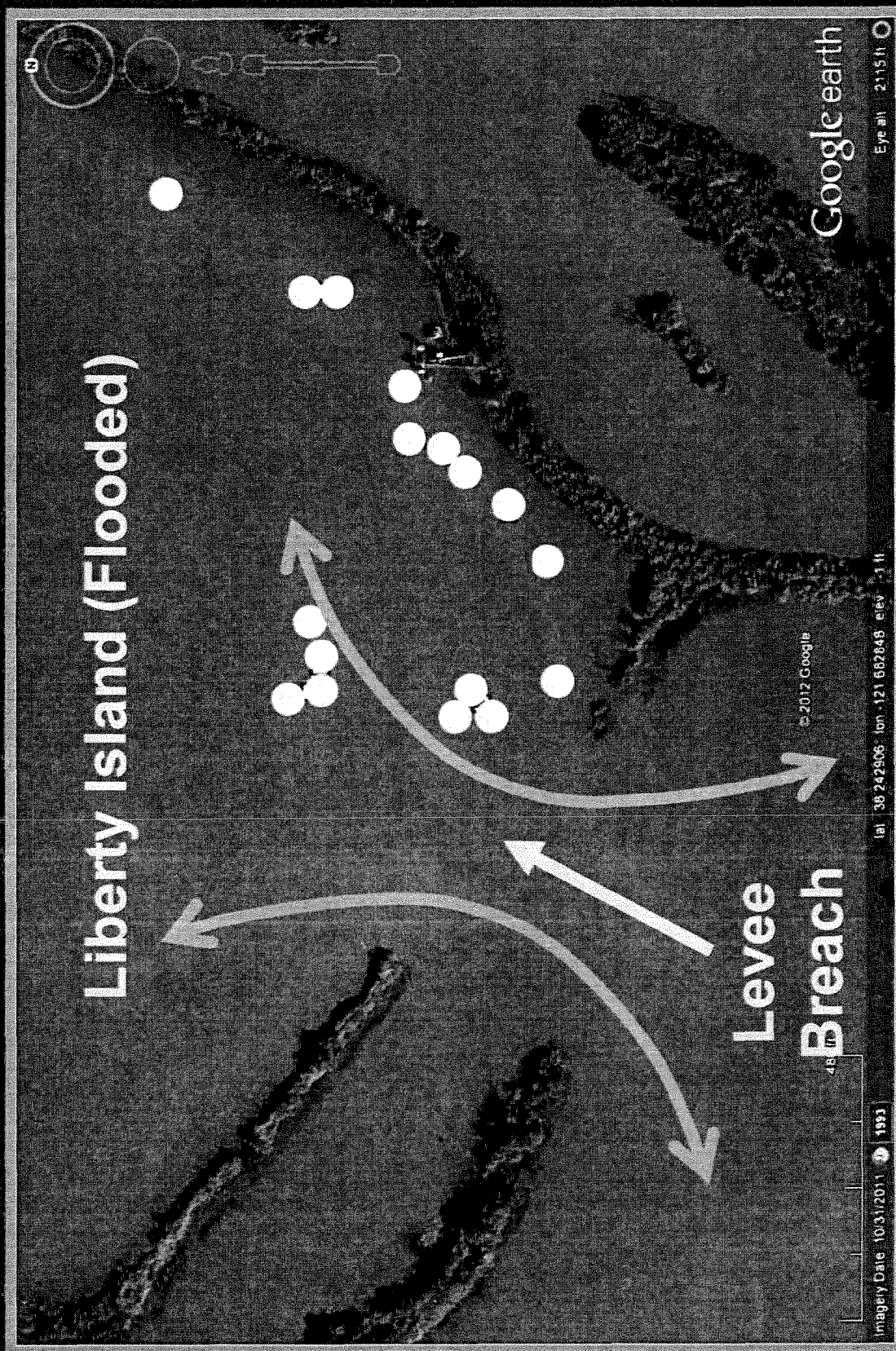


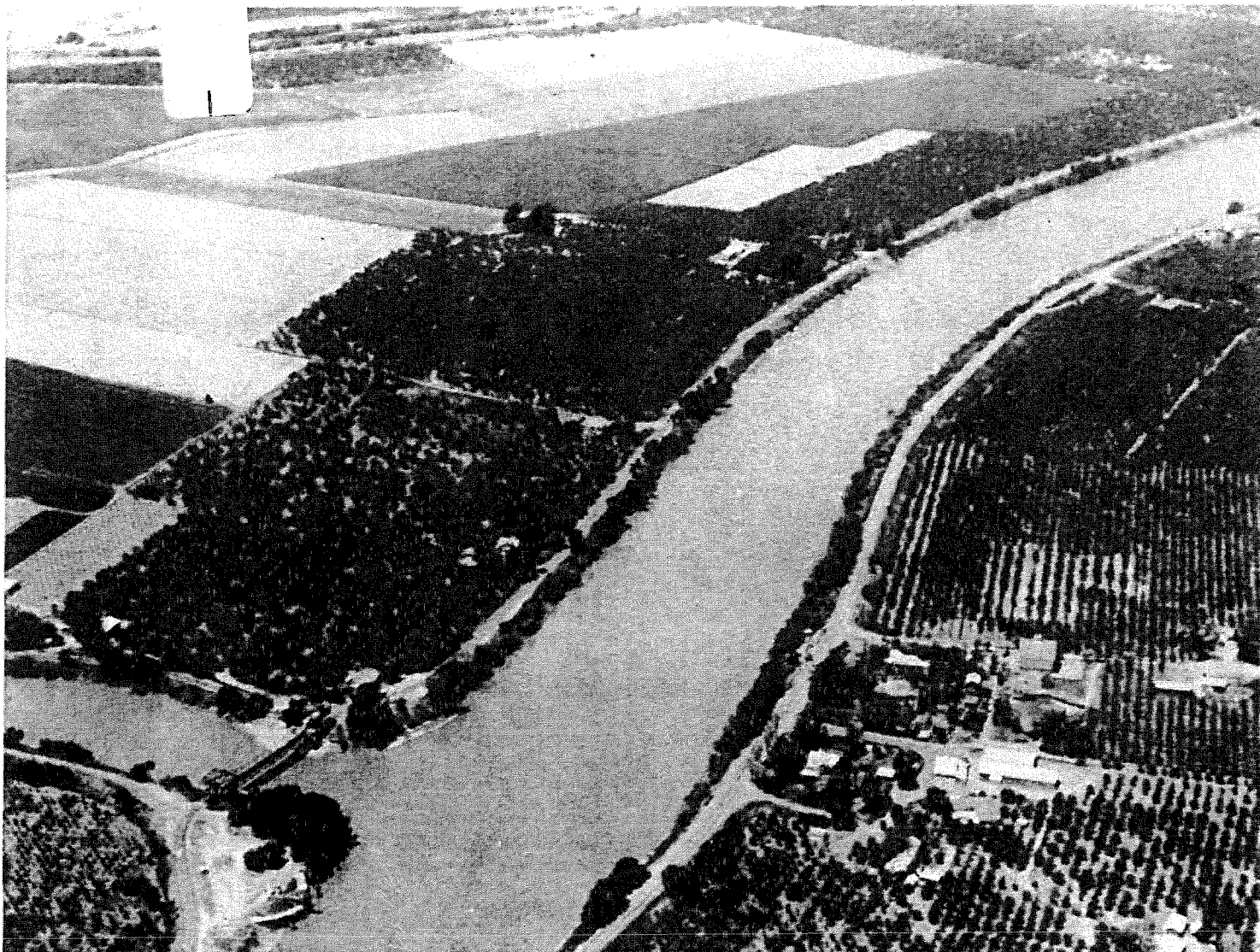
After Flooding

Natural Resource Scientists, Inc.



Acoustic-Tagged Adult Striped Bass





State of California
The Resources Agency

Department of
Water Resources



Sacramento Valley Water Use Survey 1977

Bulletin 168
October 1978

EXHIBIT 29-2

TABLE A-5
1976-77 Estimated Crop Et Values
Delta Service Area
(in inches)

Land Use Category	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Total Oct.76-Sep.77	Oct. 77	Total Nov.77-Oct.77
Sacramento-San Joaquin Delta															
Irrigated Pasture	3.2	1.5	1.0	0.7	1.5	3.6	5.4	4.8	6.9	7.7	6.4	4.7	47.4	3.4	47.6
Alfalfa	3.2	1.5	1.0	0.7	1.5	3.2	4.9	4.4	6.5	7.5	6.5	4.9	45.8	3.4	46.0
Deciduous Orchard (Fruits & Nuts)	2.6	1.5	1.0	0.7	1.5	2.7	3.8	4.0	6.1	7.4	6.1	4.3	41.7	2.6	41.7
Tomatoes	2.4	1.5	1.0	0.7	1.5	1.9	2.2	2.6	4.0	8.2	6.0	2.3	34.3	1.9	33.8
Sugar Beets	2.4	1.5	1.0	0.7	1.5	1.9	2.2	3.7	7.6	8.3	6.4	4.4	41.6	2.4	41.6
Grain Sorghum (Milo)	2.4	1.5	1.0	0.7	1.5	1.9	2.2	2.0	5.9	7.3	4.3	2.5	33.2	1.9	32.7
Field Corn	2.4	1.5	1.0	0.7	1.5	1.9	2.2	2.3	5.7	6.9	5.1	2.6	33.8	1.9	33.3
Dry Beans	2.4	1.5	1.0	0.7	1.5	1.9	2.2	1.7	5.7	6.2	2.7	2.5	30.0	1.9	29.5
Safflower	2.4	1.5	1.0	0.7	1.5	1.9	2.5	4.8	8.7	7.7	4.4	2.5	39.6	1.9	39.1
Asparagus	2.4	1.5	1.0	0.7	1.5	1.9	2.2	1.0	3.5	7.7	6.4	4.7	34.5	2.4	34.5
Potatoes	2.4	1.5	1.0	0.7	1.5	1.9	2.2	1.7	4.3	7.4	5.5	2.8	32.9	1.9	32.4
Irrigated Grain	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	1.8	1.0	1.0	1.6	26.1	1.6	24.7
Vineyard	2.4	1.5	1.0	0.7	1.5	1.9	2.2	2.8	5.3	6.5	5.3	3.4	34.5	2.4	34.5
Rice	3.2	1.5	1.0	0.7	1.5	1.9	2.8	5.6	8.8	9.8	8.1	5.5	50.4	3.4	50.6
Sudan	2.4	1.5	1.0	0.7	2.0	4.3	5.7	4.8	6.9	7.7	4.9	4.7	46.6	2.4	46.6
Misc. Truck	2.4	1.5	1.0	0.7	1.5	1.9	3.2	4.6	6.7	7.4	5.2	3.7	39.8	1.9	39.3
Misc. Field	2.4	1.5	1.0	0.7	1.5	1.9	2.2	2.4	6.1	7.4	5.0	1.9	34.0	1.9	33.5
Double Cropped with Grain															
Sugar Beets	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	1.8	4.2	5.2	5.8	37.7	3.4	38.7
Field Corn	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	1.8	4.3	6.3	6.1	39.2	2.7	39.5
Grain Sorghum (Milo)	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	1.8	2.7	6.1	5.2	36.5	1.9	36.0
Sudan	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	3.6	7.7	4.9	4.7	41.6	1.9	41.1
Dry Beans	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	3.1	7.6	3.5	1.5	36.4	1.9	35.9
Tomatoes	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	2.3	6.6	6.0	5.2	40.8	1.9	40.3
Lettuce	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	4.1	7.4	5.3	4.9	42.4	2.4	42.4
Misc. Truck	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	2.3	6.6	6.0	5.2	40.8	2.4	40.8
Misc. Field	2.4	1.5	1.0	0.7	2.0	4.3	5.7	3.1	4.1	7.4	5.3	4.9	42.4	3.4	43.4
Fallow Lands 1/	2.4	1.5	1.0	0.7	1.4	1.0	1.0	1.0	1.0	1.0	1.0	1.0	14.0	1.0	12.6
Native Vegetation 2/	2.4	1.5	1.0	0.7	1.4	3.7	3.8	2.1	2.3	2.6	2.3	2.0	25.8	1.6	25.0
Riparian Veg. & Water Surface	4.6	2.4	1.4	0.8	1.9	4.5	7.4	6.6	9.7	11.8	9.7	7.0	67.8	4.3	67.5
Urban	1.6	0.8	0.6	0.7	1.0	1.0	1.9	2.4	2.4	2.5	2.4	1.9	19.2	1.6	19.2

1/ Applies also to nonirrigated grain.

2/ Applies also to nonirrigated orchards and vineyards

Metric conversion: inches times 25.4 equals millimetres.

STATE OF CALIFORNIA
DEPARTMENT OF PUBLIC WORKS

PUBLICATIONS OF THE
DIVISION OF WATER RESOURCES
EDWARD HYATT, State Engineer

SACRAMENTO-SAN JOAQUIN
WATER SUPERVISOR'S
REPORT
FOR YEAR
1931

By
HARLOWE M. STAFFORD
Water Supervisor

Under the supervision of
HAROLD CONKLING
Deputy State Engineer

AUGUST, 1932



TABLE 69

UNIT CONSUMPTIVE USE OF WATER IN SACRAMENTO-SAN JOAQUIN DELTA**
Acre-feet per Acre

Crop or Classification	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	Total Seasonal Use	Total Annual Use
Alfalfa	(.06)	(.08)	.10	.30	.40	.50	.65	.55	.50	.20	(.10)	(.07)	3.20	3.51
Asparagus	.05	.05	.05	.05	.08	.14	.40	.68	.55	.42	.12	.10	2.69	2.69
Beans	(.06)	(.08)	(.08)	(.16)	(.20)	.14	.24	.58	.37	(.09)	(.07)	(.05)	1.33	2.12
Beets	(.06)	(.08)	(.08)	.13	.32	.51	.61*	.53*	.20*	(.13)	(.10)	(.07)	2.30	2.82
Celery	(.04)	(.04)	(.04)	(.08)	(.10)	.10	.10	.20	.25	.30	.20	.05	1.20	1.50
Corn	(.04)	(.04)	(.04)	(.08)	(.10)	.24	.85	.84*	.40*	.10	(.10)	(.07)	2.43	2.90
Fruit	(.04)	(.04)	(.04)	.18	.32	.50	.57	.40	.23	.07	(.07)	(.05)	2.27	2.51
Grain and Hay	(.04)	(.04)	.07	.60	.83	.20	(.34)	(.23)	(.21)	(.14)	(.07)	(.05)	1.70	2.62
Onions	(.04)	(.04)	.08	.13	.27	.49	.43	.20	(.16)	(.13)	(.10)	(.07)	1.60	2.14
Pasture	.08	.10	.20	.25	.25	.25	.25	.25	.20	.15	.10	.08	2.16	2.16
Potatoes	(.06)	(.08)	(.08)	(.16)	.15	.38	.52	.30	.15	(.09)	(.07)	(.05)	1.50	2.09
Seed	(.06)	(.08)	(.08)	.10	.25	.50	.50	.50	.35	.10	(.10)	(.07)	2.30	2.69
Truck	(.06)	(.08)	.10	.10	.25	.50	.45	.45	.30	.15	.10	(.07)	2.40	2.61
Valve	.16	.09	.30	.74	1.10	1.28	1.53	1.32	1.18	.98	.59	.36	9.63	9.63
Willows	.05	.03	.09	.22	.33	.38	.46	.40	.35	.29	.18	.10	2.88	2.88
Bare Land	.04	.04	.04	.08	.10	.13	.14	.13	.11	.09	.07	.05	1.02	1.02
Idle Land with Weeds***	.06	.08	.08	.16	.20	.26	.28	.24	.16	.13	.10	.07	1.82	1.82
Open Water Surfaces	.08	.13	.23	.34	.60	.76	.84	.72	.60	.33	.14	.08	4.91	4.91

NOTE: Figures shown in brackets () represent estimated consumptive use on cropped areas before planting and after harvest. (Evaporation from bare land, use by weeds, etc.).

* Includes estimated additional use by weeds during these months.

** These are the data as determined for and published in Bulletin No. 27 - "Variation and Control of Salinity in Sacramento-San Joaquin Delta and Upper San Francisco Bay" - Table 1.

*** Average for land below elevation 5.0 U.S.C.S. datum. Use on unirrigated lands above elevation 5.0 is considered zero.

TABLE 74

USE OF WATER BY CAT-TAILS GROWN IN TANKS, NEAR CLARKSBURG,
RECLAMATION DISTRICT 999, 1931

TANK NO.	USE OF WATER - ACRE-FEET PER ACRE												YEAR
	JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC.	
2	0.22	0.22	0.58	1.03	2.28	2.28	2.96	2.51	1.66	0.91	0.43	0.23	15.36
3	0.21	0.20	0.49	1.12	1.94	2.11	2.51	1.92	1.36	0.83	0.51	0.22	13.42
4	0.20	0.21	0.52	1.30	2.51	2.78	3.34	2.78	1.90	1.04	0.54	0.29	17.41
5	0.23	0.25	0.50	1.15	1.96	1.83	2.04	1.82	1.28	0.76	0.37	0.13	12.34
6	0.22	0.24	0.60	1.44	2.80	2.77	3.51	—UNDER TEST FOR LEAKAGE—					
MEANS	0.22	0.22	0.54	1.22	2.30	2.35	2.67	*2.25	*1.55	*0.94	*0.46	*0.22	*14.63

*MEAN OF FOUR TANKS

TABLE 75

USE OF WATER BY TULES GROWN IN TANKS, NEAR CLARKSBURG,
RECLAMATION DISTRICT 999, 1931

TANK NO.	USE OF WATER -- ACRE- FEET PER ACRE												YEAR	
	JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC.		
7	0.21	0.23	0.54	1.32	3.02	2.88	4.35	—UNDER TEST FOR LEAKAGE—						
8	0.20	0.24	0.48	1.18	2.45	2.39	3.02	2.59	1.78	1.01	0.51	0.20	16.05	
9	0.20	0.26	0.46	1.12	2.14	2.20	2.76	1.98	1.37	0.82	0.41	0.20	13.94	
10	0.19	0.24	0.51	1.08	2.07	2.26	2.88	1.71	1.23	0.66	0.43	0.23	13.49	
11	0.21	0.29	0.40	0.90	1.84	1.65	1.63	1.32	1.16	0.72	0.39	0.19	10.60	
12	0.20	0.20	0.25	0.84	1.75	1.26	2.75	2.36	1.72	1.09	0.61	0.27	13.30	
MEANS	0.20	0.23	0.44	1.07	2.21	2.11	2.90	*1.99	*1.45	*0.86	*0.47	*0.22	*13.48	

*MEAN OF FIVE TANKS

TABLE 77

USE OF WATER BY CAT-TAILS AND TULE GROWN IN TANKS AT CAMP 3, KING ISLAND
1931

TANK NUMBER	PLANT	WATER SURFACE ABOVE GROUND SURFACE FEET	USE OF WATER — ACRE-FeET PER ACRE												COMPARA- TIVE PLANT SIZE (2)	
			JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC. (3)		YEAR (4)
1	CAT-TAILS	0.0	0.14	0.13	0.25	0.52	0.52	0.31	0.33	0.18	0.13	0.15	0.07		2.8	UNDERSIZE
2	CAT-TAILS	1.0	— NO USABLE RECORD —				(1)0.72	0.82	0.92	0.82	0.67	0.53	0.26		6.2	UNDERSIZE
3	TULE	1.0	— NO USABLE RECORD —				(1)1.33	1.13	1.32	1.16	0.80	0.51	0.19		8.0	NORMAL
4	TULE	0.0	0.17	0.15	0.45	0.58	1.00	0.88	0.88	0.71	0.53	0.15	0.07		5.7	UNDERSIZE

(1) INCLUDES APRIL 29TH AND 30TH.

(2) THE COMPARISON FOR SIZE IS WITH SURROUNDING PATCH PLANTS OF THE SAME KIND. PLANTS IN TANKS NUMBERS 1 AND 2 WERE UNDERSIZE ALL SEASON. PLANTS IN TANK NUMBER 4 WERE NORMAL SIZE AT BEGINNING OF SEASON.

(3) HEAVY RAINS DERANGED CONDITIONS SO THAT NO RELIABLE RECORD FOR DECEMBER WAS OBTAINED.

(4) ESTIMATED. CLOSELY FOR TANKS NUMBERS 1 AND 4. ROUGHLY FOR TANKS NUMBERS 2 AND 3.

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TABLE 78

USE OF WATER BY TULE GROWN IN TANKS AT SIMMONS ISLAND, NEAR BAY POINT, 1931

TANK NO.	WATER SURFACE ABOVE GROUND SURFACE FEET	USE OF WATER -- ACRE--FEET PER ACRE												NUMBER OF STALKS IN JULY*	
		JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC.		YEAR APPROX.
1	1.0	0.11	0.15	0.23	0.28	0.38	0.48	0.61	0.48	0.43	0.21	0.11	(0.11)	3.58	11
2	0.0	(0.11)	(0.11)	(0.12)	0.14	0.94	0.80	0.69	0.52	0.36	0.22	0.11	(0.11)	4.23	19
3	1.0	(0.11)	(0.15)	(0.28)	0.34	1.01	0.87	0.84	0.67	0.60	0.46	0.29	(0.11)	5.73	35
4	0.0	(0.11)	(0.15)	(0.24)	0.29	0.96	0.89	0.78	0.59	0.54	(0.30)	0.14	(0.11)	5.10	30
MEANS		(0.11)	(0.14)	(0.22)	0.26	0.82	0.76	0.73	0.57	0.48	(0.30)	0.16	(0.11)	4.66	

NOTE: FIGURES IN PARENTHESES ARE ESTIMATED.

* THERE WERE SOME NEW SPROUTS IN ALL
TANKS IN JULY.

From: Nomellini, Grilli & McDaniel PLCs <ngmplcs@pacbell.net>
Sent: Thursday, October 29, 2015 3:25 PM
To: BDCPcomments
Cc: ngmplcs@pacbell.net
Subject: BDCP/California Water Fix RDEIR/SDEIS Comments Part Two & Exs 29-1, 2 and 3
Attachments: CDWA BDCP Water Fix Cmts Part Two 10-29-15.pdf; CDWA BDCP Water Fix cmts Pt Two Ex 29 -3 10-29-15.pdf; CDWA BDCP Water Fix cmts Pt Two Ex 29 -2 10-29-15.pdf; CDWA BDCP Water Fix cmts Pt Two Ex 29 -1 10-29-15.pdf

See attached Central Delta Water Agency comments Part Two and Exhibits 29-1,29-2 and 29-3. DJN Sr

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