



Craig McNamara  
Board President  
Owner, Sierra Orchards

November 2, 2016

Joshua Eddy  
Executive Director

Ashley Boren  
Executive Director  
Sustainable Conservation

Donald Bransford, Owner  
Bransford Farms

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General Manager,  
Terranova Ranch, Inc.

Nancy Casady  
General Manager  
Ocean Beach People's  
Organic Food Co-Op

Helene Dillard, Dean  
College of Agricultural  
And Environmental  
Sciences, University of  
California, Davis

Ben Drake, President  
Drake Enterprises

Michael Gallo, Co-owner  
Joseph Gallo Farms

Eric Holst,  
Senior Director,  
Environmental Defense  
Fund

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College of Agriculture  
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Polytechnic University,  
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Los Kitos Produce

Miles Reiter,  
Chairman and CEO,  
Driscoll Strawberry  
Associates, Inc.

Joy Sterling, CEO  
Iron Horse Vineyards

The Honorable Jerry Brown  
c/o State Capitol, Suite 1173  
Sacramento, CA 95814

RE: Comment Letter - 2016 Bay-Delta Plan Amendment & San Joaquin River  
SED

Dear Governor Brown:

The California State Board of Food and Agriculture (Board) strongly recommends that a comprehensive approach is needed to address the water quality challenges in the San Francisco Bay/Sacramento-San Joaquin Delta Estuary (Bay-Delta).

Understanding the limited flexibility that the State Water Resources Control Board (State Water Board) has on its regulatory approach related to improving water quality, our Board strongly recommends that negotiated voluntary agreements, as called for in the California Water Action Plan, be an acceptable, valid and preferred course of action to improving native fish populations and habitat while protecting other beneficial uses of water such as farming.

We applaud your direction to Chairperson Felicia Marcus and your California Natural Resources Agency (Resources Agency) to explore the potential for comprehensive agreements on environmental flows for the protection of native fish species. Not only does this approach benefit fish populations, but it also provides the best path forward in addressing water challenges related to clean drinking water, farming and local economies.

Currently to achieve negotiated voluntary agreements the Resources Agency, public water agencies and environmental groups will need to reach agreement on flow and non-flow measures for improving conditions for fisheries within local regions and jurisdictions which will need to be completed on an expedited timeline and in place by early summer 2017, with implementation shortly thereafter.

Further, for those agreements approved by the Resources Agency and which contain flow and non-flow measures, the State Water Board should accept those agreements instead of instituting a regulatory flow solution. We all recognize the need to present solutions to save the native fish and that part of that solution is more water - but non-flow components which will require funding and robust monitoring, data synthesis and adaptive management based on the data collection are also essential.



We also have deep concerns with the “unimpaired flow” approach, which is not practical as a regulatory approach nor does it help foster negotiated agreements. Significantly, in the absence of negotiated voluntary agreements that are approved by the Resources Agency and accepted by the State Water Board, the current regulatory approach on flow measures (30-50 percent unimpaired flows on the San Joaquin River and tributaries) will have substantial impacts to communities across the state. These impacts include:

- Farming and Ranching - the Substitute Environmental Document (SED) contains estimates of annual farm fallowing of 24,000 acres as a result of maintaining unimpaired flows at a 40 percent level. Further context on these impacts is needed, especially as it relates to drought as California prepares to enter our sixth consecutive year. In the “Economic Analysis of the 2015 Drought for California Agriculture” (Center for Watershed Sciences, University of California, pg.5) the following observation was included in the report:

We [Center for Watershed Sciences] estimate the 2015 drought may result in the fallowing of 542,000 irrigated acres, almost all (99.5%) in the Central Valley....If access to groundwater were to decrease or agriculture were to face additional curtailments for environmental flows, temperature, salinity, or other factors, the impact of the drought in 2016 and 2017 would increase substantially.

- Subsidence/Salinity - reduced surface water availability for drinking water in San Joaquin communities (Modesto, Turlock, Stockton, et al.) will most likely increase groundwater reliance, impacting some of California's 21 critically overdrafted groundwater basins and minimizing efforts to address saline intrusion and zones of depression. Fourteen (14) Disadvantaged Communities (DACs) exist inside the area regulated by SED, and all are entirely dependent on groundwater pumping for their municipal water supplies and thus will be adversely affected by this action.
- Groundwater Management - as California moves forward on the Sustainable Groundwater Management Act (SGMA), the proposed regulatory flow measure for the Bay-Delta will encourage increased groundwater pumping when the state is legally requiring local authorities to sustainably manage groundwater basins. The SED acknowledges that maximum groundwater pumping is not sustainable (Chapter 11, pg.11-52; SGMA) and is significant and unavoidable under the proposed flow measures (Chapter 9, Table 9-1, pg. 9-4; Chapter 18-16).
- Urban Communities - a number of cities, including San Francisco receive water supplies from surface water. The Tuolumne River provides up to 85 percent of water supply for the deliveries of the San Francisco Public Utilities Commission. The proposed flow measures are estimated to limit water availability in the Hetch Hetchy Reservoir, reducing overall consumer supplies. The SED assumes that municipal water districts will supplement reduced water supplies with the purchase of agricultural water. Unfortunately, with the ongoing shift to permanent crops as water supplies become constrained, the Board believes the availability of agriculture water will be more limited as well.

To help minimize the impacts to our environment and communities, the proposed regulatory flow approach (whereby the State Water Board would seek to amend water rights throughout the Delta watershed) should be the option of last resort used by the State Water Board. Instead, the State Water Board should 1) extend maximum flexibility to regions and jurisdictions that are actively involved in the negotiation process but are unable to meet the summer deadline and 2) accept negotiated voluntary agreements approved by the Resources Agency as an alternative to a regulatory flow approach. This will help to achieve the most beneficial outcomes for the environment and Central Valley communities.

This Board believes that negotiated voluntary agreements should include flow and non-flow measures in addition to having robust commitments to monitoring and reporting. These agreements must also embrace adaptive management, being responsive to changing environmental needs. Further, agreements should incorporate the following considerations.

- Functional flows that promote fish and wildlife by closely considering time, space and parameter scales relevant to biological processes are referenced in the report "Flows and Fishes in the Sacramento-San Joaquin Delta" (Delta Independent Science Board, August 2015). Further, functional flows work when non-flow measures are added.
- Ensure that all water is put to work to the fullest extent possible as required by the California Constitution, Article X, Section 2.
- Habitat and floodplain restoration that assures public safety while producing food and habitat for fish, birds and other terrestrial and aquatic species.
- Adherence to California's coequal goals as established within the 2009 Delta Reform Act to provide a more reliable water supply while protecting, restoring and enhancing the Delta ecosystem. This can only be achieved by working collaboratively and employing the best available science and the latest technology to assist in managing complex ecosystems.
- Groundwater recharge opportunities as supported by California Water Code §10721(g) and the Executive Order B-29-15.
- Management of water resources in a more tailored and efficient manner that allows predictability for various stakeholders, works for all parts of the state and avoids the waste of water.
- Recognition that the Bay-Delta is a significantly altered ecosystems that has been engineered to move water from the north of the state to the south. This altered ecosystem has created additional stressors for fish habitat, including non-native and invasive species. Predator management is a critical issue that should be acknowledged as an acceptable non-flow measure.

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In developing a functional flow approach, we also encourage state and federal agencies to enlist the Delta Science Program to pursue "One Delta, One Science" as called for in the Delta Sacramento-San Joaquin Delta Reform Act of 2009 (Water Code §85280(b)(4)). Additionally, given the recently reinitiated Endangered Species Act consultations on the long-term operations of the Central Valley Project and the State Water Project, it is critically important that the State Water Board closely coordinate with the federal resource agencies regarding the best available science on outflows. This is vital to ensure consistency and that outflow measures intended to benefit pelagic fisheries (i.e., delta smelt) do not adversely affect cold water management measures intended to benefit listed salmonid species.

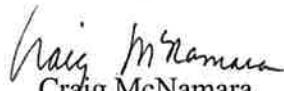
As we all know, California has a highly managed water system that has been designed over the past century to benefit cities, rural communities and the environment. With the increased challenges to native fish populations and the timely need for action, negotiated voluntary agreements are the best path forward for California's future.

We actively encourage you to meet with key water district managers and water district board members to convey the urgency of negotiating voluntary agreements with the Resources Agency and other parties. As you have stressed to the State Water Board and staff on the priority of analyzing and implementing voluntary agreements, this effort should also be undertaken with the public water agencies. Further, this meeting will dispel unfounded perceptions that the Administration is not serious about finding alternative solutions that will better serve our environment, economy and rural communities.

In addition, we would encourage the Resources Agency to actively reach out to the other state and federal agencies with jurisdiction over matters that affect the health of ecosystems and fish and press those agencies to take actions that support the recovery of threatened and endangered species beyond just additional flows (i.e. predator and invasive species). No one solution is going to enable the recovery of salmonids and the Delta Smelt; we must employ all strategies at once if the state is going to have a chance at stabilizing these threatened populations.

We look forward to working with you, Secretary Ross, Secretary Laird and Chairperson Marcus in creating a new chapter of collaboration on critical water issues facing California.

Sincerely,

  
Craig McNamara  
President

cc: Secretary Karen Ross, California Department of Food and Agriculture  
Secretary John Laid, California Natural Resources Agency  
Director Chuck Bonham, California Department of Fish and Wildlife  
Chairperson Felicia Marcus, State Water Resources Control Board  
Nancy McFadden, Executive Secretary, Governor's Office  
Kim Craig, Deputy Cabinet Secretary, Governor's Office  
Karla Nemeth, Senior Advisor, Governor's Office

## Changing the Conversation: Environmental Water for the Sacramento Valley

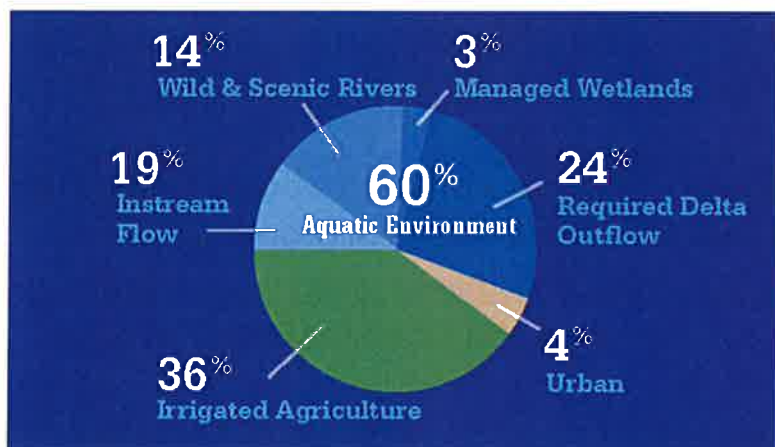
We have started a new and different conversation about water in the Sacramento Valley and we invite you all to join us in this dialogue.

For the past several decades there have been various debates that have led nowhere—this includes debates over more instream flows, unimpaired flows, fish vs. farms, share the pain, etc.....

Let me propose a different and more fruitful discussion that will more effectively serve the water needs for people, our economy and the environment. This proposal looks at serving functional flows that are directly linked to beneficial uses, including spreading the water out over the landscape.

The California Constitution calls for two over-arching principles for water management: 1) using our precious water to the fullest extent possible and 2) not wasting water or using it for unreasonable beneficial uses.

In the Sacramento Valley, water serves various beneficial purposes as shown in the attached pie-chart:



This includes cities and rural communities, farms, the Pacific Flyway and birds, fish and recreation.

With respect to the state of our rivers in the Sacramento Valley, if we look at our current river dynamics in an honest way, we have created high quality water (by human standards) in very channelized rivers and we are starving

fish and other aquatic life and creating a clear and sterile riverine environment that in many cases is inhospitable to their survival. As the work emerging from the Delta Science Program has suggested, you can add any increment of water you like to these sterile river channels and they are still equally inhospitable to fish. In other words, the quantity of water is not the limiting factor with respect to healthy fisheries.

In the Sacramento Valley, we have a flow-through system with an amazing landscape and an ingenious bypass system that has protected Sacramento and other communities for many years. As we look to the future in this region, we need to serve all beneficial purposes--cities and rural communities, farms, fish, birds and recreation—and we need to think in new and creative ways to do this effectively within this flow-through system. A couple of examples that illustrate current thinking and efforts:

- For birds, the Joint Venture has provided the guidance and inspiration for water district and refuge managers to spread water across the landscape for the ricelands and refuges that serve birds along the Pacific Flyway. The key has been nourishment for the birds to have energy when they travel. By most measures, the Pacific Flyway has been the environmental success story of our generation.
- For endangered salmon, the leaders in the different watersheds have worked with conservation partners and state and federal agencies to re-manage flows on every part of the system (see re-managed flows attached) for the benefit of salmon. We are also actively working on a *Sacramento Valley Salmon Recovery Program* that is designed to make the rivers more hospitable to salmon--better migratory corridors to prevent straying, habitat with suitable temperatures that is safe and free from predation, and food to nourish the salmon. As part of this, we are working with various partners in exploring creative ways to spread water across the bypasses and other agricultural lands for fish propagation (i.e., Nigiri project) and for food production for fish.
- For Delta smelt, water resources managers this year re-routed water into the Yolo Bypass for food production that will help smelt and looks very promising. See <http://www.norcalwater.org/2016/07/21/sacramento-valley-contributes-to-delta-smelt-food-production/>. This is part of the Delta Smelt Resiliency Strategy.
- We are also working with conservation organizations to explore environmental blocks of water that can be used for all of these purposes in the Sacramento Valley. This can include instream flows under Chapter 7; water acquisitions; and public benefit water under Chapter 8.

As you look across the Valley at these various programs, the strategies that seem to offer the most promise for a healthy ecosystem (and a vibrant economy) in the Sacramento Valley are out-of-stream functional flow strategies—not the in-stream strategies that have dominated the conventional wisdom for the past forty years. In fact, about 1.5 million acre-feet of water has been redirected to instream flows in the Delta over the past several decades, leading to fish declines in these areas. In many cases, it appears that water could be diverted and spread throughout the Valley in a way that provides multiple benefits: flood benefits; food and habitat for the Pacific Flyway; the generation of food for fish; and the recharge of the groundwater resources to help with sustainable groundwater management.

In sum, these ideas offer some very fertile ground for further conversations and discourse that we would like to pursue with your input and thoughts. We do not pretend to have all the answers to these issues, but we do have a leadership team and water resources managers in the Sacramento Valley who are willing to explore these new and different approaches and then honestly assess whether they work. Your thoughts, insights and collaboration would be much appreciated.

Media Advisory for Thursday, November 17  
For Planning Purposes Only  
Contact: Jennifer Wonnacott, (916) 996-3672

### **MEDIA ADVISORY**

#### **Pacific Flyway Partnerships to be Celebrated in Yolo Bypass**

*Great Opportunity to Observe Birds at Peak of Migration with Experts on Hand*

SACRAMENTO - The Sacramento Valley represents the single most important wintering area for the waterfowl along the Pacific Flyway and on Thursday, November 17 at 11am representatives from state and federal agencies, conservation organizations and water districts will gather in the Yolo Bypass to discuss the winter rice decomposition/waterfowl habitat programs and partnerships.

Migrating waterfowl rely upon this region of the state to rest and feed during their annual migration which is at its peak right now. Where fields are flooded, as is the case on wildlife refuges and winter flooded rice fields, large numbers of geese, ducks, swans, and other waterfowl, as well as wintering shorebirds, can be observed. The location of the event will provide a great opportunity to view birds and see first hand what is discussed.

**WHAT:** Pacific Flyway Discussion & Celebration

- Partners from state and federal agencies, conservation organizations and water districts come together to discuss positive impacts of programs and partnerships
- Event to highlight significance of region for migrating waterfowl
- Great opportunity to view birds at peak of migration with experts on hand to discuss what is being observed

**WHO:** Ann Brice, Board Member, Audubon California  
Greg Yarris, Science Coordinator, Central Valley Joint Venture/USFWS  
Stafford Lehr, Deputy Director, Wildlife and Fisheries Division, California Department of Fish and Wildlife  
Mike DeWit, Rice Grower  
Meghan Hertel, Director of Land and Water Conservation, Audubon California  
Mark Biddlecomb, Director of Operations, Ducks Unlimited  
Todd Manley, Director of Government Relations, Northern California Water Association

**WHEN:** Thursday, November 17, 2016 at 11:00am

**WHERE:** Yolo Bypass Wildlife Area, Parking Lot C, look for the signs. From Sacramento:

- Take I-80 east across the Yolo Causeway to the Chiles Road exit
- Take Chiles Road (Exit 32a) and turn right at the stop sign.



- Just past the freeway underpass turn left and drive over the levee in the gravel road.
- Before the first parking lot (Parking Lot A) turn right and follow the gravel road south until it turns to the left and then head due east for approximately ½ mile.
- Follow the road to the end and turn right/south.
- Parking lot C will be on the right, after approximately ¾ mile.

### **About the Pacific Flyway**

The Sacramento Valley provides critical habitat for migrating and resident species of waterfowl, geese, shorebirds and waterbirds. This habitat comprises an important part of the integrated water system in Northern California. The Sacramento Valley lies along the Pacific Flyway migratory route and is one the most prominent wintering sites for waterfowl in the world. Waterfowl migrate to the Sacramento Valley by the millions from as far away as Alaska, Canada, and Siberia with approximately 80% of all Pacific Flyway waterfowl ending up in or passing through the Central Valley. The Sacramento Valley habitat in particular supports about half of the wintering waterfowl, attracting four to five million waterfowl to its seasonal marshes. The limited amount of natural wetlands in the area makes small-grain production fields (mostly rice) critical to the survivability of the large numbers of waterfowl wintering in California. Many water districts and companies in addition to providing water for the working agricultural landscapes and privately managed wetlands also deliver water to federal wildlife refuges and state wildlife management areas.

To learn more, visit: <http://www.norcalwater.org/efficient-water-management/birds-and-pacific-flyway/>

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