



650 Capitol Mall, 5th Floor
Sacramento, CA 95814
916.445.5511 FAX 916.445.7297
<http://calwater.ca.gov>

Agenda Item: 4
Meeting Date: December 7, 2005

CALIFORNIA BAY-DELTA PUBLIC ADVISORY COMMITTEE

THE CALFED BAY-DELTA PROGRAM 10-YEAR ACTION PLAN FRAMEWORK

Description: The Governor's May Revision of the 2005-2006 State Budget called for the development of a 10-Year Action Plan for the CALFED Program, in coordination with stakeholders and Federal CALFED agencies. A Framework for the Plan has been developed over the last six months and is attached for consideration of a recommendation by the Bay-Delta Public Advisory Committee (Attachment 1).

Recommended Action: The Bay-Delta Public Advisory Committee recommend adoption of the CALFED Bay Delta Program 10-Year Action Plan Framework in substantially the form attached, and recommend that the Secretary for Resources submit the Framework to the Governor for development of a full Plan, consistent with his May Revision directive.

Background

The CALFED Bay-Delta Program is currently in the sixth year of a 30-year implementation plan. While the Program to date has achieved many notable successes through the coordinated and collaborative approach envisioned in the 2000 Record of Decision (ROD), progress and desired outcomes have not lived up to the expectations of many constituencies.

Recognizing the challenges facing the CALFED Program, the Governor, as part of his May Revision of the 2005-2006 State Budget, set forth a 3-point plan to refocus and revitalize the Program, consisting of the following:

- (1) An independent fiscal and management review;
- (2) A re-focusing of the efforts of the California Bay-Delta Authority and other CALFED State agencies on solving conflicts associated with Delta water supply, water quality, levee stability, and the environment; and
- (3) A 10-Year Action Plan that, among other things, focuses on solving the highest priority Delta issues, links future water user payments to specific Program actions, and includes funding from State, Federal and local levels consistent with the beneficiaries-pay principle.

In response to the Governor's directive, the Authority staff, in coordination with State and Federal agencies and stakeholders, has prepared a Framework for the 10-Year Action Plan. This Framework is included for consideration of a recommendation by the Bay-Delta Public Advisory Committee. It is anticipated that the full 10-Year Action Plan will be released concurrent with the release of the Governor's January Budget.

List of Attachments

Attachment 1 – 10-Year Action Plan Framework
Comment Letter 1 – Delta Wetlands Project, November 29, 2005

Contacts

Joe Grindstaff, Director
California Bay-Delta Authority

Phone: (916) 445-5553

Wendy Halverson Martin
Chief Deputy Director
California Bay-Delta Authority

Phone: (916) 445-4560

CALFED Bay-Delta Program

10-YEAR ACTION PLAN FRAMEWORK

Final DRAFT 12/2/05

The Sacramento-San Joaquin Bay-Delta is arguably the most valuable piece of real estate in California. The 1 percent of landmass it occupies is the water engine that keeps the world's sixth largest economy running. This tiny wedge of land is what powers the state's \$28 billion agricultural kingdom and is what makes the difference when we turn on the tap between a full glass of water and one that is only one-third full.

A decade ago, after a persistent drought and collapsing fisheries escalated into a full scale water war, insightful state and federal leaders called a truce which became a pivotal turning point that led to the creation of the CALFED Program. Without the Bay-Delta, California would not be the national and international economic powerhouse it is today. Without CALFED, the Bay-Delta would not have the protections and management it has today and the promise it has for tomorrow. The promise of CALFED is great: state, federal and local agencies working together with stakeholders in an open and accountable way to resolve longstanding differences over the Delta as both the major source of the state's water supply and an ecological treasure.

CALFED has been successful. In the last five years the state's overall water supply has been increased, fish and wildlife habitat has been restored in the Delta and its tributaries, advances in water quality have been funded and sound science has played a more prominent role in management and regulatory decisions.

CALFED has also been disappointing. Projects and programs have been delayed, crises such as the decline of pelagic organisms in the Delta have continued to arise and stable funding has been elusive. In addition, it is clear that there is not enough money to fully fund all the actions originally envisioned in the CALFED Record of Decision (ROD) and that implementing agencies are faced with important decisions on how to move ahead.

A firm belief in the promise of CALFED and concern over its future challenges prompted Governor Arnold Schwarzenegger in May to request three actions to allow the CALFED Program to move forward and focus on addressing the highest priority issues associated with the conflicts in the Delta:

- An independent fiscal and management review,
- A refocusing of the efforts of the California Bay-Delta Authority and the other CALFED state agencies on solving conflicts associated with Delta water supply, water quality, levee stability and the environment, and
- A plan that focuses on solving the highest priority Delta issues, links future water user payments to specific program actions and includes funding from the state, federal and local levels consistent with the beneficiaries-pay principle.

In response to the Governor's direction, a 10-Year Action Plan is being prepared. The 10 Year Action Plan includes the results and findings from the Department of Finance's fiscal and programmatic reviews and the independent review of CALFED governance conducted by the Little Hoover Commission. The Plan defines specific implementation actions over the next three years and lays out possible future directions of the program based on various critical decisions to be made. It resets the schedules and milestones identified in the CALFED Record of Decision and identifies near-term priority actions for the CALFED Program that result in balanced implementation of the Program's four primary objectives: ecosystem restoration, water supply reliability, water quality and levee system integrity. In addition, an independent management consultant, KPMG, has made recommendations to improve program and fiscal management for the implementing agencies and the California Bay-Delta Authority (CBDA) which are included in this Plan. The following represents a framework of the key components included in the 10-Year Action Plan:

Governance

As a result of the independent review of governance conducted by the Little Hoover Commission, the administration is proposing several key changes:

- **REESTABLISH THE POLICY GROUP.** State and federal agencies will establish a new state/federal agency group modeled after the Policy Group. This group will be comprised of the directors of the state and federal implementing agencies of the CALFED Program, and will be responsible for implementation of CALFED projects and programs. The group will be chaired by a state lead (Secretary for Resources) appointed by the Governor, and a federal lead appointed by the Secretary of the Interior. A Memorandum of Understanding will be prepared by June 2006 formalizing the creation of this group.
- **ELIMINATE THE AUTHORITY BOARD - ESTABLISH INDEPENDENT OVERSIGHT.** The Little Hoover Commission identified several options for Legislature to provide independent oversight of the CALFED Program including: formation of a joint select committee on CALFED, appointment of an inspector general and the establishment of expert oversight and advisory body. An additional option is legislative appointments to the state/federal advisory committee. This plan recommends that the California Bay-Delta Authority Board be eliminated and that the Administration work with the Legislature to establish a mechanism for independent oversight.
- **ESTABLISH A STATE/FEDERAL ADVISORY COMMITTEE.** This plan recommends that the state administration work with the federal partners to establish an advisory committee to advise and make recommendations to both the state and federal implementing agencies through the re-formed policy group. This advisory committee would replace the current federally chartered Bay-Delta Public Advisory Committee, and ensure that stakeholder groups not currently represented such as business and regional governments are included.

- **REASSIGN CBDA STAFF.** Move the staff of CBDA to the Resources Agency to operate under the direction of the Secretary for Resources as the state lead in support of the policy group.
- **CREATE LEGISLATION TO SUPPORT CHANGES IN CALFED GOVERNANCE.** Support legislation that would modify the existing California Bay-Delta Authority Act of 2003 to be consistent with the recommendations in this plan.

Program and Fiscal Management

Based on information and reviews by the Department of Finance, the Little Hoover Commission and an independent consultant assessment of CALFED and the California Bay-Delta Authority, the administration will strengthen and improve strategic planning, fiscal management and reporting, program management performance and tracking, interagency coordination and science. Specific changes include:

- **REORGANIZE CBDA.** Reorganize the California Bay-Delta Authority staff to meet the increased emphasis on strategic planning, program management and science.
- **COMPLETE TRANSITION OF ECOSYSTEM RESTORATION PROGRAM (ERP).** Consistent with the objective of accountability for the implementing agencies, complete the transition of ecosystem restoration implementation from CBDA to the Department of Fish and Game.
- **STRATEGIC PLANNING.** Consistent with an increased emphasis on strategic planning, improve annual program planning by the implementing agencies and annual and periodic reporting of Program progress by CBDA.
- **PERFORMANCE-BASED PROGRAM MANAGEMENT.** Under the guidance of the policy group, implementing agencies and CBDA will coordinate to establish standard performance-based program management methods. These methods will include: results-oriented performance measures, performance-based management tools, standardized data management, annual reporting and continuous business process review.
- **COMMUNICATIONS PLAN.** Develop and implement a communications plan which will address the need to convey the significance of the Delta and the CALFED Program to California's citizens, its economy and its environment, along with the need to collect and report fiscal and program information from across program elements and departments to a diverse set of audiences. Included with the communication plan will be periodic status reports for projects and programs within the CALFED-Delta focus. Projects and programs in Integrated Regional Water Management areas will provide annual updates on status of activities.
- **FISCAL MANAGEMENT AND TRACKING.** In coordination with the implementing agencies, develop common fiscal management and reporting systems

which allow for consistent and reliable tracking of Program funds to the task level across all program elements and departments. Additionally, there is a need to establish a CBDA infrastructure and processes to compile and report this information.

- **SCIENCE AND ADAPTIVE MANAGEMENT.** Implementing agencies under the general guidance of the CBDA Science Program will integrate science into their project and program activities and will establish project and program level performance measures by which progress on project and program activities can be evaluated.

Refocused CALFED Program and Program Priorities

The administration and the federal government are proposing to organize the activities under the CALFED Program into two groups:

- CALFED-Delta actions
- Integrated Regional Water Management (IRWM) actions

CBDA and implementing agency staff developed criteria to determine which activities would be deemed CALFED-Delta actions. Actions that generally fall within the focus of CALFED Delta actions are those that have a direct effect on the Delta, or that address issues relevant to the health of the Delta ecosystem, increase Delta-related water supply reliability, reduce Delta conflict or contribute to multiple CALFED objectives or provide multiple benefits. Those activities that have a broader statewide focus or are indirectly linked to Delta conflict or benefits are generally grouped with other IRWM actions.

IRWM actions may include water quality, local surface water, groundwater, conservation, recycled water, conveyance, ecosystem restoration and science actions, including some activities which fall into the category of CALFED-Delta actions.

CALFED-Delta Actions	IRWM Actions
<ul style="list-style-type: none"> • Ecosystem Restoration Element • Environmental Water Account Element • Levee System Integrity Element • Science Element • Storage Components: <ul style="list-style-type: none"> ○ Surface Storage Investigations ○ San Luis Low Point Project • Water Quality Components: <ul style="list-style-type: none"> ○ Regional ELPH planning ○ Central Valley Drinking Water Policy ○ Franks Tract ○ San Joaquin River Salinity Management ○ Relocation of M&I Intakes ○ ELPH implementation ○ Environmental Water Quality including mercury, dissolved oxygen and toxicity • Conveyance Components: <ul style="list-style-type: none"> ○ South Delta Improvements Project ○ State Water Project/Central Valley Project Intertie ○ South Delta Fish Protection studies ○ Recirculation ○ Delta Cross Channel/Through-Delta studies • Interagency Coordination and Planning 	<ul style="list-style-type: none"> • Water Use Efficiency Element • Water Transfers Element • Watershed Management Element • Storage Components: <ul style="list-style-type: none"> ○ Groundwater Storage • Water Quality Components: <ul style="list-style-type: none"> ○ New treatment technology pilots ○ Non-point Grants ○ California Aqueduct Watershed Actions • Conveyance Components: <ul style="list-style-type: none"> ○ Lower San Joaquin River Flood Control Project • Working Landscapes

Although the IRWM actions will receive less focus within the CALFED forum, statewide progress in implementing these actions, including securing adequate funding support, will remain essential to the overall success of the CALFED Program. IRWM actions will be implemented in a manner that is consistent with the intent of the CALFED ROD. The implementing agencies will be working cooperatively to establish a process to transition activities from CALFED-Delta to IRWM. This process will address the need to establish alternative mechanisms for public input, transparency and reporting.

Major Actions.

The CALFED ROD identified nearly 300 separate actions to be completed during Stage 1 (first seven years). However, policymakers have requested a subset of these actions that can be tracked as priority actions and as an indicator of overall Program status. As part of this 10-Year Action Plan, the expectation is that implementing agencies have developed realistic schedules that they are willing to use as one measure of the implementation status of the CALFED Program. Figure 1. contains schedules for key actions identified under the refocused CALFED Program. Implementing agencies will be accountable for meeting these schedules. These schedules are expected to be refined through the next round of Multi-Year Program Plans which will be produced in June

2006. Adherence to these schedules is intended to represent a balanced program. As sample of the key actions over the next three to four years includes:

- Implement ERP actions to protect and restore pelagic organisms and other dependent at-risk species in the Delta.
- Install operable gates in the Delta.
- Continue Delta levee subventions and complete Delta Risk Management Study, together with an implementation plan and schedule for Delta levees.
- Implement Delta Improvements Plan (DIP) actions
- Complete key studies for surface storage, regional ELPH (equivalent level of public health), Franks Tract Pilot feasibility and design and Delta Regional Ecosystem Restoration Implementation Plan.
- Implementation of San Joaquin River Salinity Management.

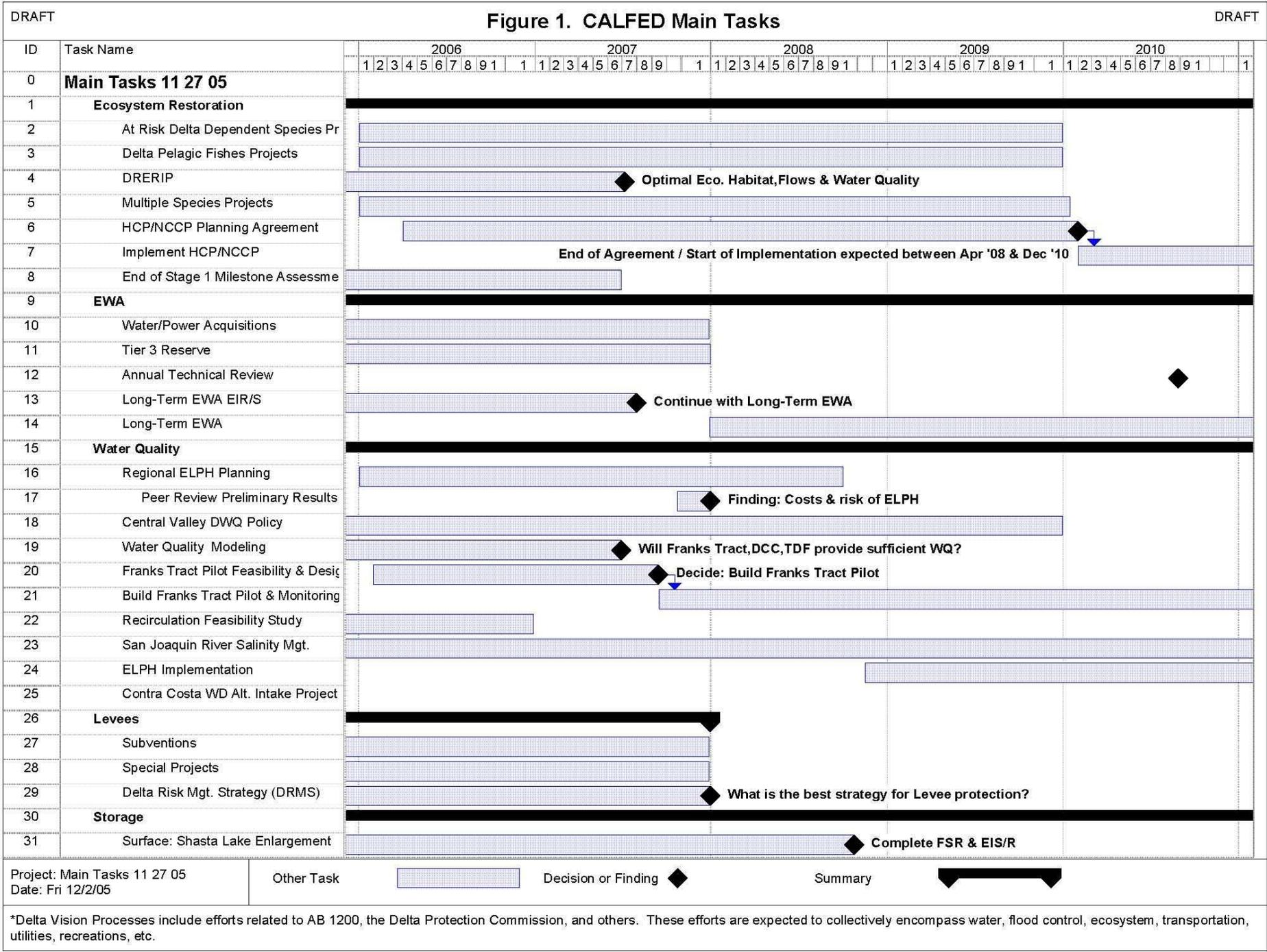
End of Stage One Decisions

The CALFED ROD identified several questions that need to be answered after the first seven years of the Program, near the end of Stage 1:

- Will additional actions be needed to achieve the drinking water quality goals?
- What is an appropriate scope for the ERP and related actions so the regulatory commitments can be extended beyond December 2007?
- Should the screened Sacramento River diversion be built or should alternatives to the Through-Delta conveyance approach be reconsidered?
- Should surface storage facilities be constructed?
- Is a new approach needed to reduce Delta levees risks?

To address these questions, policy-makers will need access to the best available technical information. Accordingly, the ROD called for a number of studies and investigations, timed to be completed during Stage 1, which will provide this foundational information including: Delta regional ecosystem planning, water quality modeling and conveyance feasibility studies.

To be able to make the decisions necessary at the end of Stage 1, the implementing agencies through the proposed reinstated policy group will begin a synthesis task in early 2006 that will be designed to gather and integrate information generated from the studies that are underway. The synthesis task will be completed by mid-2008 to coincide with the schedule for several end-of-Stage 1 decisions.



Creating a 100 Year Delta Vision

Numerous activities and investments are underway now to protect and restore the Sacramento-San Joaquin Delta, including protection of Delta levees, restoration of the Delta ecosystem and scientific research to better understand how the Delta works. To ensure protection of Delta resources into the future, an integrated and sustainable long-term vision for the Delta must be created which integrates water and environmental planning with agriculture, transportation, energy and land use. It is anticipated that a long-term vision for the Delta would address the next 100 years.

- **DELTA VISION SCIENCE PANEL.** As an initial step to this process, the CBDA Science Program will convene a small panel of science experts to review and synthesize the latest relevant scientific information relative to the Delta. The science panel will review, summarize and synthesize research and scientific work performed to date in the Delta along with other pertinent literature, enlisting input from other Delta science experts when needed. Information from the science panel will be used to inform the development of scenarios or options for a new Delta Vision.
- **DELTA VISION PUBLIC PROCESS.** The administration will develop an open collaborative public process involving local government and stakeholders to create a 100-year vision for the Delta, including land use and transportation. Work on the Delta Vision process will begin in January 2006, with a framework complete by December 2006 and a completed Delta vision by December 2007.

Develop an HCP/NCCP for the Sacramento River, San Joaquin River and the Delta.

Changes in available CALFED funding and the need to enable water supply, water quality, ecosystem and levee projects to progress within a stable regulatory framework have led to an agreement to pursue a new regulatory structure. Habitat Conservation Plans (HCP) under Section 10 of the Federal Endangered Species Act and a Natural Communities Conservation Plans (NCCP) under the California Endangered Species Act for the Sacramento River, San Joaquin River and the Delta are proposed. Such HCP/NCCP(s) would provide regulatory and funding assurances for integrated implementation of the CALFED Program and may actually increase the funding available for ecosystem restoration actions.

The planned agreement calls for a phased approach to the development of HCP/NCCP(s). Work on the HCP/NCCP(s) will begin in January 2006. The first step will be the negotiation of a Planning Agreement. This Planning Agreement will identify which activities the parties would like to have covered by the HCP/NCCP, what the geographic scope would be and which species would be covered. Parties currently plan to address water management activities related to the storage and diversion of water in the Sacramento and San Joaquin systems as well as in the Delta and Suisun Bay. They plan to seek coverage for fish and wildlife species found directly in the water and

adjacent riparian areas that are directly impacted by the covered activities. The geographic scope would extend from Suisun Bay upstream to include the range of the identified species. The Planning Agreement is targeted for completion in 2006.

Years 6-8 Near-Term Funding Plan.

The funding plan for the CALFED Program for the near term is designed to get the Program through the next three years by primarily relying on existing available funding. Additional funds are proposed only for the most critical actions that are needed, either for policy-makers to have adequate information to make decisions about the future of the Program, or to maintain a minimum level of effort to keep a balanced Program in the interim. Of the approximately \$1 billion needed, roughly 75 percent of the funding is already in place.

Actions need to be taken to obtain the remaining 25 percent of the necessary funding. Specifically, budget proposals need to be included in the Governor's FY 2006-07 Budget, federal funds need to be included in the President's future budgets and supported by Congress, and additional water user contributions need to be provided for key actions. The following lists the additional funding needed:

Additional State Funding (\$76 million)

Appropriate Remaining Bonds (\$42 million)

- \$42 million for water quality improvements

New General Fund Requests (\$34 million)

- \$28 million for Delta levee maintenance, improvements, the Delta Risk Management Study (DRMS)
- \$6 million for strategic planning including the new Delta Vision in Year 7, and possible new environmental documentation in Year 8.

Additional Federal (\$103 million) - includes reasonable estimates of federal appropriations in Years 7 & 8, including the full federal share of surface storage planning, and other estimates based on FY 2006 budget amounts.

Local Match (\$18 million) - includes local matching funds for San Joaquin River Salinity Management under the Water Quality Program and funding from local reclamation districts for levee maintenance.

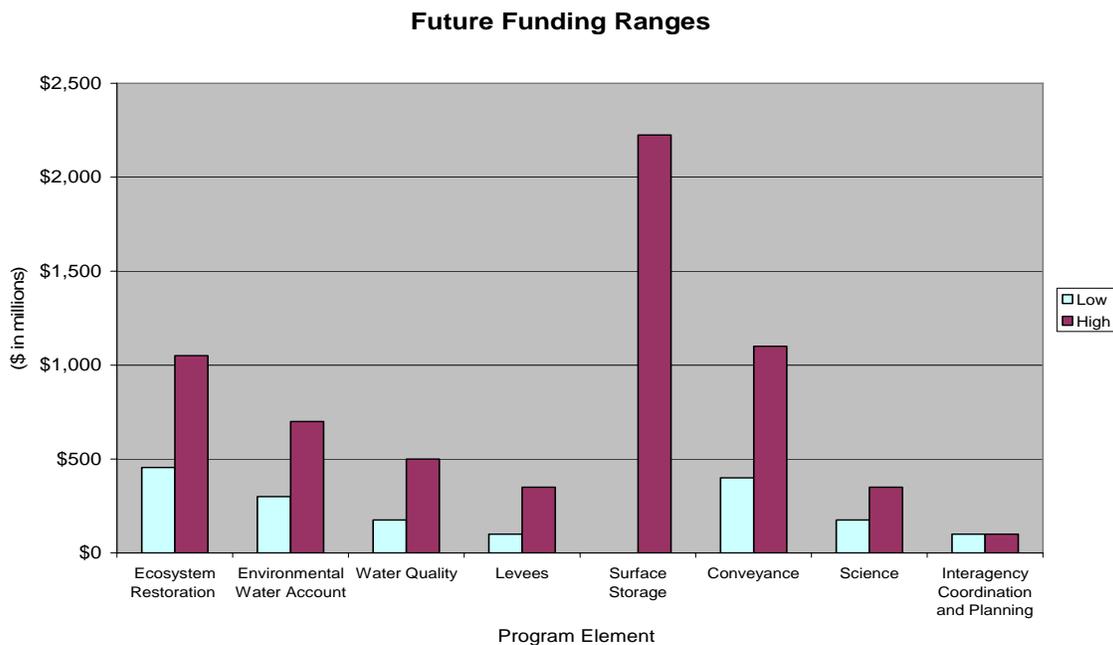
Additional Water User Contributions (estimated at \$38 million plus) - includes new water user contributions for the ERP, Environmental Water Account (EWA), Delta Vision and Pelagic Organism Decline (POD) studies as described below:

- Delta Vision - \$2 million/year for 2 years.

- HCP/NCCP(s) - \$3 million/year for agency staff costs during preparation of the HCP/NCCP(s). HCP/NCCP applicants will develop Planning Agreement, which will include a cost-share agreement.
- Species Recovery Fund - \$12 million total for the next two years for capital fund for restoration projects. Planning Agreement for HCP/NCCP(s) will address funding for Year 8.
- POD Studies - \$ 4 million annually
- EWA - SWP and CVP would ensure that the EWA has adequate annual resources. Agencies agree to seek full public funding in Year 7. Resources for Year 8 depend on a decision to continue the EWA.

Future Funding Plan

Each CALFED-Delta Focus program has some variability in the future resulting in a seven-year range of costs of between \$2 billion and \$6 billion. Most programs have funding ranges that are dependent on future decisions (Delta Risk Management Study, Surface Storage feasibility studies, Equivalent Level of Public Health planning and a 100-Year Delta Vision). A few programs (science and interagency coordination) have a funding range based on how aggressively program actions are implemented.





2005 NOV 30 PM 1:37
DELTA WETLANDS PROJECT

November 29, 2005

Mr. Lester Snow, Director
California Department of Water Resources
1416 9th St.
Sacramento, CA 95814

Dear Lester,

I have reviewed the Department of Finance "Draft Report: Implementation Status of the CALFED Bay-Delta Program, Years 1 through 5," more commonly known as the draft "Performance Report." In the letter of transmittal to Secretary Chrisman, the Department of Finance solicits a written response to the draft by December 12, 2005. This letter is to request that you work with Secretary Chrisman to correct an error in the report with respect to the In-Delta Storage Project.

The report says that the In-Delta Storage Project has been "discontinued" (pages 24, 93, 102 and 103). That is highly misleading. While CALFED has not funded any additional studies of In-Delta Storage during the 2005/2006 year, CALFED has not removed In-Delta Storage from consideration as one of its five surface storage projects. Specifically, In-Delta Storage will continue to be evaluated as part of CALFED's "common assumptions" and economic evaluation activities. These continuing activities will rely on the extensive body of reports and studies already completed.

In-Delta Storage is the most thoroughly studied, documented and permitted project in CALFED's Surface Storage Program. In January 2004, CALFED released its 18 volume, draft feasibility study for In-Delta Storage. In response to public comments, DWR requested additional studies which were completed during the past fiscal year. These completed studies add to the extensive body of technical and scientific information previously published about In-Delta Storage, much of which was funded by the Delta Wetlands Project.

The report goes on to say (p. 23) that, "In-Delta was discontinued due to a lack of federal, state, and local interest and economic justification." It should be noted that during the comment period, support for continued project evaluation was received from organizations

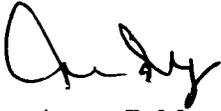
Anson B. Moran, General Manager
1660 Olympic Blvd., Suite 350
Walnut Creek, CA 94596
Telephone (415) 730-5637

representing California's business community, water agencies, wildlife/environmental groups, and 35 California legislators because of the project's perceived potential benefits. More recently, there has been increased interest in the role that the four islands that comprise the In-Delta Storage Project could play in stabilizing the Delta and protecting against large scale failure of Delta infrastructure in future flood and seismic events. Dr. Mount of UC Davis, and John Cain of the Natural Heritage Institute recently testified to a State Senate subcommittee that In-Delta Storage should be considered as part of a Delta fix.

The In-Delta Storage Project is still very much part of CALFED's Storage Program. It is increasingly being considered for the benefits that it would generate in other CALFED program areas such as Ecosystem Restoration and Levee Stability. We believe that it is incorrect to say that the project has been "discontinued," and that it would be correct to say that "continued consideration of In-Delta Storage will be based on extensive studies already completed" instead. We request that you work with Secretary Chrisman to make comments to that effect to the Department of Finance in the Secretary's written response to the draft report.

Thank you for your consideration.

Sincerely,



Anson B. Moran

CC:

- Joe Grindstaff, Director, California Bay-Delta Authority
- Mark Cowin, Chief, Division of Planning and Local Assistance
- Steve Roberts, Chief, Division of Planning and Local Assistance, Surface Storage Investigations Branch