

SAN GORGONIO PASS WATER AGENCY
1210 Beaumont Avenue, Beaumont, CA
Board of Directors Engineering Workshop
Agenda
June 8, 2015 at 1:30 p.m.

Teleconference Location: 10213 Overland Trail
Cherry Valley, CA 92223

- 1. Call to Order, Flag Salute and Roll Call**
- 2. Public Comment**

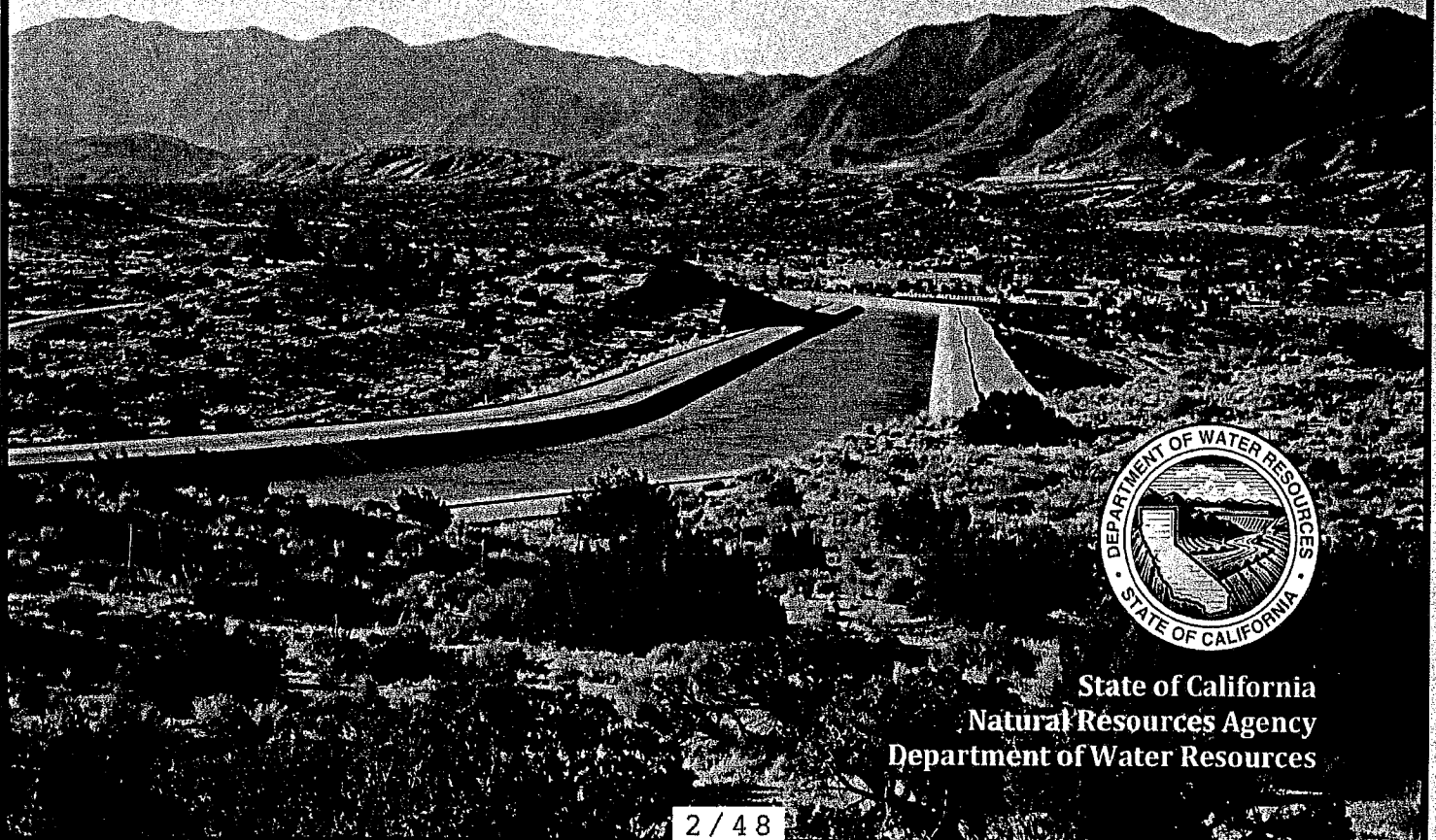
Members of the public may address the Board at this time concerning items relating to any matter within the Agency's jurisdiction. To comment on specific agenda items, please complete a speaker's request form and hand it to the board secretary.
- 3. Discussion of State Water Project Draft Delivery Capability Report* (Page 2)**
- 4. Further Discussion of Sustainable Groundwater Management Act**
- 5. Announcements**
 - A. Regular Board Meeting, June 15, 2015 at 1:30 p.m.
 - B. Finance and Budget Workshop, June 22, 2015 at 1:30 p.m.
 - C. San Gorgonio Pass Regional Water Alliance – Technical Committee Meeting, June 24, 2015 at 4:30 p.m. - Banning City Hall Conference Room
 - D. San Gorgonio Pass Regional Water Alliance Meeting, June 24, 2015 at 6:00 p.m. - Banning City Council Chambers
 - E. SGPWA – State of the Regional Water Supply, June 26, 2015
7:30 a.m. - Continental Breakfast
8:00 a.m. - Program
Holiday Inn - 1864 Oak Valley Village Circle, Beaumont
- 6. Adjournment**

***Information included in Agenda Packet**

(1) Materials related to an item on this Agenda submitted to the Board of Directors after distribution of the agenda packet are available for Public Inspection in the Agency's office at 1210 Beaumont Avenue, Beaumont during normal business hours. (2) Pursuant to Government Code section 54957.5, non-exempt public records that relate to open session agenda items and are distributed to a majority of the Board less than seventy-two (72) hours prior to the meeting will be available for public inspection at the Agency's office, located at 1210 Beaumont Avenue, Beaumont, California 92223, during regular business hours. When practical, these public records will also be made available on the Agency's Internet Web site, accessible at <http://www.sgpwa.com>. (3) Any person with a disability who requires accommodation in order to participate in this meeting should telephone the Agency (951 845-2577) at least 48 hours prior to the meeting in order to make a request for a disability-related modification or accommodation.

The State Water Project Draft Delivery Capability Report 2015

April 2015



State of California
Natural Resources Agency
Department of Water Resources

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Summary

This report is intended to inform the public about key factors important to the operation of the State Water Project (SWP) and an estimate of its current delivery capability.

For many SWP water contractors, water provided by the SWP is a major component of the water supplies available to them. SWP contractors include cities, counties, urban water agencies, and agricultural irrigation districts. These local utilities and other public and private entities provide the water that Californians use at home and work every day and that helps to nourish the state's bountiful crops. Thus, the availability of water from the SWP is an important component to the water supply planning of its recipients and ultimately affects the amount of water that local residents and communities can use.

The availability of these water supplies may be highly variable. A wet water year may be followed by a dry or critically dry year. Knowing the probability that they will receive a certain amount of SWP water in a given year—whether it be a wet water year, a critical year, or somewhere in between—gives contractors a better sense of the degree to which they may need to implement increased conservation measures or plan for new additional, or back up sources of water supply to meet their needs.

The Delta is the key to the SWP's ability to deliver water to its agricultural and urban contractors in the North Bay, the South Bay, California Central Valley, and Southern California. All but five of the 29 SWP contractors receive water deliveries from the Delta (pumped by either the Harvey O. Banks or Barker Slough pumping plants).

Yet the Delta faces numerous challenges to its long-term sustainability. For example, climate change poses the threat of increased variability in floods and droughts, and sea level rise complicates efforts to manage salinity levels and preserve water quality in the Delta so that the water remains suitable for urban and agricultural uses. Among the other challenges are continued subsidence of Delta islands, many of which are already below sea level, and the related threat of a catastrophic levee failure as water pressure increases on fragile levees.

Protection of endangered and threatened fish species, such as the delta smelt, is also an important factor of concern for the Delta environment. Ongoing regulatory restrictions, such as those imposed by federal biological opinions on the effects of SWP and Central Valley Project (CVP) operations on these species also contribute to the challenges of determining the SWP's water delivery capability.

Two large-scale plans for the Delta that are being developed could affect SWP water delivery capability: the Delta Plan and the Bay Delta Conservation Plan (BDCP). When complete, the BDCP will provide the basis for issuing endangered species permits to operate the SWP and CVP. The BDCP seeks to improve the health of the ecological system as a whole.

The analyses in this report factor in all of the regulations governing SWP operations in the Delta and upstream, and assumptions about water uses in the upstream watersheds. Analyses were conducted that considered the amounts of water that SWP

contractors use and the amounts of water they choose to hold for use in a subsequent year.

Many of the same specific challenges to SWP operations described in the *State Water Project Delivery Reliability Report 2013* remain in 2015. Most notably, the effects on SWP pumping caused by issuance of the 2008 and 2009 federal biological opinions (BOs), which were reflected in the 2013 Report, continue to affect SWP delivery capability today. Hence, the differences between the 2013 and 2015 reports can be attributed primarily to updates in the assumptions and inputs to the simulation studies.

SWP exports have decreased since 2005, although the bulk of the change occurred by 2009 as the federal BOs went into effect, restricting operations. These effects are also reflected in the SWP delivery estimates. The most salient findings in this report are as follows:

- Under existing conditions, the average annual delivery of Table A water estimated for this 2015 Report is 2,550 taf/year, 3 taf less than the 2,553 taf/year estimated for the 2013 Report.
- The likelihood of existing-condition SWP Article 21 deliveries (supplemental deliveries to Table A water) being greater than 20 taf/year has decreased by 3% relative to the likelihood presented in the 2013 Report.

Section 1

Reasons to Assess SWP Water Delivery Capability

Two major factors underscore the importance of assessing the SWP's water delivery capability: the effects of population growth on California's balance of water supply and demand, and State legislation intended to help maintain a reliable water supply.

Population Growth, Land Use, and Water Supply

California's population has grown rapidly in recent years, with resulting changes in land use. This growth is expected to continue. From 1990 to 2005, California's population increased from about 29.8 million to about 36 million. Based on this trend, California's population has been projected to be more than 40.8 million by 2020. The "current trends" scenario depicted in the *California Water Plan 2013* for year-2050 conditions, based on the California Department of Finance's projections of 2010 U.S. Census data, assumes a population of nearly 51 million—a 75% increase in the 1990 population.

The amount of water available in California—or in different parts of the state—can vary greatly from year to year. Some areas may receive 2 inches of rain a year, while others are deluged with 100 inches or more. As land uses have changed, population centers have emerged in many locations without sufficient local water supplies. Thus, Californians have always been faced with the problem of how best to conserve, control, and move water from areas of abundant water to areas of water need and use.

Legislation on Ensuring a Reliable Water Supply

The laws described below impose specific requirements on both urban and agricultural water suppliers. These laws increase the importance of SWP water delivery capability estimates to water suppliers.

California Urban Water Management Planning Act

The Urban Water Management Planning Act was enacted in 1983 (California Water Code, Sections 10610–10656). As amended, this law requires urban water suppliers to adopt urban water management plans (UWMPs) every 5 years and submit those plans to DWR. DWR reviews submitted plans to report to the legislature on the status of submitted plans and for the purposes of grant eligibility requirements.

UWMPs must include an estimate of water supply and demand for the 20-year planning time frame for three water year types, normal, single dry year and multi dry years. SWP contractors rely on the SWP water delivery capability estimates to develop the water supply estimates.

The most recent round of UWMPs (2010) was required to be adopted by July 1, 2011 and submitted to DWR by August 1, 2011.

Urban Water Conservation Law requires that the State of California reduce urban per capita water use statewide by 10% by the end of 2015 and 20% by the end of 2020. Water suppliers calculated baseline water use and set 2015 and 2020 water use targets in their 2010 UWMPs. Water suppliers will report on water use target compliance in the 2015 and 2020 UWMPs. DWR is required to report to the Legislature on progress toward meeting the State's 20% by 2020 goals.

DWR publishes a guidebook to assist water suppliers prepare their urban water management plans. DWR is currently updating the guidebook for the 2015 round of plans. Guidance documents are available at <http://www.water.ca.gov/urbanwatermanagement>.

The municipalities and water districts that have adopted 2010 UWMPs and submitted them to DWR are listed at <http://www.water.ca.gov/urbanwatermanagement/2010uwmps/>.

Water Conservation Act

The Water Conservation Act of 2009 (Senate Bill X7.7, Steinberg), enacted in November 2009, includes requirements for urban and agricultural suppliers. Water suppliers report on compliance with these requirements in either the urban or agricultural water management plans. DWR reviews submitted plans for consistency with Water Conservation Act requirements.

In addition, as part of the Water Conservation Act, agricultural water suppliers with 25,000 acres or more of irrigated land were required to prepare and adopt agricultural water management plans and submit the plans to DWR by the end of 2012 and then once every five years beginning in 2015. The Act also required suppliers to measure volumetrically water deliveries to farms and base the price of water sales at least in part on the volume of water delivered. Water suppliers were required to report on water measurement and water pricing in their water management plans.

In November 2012, DWR released a guidebook for developing agricultural water management plans:

<http://www.water.ca.gov/wateruseefficiency/sb7/docs/AgWaterManagementPlanGuidebook-FINAL.pdf>.

Water agencies filing agricultural water management plans as of July 2013 are listed on a Web page maintained by DWR's Water Use and Efficiency Branch:

http://www.water.ca.gov/wateruseefficiency/sb7/docs/2012_AWMPs_Received_07-16-2013.pdf.

Section 2

Regulatory Restrictions on SWP Delta Exports

Multiple needs converge in the Delta: the need to protect a fragile ecosystem, to support Delta recreation and farming, and to provide water for agricultural and urban needs throughout much of California. Various regulatory requirements are placed on the SWP's Delta operations to protect special-status species such as delta smelt and spring- and winter-run Chinook salmon. As a result, as described below, restrictions on SWP operations imposed by State and federal agencies contribute substantially to the challenges of accurately determining the SWP's water delivery capability in any given year.

Biological Opinions on Effects of Coordinated SWP and CVP Operations

Several fish species listed under the federal Endangered Species Act (ESA) as threatened or endangered are found in the Delta. The continued viability of populations of these species in the Delta depends in part on Delta flow levels. For this reason, the U.S. Fish and Wildlife Service (USFWS) and National Marine Fisheries Service (NMFS) have issued several BOs since the 1990s on the effects of coordinated SWP/CVP operations on several listed species.

These BOs affect the SWP's water delivery capability for two reasons. Most notably, they include terms that restrict SWP exports from the Delta to specific amounts at certain times under certain conditions. In addition, the BOs' requirements are predicated on physical and biological conditions that occur daily while DWR's water supply models are based on monthly data.

The first BOs on the effects of SWP (and CVP) operations were issued in February 1993 (NMFS BO on effects of project operations on winter-run Chinook salmon) and March 1995 (USFWS BO on project effects on delta smelt and splittail). Among other things, the BOs contained requirements for Delta inflow, Delta outflow, and export pumping restrictions in order to protect listed species. These requirements imposed substantial constraints on Delta water supply operations. Many were incorporated into the 1995 *Water Quality Control Plan for the San Francisco Bay/Sacramento–San Joaquin Delta* (1995 WQCP), as described under "Water Quality Objectives" later in this section.

The terms of the USFWS and NMFS BOs have become increasingly restrictive over the years. In 2004 the United States Bureau of Reclamation (Reclamation) sought a new BO from USFWS regarding the operation of the CVP and SWP (collectively, Projects). USFWS issued the opinion in 2005, finding that the proposed coordinated operations of the Projects were not likely to jeopardize the continued existence of the delta smelt or result in the destruction or adverse modification of its critical habitat. After judicial review, the 2005 BO was vacated and USFWS was ordered to prepare a new one. USFWS found that the proposed operations of the Project would result in jeopardy to

the delta smelt and in December 2008 issued a Jeopardy BO which included a Reasonable and Prudent Alternative (RPA) with more protective export restrictions and other actions intended to protect the delta smelt.

Similarly, in 2004 NMFS issued a BO on the effects of the coordinated operation of the Projects on salmonids, green sturgeon and Southern Resident killer whales and found that the proposed operations of the Projects were not likely to jeopardize the continued existence of the listed species or result in the destruction or adverse modification of their critical habitat. After judicial review, the 2004 BO was also vacated and NMFS was ordered to prepare a new one. In June 2009, NMFS issued a new Jeopardy BO covering effects on winter-run and spring-run Chinook salmon, steelhead, green sturgeon, and killer whales. Like the 2008 smelt BO, the salmon BO included an RPA with more protective export restrictions and other actions intended to protect listed species.

The USFWS BO includes requirements on operations in all but 2 months of the year. The BO calls for “adaptively managed” (adjusted as necessary based on the results of monitoring) flow restrictions in the Delta intended to protect delta smelt at various life stages. USFWS determines the required target flow, with the reductions accomplished primarily by reducing SWP and CVP exports. Because this flow restriction is determined based on fish location and decisions by USFWS staff, predicting the flow restriction and corresponding effects on export pumping with any great certainty poses a challenge. The USFWS BO also includes an additional salinity requirement in the Delta for September and October in wet and above-normal water years, calling for increased releases from SWP and CVP reservoirs to reduce salinity. Among other provisions included in the NMFS BO, limits on total Delta exports have been established for the months of April and May. These limits are mandated for all but extremely wet years.

The 2008 and 2009 BOs were issued shortly before and shortly after the Governor proclaimed a statewide water shortage state of emergency in February 2009, amid the threat of a third consecutive dry year. NMFS calculated that implementing its BO would reduce SWP and CVP Delta exports by a combined 5% to 7%, but DWR's initial estimates showed an impact on exports closer to 10% in average years, combined with the effects of pumping restrictions imposed by BOs to protect delta smelt and other species. Both the 2008 USFWS and 2009 NMFS BOs were challenged in federal court on various grounds, including the failure by the services to use the best available science in the development of the BOs. U.S. District Judge Oliver Wanger found both BOs were not legally sufficient and remanded them to the agencies for further review and analysis. Both decisions were appealed to the Ninth Circuit, and in two separate decisions (March 2014 for the USFWS BO and December 2014 for the NMFS BO) the Ninth Circuit reversed in part and affirmed in part Judge Wanger's rulings, finding the BOs complied with the ESA and upholding them in their entirety. As a result, the operational rules specified in the 2008 and 2009 BOs continue to be legally required and are the rules used in the analyses presented in Section 6 of this report.

The California Department of Fish and Wildlife (DFW) issued consistency determinations for both BOs under Section 2080.1 of the California Fish and Wildlife Code. The consistency determinations stated that the USFWS BO and the NMFS BO

would be consistent with the California Endangered Species Act (CESA). Thus, DFW allowed incidental take of species listed under both the federal ESA and CESA to occur during SWP and CVP operations without requiring DWR or the Reclamation to obtain a separate State-issued permit.

Delta Inflows

Delta inflows vary considerably from season to season, and from year to year. For example, in an above-normal year, nearly 85% of the total Delta inflow comes from the Sacramento River, more than 10% comes from the San Joaquin River, and the rest comes from the three eastside streams (the Mokelumne, Cosumnes, and Calaveras rivers).

The type of water year is also an important factor affecting the volume of Delta inflows. When hydrology is analyzed, water years are designated by DWR as “wet” (W), “above normal” (AN), “below normal” (BN), “dry” (D), or “critical” (C). All other factors (such as upstream level of development) being equal, much less water will flow into the Delta during a dry or critical water year (that is, during a drought) than during a wet or above-normal water year. Fluctuations in inflows are a substantial overall concern for the Delta, and a specific concern for the SWP; such fluctuations affect Delta water quality and fish habitat, which in turn trigger regulatory requirements that constrain SWP Delta pumping.

Delta inflows will also vary by time of year as the amount of precipitation varies by season. About 80% of annual precipitation occurs between November and March, and very little rain typically falls from June through September. Upstream reservoirs regulate this variability by reducing flood flows during the rainy season, and storing water to be released later in the year to meet water demands and flow and water quality requirements.

Water Quality Objectives

Because the Delta is an estuary, salinity is a particular concern. In the 1995 WQCP, the State Water Board set water quality objectives to protect beneficial uses of water in the Delta and Suisun Bay. The objectives must be met by the SWP (and federal CVP), as specified in the water right permits issued to DWR (and the U.S. Bureau of Reclamation). Those objectives—minimum Delta outflows, limits on SWP and CVP Delta exports, and maximum allowable salinity levels—are enforced through the provisions of the State Water Board's Water Right Decision 1641 (D-1641), issued in December 1999 and updated in March 2000.

DWR and Reclamation must monitor the effects of diversions and SWP and CVP operations to ensure compliance with existing water quality standards.

Among the objectives established in the 1995 WQCP and D-1641 are the “X2” objectives. X2 is defined as the distance in kilometers from Golden Gate