

11. STATEWIDE PRIORITIES

Statewide Priorities are an essential component of the ARB IRWMP strategy and project development process. This section reviews the inclusion of the Statewide Priorities in the development of the ARB IRWMP. A discussion of the interface between California Statewide Priorities and ARB projects and strategies is followed by individual examples of the effectiveness with which specific priority projects address statewide concerns.

11.1. Overview

As has been previously stated, the objectives, strategies, and projects discussed in this report are derived from a diverse set of needs requiring innovative solutions. In this complex environment, planning strategies and priorities are developed at multiple geopolitical levels. Local management plans are being implemented for each of the agencies included in the ARB. These plans outline priorities in light of the current and anticipated needs of their constituents. Simultaneously, numerous stakeholder organizations have been formed at the local, county, regional and statewide levels to research and develop priorities for their areas of influence. **Figure 11.1** is a simplified overview of the various levels of planning and policy development in the State of California. Recognizing its strategic location in the State of California, the ARB has considered the priorities developed at each level depicted below in the development of this IRWMP. Prior sections of this report examine the local and region level priorities that lead to the development of the strategies and objectives outlined in this IRWMP. In many cases, the local and region-wide priorities are derived from regional and statewide priorities. The following section discusses the process by which statewide priorities have been incorporated into the ARB IRWMP.

Of the eight Statewide Priorities outlined by the DWR and SWRCB, six are imbedded in the strategies implemented through the various projects and programs in the region. Environmental justice concerns and the Watershed Management Initiatives were also considered in the ARB IRWMP development. However, the ARB IRWMP does not anticipate projects or programs that will have environmental justice concerns or address the Water Management Initiatives. The diverse needs of the region combined with the potential impact of its water management programs on the Sacramento, American, and Cosumnes Rivers afford the ARB unique opportunities and responsibilities to contribute to the management of American River Basin. Consequently, the ARB is committed to partnering with the DWR and SWRCB to

Section 11
Statewide Priorities

balance the need to establish drinking water sources that are both sustainable and reliable with the need to protect ecosystems both within the ARB region and downstream from it.

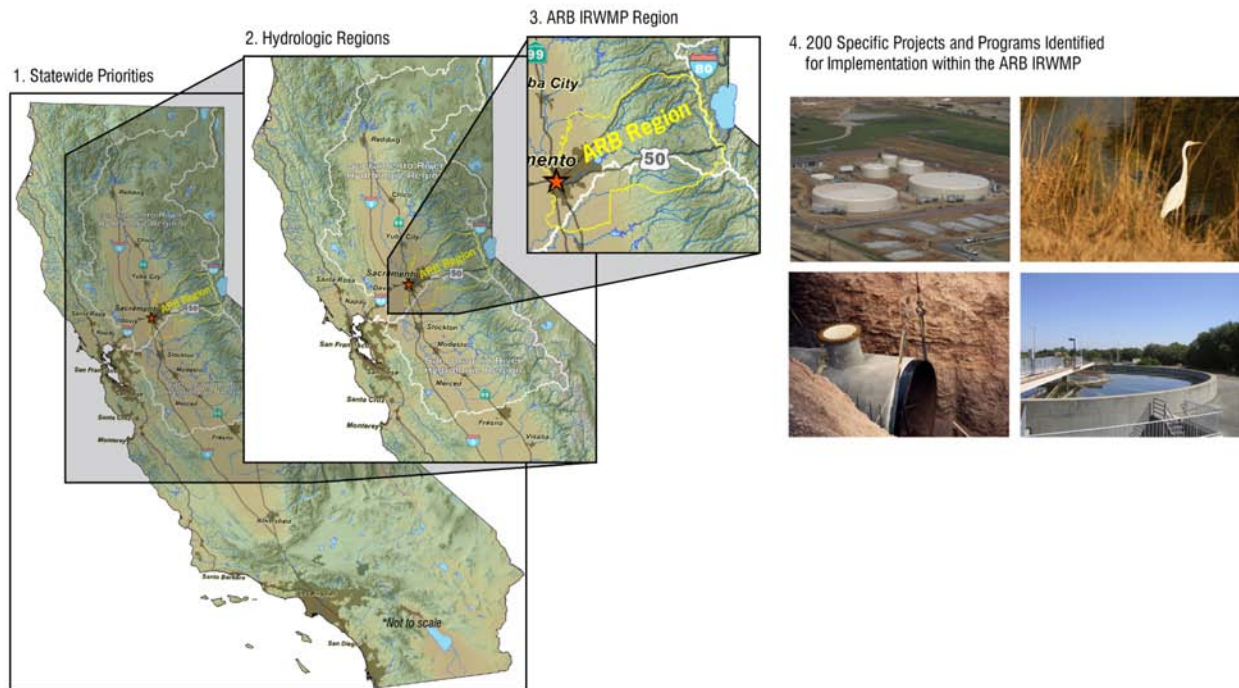


Figure 11.1 Various Planning Levels for the State of California

Each of the projects and programs listed in **Table 4.2**, address one or more of the Statewide Priorities either directly or indirectly. For example, groundwater wells, conjunctive use pipelines and surface water treatment plant expansion projects work together to establish the required conjunctive use infrastructure that will secure the necessary flows into the Sacramento and American Rivers in dry weather years without jeopardizing water supply or permanently impacting groundwater aquifers or riparian environments. Recycled water expansion projects diversify water supply sources in order to reduce dependence on surface water and groundwater while minimizing discharge of treated wastewater into the rivers. Stormwater and flood management projects contribute to reductions in TMDLs and NPS. In addition, ecosystem restoration projects and meter replacement programs directly address environmental concerns shared by the CAL-FED and Bay-Delta water objectives. All of these projects work towards ensuring adequate, high quality water supplies to a growing population, while preserving and, where possible, improving the ecosystems both in the immediate vicinity of Sacramento and in the Bay Delta.

Table 11.1 lists the types of projects that will impact each Statewide Priority. More specific analysis concerning the interrelationship between the Statewide Priorities and the IRWMP high priority projects is included in the following sections.

Table 11.1 Types of Projects Addressing Statewide Priorities

	Groundwater Management	Ecosystem Restoration	Stormwater and Flood Management	Water Recycling	Water Supply	Water Quality	Total Number of Projects Addressing Statewide Priority
Statewide Priority: Reduce conflict between water rights users or resolve water rights disputes, including inter-regional water rights issues	✓			✓	✓	✓	125
Statewide Priority: Implementation of TMDLs that are established or under development		✓	✓			✓	15
Statewide Priority: Assist in meeting Delta Water Quality Objectives	✓	✓		✓	✓	✓	106
Statewide Priority: Implementation of recommendations of the floodplain management task force, desalination task force, recycling task force, or State species recovery plan		✓	✓	✓			58
Statewide Priority: Assist in achieving one or more of the goals of the CALFED Bay-Delta Program including improving the Bay Delta Ecosystem, Water Supply Reliability, Water Quality for Beneficial Uses, and improving Levee System Integrity		✓	✓	✓	✓	✓	145

11.2. Reduction of Conflict between Water Users and Compromises between Environmental Water Needs and Urban Water Users

Compromise solutions have taken place between many of the participating agencies in the ARB allowing the region to work together as a whole to provide better services to their users as well as more effectively protect the environmental needs of the ARB region. Solutions in the ARB region often relate to diversions from the Sacramento and American Rivers that provide the least harm to the environmental and recreational water demands that have been attributed to the river systems. This is particularly true in critical years when the urban surface water needs cannot be met while maintaining adequate flow in the rivers for environmental and recreational purposes. For this reason the ARB IRWMP proposes strategic points of surface water diversions, and increases in water recycling and conjunctive use to minimize the impact and to relieve the region's dependence on surface water in dry and critical years. The following sections outline specific priority projects which address regional solutions.

11.2.1. Water Forum Agreement

Begun in 1993, the Water Forum arose out of collaboration between the City and County of Sacramento (including the Sacramento County Water Agency) that recognized the need for regional solutions to address long term reliable water supplies for urban growth, agriculture, and environmental and recreational water needs. Regional cooperation was achieved through a consensus-based, stakeholder process involving over forty representatives that included water purveyors, environmental interests, business interests, and public interest communities. The two co-equal objectives of the Water Forum are:

- To provide a reliable and safe water supply for the region's economic health and planned development through the year 2030; and
 - To preserve the fishery, wildlife, recreational, and aesthetic values of the lower American River.

After six years, the Water Forum completed the Water Forum Agreement (WFA) in 2000, which prescribed a regional conjunctive use program for Folsom Lake, the lower American River, and the connected groundwater basins within Sacramento County as a means to address the region's resources and environmental protection needs. The WFA includes seven principal elements:

1. Increased surface water diversions from Folsom Lake and the lower American River.
2. Improved dry-year water supply reliability while mitigating the potential environmental impacts of increased surface water diversions.

3. Improved fishery flow releases from Folsom Lake to the lower American River, particularly in dry years.
4. Development and implementation of a lower American River Habitat Management Plan.
5. Implementation of water conservation “best management practices”.
6. Development and implementation of groundwater management plans (GMP) for the three Sacramento County sub area basins (North, Central, and South).
7. Formation of the Water Forum “Successor Effort” to monitor implementation of the WFA.

11.2.2. EBMUD American River Central Valley Project Water Contract

The Freeport Regional Water Project (FRWP) is an alternative solution to EBMUD diverting their Central Valley Project water at Nimbus Dam through the Folsom South Canal. In the 1970’s, EBMUD purchased and entered into a contract with the US Bureau of Reclamation for water from the American River. This water supply was originally intended to be conveyed through the Folsom South Canal as part of the Central Valley Project, which would allow EBMUD to take water from the canal and from Pardee Reservoir to meet their urban water demands. The Folsom South Canal was never fully completed and for approximately 30 years Sacramento Area interests took legal action to keep EBMUD from diverting water at the Folsom South Canal because of concerns about potential environmental and recreational impacts to the lower American River. In order to address these concerns, EBMUD, while preserving its rights to water from the American River, embarked upon a compromise solution, the Freeport Regional Water Project (FRWP). EBMUD, in partnership with the SCWA, formed the Freeport Regional Water Authority (FRWA). The parties are developing the FRWP with a point of diversion on the Sacramento River near the small community of Freeport.

11.2.3. Water Supply in Dry Years

The establishment of a strong conjunctive use infrastructure embodied in the suite of pipeline, surface water treatment and groundwater well development projects addresses the issue of competition for surface water diversions when flows in the American River are low. In dry years, the flow in the American River can be critically low minimizing the amount of water that can be withdrawn from the river while maintaining the minimum flow standards required for beneficial uses of the river. The implementation of the IRWMP surface water treatment plant and pipeline projects facilitates diversions from the American River during high flow periods. This surface water will be used both for groundwater injection and storage as well as an alternative to groundwater pumping; thus maintaining groundwater levels in the basin. These actions will provide groundwater storage that can be accessed in dry years when there are critically low flows in the American River, insuring adequate water supply to the various water agencies

and their respective users without adversely affecting the flows in the American River. Included in the IRWMP priority projects are seven pipeline projects transporting surface water to areas previously dependent on groundwater. An additional eleven projects install, repair, or upgrade groundwater extraction wells or relate to groundwater treatment plants all of which will enable groundwater use in dry years when surface water is less available. Many of these projects provide wells that can be used both for groundwater extraction and groundwater recharge. In addition to the conjunctive use projects outlined above, recycled water contributes the resolution of this conflict by offsetting demand for irrigation that would normally be supplied by surface water or groundwater. There are five priority projects in the ARB IRWMP that increase the capacity of water recycling in the region.

11.3. Implementation of TMDLs

The 303(d) list for the ARB region is shown in **Table 11.2** below. The American and Sacramento Rivers are all listed for mercury and unknown toxicity. The Sacramento Rivers is also listed for diazinon.

Table 11.2 2002 CWA Section 303(d) List of Water Quality Limited Segment Central Valley Regional Water Quality Control Board

Name	Pollutant/Stressor	Potential Sources	TMDL Priority
American River, Lower (Nimbus Dam to confluence with Sacramento River)			
	Mercury	Resource Extraction*	LOW
	Unknown Toxicity	Source Unknown	LOW
Sacramento River (Knights Landing to the Delta)			
	Diazinon	Agriculture	HIGH
	Mercury	Resource Extraction*	MED
	Unknown Toxicity	Source Unknown	LOW

**All resource extraction sources are abandoned mines.*

By reducing the mass of pollutants entering the system and increasing the flows through the river, the concentrations of pollutants in surface water will be reduced. Mercury and pesticides tend to bind to soils so reducing sediment runoff could quantitatively impact the mass loading of listed pollutants in the water. Several of the projects on the IRWMP priority list seek to reduce the release of sediment into nearby rivers. One significant source of sediment is urban runoff. The ongoing Stormwater Management Plans established by the cities of Sacramento, Elk, Folsom and Roseville, the City of Sacramento's Stormwater Quality Improvement Program and the Sacramento Stormwater Quality Partnership all aim to improve the quality of stormwater before it is discharged into nearby water bodies and to reduce sedimentation wherever possible. In addition to these well established projects, the County of Sacramento Low Flow

Drainage Project proposes redirecting urban runoff during low flow conditions to a wastewater treatment plant in order to remove sediments and other pollutants before discharge to the Sacramento River.

Another source of sediment is potentially contaminated sites in close proximity to waterways. The Gardenland Sand and Gravel Mine such site. The former mining pit is now a lake that is hydraulically connected to the American River through alluvial soil. Debris and equipment from previous mining operation are still present around the lake and all vegetation was removed during mining operations. The Gardenland Flood Management, Habitat Restoration and Recreation Project (SAFCA) would acquire the site and restore the lake and area surrounding it, reducing the amount of sediment and other pollutants entering the American River.

11.4. Implementation of SWRCB NPS Pollution Plan

Implementation of its NPS Pollution Plan is of high priority to the SWRCB. Because the ARB is a densely populated region in close proximity to significant impaired waterways, NPS pollution is of high concern to the ARB as well. Numerous public outreach programs and both citywide and countywide Stormwater Management Plans, aimed at improving the quality of stormwater, address these issues directly or indirectly. In addition to these plans, the Gardenland Flood Management, Habitat Restoration and Recreation Project and the County of Sacramento Low Flow Drainage Project provide additional opportunities to reduce NPS pollution. Because the Sacramento and American Rivers are on the Clean Water Act section 303(d) list, implementation of the IRWMP priority projects aids in the SWRCB's goal of managing NPS pollution for watersheds that contain impaired water bodies. **Table 11.3** presents the goals of the SWRCB NPS Pollution Plan and the priority projects that support these goals.

11.5. Meeting Delta Water Quality Objectives

The SWRCB established water quality objectives in the 1995 Water Quality Control Plan (95-1WR). The plan includes setting water quality objectives for chlorine, conductivity, dissolved oxygen and flow into and out of the Delta. The 2005 periodic review of the report has raised the need for flexibility in the river flow objectives and Delta outflow objectives. The close proximity of Folsom Lake to the Delta (versus other potential surface water sources) facilitates a rapid regional response to Delta water quality requirements. The suite of projects presented in this IRWMP which advance the development of conjunctive use infrastructure will facilitate integration of surface water and groundwater operations that will in turn increase the flexibility of releases from Folsom Lake.

Table 11.3 Priority Projects that Address SWRCB’s NPS Pollution Plan

Program Goals	Project that Addresses Goal
Improve monitoring and assessment of State water quality and the effectiveness of management practices (MPs) that are implemented to prevent and control NPS pollution.	<ul style="list-style-type: none"> • County of Sacramento Low Flow Drainage Project • American River Watershed Water Quality Monitoring Project • El Dorado Power and Light Monitoring Project • Stormwater Management Plans of the cities of Sacramento, Elk, Folsom & Roseville • County of Sacramento Stormwater Quality Program • City of Sacramento Stormwater Quality Improvement Program
Manage NPS pollution, where feasible, at the watershed level – including pristine areas and watersheds that contain water bodies on the Clean Water Act (CWA) section 303(d) list – where local stewardship and site-specific MPs can be implemented through comprehensive watershed protection or restoration plans.	<ul style="list-style-type: none"> • County of Sacramento Low Flow Drainage Project • Gardenland Flood Management, Habitat Restoration, and Recreation Project • Stormwater Management Plans of the cities of Sacramento, Elk, Folsom & Roseville • County of Sacramento Stormwater Quality Program • City of Sacramento Stormwater Quality Improvement Program
Apply previous experiences to future decisions (e.g., through the use of pilot projects and the incorporation of “lessons learned”).	<ul style="list-style-type: none"> • County of Sacramento Low Flow Drainage Project will provide a model for watershed-wide implementation of dry-weather urban runoff and drainage NPS control.
Encourage innovative approaches to NPS pollution control and prevention through interagency, interdisciplinary, and volunteer activities.	<ul style="list-style-type: none"> • Stormwater Management Plans of the cities of Sacramento, Elk, Folsom & Roseville • County of Sacramento Stormwater Quality Program • City of Sacramento Stormwater Quality Improvement Program

In addition to the contribution to flexible flow releases, the ARB is committed to contributing to the improvement of water quality in the Delta. The following projects will positively impact the water quality in the Delta:

- Freeport Regional Water Project: diverts water from the Sacramento River instead of the American River water, which will leave less salinity, bromide and TOC in the water reaching the Delta.
- Various Recycling Plant Upgrade and Expansion Projects: reduce discharges of treated wastewater into the Sacramento River, utilizing water and constituents on land and not in the Delta.
- American River Watershed Water Quality Monitoring Project: seeks to monitor water quality in the American river thereby assuring higher quality water flow to the Delta.
- El Dorado Water and Power Authority Monitoring Program: seeks to monitor water quality in its upper watershed specifically for potential contamination due to recreational use. This project will address issues of contamination of the region’s headwaters which ultimately feed into the Delta

- The County of Sacramento Low Flow Drainage Project: seeks to divert and treat urban runoff before discharge into the Lower American River thereby delivering higher quality water to the Delta.
- Various Stormwater Management Programs improve the quality of runoff into the various rivers and streams which ultimately flow to the Delta.

11.6. DWR Priorities – State Task Forces and Species Restoration

DWR's mission is to manage the water resources of California in cooperation with other agencies, to benefit the State's people, and to protect, restore, and enhance the natural and human environments. To meet these objectives DWR has a number of task forces – the Flood Management Task Force, the Desalination Task Force, and the Water Recycling Task Force – which focus on various aspects of water resource management. Each task force provides recommendations for adoption by State and local agencies. Additionally, the DWR supports the species recovery plans for endangered and threatened species in the State of California. The ARB IRWMP projects implement a number of the Flood Management and Water Recycling Task Force Recommendations as well as species recovery plans for several threatened fish species. The priority projects which contribute to these goals are summarized below. Desalination is not applicable to the ARB region.

11.6.1. Floodplain Management Task Force

The ARB has considered recommendations by the DWR Floodplain Management Task force in the development of the included projects as follows:

Recommendation: *Implement recommendations for multi-objective-management approach for floodplains:*

The various projects together address floodplain protection as part of multi-objective management and multi-jurisdictional partnership approach (Recommendations 15 and 21) providing for ecosystem protection/restoration and groundwater recharge in addition to flood management (Recommendations 16 and 19) through purchase of conservation easements (Recommendation 17). Priority projects implemented and proposed by SAFCA are aimed at increasing flood protection through various methods. In particular, the Gardenland Flood Management, Habitat Restoration, and Recreation Project integrates environmental restoration objectives with flood management. Additionally, the TNC Cosumnes River Management and Conjunctive Use Management Opportunities Project plans to look at expanding use of the Cosumnes floodplain for surface water percolation and contribution to groundwater.

Recommendation: *Implement recommendations for local assistance, funding and legislation:*

The TNC Cosumnes River Management and Conjunctive Use Management Opportunities Project involves work with stakeholders to identify local cost sharing for flood management implementation (Recommendation 28.1) and work with USACE plans to avoid interagency barriers (Recommendation 36).

11.6.2. Recycling Task Force

Increased use of recycled water is considered paramount to improving water supply reliability, managing effluent water quality and providing affordable water throughout the region. Several of the projects proposed increase and upgrade recycled water capabilities in the region. Through the IRWMP and the efforts of the local agencies, opportunities to expand regional recycled water use will continue to be investigated and implemented. The ARB has considered recommendations by the DWR Recycling Task force in the development of these projects as follows:

Recommendation: *Public Dialog and Public Outreach including:*

- Public participation should be incorporated in all phases of project planning in order to justify water recycling on fundamental needs or community desire.
- The State should take a leadership role in the promotion of recycled water use, which includes providing funding for public education and outreach.
- Local agencies should adopt well defined local recycled water ordinances.
- Education curricula should incorporate recycled water education.
- Mass media should be employed as a means of providing education on water issues.

In developing each of the five recycling projects proposed in this IRWMP, all of the above recommendations were addressed and implemented as appropriate. Additional recommendations by the Recycling Task force were not applicable to the ARB projects.

11.6.3. State Species Recovery Plan

The Steelhead Creek Wetland Improvement Project will reconfigure the outlet of the wetland adjoining Steelhead Creek where it meets the American River Parkway. The new outlet will allow fish to leave the wetland area as river levels recede, greatly reducing the potential for isolation and predation of juvenile Chinook Salmon, steelhead and other species of concern. Both Chinook Salmon and steelhead are currently on the Endangered Species 'Threatened' list. Additionally, the Stone Lake Wildlife Refuge, in

establishing a Comprehensive Conservation Plan, establishes management strategies that will enhance species protection and recovery in the Stone Lake area.

11.6.4. Desalination Task Force

Desalination is not applicable to the ARB Region, so it was not considered as one of the priorities.

11.7. Assistance Achieving CALFED Goals

In August of 2000, the CALFED Bay-Delta Authority issued a Programmatic Record of Decision (ROD) that established water supply and water quality objectives to address ecosystem health and water supply reliability in the Bay-Delta. ARB recognizes its strategic location in supporting these CALFED objectives. By operating consistent with the co-equal objectives of the WFA and the regional conjunctive management program prescribed therein ARB member agencies will address three of the four CALFED goals. These operations will:

- Provide high quality surface water supplies in Folsom Lake that will be available to meet both instream and Delta water quality objectives.
- Maximize the region's flexibility to respond to the water quantity needs and water delivery/release timing needed for the benefit of aquatic and terrestrial species of the Delta.
- Enable the region to provide surface water supplies in close proximity to the Delta, thus maximizing the flexibility to match available supplies with Delta export/diversion capacity availability.
- Have no additional substantive impact on the risk of catastrophic levee failures in the Delta beyond those risks that currently exist.

The projects included in this IRWMP address a subset of the objectives and actions identified in the CALFED ROD. **Table 11.4** lists the four major sets of CALFED primary objectives, and indicates which proposed projects will assist in meeting the objectives.

Table 11.4 CALFED Objectives

Goal/Objectives	Example Projects
<p>Improve Bay-Delta Ecosystem</p> <ul style="list-style-type: none"> • Implement aggressive measures to improve Delta water quality and water quality science. • Restore habitat in the Delta and its tributary watersheds. • Improve fish passage 	<ul style="list-style-type: none"> • TNC Cosumnes River Management Project – improving water flow and habitat in the Cosumnes River, enhances migratory fish species which use the Bay-Delta as part of their migratory corridor. • Steelhead Creek Wetland Improvement Project will improve the hydraulic performance of an existing wetland area to reduce juvenile fish predation. • Stone Lake Wildlife Refuge will assist in providing an environment that is more amenable to native habitat.
<p>Improve Water Supply Reliability</p> <ul style="list-style-type: none"> • Assist local partners in developing 500,000 to 1 million acre-feet of groundwater storage. • Pursue planning and other actions at State and federal level to expand surface storage capacity by up to 3.5 million acre-feet. • Optimize water conveyance facilities in the Delta and in other locations to maximize flexibility, protect water quality and fish species, and increase water supply reliability. • Invest in local projects that boost water use efficiency through annual water conservation and recycling competitive grants/loan program. • Streamline water transfer approval process and develop an effective water transfer market that protects water rights, the environment and local economies. 	<ul style="list-style-type: none"> • Lincoln Recycled Water Distribution System SRCSD Recycled Water Program Expansion and City of Roseville Recycled Water Program Expansion projects enhance viability of recycled water as a reliable water source. • Wood Creek North Aquifer Storage and Recovery Project and Eastern Sacramento County Replacement Project, together with Old Auburn Road, Fair Oaks Blvd Groundwater Extraction Wells and Poppy Ridge, Wildhawk, Anatolia, Big Horn, East Elk Grove, and Franklin groundwater treatment plants increase groundwater storage and conjunctive use opportunities • Freeport Regional Water Project will bring surface water consistently into the Central Basin in Sacramento County and deliver dry-year water supply to EBMUD. • Meter Retrofitting Program by Cities of Roseville and Sacramento and by PCWA will assist in detecting leaks and conserving water.
<p>Improve Water Quality for Beneficial Uses</p> <ul style="list-style-type: none"> • Develop and implement source control and drainage management programs. • Invest in treatment technology. 	<ul style="list-style-type: none"> • County of Sacramento Low Flow Drainage Project – by reducing the dry weather loading of Total Organic Carbon (TOC), pathogens, and the constituents of concern, which can be processed effectively by the SRCSD WWTP, water quality for all beneficial uses will be improved. • Gardenland Flood Management, Habitat Restoration and Recreation Project - eliminates the potential for sedimentation and water pollution from the run-off associated with the Sand and Gravel mine site. • American River Watershed Water Quality Monitoring Project – identifies potential contamination issues associated with recreational uses of upper American River watershed. • City and county wide Stormwater Management programs aimed at reducing sediment and improving stormwater quality will assist in source control.

11.8. Statewide Priorities not fully addressed by ARB IRWMP

The following sections describe Statewide Priorities not fully addressed by the ARB IRWMP.

11.8.1. Implementation of RWQCB Watershed Management Initiative

The CVRWQCB's Watershed Management Initiative (WMI) identifies 15 Water Quality Priorities. Of these 15 priorities, the various ARB IRWMP projects and programs meet water quality improvement, non-point source pollution reduction, and stream channel improvement or restoration. However, those three WMI priorities are incorporated into other Statewide Priorities that are fully addressed by the region, such as the Implementation of TMDLs, the NPS Pollution Plan, and Goals of the CALFED Bay-Delta Program. Although region representatives recognize the statewide importance of water quality protection through implementation of WMI priorities, it was determined that the ARB IRWM Program did not meet enough of the Water Quality Priorities for Implementation of RWQCB WMI to be considered a Statewide Priority that is fully addressed by the region.

11.8.2. Environmental Justice

The addressing of environmental justice concerns was considered during the development of the ARB IRWMP. However, it is not anticipated that any of the ARB IRWMP projects and programs will have environmental justice concerns or negatively impact the spirit of environmental justice. Although the ARB recognizes the statewide importance of protecting communities through environmental justice implementation, it was determined that the ARB IRWM Program, at this time, could not consider Environmental Justice as a Statewide Priority that is fully addressed by the region.

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