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TO: JAMES L. APP, CITY MANAGER

FROM: JOHN R. McCARTHY, DIRECTOR OF PUBLIC WORKS

SUBJECT: SALINAS DAM EXPANSION

DATE: AUGUST 17, 1999

- Needs: For the City Council to review action options available related to the Salinas Dam project proposed by the City of San Luis Obispo.
- Facts:
- 1. The City of San Luis Obispo recently allocated \$828,000 to commission additional studies related to the Salinas Dam project. The studies would include review of issues such as transfer of ownership from the Army Corp. of engineers to San Luis Obispo County, provide detailed mitigation plans as required by the EIR, analysis of the dam structural stability and impact on steel head trout downstream of the dam.
- 2. The City Council at their meeting of August 3, 1999 authorized the Mayor to send a letter to the City of San Luis Obispo raising concerns over this project. A copy of that letter is attached.
- 3. There are a number of avenues available to the Council to pursue input to the process needed for the city of San Luis Obispo to move ahead with the project. These are discussed in more detail below.

#### Analysis and Conclusion:

The City of San Luis Obispo is continuing to pursue increasing storage at the Salinas Reservoir by placement of flood gates on the existing dam. This would raise the water level in the dam by 19 feet increasing storage capacity from 23,843 acre feet to 41,792 acre feet. This represents a net capacity increase of approximately 18,000 acre feet and would increase the annual yield of the reservoir by 1,650 acre feet per year. Many in the North County feel this action would have a detrimental impact on the water resources of the area. In particular, the reduced flows in the Salinas River and potential impacts to the Paso Robles groundwater basin are of major concern.

At their 7/20/99 council meeting, the City of San Luis Obispo authorized \$828,000 for additional work by consultants to proceed forward with the project. The estimated time line is 12-24 months for completion of these studies.

The additional work consists of;

- Transfer of the dam ownership from Army Corps to County of SLO
- Resolution of the protest of San Luis' water rights by the fisherman's association(CSPA)
- Development of detailed mitigation plans as required by the EIR
- Additional structure analysis of the dam

There are a number of alternatives available to the City of Paso Robles, should the City wish to challenge issues related to the expansion of the dam.

#### WATER RIGHTS PERMIT HEARING

The City of San Luis Obispo staff report on this item states that the City of San Luis Obispo's water rights permit (#5882) was issued by the State Water Resources Control Board (SWRCB) on June 4, 1941 for the diversion and storage of up to 45,000 acre feet per year of water from the Salinas River. Water rights permits are issued for a period of time (up to 10 years) to allow the permittee the ability to put the water to full beneficial use. Once the permittee has used the maximum amount of water allowed by the permit, the permittee can request a "license" for that amount. Since the gates were not installed during the original construction, the maximum storage stated in the original permit has not been accomplished by the City of San Luis Obispo. In 1991, the City of San Luis Obispo requested a ten year time extension for its permit from the SWRCB. A protest was filed by the California Sportfishing Protection Alliance (CSPA) claiming downstream impact to fishery sources. The City attorney is reviewing the case on file at the SWRBC. Based on discussions with the Water Board staff, it appears that the Board may set a hearing on this matter in October. Paso Robles has officially requested to be notified of the hearing. The attorney for CSPA has

requested the city assist with their preparation for the protest hearing. It is not known at this time what scope of issues that the Board will allow to be brought into testimony. This will be known only shortly prior to the hearing. The City is reviewing its ability to file a position statement as an interested party since our downstream water rights may be impacted. This action is being pursued by the City Attorney.

Time is very short to provide any type of professional assistance to the CSPA. However, it appears that some assistance may be helpful from the City in coordination of documents, providing assistance with professional expertise as may be needed regarding hydrology and biological impacts of the proposed project. Other agencies may also have some material developed that may assist in this effort. These agencies are being contacted to determine if they are willing to cooperate/participate.

It is estimated that preliminary costs to help the CSPA prepare for an October hearing date, could range from \$10,000 to \$30,000.

#### CEQA COMPLIANCE

The Final EIR was certified by the city of SLO on June 2, 1998. The "Notice of Determination" has not been filed for the project.

Prior to filing the NOD, detailed mitigation plans must be prepared so the findings for potential project related impacts can be made. The City may have an opportunity to challenge the CEQA findings in court based on the previous City protests and environmental concerns. There may also be a challenge to raise the point that a revised EIR must be circulated once the total impacts of the mitigation plans are developed.

The City may want to hire experts to review the EIR findings and advise the City on potential challenges. This effort would be expensive for the City to undertake. Just a review and comment effort cost is estimated at a range of \$10,000-\$50,000. Should the City want to do independent field studies and evaluations, the costs are substantially higher and would be estimated in the range of \$200,000-\$400,000. However, this may be necessary to provide expert scientific data. Court costs and attorney fees are not included in the above estimates.

#### DAM TRANSFER

The transfer of the dam will require NEPA compliance and coordination with other agencies. The City can review the process to determine compliance with NEPA once the paperwork is started on the proposed transfer. A joint effort by all north county agencies could have an impact on the Army Corps' willingness to transfer the dam. The city's attorney will check with the Corps to determine the schedule for this effort and determine what issues could be raised that would be most effective.

Policy Reference:	Protec	tion of City water rights
Fiscal Impact:		assistance is estimated at \$10,000-\$30,000. CEQA review along with expert opinions on the dam EIR nated at \$10,000-\$400,000 depending on the level of effort the City want to put forth. Dam transfer
		and challenge costs are unknown at this time.
Options:	A.	1. That the Council authorize the City Manager to hire the necessary consultants and take the appropriate actions to assist CSPA in the SLO permit hearing protest; and
		2. That the City Council authorize the City Attorney to proceed with review of the CEQA documents for compliance and advise the City Council on dam transfer issues.
	B.	That the City Council amend, modify or reject the above option.

#### Attachments:

1) Mayor's letter to SLO

2) CSPA submittal to Water Board

3) SLO staff report of 7/20/99



# CITY OF EL PASO DE ROBLES

"The Pass of the Oaks"

8/4/99

Mayor Allen Settle City Council Members City of San Luis Obispo 990 Palm Street San Luis Obispo, CA.

Subject: Salinas Dam Expansion Project-Agenda of 7/20/99

Dear Mayor Settle and Council Members:

This letter is to express our deep concern over your recent actions taken at your meeting of 7/20/99 to proceed with additional work on the Salinas Dam project. The City of Paso Robles has endeavored to work with you on water issues facing the North County and your city. We were confident that positive steps were being taken by all parties to promote coordination and mutual trust regarding major water projects that affect our joint interests. Placing this item on the consent calendar without informing and inviting North County water agencies to comment, was/is contrary to that effort.

Our understanding is that your recent actions authorize nearly one million dollars to forge ahead with the Salinas Dam project. This is a significant expenditure for a project you have represented as a backup to the Nacimiento project. Your current course of action would seem to place the Salinas project as your primary prospect for providing an additional water source.

In light of your actions, the City of Paso Robles will pursue all options to protect the interests of our citizens and neighbors in the North County. As a first step the City is joining in the CSPA protest against this project.

Sincerely.

Duane J. Picanco, Mayor City of El Paso de Robles

xc: City Council North County Water Agencies

	LODDAINE SCADDACE State Des #70196
l	LORRAINE SCARPACE, State Bar #79186 ATTORNEY AT LAW
2	Post Office Box 1981 Paso Robles, California 93447
3	(805) 239-1568; 238-5498
4	Attorney for Protestant,
5	California Sportfishing Protection Alliance
6	
7	
8	BEFORE THE STATE WATER RESOURCES CONTROL BOARD
9	OF THE STATE OF CALIFORNIA
10	DIVISION OF WATER RIGHTS
11	
12	IN THE MATTER OF THE ) WATER RIGHT
13	PETITION FOR EXTENSION OF)PERMIT 5882TIME ON ENLARGEMENT OF)(APPLICATION 10216)
14	SALINAS RESERVOIR - PERMIT )
15	5882 (APPLICATION 10216) OF)PROTESTANT'S SUBMITTALTHE CITY OF SAN LUIS OBISPO,)OF ADDITIONAL
16	Petitioner, ) REQUESTED EVIDENCE;
17	) OBJECTIONS TO
18	ENVIRONMENTAL PROTEST OF PETITION AND APPLICATION,PROPOSED CANCELLATION OF CSPA'S PROTEST.
19	BY CALIFORNIA SPORTFISHING)(WATER CODE §1335);PROTECTION ALLIANCE,)EXHIBITS D, E, F, G.
20	)
21	Protestant. )
22	
23	Y
24	I
25	THE ADMONITION UNDER WATER CODE §1335(d) IS PREMATURE BECAUSE THE PUBLIC REVIEW PERIOD HAS NOT EXPIRED FOR THE
26	DRAFT EIS WHICH IS REQUIRED TO BE PREPARED PURSUANT TO NEPA.
27	A protest can only be cancelled under <u>Water Code</u> §1335(d) if the public review
28	period has expired for any draft environmental document required to be circulated. The

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FEIR states on p. 2.3-3 that compliance with NEPA subsequent to the EIR will be required, and that an Environmental Assessment (EA) or an Environmental Impact Statement (EIS) must be prepared. Neither a draft EIS nor an EA have been circulated for public review and comment in this proceeding. Therefore, the admonition for cancellation of the protest under <u>Water Code</u> §1335(d) is premature at best.

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# THE FEIR IS INVALID BECAUSE PETITIONER VIOLATED CEQA AND NEPA BY FAILING TO CONSULT WITH U.S. NATIONAL MARINE FISHERIES SERVICE AND U.S. FISH AND WILDLIFE SERVICE PURSUANT TO SECTION SEVEN OF THE FEDERAL ENDANGERED SPECIES ACT.

The Salinas River sustains steelhead, the arroyo southwestern toad, least Bell's vireo, willow flycatcher, and the red-legged frog, which are listed as threatened species under the Federal Endangered Species Act. (Protestant's Exhibit A.)

Section 7 of the Endangered Species Act requires Federal agencies to insure that any action authorized, funded, or carried out by them is not likely to jeopardize the continued existence of listed species or modify their critical habitat. Action agencies are required to consult with the USFWS and NMFS when there is discretionary Federal involvement or control over the action.

The transfer of the Salinas Reservoir from the Federal government to the City requires discretionary Federal involvement, which mandates consultation with the USFWS and NMFS. Petitioner is required by CEQA, <u>Pub. Res. Code</u> §21104(a) and Title 50 of the Code of Federal Regulations, Part 402 to consult with the obtain comments from the USFWS and NMFS prior to completing the FEIR. It appears that Petitioner has failed to do so.

According to the letter dated July 14, 1997 from the Governor's Office of Planning

and Research, the State Clearinghouse only submitted the draft EIR to "selected state agencies for review". (FEIR Appendix J, Item 7-1.) There are no comments submitted by either the USFWS or NMFS, and there is no proof that either agency was consulted. Therefore, the FEIR is incomplete and invalid. The City has not complied with the Board's order to prepare an EIR, and its petition for extension of time on Permit 5882 cannot be approved.

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#### III

#### THE PROPOSED CANCELLATION OF THE PROTEST UNDER <u>WATER CODE</u> §1335 IS UNWARRANTED, AND WOULD VIOLATE DUE PROCESS OF LAW.

No authority has been cited to allow the retroactive application of <u>Water Code</u> §1335 which was enacted in 1997, to CSPA's Protest which was filed on March 25, 1991. CSPA has fully complied with all requests for information from the State Water Resources Control Board ("Board").

Moreover, the FEIR for the proposed Salinas Reservoir expansion project contains substantial evidence to support the allegations in the Protest. Such evidence is referred to herein, and in the letter submitted by Phil Ashley, Fisheries Biologist, in support of CSPA in this matter.

A cancellation of the Protest would violate CSPA's constitutional right to due process of law. At a minimum, due process of law requires that each party be afforded a fair opportunity to present evidence, cross examine witnesses, and to refute allegations at a hearing, and that the decision be based upon an impartial evaluation of the evidence on each side. (U.S. Const., 14 Amendment; Cal. Constr. Art. I §7; County of Ventura v. <u>Tillet</u> (1982) 133 Cal. Appl. 3d 105, 112; <u>Beaudreau v. Superior Court</u> (1975) 14 Cal. 3d 448, 458-460; <u>Horn v. County of Ventura</u> (1979) 24 Cal. 3d 605, 619; <u>Bell v. Burnso</u> (1971) 402 U.S. 535, 541-542; 91 S. Ct. 1586; <u>Skelly v. State Personnel Board</u> (1975) 15

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Giving CSPA only 45 days notice to unilaterally present its evidence on complex issues of hydrology, biology, and water rights, and depriving it of a hearing on these issues is unreasonable and violates due process of law. The time limit is inadequate to allow CSPA to subpoena evidence and obtain analytical reports by experts in the fields of hydrology and biology. CSPA has requested a 60-day time extension to provide further information in response to the proposal to cancel the Protest. CSPA has also requested the Board to issue subpoenas duces tecum to enable it to produce necessary inforamtion in this matter. To date, the Board has not issued the subpoenas.

# THE CITY'S PERMIT 5882 TO DIVERT AND STORE 45,000 AFY OF WATER IN THE SALINAS RESERVOIR HAS EXPIRED AS TO THE UNUSED PORTION BY REASON OF THE CITY'S FAILURE TO MAKE FULL BENEFICIAL USE OF THE WATER WITHIN THE TIME REQUIRED.

The issue concerning the City of San Luis Obispo's ("City") failure to make full beneficial use of the water within the time required was raised by CSPA on page 3, paragraph 4 of its Protest.

Permit 5882 was issued to the City on October 9, 1941. Water storage by the City has been limited to about 23,000 af because the dam does not meet seismic safety requirements. The Board's Order dated June 1, 1972 requires the permitted water to be put to full beneficial use on or before December 1, 1981. The City has not met this requirement. Nor does it appear that the City applied for an extension of time to complete full beneficial use of the water until February 11, 1991, more than 10 years after the permitted use expired. The Board lacks authority to grant the City an extension of time on the expired permit.

The City's failure to put the water to full beneficial use for nearly 58 years since 1941 compels the application of <u>Water Code</u> §1241. Section 1241 provides for the reversion to the public of the unused portion of the water, where the appropriator fails to beneficially use any part of the water for a period of five years. The City was ordered to complete construction of the dam on or before September

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30, 1970 pursuant to Permit 5882 and the Order dated August 25, 1969. To date, 29 years later, the City has still failed to do so. The City could have obtained ownership of the dam from the federal government and completed construction long before now if it had exercised due diligence.

11 The City's failure to put the appropriated water to full beneficial use for the 12 prolonged period of 58 years, and its failure to complete construction of the dam for 29 13 years constitutes an inexcusable lack of due diligence. Such lack of due diligence 14 mandates the application of <u>Water Code</u> §1202(c). Section 1202(c) declares the unuse 15 16 portion of the appropriated water to constitute unappropriated water, where the 17 appropriated water is not or has not been put from the date of the initial act of 18 appropriation, to full the beneficial purpose for which it was appropriated, with due 19 diligence. 20

During the prolonged period of non-use of the water by the City, the unused portion of the water has been put to full beneficial use by downstream uses for preservation and enhancement of fish and wildlife resources, aquatic and riparian habitat, recreation, groundwater recharge, municipal and agricultural water use by Santa Margarita, Atascadero, Templeton, Paso Robles, and other downstream users. Such downstream uses will be significantly adversely affected by the proposed storage and diversion of water by the City. (FEIR 5.2; 3.4.1.2.1; 3.4.2.2.3; 3.4.1.3.1; Letter from P

Ashley, Biologist.)

There is no water available for appropriation by the City. (FEIR 5.2; 3.4.1.2.1; 3.4.2.2.3; 3.4.1.3.1; Letter from Phil Ashley, Biologist.)

The City is barred by estopple and laches from claiming the water. The prolonged 58 years of non-use of the water by the City has caused prejudice to and detrimental reliance by the cities of Atascadero, Templeton, and Paso Robles upon the existing flow of the Salinas River. In detrimental reliance thereon, these cities rejected water entitlements in the California Coastal Aquaduct State Water Project. As a result, the Coastal Aquaduct was located several miles away from these cities. (FEIR Vol. 1, State Water Project (May 1991) p. 15, Protestant's Exhibit D herein.)

In contrast, the City has a turnout from the Coastal Aquaduct (i.e., Tank No. 3) and can acquire a water entitlement from the State Water Project if it chooses to do so. (FEIR Vol. 1, State Water Project (May 1991) p. 15, Exhibit J); FEIR p. ES-11). Under these circumstances, Permit 5882 should be amended to be limited to the amount of water put to beneficial use at this time. (Water Code §1202(c).)

V

# THE BOARD IS REQUESTED TO AMEND PERMIT 5882 TO PROVIDE ADEQUATE STREAMFLOW REQUIREMENTS AS REQUIRED BY <u>WATER</u> <u>CODE</u> §1257.5, §1243, and <u>Fish & Game Code</u> §5937.

Water Code §1257.5 and §1243 require the Board to establish such streamflow

24 requirements as are necessary to protect fish and wildlife as conditions in permits.

The CSPA requests the State Water Resources Control Board to re-establish mandatory daily minimum streamflow requirements below Salinas Dam to protect and conserve public trust threatened steelhead species and their habitat (all life stages), and

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also other aquatic species and their habitat (all life stages). This request is being made 2 in conjunction with the petition for extension of time by the City of San Luis Obist 3 which is pending before the State Water Resources Control Board at this time. The 4 reasons for re-establishing the mandatory daily streamflow requirements is because the 5 Salinas River steelhead species were listed as threatened in 1997 and are protected by the 6 provisions of the federal Endangered Species Act; the Live Stream Agreement was 7 adopted many years ago before the Salinas River steelhead were listed for protection 8 9 under federal law which is pertinent new information; and because the State Water Board 10 has a duty and responsibility to protect public trust resources and modify water right 11 permits to protect and conserve the public trust assets. (Water Code §1257.5, §1243, Fish 12 <u>& Game Code</u> §5937.) 13

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According to the records, the Live Stream Agreement provides annually only 2,189 14 acre-feet of water to protect threatened Salinas River steelhead species and their habit 15 16 and other aquatic resources below Salinas Dam to a point about 30 miles below the dam. 17 On an average, that is less than 3 cfs of water daily that flows from Salinas Dam. The 18 Live Stream Agreement is an old fish agreement which was agreed to many years ago 19 without supporting present day scientific studies and knowledge of the life stages of 20 threatened steelhead species. The Live Stream Agreement does not provide for water 21 temperature requirements to sustain the steelhead species (all life stages); does not 22 23 provide for dissolved oxygen requirements to sustain the steelhead species; does not 24 provide pulse flows to attract adult steelhead to their historic spawning area; does not 25 provide pulse flows to allow for the downstream migration of juvenile steelhead from 26 their rearing areas to the Pacific Ocean; and we believe does not comply with the 27 mandatory provision of California Fish and Game Code §5937, which requires the d. 28

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owner of the Salinas Dam to release sufficient amounts of water at all times from the 1 2 dam to keep fish that exist or are planted in good condition at all times. (Refer to Letter 3 by Phil Ashley, Biologist, submitted in support of CSPA.) 4 5 VI 6 THE ADDITIONAL STORAGE OF WATER AT THE SALINAS RESERVOIR 7 WILL HAVE SIGNIFICANT ADVERSE DIRECT, INDIRECT, AND CUMULATIVE IMPACTS TO THE FISH AND WILDLIFE RESOURCES 8 **BELOW THE RESERVOIR.** 9 <u>Water Code</u> §1243 provides that in determining the amount of water available for 10 appropriation, the Board shall take into consideration the amounts of water required for 11 recreation and the preservation and enhancement of fish and wildlife resources. 12 13 The FEIR indicates on p. ES-18 that raising the level of the dam will cause 395 14 acres of botanical resources and wildlife habitat to be inundated, including 2,470 oak trees 15 and 469 gray pines. Such a loss of riparian and pine-oak woodland will significantly 16 diminish wildlife habitat in the area. (Refer to the letter by Phil Ashley, Biologist.) 17 A major impact to the fish and wildlife downstream of the dam will occur if the 18 spillway height is increased. The impact will be particularly severe during years following 19 20 a drought. (FEIR 3.4-19 and 3.4-20; Letter by Phil Ashley, Biologist.) 21 The FEIR states on p. 3.4-19: 22 "Based on this analysis, the expanded reservoir would reduce flows at downstream 23 locations during some months while the reservoir was filling and capturing storm runoff. Downstream locations along the Salinas River evaluated for project-caused 24 flow reduction include Atascadero, Paso Robles, Bradley, and Spreckels (refer to Figure 3.4-1). Spill reductions would occur 11 years out of the 24 years analyzed 25 (refer to Table 3.4-13 and Figure 3.4-2). The largest project-related effects on downstream flows would occur in wet years following drought periods when the 26 reservoir had below-average storage." 27 Refer to Final EIR Appendix J. Comment and Responses on Revised Draft EIR, 28

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in good condition.

Ashley, Biologist.)

According to Rick Hoffman, Engineering Geologist, during normal low flow periods within the Salinas River corridor, the slow moving waters tend to deposit finegrained sediments including sand, silt, and clay. (Storm runoff events have the effect of scouring out the fine-grained sediments from the river corridor by an increase in flow velocity. (FEIR Appendix J, Item 22 F-4.)

Comment #3, letter from Robert L. Roos, second table supplied by Mr. Roos - Spread

sheet calculating spill reduction with a raised spillway an assumed city usage of 8977 acr

92/93) will see spill reduction of over 90%. Over half of the years when there was spill

would see reductions of over 50% if the spillway was raised and the city were to use the

maximum permitted amount of water. Very wet years such as 79/80 and 82/83 see only

small reductions in flow, but if the downstream fish and wildlife do not survive the dry

years, what happens during the wet years is too late to help. (Refer to the Letter by Phil

amounts of water at all times to keep any fish that may be planted or exist below the dam

Fish & Game Code §5937 requires the owner of any dam to release sufficient

According to Mr. Roos's spread sheet, several years (71/72, 72/73, 73/74, 83/84,

feet/year, the maximum permitted value.

Mr. Hoffman further states that the expansion of the reservoir will cause the reservoir to spill less frequently. It will also cause a reduction in the peak monthly flow at Paso Robles gauging station of approximately 18 percent based on historic flow data and modeling analysis conducted in 1989 by Leedshill-Herkenfhoff. This reduction in peak storm runoff cycles could reduce the amount of scouring effect within the Salinas River corridor. (FEIR Appendix J, Item 22 F-5.)

The scouring effect of storm runoff is needed to remove sediment from pools and 1 2 gravel in the Salinas River corridor which are necessary for the survival of fish below the 3 dam. (Refer to Letter by Phil Ashley, Fisheries Biologist.) 4 The Live Stream Agreement is inadequate to keep fish that exist below the dam 5 in good condition and to maintain the existence of steelhead below the dam, as required 6 by Fish & Game Code §5937 and the Endangered Species Act, if the spillway height is 7 increased. (Refer to Letter by Phil Ashley, Fisheries Biologist.) 8 9 Rick Hoffman, Engineering Geologist, states: 10 "While the 'live stream agreement' will allow for the passage of surface water within the Salinas River during an average winter month, the amount of flow could 11 be reduced because of the increased capacity of the Salinas Reservoir." (FEIR Appendix J, Item 22 F-6.) 12 13 14 VII 15 UNAPPROPRIATED WATER IS NOT AVAILABLE FOR THE PROPOSED APPROPRIATION. 16 17 Petitioner has not submitted sufficient information to demonstrate that 18 unappropriated water is available for the proposed appropriation in Permit 5882, as 19 required by <u>Water Code</u> §1260(k). 20 The Board is only authorized to issue permits for the appropriation of 21 unappropriated water. (Water Code §1201, §1252.) 22 23 The evidence demonstrates that there is no water available in the Salinas River 24 for the proposed appropriation in Permit 5882. The permit allows the City to take from 25 the Salinas Dam up to 12.4 cubic feet per second by direct diversion from January 1 to 26 December 31 of each year, and 45,000 acre-feet per annum by storage to be collected 27 from November 1 of each year to June 30 of the following year (i.e., the entire rain 28

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2	The project will install a gate in the existing spillway of Salinas Dam to raise the
3	dam spill elevation from the existing 1301' to 1320'1. This will increase the storage
4	capacity of Salinas Dam to about 18,000 acre feet. 23,843 acre feet to 41,792 acre feet. <sup>2</sup>
5	Dam size will increase from 730 acres to 1195 acres. <sup>3</sup>
6 7	This increase in surface area will result in a wasteful increase in evaporation of
8	3520 AFY when the reservoir is full. (FEIR p. 3.4-17.)
9	The FEIR indicates that the following significant adverse impacts will result from
10	the project:
11	<b>3.4.1.2.1</b> Downstream Hydrology. "The river forms the western boundary of the
12	Paso Robles Groundwater Basin and contributes substantial quantities of water to the
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14	aquifer."
15	3.4.2.2.8 "Ground Water Recharge. The primary potential impact of the propose/
16	project on groundwater resources would be the potential reduction in groundwater
17	recharge in the downstream areas affected by the reduced annual flow."
18	"Because the Atascadero sub-basin is relatively small, groundwater levels respond
19	rapidly to changes in recharge or pumping." (3.4-23)
20	"Prolonged dry periods or droughts result in lower river flows and thus lower
21	groundwater recharge. This ultimately results in lower groundwater levels. If a drought
22 23	extends for several years, groundwater levels continue to decline and well production can
24	be affected." (3.4-23)
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26	IFEID Section 2.4.2.1 mage 2.4.3
27	<sup>1</sup> FEIR Section 2.4.2.1, page 2.4-3
28	<sup>2</sup> FEIR Section 2.1, page 2.1-1
	<sup>3</sup> FEIR Section 3.2.1.1.2, page 3.2-1
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#### 3.4.2.1.3 Operational Impacts

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# **Reservoir Operation/Downstream Flows**

"Based on this analysis, the expanded reservoir would reduce flows at downstream locations during some months while the reservoir was filling and capturing storm runoff. Downstream locations along the Salinas River evaluated for project-caused flow reduction include Atascadero, Paso Robles, Bradley, and Spreckels (refer to Figure 3.4-1). Spill reductions would occur 11 years out of the 24 years analyzed (refer to Table 3.4-13 and Figure 3.4-2). The largest project-related effects on downstream flows would occur in wet years following drought periods when the reservoir had below-average storage." (3.4-19)

# 3.4.2.2.3 Operational Impacts

#### Groundwater Recharge

"However, because the Paso Robles Basin is reportedly in a state of overdraft, a long-term cumulative impact potential reduced recharge may occur." (3.4-25)

#### 3.4.3.1.3 Operational Mitigation

"The principal impacts of the expanded reservoir project on water resources are related to operational impacts on the downstream high-water flow regime. The expanded reservoir would reduce peak flows on downstream reaches of the Salinas River, particularly in the reach between the Salinas Dam and the confluence with the Nacimiento River." (3.4-29)

"The long-term cumulative effects of the project when taken together with overall
 surface water diversions and groundwater withdrawals by all downstream users could be
 considered potentially significant." (3.4-29)

3.4.1.8.1 <u>Paso Robles Groundwater Basin</u>. "During the 1960s and early 70s, overdraft in the Paso Robles groundwater basin is estimated to have been over 30,000

acre feet per year, and the water level in the aquifer had declined at an average of 0.9 feet per year over the previous 10-15 years. (DWR 1979.) In 1985, overdraft was estimated to have increased to 40,000 AFY (DWR 1991), and by 1998, the basin was estimated to have a net annual overdraft of 57,621 AFY (Fugro-McClelland, 1998a)."

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5.2 Unavoidable Adverse Significant Effects - Water Resources/Quality. "However the cumulative effects of the project when considered with the overall surface water diversions and groundwater withdrawals by all downstream users could be considered a significant environmental impact, especially with respect to groundwater quantity and quality, riparian habitat, and instream fishery habitat."

Rick Hoffman, Engineering Geologist, described the potential adverse impacts on groundwater recharge for Atascadero Mutual Water Company (AMVC) wells, that would result from raising the level of the Salinas Dam as follows:

"The Atascadero Mutual Water Company (AMWC) pumps water from underflor of the Salinas River (shallow aquifer) and from the Atascadero sub-basin of the Paso Robles Groundwater Basin (deep aquifer). In normal to wet rainfall/runoff years, two-thirds or more of the groundwater production is from underflow. However, in dry years more reliance is placed on the deep aquifer based on hydrologic analysis prepared by the Morro Group entitled *Long Term Viability of the Water Supply of the City of Atascadero, California* (April 1991). Recharge to the shallow (alluvial) aquifer is therefore very important to AMWC in terms of reliability and cost of operations. Estimates of recharge to the local aquifer was short of production by AMWC by an average of 4,000 acre feet per year (afy) during the drought of 1987-1990. Production also exceeded recharge in the drought cycle of 1976-1977, 1959-1961, and 1947-1951 (page 2, Morro Group, 1991)." (FEIR Appendix J, Item 22F-2)

- "Recharge could be impacted by both a reduction in the scouring effect of the stream sediments during flood events and the decreased amount of time when there is "high water" within the recharge area along the Salinas River corridor."
  (FEIR Appendix J, Item 22F-3)
  - The FEI in the State Water Project Coastal Branch dated May 1991, shows on

pages 3 and 4, that the area, designated as DAU 65, which includes Santa Margarita,

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Atascadero, and Paso Robles, has a groundwater overdraft of 40,300 AFY. Whereas San Luis Obispo, DAU67 only has a groundwater overdraft of 4,400 AFY. (Protestant's Exhibit "D", herein.)

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The Study of the Paso Robles Ground Water Basin, Final Report for the California Water Quality Control Board dated June 25, 1993, states on page 5-1:

"The long-term water quality of the Paso Robles Ground Water Basin would be threatened if the basin was in overdraft. The Department of Water Resources (1979) concluded, as a result of mass balance calculations, that the basin was in overdraft. They calculated that a net annual reduction in storage of 30,300 acrefeet was taking place when average over the previous 10-15 years (1960s to 1975). Water quality may deteriorate during overdraft conditions as users may be forced to utilize the lower quality, deeper waters of the Basin. In the Paso Robles area these are known to be both salty and sulfurous." (Protestant's Exhibit "F", p. 5-1.) The San Luis Obispo County Master Water Plan Update, Phase I Data

Compilation Report, dated August 1998, indicates in its Exhibit 2 page 3 that the Salinas River corridor has an existing water demand of 47,080 acre feet/year and a future demand of 80,380 acre feet/year. (Protestant's Exhibit "G".) Whereas San Luis Obispo's existing water demand is 14,210 acre feet/year and its projected demand is only 18,380 to 21,650 acre feet/year. (Protestant's Exhibit "G", p. WPA 4-1.)

The San Luis Obispo County Master Water Plan maps show the ground water basins and the ground water recharge areas. It indicates that the primary source of groundwater recharge for Santa Margarita, Atascadero, Templeton, and Paso Robles is the Salinas River. (Protestant's Exhibit "G".)

The overwhelming evidence shows that the Paso Robles groundwater basin is in overdraft and will continue to be so in the foreseeable future. Its future demands for water far exceed that of the City of San Luis Obispo. The towns and cities of Santa Margarita, Atascadero, Templeton, and Paso Robles, as well as other downstream users are dependent upon the Salinas River as their primary source of water. The City of San

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Luis Obispo lies outside of the watershed of the Salinas River and has alternative sources of water. The raising of the level of the Salinas Dam and increased diversion of water therefrom proposed by the City will adversely affect groundwater recharge for the townsand cities of Santa Margarita, Atascadero, Templeton, and Paso Robles, and deprive them of the water from the Salinas River that they are already putting to full beneficial use.

Where an area is in a condition of groundwater overdraft, or where appropriation of water will cause others with riparian rights to incur extra costs of seeking water from deeper wells, there is no water available for appropriation as a matter of law. (Allen v. <u>California Water & Tel. Co.</u> (1946) 29 Cal 2d 466, 483-486.)

> City of Los Angeles v. City of San Fernando (1975) 14 Cal. 3d 199, 278.

"Thus on the commencement of overdraft there is no surplus available for the acquisition or enlargement of appropriative rights." Under the circumstances herein, there is no water available in the Salinas River for the City to appropriate. Therefore, its petition for extension of time should be denied.

DATED: May 6, 1999 Respectfully submitted,

LORRAINE SCARPACE ATTORNEY FOR PROTESTANT

07/23/1999 11	:10 8057817198	CITY SLU/PW UTILITY	THUE US
	council agenda repor	t	Interning Date
	CITY OF SAN LUI	S OBISPO	- <u> </u>

FROM:	John Moss, Utilities Director
	Prepared By: Gary W. Henderson, Water Division Manager
SUBJECT:	Contract with URS Greiner Woodward Clyde Consultants for the Salinas
	Reservoir Expansion Project.

# CAO RECOMMENDATION

By motion, (1) Approve the contract with URS Greiner Woodward Clyde for the Salinas Reservoir Expansion Project for a total compensation not to exceed \$828,610, and, (2) Approve advancing project funding identified as second year CIP project funding for this project in the amount of \$351,200.

# DISCUSSION

# Background

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The City of San Luis Obispo has been pursuing the Salinas Reservoir Expansion Project for many years to increase available water supplies to meet existing and future community water needs. The project involves the installation of operable gates in the spillway which would increase the maximum water surface elevation by 19 feet. The project would increase the storage capacity from 23,843 acre feet (af) to 41,792 af which would increase the safe annual yield from the reservoir by 1,650 acre feet per year (afy)

In 1988, the City hired the firm of Woodward-Clyde Consultants to prepare studies relative to the potential expansion of the reservoir. The final studies associated with preliminary geotechnical evaluation, seismic analysis, increased reservoir yield, and evaluation of alternatives was completed in December of 1990. The studies indicated that with modifications in the area of the right abutment, the dam could safely be expanded with the installation of spillway gates.

Following completion of the feasibility studies, the City contracted with Woodward-Clyde to prepare the environmental in pact report (EIR) for the proposed expansion project. The initial draft EIR for the Salinas Reservor Expansion Project was released for public comment in November of 1993. The public comment period closed on January 3, 1994 and numerous comments and concerns were raised by individuals and agencies relative to the project related impacts. Based on the comments raised, the City Council approved an amendment to the contract for Woodward-Clyde to prepare a revised draft EIR for the project. The revised draft EIR was released for public comment in May of 1997. The Final EIR for the project addressed the comments received on both the initial and revised drafts of the EIR. The Final EIR was certified by the City Council on June 2, 1998 but the City has not made the determination to proceed with the project and therefore has not filed the formal "Notice of Determination" for the project.

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# Council Agenda Report - Contract with URS Greiner Woodward Clyde Page 2

On March 23, 1999, the City Council had a study session relative the "Water Supply". The meeting focused on the water supply projects currently being pursued by the City to meet existing and future city water demands. In addition to an aggressive ongoing water conservation program, the City is pursuing the Water Reuse Project, Nacimiento Pipeline Project and the Salinas Reservoir Expansion Project. While the City is very supportive of the Nacimiento Project, there are indications that the project may not be supported at this time by all the agencies which are currently involved in the project. If the project fails to move forward in the near future, the City will need to quickly move forward with the Salinas Reservoir Expansion Project to meet our communities water needs. At the study session in March, the Council agreed that the City should move forward with the following sections and in Exhibit A and B to this report (Exhibit A & B are in the Council Office for review).

#### Additional Work Necessary for the Project

There are several areas of work associated with the potential expansion of the reservoir which must be addressed prior to initiating final design and construction. The four main issues are 1.) transfer of ownership of the dam and surrounding property, 2.) resolution of the protest to the City's water rights permit, 3.) development of detailed mitigation plans, and 4.) additional structural analysis required for State Division of Dam Safety (DSOD) certification of the dam following ownership transfer. The work required for each of these areas is discussed in detail in the following sections.

#### **Ownership**

The U.S. Army Corps of Engineers (Corps) owns the dam, pipelines and pumping station as well as 4,400 acres surrounding the lake. The dam has not served a federal purpose for more than 40 years and the Corps has desired for many years (30+) to transfer the ownership of the dam and surrounding property to a local agency. For many years the City and the County have disagreed as to which agency should acquire ownership of the facilities and land. In 1992, the City Council supported transfer of the dam conservation District (District). The District currently operates the dam and water delivery facilities. The intent is to maintain the existing conditions with the District providing operation and maintenance activities relative to the dam and pipelines. The County General Services Department would continue to operate and property surrounding the lake.

City and County staff have developed the draft agreements relative to transfer of the property and operations and maintenance of the facilities. There are three separate agreements: 1.) ownership transfer, 2.) operations and maintenance of dam and related facilities, and 3.) operation and maintenance of recreation facilities and surrounding property. These agreements are expected to be presented to the Council for approval later this year and then presented to the Board of Supervisors for their approval.

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Council Agenda Report – Contract with URS Greiner Woodward Clyde Page 3

The work required to allow the property to be transferred from the Corps to a local agency includes the following:

- National Environmental Policy Act (NEPA) compliance
- Hazardous Material Evaluation
- Cultural Resources Compliance
- Property Boundary Line Delineation
- Coordination with Corps and Other Agencies

The detailed scope of services for each of these areas is outlined in the proposal from URS Greiner Woodward Clyde dated June 25, 1999 (Exhibit A). The estimated budget for the activities listed above is \$292,910.

#### Water Rights Permit Hearing

The City's water rights permit (#5882) was issued by the State Water Resources Control Board (SWRCB) on June 4, 1941 for diversion and storage of up to 45,000 acre feet per year of water from the Salinas River. Water rights permits are issued for a period of time (up to 10 years) to allow the permittee the ability to put the water to full beneficial use. Once the permittee has used the maximum amount of water allowed by the permit, they can request a "license" for that amount. Since the gates were not installed during the original construction, the maximum permitted storage has not been accomplished and the City has requested numerous time extensions to our permit. This is a common practice for municipalities that are not using their full permitted water rights but will need the water to meet future growth within the community.

In 1991, the City requested a ten year time extension for our permit from the SWRCB. The time extension request was publicly noticed and one protest was received by the SWRCB during the formal protest period. The protest was filed by the California Sportsfishing Protection Alliance (CSPA) which claimed potential impacts to downstream fishery resources. The resolution of the protest will require a hearing before the SWRCB. Preparation for the hearing will require coordination with legal counsel and the consultants that prepared the analysis relative to downstream flow impacts, bological resources, etc.

The detailed scope of services for URS Greiner Woodward Clyde support for the hearing are outlined in Exhibit B. The estimated budget for these services is \$25,000. In addition to these costs, it is estimated that the legal counsel for the hearing will cost an additional \$25,000. A separate contract for legal services will be brought to Council for approval later this summer.

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# Council Agenda Report – Contract with URS Greiner Woodward Clyde Page 4

# **CEQA** Compliance

The Final Environmental Impact Report for the Salinas Reservoir Expansion Project was certified by the City Council on June 2, 1998. The "Notice of Determination" (NOD) has not been filed for the project and the final decision to proceed with the project has not been made. Prior to filing the NOD, the detailed mitigation plans must be prepared so that "findings" for potential project related impacts can be made.

Development of the detailed nitigation plans will require negotiations with private property owners in the vicinity of the reservoir. Surveys of potential mitigation sites will be undertaken to determine whether the site will be an appropriate site for proposed enhancements. The detailed work scope is outlined in Section 2 of Exhibit A and is estimated to cost \$174,200.

#### **Dam Engineering Studies**

The Salinas Dam is currently owned by the U.S. Army Corps of Engineers and as such falls under the federal guidelines for dam safety and oversight. Following the transfer of ownership to a local agency, the dam will be under the jurisdiction of the Department of Water Resources, Division of Safety of Dams (DSOD). Additional analysis is required to ensure that the dam can be certified by DSOD following the ownership transfer. The additional analysis includes hydrology and hydraulics studies, concrete sampling of the existing structure, seismic analysis, and abutment stability review.

Preliminary studies were completed in 1990 relative to the structural adequacy of the existing dam. Since that time, some of the design criteria for dams have be modified and more detailed analysis is required to insure that the dam can be expanded and meet the requirements of DSOD. The additional work related to the dam engineering studies are outlined in Section 4 of Exhibit A. The estimated budget for completion of these studies is \$336,500.

#### Summary

The additional work associated with the Salinas Reservoir Expansion Project, as outlined in this staff report and the attached exhibits, involves four main areas of work: 1.) transfer of ownership of the dam and surrounding property, 2.) resolution of the protest to the City's water rights permit, 3.) development of detailed mitigation plans, and 4.) additional structural analysis required for State Division of Dam Safety (DSOD) certification of the dam following ownership transfer. The total budget related to these activities is estimated at \$828,610. The nine to ten month schedule for the work (as shown in Exhibit A) is very optimistic and work is likely to extend into the next fiscal year.

#### ALTERNATIVES

■ Use in-house staff resources. The studies and additional analysis require technical expertise which is beyond the capabilities of the city staff. There are some areas which are currently

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# Council Agenda Report – Contract with URS Greiner Woodward Clyde Page 5

proposed to be handled by city staff and these areas could be expanded if staff resources were available. Due to current city staff workloads, assumption of additional workload responsibilities would have impacts in other areas which would not be acceptable. Therefore, this alternative is not recommended.

Delay this work. This option is not consistent with prior Council direction. The delay could impact the City's water rights relative to expanding the capacity of the reservoir. Delaying work to a later date would also impact the City's ability to quickly move forward with the project if the Nacimiento Project fails to move forward. For these reasons, this alternative is not recommended.

# FISCAL IMPACT

Approval of the contract with URS Greiner Woodward Clyde will provide for compensation for a total sum not to exceed \$828,610. Funding for this project will be provided from the Water Fund. The Salinas Reservoir Expansion Project is identified in the 1999/01 Financial Plan, Appendix B on pages 63-67. There is \$237,500 available from the 1998-99 budget, \$240,000 identified in the 1999/00 approved budget for additional studies, and \$930,000 identified in the 2000-01 budget for studies and design. This represents a total budget for the next two years of \$1,407,500. The design work associated with the dam engineering analysis was not anticipated to occur until the 2000-01 fiscal year at the time the Capital Improvement Plans were being prepared. During development of this Phase I consultant services agreement for the Salinas Reservoir Expansion Project, it was determined that some of the analysis necessary for design should occur earlier than originally planned, that is in the 1999-00 fiscal year. The approval of the contract for Phase I work is \$828,610. This will require approval to bring funding forward from the second year of the financial plan in the amount of \$351,200. \$578,800 will remain available in the 2000-01 budget for completing the additional design work associated with the next phase of the project.

Approved Proje	ect Funding				
Phase	Prior Budget	99-00	00-01	Total	
Study	\$237,500	\$240,000	\$230,000	\$707,500	
Design			\$700,000	\$700,000	
Total	\$237,500	\$240,000	\$930,000	\$1,407,500	

Recommended Project Funding				
Phase	Prier Budget	99-00	00-01	Total
Study	\$237,500	\$591,200	\$-0-	\$828,700
Design			\$578,800	\$578,800
Total	\$237,500	\$591,200	\$578,800	\$1,407,500

Attachment: Consultant Contract Agreement for Phase I for the Salinas Reservoir Expansion. Council Office for Review:

> Exhibit A: Phase I Scope of Services for Salinas Reservoir Expansion Project Exhibit B: Scope of Services to Support for Support for the SWRCB Hearing



# city of san luis obispo 4

955 Moro Street • San Luis Obispo, CA 93401

July 23, 1999

Mr. Ken Weathers, Chairman North County Water Resources Forum P.O. Box 6075 Atascadero, CA 93423

Subject: Salinas Reservoir Expansion Project additional studies.

Dear Ken and Forum Members

On July 20, 1999, the Council for the City of San Luis Obispo approved an agreement with URS Greiner Woodward-Clyde consultants for additional studies and work associated with the Salinas Reservoir Expansion Project. Since so much has been said relative to this action by the City, I thought it would be prudent to clarify the action of the City with you.

The work approved by our **Council** will address four primary areas:

- 1. The transfer of the property at the dam and surrounding the lake from the Army Corps of Engineers (ACOE) to a local agency, most likely the County Flood Control District. Because of the Federal involvement in the transfer, this work will require full National Environmental Policy Act (NEPA) compliance, property surveys, cultural and historic resources survey, hazardous materials evaluation and special legislation to facilitate the transfer.
- 2. CEQA compliance. As you know the City Council certified the EIR for the expansion project on June 2, 1998. We have not yet filed the Notice of Determination (NOD) for the project and EIR however, because we have not completed the final mitigation and mitigation monitoring plans. These plans will require property surveys, soils analysis, negotiations with property owners, etc. This work is necessary to determine the costs and true extent of mitigation feasible so that Council may make the necessary findings to file the NOD.
- 3. Dam Engineering. Additional engineering study and analysis relative to the structural safety of the dam is required to not only determine the structural capability of the dam under an increased storage scenario, but also under the current storage scenario. Should the transfer of the dam from the ACOE to a local agency occur, something the City supports even if the actual expansion project does not proceed, the dam will then be regulated under the State of California Division of Safety of Dams (DSOD). DSOD has stringent safety requirements for dams and we need to ensure that the Salinas Dam meets these requirements, now and in the future.



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North County Water Resources Forum July 23, 1999 Page 2

4. Water Rights. The City has long been pursuing the continuation and protection of its water rights to Salinas through a request for a time extension to our water rights permit from the State Water Resources Control Board (SWRCB). The SWRCB had delayed consideration of the City's request until completion of the project EIR which would be used to answer the questions relative to impacts to downstream fisheries resources, primarily steelhead trout, raised in a protest filed by the California Sportfishing Protection Alliance (CSPA). While we had hoped that the protest dismissal could have been handled administratively, it now appears that a hearing will be required and will require the assistance of our consultants relative to the biological and hydrologic analysis contained in the EIR.

All of the above work is necessary as a precursor to the actual decision to proceed forward with completion of the expansion project. While the City was hopeful that we would have been able to avoid many of these costs and focus solely on the Nacimiento project, the delay in that project's EIR and the subsequent full commitment to that project through binding participation agreements, the City has been forced to proceed with this additional work to ensure that we will have the additional supplies our community needs when we need them. We can not afford the cumulative delays that could occur if we were to do nothing until the decision on Nacimiento is final. That said, I must continue to emphasize that the Nacimiento project is the City's preferred project and that we remain committed to its completion.

I have attached a copy of the staff report which was considered by Council on July 20<sup>th</sup> for your review. The actions approved in this report mirror the direction provided by our Council at their March 23, 1999 Study Session on water supplies, which we have previously discussed with the Forum. I would be happy to discuss the City's actions further at a future Forum meeting or with any of the Forum agency Boards and Councils at their meetings.

Sincerely.

John E. Moss Utilities Director

c: w/o attachment

**SLO City Council** 

17-20