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March 29, 2013



STATE WATER RESOURCES CONTROL BOARD
SACRAMENTO
MAY 11 5 56
RESOURCES BOARD

State Water Resources Control Board
1001I Street
P O Box 1000
Sacramento, California 95812-0100

Re: Comments to Draft Substitute Environmental Document, Potential Changes to WQCP for the San Francisco Bay-Sacramento/San Joaquin Delta Estuary; San Joaquin River flows and Southern Delta Water Quality

Members of the Board:

1 The San Joaquin River Exchange Contractors Water Authority hereby submits the
2 following additional comments for your consideration, in addition to joining the written
3 comments which will be made by other users of water from the San Joaquin River and its
4 tributaries asserting that the SED is not in conformance with CEQA or the law. To the
5 extent that those other commenting parties make suggestions or point out issues or
6 suggest additional or revised discussions which are required to provide for an adequate
7 Substitute Environmental Document, we incorporate and join in those comments. This
8 Draft Substitute Environmental Document is not adequate and needs to be substantially
9 revised and recirculated.

10 We would provide for the following specific additional comments and ask for your
11 responses:

12 **I. The SED does not adequately describe:**

13 **(1) The impacts of unimpaired flow standards requiring additional surface**
14 **water to be released February through June which have the effect of**
15 **removing assimilative capacity for salinity in the San Joaquin River in**
16 **July, August, September and October;**

- 17 (2) The impacts from the reduced East side spills of surface water and
18 good-quality drainage flows on a year-round basis caused by the
19 unimpaired flow goals and standards; and,
- 20 (3) That more saline East side flows will result from the unimpaired flow
21 requirement and enter the San Joaquin River and use the River as the
22 drain for salts from both the East side and West side, and both areas
23 will be significantly impacted.

24 The SED must outline how these impacts will occur and appear, attempt to
25 measure and quantify the impacts, and describe what can be done to mitigate
26 for them.

27 The San Joaquin River is currently the only means of drainage of salinity imported
28 into the San Joaquin drainage Basin or occurring in the Basin. Drainage is necessary and
29 inevitable to maintain production of food. The SWRCB's SED largely ignores and fails
30 to examine the environmental impacts of Regional Board and SWRCB programs for
31 curtailing drainage flows and the cumulative impacts of (1) restricting water use within
32 the East side Tributaries through unimpaired flow standards, while (2) emphasizing
33 retention of salts on land on the East side and West side under its cumulative actions
34 through the Regional Board Irrigated Lands Program, (3) the curtailment of the Grassland
35 Bypass discharges of salinity and, finally, (4) the cumulative impacts upon salinity
36 conditions on farmable areas by the increased groundwater pumping which will be caused
37 by reduced surface water availability both on the East side due to the envisioned
38 unimpaired flow standards and on the West side due to the above cumulative
39 requirements resulting in less surface water use.

40 The Substitute Environmental Document (SED) contains no extensive analysis of
41 the existing function of use of the San Joaquin River for the transportation of salt from
42 irrigated agriculture. This is the baseline because there is no alternative. Science and
43 history tell us that unless salts are carried away, over time the productivity of the farmland
44 will be lost forever. Salinity generated by irrigation of soils itself and the mobilization of
45 salts within the soil through that irrigation, together with removal of the volume of salts
46 accompanying the imported water to the West side of the San Joaquin River, has been
47 tabulated in a number of reports, including reports of the Regional Board, the Bureau of
48 Reclamation, and the SWRCB's own Decision 1641 as leading to the inevitable decline
49 of productivity and of our nations' food supply unless the salt is removed and transported
50 back to ocean sources. Nevertheless, there is no description of the baseline conditions as
51 to whether sufficient salinity is being transported out of the Basin through the San
52 Joaquin River. The analysis in the SED of the effects of reducing the availability of

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53 good-quality water in the East side by the unimpaired flow goals for fishery enhancement
54 neglects to describe the likely changes in the salinity-removing function of San Joaquin
55 River flows. The reduction of surface water availability will inevitably lead to recapture
56 of surface water and reuse and lead to facilities which operate on a year-round basis to
57 reduce spills, seepage and good-quality water entering the San Joaquin and providing
58 assimilative flow capacity for salinity entering through accretion or surface discharge.
59 These surface water sources which currently dilute and transport saline surface drainage
60 and good-quality underground accretion flows into the San Joaquin River will inevitably
61 be stopped, and the San Joaquin River flows in the period July, August, September,
62 October will be significantly more saline. The Testimony of Charles Burt (attached)
63 explains this. This is not rocket science. It is fundamental.

64 The cumulative impacts of the SWRCB's Irrigated Lands Program in attempting to
65 restrict drainage flows from irrigated lands and percolation of salts to underground water
66 aquifers, the proposed curtailment of Grassland Bypass flows to the San Joaquin through
67 stringent standards in 2014-2019, and the increasing use of groundwater on the East side
68 which will occur because of adoption of new unimpaired flow standards in the tributary
69 areas of the San Joaquin applicable for the period of February through June (which
70 groundwater is generally more saline than surface water supplies) not only reduces good-
71 quality dilution flows but also increases the concentrations of salinity reaching the upper
72 San Joaquin in an uncontrolled fashion through accretion flows. To be adequate, the SED
73 must examine and describe what the impacts of the goal that "more water is good for
74 fish" and the alternatives envisioned to achieving this goal have upon the goal of the
75 existing function of the San Joaquin River of maintaining a dependable and economically
76 productive food supply through salt export through the San Joaquin River. This
77 document fails to do that.

78 In short, the SED must discuss and include a quantification and estimates of how
79 much food production will be lost over time due to drainage impacts from the policy of
80 increasing water releases for fish, consequentially causing more groundwater to be used
81 and less better-quality return flow to reach the San Joaquin from the East side, and the
82 cumulative impact of the current programs of the Regional Board to reduce surface water
83 salt discharges through surface water which thus increases uncontrolled accretion flows
84 from both the East and West side of more concentrated saline water. The decisionmakers
85 must be able to determine over what period the new unimpaired flows will cause
86 declination of food production and by what percent in order to weigh if that loss is
87 acceptable in light of the fishery gains from increased unimpaired flows.

88 The whole purpose of a SED is to provide a way for the decisionmakers to weigh
89 the alternatives. How many acres of productive land producing food, how many tons of
90 protein or carbohydrates and over what period of time will be lost to salinization because
91 more groundwater is pumped on the East side because those East side surface spills,
92 return flow and dilution flows are not available in July through October and because the
93 accretion flows increase in saline content because of use of poor-quality groundwater?
94 An SED is not to be a tool to support wishful thinking.
95

96 Some means of estimating the cumulative impact of increasingly saline accretion
97 flows from the West side because of a desire to maintain less saline water discharges
98 through surface discharges in the Irrigated Lands Program and measures such as
99 termination of the Grassland Bypass flows must be discussed in light of the changes
100 which will occur to use of the San Joaquin River as a drain. An SED cannot be a tool to
101 ignore the reality that the channel of the San Joaquin is the only drainage channel that
102 exists for salt. How many acres will reduce their food production by 10% or 20% and
103 over what period of time because of salinization retention on agricultural lands? How
104 will salinity increase at Vernalis, and how much sooner will increased water be required
105 to be released from New Melones because of unimpaired flow increases for fishery use?

106 The SJREC has repeatedly tried to provide expert testimony to the SWRCB in
107 regard to the significance of the environmental impacts from attempts to ignore the
108 function of the San Joaquin River as a salinity transport drain. This SED shows that we
109 have not gotten your attention. As we did in 2005 and again in 2009, we again submit by
110 attachment the Testimony of Charles Burt and of Chris White in regard to these impacts,
111 their significance and the mechanism which makes up the baseline conditions, and the
112 need for SWRCB to understand these interrelationships as it proposes to comply with
113 CEQA. It is simply not lawful to prefer a goal of unimpaired flows during certain periods
114 for possible benefits to fishery uses over a goal of maintaining the productivity of farm
115 land and a food supply for our population without having the analysis of the
116 interrelationship and effects of valuing one policy over another and a way of estimating
117 and quantifying the effect of those alternative plans stated in the SED.

118 This SED does not accomplish that analysis. There is no exception in CEQA for
119 ignoring subtle and long-lasting permanent damage and impacts from salinity and
120 drainage and cumulative regulatory programs and instead paying attention to sexy goals
121 such as increasing anadromous fish populations.

122 **II. The Vernalis Salinity Standard, the Interior Delta Salinity standards, and the**
123 **Hoffman Report each call for alternatives which reflect the flexibility**
124 **available with modern scientific knowledge and tools. A standard which does**
125 **not vary with drought, does not vary with likely crop impacts in the South**
126 **Delta because of maturity, does not vary with the availability or unavailability**
127 **of New Melones flows, and uses a 30-day average when 30 days has no crop**
128 **vulnerability function, is not properly examining the baseline or the**
129 **alternative mitigation or monitoring requirements.**

130
131 The landowners within the Exchange Contractors routinely receive and
132 beneficially use water which exceeds .7 and 1.0 EC for productive farming. The soil
133 salinity standards upon which that water is applied often exceed the soil salinity standards
134 and surface water supply salinity complained of by the South Delta water users.
135 Therefore, the Hoffman Report and the SED has it correct that greater management skill
136 and different choices of crops in those areas where salinity stress may occur is a better
137 way (or at least an alternative way) to approach water quality standards than attempting to
138 maintain a uniform water salinity standard throughout the South Delta. The SED,
139 however, includes no alternative flexibility measures and no quantification of impacts of
140 those alternatives. An SED must include a reasonable range of alternatives. The vagaries
141 of circulation patterns, shallow water accretions of salinity from farming on adjacent
142 South Delta lands, or return of saline drainage from farmed land or urban type uses within
143 the South Delta area during tidal cycles makes the ideal of pristine water quality simply
144 an unrealistic dream. Salinity standards using the "fire hoses" of New Melones water
145 supplies and the State and Federal Project releases through the Delta are the only "tools"
146 and alternatives considered, despite more than thirty-five (35) years of study.

147
148 Both the baseline and alternatives in an SED must be clear. On page 3-7, 3-8 and
149 Table 2, it appears that the salinity standard at Vernalis is to be raised from .7 to 1.0 EC
150 during the April through August period, but on page 2 of 5 of the Draft Program of
151 Implementation it appears that the water rights of the Bureau will continue to require .7
152 EC to be achieved through releases as measured at Vernalis from April through August.
153 Because of lag times and uncertain circulation, this may be reasonable from use of New
154 Melones water rights (especially in light of the USBR's failure to provide for drainage for
155 the San Luis Unit lands as directed by Congress), but the SED must be clear about
156 alternatives.

157 If this is a recognition that the water flowing down the San Joaquin during the
158 period of April through August will be the means of transporting salinity out of the area
159 and that the salinity will increase in the future because of misguided retention of salts on
160 farmland so that a standard of 1.0 EC is appropriate at Vernalis, this is a recognition of
161 reality, and when government recognizes reality it is a good thing. Further, the
162 recognition that the most efficient way to achieve a balance of use of the San Joaquin as a
163 drain for salts and for its other purposes of transporting anadromous fish, is to use New
164 Melones Water to achieve a standard, this is also a recognition of reality and is a good
165 thing.

166 However, the transport mechanism itself requires something more than averaging
167 1.0 or .7 EC over 30 days. These standards do not recognize or take account of the
168 flexibility that should be inherent in a system that uses a natural river channel as a drain
169 and at the same time uses it for delivery of agricultural water and as a conduit for
170 anadromous fish and a habitat for resident fish.

171 This SED assumes that circulation through permanent barriers and pumping as
172 suggested by South Delta Water Agency cannot be employed on the basis that USFWS
173 and NMFS, concerned about species, must approve the idea. This SED also assumes that
174 alternatives of beneficial and reasonable use of water is always trumped by bureaucratic
175 interpretation of the ESA. The SED must describe and quantify alternatives, not just
176 ignore an alternative which confronts the goals of the environmental community. This
177 SED is inadequate unless consideration is given to alternatives of providing more
178 flexibility in regard to peaking of salinity flows, a means of notifying agricultural and
179 other users along the San Joaquin River and in the South Delta of those conditions, and a
180 means of conserving waters for release from New Melones for salinity reduction that does
181 not exhaust water supplies during drought periods, and when adverse salinity
182 concentrations may in fact impact germinating and emerging crops . . . generally a very
183 short window of time.

184 Instead, this Board has created a Draft SED which fails to consider any alternative
185 other than the simple one used since the 1970s. However, water issues are not simple,
186 and therefore the decisionmaker will be left without a means of actually balancing the
187 goals and understanding the effects of alternatives. Examples of ways that this SED can
188 consider reasonable alternatives on recirculation include the following:

189 1. Is average salinity at Vernalis at or above 1.4 EC reasonable for 15 days if
190 the germination period for most crops is not occurring during that period in the South
191 Delta area? If there is a newspaper or website containing a notice that a particular

192 amount of salinity is likely to be encountered during that period, it would allow timing of
193 decisions about planting, germination and irrigation practices to be based upon reasonable
194 predictive tools.

195 2. Years of experimentation with temporary barriers and circulation during
196 wet and dry years allows some flexibility in salinity at Vernalis and the interior locations.
197 If unimpaired flows for fish enhancement can be managed by Councils on each tributary,
198 why can't such flexibility apply to South Delta Water Agency representatives, the Bureau
199 of Reclamation and State Water Contractors' operations, and use of the limited water
200 available from New Melones along with upstream surface water discharges of salinity
201 along with the predictive accretions of salinity so clearly described by Charles Burt in the
202 attached testimony? The SED ignores the experience gained by these parties and their
203 representatives over the years and their ability to adaptively manage to transport salinity
204 in the least dangerous fashion.

205 This SED seems to value the simplicity of setting standards by historic methods
206 without using the valuable tools developed in the last 30 years. Think of the hundreds of
207 millions of dollars spent to develop understanding of the Delta water quality and flow
208 patterns, and yet the only alternative considered is the same tool used 35 years ago and
209 there is no weighing of how much productivity would be lost and what the effect would
210 be in upstream areas of varying the 1.0 or .7 EC standard.

211 The SWRCB promised in 2005 and again in 2009 that the Water Quality Control
212 Plan would include a full CEQA examination and consideration of alternatives. This
213 SED is not even close. No term of CEQA allows a decisionmaker to rely upon a SED
214 which is limited to considering what standards were used in the past in regard to water
215 quality and salinity transport.

216
217 Very truly yours,

218 MINASIAN MEITH SOARES
219 SEXTON & COOPER

220 By: 
221 PAUL R. MINASIAN

222 PRM:dd

223 Enclosures: Testimony of Charles M. Burt, Ph.D., P.E., D. WRE., April 6, 2009
224 Testimony of Chris White, General Manager, Central California Irrigation District
225 March 14, 2005 and January 20, 2006

226 S:\Denise\exchange conf\SWRCB re Bay-Delta SED.3-29-13.wpd

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INDEX OF EXHIBITS

1. Testimony of Chris White, General Manager, Central California Irrigation District, dated March 14, 2005
2. Testimony of Chris White dated January 20, 2006
3. Letter from Chris White to State Water Resources Control Board dated April 6, 2009
4. Testimony of Charles M. Burt, Ph.D., P.E., D. WRE. dated April 6, 2009

EXHIBIT "1"

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6 Attorneys for San Joaquin River Exchange
7 Contractors Water Authority

8 **BEFORE THE STATE WATER RESOURCES CONTROL BOARD**
9 **OF THE STATE OF CALIFORNIA**

10 In the Matter of

11 Periodic Review of the 1995 Water
12 Quality Control Plan for the San
13 Francisco Bay/Sacramento-San Joaquin
Delta Estuary

**TESTIMONY OF SAN JOAQUIN RIVER
EXCHANGE CONTRACTORS WATER
AUTHORITY: TESTIMONY OF CHRIS
WHITE, P.E. ON ISSUE 2: SOUTHERN
DELTA ELECTRICAL CONDUCTIVITY**

Hearing Date: March 15, 2005
Time: 9:00 a.m.

14
15
16 1.0 My name is Chris White, and I am a Registered Civil Engineer (California RCE
17 48073, August 1991). Since 1991 I have worked within the region that includes the service area
18 of the San Joaquin River Exchange Contractors Water Authority on issues relating to irrigation
19 and drainage. For the last 11 years, I have served as District Engineer (1993 to today), and then
20 General Manager (2000 to today) of the Central California Irrigation District. My educational
21 and work experience is set forth on SJREC-1.

22 2.0 The San Joaquin River Exchange Contractors Water Authority ("Exchange
23 Contractors") serves an area of approximately 240,000 acres lying adjacent to the San Joaquin
24 River in the area from the City of Mendota at the South and extending northward approximately
25 80 miles to Crows Landing. The largest proportion of the service area consists of Central
26 California Irrigation District approximately 145,000 acres, Firebaugh Canal Water District
27 consisting of approximately 22,000 acres, and San Luis Canal Company consisting of
28 approximately 47,000 acres. The Districts are situated on the West side of the San Joaquin

1 River, and have sustained irrigated agriculture since the 1880s. A portion of the Districts lie
2 downslope and adjacent to the irrigated areas of the San Luis Unit of the Central Valley Project.
3 SJREC-2 is a map of the Exchange Contractors service area, and SJREC-3 is a map showing the
4 upslope areas of the San Luis Unit relative to lands within the Exchange Contractors service area.

5 3.0 The Exchange Contractors receive water service primarily from the Delta-
6 Mendota Canal in exchange for our historic rights to San Joaquin River water, and all of the
7 CCID, SLCC and FCWD drain into the San Joaquin River.

8 4.0 My purpose for this testimony is to build upon the testimony of Dr. Burt, to
9 demonstrate how a Vernalis standard of 1.1 mmhos/cm or greater is appropriate. It is critical that
10 your Water Quality Control Plan of the Southern Delta not be based upon promulgating
11 unrealistic standards at Vernalis and at upstream points with the intent to stop drainage flows that
12 have accumulated in the soil profile for over 40 years. We are here today to provide evidence as
13 to the necessary elements for your plan for salinity as measured at Vernalis and upstream
14 locations.

15 I would make the following points to you and hopefully provide convincing testimony to
16 support these points:

17 A. The establishment of salinity standards at Vernalis which simply express
18 a longing for a pristine San Joaquin River, rather than recognizing that a man-altered river exists,
19 and is being utilized by the Bureau of Reclamation as a drainage system instead of the San Luis
20 Drain, are not only unrealistic, they are destructive to the efforts that in fact can be accomplished
21 to manage salinity and to preserve the beneficial uses of the San Joaquin River. A salt standard
22 of .7 mmhos/cm EC, especially if adopted as the basis for TMDL loads at upstream points is not
23 necessary to protect beneficial uses. The harm of the standard is that they destroy beneficial uses
24 of water and valuable farm land.

25 B. The concept of a Water Quality Control Plan for salinity is fatally flawed
26 if the Board simply sets a numerical standard for salinity in which upstream agricultural users are
27 driven to remove surface drainage from the San Joaquin River during the whole irrigation season.
28 The approach will result in the management of drainage flows only temporarily and will soon

1 devolve into unmanaged poor-quality drainage from shallow groundwater and the destruction of
2 our productive farm land. The correct approach is to compel the United States Bureau of
3 Reclamation (Reclamation) to implement and fund their drainage management plan as required
4 under D-1641. Reclamation has already been ordered by the Court, in accordance with the San
5 Luis Act, to provide drainage to the San Luis Unit. Reclamation's current use of the San Joaquin
6 River as a stealth drain is the major cause of water quality degradation. Instead of simply setting
7 standards that will harm virtually every water user adjacent to the River, the Board needs to
8 compel Reclamation to deal with the drainage discharges from the San Luis Unit and impacted
9 down slope lands.

10 Some of your Board Members may not be fully acquainted with the following facts:

11 1.0 The San Luis Act requires that a drainage system be constructed and operated by
12 the Bureau as a part of the delivery of water to the San Luis Unit. The Bureau failed for a
13 number of reasons to comply with this requirement.

14 2.0 The San Luis Unit's irrigated lands lie upslope of the Central California Irrigation
15 District, Firebaugh Canal Water District and San Luis Canal Company. SJREC-3 depicts this
16 area.

17 3.0 Poor-quality drainage water from the San Luis Unit seeps in the underground
18 aquifers downslope into Central California Irrigation District and Firebaugh Canal Water
19 District, and that water is extremely poor-quality.

20 4.0 In addition to the seepage, the failure to have a drainage system results in
21 groundwater pressures being transmitted downslope to our service areas. A farmer who
22 conserves the water applied to his crops perfectly in the Exchange Contractors will still find the
23 tile drainage system for his farm or surface water drains running full of highly saline water. Such
24 farms may have been irrigated since the early 1900s. SJREC-4 demonstrates the typical way in
25 which poor-quality water reaches these drains. Your regulatory system treats our farmers as the
26 dischargers, yet there is absolutely nothing that our farmers within the Exchange Contractors can
27 do to substantially reduce the drainage flows.

28 5.0 The answer to solving water quality problems in the San Joaquin River is for

1 Reclamation to provide drainage to the San Luis Unit and our adjacent area. Such a plan the
2 Westside Regional Drainage Plan, has been developed and is based on in-valley disposal. The
3 plan is implementable by Reclamation, is technically feasible, and modeling shows that it is the
4 key tool that can be used to meet Vernalis Standards.

5 6.0 The Firebaugh Canal Water District's predecessor and CCID went to Federal
6 Court in 1963 and again in 1968 to require that the Bureau build and operate its drainage system
7 for the San Luis Unit as the San Luis Act requires. Each time the Court refused an injunction on
8 the grounds that the Bureau promised that the export system out of the Central Valley would be
9 constructed and operated. It was never constructed and operated. Only a collector system for
10 some 42,000 acres was constructed, and that water was delivered only to Kesterson. That system
11 was shut down in 1986.

12 7.0 In 2000, finally the 9th Circuit in the case of *Firebaugh v. United States* ordered the
13 Bureau to provide for construction and maintenance of a drainage system for the San Luis Unit.
14 The Court gave the Bureau the option to consider and implement other options than the physical
15 San Luis Drain to the Bay, and unfortunately, this has caused the Bureau to delay taking any
16 action. Since 1985, on the 42,000 acres, and since the early 1970s as to the remaining
17 approximately 200,000 acres, the Bureau is operating what we refer to as its "Stealth Drainage
18 System" in which the drainage through shallow aquifers and increases in groundwater pressures
19 in the downslope areas are causing the drainage of poor-quality water to eventually reach the San
20 Joaquin River either as surface drainage or as groundwater accretion flows.

21 8.0 In 2000, in its Decision 1641 (the Bay Delta Decision), the SWRCB Board
22 ordered that by April of 2005, the Bureau of Reclamation provide to the SWRCB its plan for
23 implementing the drainage system. A plan would seem to require financing. The Bureau has not
24 provided any reports to your Board. We have asked previously that this Board enforce its
25 Decision 1641 Order and obtain progress reports and commitments.

26 9.0 Against this backdrop, the SWRCB and its Central Valley Regional Board can
27 continue to adopt salinity, boron and selenium standards at Vernalis and at upstream locations,
28 the Regional Water Quality Control Board can pretend that the Bureau's "Stealth Drainage

1 System" in fact is not utilizing the San Joaquin River as a drain, and ignoring the fact that
2 although the flow of salinity through this River system and the tributaries can be managed to
3 protect all beneficial uses, it cannot be stopped, and attempting through regulatory standards to
4 demand .7 mmhos/cm EC at Vernalis and above, is both unnecessary but also unrealistic and
5 counterproductive.

6 10.0 We believe that a better plan exists, and the key is your rejection of the fiction that
7 by regulatory requirements and standards, the SWRCB and Regional Board will somehow
8 prevent the use of the San Joaquin River by the Bureau of Reclamation as a "stealth drain". The
9 steps in that "better plan" are as follows:

10 A. Reject the idea that by establishing stringent standards for salt at
11 Vernalis, standards that are not necessary to productively continue agricultural use in the South
12 Delta, you can return the San Joaquin River to a pristine natural stream. 1.1 mmhos/cm EC
13 water is routinely applied to crops and soils within the Exchange Contractors, and with modern
14 farming methods, no adverse effects on yields occur. As Dr. Burt explains, soil leaching and soil
15 salinity management permit water of much higher salinity to preserve even the most salt-
16 sensitive cropping.

17 B. Instruct your Regional Board that the mindless regulation of selenium,
18 boron and salt will only have the effect of guaranteeing that the San Luis Unit farmers and the
19 poor downslope farmers within the Exchange Contractors where this poor-quality water is
20 appearing are not the dischargers of these constituents.

21 C. How will that management be evidenced? We have a plan which the
22 Upslope San Luis Unit Contractors and the Exchange Contractors are cooperatively attempting to
23 implement called the "Westside Regional Drainage Plan". It involves reducing groundwater
24 pressures by groundwater pumping both in the San Luis Unit and within the Exchange
25 Contractors, placing that water in the water applied to the lands and attempting to manage salts
26 by dilution and blending in the water supplies of both the Upslope areas and the Exchange
27 Contractors. Simultaneously, the drainage systems will be managed to treat as much salinity,
28 boron and selenium as practicable by placing segregated and collected drainage waters upon an

1 area which will concentrate salts and, finally, the Bureau of Reclamation installing and operating
2 a treatment plant by reverse osmosis to physically collect and transport the salts out of the basin.
3 The Westside Drainage Plan has a price tag of over \$100 million, about one-tenth of the latest
4 estimate for the San Luis Drain to the Carquinez Strait area. The Plan, however, requires that
5 discharges continue to the San Joaquin River in a managed fashion at least in the short-run.

6 11.0 The Westside Regional Plan cannot be effective unless it is recognized that
7 establishing discharge permits for the Grassland Bypass Project, as an example, that require in
8 2009 that any water entering the San Joaquin River from Salt and Mud Sloughs, have no greater
9 than 2-ppm selenium or no greater than the .7 mmhos/cm EC that the Regional Board seems to
10 be patterning after your current standard at Vernalis as an upstream standard, is
11 counterproductive and contrary to a managed drainage plan. The Westside Regional Drainage
12 plan will require time to develop and be effective. All those premature requirements will do is
13 require that we stop all drainage, salt up the land in this area, pack the shallow groundwater with
14 selenium, boron and salt-enriched water which will accrete and flow into the San Joaquin River
15 over a period of years in a totally uncontrolled fashion, and do so long after your requirements
16 have destroyed the productivity of our lands.

17 A. The local interests have found a way to find a large part of the cost of
18 this Westside Regional Drainage Plan, but the United States needs to contribute a substantial
19 amount of the cost and take responsibility for the ultimate treatment first by land disposal and
20 then by mechanical treatment of the residual drainage water. The Bureau needs your support and
21 guidance to find the remainder of the money for this effort now.

22 12.0 So what should this Board do in regard to establishing the Salinity Standard in the
23 South Delta?

24 1. Indicate that you understand that the San Joaquin has a number of
25 beneficial uses, including both irrigation and drainage, and that since for the last 40 years
26 drainage water has entered the soil profile and is migrating downstream both in the forms of
27 pressure and physical water, that the salinity standards have to recognize the inevitability of poor-
28 quality drainage water flowing into the San Joaquin River for a number of years. Adopt a

1 requirement of 1.1 mmhos/cm EC during the irrigation season at Vernalis to preserve reasonable
2 and beneficial uses.

3 2. Order the Bureau, in conformance with your Decision 1641, to come
4 before you immediately and explain whether they have a different plan than the Westside
5 Regional Drainage Plan that the local interests, out of desperation and the Bureau delay, have
6 developed. Ask for assurance of financial contributions to the implementation of that drainage
7 plan immediately by the United States. The Grassland Bypass Drainage Plan, which currently
8 collects and segregates the worst quality waters, is facing a requirement that all collected waters
9 be removed from Mud and Salt Sloughs by 2009 because the drainage water selenium exceeds 2
10 ppb. If the Regional Board adopts a standards of .7 mmhos/cm EC at upstream locations, taking
11 its cue from you, even though this standard is not necessary and does not in any way protect
12 irrigation use as a beneficial use, all local attempts to try to fill in for the Bureau's obvious
13 neglect and failure will be doomed, and more, not less, saline conditions can be expected at
14 Vernalis due to uncontrolled drainage and accretion flows.

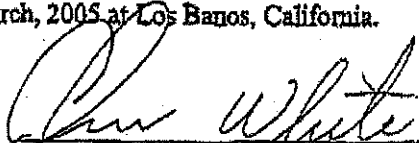
15 3. Utilizing the powers of the SWRCB under Decision 1641, indicate that
16 you understand that the plan for drainage through a drain of the Bureau has not been
17 implemented, and if the Bureau of Reclamation and its funding showed progress toward a
18 management system for its stealth flows and cooperation with both the San Luis Unit irrigators
19 and the Exchange Contractors occurs and the plan is implemented immediately, showing promise
20 of managing salts and that further enforcement using your water right powers would not be
21 required.

22 4. Explain to your Regional Board and implement yourself in the review of
23 the Regional Board regulatory activities, including TMDLs and establishment of upstream
24 standards, the principle that establishing water quality plan standards based on a longing that the
25 San Joaquin River be returned to a pristine natural stream is not reality, and it is not necessary to
26 preserve beneficial uses. Recognize in your plan for the Southern Delta that attempts to regulate,
27 ignoring that this is a managed waterway accommodating both irrigation and drainage uses will
28 be counterproductive, destroying the beneficial use of the Exchange Contractors farm land,

1 destroying the efforts to manage the release of drainage water to the San Joaquin in periods and
2 manners in which the least risk of impairment of beneficial uses will occur.

3 If called to testify in this matter, I could and would testify to each of the above matters,
4 except as to those matters stated upon information and belief, and as to those matters I believe
5 them to be true and correct.

6 Executed this 14th day of March, 2005 at Los Banos, California.

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8 
9 CHRIS WHITE, P.E.

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STATEMENT OF QUALIFICATIONS**CHRIS WHITE**

c/o San Joaquin River Exchange Contractors Water Authority
836 5th Street
Los Banos, Ca 93635
(209) 827-8616

Professional Qualifications: Registered Civil Engineer and Licensed Land Surveyor, California.

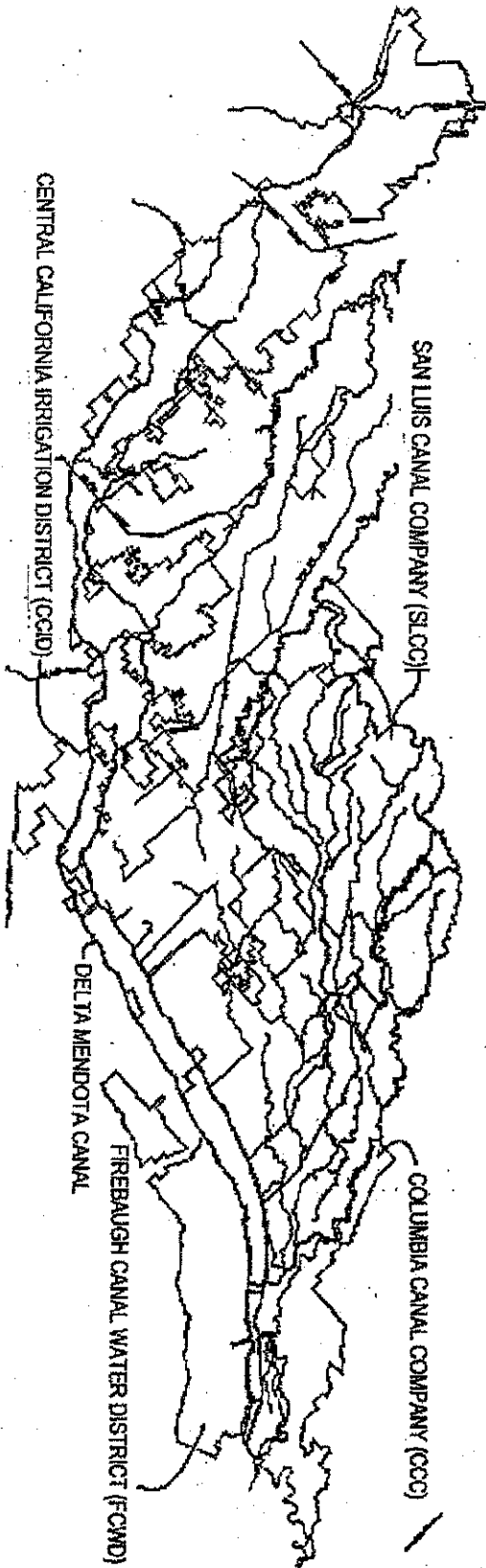
1995 to Present: Assistant Manager and District Engineer, Central California Irrigation District, Los Banos, California, a member agency of the San Joaquin River Exchange Contractors Water Authority (Exchange Contractors).

1993 to 1995: District Engineer, Central California Irrigation District.

1991 to 1993: Project Engineer and Vice President, Stoddard and Associates, Los Banos, California.

SJREC-1**STATEMENT OF QUALIFICATIONS OF CHRIS WHITE**

**SAN JOAQUIN RIVER EXCHANGE CONTRACTORS
SERVICE AREA**



SAN JOAQUIN RIVER EXCHANGE CONTRACTORS
WATER AUTHORITY
EXHIBIT SJREC-2

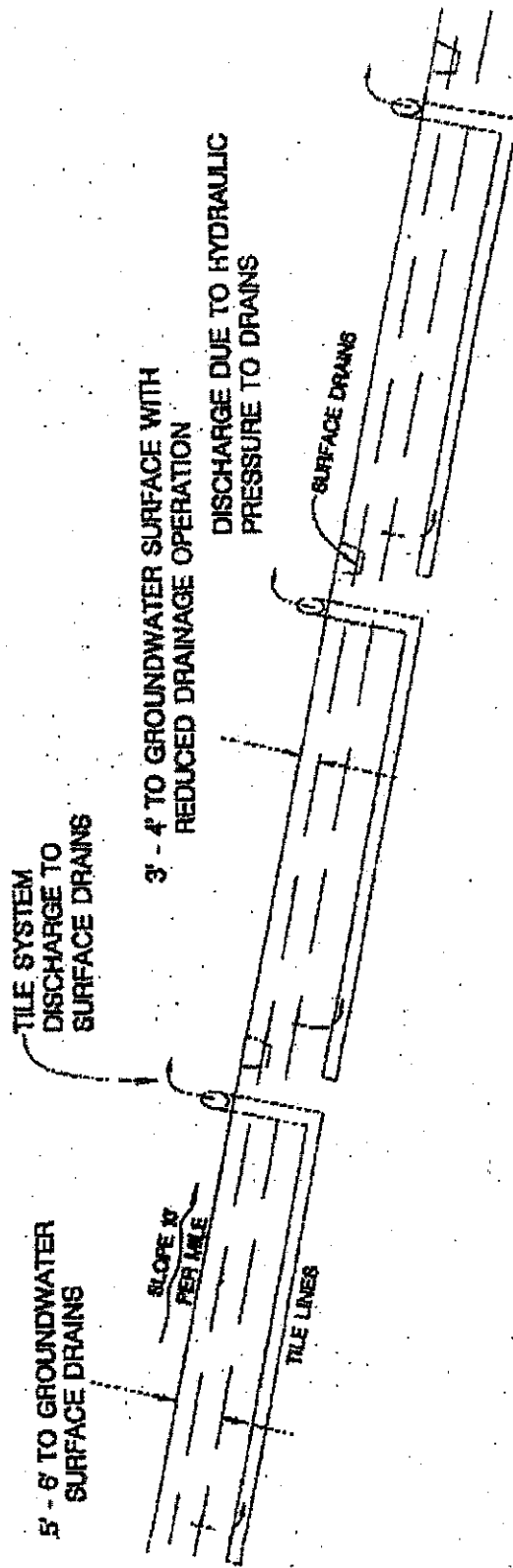


Exhibit
**TILE DRAINAGE
 ON
 LOWER LYING LANDS**

SJREC-4
 DIAGRAM - TILE DRAINAGE ON LOWER LYING LANDS WITHIN SJREC

EXHIBIT "2"

1335 West "I" Street
PO Box 1231
Los Banos, CA 93635



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BOARD OF DIRECTORS

JAMES O'BANION
President

LEE SPAIN
Vice President

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KIRK JENSEN

CHRIS WHITE
General Manager

GREGG RICE
Secretary/Controller

MINASIAN, SPRUANCE, MEITH,
SOARES & SEXTON, LLP
Legal Counsel

April 6, 2009

State Water Resources Control Board
Division of Water Rights
Post Office Box 2000
Sacramento, California 95812-2000

Re: Comments for April 22, 2009 State Water Resources Control Board Workshop for
Potential Revisions to the Delta Salinity and San Joaquin River Flow Standards

Attn: Chris Carr

Gentlemen:

In response to your request for information for the above referenced Workshop, I have reviewed and re-submit my Testimony before the State Water Resources Control Board of March 15, 2005. The testimony provides information to the Board relative to Topics 4 and 5, which are "Factors Affecting Salinity in the San Joaquin River Basin and the Southern Delta", and "Protection of Agricultural Beneficial Uses in the Southern Delta Related to Salinity", respectively.

In reviewing the testimony I find interesting that conditions now are nearly identical to the conditions in 2005. I find it ironic that while those of us who comprise the Grassland Basin Drainers have done more than any other group in improving salinity in the San Joaquin River and the Southern Delta, and while the Board has recognized that a large proportion of the salt in the San Joaquin River is the responsibility of the Bureau of Reclamation, that the Board continues to promulgate standards that focus the solutions onto the farm, the local agencies, the small San Joaquin Valley communities, the State of California, in fact on everyone else except the Bureau.

We have made progress in building the components of the Westside Regional Drainage Plan. The local stakeholders have spent over \$65 Million and have reduced salt, selenium, and boron discharges to the San Joaquin River by half. The State of California has awarded \$25 Million in Proposition 50 grants which are being used to construct source control, groundwater management and pilot water treatment projects. There is the promise of another \$40 Million from Proposition 84. The Federal government has contributed as much as \$4.5 Million in 2008 and 2009 toward projects. These are all

good news and will get us about 2/3 of the way to building a complete in-valley solution to salt disposal.

The final third of the infrastructure costs, and the needed operation and maintenance funding is promised by the federal government as an element of a much larger 'deal'. The proposed deal has the San Luis Unit contractors pay off their Capitol debt in a lump sum, and the United States uses a part of that money to fund the Westside Regional Drainage Plan. The proposal however relies on enabling legislation to be passed which appears to be stalled since 1) a new administration took office in 2009 and 2) the proposal relies on the ability of San Luis Unit Contractors to bond for their capitol debt and have enough recourses to fund their own drainage plans to deal with San Luis Unit drainage. In my view, the current water supply situation has eliminated these contractors short term ability to perform under the 'deal'.

Very truly yours,


Chris White, General Manager

CW:df

Enclosures:

Testimony of Chris White, P.E. on Southern Delta Electrical Conductivity, March 15, 2005
Testimony of Chris White, P.E., Salinity Workshop January 31, 2006

EXHIBIT "3"

1 PAUL R. MINASIAN, Bar No. 040972
2 MICHAEL V. SEXTON, Bar No. 119354
3 MINASIAN, SPRUANCE, MEITH,
4 SOARES & SEXTON, LLP.
5 1681 Bird Street
6 P. O. Box 1679
7 Oroville, California 95965-1679

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9 Facsimile: (530) 533-0197

10 Attorneys for San Joaquin River Exchange
11 Contractors Water Authority

12 **BEFORE THE STATE WATER RESOURCES CONTROL BOARD**
13 **OF THE STATE OF CALIFORNIA AND THE CENTRAL VALLEY**
14 **REGIONAL WATER QUALITY CONTROL BOARD**

15 In the Matter of
16 **Salinity Workshop January 31, 2006**

**TESTIMONY OF SAN JOAQUIN RIVER
EXCHANGE CONTRACTORS WATER
AUTHORITY: TESTIMONY OF CHRIS
WHITE, P.E.**

Hearing Date: January 31, 2006

17 1.0 My name is Chris White, and I am a Registered Civil Engineer (California
18 RCE 48073, August 1991). Since 1977 I have worked within the region that includes the
19 service area of the San Joaquin River Exchange Contractors Water Authority on issues
20 relating to irrigation and drainage. For the last 11 years, I have served as District Engineer
21 (1993 to today), and then General Manager (2000 to today) of the Central California
22 Irrigation District. My educational and work experience is set forth on SJREC-1.

23 2.0 The San Joaquin River Exchange Contractors Water Authority ("Exchange
24 Contractors") serves an area of approximately 240,000 acres lying adjacent to the San
25 Joaquin River in the area from the City of Mendota at the South and extending northward
26 approximately 80 miles to Crows Landing. The largest proportion of the service area
27 consists of Central California Irrigation District approximately 145,000 acres, Firebaugh
28 Canal Water District consisting of approximately 22,000 acres, and San Luis Canal
Company consisting of approximately 47,000 acres. The Districts are situated on the West
side of the San Joaquin River, and have sustained irrigated agriculture since the 1880s. A

1 portion of the Districts lie downslope and adjacent to the irrigated areas of the San Luis
2 Unit of the Central Valley Project. SJREC-2 is a map of the Exchange Contractors
3 service area, and SJREC-3 is a map showing the areas of the San Luis Unit relative to
4 lands within the Exchange Contractors service area.

5 3.0 The Exchange Contractors receive water service primarily from the Delta-
6 Mendota Canal in exchange for our historic rights to San Joaquin River water, and all of
7 the CCID, SLCC and FCWD drain into the San Joaquin River.

8 I would make the following points to you and hopefully provide convincing
9 testimony to support these points:

10 3.1 The Exchange Contractors and adjacent CVP Contractor lands within
11 Panoche, San Luis, Pacheco and Westlands Water Districts do have a plan and are
12 implementing that plan regarding salinity. More than \$60 million has been invested in
13 capital facilities, primarily by the local water agencies, and more than \$1 million per year
14 currently is invested by these agencies in operations to retain salts and to manage salts.
15 Another \$60 million is needed by 2009. Your Board can and should allocate all or a portion
16 of this money from Proposition 50 funds. The local agencies will continue to invest funds
17 for capital and operations, but insufficient funds exist to complete the project in time, and
18 this is where we need your help.

19 3.2 Even with these expenditures, it is not possible to get the salt out of the
20 San Joaquin River and render it a pristine Sierra river because of groundwater accretion
21 into the river. The regulations and requirements of the SWRCB, Regional Board and
22 particularly the 2 part per billion selenium standard for waters that may come in contact
23 with waterfowl are now retarding and confusing progress, not stimulating action. The
24 SWRCB and Central Regional Valley Board should modify some of their TMDL's and
25 Water Quality Control Plan Standards and help us implement feasible measures. If done
26 properly, these feasible measures can be used to actually meet and/or exceed water quality
27 standards.

1 3.3 The Exchange Contractors are continuing to litigate against the Bureau
2 regarding drainage requirements, but the effect has been to drive the Bureau into counter-
3 productive positions and to label the drainage problem as another example of California
4 craziness. The drainage problem was in fact partially caused by the State not moving
5 forward with participation in the Drain at an early date. The National Academy of
6 Sciences is now predicting loss of more than 1 million acres of productive farm land.
7 There is enough blame to go around; however, blame will not bring us closer to meeting
8 water quality regulations. What we need is leadership and money now.

9 4.0 The establishment of salinity standards at Vernalis which simply express a
10 longing for a pristine San Joaquin River, rather than recognizing that a man-altered river
11 exists, and is being utilized by the Bureau and SWP as a drainage system instead of the
12 San Luis Drain, are not only unrealistic, they are destructive to the efforts that in fact can
13 be accomplished to manage salinity and to preserve the beneficial uses of the San Joaquin
14 River. A salt standard of .7 mmhos/cm EC, especially if adopted as the basis for TMDL
15 loads at upstream points is not necessary to protect beneficial uses. The harm of the
16 stringent standards is that they (a) destroy beneficial uses of water and valuable farm land
17 by encouraging salt to be deposited in ground water or retained on the farms, eventually
18 destroying the area, and (b) force farmers to remove good quality tailwater from the river,
19 leaving behind only accretion flow. Such a scenario will degrade the quality of water in
20 the river to 3,000 to 5,000 TDS.

21 5.0 The concept of a Water Quality Control Plan for salinity is fatally flawed if
22 the Board simply sets a numerical standard for salinity in which upstream agricultural
23 users are driven to remove surface drainage from the San Joaquin River during the whole
24 irrigation season. The approach will result in the management of drainage flows only
25 temporarily and will soon devolve into un-managed poor quality drainage from shallow
26 groundwater and the destruction of our productive farm land.

27 6.0 The Westside Regional Drainage Plan is a means of providing for salinity
28 management of the area where poor quality drainage water appears and can pass from

1 subsurface flows into the San Joaquin River. It is consistent with and easily integrated
2 into an out-of-valley export system which would collect drainage waters from other areas.
3 It requires the United States and State of California to fund \$90 million of further
4 facilities and to fund the operation and maintenance costs of a reverse osmosis plant which
5 would treat 4,000 ac ft of drainage flows which is a reduction from approximately 40,000
6 acre feet of drainage flows per year which were flowing into the San Joaquin River in
7 1996. Some of your Board Members may not be fully acquainted with the following facts:

8 7.0 The San Luis Act requires that a drainage system be constructed and operated
9 by the Bureau as a part of its operation of the San Luis Unit. For a variety of reasons, the
10 Bureau has not complied with this requirement. One the principal reason was that the
11 State of California, which was planned to participate in the costs of the San Luis Drain and
12 to extend it southward to collect drainage from the Tulare Basin area and Kern County,
13 refused to bear its part of the drainage cost and in fact became an opponent of the
14 discharge into the San Francisco Bay, refusing to issue the necessary permits. The
15 National Academy of Sciences, the foremost scientific body of this nation, published a
16 report in October of 2005 which predicts the loss of farming productivity and use,
17 groundwater resources which are depended upon by urban residents, and the perpetual use
18 of the San Joaquin River for un-managed salt exports because the project as originally
19 designed and authorized has not been completed. A copy of that report is attached as
20 **SJREC- 4.**

21 8.0 The San Luis Unit's irrigated lands lie adjacent to the Central California
22 Irrigation District, Firebaugh Canal Water District and San Luis Canal Company.
23 **SJREC-3** depicts this area.

24 9.0 As a result of the Bureau of Reclamation's failure to provide drainage to the
25 San Luis Unit, poor quality subsurface drainage water from the San Luis Unit and the
26 downsloope Camp 13 area of Central California Irrigation District and Firebaugh Canal
27 Water District, is discharged to the San Joaquin River.

28

1 10.0 The California Aqueduct is routed through the area lying above the Exchange
2 Contractors, Panoche Water District, San Luis Water District and Pacheco Water District
3 drainage impacted lands. The State Water Contractors and Southern California depend
4 upon this conveyance canal for water service. All canals leak. That leakage was known and
5 anticipated. The potential impact upon drainage conditions in the downslope areas was also
6 known and anticipated. This is one of the reasons that the SWP was to participate in the
7 construction and operation costs of the San Luis Drain to the San Francisco Bay in the area
8 of Antioch. When the SWP contractors elected not to participate in and complete the San
9 Luis Drain with the Bureau, the SWP did not install wells to put the leakage back into the
10 California Aqueduct. SJREC-5 is a copy of a recent report which estimates that leakage
11 adding to groundwater pressures and downslope migration in the area above the participants
12 in the Westside Regional Drainage Plan, including areas of the San Luis Unit, are at 5,730 ac
13 ft/year to 7,100 ac ft per year from the State Aqueduct. For 40 years (1966 through 2005) no
14 ameliorative actions have been taken by the SWP to recapture this water which now amounts
15 to 230,000 to 300,000 ac ft. Yet the SWP, at your recent Cease and Desist Hearings, argued
16 that it had no role in causing or curing the salinity conditions of the areas draining to the San
17 Joaquin River.

18 11.0 The answer to solving water quality problems in the San Joaquin River is for
19 Reclamation, with monetary contributions from the State of California, to provide
20 drainage to the San Luis Unit and our adjacent area. Such a plan, the Westside Regional
21 Drainage Plan, has been developed and is based on in-valley disposal. The plan is
22 implementable, is technically feasible, and modeling shows that it is the key tool that can
23 be used to meet Vernalis salinity standards.

24 12.0 Comments from time to time have indicated that some past Board members
25 and staff have held out hope that the litigation brought by the Exchange Contractors
26 against the Bureau would eventually lead to a solution. In fact the Exchange Contractors
27 have diligently pursued litigation, but this Board must remember that no Federal Court can
28 compel the United States to appropriate money and that litigation and California politics

1 can drive what might be an otherwise constructive United States government to absolutely
2 counter-productive positions. One of the most current examples is exemplified by the
3 following: In 2004, even though the Central Valley Project Act itself requires that
4 drainage be provided to the San Luis Unit, the United States and CVP Contractors, citing
5 provisions of the California Water Code, argued to Judge Wanger that neither the United
6 States nor its CVP Contractors can be responsible for the monetary damages from a
7 continuing nuisance caused by drainage waters entering or appearing within the Exchange
8 Contractors service area.

9 12.1 The Firebaugh Canal Water District's predecessor and CCID went to
10 Federal Court in 1963 and again in 1968 to require that the Bureau build and operate its
11 drainage system for the San Luis Unit as the San Luis Act requires. Each time the Court
12 refused an injunction on the grounds that the Bureau promised that the export system out
13 of the Central Valley would be constructed and operated. It was never constructed and
14 operated. Only a collector system for some 42,000 acres was constructed, and that water
15 was delivered only to Kesterson. That system was shut down in 1986.

16 12.2 In 2000, finally the 9th Circuit in the case of *Firebaugh v. United States*
17 ordered the Bureau to provide for construction and maintenance of a drainage system for
18 the San Luis Unit. The Court gave the Bureau the option to consider and implement other
19 options than the physical San Luis Drain to the Bay, and unfortunately, this has caused the
20 Bureau to delay taking any action. Since 1985, on the 42,000 acres, and since the early
21 1970s as to the remaining approximately 200,000 acres, the Bureau is operating what we
22 refer to as its "Stealth Drainage System" in which drainage of poor quality water eventually
23 reaches the San Joaquin River either as surface drainage or as groundwater accretion flows.

24 12.3 In 2000, in its Decision 1641 (the Bay Delta Decision) rendered in 2000,
25 the SWRCB Board ordered that by April of 2005, the Bureau provide to the SWRCB its
26 plan for implementing the drainage system. A plan would seem to require financing. The
27 Bureau has not provided any reports to your Board. We have asked previously that this
28 Board enforce its Decision 1641 Order and obtain progress reports and commitments.

1 12.4 Against this backdrop, the SWRCB and its Central Valley Regional Water
2 Quality Control Board can continue to adopt salinity, boron and selenium standards at
3 Vernalis and at upstream locations, the Regional Water Quality Control Board can pretend
4 that the Bureau's "Stealth Drainage System" in fact is not utilizing the San Joaquin River
5 as a drain, and ignore the fact that although the flow of salinity through this River system
6 and the tributaries can be managed to protect all beneficial uses, it cannot be stopped, and
7 attempt through regulatory standards to demand .7 mmhos/cm EC at Vernalis and above,
8 which is unnecessary but also unrealistic and counter-productive.

9 13.0 There is a common belief among regulatory agencies that if they simply
10 tighten standards the worker bees (the citizens) will find a solution. In November, you
11 adopted two TMDL's one for salt and boron at Vernalis and a second for Dissolved Oxygen.
12 We pointed out that ordering us to not remove any water which would reduce flows through
13 the Stockton Ship Channel was inconsistent with ordering us to reduce the drainage flows
14 that include algae and also inconsistent with ordering us to reduce salinity in drainage
15 since there is no means of separating the salinity from the drain water which is desirable to
16 maintain flows in the River. With an understanding of the Westside Regional Drainage
17 Plan, you can see the inconsistency and contradiction of these regulatory requirements
18 even more clearly. Since 1996, the region has reduced the drainage flow volumes from
19 approximately 100,000 acres irrigated from 60,000 ac ft to approximately 30,000 ac ft
20 (Testimony of Joseph McGahan, Cease and Desist Order Proceeding). Between now and
21 2009, the Westside Regional Drainage Plan, to comply with your Basin Plan requirement of
22 no more than 2 parts per billion of selenium in channels frequented or used to irrigate
23 waterfowl habitat and your discharge permit requirements for the Grassland Bypass
24 Project, will require the total removal of that drainage flow. This violates your D.O. TMDL.
25 Now focus on the proposed reverse osmosis plant which requires state and federal funding,
26 which funding cannot be provided if it would violate a TMDL. The clean water which
27 exits the reverse osmosis plant must be sold for urban uses to recover the extreme expense
28

1 of treatment and disposal of the residue. The D.O. TMDL prohibits a project which diverts
2 that water to those purposes.

3 13.1 We and others have asked that you reconsider the TMDL's for salt and
4 boron at Vernalis and the D.O TMDL. If you do not, are we to take that as direction? Are
5 we to stop reducing drainage flows to the River to maximize dissolved oxygen even
6 though they contain salt and boron? Are we to not pursue the Westside Regional Drainage
7 Plan? Would you prefer that we allow the Bureau to continue its expenditure of millions of
8 dollars per year for the study of the drainage solution rather than that those sums be
9 directed to implementing meaningful management facilities? Would you prefer that we all
10 pretend that your regulations will "clean up the San Joaquin River quality" knowing full
11 well that those salts removed simply will pollute the underground aquifers and through the
12 shallow aquifers accrete to the San Joaquin River flows in any case, resulting in the
13 destruction which the National Academy of Sciences describes?

14 14.0 We believe that a better plan exists, and the key is your rejection of the fiction
15 that by implementing regulatory requirements and standards the SWRCB and Regional Board
16 will somehow prevent the use of the San Joaquin River by the Bureau as a "stealth drain".
17 The steps in that "better plan" are as follows:

18 14.1 Reject the idea that by establishing stringent standards for salt at
19 Vernalis and upstream (standards that are not necessary to productively continue agricultural
20 use in the South Delta) you can return the San Joaquin River to a pristine natural stream.
21 As an example, 1.1 mmhos/cm EC water is routinely applied for irrigation of crops within
22 the Exchange Contractors, and with modern management and farming methods, no adverse
23 effects on yields occur. As Dr. Burt explained in your Triennial Review hearings in March
24 2005, soil leaching and soil salinity management permit water of much higher salinity to
25 preserve even the most salt-sensitive cropping. We submit that more consistent water
26 quality is achievable at Vernalis through the implementation of a water quality
27 management plan that contains all the elements contained in the Westside Regional
28 Drainage Plan. We want to dispel the notion that if you adopt standards upstream of

1 Vernalis, water quality will automatically be improved. To improve water quality will take
2 projects such as we are proposing in the WRDP. This plan can be done with existing
3 standards, and new and more stringent standards are counter-productive at this time.

4 14.2 Instruct your Regional Board that the mindless regulation of selenium,
5 boron and salt will only have the effect of guaranteeing that the San Luis Unit farmers and
6 the adjacent farmers within the Exchange Contractors are not the dischargers of these
7 constituents.

8 14.3 Become the leader in preserving agricultural production by
9 cooperatively implementing the "Westside Regional Drainage Plan." Convene a hearing
10 and ask the State of California and Bureau to come before you and explain how this plan
11 can be advanced and funded in time to meet the existing water quality standards.

12 15.0 The Westside Regional Plan cannot be effective unless it is recognized that
13 establishing discharge permits for the Grassland Bypass Project, as an example, that
14 require in 2009 that any water entering the San Joaquin River from Salt and Mud Sloughs,
15 have no greater than 5-ppm selenium or no greater than the .7 mmhos/cm EC that the
16 Regional Board seems to be patterning after your current standard at Vernalis as an
17 upstream standard, is counterproductive and contrary to a managed drainage plan. The
18 Westside Regional Drainage Plan will require time to develop and be effective. All those
19 premature requirements will do is require that we stop all drainage, salt up the land in this
20 area, pack the shallow groundwater with selenium, boron and salt-enriched water which will
21 accrete and flow into the San Joaquin River over a period of years in a totally uncontrolled
22 fashion, and do so long after your requirements have destroyed the productivity of our
23 lands.

24 16.0 So what should this Board do in regard to establishing the Salinity Standard in
25 the South Delta?

26 16.1 Indicate that you understand that the San Joaquin has a number of
27 beneficial uses, including both irrigation and drainage, and that since for the last 40 years
28 drainage water has entered the soil profile and is migrating downstream both in the forms

1 of pressure and physical water, that the salinity standards have to recognize the
2 inevitability of poor-quality drainage water flowing into the San Joaquin River for a
3 number of years. Adopt a management plan that provides assurance that reasonable and
4 beneficial uses will be protected at Vernalis during the irrigation season. Grant
5 reconsideration of the two TMDL's adopted in November of 2005.

6 16.2 Order the Bureau, in conformance with your Decision 1641, to come
7 before you immediately and explain whether they have a different plan than the Westside
8 Regional Drainage Plan that the local interests, out of desperation and the Bureau delay,
9 have developed. Ask the SWP to appear and explain its plan to participate and fund or its
10 alternatives for recapturing the 300,000 acre-feet it has leaked and contributed. Ask for
11 assurance of financial contributions to the implementation of that drainage plan
12 immediately by both the United States and the State of California.

13 16.3 The Grassland Bypass Drainage Plan, which currently collects and
14 segregates the worst quality waters, is facing a requirement that all collected waters be
15 removed from Mud and Salt Sloughs by 2009 because the drainage water selenium exceeds 2
16 ppb. If the Regional Board adopts a standards of .7 mmhos/cm EC at upstream locations,
17 taking its cue from you, even though this standard is not necessary and does not in any
18 way protect irrigation use as a beneficial use, all local attempts to try to fill in for the
19 Bureau's inaction will be doomed, and more, not less, saline conditions can be expected at
20 Vernalis due to uncontrolled drainage and accretion flows.

21 16.4 Become a leader and an organizer, and sublimate the instinct to imagine
22 simple solutions as achievable through regulation of those who have little control and even
23 less money. Explain to your Regional Board and implement yourself in the review of the
24 Regional Board regulatory activities, including TMDL's and establishment of upstream
25 standards, the principle that establishing water quality plan standards based on a longing that
26 the San Joaquin River be returned to a pristine natural stream is not reality, and it is not
27 necessary to preserve beneficial uses. Recognize in your plan for the Southern Delta that
28 attempts to regulate, ignoring that this is a managed waterway accommodating both irrigation

1 and drainage uses will be counterproductive, destroying the beneficial use of the Exchange
2 Contractors farm land, and destroying the efforts to manage the release of drainage water to
3 the San Joaquin in periods and manners in which the least risk of impairment of beneficial
4 uses will occur.

5 If called to testify in this matter, I could and would testify to each of the above
6 matters, except as to those matters stated upon information and belief, and as to those
7 matters I believe them to be true and correct.

8 Executed this 20th day of January, 2006 at Los Banos, California.

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/s/
CHRIS WHITE, P.E.

STATEMENT OF QUALIFICATIONS**CHRIS WHITE**

c/o San Joaquin River Exchange Contractors Water Authority
836 6th Street
Los Banos, Ca 93635
(209) 827-8616

Professional Qualifications: Registered Civil Engineer and Licensed Land Surveyor, California.

1995 to Present: Assistant Manager and District Engineer, Central California Irrigation District, Los Banos, California, a member agency of the San Joaquin River Exchange Contractors Water Authority (Exchange Contractors).

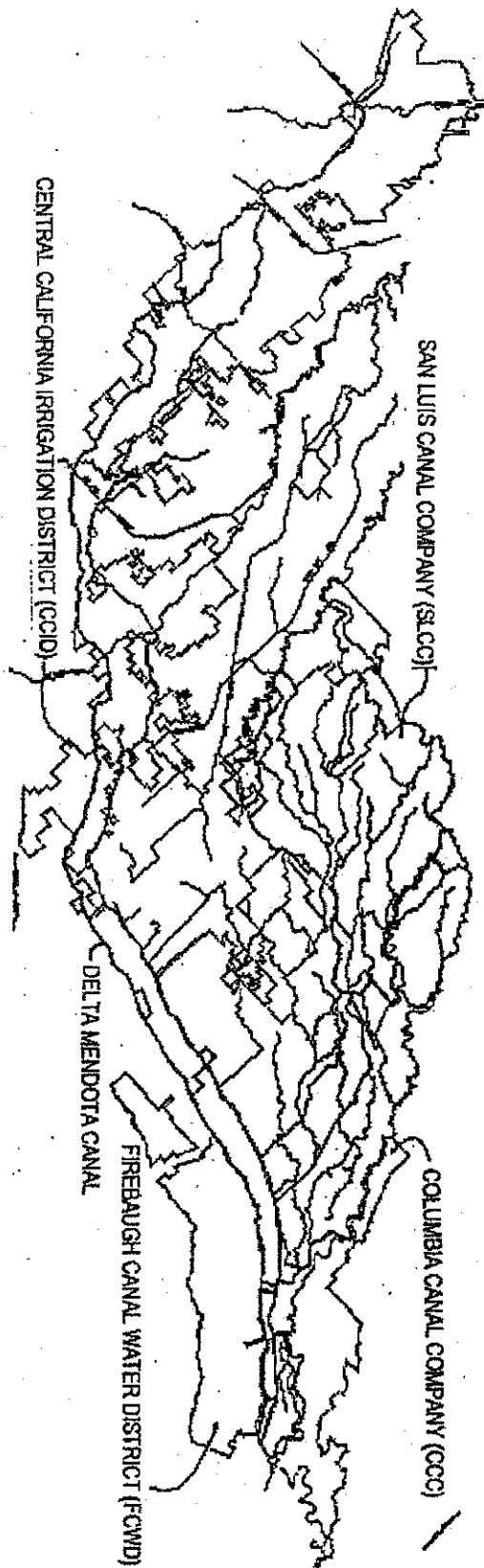
1993 to 1995: District Engineer, Central California Irrigation District.

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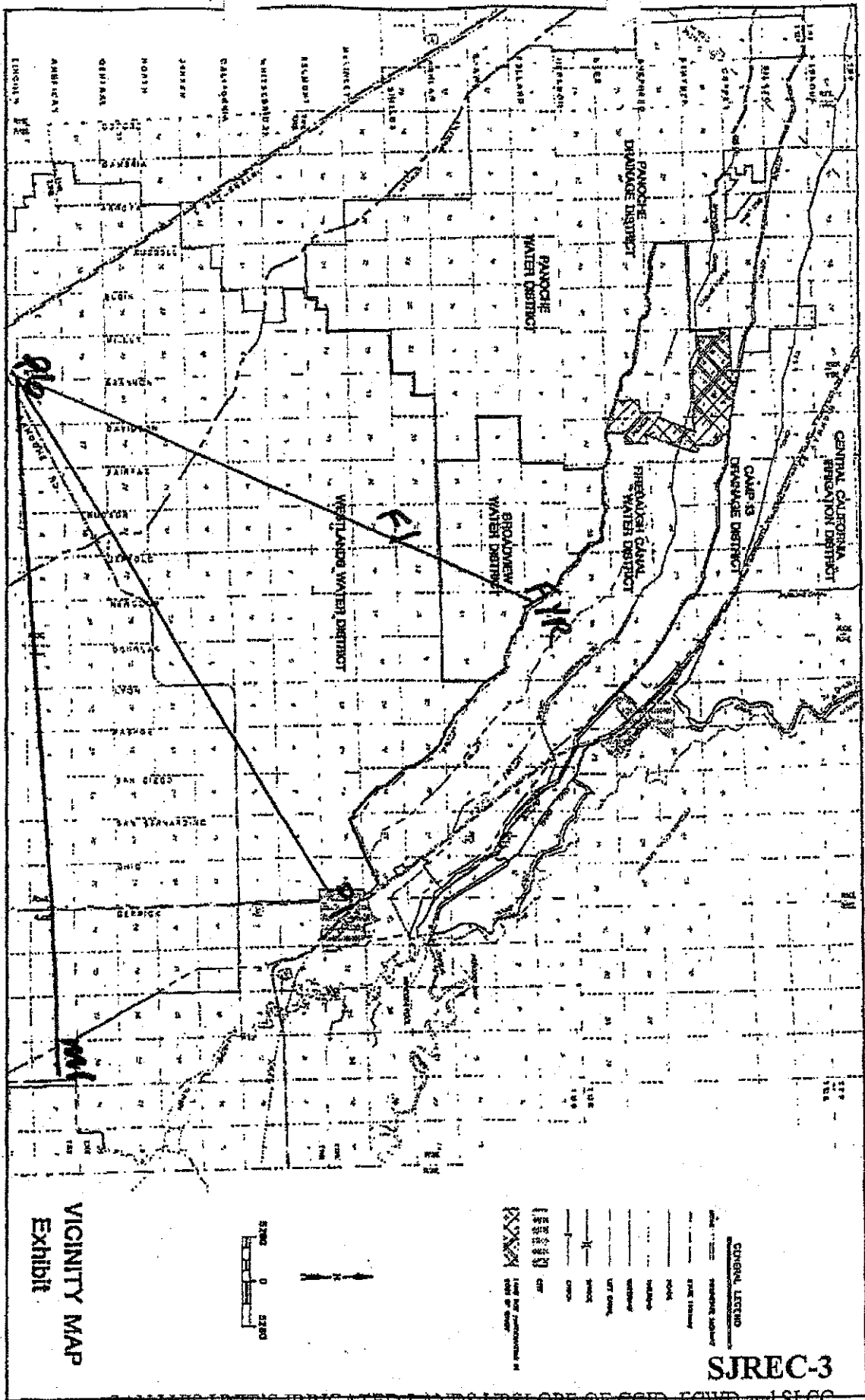
SJREC-1

STATEMENT OF QUALIFICATIONS OF CHRIS WHITE

**SAN JOAQUIN RIVER EXCHANGE CONTRACTORS
SERVICE AREA**



**SAN JOAQUIN RIVER EXCHANGE CONTRACTORS
WATER AUTHORITY
EXHIBIT SJREC-2**



SAINT THE FIRST IRRIGATION LANDS, THE SLOPE OF CCID, FCWD and SLCC

Sustainability of irrigated agriculture in the San Joaquin Valley, California

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The sustainability of irrigated agriculture in many arid and semiarid areas of the world is at risk because of a combination of several interrelated factors, including lack of fresh water, lack of drainage, the presence of high water tables, and salinization of soil and groundwater resources. Nowhere in the United States are these issues more apparent than in the San Joaquin Valley of California. A solid understanding of salinization processes at regional spatial and decadal time scales is required to evaluate the sustainability of irrigated agriculture. A hydro-salinity model was developed to integrate subsurface hydrology with reactive salt transport for a 1,400-km² study area in the San Joaquin Valley. The model was used to reconstruct historical changes in salt storage by irrigated agriculture over the past 60 years. We show that patterns in soil and groundwater salinity were caused by spatial variations in soil hydrology, the change from local groundwater to snowmelt water as the main irrigation water supply, and by occasional droughts. Gypsum dissolution was a critical component of the regional salt balance. Although results show that the total salt input and output were about equal for the past 20 years, the model also predicts salinization of the deeper aquifers, thereby questioning the sustainability of irrigated agriculture.

regional hydrology | salinization | vadose zone

Salinization affects ~20–30 million hectares (ha) of the world's current 260 million ha of irrigated land (1, 2) and limits world food production (3). Salinity reduces water availability to plants (4) by the accumulation of dissolved mineral salts in waters and soils due to evaporation, transpiration, and mineral dissolution. Subsequent salt leaching leads to salt buildup in both shallow groundwater below the plant root-zone (RZ) and deeper groundwater bodies (aquifers). The San Joaquin Valley, which makes up the southern portion of California's Central Valley, is among the most productive farming areas in the United States. However, salt buildup in the soils and groundwater is threatening its productivity and sustainability.

Currently, there is a good understanding of the fundamental soil hydrological and chemical processes (5) that control soil and groundwater salinity. Much of this understanding was achieved by using modeling approaches that consider the hydrology and soil chemistry separately, that assume simplified steady-state flow for spatial scales not larger than the field, and that only consider the RZ. However, recent research (6–11) has shown that soils must be fully coupled with the vadose zone and groundwater systems for regional-scale studies, especially in areas where groundwater tables are shallow or groundwater pumping is used (12). Innovative predictive tools are needed that can be applied at the regional scale and at the long term, so that the sustainability of alternative management strategies can be evaluated. For this purpose, an integrated regional-scale hydro-salinity model was developed to fully couple the hydrology and salt chemistry of the vadose zone with the groundwater system. This model enables us to reconstruct historical changes in soil and groundwater salinization in general and for the western San Joaquin Valley in particular (13).

Historical Context

The study area represents a 1,400-km² irrigated agricultural region in western Fresno County on the west side of the San Joaquin Valley (Fig. 1A) and includes three alluvial fans. The alluvial soils are derived from Coast Range alluvium and are generally fine-textured (Fig. 1B). Irrigation water is managed by water districts for water distribution and drainage management. Details on the hydrogeologic setting, soils, and history of irrigation are published elsewhere (6, 14, 15) and are summarized in *Supporting Text* and Fig. 5, which are published as supporting information on the PNAS web site. Early irrigation in the valley, starting at the end of the 19th century, was limited to gravity diversions from the San Joaquin River and developed into intense groundwater pumping starting in the 1920s, leading to an increase in irrigated acreage westwards and upslope. After completion of the Central Valley Project and the State Water Project in 1953 and 1967, respectively, the whole study area was irrigated with high-quality imported water from the Sacramento Valley conveyed by the Delta-Mendota Canal and the California Aqueduct. These projects initially resulted in soil leaching of predevelopment salts. However, increased deep percolation rates combined with a sharp decrease in groundwater pumping resulted in a rise of the water table over much of the area (16). Since the mid-1980s the extent of saline-sodic soils has steadily migrated to the west, generally following the expansion of the shallow water table area [K. Arroues (2002), personal communication, Natural Resources Control Service, Hanford, CA].

The salinity problem on the west side of the San Joaquin Valley is partly attributed to the continuous presence of a low-permeability Corcoran clay layer (6), ranging in depths from ~30 m near the San Joaquin River in the east to a depth of ~250 m in the west, thereby largely defining the regional hydrology. To lower the water tables, subsurface drainage systems were installed to intercept and collect the shallow groundwater. Yet, soon thereafter it became eminently clear that drainage waters must be disposed off in an environmentally safe manner. Specifically, the 1983 discovery of migratory bird deaths and deformities was linked to elevated selenium levels in agricultural drainage water impounded in Kesterson Reservoir (17, 18). This finding led to an intensive investigation carried out jointly by federal and state agencies through the San Joaquin Valley Drainage Program (19). Current solutions include increasing irrigation efficiency, growing alternative salt-tolerant crops, drainage-water reuse, the collection of drainage water in evaporation ponds, land retirement, and increased groundwater pumping. However, for irrigated agriculture to remain sustainable, a soil salt balance must be maintained that allows for productive cropping systems.

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Abbreviations: ha, hectares; Mton, million tons; RZ, root zone.

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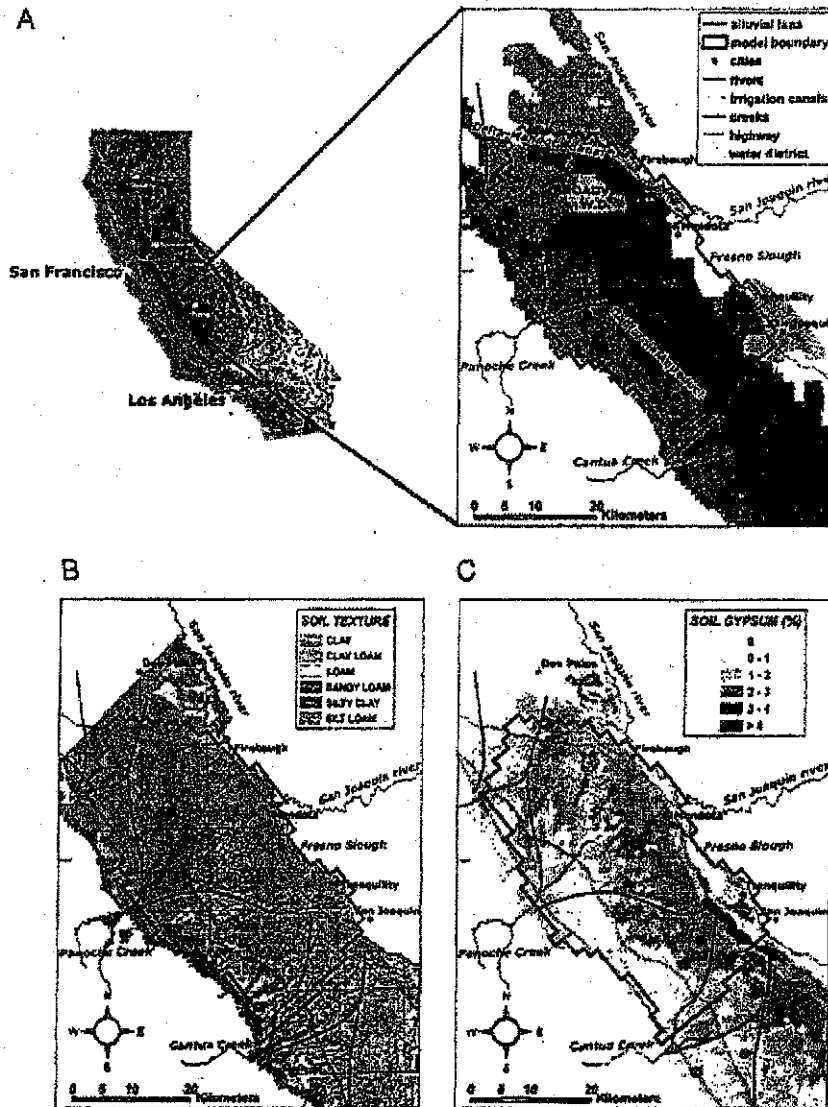


Fig. 1. Overview of the study area. (A) Location of the study area in the western San Joaquin Valley that includes 13 water districts (W.D.). (B) Soil texture map. (C) Soil gypsum contents. The main soil types are clay (52% of the study area), clay loam (35%), loam (4%), and sandy loam (9%). The finer-textured soils are found in the valley trough near the San Joaquin River. These soils have clay contents from 40% to 60%. The clay fraction is dominated by the montmorillonite mineral. Going from east to west, the soils gradually become more coarsely textured. A distinct feature is the sandy loam soils developed in stream deposits of Panoche Creek. Organic matter contents are low. Gypsum is predominantly present in the downslope soils. Soil data are from ref. 14.

Model Environment

The adapted modeling approach is based on the coupling of a soil chemistry module (20) with a regional-scale hydrology model (21) to yield an integrated approach for simulating three-dimensional variably saturated subsurface flow and reactive salt transport (13). The horizontal boundaries of the model domain coincided with the hydrologic boundaries of an earlier regional groundwater flow model (6), defined by the trough of the San Joaquin Valley on the east, the Coast Range foothills in the west, and no-flow boundaries in the north and south of the regional flow domain (Fig. 1A). The model domain was discretized into a regular finite difference grid of 2,960 square cells of 805-m (0.5 mi) side length and 64-ha area, corresponding to a typical field

size. In the vertical direction, the model domain extended from the land surface to the top of the Corcoran clay, using 17 layers of increasing thickness from the surface downwards. The total number of active model grid cells was 36,040. Hydrologic flows and salt transport were simulated for a 57-year period, from 1940 to 1997, using annual average boundary conditions and grid cell-specific soil parameters (Figs. 1B and C and 5). The salinity module included reactions such as cation exchange and precipitation and dissolution of gypsum and calcite (22, 23). By using historical crop acreage and water delivery records for each water district, crops and irrigation amounts were randomly distributed, leading to the annual assignment of a single crop to each grid cell. Other required boundary conditions were needed to quantify

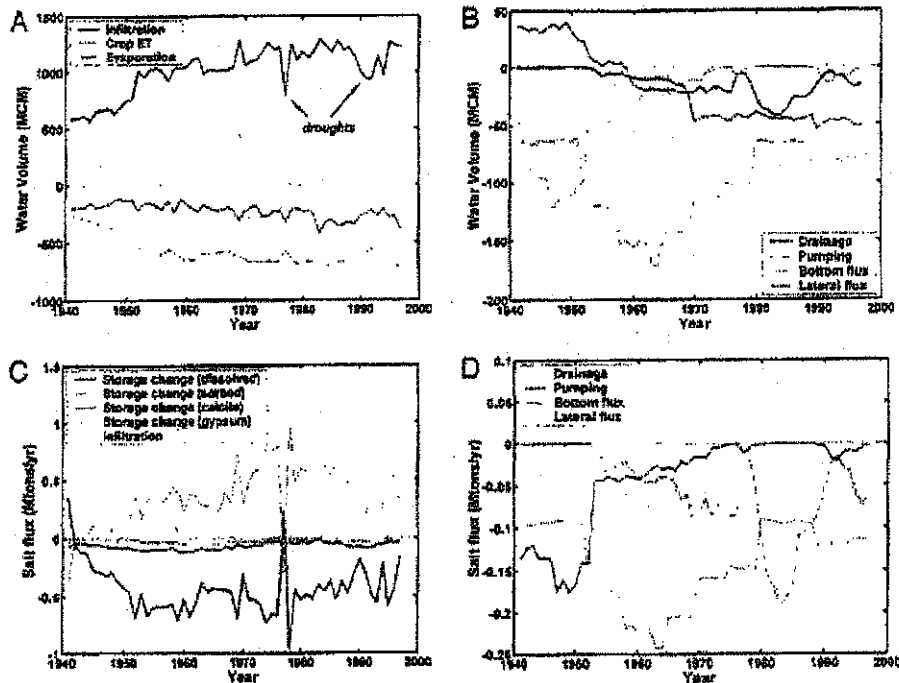


Fig. 2. Simulated water and salt fluxes. (A and B) Annual-averaged water fluxes for the western San Joaquin Valley (million m^3 (MCM) divide by 1,372 million m^2 (after 1970) to describe fluxes in m/yr ; i.e., 1,000 MCM/yr corresponds to 72.8 cm/yr). (C and D) Salt balance (Mton/yr) for the western San Joaquin Valley. Positive fluxes designate incoming salt, whereas positive storage terms reflect a decrease in storage. Salt import by infiltration is controlled by ion concentrations of rainfall, surface water, and pumped groundwater. Drainage, bottom flux through Corcoran clay, and lateral salt fluxes toward the San Joaquin Valley trough were generally negative, indicating an export of salts. A major source of dissolved salt was due to gypsum dissolution (green). Respective maxima in 1977 were caused by reduced surface water applications during the drought. The temporary increase in salt export by drainage in the early 1980s was a result of the operation of the Westlands water district drainage system, which was permanently closed down in 1986.

vertical (across Corcoran clay and into deep groundwater) and lateral (toward San Joaquin River) water flow and salt fluxes and exchange between the simulated domain and its surroundings (13), so that an annual salt balance could be estimated. Spatially distributed water flow and salinity reaction and transport parameters were obtained from soil survey data and 242 well logs (more information is available in *Supporting Text*). Hydrological parameter values were either optimized (15, 24) or obtained from existing information (see Tables 1 and 2, which are published as supporting information on the PNAS web site).

Results and Discussion: Salt Balance

Simulation model results included spatial maps of the groundwater table (see Fig. 6, which is published as supporting information on the PNAS web site), drainage flows (15), and groundwater pumping (see Fig. 7, which is published as supporting information on the PNAS web site), as well as regional water fluxes across the domain boundaries, starting in 1940. The hydrologic component simulated the dynamics of the regional variation in water table depths well (Fig. 6), reconstructing the gradual increase in shallow water table area from the 1950s to the 1990s because of increased recharge from irrigated agriculture compared with predevelopment conditions and the shift in irrigation water supply from locally pumped groundwater to imported surface water in the early 1970s.

The steady increases in infiltration (positive) and crop evapotranspiration (negative) reflect the increase in irrigated acreage during the first 30 years (Fig. 2A). The decrease in infiltration and increased pumping volumes in the mid-1970s and early 1990s

reflect corresponding droughts that coincided with short periods of reduced drainage and deeper groundwater tables (13, 15). Initially, water moved into the simulated domain from the eastern boundary (positive). However, the direction reversed in the early 1970s, with water leaving the region laterally westwards (negative) toward the valley trough (lateral flux in Fig. 2B). Deep percolation of water through the Corcoran clay was highest during the 1950–1970 period (Fig. 2B), when pumping rates from the confined aquifer were the highest. As surface water was increasingly used, the hydraulic head gradient across the clay layer decreased, thus reducing deep percolation flows. Drainage flows were relatively small, starting in the late 1950s and reaching a maximum when the drainage systems in Westlands water district were operated from 1980 to 1985.

Much of the spatial and temporal dynamics in RZ and groundwater salinity were adequately described with the hydro-salinity model (Fig. 3; see also Fig. 8, which is published as supporting information on the PNAS web site). The salinity dynamics in the shallow groundwater generally followed that of the RZ, indicating that the two systems were closely connected. However, changes in salinity were typically less abrupt in shallow groundwater due to increased mixing of incoming and resident waters in the deeper layers. The relatively slow movement of salts to larger depths indicates that it takes a long time for salts to move into the deeper groundwater. Our model simulations demonstrated that a significant portion of the soil salinity dynamics was controlled by the cycling of soil gypsum through dissolution and precipitation (Fig. 2C), as caused by changes in salt leaching with time and soil depth, and soil cation exchange

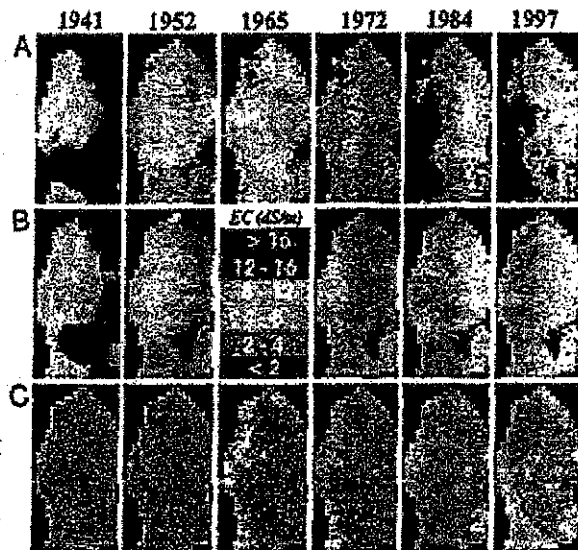


Fig. 3. Temporal changes in the spatial distribution of dissolved salts, expressed by the electrical conductivity (EC, dS/m) of the average RZ (0–2 m below the land surface) (A), the shallow groundwater system (SGW; 6 m below the land surface) (B), and the deep groundwater system (DGW; 20–40 m below the land surface) (C). Clearly shown is the initially high RZ salinity in the Panoche-Cantua Interfan area (southwestern portion of the study area) and the uniformly low salinity in the DGW. After 10 years of irrigation (1952), part of the initial salinity was leached, resulting in a decrease in RZ salinity. Some of the initial salinity was still present in the SGW. The DGW system on the other hand remained low in salinity. Leaching of RZ salts continued in the initial simulation period, with a sudden decrease in RZ salinity after switching from groundwater to surface water for irrigation in the 1950s. As water levels started to rise in the eastern part of the study area during the 1970s and 1980s, RZ salinity levels increased again due to the simulated increase in irrigation efficiency and capillary rise followed by evaporation as water tables became shallower. This trend of increasing salinity continued through the 1990s. The higher soil salinity in Broadview water district (northern area) was higher than the surrounding areas due to recycling of saline drainage water there.

between Ca and Na (13, 22). This process leads to gypsum dissolution in the upper RZ with subsequent precipitation in the lower RZ and shallow groundwater, as well as high Na and SO_4 concentrations in shallow groundwater (13).

The corresponding soil salinity dynamics over the 57-year period (Fig. 4A) are represented by a time series of the number

of model grid cells with a RZ average salt concentration (EC) of >4 dS/m, which identifies the salt-affected soils. The few measured data points in Fig. 4A were derived from aggregating measured soil salinity data reported in 1969 and 1992 soil surveys. Initially, soil salinity was high in 1940 but decreased until ~ 1975 due to salt leaching when water tables were relatively deep. According to the model, salt leaching occurred in three stages. The initial rate of decrease in soil salinity was low but increased first after 1953 and then even more after 1967, as less-saline imported canal water replaced the locally pumped groundwater as the main source of irrigation water. This general pattern of soil salinity decrease reversed during the 1970s, as continued irrigation raised the water table to levels that caused capillary rise of relatively high-salinity groundwater into the rooting zones. As groundwater levels rose toward the soil surface, less irrigation water was applied to prevent waterlogging. It in turn reduced salt leaching and increased soil salinity. The hydro-salinity model also reconstructed the effects of droughts in 1977 and 1991–1992, resulting in small peaks in soil salinity. The resulting increase in the extent of saline soils was caused by the substitution of surface water for irrigation with more saline groundwater (Fig. 2B) and possibly some by widespread land following. Model simulations reproduced the measured increase of area with saline soils after 1970 (Fig. 4A), indicating that continued irrigation without changing management practices is not sustainable. The increase in the extent of highly saline soils since 1984 can be seen in Fig. 3A (red color in the southern part of the model domain). As a consequence, crop production has been adversely affected, and the land in this area has recently been retired (K. Arroues, personal communication).

When considering the salt-balance equation over an extended period without major hydrologic changes, a pseudoequilibrium will be approached, during which total salt inputs and outputs of the study area will be approximately equal (25). We note that the bottom of the model domain was the top of the Corcoran clay. Salt inflows occur by infiltration of irrigation water and rainfall (Fig. 2C), whereas salts may leave the system by the drainage system, groundwater pumping above the Corcoran clay, deep groundwater percolation through the Corcoran clay, and lateral groundwater flows toward the San Joaquin Valley trough (Fig. 2D). Moreover, much salt is produced by the net dissolution of gypsum (Fig. 2C). When analyzing the simulated annual total salt flows of the study area (Fig. 4B), the combined net influx was ~ 0.3 – 0.4 million tons (Mton)/yr during the 1950s and 1960s, resulting in an increase in salt storage over time. However, although annual salt accumulations fluctuated later, depending on irrigation water quantity and quality and drought, the average net salt accumulation of the simulated domain appears to be near

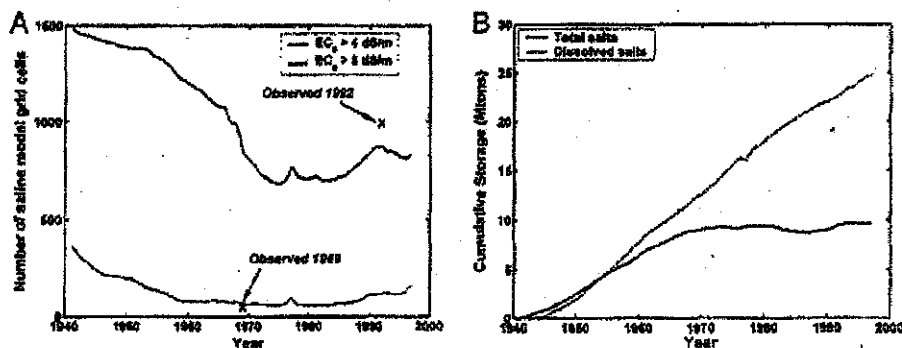


Fig. 4. Simulated salinity changes. (A) Time series of number of model grid cells with a simulated average RZ EC > 4 dS/m (solid line) and > 6 dS/m (dashed line). Symbols correspond to measured data. (B) Changes in total salt storage and dissolved salts (in Mton) since 1940.

zero after 1970. The simulated cumulative change in salt storage over the 57-year simulation period (Fig. 4B) shows that a pseudoequilibrium developed after 1970, with a total net salt increase between 8 and 10 Mton since 1940. For example, in 1997, the salt input and output values were the same (Fig. 2 C and D), when the total salt input by irrigation water (0.23 Mton) was equal to salt removal by seepage through the Corcoran clay (0.12 Mton) and lateral groundwater flows toward the San Joaquin Valley trough along the eastern domain boundary (0.11 Mton). This equilibrium occurred despite the fact that much more water entered the study area by irrigation than was removed by vertical, lateral, and drainage flows (Fig. 2 A and B). Such pseudoequilibrium in salt storage can only occur if the salinity of the water inputs is much lower than that of the outputs. Indeed, simulations confirmed it to be the case. Although the salt-balance results indicate that crop productivity can be maintained, sustainability is threatened in two ways. First, the storage of dissolved salts has increased continuously since 1945 at an average rate of ≈ 0.5 Mton/yr (Fig. 4B) due to gypsum dissolution (Fig. 2C). Second, the simulations also showed that the deeper aquifers below the Corcoran clay accumulate salt, thereby degrading deep groundwater quality. By using 1997 again as an example, flow through the Corcoran clay at a rate of 80 million m^3/yr (Fig. 2B) with a salt load of 0.12 Mton corresponds to an average salt concentration of 1,150 mg/liter (ppm) of the groundwater percolating through the Corcoran clay into the deeper groundwater. This process of salinization of the deeper groundwater bodies may take many decades or longer (26), thus making the deeper groundwater less suitable for drinking or irrigation water purposes and putting the sustainability of current irrigation practices into question. Indications (27) are that reversal of this process by reducing salt loads in the

future may take even longer, because of diffusion control of low-permeable finer-grained aquifer materials.

We conclude that the salinization issues are critical to the sustainability of irrigated agriculture in the San Joaquin Valley and similarly probably to many other areas of the world with relatively closed groundwater systems. Our detailed historic simulations of soil and groundwater salinity in the San Joaquin Valley suggest that irrigation may not be sustainable. Future work should assess the robustness of these conclusions by means of a parameter sensitivity analysis and further field testing of the model simulations (see *Supporting Text* for further discussion). Although not considered in this study, accumulation of boron and selenium in soils of the San Joaquin Valley pose an additional threat to the sustainability of agriculture (28, 29).

We thank HydroGeologic Inc. for providing us with a beta version of the MODSIMS model and Dr. Don L. Suarez (George E. Brown, Jr., Salinity Laboratory) for providing us with the UNSATCHEM software. Our work has greatly benefited from insights by Kerry Artoues (Natural Resources Conservation Service) regarding soil salinization in the San Joaquin Valley. We thank Drs. Peter Vaughan, Dennis Corwin (both from George E. Brown, Jr., Salinity Laboratory), and Jim Ayars (U.S. Department of Agriculture Water Management Laboratory) for providing us with the irrigation/drainage and groundwater data for the Broadview Water District, without which some of the evaluation results would not have been possible. We also thank Gordon Huntingdon for providing us with the 1969 soil salinity map and Charles Brush (U.S. Geological Survey) for providing us with water delivery data. This work was supported by U.S. Department of Agriculture Funds for Rural America Project 97-362000-5263 and by the U.S. Bureau of Reclamation. J.A.V. was supported by the Earth Life Sciences and Research Council with financial aid from the Netherlands Organization for Scientific Research.

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REGIONAL GEOLOGY SECTION
SACRAMENTO, CALIFORNIA

June 28, 2002

MEMORANDUM TO THE TECHNICAL FILES

FROM: Robert L. Turner, Geologist

SUBJECT: Seepage Investigations Along the San Luis Canal/California Aqueduct at Mile 89.5 (approximate Station 1040+00) Near Eagle Field Road - Central Valley Project, California

Introduction

During the period June 3 through June 25, 2002, eight observation/sampling wells were installed by Reclamation's Drill Crew along two profiles perpendicular to the San Luis Canal/California Aqueduct at Miles 89.5 and 89.7. Figure 1 shows the general location of these sites and the layout of these wells. Five wells were installed along the north profile (Profile A) and three along the south profile (Profile B). An existing Department of Water Resources (DWR) Right of Way (ROW) well was incorporated into the southern profile as ROW-4B. Profile A was located to transect a known seepage area at Mile 89.5, while Profile B, located at Mile 89.7, was to serve as a test control area away from the seepage. A ninth well was proposed for the far east side of Profile B, but crops and irrigation prevented access. This well will be installed in October 2002.

The purpose of these wells is to determine if canal seepage in this area significantly contributes to the amount of drainage water leaving Grasslands Water District. Data obtained from the drilling and observation wells provided the following:

1. Subsurface geology.
2. Subsurface moisture content of soils above the water table.
3. Groundwater flow direction.
4. Groundwater gradient.
5. Is there a groundwater mound beneath the canal?
6. Are there water quality differences between the upslope and downslope groundwater caused by the inflow of canal water?

Background

Water districts downslope (east and northeast) of the San Luis Canal/California Aqueduct are concerned about leakage from the canal in the vicinity of Mile 89.5. Most important, they believe that seepage visible at the surface adjacent to the toe of the left embankment of the canal just north of Eagle Field Road is indicative of greater vertical leakage through the lining into the groundwater. Recent underwater inspection of this section of the canal showed broken and displaced lining. The groundwater gradient is generally to the east and northeast in this area and the concern is that the leakage from the canal is adding to the volume of subsurface drainage water in the Grasslands Drainage Area (GDA). The GDA is under severe limitation regarding the amount of subsurface drainage water that can be discharged from the area.

There are no irrigation or domestic wells in the west Eagle Field Road area. The canal at Mile 89.5 is in elevated cut/fill, with the right (west) side of the canal in cut and the left (east) side in fill. Invert is in original ground. Eleven Canal Right-Of-Way observation wells installed years ago by the Department of Water Resources (DWR) north of Mile 89.5 and adjacent to and at the base (original ground) of the canal were located in the field on September 27, 2001. Eight were dry at depths below ground level shallower than 38 feet, two wells were locked, and the remaining one had groundwater at 39 feet below ground. A DWR groundwater elevation map for spring 1999 does not show groundwater elevations for the study area but does show the 140-foot elevation contour about three miles to the northeast.

The seepage area of concern is just north of Eagle Field Road on the left (northeast toe) of the canal embankment (see Figure 1) in an area of some past land subsidence due to hydrocompaction. The seepage area encompasses an area on the left canal embankment of about 20 feet perpendicular to the canal and about 200 feet long. The slope is heavily vegetated due to the seepage. On June 3, 2002, a small seep of clear water flowing at about one gal/min is present about halfway up the slope. During the drilling of the new observation wells, it was discovered that the ponded seepage and the associated vegetation (at the toe of the embankment) lies above an old asphalt roadway. This asphalt surface prevents the local infiltration of seepage water. The water level in the ponded area fluctuated about three-inches daily (nearly drying the area in the late afternoon) in response to evaporation during the hot daytime hours.

DWR has installed numerous pressure grout wells on the inside left canal operating road in an attempt to stop the seepage but has been unsuccessful in these attempts. There are several other sections to the north that have also been grouted, and most of those attempts appear to have been successful.

DWR conducted a ponding test of Pool 14 from January 1 to February 18, 2002. Some of the data are summarized in Table 1 and the total daily gain/loss for the pool is shown graphically in Figure 2. Pool 14 is approximately 10 miles long. The canal gained a total of 3,900 acre-feet of water during that period of time. DWR believes that questionable instrument accuracy may have contributed to the results noted in the test.

Drilling Procedures and Well Data

The eight wells were drilled by Reclamation's Mobile B-90 drill rig using the hollow-stem flight-auger, dry coring system. The core samples from each well were geologically logged by an on-site geologist and samples were collected for lab analyses of soil properties, including moisture content. Wells were drilled about ten feet below the water table and completed with two-inch diameter PVC pipe with the bottom ten feet perforated with 0.020-inch factory slots. A sand pack was placed opposite the perforated interval and the upper portion of each well above the sand pack was sealed with bentonite pellets. Each well was pumped for development upon completion and the water was tested for electrical conductivity (EC), an indicator of total dissolved solids. All wells except ROW-4B pumped dry within two minutes and groundwater was a light brown color that did not clear up with successive pumping. ROW-4B was manually bailed because no pump was available to fit in the 1-1/2-inch diameter well. Table 2 shows the well completion information and groundwater sample electrical conductivity for each well. The geologic logs are not completed at the present time.

Results of Drilling Investigations

The results of the drilling investigations are discussed below:

1. **Subsurface geology** - Geologic logs for the eight new wells are attached to this memo. Cores recovered in this drilling program consisted of predominantly sandy, silty clay with occasional thin sand lenses overlying predominantly sands with occasional thin clay layers. The sands were generally encountered at about 10 feet above the water table. Well completion data for the DWR ROW well, ROW-4B, was not available. Canal as-built construction geology maps described the subsurface soils in the Mile 89.5 area to be silty clay to clayey sand.
2. **Subsurface saturation of soils above the water table** - Samples obtained during drilling at each well shows most soil above the water table was only slightly moist to moist. There were no saturated zones above the water table. The soils encountered in the well in the surface seepage area, OW-02-4A, showed that the subsurface was just slightly moist until 36 feet below ground.
3. **Groundwater flow direction** - Each well was surveyed for elevation and location by MP-222 using a local coordinate system. These values are shown in Table 2. Groundwater level measurements are also shown in Table 2. Elevations show groundwater flow direction to be to the east, generally coinciding with the ground slope direction.
4. **Groundwater gradient** - By using the groundwater elevations for OW-02-1A, -1B, and -5A, the groundwater gradient across the study area calculates to be about 35 feet per mile to the east. This assumes that the wells farthest west and east reflect true groundwater

elevations without the influence of the canal mound. The Department of Water Resources (DWR) groundwater map for spring 1999 does not show elevations for the study area. However, it does place the 140-foot elevation contour about three miles to the northeast, or an average groundwater gradient of about 50 feet per mile, assuming the same aquifer.

5. Is there is a groundwater mound beneath the canal? - Groundwater elevations show higher groundwater levels beneath the canal than east or west of the canal, indicating that a groundwater mound is present beneath the canal under both Profiles A and B (Figure 4). The mound is more pronounced beneath Profile B, where no visual seepage is indicated, than under Profile A, where there is a seepage area and water ponding east of the canal. This pronounced mound is most likely due to the low permeability soils at this location that retard horizontal and vertical migration of canal seepage water. The soils at Profile A have a higher permeability resulting in a less pronounced groundwater mound.
6. Are there water quality differences between the upslope and downslope groundwater caused by the inflow of canal water? - Each well except ROW-4B was pumped to obtain a groundwater sample. Each well pumped dry within about two minutes and could not sustain a flow of about two gal/min for more than a minute. A bailer was used to obtain a sample from ROW-4B due to the small diameter of the casing. Table 2 and Figure 4 show the results of the groundwater electrical conductivity (EC) measurements for all wells and the canal water. EC is an indicator of total dissolved solids. The EC of the canal water was 490 uS/cm.

The EC of the two up-gradient wells (OW-02-1A and -1B) was 1,320 and 2,650 uS/cm, respectively. It is assumed that the higher EC upslope is indicative of the local groundwater absent canal seepage. The upslope well OW-02-1A has an EC lower than the other upslope well OW-02-1B; this may be due to dilution of the groundwater by the deep percolation of applied canal water used to irrigate the land to the west of OW-02-1A. EC for wells on the canal's Right-of-Way roads ranged from 510 to 560 uS/cm (similar to the EC for canal water of 490 uS/cm), indicating that the canal water is leaking into the shallow groundwater aquifer and diluting the water.

The EC for ROW-4B (1,665 uS/cm) is anomalous compared to the other wells right next to and downslope of the canal. The well perforations are unknown for this well. Another well completed in a manner similar to the other OW wells is scheduled to be drilled at a later date.

Conclusions

Based upon the results stated above, we conclude that the canal is leaking in the areas both north and south of Eagle Field Road, and this seepage is contributing to the groundwater flow to the east. The ponded water in the seepage area appears to be the direct result of canal losses through a horizontal conduit above ground level. The ponding is enhanced by the presence of an old

5
asphalt surface adjacent to the canal beneath the catchment area that prevents infiltration. The seepage is not indicative of vertical leakage from the canal to the groundwater.

To estimate the volume of vertical seepage from the canal would require estimates for many unknowns. Among these would be the following:

1. The condition of the canal concrete lining - Past underwater inspection of the canal concrete lining shows it intact in some places and open in others, resulting in large differences in canal loss to the soil interface.
2. The transmissivity of the soils beneath and adjacent to the canal - Near-surface soils at Mile 89.5 and 87.5 contain a high percentage of fines, whereas, near-surface soils at Station 1033, located about 0.2 miles to the north, consist of a high percentage of sand and gravels deposited by Laguna Seca Creek.
3. The determination of groundwater levels under the canal at many locations - For example, seepage in the Mile 89.5 area is free-fall to the water table; this condition would maximize the vertical gradient for recharge. Canal water and groundwater are in continuity at Mile 87.5 along Profile B which would greatly minimize the gradient.
4. The length of the canal that is leaking.

We can use the following assumptions to approximate canal leakage in this area:

- Canal length of one mile.
- Transmissivity of from 10^2 to 10^3 ft²/day (reasonable for the clayey soils).
- Groundwater gradient of about 35 ft/mile.
- All groundwater moving to the east is from canal leakage. This assumption ignores groundwater subinflow from the west, an unknown quantity, and the deep percolation of applied irrigation water.

Using the above assumptions, leakage would range from about 3,500 to 35,000 cubic feet per day (29 to 290 acre-feet per year) per mile length of canal.

Liz Partridge (TO-431) has researched the predicted losses for the canal and these are summarized below:

1. The Designer's Operating Criteria for the canal states that the seepage losses are estimated to be 100 cfs for the 102 miles of the canal. If we assume that the District is influence by

seepage from about 10 miles of canal, this is roughly equal to 7,100 acre-feet per year, or about 710 acre-feet per mile length of canal.

- 2. The Technical Report of Design and Construction for the San Luis Unit assumes that the seepage rate would be .07 cubic feet per foot of wetted surface per day. This is roughly equivalent to 5,730 acre-feet per year for the 10-mile stretch, or about 570 acre-feet per year.

Robert L. Turner
 Robert L. Turner, Geologist

Noted: J. F. Sturm
 J. F. Sturm, Head, Geology Section

9/17/02
 Date

Noted: Charles L. Howard
 Charles L. Howard, Regional Geologist

9-17-02
 Date

Attachments

cc: TO-431 (Partridge), SCCAO-400 (Buelna), MP-400, Central Files (w/att to each)

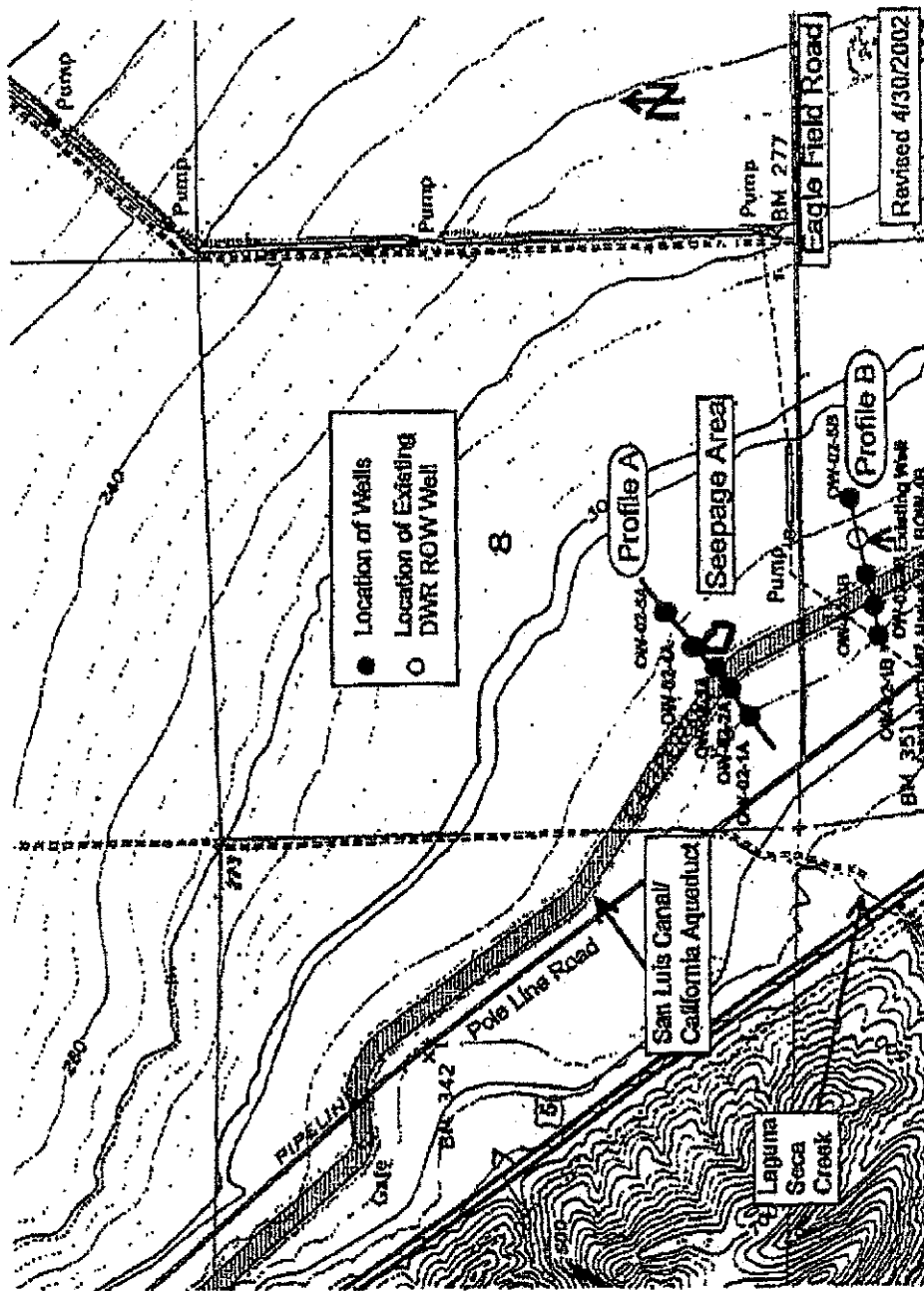


Figure 1: Eagle Field Road Seepage - General Location of Wells Along the San Luis Canal/California Aqueduct Near Mile 89.5

Table 1: Pool 14 Ponding Test by DWR - Jan. 1 thru Feb. 18, 2002 (Partial results)

DATE	Pool Elevation	Surface Area	Pool Storage	Storage Change	Pool Losses	Pool Losses	Accu. Losses
Jan. 1	329.70	7566900	2804	53	+146	146	146
2	330.27	7667400	2902	98	+270	270	416
3	330.38	7688300	2921	19	+142	142	558
4	330.60	7723900	2959	38	+302	302	860
5	330.64	7828100	2862	-97	+117	117	977
6	329.56	7548000	2780	-82	+332	332	1309
7	330.05	7629800	2864	84	+382	382	1691
8	329.78	7583800	2817	-47	+115	115	1806
9	328.84	7559700	2793	-24	+183	183	1989
10	328.80	7587000	2821	28	-80	-80	1929
11	330.24	7652300	2897	76	+319	319	2248
12	329.86	7553100	2787	-100	+12	12	2260
13	329.96	7617800	2851	64	+249	249	2509
14	330.13	7643500	2878	27	+152	152	2661
15	330.29	7670900	2908	30	-35	-35	2626
16	330.49	7705100	2940	34	+187	187	2783
17	330.06	7631500	2866	-74	-14	-14	2769
18	329.92	7607600	2841	-25	+144	144	2913
19	329.70	7569900	2804	-37	+15	15	2928
20	330.01	7623000	2857	53	+159	159	3087
21	330.27	7667400	2902	45	+79	79	3166
22	329.88	7597300	2831	-71	-23	-23	3143
23	330.12	7641800	2878	45	+56	56	3199
24	329.65	7561400	2795	-81	-49	-49	3150
25	329.94	7611000	2846	50	+54	54	3204
26	330.14	7645200	2879	34	+187	187	3391
27	330.74	7747900	2984	105	+228	228	3617
28	330.52	7710200	2948	-38	+28	28	3645
29	330.34	7679400	2914	-32	+184	184	3799
30	330.47	7701700	2937	23	+127	127	3926
31	330.20	7655500	2890	-47	+44	44	3970
Feb. 1	330.61	7725800	2961	71	+267	267	4237
2	330.62	7727300	2963	2	+85	85	4322
3	330.54	7713800	2949	-14	+133	133	4455
4	329.74	7576800	2811	-136	-93	-93	4362
5	330.06	7631500	2866	55	+228	228	4590
6	330.15	7648600	2883	17	+159	159	4749
7	330.06	7631500	2866	-17	-2	-2	4747
8	330.56	7717100	2952	86	+218	218	4965
9	330.36	7682800	2918	-34	-324	-324	4641
10	330.26	7665700	2900	-18	-222	-222	4419
11	330.26	7685700	2900	0	-26	-26	4393
12	330.46	7700000	2935	35	-14	-14	4379
13	330.46	7700000	2935	0	+123	123	4502
14	330.68	7734200	2970	36	-8	-8	4496
15	331.16	7819700	3057	87	-30	-30	4466
16	331.16	7819700	3057	0	-88	-88	4368
17	330.96	7785500	3022	-35	-328	-328	4040
18	330.96	7785500	3022	0	-138	-138	3904

Pool Evaporation = Evaporation in LBDD weather station pan X pool surf Total Gain = 3.970
 Days with rain are not used for test, because inflow from drain inlets is not measured. Known data will be shown.
 Daily pool losses are for the time ending at 2400 hours. Plus (+) is gain, and minus (-) is loss.

Pacheco W.D. meter 89.67L'B' not working 1/1 - 1/31/02. San Luis W.D. meter 92.73L'B' not working 1/1 - 2/18/02

*No data available.

**These days are based on hourly flow average.

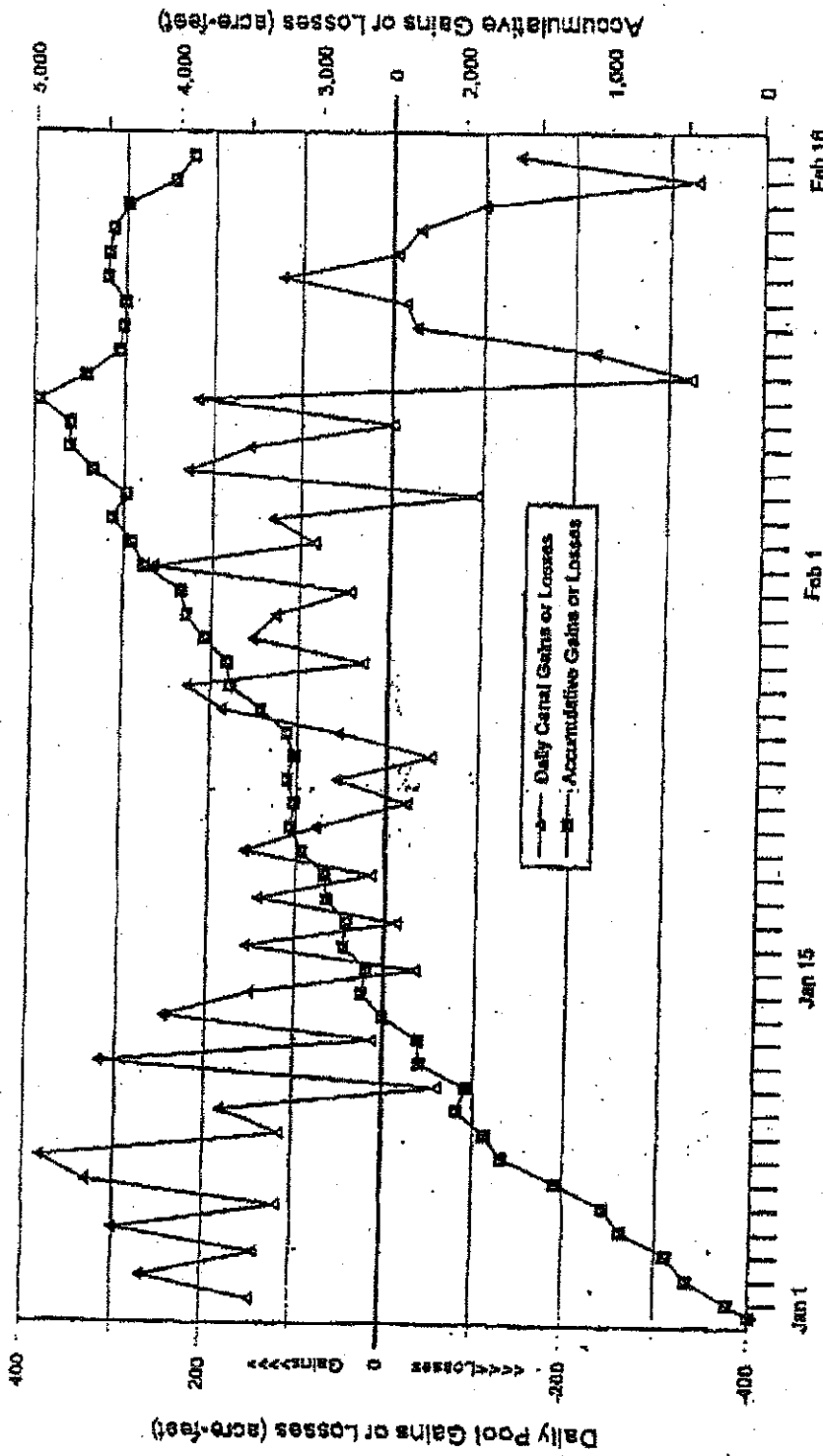


Figure 2: San Luis Canal/California Aqueduct - Pool 14 Test - January to February 2002

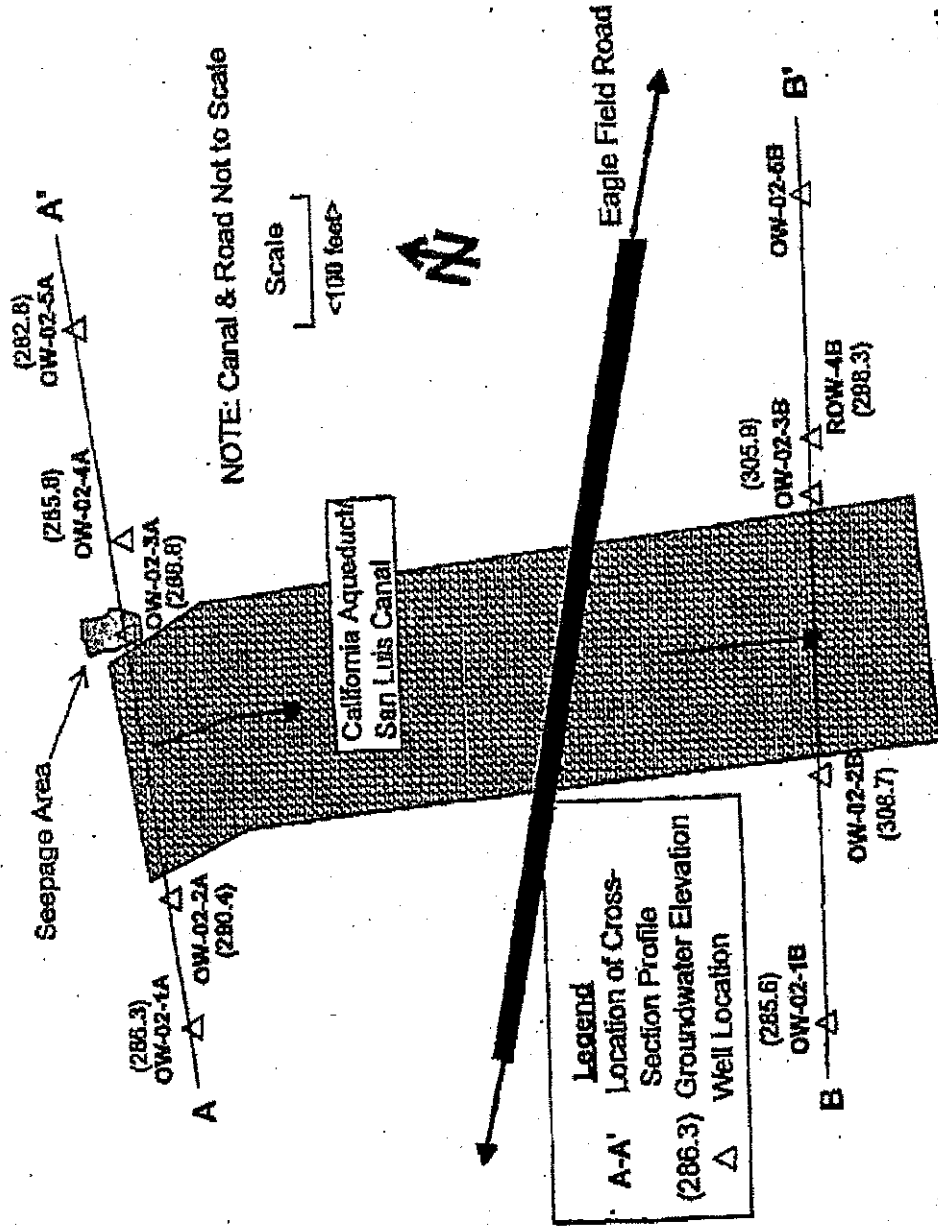


Figure 3: Eagle Field Road - Location of Wells and Groundwater Elevations

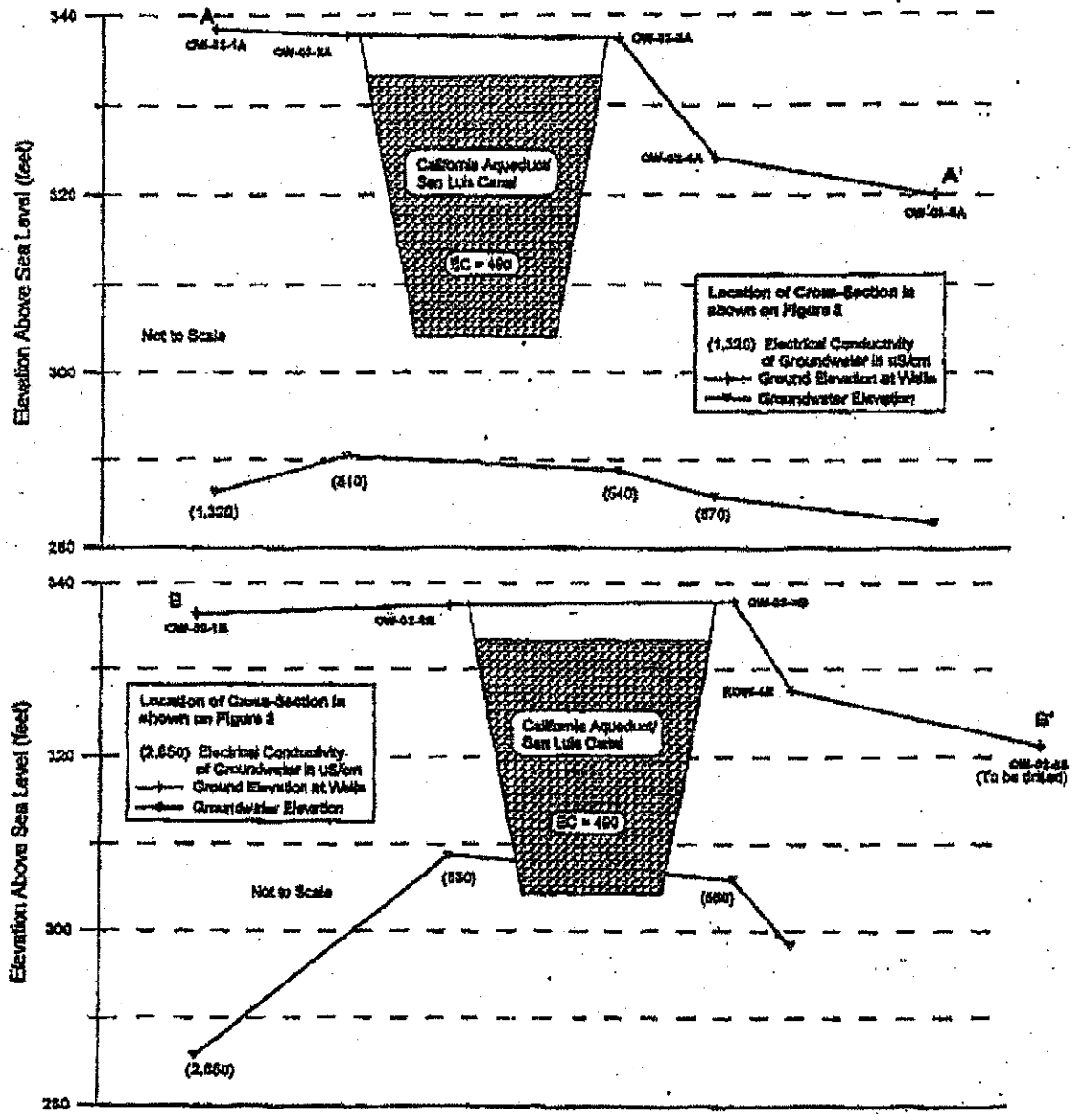


Figure 4: Eagle Field Road - Cross-Sections thru A-A' and B-B'

Table 2 - Eagle Field Road/Grasslands Seepage Well Data

Well ID.	Northerly # (feet)	Easterly # (feet)	Total Depth (feet)	Perforations # (feet)	Ground Elevation # (feet)	Depth to Groundwater # (feet)	Groundwater Elevation (feet)	Electrical Conductivity # (uS/cm)
<< Profile A >>								
OW-02-1A	9652.9	5114.4	65.0	53.8 - 63.8	338.6	52.1	286.5	1320
OW-02-2A	9617.9	5011.8	60.0	48.7 - 58.7	337.8	47.0	290.8	510
OW-02-3A	9547.4	4799.2	59.0	49.0 - 59.0	337.5	48.4	289.1	538
OW-02-4A	9548.1	4725.7	49.3	38.7 - 48.7	324.1	37.9	286.2	670
OW-02-5A	9470.9	4557.7	49.5	39.5 - 49.5	320.0	36.9	283.1	695
<< Profile B >>								
OW-02-1B	10874.8	5128.2	60.0	49.0 - 59.0	336.5	50.6	285.9	2650
OW-02-2B	10880.6	4930.9	40.0	29.3 - 39.3	337.5	28.6	308.9	530
OW-02-3B	10880.3	4709.5	40.0	29.3 - 39.3	337.9	31.4	306.5	560
ROW-4B ^d	10884.0	4664.8	45.3 ^f		327.5	28.1	299.4	1,665
OW-02-5B	10879.6	4475.9			321.2		Not Drilled	

^a From a field survey by MP-222 using a local coordinate system.
^b All wells (except previously existing ROW-4B) drilled to approximately 10 feet below water table and completed with 2-inch PVC pipe, with the lower 10 feet 0.020-inch factory-slotted PVC. Sand pack installed opposite perforated intervals and bentonite pellets installed above sand pack to surface.
^c From ground surface. Wells OW-2A, -3A, -2B and 3B are on top of canal embankment adjacent to ROW Road.
^d An indicator of total dissolved solids. Electrical conductivity of the canal water is 490 uS/cm.
^e An existing California Department of Water Resources well with no available completion data.
^f Measured in the field

1 the San Joaquin in periods and manners in which the least risk of impairment of beneficial
2 uses will occur.

3 If called to testify in this matter, I could and would testify to each of the above matters,
4 except as to those matters stated upon information and belief, and as to those matters I believe
5 them to be true and correct.

6 Executed this 20th day of January, 2006 at Los Banos, California.

7
8 
9 CHRIS WHITE, P.E.

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EXHIBIT "4"

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10
11 Attorneys for San Joaquin River Exchange
12 Contractors Water Authority

13
14 **BEFORE THE STATE WATER RESOURCES CONTROL BOARD**
15
16 **OF THE STATE OF CALIFORNIA**
17
18

In the Matter of

Periodic Review of the 1995 Water Quality
Control Plan for the San Francisco
Bay/Sacramento-San Joaquin Delta Estuary

**TESTIMONY OF SAN JOAQUIN
RIVER EXCHANGE CONTRACTORS
WATER AUTHORITY: TESTIMONY
OF CHARLES BURT ON ISSUES 4
AND 5: SOUTHERN DELTA
ELECTRICAL CONDUCTIVITY AND
SALINITY IN THE SAN JOAQUIN
RIVER BASIN**

Hearing Date: April 22, 2009

Time: 10:00 a.m.

19
20 Dr. Charles Burt testifies as follows:

21 1. My resumé is attached to this testimony. I am a professor in the BioResource and
22 Agricultural Engineering Department, California Polytechnic State University, San Luis
23 Obispo, California, since 1978; where I have also served as Founder/Director/Chair of the
24 Irrigation Training and Research Center (ITRC) since 1989, and as Chairman of the Board since
25 2000.

26 2. I am a registered professional engineer - Civil (California RCE 28995, July 1978);
27 Agricultural (California AG 430 March 1979); Irrigation (Utah 5662, August 1981).

28 3. I am certified through the Irrigation Association as an Ag Irrigation Manager, and an
29 Irrigation Designer (drip, surface, and sprinkler irrigation systems).

30 4. A wide variety of agricultural crops are grown in the lower San Joaquin River
31 watershed. Salts are imported from the Delta through the federal Central Valley Project and
32 disbursed through applied irrigation water. Return flows that eventually drain to the San
33 Joaquin River through drainage channels, in addition to ground water accretions containing
34 naturally occurring salts in San Joaquin soils, M&I discharges and natural tributaries, are the
35 source of salinity in the irrigation water diverted by downstream users. Salts contained in
36 irrigation water may, when applied to an agricultural field, accumulate in the root zone to the
37 point that they cause a reduction in yield.

38 As recognized in the Staff Reports of the SWRCB submitted as part of the 2005-
39 2006 Water Quality Control Plan Periodic Review and the reports and materials utilized by the
40 Central Valley Project Regional Water Quality Control Board in adopting salt and boron TMDL
41 standards for the San Joaquin River, elevated salinity in the southern Delta is caused by low
42 flows, salts imported in irrigation water by the State Water Project and Central Valley Project,
43 and discharges of land-derived salts, primarily from agricultural and wetland drainage. This
44 Board recognized in its Decision D-1641 that "the actions of the CVP are the principal cause of
45 the salinity concentrations exceeding the objectives at Vernalis." (D-1641, p. 83). This Board
46 found that the United States Bureau of Reclamation, "through its activities associated with
47 operating the CVP in the San Joaquin River Basin, is responsible for significant deterioration of
48 water quality in the southern Delta." (D-1641, p. 83).

49 The planners of the irrigation projects and the policymakers that wanted increased
50 and more reliable agricultural production (and a stronger economy) understood that drainage
51 was necessary for the irrigation projects. In spite of what everyone would like, it is important to
52 realize that standards cannot reasonably be based upon wishful longing that the San Joaquin
53 River attain the same water quality as that of a naturally flowing water body – thinking and a
54 longing for conditions that cannot scientifically occur. It is essential for all the stakeholders that

55 unrealistic regulatory standards not be implemented - standards that would unintentionally
 56 destroy the benefits of irrigated agriculture and an efficient food supply for our increasing
 57 population, and throw millions of society dollars at a condition that cannot be reversed but can
 58 be efficiently managed. The San Joaquin River will be a man-created drain for salts until and
 59 unless reverse osmosis (and disposal of the extracted salt) becomes economical for non-point
 60 discharges, or a drainage system for physically removing those salts is built and operated. A
 61 sustainable drainage water quality objective (e.g., for the San Joaquin River) cannot possibly be
 62 maintained at the same or better quality than the salinity objective established for the source
 63 water (at the Delta intakes of Delta-Mendota Canal and California Aqueduct) -- yet the proposed
 64 salinity standard for the San Joaquin River upstream of Vernalis could do just that.

65 Even the salinity of the Delta-Mendota Canal (DMC) water equals or exceeds the
 66 maximum allowable salinity target in the San Joaquin River (see the table below) during some
 67 months. Yet almost all DMC water is successfully used to grow beans, lettuce, almonds, and
 68 numerous other salt-sensitive crops. The months highlighted in bold in the table are when the
 69 mean monthly EC of DMC water at Check 21 (Mendota Pool) exceeded the proposed water
 70 quality objective of 0.70 dS/m in the summer and 1.0 dS/m in the winter.

71 Delta-Mendota Canal Mean Monthly EC (Check 21)
 72 Mean Monthly EC values computed from daily data provided by USBR
 73 Bold indicates exceedance of San Joaquin River salinity targets
 74 (All values are in dS/m)

	1993	1994	1995	1996
73 Jan	1.10	0.73	0.49	0.65
74 Feb	0.88	0.41	0.61	0.48
75 Mar	0.81	0.81	1.30	0.36
76 Apr	0.65	0.89	0.63	0.42
77 May	0.72	0.88	0.73	0.38
78 Jun	0.65	0.77	0.20	0.39
79 Jul	0.48	0.79	0.21	0.36
Aug	0.25	0.69	0.36	0.37
Sep	0.43	0.70	0.35	0.39
Oct	0.45	0.62	0.24	0.37
Nov	0.56	0.49	0.42	0.44
Dec	0.65	0.70	0.44	0.51
Average	0.64	0.71	0.50	0.42

80 The Central Valley Regional Water Quality Control Board's (Regional Board)
81 position has consistently been that an out-of-valley drain is needed to remove salts from lands
82 irrigated on the west side of the San Joaquin River. In effect, requiring that the salts be
83 reapplied to the lands to meet unrealistic standards will eventually destroy productive farm land
84 and make it economically impossible to produce food and fiber needed by our growing urban
85 populations. Moreover, in the long term, the salt that the TMDL attempts to have retained in
86 the soil will eventually reach the San Joaquin River in any case.

87 Given the fact that the USBR has not provided drainage to the San Luis Unit lands as
88 required by this Board and the courts, this Board is presented with little alternative other than
89 to provide for the drainage of the region's farmlands through the San Joaquin River.

90 5. Leaching, the process of applying water over and above the evapotranspiration (ET)
91 requirements of the plants irrigated, is a necessary on-going or annual irrigation management
92 practice used to flush a certain fraction of water below the root zone to maintain an acceptable,
93 constant salt concentration in the root zone. On a long-term basis, the amount of salts removed
94 by leaching (deep percolation) must be equal to or greater than the salts imported with irrigation
95 water or salts will build up and eventually impact crop yields.

96 The water needed to provide the leaching requirement is a beneficial use of irrigation
97 water. (Irrigation Performance Measures: Efficiency and Uniformity. Burt, C.M., et al. ASCE
98 Journal of Irrigation and Drainage Engineering. 123(6) Nov/Dec 1997). Technically, we have
99 formulas that allow us to compute the Leaching Requirement (LR) – which enables us to compute
100 how much deep percolated irrigation water or rain water is required to achieve the desired salt
101 concentration in the soil at the point in the field that receives the least amount of water.

102 6. Little has changed since 2005 when this testimony was first prepared. The
103 regulators continue to long to regulate that which only nature and gravity control. In July 2004,
104 ITRC staff and I prepared a report for the San Joaquin Valley Drainage Authority that did the
105 following:

106

- 107 • Examined the proposed San Joaquin River water salinity standards by the Regional
108 Board for the reach of the San Joaquin River from the Mendota Pool to Vernalis.
109 • Examined previous, related studies.
110 • Updated ITRC information on cropping patterns and the recent flow models for
111 the San Joaquin River, and provided a scientific basis for determining reasonable
112 numerical salinity targets that will provide reasonable protection of irrigated
113 agriculture use of water from the San Joaquin River, which is the most sensitive
114 beneficial use of water diverted from the lower San Joaquin River.

115 I have summarized the major points from these tasks in the sections below.

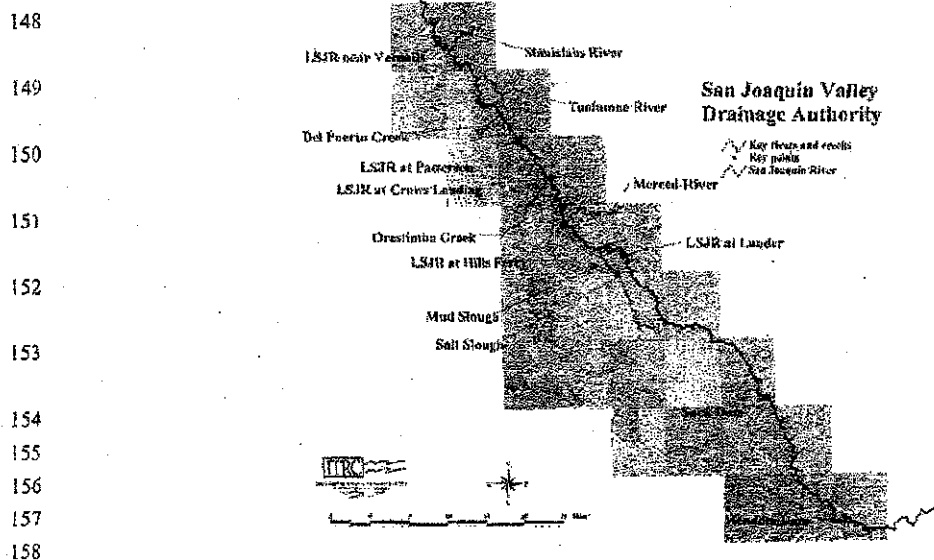
116 **7. The Proposed Alternatives**

117 The proposed salinity standards of the Regional Board and State Board are relatively
118 restrictive by comparison to historic conditions, especially in terms of the water quality of water
119 supplies imported to the watershed from the Bay-Delta.

120 The SWRCB set a river water quality objective of 0.7 mmhos/cm (a.k.a. 0.7 dS/m)
121 during the summer irrigation season (April 1 through August 31) based on the salt sensitivity and
122 growing season of beans and an objective of 1.0 mmhos/cm during the winter irrigation season
123 (September 1 through March 31) based on the growing season and salt sensitivity of alfalfa
124 during the seedling stage. (SWRCB Staff Report Periodic Review, September 30, 2004, page
125 28). The source of these water quality criteria apparently originates in the 1987 Technical
126 Committee Report entitled "Regulation of Agricultural Drainage to the San Joaquin River
127 (SWRCB Order No. WQ 85-1). Due to the significant role in the 85-1 Technical Committee
128 Report and subsequent policy decision making about salinity in the San Joaquin River, I note
129 several of the key aspects of the criterion of 0.7 mmhos/cm (415-430 ppm TDS) as described in
130 the report:

131 (1) Irrigated agriculture is deemed the most salinity-sensitive beneficial use.
 132 (2) A standard based on irrigated agriculture use is lower than the criteria to
 133 protect other beneficial uses, and therefore should protect fish and wildlife.
 134 (3) The 85-1 Technical Committee Report also includes a mention of work
 135 done by the Regional Board that had determined that a water quality objective of 1.0
 136 mmhos/cm
 137 during the winter irrigation season for the San Joaquin River in the area immediately
 138 downstream of Hill's Ferry would provide reasonable protection to these crops on the soils in
 139 the areas (P. VIII-15). Further there is discussion of the difficulty of achieving this objective in
 140 dry
 141 and critical water year types and how this may necessitate blending with better quality water
 142 during periods of higher river salinities.

143 (4) Figure I (below) identifies the key points along the San Joaquin River
 144 that are relevant to this next point. Quite correctly, as discussed in the 1985 85-1 Technical
 145 Committee Report (TCR), there are only a few agricultural diversions between the confluence
 146 with Salt Slough and Hills Ferry, mainly for salt-tolerant pasture. The TCR authors state the
 147 following:



159 "An objective of 3.0 mmhos/cm EC (3.0 dS/m) supports the existing uses
160 in Salt Slough and areas downstream to Hills Ferry consistent with the
161 historic water quality and present agricultural practices. Therefore, an
162 objective of 3.0 mmhos/cm EC is recommended as the water quality
163 objective for this limited area."
164

165 This citation is offered to illustrate that alternate water quality objectives for the lower San
166 Joaquin River have been proposed previously in a manner that recognized existing
167 agricultural practices, specifically the use of higher water salinity threshold standards for
168 irrigation of crops, and which also recognized the reality that Salt Slough, Mud Slough and
169 the San Joaquin River will inevitably serve as a drainage system until a man-created system
170 for removing salts from the watershed is developed and operated economically.

171 **8. Review of Some Technical Points**

172 Allow me to amplify/repeat some of technical details in a more orderly fashion before
173 continuing:

174 a. It is a physical fact that the salt that is imported into the region must be
175 exported, or else stored in the region.

176 b. The idea of meeting a "leaching requirement (LR)" from an agronomic
177 standpoint means that irrigation is managed to continually remove salt from the soil as quickly
178 as it is applied. It is not a concept of "storing" salt.

179 c. Storage of salt in the plant root zone will inevitably cause a buildup of salt
180 levels that will eventually eliminate agriculture, which in turn can have tremendous negative
181 consequences on air quality, recreation, and local and state economies.

182 d. It is possible to temporarily store salt in the soil for the next 10 years and see a
183 *temporary* beneficial impact on river water quality in *some* reaches of the river. But the
184 eventual consequences, which cannot be debated from a scientific standpoint, are:

185 i. Agricultural production would seriously decline or be eliminated in some
186 areas as the soil salinity levels increase.

187 ii. Ultimately, if agriculture is to survive, some of the salt would need to be
188 removed. The removal rate, measured in tons/year of salt, would be approximately the same as

189 if the soil was maintained at a lower salinity level . . . meaning that all of the temporary efforts
190 were to no long-term benefit.

191 e. The only long-term solutions that we know of for the salinity problem are:

192 i. Import less water, which requires a reduction in cropped acreage.

193 ii. Utilization of the San Joaquin River for drainage with reasonable water
194 quality standards.

195 iii. Reverse osmosis (with subsequent salt disposal/storage questions and a very
196 high cost).

197 f. Sometimes there is confusion about the basics of an "EC" measurement and what
198 it means. "Soil water salinity" is different from "saturated soil past extract (ECe)" is different
199 from "irrigation water salinity".

200 Although the irrigation water salinity impacts the soil salinity (ECe), the ECe is
201 also impacted by the leaching fraction (the percentage of deep percolation of both rainfall and
202 irrigation water). The importance of the relationship between these different "EC" values - as
203 related to SJ River water quality standards - should become apparent in later sections.

204 g. Maas (1990) defines salt tolerance as "the plant's capacity to endure the effects of
205 excess salt in the medium of root growth." Although a plant's capacity to endure salts is not an
206 absolute value, salt tolerance is usually expressed in terms of the yield reduction associated with
207 specified concentrations (ECe) of saturated soil past extract - a value that is very different from
208 the irrigation water EC. The amount of salts in soil water tolerated by a specific crop depends on
209 the variety, as well as being a function of the interactions between soil, fertility, climate, irrigation
210 method, growth stage, and other environmental stresses.

211 h. The relative salt tolerances for agricultural crops are fairly well understood.
212 Research on various different varieties has found differences in salt tolerances; however, the
213 values for most crops grown in the San Joaquin Valley fall approximately into one of the
214 categories listed in Table 1 (see next page). It is important to note the values listed on the table

215 are soil salinity values, **not irrigation water salinity**. There is a large range in the salt tolerance
 216 of agricultural crops - up to tenfold in some cases. For example, cotton, a tolerant crop, has a
 217 salt tolerance nearly eight times as great as beans, a sensitive crop. The precise effect of salinity
 218 on yield depends on the timing of the stress effect and the growth stage.

219 i. The crop tolerances for soil salinity at yield potentials of 100% correspond to
 220 qualitative groups as defined by Maas (1984). The numerical divisions for relative soil salinity
 221 tolerance ratings are summarized in Table 1 included for the reader's convenience.

222 **Table 1. Tolerance of various crops to soil salinity, after germination.**

223 Portion of Table 3-2 from BRAE 331 text by Dr. Charles Burt, BioResource and Agricultural Engr. Dept.,
 224 Cal Poly, San Luis Obispo, CA. (Adapted from Maas and Hoffman, 1977).
 225

Crop	Threshold ECe (ECe at initial yield decline) dS/m	Crop	Threshold ECe (ECe at initial yield decline) dS/m	Crop	Threshold ECe (ECe at initial yield decline) dS/m
Alfalfa	2.0	Corn, sweet	1.7	Plum	1.5
Almond	1.5	Cotton	7.7	Potato	1.7
Apricot	1.6	Cowpea	1.3	Radish	1.2
Avocado	1.3	Cucumber	2.5	Rice, paddy	3.0
Barley (grain)	8.0	Date	4.0	Ryegrass, perennial	5.6
		Fescue, tall	3.9		
Bean	1.0	Flax	1.7	Sesbania	2.3
Beet, garden	4.0	Grape	1.5	Soybean	5.0
				Spinach	2.0
Bermudagrass	6.9	Grapefruit	1.8	Strawberry	1.0
Blackberry	1.5	Harding grass	4.6	Sudangrass	2.8
Boysenberry	1.5	Lettuce	1.3	Sugarbeet	7.0
Broadbean	1.6	Lovegrass	2.0	Sugarcane	1.7
Broccoli	2.8	Meadow foxtail	1.5	Sweet potato	1.5
Cabbage	1.8	Onion	1.2	Tomato	2.5
Carrot	1.0	Orange	1.7	Trefoil, Big	2.3
Clover, ladino red, strawberry	1.5	Orchardgrass	1.5	Trefoil, birdsfoot narrow	5.0
Clover, berseem	1.5	Peach	1.7	Wheat	6.0
Corn (forage)	1.8	Peanut	3.2	Wheatgrass, crested	3.5
Corn (grain)	1.7	Pepper	1.5	Wheatgrass, fairway	7.5
				Wheatgrass, tall	7.5

226

227 j. For a given irrigation water salinity, a farmer can manage irrigation for a wide
228 range of soil salinities (which is what the plants respond to – not to the irrigation water salinity,
229 itself). The generally accepted formula that defines this relationship is:

$$230 \quad LR = \frac{EC_w}{5(EC_e) - EC_w}$$

231 where LR = Leaching Required = the fraction of applied water that must deep
232 percolate at a point in the field to maintain the desired ECe

233 ECe = The saturated soil paste extract salinity, dS/m (the average of the
234 whole root zone salinity)

235 ECw = The average salinity of the irrigation water, dS/m

236 This formula is applied below to show how a *very* sensitive crop such as beans can be grown
237 with an irrigation water ECw of 2 dS/m *as long as sufficient leaching water is provided.*

238 Example: The maximum ECe for beans with no yield decline = 1.0 dS/m
239 ECw = 2.0 dS/m

$$240 \quad \text{The required LR} = \frac{2.0 \text{ dS/m}}{5 \times (1.0 \text{ dS/m}) - 2.0 \text{ dS/m}} = .67$$

241
242 For other sensitive crops, such as deciduous trees, the LR is only half as great as for the extreme
243 example of beans. And if the crops are irrigated on a frequent basis, they can withstand higher
244 salinities than the published threshold values.

245 It is noteworthy that beans only represent about 5% of the crops downstream of Vernalis.
246 It is also noteworthy that the needed fraction of deep percolation of irrigation water would be
247 less than 0.67 because (i) rainfall contributes some of the water, and (ii) one would not expect
248 an ECw of 2.0 dS/m for the complete year.

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9. Context of "LR" Equation

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Two very important points must be made to put "LR" even more into context:

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(1) The standard "LR" equation is meant to be applied to the spot in the field that receives the least amount of water. This means that if the LR is not met or achieved, the vast majority of the field will still have no yield decline because of extra deep percolation caused by non-uniformity of irrigation water application.

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(2) There are a number of formulas available to predict the relationship between LR, water EC_{iw} , and soil saturated past EC_e . The "Agricultural Salinity Assessment and Management" book (ASCE EP No. 71, K. Tanji (ed), 1990) is probably the most common reference for salinity. The figure below illustrates the recommended relationship.

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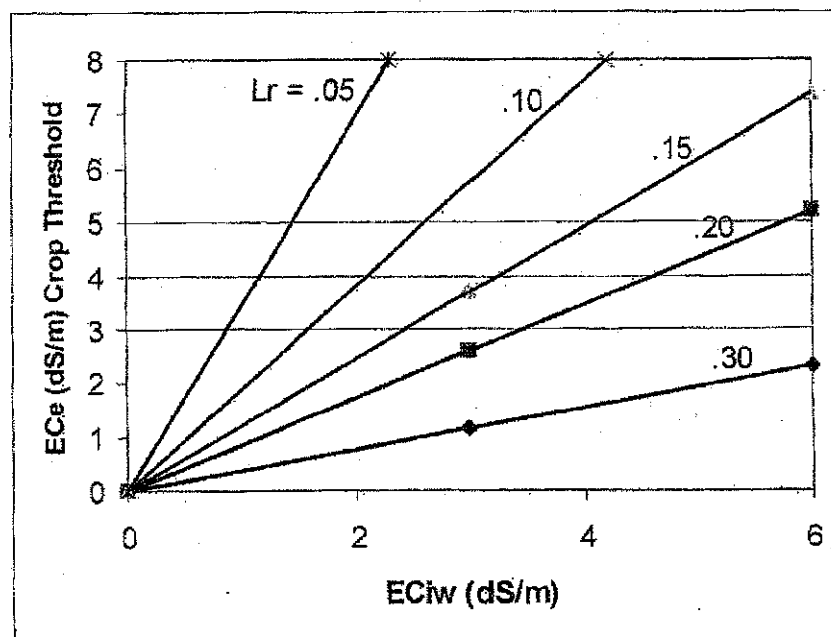
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Leaching Requirement (Lr) as a Function of the Salinity of the Applied Water and Salt-

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Tolerance Threshold Value (after Hoffman (1983); Tanji (ed), 1990.)

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The figure above shows that with an EC_{iw} of 2.0 dS/m, the required LR would be about 0.28 to achieve an average root zone EC_e of 1 dS/m. This is much less than the 0.67 value computed earlier – and upon which this testimony is based. The analysis for this

277 testimony estimated no problem with higher ECiw, and the Hoffman relationship only
278 strengthens that argument.

279 **10. Deverel and Schmidt Drainage Study**

280 I have reviewed related work done by Steve Deverel and Kenneth D. Schmidt. Dr.
281 Deverel has developed a ground water flow model for Firebaugh Canal Water District and
282 surrounding Water Districts and looked at the flux, or flow, across the common boundary
283 between Firebaugh and upslope water districts in the San Luis Unit of the CVP. Dr. Schmidt, in
284 1987, conducted pump tests right at the boundary of Firebaugh Canal Water District with
285 upslope water districts to calculate the movement of water in the subsurface across the common
286 boundary. In Dr. Deverel's work, he came up with a number of around 235 acre-feet per year
287 per mile of boundary. The movement of poor quality drainage water into Firebaugh is caused by
288 the failure of the government to provide drainage service to the lands in the San Luis Unit.

289 a. The TDS of this water moving across the boundary is about 5142 EC.

290 b. I also reviewed Dr. Deverel's work where he determined a quantity of load of the
291 poor quality water that moves outside of Firebaugh originates from areas other than the
292 Firebaugh Canal Water District. Dr. Deverel calculated that load to be 50%. In other words,
293 50% of the poor quality water discharged from Firebaugh, which ultimately ends up in the San
294 Joaquin River is attributable to activities other than Firebaugh's farming actions.

295 11. The Firebaugh study points to the regional nature of the problem and is a reason that
296 this Board should be establishing standards as part of its Periodic Review to manage the San
297 Joaquin River to allow for the drainage of salts from agricultural lands, given the fact that the
298 government is not acting to construct a drain or otherwise provide drainage service to the region.

299 12. The reasonableness of achieving water quality conditions is one of the factors that the
300 Regional Board and this Board must consider when setting salinity objectives. (Water Code
301 §13241). The Regional Board has apparently recognized that significant reductions in salt
302 discharges will be needed to meet the objectives that they have proposed. A major point I will
303 now make is that the reduced surface discharges may not result in reasonable impacts. Put

304 another way, the impacts of retaining salt or productive farm land because of an ill-conceived
305 regulatory goal can be detrimental.

306 **13. Examination of River Sections Between the Mendota Pool and Vernalis**

307 The 130 mile reach of the lower San Joaquin River from the Mendota Pool to the
308 airport way bridge at Vernalis was divided into 10 sections for analysis, corresponding to the
309 primary tributary inflow points or major hydraulic feature. The Regional Board can set, with
310 justification, water quality objectives that vary by river section and by the time of year. And the
311 State Board's Periodic Review of Delta Estuary standards must in its standard setting for that
312 area recognize that salinity standards can preserve beneficial uses without attempting to idealize
313 San Joaquin River water quality to a near natural state. The San Joaquin River has undergone
314 extensive hydromodification. Realistically, this is a man-altered system, even though the body
315 of water is called a "river" as contrasted with a "drainage canal"

316 Based on historical data sets of water quality indicating significant differences in
317 salinity concentrations by river sections and the fact that different water agencies and private
318 water users divert and/or drain to different river sections, it is reasonable to divide the distance
319 between the Mendota Pool and Vernalis for the purpose of varying the salinity objectives.

320 The river Salinity Standards must recognize that if poor quality water is "stored" in
321 the soil profile upstream the stored salts may come down the river at times when beneficial uses
322 will be more severely impacted. As poor quality water stored within the soil profile and tile
323 sumps operated by individual growers or water agencies are shut off to meet the TMDLs, it
324 increases the lateral subsurface flows of salty water to the surrounding grounds and actually
325 tends to increase discharge from some of the other surrounding tile sumps and from accretions
326 which reach the San Joaquin River in an uncontrollable fashion. In other words, to a degree,
327 TMDLs or an artificial and inflexible Vernalis Standard will cause a shutdown of tile sumps in a
328 drainage area and this will result in an even larger problem for the landowners and users of
329 water from the San Joaquin. The problem exists due to the failure of the government to provide
330 drainage service to the region.

331 a. I directed an analysis to determine what the salinity concentrations would be in the
332 lower San Joaquin River with no salt loading from agricultural discharges through surface
333 drainage or surface canal spills. In other words, one way of assessing the reasonableness of the
334 proposed salinity objectives is to first quantify the salinity concentrations that would have
335 occurred in the river using historical data, assuming that water users on both the east and west
336 sides of the river did not dispose of drain water or canal spill in the river or in the major
337 tributaries and instead ground water accretion flows were the means of salts entering the river.

338 b. The results of my analysis indicate that under the proposed actions, the estimated
339 EC (water salinity) in the River from Bear Creek (north of Mud and Salt Sloughs joining the
340 River) to Del Puerto Creek (9 miles above the Tuolumne confluence with the San Joaquin
341 River), a total reach of 43 miles, during August 2002 would have been over 100% higher than
342 the most lenient proposed objectives proposed by the Regional Board. The value used in the
343 numerical analysis for the ground water accretion rate had a significant influence on the
344 predicted EC and flow rate at Vernalis under a no agricultural discharge condition indicating
345 higher EC at Vernalis. This limited analysis of historical conditions indicates that the removal
346 of all surface discharge, by itself, cannot be reasonably expected to bring the river into
347 compliance with the proposed salinity objectives. In a simple logical extension, Vernalis
348 standards that drive agricultural users to eliminate surface water drainage flows or canal spillage
349 can require more, not less, New Melones flows.

350 The bottom line is that it seems unreasonable to put a regulation into place if the
351 unintended impact will be an increase in EC at Vernalis caused by uncontrolled salt-laden
352 ground water accretion flows into the river.

353 c. Using this analysis, it is seen that the unfortunate impact of a well-intentioned EC
354 standard applied to regulate discharges is that the mean EC in the reach of the river between
355 Bear Creek and Del Puerto Creek was actually elevated over historical conditions when
356 agricultural surface discharges were removed. In particular, in the section of river between Salt
357 Slough and Mud Slough, the estimated EC in August 2002 was 80% higher than with surface

358 discharges and the flow rates decreased by over 60%. The analysis for salinity concentrations
359 occurring during March 2002 with no surface discharge (drain water disposal and canal spills)
360 follows a similar pattern, with the exception that the mean EC downstream of the Merced River
361 was about half as high due to the assimilative capacity of the natural flows of that tributary.

362 d. I also directed an analysis to estimate the additional instream flows that would have
363 been required under historical conditions in order to meet the salinity objectives proposed by the
364 Regional Board. The Regional Board's proposed alternative salinity objectives range from 700
365 to 1000 *microseimens per centimeter* ($\mu\text{s/cm}$) (0.7 – 1.0 dS/m). As discussed immediately
366 above, there would need to be some additional instream flows provided to the river in order to
367 provide enough assimilative capacity depending on flow conditions. I do not understand the
368 rationale behind a regulation prohibiting surface drainage into the river, which then requires the
369 addition of artificial surface flows to meet the water quality standards that the first steps were
370 intended to meet.

371 I performed an analysis to determine reasonable salinity objectives for different
372 sections of the lower San Joaquin River from the Mendota Pool to Vernalis using our most
373 current knowledge of crop needs.

374 e. A wide variety of agricultural crops are grown in the lower San Joaquin River
375 watershed. The analysis computed the irrigated acreage of the agricultural fields in each of the
376 delineated river sections from Mendota Pool to Vernalis using GIS mapping with field boundary
377 layers obtained from the Department of Water Resources. In addition, comprehensive field
378 work done by the Regional Board was used to estimate private acreage that is presently being
379 irrigated with San Joaquin River water.

380 f. Salts are imported from the Delta and disbursed through applied irrigation water.

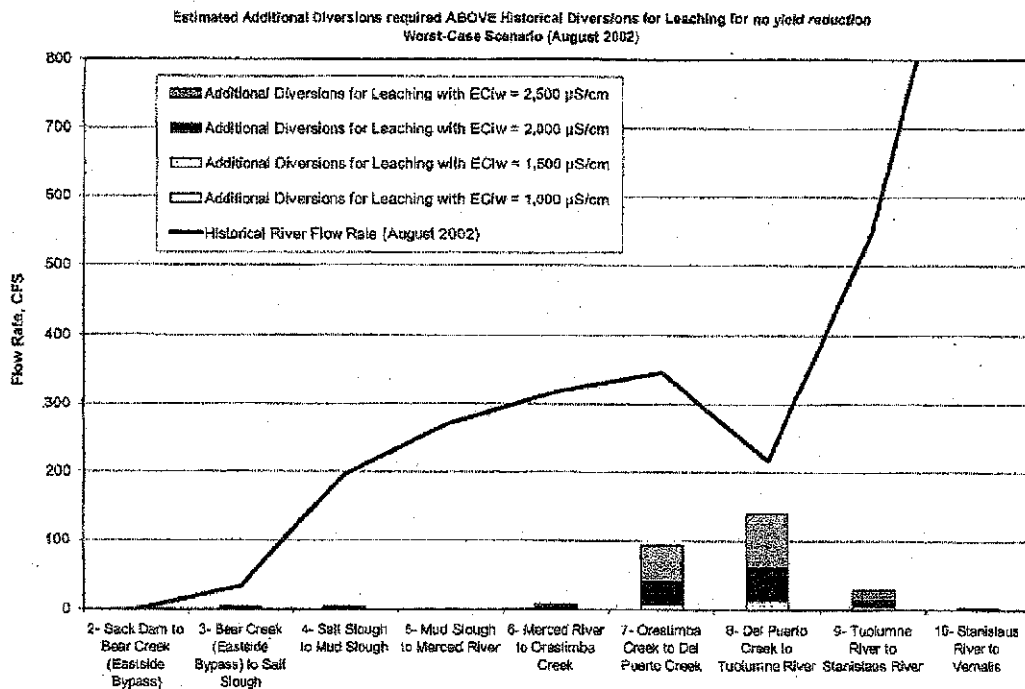
381 g. The salt tolerance of various crops in various sections of the river was computed,
382 along with the gross water requirements by month (2002) that included leaching requirements.

383 h. The results indicate that a soil salinity objective of 2,000 $\mu\text{s/cm}$ (2 dS/m) for the
384 San Joaquin River from the Merced River to Vernalis would provide reasonable protection of
385 the agricultural supply beneficial uses in that region – especially because some of the river

386 stretches have no agricultural diversions. For example, because of the lack of agricultural
 387 diversions between Sack Dam and the Merced River, higher salinities are acceptable in this
 388 reach.

389 i. Figure 2 illustrates a worst-case August 2002 scenario for additional diversions
 390 required to avoid crop loss, as compared to available river flows. A key point to be made is that
 391 the concept of "leaching requirement" states that the required leaching does not need to be done
 392 every month, but instead can be done once/year for most crops.

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394 **Figure 2. Additional diversions needed to avoid yield decline, in various reaches of the**
 395 **San Joaquin River.**

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402 j. The crop acreages for each river section according to salt tolerance ratings
 403 are summarized herein for the reader's convenience. The analysis indicates that sensitive crops
 404 represent about 1/3 of the crop acreage downstream of Sack Dam, while the majority of acreage
 405 can be classified moderately sensitive.

406 **Table 2. Acres of crops of different qualitative salt tolerance ratings**
 407 **by river section in the Lower San Joaquin River**

Sect	Description	Salt Tolerance Rating ¹			
		Sensitive	Moderately Sensitive	Moderately Tolerant	Tolerant
1	Mendota Pool to Sack Dam	281	20,694	2,083	20,708
2	Sack Dam to Bear Creek	0	4,261	217	2,694
3	Bear Creek to Salt Slough	76	804	20	170
4	Salt Slough to Mud Slough	76	804	37	170
5	Mud Slough to Merced River	0	0	0	0
6	Merced River to Orestimba Creek	153	1,608	41	341
7	Orestimba Creek to Del Puerto Creek	5,908	12,166	1,250	1,074
8	Del Puerto Creek to Tuolumne River	11,223	8,625	1,194	1,160
9	Tuolumne River to Stanislaus River	1,926	1,976	648	1,098
10	Stanislaus River to Vernalis	131	208	45	70
Total		19,776	51,147	5,534	27,486
(%)		(19%)	(49%)	(5%)	(26%)
Sub-total downstream of Sack Dam		19,494	30,453	3,451	6,778
(%)		(32%)	(51%)	(6%)	(11%)

408 ¹ Based on the agricultural crop types as listed in Table 5 of Ayers and Westcot (1989)

409

410

CONCLUSIONS

411 Based upon the foregoing it is my opinion that:

- 412 1. It is unreasonable from a scientific standpoint to install a drainage water quality standard
 413 that requires the drainage water to be as good as, or better than, the incoming irrigation water
 414 quality.

- 415 2. It is unreasonable from a scientific standpoint to expect to have sustainable irrigated
416 agriculture by storing more salt in the soil every year.
- 417 3. Discontinuing the disposal of west side drain water to the San Joaquin River, by itself,
418 will not be sufficient to meet the least restrictive of the Regional Board's salinity objectives in
419 the reach of river from Salt Slough to the confluence with the Tuolumne River.
- 420 4. Meeting the least restrictive salinity objective proposed by the Regional Board would
421 necessitate an additional instream flow of over 100% above historical conditions in the critical
422 river section downstream of Mud Slough. This is equivalent to an additional flow rate of about
423 125 cfs during the middle of the irrigation season in August.
- 424 5. A maximum water salinity objective of 2000 $\mu\text{s}/\text{cm}$ for the San Joaquin River from the
425 Merced River to Vernalis would provide reasonable protection of the agricultural supply
426 beneficial use, based on historical conditions.
- 427 6. Upstream of the Merced River, it can be argued that a water salinity objective as high
428 as 2500 $\mu\text{s}/\text{cm}$ is reasonable within the historical cropping patterns.
- 429 7. The Regional Board has defined a formal procedure (Resolution 88-63: Sources of
430 Drinking Water Policy) to de-designate beneficial uses, such as municipal and domestic supply.
431 There is justification to explicitly de-designate municipal and domestic water use as a potential
432 beneficial use on the lower San Joaquin River because there are no urban or municipal users
433 between Mendota Dam and Vernalis, M&I beneficial uses require better water quality than
434 agricultural uses, and the Regional Board has made allowance to de-designate categories of
435 beneficial use.
- 436 8. In categories 4 and 5, there are reference to titles of "source control options", "climate
437 change" and "salinity objectives". These words suggest a broad concluding theme in this
438 testimony. Salinity is peculiarly a subject which lends itself to concentration upon short-term
439 measurements rather than long-term planning. As an example, we are in the middle of a
440 drought with extraordinary limits being placed upon exports of surface water from the
441 Sacramento-San Joaquin Delta. This means less salt will be imported. Yet greater amounts of
442 high-salinity groundwater are being pumped in the areas of the San Joaquin Valley draining into

443 the San Joaquin River because of the drought conditions, adding additional salt to local
444 irrigation sources but reducing groundwater accretion flows of saline water to the San Joaquin
445 River. The water shortage conditions curtail surface drainage and return flows to the River. All
446 of these conditions combine to result in a short-term reduction of salinity reaching the San
447 Joaquin River.

448 To a regulator looking solely at salinity concentrations in the San Joaquin River, the
449 changes appear to be a regulatory success. In the long-term, however, salt is retained in the soil
450 profile, groundwater almost always of greater salinity is applied to the soil, and less leaching
451 fraction water is available. The agricultural soils are advanced toward an inevitable
452 unproductive status because drainage of the salts cannot occur. Those stored salts will
453 eventually need to be removed in which case they will migrate toward and reach the San
454 Joaquin River. They are being stored unsustainably until that time.

455 ITRC conducted a significant study related to long-term accumulation of salinity in soils
456 of the San Joaquin Valley under drip irrigation (Burt, C.M. and B. Isbell. 2005. Leaching of
457 Accumulated Soil Salinity Under Drip Irrigation. Trans of ASABE 48(6): 2115-2121). The
458 results were rather alarming, since they showed that the poor salt leaching around emitters on
459 trees and vines has resulted in large portions of fields being rendered unproductive. Although
460 this accumulated soil salinity does not damage the present crop, it must be removed when the
461 orchard is replanted. Many of these orchards are now reaching their replacement life. ITRC's
462 research also determined the best way to remove this accumulated salt, which of course will
463 result in that salt being washed downward (leached) into the groundwater, in many cases
464 eventually into the San Joaquin River as excretions. The point is that the short-term visual gains
465 of today do not reflect the long-term sustainability challenges.

466 The expanded point is that regulations need to be aimed at maintaining a salt balance
467 over the long-term if we wish to establish policy on a long-term rather than short-term basis.
468 Until a drainage system or physical system for removing salts exists through a physical conduit
469 or through reverse osmosis and physical transport of the salt occurs, we must remove the salts
470 imported and generated by irrigation through the San Joaquin River if we are to have irrigated
471 agriculture. We could think long-term by reducing salinity in the water delivered from the
472 Delta Mendota Canal and State Aqueduct through improved cross-Delta facilities, increasing
473 the quantities of water available through such facilities, and thus reducing the amounts of saline
474 groundwater applied and improving the availability of water for leaching fraction use.

475 The quoted phrases "climate change", "source control options" and "salinity objectives"
476 suggest long-term planning and thinking, yet our regulatory approach is often the opposite in
477 desiring to see some immediate improvement in "scores" or "pushing water users for innovative
478 solutions" to reduce salinity discharges and driving them to attempt to store salt in soils or
479 groundwater . . . which are short-term measures destined to inevitably fail.

480 If called to testify in this matter, I could and would testify to each of the above matters,
481 except as to those matters stated upon information and belief, and as to those matters I believe
482 them to be true and correct.

483 Executed this 6th day of April, 2009 at San Luis Obispo, California.

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CHARLES M. BURT