WATER NEEDS FOR CENTRAL VALLEY WETLANDS

The maintenance of wildlife habitats is recognized under California water rights and water quality law as a beneficial use of water. Wetlands are one of the most important, most productive, and most threatened of the various habitat types.

Wetlands serve a number of important functions which are either life-supporting or life-enhancing. Wetlands serve a role in flood control, groundwater recharge and discharge, erosion control, wastewater treatment, food chain support, and nutrient cycling.

Wetlands provide habitat for a variety of plants and animals. Some animals are completely dependent on wetlands for food, protection from weather and/or predators, resting areas, reproductive materials or sites, molting grounds, and other life requisites. Other animal species use wetlands for only part of their life functions. Some species spend their entire life within a particular wetland; other species are resident only during a particular period in their life cycle or travel from wetland to wetland, some animals use wetland habitat throughout their lives, but reside primarily in deep water or upland habitats.

Wetlands also provide necessary habitat for many rare and endangered plant and animal species. More than half the areas identified as critical habitat under provisions of the Federal Endangered Species Act involve wetland areas. In California, 55 percent of animal species designated as threatened or endangered are dependent upon wetland habitats for their survival. Familiar examples of these species include: giant garter snake, California clapper rail, salt marsh harvest mouse, greater sandhill crane, and the Aleutian Canada goose. Additionally, one out of four plants listed by the State as threatened or endangered requires wetland conditions for survival.

The socioeconomic values of wetlands are equally varied. They include nonconsumptive uses which do not involve the removal of products and preserve the essential attributes of the wetland. These are the scenic, recreational, educational, aesthetic, archaeological, heritage, and historical values of wetlands.

The consumptive category includes those products, usually food, fuel, or fiber, whose production is significantly dependent on wetlands and that are physically removed or harvested for human utilization.

Prior to settlement by Europeans in the 19th century, California contained an estimated 4 or 5 million acres of wetlands. Current estimates place the acreage remaining at less than 10 percent of historic levels (Figure 1). The Central Valley contains about 300,000 acres of wetlands, most of which are impounded bodies of water maintained by imported or diverted water. Many are sustained only by the availability of wastewater or developed water considered temporarily surplus to other uses.



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The major factors responsible for the loss of wetlands have been the construction of thousands of miles of flood control levees and the subsequent conversion of natural wetlands to agricultural production and urban development, the dredging and filing of estuarine habitat for urban, industrial and port development, construction of flood control and water storage reservoirs, and the channelization of thousands of miles of natural waterways. Many of the remaining wetlands and the fish and wildlife resources they support are being degraded by pollutants such as persistent pesticides and herbicides; heavy metals and toxic chemicals from urban, industrial, and agricultural sources; and petrochemical spills from land-based facilities, ships, and pleasure craft. Still other wetlands are degrading and losing their productivity due to increasing salinity, and the lack of adequate quantities of water at appropriate times of the year resulting from upstream water storage and diversion.

The most readily recognized barometer of the status of wetlands are our migratory waterfowl. The numbers of ducks and geese wintering in California has plummeted since the turn of this century. Although some of this precipitous decline can be attributed to the drainage and conversion of their ancestral breeding grounds in Canada, the loss of 90 percent of the historical wetlands in California is a significant factor in the decline of the waterfowl population of the Pacific Flyway. Studies conducted by resource agencies indicate that recruitment to the waterfowl population is significantly affected by the health and body condition of birds returning to their northern breeding grounds from California and other wintering areas (Heitmeyer and Fredrickson 1981).

Obviously, as wintering habitat diminishes, waterfowl are crowded into smaller and smaller areas. Not only does such crowding increase the level of competition for available feed, a relatively high percentage of hens return to their breeding ground in poor condition and achieve less than optimum reproductive success (Heitmeyer and Fredrickson 1981). Crowding also increases the vulnerability of waterfowl to disease and environmental pollution. Each year thousands of birds succumb to botulism, fowl cholera, oil spills, and/or contaminants such as selenium and pesticides (Bill Clark, Wildlife Management Supervisor, DFG Wildlife Investigations Lab., Pers. Comm.).

This disturbing trend of loss of wetlands has been slowed and mitigated somewhat in the Central Valley as a result of State and Federal laws and actions and intervention by private interests.

The enactment and application of the California Environmental Quality Act, the National Environmental Policy Act, Section 404 of the Clean Water Act, and the application of the Public Trust Doctrine to water allocation have focused the attention of decision-makers on the public trust values associated with wetlands. Mitigation policies applied by the Department of Fish and Game and the U. S. Fish and Wildlife Service as intended to preserve both wetland acres and values while accommodating continuing development projects.

TABLE 1

EXISTING REFUGE WATER SUPPLY NEEDS FOR CALIFORNIA'S CENTRAL VALLEY (acre-feet)

Sacramento Valley

			Average Delivery	Average
	Required	(Reliable	Supply) 1974 - 198	31 Shortfall
Modoc NWR	20,400	0	18,160	2,240
Sacramento NWR	50,000	0	37,860	12,140
Delevan NWR	30,000	0	16,730	13,270
Colusa NWR	25,000	0	21,950	3,050
Sutter NWR	30,000	0	23,490	6,510
Gray Lodge WMA	44,000	8,000	8,000	36,000
TOTAL	199,400	8,000	126,190	73,210

San Joaquin Valley

			Average Delivery	Average
	Required	(Reliable	Supply) 1974 - 1981	Shortfall
San Luis NWR	19,000	0	9,950	9,050
Resterson NWR	10,000	3,500	3,500	6,500
asslands RCD	195,000	50,000	125,000	70,000 *
volta WMA	16,000	10,000	10,000	6,000
Merced NWR.	16,000	• 0	13,450	2,550
Los Banos WMA	25,000	6,200	16,670	8,330
Mendota WMA	29,700	5,100	18,250	11,450
Pixley NWR	6,000	0	130	5,870
Kern NWR	25,000	0	9,900	15,100
TOTAL	341,700	74,800	206,850	134,850 *

Central Valley Summary

			Ave	rage Delivery	Average
Re	quired	(Reliable	Supply)	1974 - 1981	Shortfall
Sacramento Refuges	199,400	8,000		126,190	73,210
San Joaquin Refuges	341,700	74,800	A Company of the second	206,850	134,850 *
TOTAL	541,100	82,800		333,040	208,060 *

* The average annual supply delivered to the grassland RCD has decreased substantially due to the loss of contaminted drainage water. Each of the figures marked by an asterisk may require revision. Together the Department of Fish and Game and the U.S. Fish and Wildlife Service manage and maintain nearly 70,000 acres of publicly-owned wetlands in the Central Valley. The remaining 230,000 acres of wetland remaining in the Central Valley today are nearly all privately-owned and maintained as duck clubs.

Unfortunately, nearly 75 percent of these managed wetlands are in jeopardy. The water supplies which support these wetlands are derived from unreliable sources. The threat to these water supplies is very real and eminent. Table 1 describes current supplies and needs for each of the areas.

The Gray Lodge Wildlife Management Area relies heavily on agricultural drainage water, which is not available in dry years and is of questionable quality and pumped groundwater. The remaining State or Federal areas rely, to a very great extent, on water delivered by the U. S. Bureau of Reclamation on an "if and when available basis". While this water has been available in the past in wet and normal run-off years it may not be in the future. Recent proposals to contract the uncommitted yield of the Central Valley Project indicate the Bureau's plans to include the "if and when available" water utilized by the refuges and wildlife areas in the marketing program. If this occurs, the public wetland areas will be competing with agricultural and municipal and industrial users in the Bureau's marketing program. Costs to maintain the public values associated with the wetlands could go beyond the reach of the State and Federal Wildlife Agency budgets.

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Congress has taken a significant step toward resolution of the wetland water supply problem. In approving the Coordinated Operations Agreement between the Bureau and the California Department of Water Resources. Congress directed the Bureau not to contract 25 percent of the estimated 1.1 million acre-feet of available yield until 1 year after publication of the Bureau sponsored "Refuge Water Supply Investigation Report". That report is to be completed in the spring of 1988.

Exhibit A, Refuge Water Supply Investigation Central Valley Basin California - Draft Executive Summary, describes the scope methodology and findings and conclusions of this study to date.

In its completed form the Refuge Water Supply Study will discuss the conjunctive use of groundwater, the use of CVP project power, interruptable supplies, and the use of the refuges as short-term seasonal storage facilities. All of these concepts have promise as ways to supply water to wetlands to maintain their beneficial uses while having the least economic effect on State and Federal water supplies.

The California Department of Fish and Game submits the following recommendations to the State Water Resources Control Board for consideration in its Delta Water Rights Hearing:

- 1. The maintenance of wetlands in the Central Valley should be recognized as a beneficial use of water.
- 2. The amounts of water identified in Table 1 should be reserved by the Board in allocating water supplies for export service areas until plans are implemented to meet the needs identified in Table 1.

REFERENCES

Heitmeyer, and L. H. Fredrickson. 1981. Do wetland conditions in the Mississippi Delta hardwoods influence mallard recruitment? Trans. N. Am. Wildl. and Nat. Resour. Conf. 46:44-57.

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SPECIAL REPORT ON REFUGE WATER SUPPLY

ANALYSIS OF ALTERNATIVE WATER DELIVERY PLANS

JUNE. 1987



JAMES M. MONTGOMERY, CONSULTING ENGINEERS, INC.

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SPECIAL REPORT

REFUGE WATER SUPPLY

ANALYSIS OF ALTERNATIVE WATER DELIVERY PLANS

The maintenance of wildlife habitats is recognized under California water rights and water quality law as a beneficial use of water. Although wetlands are one of the most important and productive wildlife habitats, they are among the most threatened of the various habitat types. Wetlands serve a number of important ecological functions since they are either life-supporting or life-enhancing. In addition, wetlands play a role in flood control, groundwater recharge and discharge, erosion control, wastewater "treatment," food chain support, and nutrient cycling (U.S.B.R., 1987).

Wetlands provide habitat for a variety of plants and animals. Some animals are completely dependent on wetlands for food, protection from weather and/or predators, resting areas, reproductive materials or sites, molling grounds, and other life requisites. Other animal species use wetlands for only part of their life functions. Some species spend their entire life within a particular wetland. Other species are resident only during a particular period in their life cycle, or travel from wetland to wetland.

Wetlands also provide necessary habitat for many rare and endangered plant and animal species. More than half the areas identified as critical habitat under provisions of the Federal Endangered Species Act involve wetland areas. In California, 55 percent of animal species designated as threatened or endangered are dependent upon wetland habitats for their survival. Familiar examples of these species include: giant garter snake, California clapper rail, salt marsh harvest mouse, greater sandhill crane, and the Aleutian Canada goose. Additionally, one out of four plants listed by the State as threatened or endangered requires wetland conditions for survival. The socio-economic values of wetlands are equally varied. Wetlands serve nonconsumptive uses which do not involve the removal of products and preserve the essential attributes of the wetland. The non-consumptive uses include scenic, recreational, educational, aesthetic, archeological, heritage, and historical values of wetlands.

The consumptive uses include availability of products, usually food, fuel, or fiber, whose production is significantly dependent on wetlands and that are physically removed or harvested for human utilization.

Prior to settlement by Europeans in the 19th century, California contained an estimated 4 or 5 million acres of wetlands. Current estimates place the acreage remaining at less than 10 percent of historic levels (Figure A-1). The Central Valley contains about 300,000 acres of wetlands, most of which are impounded bodies of water maintained by imported or diverted water. Many wetlands are sustained only by the availability of waste water or developed water considered temporarily surplus to other uses.

The major factors responsible for the loss of wetlands have been: 1) the construction of thousands of miles of flood control levees and the subsequent conversion of natural wetlands to agricultural production and urban development; 2) the dredging and filling of estuarine habitat for urban, industrial and port development; 3) construction of flood control and water storage reservoirs; and 4) the channelization of thousands of miles of natural waterways. Many of the remaining wetlands and associated fish and wildlife resources are being degraded by pollutants such as persistent pesticides and herbicides, heavy metals, and toxic chemicals from urban, industrial, and agricultural sources and petrochemical spills from land based facilities, ships, and pleasure craft. Still other wetlands are degraded and due to increasing salinity and the lack of adequate quantities of water at appropriate times of the year.



The most readily recognized barometer of the status of wetlands are our migratory waterfowl. The numbers of ducks and geese wintering in California has plummeted since the turn of this century. Although some of this precipitous decline can be attributed to the drainage and conversion of ancestral breeding grounds in California, the loss of 90 percent of the historical wetlands in California is a significant factor in the decline of the waterfowl population of the Pacific Flyway.

National Wildlife Refuges, State Wildlife Management Areas, and privately owned wetlands provide approximately one-third of the critical wetlands habitat for waterfowl in the Central Valley of California. These wildlife areas, managed by the U.S. Fish and Wildlife Service and the California Department of Fish and Game, need reliable water supplies to accomplish desired management goals. It is anticipated that as demands for fresh water increase in California, the quantity and quality of water available to the refuges will diminish, especially during below-normal rainfall years. Without an assumed water supply to maintain existing Central Valley waterfowl habitat, waterfowl numbers could be significantly reduced in the future.

The Bureau of Reclamation, assisted by the Fish and Wildlife Service and the California State Departments of Fish and Game and Water Resources, is conducting the Refuge Water Supply Study to investigate and identify potential water sources and delivery systems for providing a reliable water supply to ten National Wildlife Refuges (NWR), four State Wildlife Management Areas (WMA), and private wetlands within the Grasslands Resources Conservation District in California. The Grasslands Water District is also participating in the study and sharing in study costs through funding provided by the California Waterfowl Association.

The study includes the 15 refuges listed below. The general locations of these refuges are shown on Figure A-2.



Special Report

Sacramento Basin

Modoc National Wildlife Refuge Sacramento National Wildlife Refuge Gray Lodge Wildlife Management Area Delevan National Wildlife Refuge Sutter National Wildlife Refuge Colusa National Wildlife Refuge

San Joaquin Basin

Kesterson National Wildlife Refuge San Luis National Wildlife Refuge Merced National Wildlife Refuge Grasslands Resource Conservation District Volta Wildlife Management Area Los Banos Wildlife Management Area Mendota Wildlife Management Area

Tulare Basin

Pixley National Wildlife Refuge Kern National Wildlife Refuge

SCOPE OF SPECIAL REPORT

The objective of this study was to gather and organize all existing and available information for the 15 wildlife refuge areas through the completion of the following tasks for each refuge:

- Develop and evaluate alternative plans, including a "no action" plan, to deliver the desired quantity and quality of water at the desired time for optimum management. Five levels of water deliveries were considered ranging from "firm" water supplies to those considered "necessary for optimum management."
- Conduct on-site engineering evaluation of existing and proposed water conveyance systems.
- Meet with local water districts to determine their contractual and physical capability to deliver water to the wildlife areas, as necessary.
- o Develop alternative plans for the delivery of the desired quantity and quality of water at the appropriate time.
- o Update water quality data provided in earlier Refuge Water Supply Report.
- Develop water quality data for the Grasslands Resource Conservation
 District, Kesterson National Wildlife Refuge, and Volta Wildlife
 Management Area.
- o Using groundwater information provided by the Bureau of Reclamation, determine the maximum amount of groundwater that can be developed at each wildlife area to supplement surface water deliveries in dry years.
- Prepare maps and graphics detailing each alternative plan for water delivery.
 - Develop the necessary information in order to prepare appraisal-level cost estimates of each plan.

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STUDY APPROACH FOR SPECIAL REPORT

This study was conducted in four phases, described below:

Phase 1 - On-Site Investigation

The sites were visited for the purpose of obtaining data information on existing water use and supply, water quality and conveyance. Other sources for information such as the Bureau of Reclamation, United States Fish and Wildlife Services, State Department of Fish and Game, local irrigation and water districts, state agencies and other federal agencies were either visited or contacted during this phase. In addition, water quality data was obtained and developed for the Grassland Resource Conservation District, Kesterson NWR and Volta WMA.

Phase II - Development of Existing and Future Water Use Levels

Data for each site was reviewed and developed into independent profiles for firm water-supply levels, anticipated optimum water uses and sources of water supply. Five levels of water supply were developed for each refuge site.

Phase III - Determination of Groundwater Availability

Using groundwater information provided by the Bureau of Reclamation, determination was made of the maximum amount of water that can be developed for each wildlife area to supplement surface water deliveries in dry years.

Phase IV - Identification of Alternative Plans

For each wildlife area, the alternative plans for delivering the desired quantity and quality of water at the appropriate time were developed. Preliminary cost estimates were prepared to provide an initial basis for economic comparison of the alternatives.

FINDINGS AND CONCLUSIONS

Each refuge is characterized by unique water supply needs, supplies, and conveyance systems. The existing situation and alternatives to provide additional water are outlined for each refuge in Attachments 1 through 15. A summary of information presented in this report is provided in Table A-1, including water supply sources, present water supplies and quality, potential sources of water supply and quality, conveyance systems, various levels of water supply, and alternative solutions to a firm and year-round water supply for each refuge. Groundwater supply characteristics for the refuges are summarized in Table A-2. Tables A-1 and A-2 are presented at the end of this section. Although the findings for each refuge were unique, the following key issues have been identified.

- Water is a rare commodity throughout most of the State, except for the northern coast and mountain areas.
- The Bureau of Reclamation and State of California provide most of the water supplies for the refuges. Firm water supply contracts with either agency is mandatory to ensure a consistent water supply for the studied refuges. Currently, capacity or quantity may not be available in existing federal or state conveyance systems. For examle, the Delta-Mendota Canal does not have additional unused capacity. However, concurrent studies are investigating the potential for increasing the design capacity of federal and state conveyance facilities or cooperatively operating existing facilities that have additional capacity.
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Water supply availability is more critical in the San Joaquin and Tulare Basin areas than in the Sacramento Basin areas.

The Central Valley Project water is a prime source of water supply if a commitment can be negotiated on a reasonably firm basis and adequate capacities can be provided in conveyance systems. California State Water Project water generally is not available.

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- A number of sources are available to provide water to Central Valley refuges, including rivers, creeks, reservoirs, agricultural return water, groundwater, and storm runoff. However, unappropriated surface water is scarce to nonexistent in and around the refuges.
- Water available under existing permits and agreements is generally of good quality, although often the supply is unreliable.
- o Local water and irrigation districts generally do not have water available for purchase on a firm basis.
- None of the 15 refuges investigated is receiving the reliable quantity
 of water required to operate optimally.
- o At present, 8 of the 15 refuges studied have no existing firm supply of water.
- With the exception of Gray Lodge WMA and Merced NWR, none of the other refuges currently rely on groundwater as a principal source of water supply.
- Groundwater quality for Sacramento Valley is good to excellent,
 whereas groundwater quality for the San Joaquin Valley is poor to
 adequate. Shallower groundwater quality is poor whereas deeper
 aquifiers at depths greater than 300 feet provide adequate quality.
- Due to water quality problems, use of agricultural return water and associated conveyance systems may be questionable.
- Contractual agreement with local water districts is the principal means of conveying water to the refuge.

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Local water and irrigation districts generally shut down the delivery systems from October to February for annual maintenance.

o Conveyance losses are higher in San Joaquin and Tulare Basin refuges.

Water conveyance systems could be improved to increase winter deliveries of existing water supplies and, thereby, improve the water management efficiency of wildlife refuges.

Most local water and irrigation districts want to maintain unlined canal systems because the irrigation water replenishes the groundwater aquifers. However, a few of the irrigation districts would prefer delivery systems to be lined for efficient conveyance of water.

In general, refuge internal water delivery systems are in fair to good condition and require limited improvements.

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1	915 1.5 1.5 1.4 MAIER 1.6 600 10 ELEELEN 1.6 Main 1.5 Late Philutes Marie 1.600 10 Elected 1.9958 CREEF FLANG N20 1.600 1.5 Returns Marieg 1.6000		IN EXCELLENT BOOM BOOM BOOM		1. CVP MATCH ANTER 1 GAMD TO EXCLICAT 9.400 ISTATE PRANCCI WAIER 1 GAMD TO EXCLICAT 1 1 1 1 1 1 1 1 1 1 1 1 1	world cdong 00 <	8 71		157050 10vvs5a 1		 IISTALL A STPPON ON SETT-TOMPTC CAMACALIFENNIA ANAMANCI WATER C. AMACALIFENNIA ANAMANCI WATER 2. FAILUNI-LEIN CAMAL MATER 1 VIA POSO CAEEL VIA POSO CAEEL
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Executive Summary

TABLE A-2. GROUND WATER CHARACTERISTICS OF THE 15 WILDLIFE REFUGES

REFUSE NAME	: GROUND N	MATER PROD	(1.3) UCTION	(2,3) SAFE YIELD	: QUALITY OF GROUND WATER : (BASED ON TDS)
		: HP OF : THE WELL	: CURRENT : STATUS		: : IRRIGATION : WATER FOWL
MODOC NWR	: 1	: 30	:NOT USED	2,200	: ADEQUATE : ADEQUATE
SACRAMENTO NWR	: 1		: : LINITED		: 6000 TO EXCL: 6000 TO EXCL
GRAY LODGE WHA	20	: 5-100	: OCT-JAN	12,000	:: : : : : : : : : : : : : : : : : : :
DELEVAN NHR	NONE		NOT USED	6.800	:6000 TO EXCL:6000 TO EXCL
SUTTER NWR	6	: 100-150	: LIMITED	3,110	: 600D : 600D
COLUSA NWR	: 1	: 100	: LIMITED	4,850	:6000 TO EXCL:6000 TO EXCL : (4) : (5)
KESTERSON NUR	-	:		11,900	POOR TO ADED POOR TO ADED
SAN LUIS NWR	: -			18,700	:POOR TO ADEQ:POOR TO ADEQ
HERCED NWR	: 23	: NOT AVAI	LEXTENSIVE	16,000	: 600D : 600D
LOS BANOS WHA		:	-	6.800	POOR TO GOOD POOR TO GOOD
VOLTA WHA		:	· •	4.200	POOR TO GOOD POCR TO GOOD
GRASSLANDS RCD		:	-	71.500	POOR TO GOOD PODR TO GOOD
MENDOTA WAA			· : ·	5,500	POOR TO GOOD POOR TO GOOD
PIXLEY NWR		:	-	1.600	POOR : ADEQUATE
KERN- NWR	: 8)	: 125-500	:	5,500	: 600D : 600D

(1) (CH2H HILL, 1978)

(2) (U.S.B.R., 1982.)

(3) (U.S.B.R., 1986c.)

(4) ABOVE CORCORAN- LESS THAN 200+/-FEET DEEP. ELECTRICAL CONDUCTIVITY APPROXIMATELY 6,000 TO 9,000 MICROMHOS

(5) BELOW CORCORAN- GREATER THAN 300+/-FEET DEEP, ELECTRICAL CONDUCTIVITY LESS THAN 1.000 TO 2.000 MICROMHOS