

STATE OF CALIFORNIA  
STATE WATER RESOURCES CONTROL BOARD

**ORDER WQ 2020-0011-EXEC**

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In the Matter of the Request to Amend Water Quality Certification for the

**PIT 1 HYDROELECTRIC PROJECT FOR  
PACIFIC GAS AND ELECTRIC COMPANY**

**FEDERAL ENERGY REGULATORY COMMISSION PROJECT NO. 2687**

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Source: Pit River

County: Shasta

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**ORDER APPROVING EXTENSION OF TEMPORARY SUSPENSION OF  
FLUSHING FLOW REQUIREMENTS**

BY THE EXECUTIVE DIRECTOR:

**1.0 PROJECT BACKGROUND**

The State Water Resources Control Board (State Water Board) issued a water quality certification (certification) for the Pit 1 Hydroelectric Project (Project), Federal Energy Regulatory Commission (Commission) Project No. 2687 on December 4, 2001. The certification was incorporated into the license issued by the Commission on March 19, 2003. Condition 13 of the certification requires, in part, Pacific Gas and Electric Company (PG&E or Licensee) to release flushing flows through Fall River Pond. The flows are required to be released during one weekend in each of May or June, July, and August, to reduce nuisance aquatic growth and control mosquito populations in Fall River Pond. Condition 14 of the certification requires PG&E to monitor the effectiveness of the flushing flows and allows the Deputy Director for Water Rights (Deputy Director) to modify or terminate the flushing flow monitoring program after review of the five-year monitoring report prepared by the Licensee.

The Shasta crayfish (*Pacifastacus fortis*) was listed as endangered under both the California and federal Endangered Species Acts in 1988. The United States Fish and Wildlife Service (USFWS) issued a Biological Opinion (BO) for the Project on October 24, 2002, which included an incidental take statement with terms and conditions to minimize incidental take of Shasta crayfish. The BO concluded that approval of a new license for Project operation with flushing flows, as proposed in the final Environmental Assessment, would not jeopardize the continued existence of the Shasta crayfish.

In 2003, PG&E formed a technical review committee (TRC) to oversee management activities throughout the range of the Shasta crayfish. The USFWS formed the Shasta Crayfish Recovery Team, which is comprised of a subset of the TRC members. The Shasta Crayfish Recovery Team developed a Recovery Plan for Shasta Crayfish (Recovery Plan). The Recovery Plan aims to stabilize and protect the existing populations of Shasta crayfish so that the species may recover and be reclassified as threatened and ultimately delisted. The Recovery Plan identified the introduction and expansion of non-native species of crayfish and fish as well as disturbances related to land use practices as primary threats to the continued existence of a viable Shasta crayfish population in the Pit River. PG&E monitored Shasta crayfish populations at multiple locations within the Project and the Hat Creek Hydroelectric Project areas. The TRC Summary Report (Report), dated May 2009, includes a summary of surveys conducted on Shasta crayfish populations. Three locations on the mainstem Pit River within the Project area were surveyed. The Report indicates that there has been a general decline in Shasta crayfish distribution and abundance at all sites.

## **2.0 HISTORY OF SUSPENSION OF FLUSHING FLOWS**

USFWS submitted a letter (received on May 21, 2009) to the State Water Board requesting the suspension of flushing flows for the summer of 2009 due to concerns that the flows were contributing to the decline of the local Shasta crayfish population.

On June 17, 2009, the State Water Board responded to USFWS's request for suspension of flushing flows, advising USFWS that if PG&E determines the flushing flows are no longer necessary for controlling aquatic vegetation and mosquito production in Fall River Pond, PG&E could request termination of the flushing flow conditions in the certification.

PG&E monitored the effectiveness of flushing flows at reducing aquatic vegetation and the amount of mosquito breeding habitat from 2005 to 2008. Data collected during this period indicate that increased base flows may be more effective than flushing flows for reducing unwanted vegetation and the amount of mosquito breeding habitat. On June 24, 2009, PG&E submitted a request to the State Water Board to amend the certification to remove Condition 13 (flushing flows) and Condition 14 (flushing flow effectiveness monitoring). PG&E's request is based on data showing that surface vegetation in Fall River Pond has been reduced, which in turn reduced the amount of mosquito breeding habitat, under the 150 cubic feet per second minimum instream flow required by the current license conditions. In a letter dated August 28, 2009, State Water Board staff notified PG&E that before an amendment of the certification can be considered, the State Water Board must comply with the California Environmental Quality Act (CEQA).

USFWS submitted a letter to the Commission dated December 17, 2009, stating that the BO issued on October 24, 2004 expired, and there is no authorized incidental take for Shasta crayfish for the Project. USFWS also stated that flushing flows are likely resulting in take, and are facilitating the decline of the endangered Shasta crayfish in the Pit 1 Bypass Reach.

In a letter dated April 15, 2010, Commission staff requested that the State Water Board temporarily suspend the flushing flows requirement (Condition 13 of the certification) for 2010. The Commission's letter recognized that the Commission cannot unilaterally amend a water quality certification condition.

While the flushing flows provide an incidental whitewater recreational opportunity, a precautionary approach to endangered species protection is warranted, and the State Water Board determined it would be reasonable to temporarily suspend flushing flows for 2010 and 2011 while the CEQA process was undertaken for a permanent suspension of these flows. On July 6, 2010, the State Water Board issued **Order WQ 2010-0009-EXEC**, temporarily suspending flushing flow requirements through 2011. The State Water Board and PG&E executed a Memorandum of Understanding (MOU) for the preparation of environmental documents on July 7, 2011. On January 23, 2017, the MOU was amended to reflect the consultant's name change and to update the Project managers for both the consultant and State Water Board; the amendment did not modify or change any provision of the MOU.

In a letter dated March 22, 2012, PG&E requested that the State Water Board's order temporarily suspending flushing flows be extended through 2012 because PG&E had not completed the studies necessary to properly evaluate the impacts of permanently suspending flushing flows. USFWS staff supported PG&E's request for this extension in an email dated March 27, 2012. On June 14, 2012, the State Water Board approved **Order WQ 2012-0008-EXEC**, extending the suspension of flushing flows through 2012. As required by Order WQ 2010-0009-EXEC, PG&E issued the final Pit 1 Hydroelectric Project Shasta Crayfish Study Report on January 31, 2013.

State Water Board staff's work on the CEQA document was delayed from 2013 through 2016 during California's historic drought. On March 28, 2013, April 21, 2014, March 19, 2015, and March 31, 2016, PG&E submitted letters requesting additional one-year extensions to the suspension of Project flushing flows to allow for the completion of the draft environmental impact report (EIR) required by CEQA. USFWS provided letters of support on May 17, 2013, April 21, 2014, March 19, 2015, and June 9, 2016, respectively. On June 20, 2013, June 12, 2014, June 23, 2015, and June 28, 2016, the State Water Board issued Orders **WQ 2013-0024-EXEC**, **WQ 2014-0023-EXEC**, **WQ 2015-0076-EXEC**, and **WQ 2016-0072-EXEC**, respectively, approving the temporary suspension of flushing flow requirements through 2013, 2014, 2015, and 2016, respectively.

The State Water Board released a draft EIR and proposed water quality certification amendment for public comment from June 26, 2017 through August 15, 2017. Following the close of the comment period, staff evaluated the comments and met with parties to better understand their comments. In letters dated April 18, 2017, February 7, 2018, and February 7, 2019, PG&E requested additional one-year extensions of the suspension of Project flushing flows to allow for completion of the CEQA process. USFWS provided letters of support on June 13, 2017, March 26, 2018, and May 28, 2019, respectively. On June 27, 2017, June 26, 2018, and June 28, 2019, the State Water Board issued Orders **WQ 2017-0014-EXEC**, **WQ-2018-0111-EXEC**,

and [WQ-2019-0035-EXEC](#), extending the temporary suspension of flushing flows through 2017, 2018, and 2019, respectively.

On March 24, 2020, PG&E submitted a letter to the State Water Board requesting a one-year extension through 2020 for the suspension of flushing flows because the draft EIR will not be finalized prior to the timeframe for implementing the required 2020 flushing flows. USFWS supported PG&E's request in a letter dated April 7, 2020.

### **3.0 CEQA**

Because the potential for a significant environmental impact exists if flushing flows are permanently suspended, the State Water Board cannot amend the Project certification without subjecting the proposal to a CEQA analysis. On May 17, 2013, the State Water Board issued the Notice of Preparation and conducted public scoping meetings for an Environmental Impact Report for the Pit 1 Hydroelectric Project 401 Water Quality Certification Amendment. Public scoping meetings were held by State Water Board staff in Redding and McArthur, California on June 11, 2013. In addition to the comments submitted at the meetings, State Water Board staff received written comments from the California Department of Fish and Wildlife, American Whitewater, and 18 members of the public. The information gathered aided in the development of a draft EIR, which was released for public comment on June 26, 2017. The State Water Board received two comment letters by the conclusion of the comment period on August 15, 2017.

If the requirement for flushing flows is suspended for a limited period, with continued monitoring of effects until a full CEQA analysis can be completed, significant impacts can be avoided. The State Water Board has determined the temporary suspension of flushing flows for 2020 will not have a significant adverse environmental effect and is categorically exempt from the requirements to prepare environmental documents under California Code of Regulations, title 14, section 15307 (Actions by Regulatory Agencies for Protection of Natural Resources). A Notice of Exemption will be filed within five days of issuance of this action.

## **ORDER**

### **IT IS HEREBY ORDERED THAT:**

1. PG&E shall continue the suspension of flushing flows through the 2020 calendar year.
2. PG&E shall continue monitoring the effectiveness of the higher base flows at controlling aquatic vegetation and mosquito production in Fall River Pond as follows:
  - a. Conduct ground-level photo-point monitoring, as described in the Pit 1 Flushing Flows Effectiveness Monitoring Plan (dated November 9, 2005) (Plan).
  - b. Estimate surface aquatic vegetation cover in Fall River Pond as described in the 2006 Pit 1 Flushing Flows Effectiveness Monitoring Report. If visual

estimates on a given date exceed 20 percent cover of Fall River Pond, PG&E shall conduct aerial orthophotography of Fall River Pond, as described in the Plan.

- c. If aerial orthophotography of Fall River Pond confirms that aquatic vegetation exceeds 20 percent cover (as described above), PG&E shall submit proposed measures to control aquatic vegetation to the Deputy Director for review and approval. PG&E shall implement the aquatic vegetation control measures as approved by the Deputy Director.
3. PG&E shall provide the USFWS with any information that is in PG&E's possession that is required for the completion of an updated BO for the Project.
  4. PG&E shall conduct studies, as necessary, to evaluate the potential for flushing flows to cause a "take" in violation of either the federal or California Endangered Species Acts.



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Eileen Sobeck  
Executive Director

June 24, 2020

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Date