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12 13	THE STATE OF CALIFORNIA BEFORE THE STATE WATER RESOURCES CONTROL BOARD ADMINISTRATIVE HEARINGS OFFICE	
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17 18	IN THE MATTER OF KERN RIVER APPLICATIONS: Application 31673 (North Kern Water Storage	STATUS CONFERENCE STATEMENT OF PUBLIC INTEREST GROUPS
19 20 21 22 23	District and City of Shafter); Application 31674 (City of Bakersfield); Application 31675 (Buena Vista Water Storage District); Application 31676 (Kern Water Bank Authority); Application 31677 (Kern County Water Agency); Application 31819 (Rosedale-Rio Bravo Water Storage District)	Status Conference: August 17, 2021 Time: 9:00 PM Hearing Officer: Nicole L. Kuenzi
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Kern River Applications Status Conference Statement of Public Interest Groups

INTRODUCTION

This Status Conference Statement is jointly submitted by Bring Back the Kern, Kern River Parkway Foundation, Kern Audubon Society, Kern-Kaweah Sierra Club, Panorama Vista Preserve, Center for Biological Diversity, and California Trout ("Public Interest Groups"). The Public Interest Groups each work to protect the ecological and recreational resources that are at issue in these applications and join these proceedings to give voice to the public's interest in a flowing Kern River, and the public trust, environmental justice, recreational, ecological, and climate resiliency benefits that will come with water flowing once again down the Kern River through the City of Bakersfield.

The Public Interest Groups are in support of the City of Bakersfield's application for water rights forfeited by Kern Delta Water Storage District and oppose all other applications. The Public Interest Groups seek to restore water in the Kern River, thereby helping to restore public trust and environmental justice resources that have been diminished by the near total diversion of the Kern River's flows. The Public Interest Groups agree with the City that since the forfeited water rights are pre-1914 rights, they should not simply fall to junior rights holders according to the "law of the river," but should instead be awarded by the Water Board to the applicant who will put this water to the highest beneficial use, which is the City.

Bring Back the Kern is a local not-for-profit organization formed with the mission of restoring flowing water in the Kern River through the city of Bakersfield. Bring Back the Kern works to achieve this through building awareness among the public and putting pressure on decision makers to change the status quo and put more water in the river.

Kern River Parkway Foundation, a local non-profit organization, works to protect, preserve, and restore the natural riparian and wildlife habitat of the Kern River. The Foundation develops and maintains public open space, structures, monuments and parks that preserve and beautify the Kern River, and supports projects that advance educational and scientific knowledge of the Kern River.

Kern Audubon Society is a local, independent chapter of the national Audubon, founded in Bakersfield in 1973 and incorporated in 1979, that works to educate the public about the importance of birds and to protect important bird habitat areas as well as sensitive bird species across Kern

County. The Kern River through Bakersfield is a major factor in attracting birds traveling in the Pacific Flyway. KAS has published a popular birding map of the Kern River from the mouth of the Kern Canyon to Enos Lane, including local groundwater recharge basins.

Sierra Club, Kern-Kaweah Chapter is the local chapter of the Sierra Club, advocating on behalf of disadvantaged communities and threatened habitats/species in Kern, Kings, and Tulare counties.

Panorama Vista Preserve is a 936 acre open space preserve in the heart of urban Bakersfield, with over 2.5 miles of riverfront property. The preserve is owned and managed by the Kern River Corridor Endowment and Holding, Inc., a non-profit organization established in 1998. Since its founding, the preserve has restored over 250 acres of native plant species to this sensitive area bordering the river. Rocky Point Wier, the diversion point where most of the Kern's flows are diverted each year, also happens to be located in the middle of the preserve. The preserve has become a refuge for plants and animals species of the San Joaquin Valley. It also serves as a refuge for Bakersfield residents, with an extensive network of trails on the bluffs and alongside the river.

Center for Biological Diversity ("Center") is a non-profit organization dedicated to saving life on earth through science, law, and creative media, with a focus on protecting the lands, waters and climate that wild animal and plant species need to survive. The Center has offices in California and other states, and has more than 1.7 million members and online activists, including members in and around Bakersfield, California and the Kern River. The Center has a particular interest in protecting, restoring, and enhancing the public trust resources of the Kern River, and returning flows in the lower Kern River to a more natural regime for the benefit of people, wildlife, and native ecosystems.

California Trout ("CalTrout") is a non-profit, 501(c)(3) wild fish conservation organization with six offices located throughout California. It serves more than 10,000 members and supporters throughout the state. CalTrout strives to solve the state's resource issues while balancing the needs of wild fish and people. It is driven by science to restore vibrance and abundance to California's freshwater ecosystems by working to ensure resilient wild fish thrive in healthy waters. It is CalTrout's belief that abundant wild fish indicate healthy waters and healthy waters benefit all

Californians. Through strong partnerships in key geographies where wild fish influence the community, CalTrout drives innovative, science-based solutions that work for the diverse interests of fish, farms, commerce, and people. CalTrout is actively working on tributaries to the Kern River and wherever freshwater Public Trust resources are not adequately protected.

ISSUES TO BE ADDRESSED AT STATUS CONFERENCE

1. Intent to pursue application

Not applicable.

2. Additional issues, or modification of issues in Notice of Public Hearing

As discussed below, the Public Interest Groups believe the Notice should be modified to reflect the Board's need to conduct a full public trust assessment of the Kern River in connection with these applications.

3. Phased hearing

Given the complexity of the issues before the board, the Public Interest Groups encourage the Water Board to separate the hearing into distinct phases to address the following issues separately, and in the following order:

- Kern Delta WSD Forfeited Water Rights Allocation The Board must decide how much water has been forfeited and whether the City of Bakersfield should receive it. This is an annual supply of water with distinct dissenting parties, as well as significant environmental justice and public trust implications; the Board should first decide this issue separately from any other water rights applications to ensure it is properly addressed.
- *High-Flow Water Rights Allocation* The Board should then, in a separate phase, address how to allocate high-flow water supply in extremely wet years.
- Comprehensive Public Trust Assessment Finally, as discussed in more detail below, we encourage the Board to look at all water appropriations from the lower Kern to determine if Public Trust resources are being sufficiently protected. While we support the City of Bakersfield's argument that the forfeited water should belong to the city and flow in the river, the Board should not simply award the water to the City and assume that the State's obligation to the Public Trust has been fulfilled,

as it most certainly will not be, even with the allocation of this forfeited water. *The Kern River will still need additional protections*. Rather than force the greater Bakersfield community to wait decades longer for a future hearing to address these issues, the Water Board should look at all rights claims on the river and assess whether additional environmental flow standards are required to sustain the Kern.

4. Other procedural or hearing issues

A. The Need for Comprehensive Review of the Public Trust and The Kern River

Given the Water Board's obligation to protect the public trust resources of our State, any consideration of water rights claims on the Kern River must include a comprehensive review of the river's public trust resources. This review must include public recreational access to the river, fisheries, plants (including reforestation of adjoining lands) and other wildlife that should be sustained by the river. These resources have never been considered for Kern River appropriations and have suffered greatly from near complete water diversions as a result. More often than not, these diversions take the entirety of the Kern's flows from the final 25 miles of river through the City of Bakersfield to the river's terminus.

The current condition of the final 25 miles of Kern River past Rocky Point Weir, where the Beardsley and Kern Island Canals divert much of the river's flows in all but the wettest of years, is a clear violation of California's Public Trust Doctrine. Current management of the river also violates Fish and Game Code 5937. With some estimates of 120,000-150,000 acre-feet¹ needed to maintain a flowing river in this lower section of the Kern River and an average annual outflow of 700,000 acrefeet per year in the Kern River sub basin, a year-round "wet" river is not an impractical or unachievable outcome to restore public trust resources, nor would it be too onerous of a requirement on water diverters.

A public trust assessment of the Kern River will show that the <u>most beneficial</u> use of this public resource is to restore a flowing river. It would demonstrate the need for a flowing river to satisfy California's obligations for environmental justice and climate resiliency, including compliance with Executive Order 3530. The Kern River flows through the center of Bakersfield,

¹ By some estimates, the Kern River channel through the city of Bakersfield will absorb by groundwater percolation up to 10,000 acre-feet per month when it is flowing. To flow water further west to the Kern's historical terminus at Buena Vista Lake would require additional water.

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California's ninth largest city, with half a million people within 10 miles of both sides the riverbanks. Bakersfield is one of California's most statistically disadvantaged populations. A flowing river would greatly enhance the city's most prized greenspace, providing public health, environmental, aesthetic, and clear quality of life benefits. Water allocated for recreational and environmental purposes, particularly when the alternative is no water at all, will provide a net societal benefit greater than the marginal impact of this water used elsewhere. Although we object in principle to a dollar value being put on every fish, bird, tree, every property value increased, every job created, every visit by a kayaker or angler, and every moment of joy experienced by child or adult playing in the river², we are confident that if such an economic assessment—that considers the real value of the river to all interests, not just water rights holders—a flowing Kern River will be found to be the best use of this resource.

Furthermore, all water that is put to non-consumptive use in the Kern River can still be put to consumptive use elsewhere, as surface water diverted further downstream or as groundwater for irrigation or municipal use. These consumptive uses are likely compatible with a flowing river, especially considering the river's historical terminus in Buena Vista Lake.

Should a Water Board reprioritization of uses force diverters of the Kern to pay more for their water, by finding other supplies, pumping the Kern's flows up from a recharged aquifer, or by enhancing/building additional transference infrastructure to divert river flows further downstream, it would not be excessive, or without Water Board precedent (i.e. *CalTrout I decision*) to mandate those parties do so to correct this environmental injustice. Many pre-1914 Water Rights holders on the Kern River have paid next to nothing for their annual Kern River appropriations for over a century,³ benefiting greatly from the abundance brought by the river, while the people and ecosystems near the river bear the cost of a dry riverbed.

² While no study of the recreational value of water on the Kern River has been completed, a study conducted using trip frequency model on the San Joaquin and Stanislaus rivers found that the recreational value of the water was competitive to the market price of that water for agricultural irrigation. Loomis, John and Michael Creel. "Recreational Benefits of Increased Flows in California's San Joaquin and Stanislaus Rivers." *Rivers*, Volume 3, Number 1, pgs 1-13.

³ Water Districts who contract for Kern River water do pay for the water, while those who hold the water rights pay nothing for the Kern's annual flows. Since forfeiture, the Kern Delta water has primarily gone to North Kern, who has paid nothing for that water.

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The Board should first answer the question of the forfeited rights, then resolve the high-flow rights applications, and then conduct a public trust review of all appropriative rights. Without a comprehensive assessment of the Kern's public trust resources, the Water Board will have missed a major opportunity and significantly delayed justice for the river. It would be inconsistent with the Board's mission and with state goals to delay this assessment any longer.

B. A Flowing River Aligns with SWRCB and State Missions

Returning flows to the river is consistent with the Water Board's mission to "preserve, enhance, and restore the quality of California's water resources and drinking water for the protection of the environment, public health...." Protection of the environment includes reforestation of adjacent lands; restoring riparian habitat for endangered, threatened, and native species; and enabling future climate resiliency for the region. A flowing river, and its restored riparian habitats, will provide critical carbon sequestration. Returning river flows will also preserve the quality of drinking water supplies for the half million people who live in the Bakersfield area. Public health will be enhanced by restoring the aesthetic and recreational refuge of a flowing river. A flowing river will also address environmental justice and racial equity issues: public access to a flowing river will greatly benefit disadvantaged communities in Bakersfield who have more limited ability to travel outside of the area to find quality green spaces for recreation, or to afford their own amenities like a backyard pool to cool off in the hot summer months. A flowing Kern River also supports the state's Executive Order 3530 commitment by expanding equitable outdoor access to a large urban center and by protecting and restoring biodiversity of the southern San Joaquin Valley. Finally, a flowing Kern River is essential for compliance with the joint element of the Kern County and Bakersfield General Plans.

C. The Sustainable Groundwater Management Act

The landmark 2014 passage of the Sustainable Groundwater Management Act gives new importance to the City of Bakersfield's goal of restoring a flowing river. Given that about two thirds of the municipal water supply for Bakersfield comes from groundwater, it's critical that the city has enough water to recharge groundwater supplies, which the city does through the Kern River channel.

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Regional water districts that divert water from the Kern River are also working to balance their groundwater withdrawals with banking operations. While this groundwater sustainability planning is long overdue, it is of great concern to parties to this statement that additional groundwater banking operations using Kern River water will occur at the expense of the public trust resources and of a flowing river. The groundwater aquifers that have been badly depleted across the southern San Joaquin Valley were first filled by flows from the Kern River. Now that the aquifers are so drawn down and hydrologically separate from each other, water is diverted great distances away from the river to recharge other aquifers at the expense of the river corridor itself.

Once the water leaves the river channel and enters a canal, the public is barred from using it, often by chain link fences. While fish and birds still roam these waters, the grasses, shrubs, and trees that try to tap into these man-made rivers are routinely cleared from the sides of the canals. The same issues apply to groundwater storage banks. The public is barred from enjoying the water, and plants and animals are prevented from having a much more suitable natural habitat to thrive in.

The Water Board should see to it that, wherever possible, the Kern River channel be used for conveyance of water instead of canals, and that the river channel be used for groundwater recharge in lieu of groundwater storage banks. This can help address the demands of the Sustainable Groundwater Management Act while also helping restore Public Trust resources.

D. Endangered and Threatened Species

Securing additional flows for the Kern River would promote the conservation and recovery of a number of federal- and state-listed endangered and threatened species. One such species is the critically endangered Buena Vista Lake Shrew (BVLS), a small mammal dependent on riparian habitat to survive. Populations have dropped precipitously as most of the habitat for BVLS has been destroyed by water diversions. These animals have been documented at the groundwater recharge areas west of Bakersfield, as well as some of the areas bordering the Kern River west of the city. For BVLS to survive in an area, it is important that the area have annual flowing water, thereby allowing the vegetation to grow, which provides shelter and food sources for BVLS. Increasing the flows to this portion of the Kern River channel, and ensuring that there is some water every year, even if it isn't year-round, is critical to ensure this species survival. At a minimum, annual pulse flows may be

necessary to sustain the limited habitat of the BVLS and to expand its habitat so that this endangered species may have a chance at survival.

In addition, additional flows would promote growth of riparian vegetation essential for endangered and threatened species such as yellow-billed cuckoo, southwestern willow flycatcher, and least Bell's vireo, and would benefit other special status species including tricolored blackbird and San Joaquin kit fox.

E. Fish and Game Code Section 5937

California's native freshwater fish species are experiencing widespread and rapid decline, and the species below Lake Isabella in the Kern are no exception. A recent assessment of California's freshwater fish populations indicates that 76% of the state's native fish species are vulnerable to extinction if present trends continue.⁴ Predicted effects of climate change are likely to accelerate this declining trend.⁵ While many factors have contributed to the imperilment of California's native fish species, the alteration of river ecosystems by dams is recognized to be a dominant driver of population declines.⁶

The potential for dams to harm fish and fisheries has long been recognized in California. As early as 1852, less than two years after California entered the Union, the state Legislature outlawed the placement of instream obstructions to salmon migrations. Subsequent laws enacted in 1870 and 1880 further protected migratory fish. Nevertheless, repeated reports of drying rivers indicated that many dam operators ignored early fish passage laws. A 1914 Fish and Game Commission study that documented impacts of low water flows on fish prompted the Legislature to enact the 1915 Flow Act, which explicitly required flow releases below dams to protect fish. This law eventually became Section 5937 of the state Fish and Game Code, which states:

⁴ Moyle, P. B., J. V. E. Katz & R. M. Quiñones, 2011. Rapid decline of California's native inland fishes: A status assessment. Biological Conservation 144(10):2414-2423.

⁵ Moyle, P. B., J. D. Kiernan, P. K. Crain & R. Quiñones, 2012. Projected effects of future climates on freshwater fishes of California California Energy Commission, CEC-500-2012-028.

⁶ Katz, J., P. Moyle, R. Quiñones, J. Israel & S. Purdy, 2012. Impending extinction of salmon, steelhead, and trout (Salmonidae) in California. Environmental Biology of Fishes:1-18.

⁷ Börk, K. S., J. F. Krovoza, J. V. Katz & P. B. Moyle, 2012. The rebirth of Cal. Fish & Game Code 5937: water for fish. UC Davis Law Review 45:809-913.

⁸ Börk et al. 2012.

"The owner of any dam shall allow sufficient water at all times to pass through a fishway, or in the absence of a fishway, allow sufficient water to pass over, around, or through the dam, to keep in good condition any fish that may be planted or exist below the dam."

The language plainly indicates that the dam owners have the responsibility to release enough water to support fish. The Kern River is dewatered and the temperature changes due to the placement of fish barriers have devastated the rainbow trout and other freshwater fish populations. By any definition, the current environment does not allow for sufficient water for fish to be considered "in good condition."

CONCLUSION

A flowing river is both critical to Bakersfield and this portion of the San Joaquin Valley. It is not some ephemeral, unrealistic vision. Prior to the arrival of western settlers, the Kern River once sustained Kern, Goose, and Buena Vista lakes – 3 of the largest freshwater lakes in California – interconnected by a vast network of distributaries and wetlands. On higher flow years, the Kern subbasin would overflow northwards via the Buena Vista Slough into Tulare Lake, the largest freshwater lake in the U.S. west of the Great Lakes. In wet years, Tulare Lake would overflow northward to join the San Joaquin River, eventually flowing into the Delta and the San Francisco Bay.

The wetland corridor stretching from the 3 lakes of the Kern north to Tulare Lake were a critical stop on the Pacific Flyway for millions of migratory birds, and they also sustained a million antelope and tule elk, and thousands of grizzlies. The now mostly-extinct lakes were home of commercial fisheries of terrapin and Sacramento perch. Native American peoples, the Yokuts, depended on these ecosystems for their culture and their survival. While at the time of settlement these wetlands were viewed as a nuisance, if we could see them today, we would see their inherent value as biodiversity hot spots and a veritable "Serengeti" of North America. Since nearly all of these ecosystems have been destroyed, even a small increase in wetland and riparian habitat would have a significant impact in helping sustain native species while also helping migratory birds as well.

⁹ Reisner, Marc. Cadillac desert. United Kingdom: Penguin Books, 1993.

¹⁰ Garone, Philip. The Fall and Rise of the Wetlands of California's Great Central Valley. United States: University of California Press, 2020.

PROOF OF SERVICE

I, Adam Keats, am over eighteen years of age and not a party to this action. I am employed in the county where the service took place. My business address is 303 Sacramento Street, 2nd Floor, San Francisco, CA 94111.

On August 10, 2021, I caused to be served the following document:

STATUS CONFERENCE STATEMENT OF PUBLIC INTEREST GROUPS

on the following parties in this action listed in the attached service list for this matter, by email.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct. Executed this 10th day of August, 2021, in San Francisco, California.

By: Adam Keats

SERVICE LIST

updated May 3, 2021

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