

March 26, 1999

**To:** Board of Directors (Water Planning and Resources Committee--Action)

**From:** General Manager \_\_\_\_\_

**Submitted by:** Debra C. Man, Chief \_\_\_\_\_  
Planning and Resources

**Subject:** Adoption of the Water Surplus and Drought Management Plan

**RECOMMENDATION**

It is recommended that the Board adopt the Water Surplus and Drought Management Plan

**EXECUTIVE SUMMARY**

Attached is the Water Surplus and Drought Management Plan (WSDM Plan), developed by staff through the Rate Refinement Process. The WSDM Plan establishes broad resource management strategies to ensure the ability to meet full service demands 100 percent of the time over the next ten years, and provides principles for imported supply allocation if the need should ever arise.

**DETAILED REPORT**

**The Process**

In March 1997, staff began initial work on the Water Surplus and Drought Management Plan (WSDM Plan). The WSDM Plan has been developed as part of the implementation of Southern California’s Integrated Water Resources Plan (IRP) adopted by the Board in January 1996. The IRP established regional water resource targets, but stopped short of identifying a preferred resource management policy. The WSDM Plan establishes priorities for the use of regional resources for the next ten years (1999-2008). In short, the WSDM Plan defines the resource management policy necessary to achieve the region’s reliability goal.

In July 1997, staff began working with Metropolitan’s member agencies through the Rate Refinement Process (RRP) to develop the WSDM Plan. Member agencies participating in the RRP include: Central Basin Municipal Water District, West Basin Municipal Water District, Las Virgenes Municipal Water District, San Diego County Water Authority, City of Long Beach, Foothill Municipal Water District, Eastern Municipal Water District, Calleguas Municipal Water District, City of Anaheim, Los Angeles Department of Water and Power, Municipal Water District of Orange County and Western Municipal Water District. The RRP has met 13 times in half-day and day-long meetings to discuss the development of this plan. This effort resulted in an Issue Paper that was considered by the Board during its retreat in October 1997. This effort also

yielded the WSDM Plan principles and implementation goals adopted by the Board in September 1998.

From October 1998 through February 1999, Metropolitan staff met with staff from the member agencies, and in many cases, staff and General Managers of local retailers and distributors in a series of 22 meetings to discuss and receive input on a draft WSDM Plan. To date, meetings have been held for 24 member agencies and numerous local retailing agencies. Follow-up meetings have also been held for 19 member agencies. Overall, the response of the member agencies has been positive, although some of the agencies raised concerns regarding the nexus between Metropolitan's discounted water sales and their interruption during drought.

In February 1999, the Board received a Draft of the WSDM Plan as an information item. At that time the Board requested that a workshop be held to fully brief the Board on the WSDM Plan. The workshop was subsequently held on March 23, 1999.

### **The Plan**

The WSDM Plan splits resource actions into two major categories: Surplus Actions and Shortage Actions. The WSDM Plan considers the region to be in surplus only after Metropolitan has met all demands for water, including seasonal and replenishment deliveries. This means that deliveries to regional storage programs (e.g. Eastside Reservoir Project, Arvin-Edison, Semitropic, etc.) come after agency demands have been met. The Surplus Actions store surplus water, first inside and then outside the region. The shortage actions of the WSDM Plan are split into three sub-categories: Shortage, Severe Shortage, and Extreme Shortage. Under Shortage conditions, Metropolitan will make withdrawals from storage based on location and ability to access, and interrupt long-term seasonal and replenishment discounted deliveries. Under Severe Shortage conditions, Metropolitan will call for extraordinary drought conservation in the form of voluntary savings from retail customers, partially interrupt discounted deliveries under the Interim Agricultural Water Program, call option transfer water, and purchase water on the spot market. Under Extreme Shortage conditions, Metropolitan will allocate imported supplies to its member agencies based on the principles in the WSDM Plan. Under the proposed WSDM Plan, changing from Shortage to Severe Shortage, and from Severe Shortage to Extreme Shortage requires Board action.

The WSDM Plan does not contain an allocation methodology, but instead provides principles for the development of an allocation strategy should the need arise. There are three reasons for not including an allocation plan at this time. First, a majority of the participants in the RRP believe that an allocation plan will not be needed in the next ten years, and would needlessly create a divisive issue for the member agencies. Second, any allocation plan developed now would be based on Metropolitan's current rate structure which is under consideration for change. Third, the Metropolitan Board of Directors is in the process of developing Metropolitan's Strategic Plan, which might result in fundamental changes in Metropolitan's purpose, direction, and water management policy.

As well as being a resource management document for the operation of Metropolitan's growing resources, the WSDM Plan will aid in the development of the Regional Urban Water Management Plan (RUWMP), which is required by the California Water Code. Requirements of the RUWMP include an assessment of supply reliability under normal, dry, and multiple dry water year scenarios and a description of how Metropolitan will manage a significant reduction in supplies.

The WDSM Plan provides this important part of the RUWMP. The California Water Code requires that the next RUWMP be submitted by December 2000.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT**

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This letter and subsequent adoption action is not subject to the California Environmental Quality Act because: (i) the action proposed herein is exempted by Section 15261 and 15301 of the State CEQA Guidelines since it simply provides for the continued operation of existing facilities with no expansion of use beyond that previously existing; (ii) the action proposed herein involves general policy and procedure making; (iii) the drought management provisions of this action are exempted by Public Resources Code Section 21080 (b) (4) as necessary to prevent or mitigate an emergency water supply shortage; and (iv) several provisions of this action either can have no adverse effect on the environment or will involve future facilities, the construction and operation of which will be covered by the appropriate CEQA documentation.

TB:cl

**Attachment 9-3A**

Attachment 9-3A

**THE METROPOLITAN WATER DISTRICT  
OF SOUTHERN CALIFORNIA**

**WATER SURPLUS AND DROUGHT MANAGEMENT PLAN**

**DRAFT**

**JANUARY 1999**

# WATER SURPLUS AND DROUGHT MANAGEMENT PLAN

## METROPOLITAN WATER DISTRICT OF SOUTHERN CALIFORNIA

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## EXECUTIVE SUMMARY

### INTRODUCTION

This report constitutes the Water Surplus and Drought Management (WSDM) Plan for the Metropolitan Water District of Southern California (Metropolitan). This ten-year plan will be used to direct Metropolitan's resource operations to help attain the region's 100% reliability goal. The WSDM Plan recognizes the interdependence of surplus and shortage actions and is a coordinated plan that utilizes all available resources to maximize supply reliability. The overall objective of the WSDM Plan is to ensure that shortage allocation of Metropolitan's imported water supplies is not required.

The central effort in developing the WSDM Plan was a participatory process involving Metropolitan and its member agencies. Metropolitan staff and member agency representatives coordinated the Plan's development during a series of meetings of the Rate Refinement Team.

To lay a foundation for the WSDM Plan, participants in the Rate Refinement Process developed a set of proposed WSDM Principles and Implementation Goals which were subsequently adopted by the Metropolitan Board of Directors in September 1998. These Principles and Implementation Goals outline fundamental policies for guiding surplus and shortage management and establish a basis for dealing with shortages in an equitable and efficient manner.

### WSDM PRINCIPLES AND IMPLEMENTATION GOALS

#### Guiding Principle

- Metropolitan will encourage storage of water during periods of surplus and work jointly with its Member Agencies to minimize the impacts of water shortages on the region's retail consumers and economy during periods of shortage.

#### Supporting Principles

- Maintain an ongoing coordinated effort among Metropolitan and its Member Agencies to encourage efficient water use and cost-effective local resource programs and to inform the public on water supply and reliability issues.
- Encourage local and regional storage during periods of surplus and use of storage during periods of shortage.
- Manage and operate Metropolitan's regional storage and delivery system in coordination with local facilities to capture and store surplus water in local groundwater and surface reservoirs.
- Arrange for secure sources of additional water from outside the region for use during periods of shortage.
- Call upon sources of additional water from outside the region and water stored locally to meet the needs of consumers and protect the economy during periods of shortage.

## WSDM Plan Implementation Goals

- Avoid mandatory import water allocations to the extent practicable.
- Equitably allocate imported water on the basis of agencies' needs.

Considerations to create an equitable allocation of imported water may include:

- Impact on retail consumers and economy
  - Reclamation/Recycling
  - Conservation
  - Population and economic growth
  - Investment in local resources
  - Change and/or loss of local supply
  - Participation in Metropolitan's Non-firm (interruptible) programs
  - Investment in Metropolitan's facilities.
- Encourage storage of surplus supplies to mitigate shortages and improve water quality.

## SURPLUS AND SHORTAGE ACTIONS

The region's ability to implement a long-term WSDM Plan results from the significant investments Metropolitan and its member agencies have made in a variety of resources since 1991. These additional resources include increased local conservation and water recycling, improvements in the reliability of imported supplies, increased regional storage, and increased conjunctive use groundwater programs. Together these improvements allow a comprehensive approach to water management.

The growing variety of resources available to the region is transforming Metropolitan from an agency with relatively modest storage capacity to one that will have storage sufficient to manage many shortages without impacts to its member agencies or retail customers. To attain this level of reliability, all storage programs and facilities, along with conservation, recycling, and other programs, must be managed as an integrated set of regional resources. To accomplish this, the WSDM Plan establishes the linkage between surplus and shortage resource management actions.

When imported supplies exceed projected demands for imported water within Metropolitan's service area, Metropolitan can operate available storage facilities to maximize the benefits of stored water to its member agencies. A number of factors affect Metropolitan's ability to divert surplus water into storage. Some of these factors include facility outages, system capacity, water quality (including requirements for managing total dissolved solids), and varying supply and demand patterns. The WSDM Plan provides a description of storage options available to Metropolitan and a framework for storing water in these programs and facilities when surplus supplies are available.

Except in severe or extreme shortages (defined in the Introduction) or emergencies, Metropolitan's resource management will allow shortages to be mitigated without impacting retail Municipal and Industrial (M&I) customers. A list of resource management actions and their descriptions are provided below. This list emphasizes critical storage programs and facilities, and conservation programs that make up part of Metropolitan's response to shortages. The order in

which these actions are presented does not imply the exact operational management of resources that would occur during a shortage, rather it represents a general framework and guide. In fact, several actions are likely to be taken concurrently. Many factors will dictate the exact order in which these actions will be taken during shortages. One action, however, will have an assigned prioritization: the curtailment of Full Service (firm) deliveries will be last. The following summarizes the drought actions:

- Draw on storage in the Eastside Reservoir Project
- Draw on out-of-region storage in Semitropic and Arvin-Edison
- Reduce/suspend long-term seasonal and groundwater replenishment deliveries
- Draw on contractual groundwater storage programs in the region
- Draw on SWP terminal reservoir storage (per Monterey Agreement)
- Call for extraordinary drought conservation and public education
- Reduce IAWP deliveries
- Call on water transfer options contracts
- Purchase transfers on the spot market
- Implement the allocation of Metropolitan's imported supplies to its member agencies

For the ten-year period addressed by the WSDM Plan, 1999-2008, the majority of shortage contingencies will be managed by withdrawals from storage, groundwater management and options transfers. Shortages managed using these actions would not impact the quantity of water delivered to member agencies for consumptive uses. In fact, when coupled with other drought actions such as extraordinary conservation and reduction of agricultural deliveries, it is fully expected that an allocation of firm imported water supplies will not be necessary during the next ten years. Under this worse-case scenario, an approach to allocate Metropolitan's firm imported water supplies in a fair and equitable manner will be developed.

The overall policy objective of the allocation method will be to minimize the impacts to any one agency and the region as a whole. To meet that objective, the method of allocating firm imported supply will account for:

- Each agency's demands on Metropolitan,
- Each agency's local resources
- Each agency's total retail demands.

The WSDM Plan allocation method would address each of these supply and demand components and accounts for each agency's conservation and recycled water programs. A pricing structure will be coupled with the WSDM allocation method to accomplish two goals:

- Encourage conservation and water recycling
- Ensure that the regional impact of the shortage is as small as possible

To provide as much water as possible without changing wholesale prices, the allocation of all available supplies will be made at the prevailing rates for firm deliveries. In order to encourage conservation to the level of allocation, the rate for agency usage from 100-102% of its allocation will be the Full Service rate plus \$175. Usage above 102% of allocated supply will be charged at three times the Full Service rate. Any substantial change in Metropolitan's water rate structure may require these rates to be revised.

During severe or extreme shortage conditions, public affairs will play a critical role in shaping consumer response. Public information campaigns will send clear signals if extraordinary drought conservation is required. An effective public information campaign requires a joint effort among Metropolitan and its member agencies. Under this Plan, the administration of the Public Information and Government Affairs program will be the responsibility of a Drought Program Officer (DPO). The DPO will be responsible for integrating the various activities in these areas, coordinating efforts with Metropolitan's Board of Directors and member agencies, and designing the region-wide messages for the general public and various target audiences. Important constituencies are residential users, industrial and institutional users, business interests, agricultural users, elected officials, officials of various agencies such as the Department of Water Resources, and the media.

## **INTEGRATED RESOURCES MANAGEMENT**

Throughout the Integrated Resources Planning process and the development of the WSDM Plan, extensive analysis of resource management strategies focused on maximizing supply reliability while minimizing overall resource costs. Various management strategies were analyzed under shortage scenarios based on historical hydrologic data. The WSDM Plan presents a resource management framework to guide Metropolitan's integrated approach to supply management.

The resource management framework does not dictate a scripted response to shortage or surplus. The framework recognizes the complexity and variety of conditions that require action. Supporting this framework are general rules that describe the actions to be taken in each stage of surplus or shortage. These rules depend on shortage stage, account for monthly delivery requirements, and depend on when various supplies would be available.

One of the fundamental trade-offs in dealing with supply shortages is the need to maintain flexibility while providing supply certainty to member agencies and consumers. A central focus of the WSDM Plan is the analysis of information about supplies and demands. When do various pieces of information about the supply/demand balance become more certain? When should this information impact policy-making and trigger various resource actions? The WSDM Plan addresses these questions and the actual implementation of the Plan during a shortage.

Appendix A of this report provides a ten-year simulation of projected demands and supplies showing an example of how the region can maintain 100% reliability.

## INTRODUCTION

The Metropolitan Water District of Southern California (Metropolitan) provides water to a service area covering approximately 5,200 square miles. Over 16.5 million people live within the service area, which supports a \$500 billion economy. Metropolitan provides supplemental supplies to twenty-seven member agencies, both retail and wholesale agencies, who in turn provide water to over three hundred cities and local agencies providing supplies at the retail level. In recent years Metropolitan supplemental deliveries have accounted for about one-half to two-thirds of the region's total water demands. With supplies from its Colorado River Aqueduct (CRA) and the State Water Project (SWP), Metropolitan delivers water for municipal and industrial (M&I) uses, agricultural uses, and augmentation of local storage.

As part of the implementation of the regional Integrated Resources Plan (IRP), Metropolitan and its member agencies have developed the Water Surplus and Drought Management (WSDM) Plan for Southern California. This ten-year plan will direct Metropolitan's resource operations to help attain the region's 100% reliability goal. Over this ten-year period, the WSDM Plan will be updated to account for changes impacting supplies from the Colorado River and California's Bay-Delta. In the past, Metropolitan has developed drought management plans that simply addressed shortage actions and primarily focused on issues of short-term conservation and allocation of imported water. The WSDM Plan recognizes the interdependence of surplus and shortage actions and is a coordinated plan that utilizes all available resources to maximize supply reliability. The overall goal of the WSDM Plan is to ensure that shortage allocation of Metropolitan's imported water supplies is not required.

Because it addresses both surplus and shortage contingencies, the WSDM Plans draws clear distinctions among the terms "surplus", "shortage", "severe shortage", and "extreme shortage".

***Surplus:*** *Supplies are sufficient to allow Metropolitan to meet Full Service demands, make deliveries to all interruptible programs (replenishment, long-term seasonal storage, and agricultural deliveries), and deliver water to regional and local facilities for storage.*

***Shortage:*** *Supplies are sufficient to allow Metropolitan to meet Full Service demands and make partial or full deliveries to interruptible programs, sometimes using stored water and voluntary water transfers.*

***Severe Shortage:*** *Supplies are insufficient and Metropolitan is required to make withdrawals from storage, call on its water transfers, and possibly call for extraordinary drought conservation and reduce deliveries under the IAWP.*

***Extreme Shortage:*** *Supplies are insufficient and Metropolitan is required to allocate available imported supplies.*

## WSDM PRINCIPLES AND IMPLEMENTATION GOALS

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- Participation in Metropolitan’s Non-firm (interruptible) programs
  - Investment in Metropolitan’s facilities.
- Encourage storage of surplus supplies to mitigate shortages and improve water quality.

## SERVICE AREA RESOURCES AND DEMANDS

### REGIONAL SUPPLIES

Southern California receives its water supplies from a variety of different sources, both local to the region and imported from outside the region. These sources are summarized below.

#### Local Supplies

Local supplies include groundwater pumping of local aquifers, surface reservoir production, recycled water, and supplies imported through wheeling arrangements or through the Los Angeles Aqueduct, which is owned and operated by the City of Los Angeles. Local supplies have, in the past, provided as much as 2.1 million acre-feet (maf) of water to meet the region's water demands. By far the largest component of local supplies is groundwater pumping, providing over 75% of historical local supplies.

#### Colorado River Supplies

The distribution and management of Colorado River water is governed by a complex body of laws, court decrees, compacts, agreements, regulations, and an international treaty collectively known as the "Law of the River." Metropolitan's entitlement is established by the fourth and fifth priorities of California's Seven Party Agreement, included in Metropolitan's 1931 and 1946 contracts with the Secretary of the Interior. These priorities provide 550,000 acre-feet (af) per year and 662,000 af per year, respectively. In addition, Metropolitan holds a surplus water contract for delivery of 180,000 af. The physical capacity of the CRA is slightly in excess of 1.3 maf per year, based on a pumping capacity of 1,800 cubic feet per second (cfs). Metropolitan's long-held objective is to maximize the availability of Colorado River water, up to the maximum capacity of the CRA, subject to environmental, contractual, legal, political, financial, and institutional constraints. A California 4.4 Plan is being developed among California parties that will help ensure that full CRA deliveries are maintained, while addressing the concerns of the other Colorado River basin states that rely on the river. The California 4.4 Plan includes core transfers (such as the IID/MWD conservation agreement and the proposed IID/SDCWA transfer), system conservation (such as the lining of the All American Canal), offstream storage (such as the Arizona groundwater storage program), dry year option transfers (such as PVID land fallowing), and river re-operations.

#### State Water Project

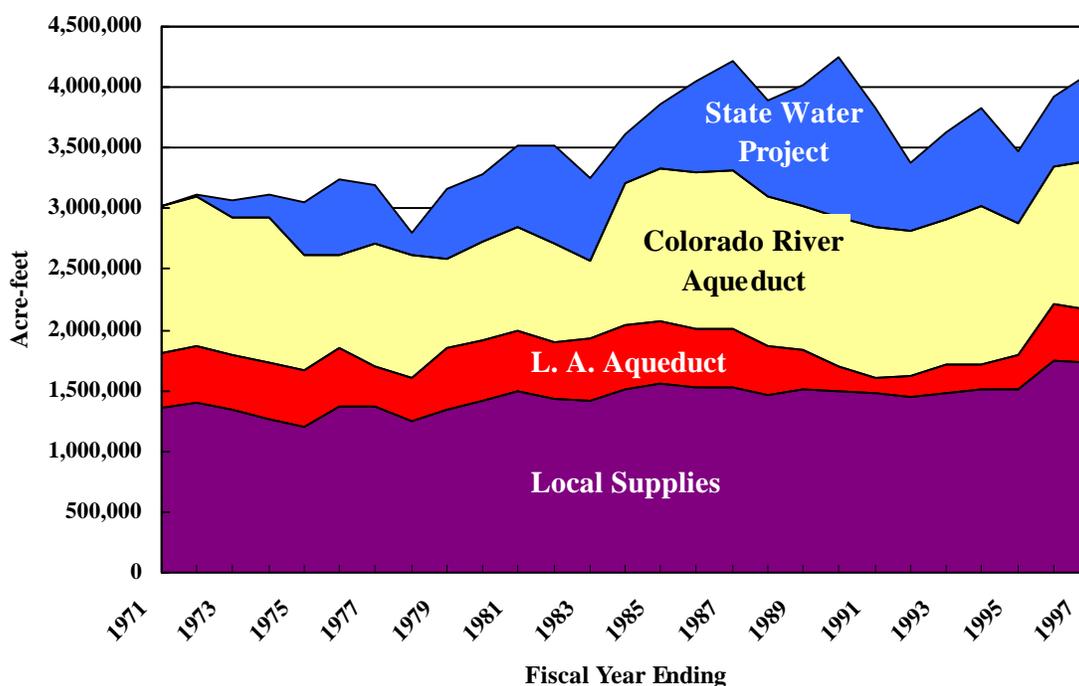
Metropolitan is one of 29 water agencies that have contracted with the State of California, through the Department of Water Resources (DWR), for water deliveries from the SWP system. Metropolitan's contracted entitlement is for 2.01 maf per year, or about 48 percent of the total contracted entitlement of 4.2 maf per year. SWP deliveries to Metropolitan are made via the SWP's California Aqueduct.

Initial SWP facilities, completed in the early 1970's, have produced average supply yields adequate to meet just over half of the total contracted entitlement. While it was intended that additional SWP facilities would be constructed as SWP contractor demands increased up to their contracted entitlements, few facilities have been constructed since that time.

The SWP obtains its supplies primarily from the Sacramento River Basin. About half of the total supply diverted from the Delta for the SWP is regulated flow from the Feather River (a tributary to the Sacramento River), while the other half is unregulated flow from runoff downstream of Sacramento River reservoirs and from other rivers that flow into the Delta. The Sacramento River watershed is subject to wide annual variations in total runoff. The Sacramento River Index (SRI), which measures runoff in the watershed, has averaged about 18 maf per year over the last 90 years. However, runoff varies widely from year to year. For example, the SRI measured 7.8 maf in 1994 and 32.5 maf in 1995.

Figure 1 shows the historical total regional supply production by type. As shown in Figure 1, water supplies were as high as 4.25 maf in 1990 and within two years dropped to 3.4 maf, a 20% decrease.

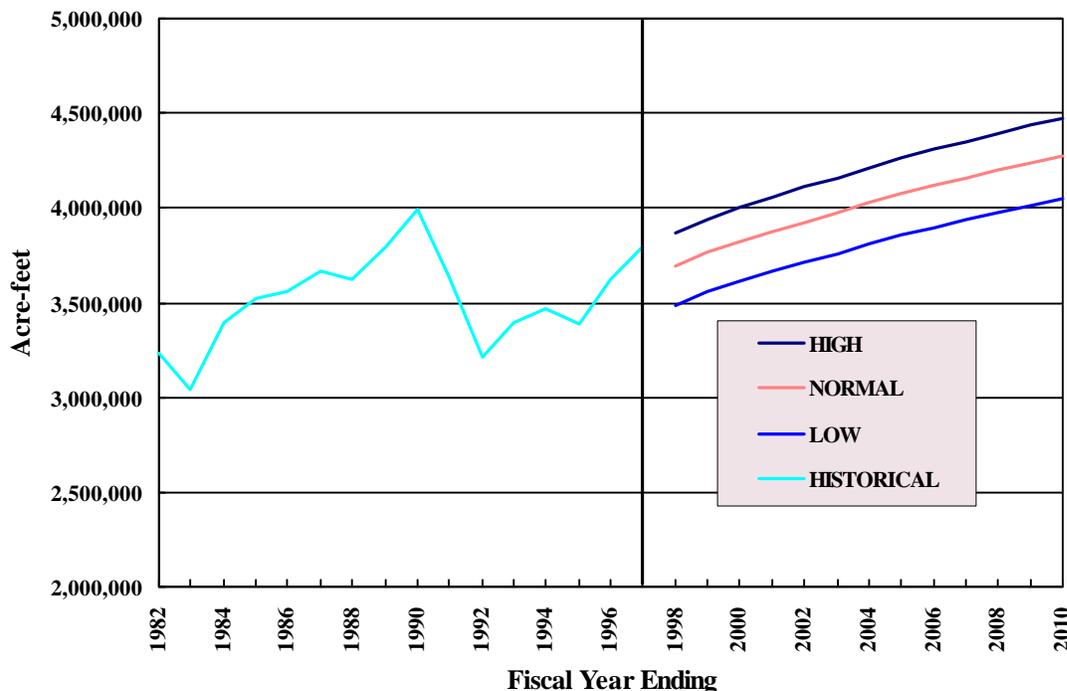
**Figure 1. Historical Supply Production by Type of Supply**



**RETAIL DEMANDS**

From 1982 through 1995, the region experienced retail water demands averaging 3.5 maf. In dry years retail demands are approximately 5 to 7% greater than normal years, while demands in wet years are about 6 to 8% below normal demands. Under normal weather conditions and assuming full implementation of conservation best management practices, total regional retail demands are projected to increase from about 3.7 maf in 1997 to almost 4.3 maf in 2010. Without conservation, demands in 2010 would be about 10 to 12% greater than projected. Increases in retail demand are driven by demographics and economics, including changes in population, housing, employment, and income. Figure 2 shows historical and projected retail demands in Metropolitan’s service area.

Figure 2. Regional Retail Water Demands



The historical variability in demands from 1982 to 1997 is mainly due to weather and the economy. During 1983, extreme wet weather caused a significant drop in retail demands. During the period between 1985 and 1990, hot and dry weather coupled with a strong economy resulted in increases in demand from 3.5 maf to 4.0 maf, a 14% increase. In 1991, the 5<sup>th</sup> year of a prolonged drought, conditions forced many communities to implement mandatory supply reductions.. These mandatory reductions coupled with extraordinary drought conservation caused a 10 to 15% decrease in retail demands for the region. In addition, the period between 1992 and 1995 was very wet (with the exception of 1994, which was dry), and was a period of severe economic recession. Southern California alone lost some 700,000 jobs from 1990 through 1995. The combination of wet weather, economic recession, and conservation resulted in demands decreasing by over 17%.

### DEMANDS ON METROPOLITAN

For many member agencies, Metropolitan’s water deliveries represent a supplemental supply. Most member agencies have local water supplies, but agencies differ in how much their supplies alone can meet their respective retail demands. Local supplies are often base-loaded (maximized subject to various constraints) and purchases from Metropolitan are used to meet remaining demands. In addition to meeting consumptive demands, Metropolitan’s deliveries are used to replenish local groundwater and surface reservoirs. To project demands on Metropolitan projections of member agency retail water demands and local water supplies are made. Local supplies are then subtracted from retail demands to get consumptive demands on Metropolitan. A projection of Metropolitan’s long-term seasonal and replenishment deliveries are made based on groundwater safe yield and weather/hydrology.

Metropolitan forecasts its demands for three different broad categories: Full Service, Seasonal (reservoir storage and groundwater replenishment delivered for shift or long-term storage

purposes and sold at a discount), and Agricultural (deliveries of water sold at a discount for agricultural use). Overall, demands on Metropolitan can vary  $\pm$  11 to 18% from normal conditions due to weather and hydrology.

The following four figures show historical and projected demands on Metropolitan by category. Figure 3 shows Basic water demands, Figure 4 shows Seasonal water demands, Figure 5 shows Agricultural water demands, and Figure 6 shows total demands on Metropolitan.

Figure 3. MWD Basic Water Deliveries

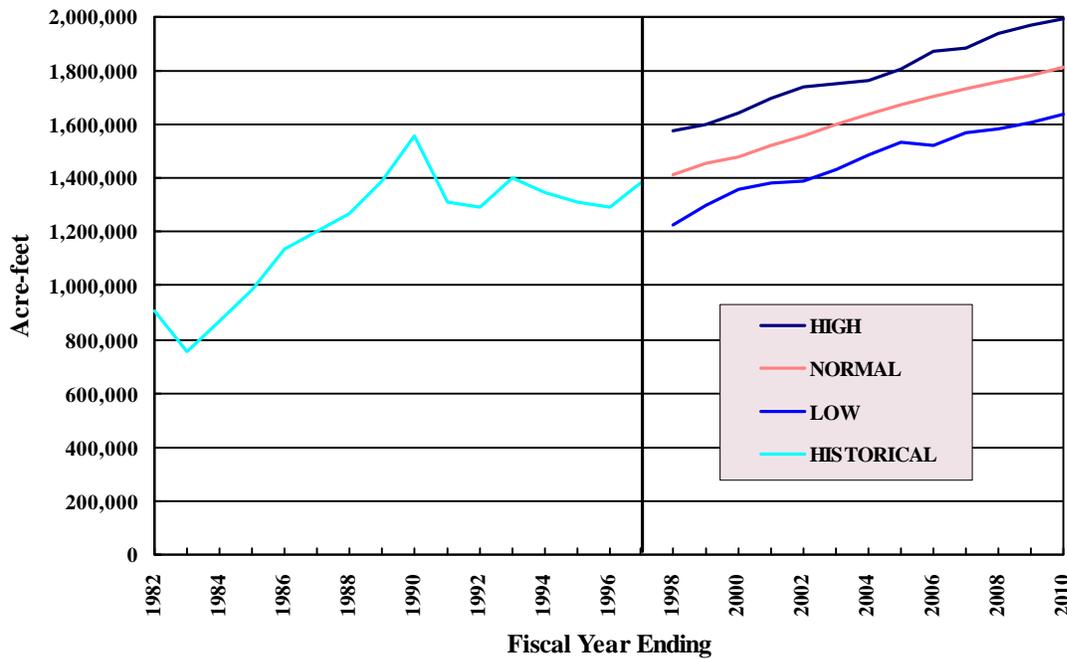


Figure 4. MWD Seasonal Water Deliveries

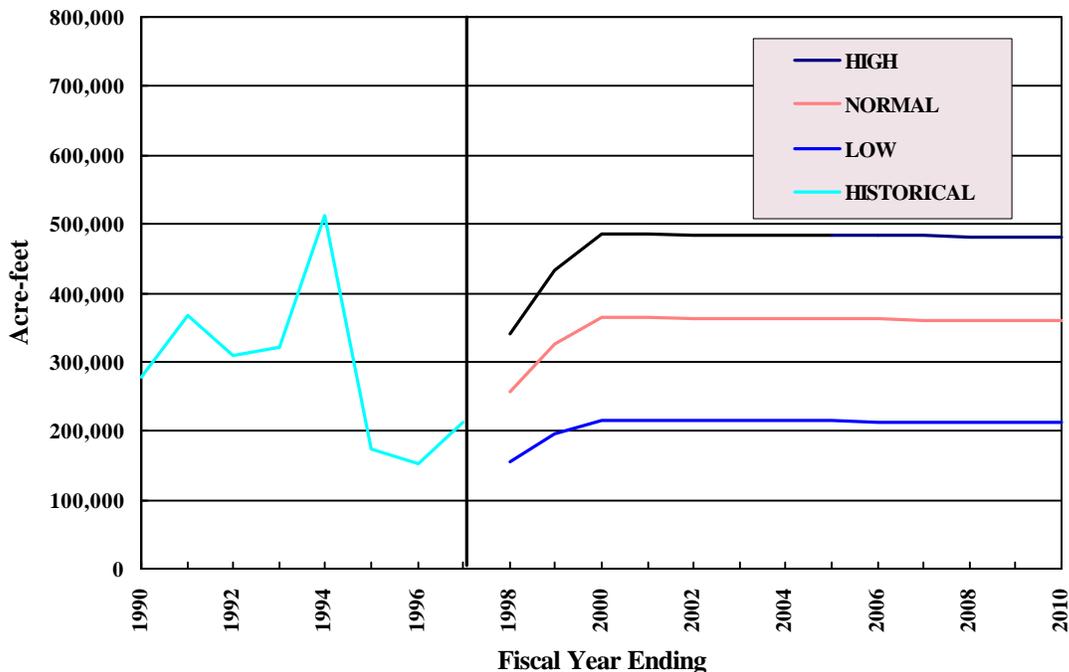


Figure 5. MWD Interim Agricultural Water Program (IAWP) Deliveries

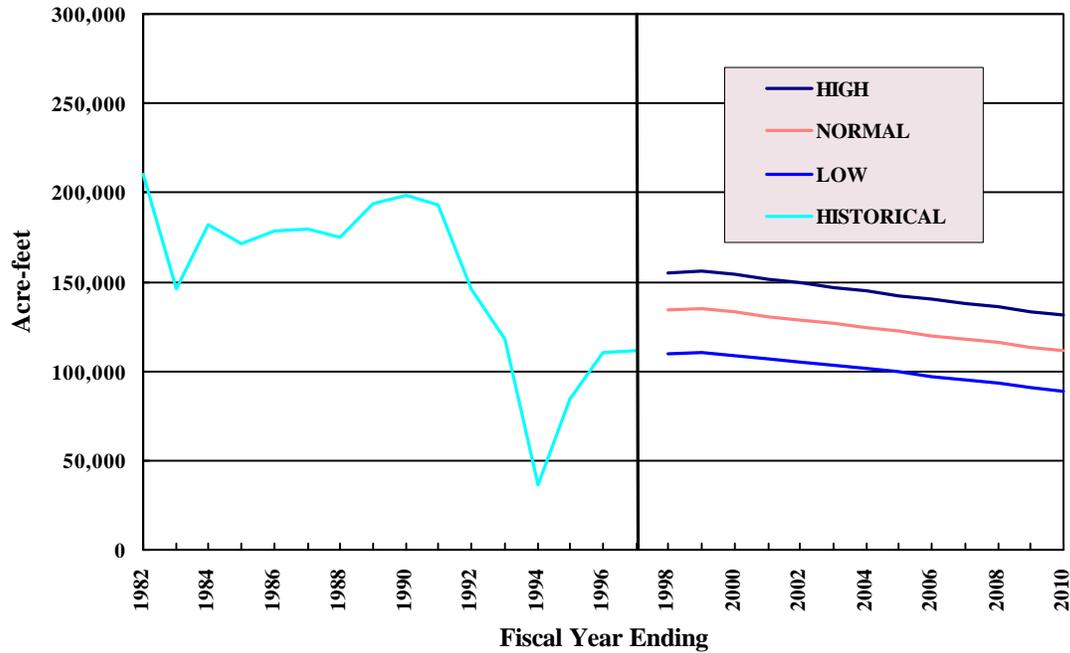
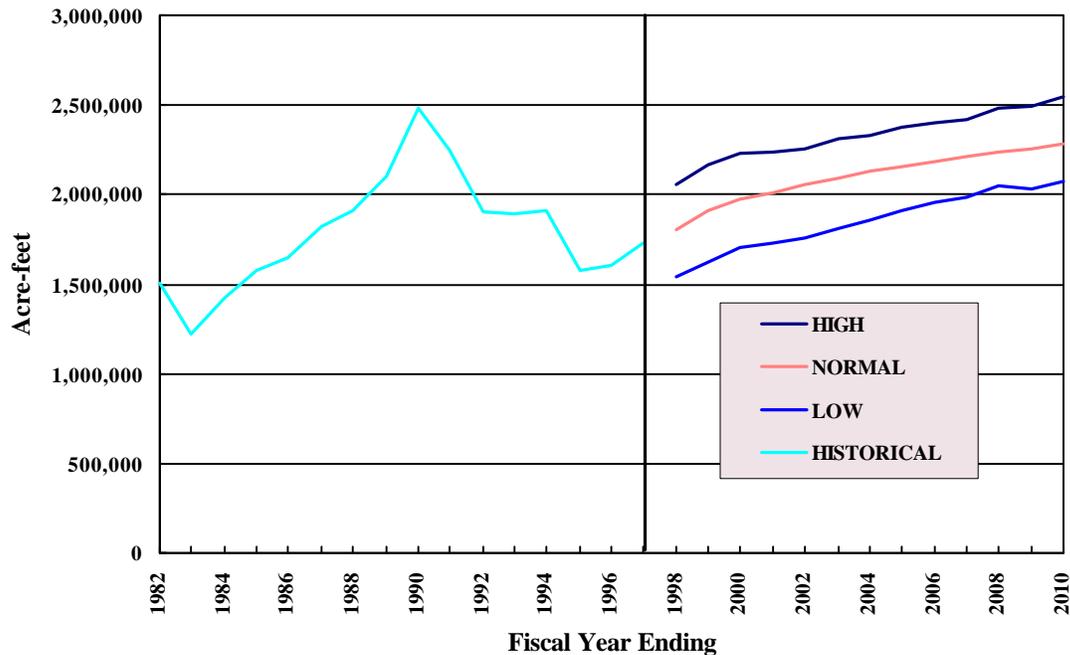


Figure 6. MWD Total Water Deliveries



## INTEGRATED RESOURCES PLANNING

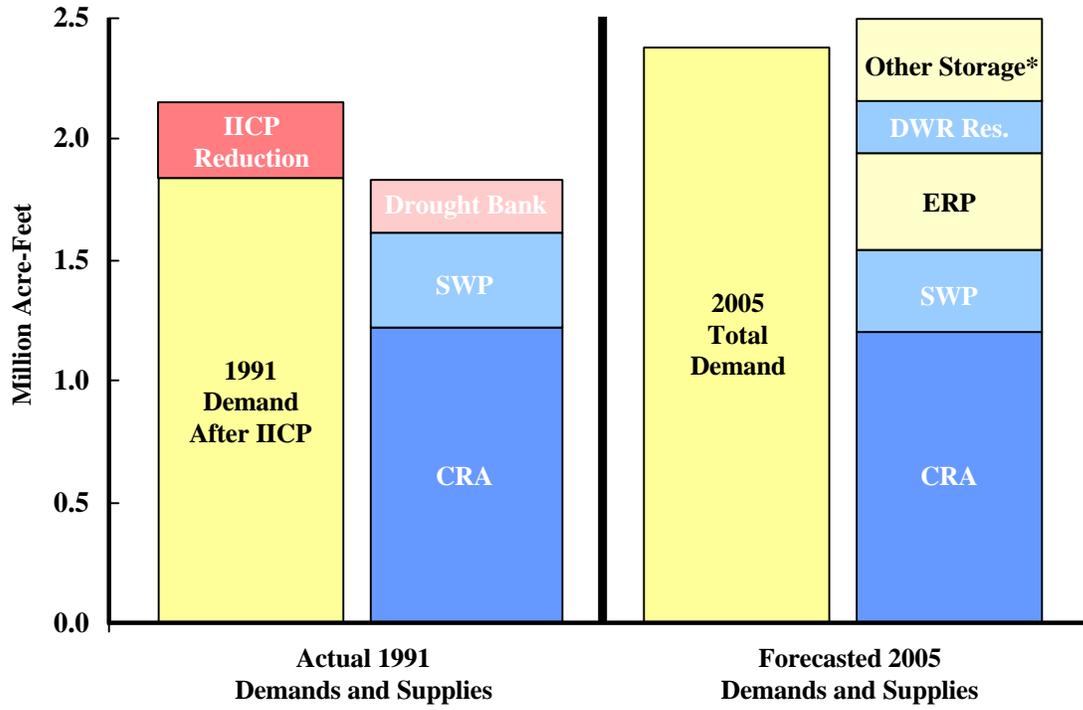
To ensure supply reliability under various drought conditions, Metropolitan and its member agencies developed an Integrated Resources Plan (IRP). The IRP, adopted by Metropolitan’s Board of Directors in January 1996 and periodically updated, guides Metropolitan’s resource and capital improvements investments. The region’s ability to develop a long-term WSDM Plan

results from the significant investments Metropolitan and its member agencies have made in resources since 1991. To date, these investments include:

- **Local supplies:** Metropolitan co-funded over 23 local projects and 200 conservation programs that will yield a total of 160,000 af per year.
- **Colorado River Aqueduct:** Metropolitan developed transfers and storage programs to help ensure a full aqueduct. The landmark Metropolitan/Imperial Irrigation District Conservation Program (IID), will result in a savings of 107,000 af per year. Storage in programs in Arizona and California, combined with the IID savings, yield a total of 280,000 af of annual core, dry year options, and storage supply.
- **State Water Project:** Metropolitan and other parties negotiated the Bay-Delta Accord and the Monterey Amendment. The Bay-Delta Accord and subsequent efforts will increase the reliability of Metropolitan's entitlement deliveries. The Monterey Amendment provides access to 220,000 af of SWP storage.
- **In-Basin Storage:** Metropolitan is constructing the Eastside Reservoir Project, with 800,000 af of storage (400,000 af of which is emergency storage for use in case of facility failure as a result of earthquake or other event).
- **Groundwater Conjunctive Use Storage:** Metropolitan developed a conjunctive use storage program in the North Las Posas Basin in Ventura County with an anticipated capacity of 210,000 af and a dry-year withdrawal rate of up to 70,000 af.
- **Transfers and Storage:** Metropolitan developed the Semitropic Storage Program, with 350,000 af of storage and dry-year withdrawals averaging about 60,000 af. Metropolitan also approved the Arvin-Edison Storage and Transfer Program, with 250,000 af of storage and dry-year withdrawals averaging about 70,000 af. Metropolitan is also exploring storage and transfer programs with the Coachella Valley Water District and the Cadiz Land Company.

As a result of these investments, it is anticipated that Metropolitan and its member agencies will be 100% reliable over the next 10 years even under a repeat of the 1991 drought condition. Figure 7 compares actual Metropolitan demands and supplies during 1991 (the last year in a multiyear severe drought) and projected demands and supplies in year 2005 (assuming a repeat of 1991 conditions). In 1991, the region faced shortages that required Metropolitan to allocate water under the Incremental Interruption and Conservation Plan (IICP). The reduction in deliveries came after demands had already been reduced as a result of local conservation. In addition, water had to be purchased from the Governor's drought emergency water bank. By the year 2005 with the investments made to date, Metropolitan's additional water supplies will be more than adequate to meet demands under a repeat of the 1991 drought event—even with increased demands due to growth.

Figure 7. Historical and Projected Metropolitan Supplies and Demands Under Drought Conditions



\* Groundwater management, Semitropic Storage Program, and Arvin-Edison Storage Program

## **SURPLUS AND SHORTAGE RESOURCE ACTIONS**

Metropolitan's investments in water resources, facilities, and programs has transformed it from an agency with relatively modest storage capacity to one that will have storage sufficient to manage many shortages without negative impacts to its member agencies or retail customers. To attain this level of reliability, storage programs and facilities, along with conservation, recycling, and other programs, must be managed as an integrated set of regional resources. To accomplish this, the WSDM Plan recognizes the linkage between surplus and shortage resource management actions.

### **SURPLUS ACTIONS**

The combination of Metropolitan's regional storage facilities, such as Lake Mathews, Lake Skinner, the future Eastside Reservoir Project, and the storage capacity available to Metropolitan in Castaic Lake and Lake Perris as a result of the Monterey Amendment, allows Metropolitan great flexibility in managing its water resources. The development of storage programs both outside and within the service area provides even greater flexibility in storing surplus water. Each of the storage facilities and programs plays an important role in achieving Metropolitan's reliability goal.

When imported supplies exceed projected demands for imported water within Metropolitan's service area, Metropolitan can operate storage facilities to maximize stored water to benefit its member agencies. A number of factors affect Metropolitan's ability to divert surplus water into storage. Some of these factors include facility outages, system capacity, water quality (including requirements for managing total dissolved solids), and varying supply and demand patterns. This section provides a description of storage options available to Metropolitan and a framework for storing water in these programs and facilities when surplus supplies are available.

#### **Storage of Colorado River Supplies**

Metropolitan has participated in a number of programs to maximize the reliability of supplies from the Colorado River. The landmark Metropolitan/Imperial Irrigation District Conservation Program will result in a savings of 107,000 af per year. These supplies will increase the reliability of Metropolitan's entitlement of Colorado River water. Other programs yield shortage benefits by increasing amounts of water stored for use during shortages. Between August 1992 and July 1994, Metropolitan and the Palo Verde Irrigation District conducted a Test Land Fallowing Program. Approximately 20,000 acres of farmland in the Palo Verde Valley were not irrigated, saving 186,000 af of water which was stored in Lake Mead for later use by Metropolitan. With Arizona and Nevada water agencies, Metropolitan is participating in a Central Arizona Groundwater Storage Demonstration Program that has encouraged the storage of water. To date, 139,000 af of supplies have been stored in groundwater basins in Central Arizona. The Desert Coachella program is an exchange and storage program with agencies situated along the Colorado River Aqueduct. Metropolitan releases Colorado River water for storage in the Coachella Groundwater Basin. Metropolitan then exchanges these supplies for the participating agencies' SWP supplies. These programs serve as models for future programs that could increase the reliability of Colorado River supplies. Metropolitan continues to explore other possible options that would increase the reliability of supplies. The California 4.4 Plan is being developed among California parties to increase storage programs for Colorado River supplies. In addition to

core transfers and conservation programs, the California 4.4 Plan includes offstream storage (such as the Arizona groundwater storage program), dry year option transfers (such as PVID land following), and river re-operations. These programs, in conjunction with favorable supply determinations by the Secretary of Interior, will ensure the highest possible reliability of Colorado River supplies.

In addition to the programs mentioned above, the Colorado River system itself contributes to the high reliability of Metropolitan's Colorado River supplies. Currently, the average Colorado River runoff exceeds basin-wide demands by over 1.0 maf per year. The Colorado River system also contains a great deal of reservoir storage capacity. The total storage capacity in the Colorado River Basin is approximately 60 maf, almost four times the Colorado River's average annual flow. For much of 1997, system storage levels were at 80% or more of total capacity. These factors allow the Bureau of Reclamation, operators of the Colorado River system, to store significant supplies for use during shortages.

### **Storage of State Water Project Supplies**

Total storage capacity is a critical factor in comparing the operations of the Colorado River system with the SWP. On average, both systems have similar amounts of water available on an annual basis. The SWP's watersheds in the Sacramento River Basin have produced about 18 maf per year over the long term, as represented by the SRI. Long-term runoff on the Colorado River has averaged over 16 maf since 1906. However, the ability to carry over unused water from a wet year for use in a dry year differs substantially between the two systems. State Water Project storage facilities have storage capacity of about 4.5 maf, while system storage in the Colorado River Basin totals nearly 60 maf. This gives the operators of the Colorado River reservoirs much more flexibility in storing unused water from a wet year for use in a subsequent dry year.

When water from the SWP cannot be put to immediate use in Metropolitan's service area, the water may be stored for future use. Provided storage capacity is available, the water may remain in either Oroville Reservoir (as SWP storage for delivery to all contractors the following year) or San Luis Reservoir (as carryover storage assigned to Metropolitan). Through the carryover storage program, as amended by the Monterey Amendment, Metropolitan can place a maximum of 200,000 af per year of allocated supplies in SWP surface reservoirs. The program also allows for carryover storage in non-project facilities, including surface reservoirs and groundwater basins. In the case of carryover storage in San Luis Reservoir, SWP supplies allocated to but unused by a contractor may, under certain conditions, be assigned as carryover if storage capacity is available at the end of the calendar year. However, carryover water stored for a contractor has lower priority than storage of SWP water and consequently "spills" first as San Luis Reservoir fills. Also, in a wet year such as 1995, low demands may allow DWR to operate San Luis Reservoir nearly full, eliminating any possibility of contractor carryover storage into the following year. As a result, carryover storage on the SWP may not be possible, and even when possible, is subject to spilling.

Due to these carryover storage limitations, Metropolitan has invested a great deal to expand its ability to store surplus SWP supplies. Metropolitan has entered into a number of water transfer and storage agreements. The Semitropic Water Banking and Exchange program allows Metropolitan to store up to 350,000 af in the groundwater basin underlying the Semitropic Water Storage District. The storage and withdrawal capacities of the program are shared with other participants in the storage program, with Metropolitan's share equaling 35%. Dry-year withdrawals will average about 60,000 af.

Metropolitan and the Arvin-Edison Water Storage District have developed a program that allows Metropolitan to store water in the groundwater basin in the Arvin-Edison service area. The program would allow the storage and withdrawal of 250,000 af of supplies over the next 25-30 years. Dry-year withdrawals will average about 70,000 af.

### **Storage in Regional Facilities**

In addition to the storage of Colorado River and SWP supplies outside the region, Metropolitan has established a number of programs for storing supplies within the region. Metropolitan owns and operates two main surface reservoirs, Lake Mathews and Lake Skinner, which have a combined storage of about 226,000 af. Only a small portion of this capacity is available for shortages, with the balance being used to regulate flows in Metropolitan's delivery system. The Eastside Reservoir Project, currently under construction, will have a total capacity of 800,000 af, with approximately 400,000 af of operational drought and seasonal storage and 400,000 af of emergency storage. Through the Monterey Amendment, Metropolitan obtained the right to use up to 220,000 af of water stored in SWP terminal reservoirs. However, withdrawals from this terminal reservoir storage must be replaced within five years.

Metropolitan and its member agencies have established the cyclic storage program to increase storage in groundwater basins within the service area. Regional groundwater basins offer an economical way for Metropolitan to improve supply reliability by storing the water within the service area. This makes water readily accessible in times of need, either in emergency situations or during shortages. Some limitations are imposed by the fact that such water can generally only be used through pumping from the groundwater basin by an overlying member agency or local agency. Storage in groundwater basins takes place either by direct replenishment (spreading or injection), or through in-lieu means. Spreading (or injection) is desirable because direct measurement of the amount of stored water is a relatively simple, verifiable transaction. The main disadvantage to direct spreading is that spreading can occur only under certain conditions. For example, spreading cannot occur when spreading facilities are being used to capture local storm runoff for flood control purposes, or when the amount of local runoff precludes the need for imported water to replenish the basins. Also, spreading basins require frequent maintenance to assure maximum efficiency. These and other conditions can limit the ability to deliver water for spreading at a time when surplus supplies are available.

In-lieu replenishment allows most member agencies to participate in groundwater replenishment without needing direct access to replenishment facilities. Their wells, in effect, become their replenishment facilities. Both direct and in-lieu replenishment from 1986 through 1990 served the region well during the critical drought years from 1991 through 1993.

The overall objective of the various storage programs is to maximize the availability of imported water during times of need by storing surplus water in a strategic manner and utilizing the storage available within the region. Many factors affect the availability of storage capacity and Metropolitan's ability to move water to and from various facilities. After reviewing the full range of shortage actions available to Metropolitan, a framework for prioritizing the full range of surplus and shortage actions will be presented.

In addition to pricing incentives used to encourage local agencies to store water in groundwater basins, Metropolitan has developed a conjunctive use contractual storage program with the Calleguas MWD in the North Las Posas Basin. Metropolitan will fund the construction of wells

which will be called upon to meet demands during dry years. This program will yield a dry year supply of about 70,000 af.

## SHORTAGE ACTIONS

Except in severe or extreme shortages or emergencies, Metropolitan's management of available resources will allow shortages to be mitigated without negatively impacting retail M&I demands. Below is a list of drought actions that will be taken during periods of shortage. The goal of these actions is to avoid, to the extent practicable, the allocation of Metropolitan's firm supplies. The order in which these actions are presented does not imply the exact operational management of resources that would occur. In fact, several actions are likely to be taken concurrently. Many factors dictate the particular order in which actions will be taken during an actual shortage, although it is clear that the last action will be the curtailment of firm deliveries to the member agencies.

- Draw on storage in the Eastside Reservoir Project
- Draw on out-of-region storage in Semitropic and Arvin-Edison
- Reduce/suspend long-term seasonal and groundwater replenishment deliveries
- Draw on contractual groundwater storage programs in the region
- Draw on SWP terminal reservoir storage (per Monterey Agreement)
- Call for extraordinary drought conservation and public education
- Reduce IAWP deliveries
- Call on water transfer options contracts
- Purchase transfers on the spot market
- Implement an allocation of Metropolitan's imported supplies to its member agencies

Even with dedicated programs to meet the reliability goal for the region, proper management and operations of these resources is critical to ensure reliability. The prioritization of both surplus and shortage actions need to account for several important criteria. It is also important to recognize that these criteria will need to be balanced. The criteria include:

**Location:** Out-of-region storage is more vulnerable than in-basin-storage due to the risks of seismic events. To only maximize out-of-region storage will put reliability at risk.

**Take capacity:** Surface reservoirs generally have the ability to be filled and drawn down very quickly. Certain groundwater storage programs have limited take capacities—requiring several years at full take capacity to withdraw all available storage. Stored water will be balanced so that dry year supplies are maximized.

**Cost:** Programs vary with respect to their marginal operating costs. Program actions will be taken to maximize supply reliability while minimizing cost.

**Flexibility:** Not all storage programs and transfers offer the same flexibility to Metropolitan. Some programs can only meet specific overlying demands, while others can meet demands anywhere in the system.

## DESCRIPTIONS OF RESOURCE ACTIONS

**Draw on storage in the Eastside Reservoir Project:** Withdrawals from the Eastside Reservoir Project would provide a flexible supply for meeting a shortage. Eastside Reservoir Project supplies can be drawn upon quickly. The amount of water drawn from the Eastside Reservoir Project before exercising other shortage actions will depend on the severity of the shortage and the overall condition of other resources available to Metropolitan.

**Draw on out-of-region storage in Semitropic and Arvin-Edison programs:** Out-of-region programs such as Semitropic and Arvin-Edison provide cost-effective shortage supplies. These supplies also provide flexibility, as they can be distributed as effectively as any SWP supplies coming into Metropolitan's service area. Exercising these programs relatively early in the order of actions reduces the risk of leaving supplies out-of-region. Based upon the ratio of storage capacity to take capacity, these programs will generally provide supplies over several years. This provides the rationale for calling on these programs relatively early in a shortage.

**Reduce Long-Term Seasonal and Replenishment Deliveries, and call on cyclic storage accounts:** Certain interruptible supply programs provide benefits during shortage. Reducing deliveries to interruptible programs established for storage purposes, while continuing expected levels of groundwater production, allows limited supplies to go toward meeting direct consumptive uses. In addition, calling on cyclic storage accounts can extend the replenishment needs for several years. Most replenishment supplies would be expected to be interruptible for a minimum of two years before agencies would be allowed to claim a local supply adjustment on such supplies. Some programs have longer interruption requirements. For example, most Groundwater Recovery Programs are governed by contracts that require supply production through a three-year interruption in service.

**Draw on contractual groundwater storage programs:** In-region contractual groundwater programs provide cost-effective supplies that would be drawn upon during shortages. These programs are also limited by their take capacities and generally have several years of withdrawals in storage. For this reason, these programs might be called upon before withdrawing heavily from surface reservoir storage.

**Draw on SWP terminal reservoir storage:** The storage available in the SWP terminal reservoirs provides a flexible and cost-effective shortage supply. Supplies withdrawn from this program must be replaced within five years of withdrawal. For this reason, the storage in these reservoirs would be reserved for more serious shortage conditions and would be utilized after the programs and facilities listed above were used to meet the shortage.

**Call for extraordinary drought conservation:** Voluntary conservation programs have historically been effective in reducing water demand during drought. However, voluntary conservation programs are not without impact to the retail customer and can be perceived as being a failing of water agencies to properly plan for shortages. Therefore, the call for extraordinary drought conservation will only be taken with the consent of Metropolitan's Board of Directors.

**Reduce agricultural deliveries:** The Interim Agricultural Water Program (IAWP) offers interruptible water to southern California's agricultural industry at discounted rates. These supplies will be interrupted as part of Metropolitan's shortage actions. Metropolitan will work

with IAWP participants to provide as much advance warning of interruption as possible. The IAWP reflects current policies toward agricultural water users. The policies underlying this program are due to be reviewed during the ten-year period of the WSDM Plan. The WSDM Plan will be changed accordingly.

**Call on water transfer option contracts:** Transfer options programs provide cost-effective supplies when the region is faced with reducing deliveries to meet consumptive demands. These programs might also be used to increase storage levels in Metropolitan storage facilities. Replenishment of these facilities reduces the risk of leaving available supplies outside the region and helps to protect the region during extended shortages.

**Purchase transfers on the spot market:** During the 1987-92 drought, the Drought Water Bank proved to be one mechanism for California to reduce the overall impacts of the shortage. However, the cost of spot market supplies may cause Metropolitan to use them as a last increment of supply before the region implements reductions in M&I deliveries. It is likewise possible that availability and cost will make spot market options more favorable under certain conditions. If this occurs then spot market supplies will be sought prior to calls on option transfers. However, participation in the spot market may be restricted to those agencies that have already taken significant actions to respond to the shortage.

**Implement allocation plan:** As the final stage in responding to shortages, Metropolitan will implement an allocation plan to deliver reduced supplies to its member agencies. The issues of allocation and the methods of allocation are outlined in the following section.

## **ALLOCATION OF SUPPLY FOR M&I DEMANDS**

The equitable allocation of supplies is addressed by the Implementation Goals established for the WSDM Plan, with the first goal being to “avoid mandatory import water allocations to the extent practicable.” The second fundamental goal is to “equitably allocate imported water on the basis of agencies’ needs.” Factors for consideration in establishing the equitable allocation include retail and economic impacts, recycled water production, conservation levels, growth, local supply production, and participation and investment in Metropolitan’s system and programs. In the event of an extreme shortage an allocation plan will be adopted in accordance with the principles of the WSDM Plan.

## INTEGRATED RESOURCE MANAGEMENT STRATEGY

Throughout the Integrated Resources Planning process and the development of the WSDM Plan, extensive analysis of resource management strategies focused on maximizing supply reliability while minimizing overall resource costs. Various management strategies were analyzed under shortage scenarios based on historical hydrologic data. Certain strategies yield high reliability but incur very high costs. This is the case for strategies that utilize relatively costly transfer programs early in a shortage while maintaining high storage levels. If a shortage is short, this results in high transfer costs and shortage storage programs that are not fully utilized. Other strategies draw more heavily on storage early in a shortage and do not use options transfer programs. Later in a shortage, the yields from these transfer programs, combined with low yields from depleted storage facilities, might not make up for continuing or deepening shortages. Overall, such approaches may be inexpensive to pursue at the wholesale level but have high costs associated with retail level impacts. The resource management framework presented results from extensive analysis of various strategies for managing available resources under a variety of surplus and shortage conditions. Although the extent to which various actions are exercised may still vary depending on specific shortage conditions, the ordering presented does reflect Metropolitan's anticipated order of actions during shortages.

### RESOURCE MANAGEMENT FRAMEWORK

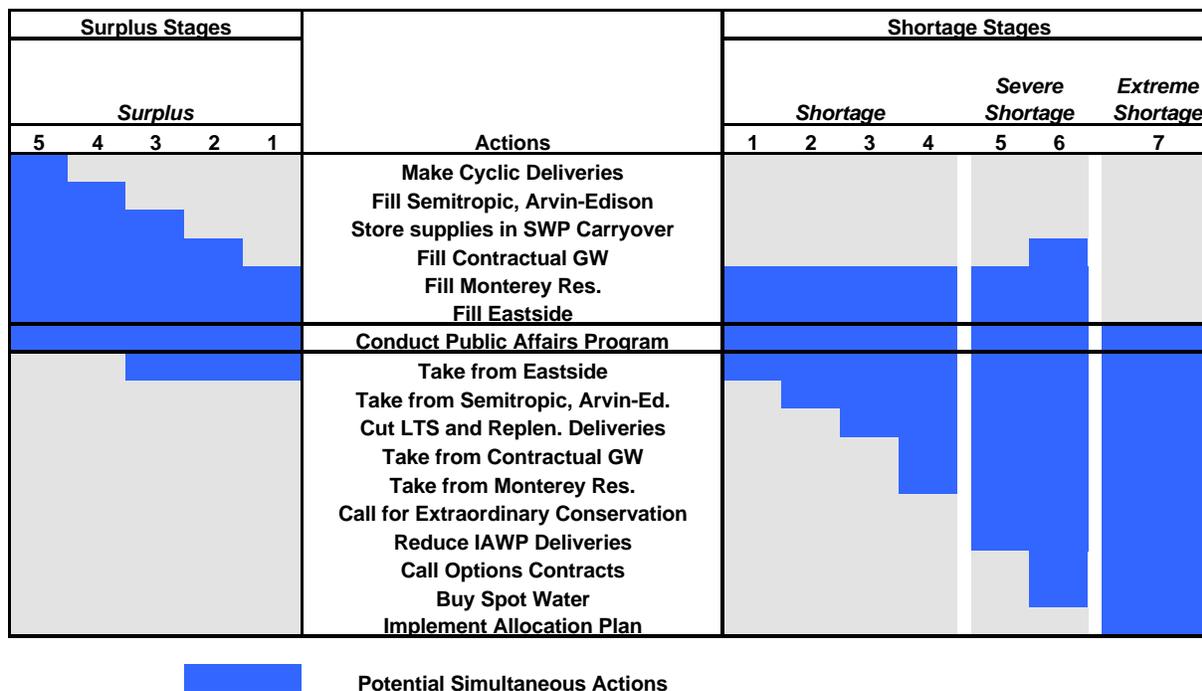
The analysis of surplus and shortage actions yields a water management framework that accounts for the degree or "stage" of surplus and shortage. These stages are defined by parameters such as storage levels and expected SWP supplies. Each stage has associated actions that could be taken as part of the response to prevailing shortage conditions. For example, Surplus Stage 1 might have as associated actions to place water in the highest-priority storage resources. Figure 8 shows the mapping between actions and stages. The darkly shaded diagonal area identifies actions that can be undertaken concurrently, while the lightly shaded areas show actions that will not be taken. For example, Metropolitan will not withdraw water from most storage resources during a surplus.

Figure 8 highlights several aspects of the WSDM Plan's approach to supply management. First and most importantly, it does not dictate a response to shortage or surplus. The framework recognizes the complexity and variety of conditions that could require various responses. Supporting this framework are general "rule curves" that dictate the extent to which particular actions are taken in various stages of surplus or shortage. For example, the rule curves indicate approximately how much water should be taken from the Eastside Reservoir Project before calling on supplies from the Semitropic or Arvin-Edison storage programs. If a shortage were greater than the desired initial withdrawal from the Eastside Reservoir Project, then Stage 2 actions would be taken. The rule curves for a particular resource would take into account shortage stage, monthly delivery requirements, and when various supplies are available.

Surplus and Shortage Stages are determined by the total amount of water that would be stored or produced by exercising the actions in that Stage. Overall storage levels in each stage are determined by the extent to which storage is increased or reduced by earlier actions. Therefore, each Stage is defined by supplies stored or produced and an approximate overall level of storage remaining in all resources. Up through Shortage Stage 4, the actions taken will not result in

negative impacts to any consumptive uses. Shortage Stages 1 through 4 constitute shortage management without retail level impacts. The conservation efforts and reductions in IAWP deliveries in Shortage Stage 5 will result in retail impacts. Action by the Metropolitan Board of Directors would be required before actions corresponding to Stages 5, 6, and 7.

Figure 8. Resource Stages and Actions Matrix



The Stages and Actions Matrix (figure 8) is read from the center moving outward. Moving from the center to the left, are actions that Metropolitan will take during surplus conditions. For instance in a Stage 3 Surplus, Metropolitan will be adding water to the Eastside Reservoir Project, the Monterey Reservoirs (if any water is due for repayment), Contractual Groundwater Programs, and carryover storage on the State Water Project. Moving from the center to the right are actions that Metropolitan will take during periods of shortage. For instance in a Stage 3 Shortage, Metropolitan will be pulling water from the Eastside Reservoir Project, the Semitropic and Arvin Edison programs, and interrupting deliveries of Long-Term Seasonal and Replenishment program water. In addition, the Stages and Actions Matrix allows for surplus actions to be taken during shortages and vice versa, but these actions are strictly a result of prudent water management. For example in a Stage 6 Shortage, figure 8 shows Metropolitan potentially filling the Eastside Reservoir Project, the Monterey Reservoirs, and contractual groundwater programs while calling on spot transfers and buying spot water. However, through these actions Metropolitan will be ensuring that water supply opportunities during a drought are realized—ultimately adding to the drought reserves of southern California.

Figure 8 also highlights the on-going efforts by Metropolitan and its member agencies in the conduct of public affairs and active conservation programs. Through all conditions, effective public affairs and conservation programs are an integral part of Metropolitan’s management of resources. In addition to ongoing conservation and water efficiency programs, Stage 5 of the

Stages and Actions Matrix calls for participation of the citizens of southern California to take extraordinary conservation measures to cut water demand during droughts .

As with the listing of shortage actions earlier in the report, the Stages/Actions matrix in Figure 8 only highlights certain programs and response actions. However, unlike the discussion of actions earlier, Figure 8 is intended to convey Metropolitan’s currently anticipated ordering for those actions listed. As the supply and demand outlooks, programs, and other factors continue to change, the analysis of the ordering of actions will continue during the ten-year period of the WSDM Plan.

### SUPPLY CERTAINTY AND THE TIMING OF RESOURCE ACTIONS

One of the fundamental trade-offs in dealing with supply shortages is the need to maintain flexibility while providing supply certainty to member agencies and consumers. A central focus of the WSDM Plan is the analysis of information about supplies and demands. When do various pieces of information about the supply/demand balance become more certain? When should this information impact policy-making and trigger various resource actions? The WSDM Plan addresses these questions and the actual implementation of the Plan during a shortage.

Figure 9 shows a hypothetical shortage year. With respect to the supply and demand outlook, a typical shortage year will have periods of certainty and stability, and other periods of relative uncertainty and transition. Important supply components—such as the SWP, CRA, Los Angeles Aqueduct (LAA), and local supplies—are closely monitored through the early part of the year. These supplies and demands are fairly well-known through the April-September period. Storage is assessed in the post-summer period and decisions about certain programs, such as long-term (LT) seasonal deliveries could be made at this time.

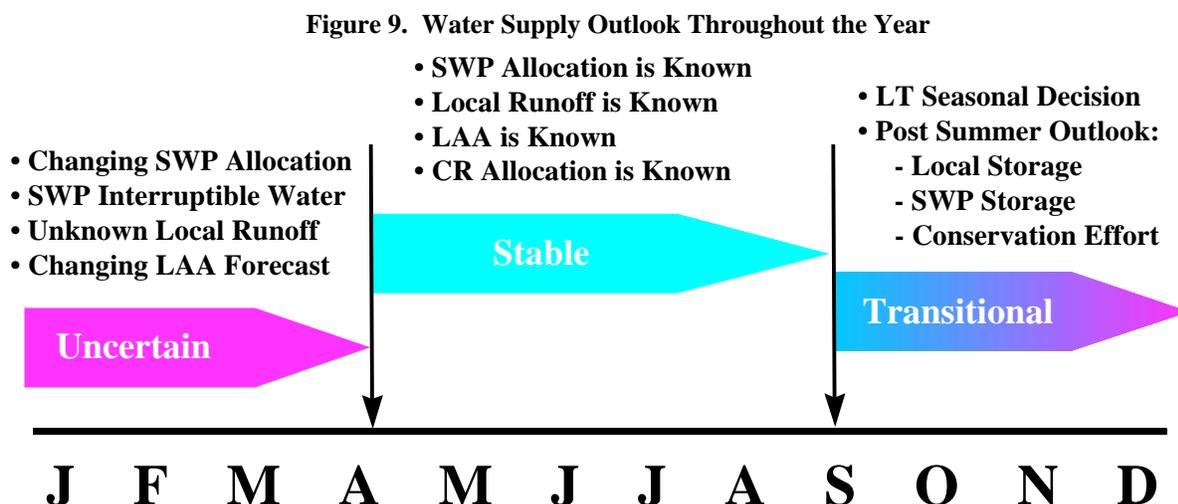
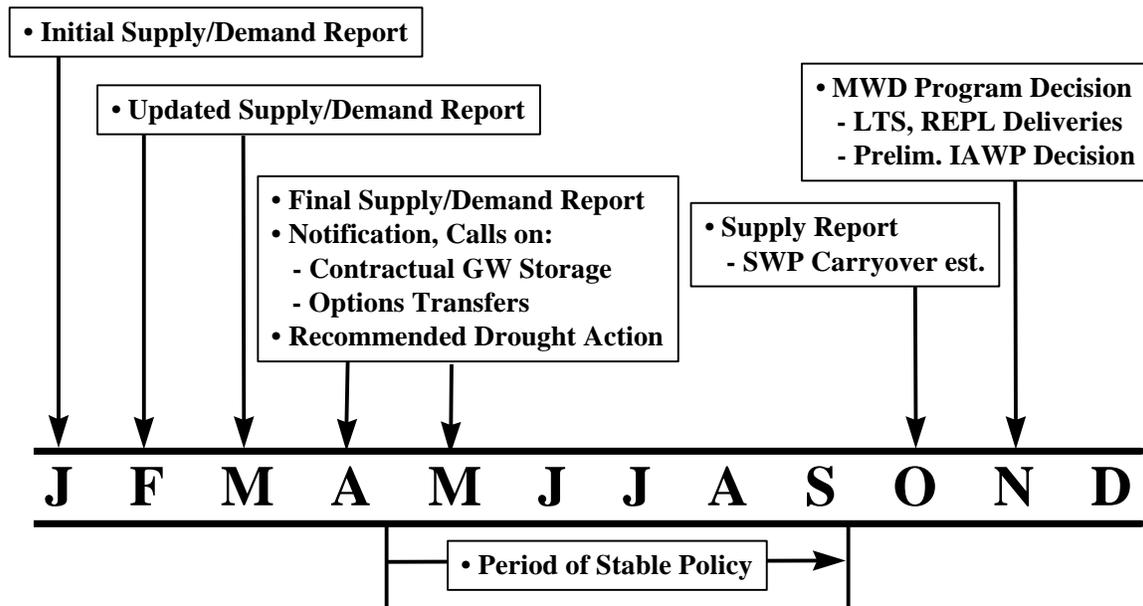


Figure 10 presents the annual schedule for actions taken in response to shortage conditions. Starting in January, an initial supply/demand report will be presented to the Metropolitan Board of Directors. SWP allocations are still only estimates in January and become more certain towards April and May. Demands for Metropolitan deliveries depend in part on how the winter

hydrology develops and the condition of local supplies. These factors start to become known during the February-March period and will be reported to the Board in the Supply Report Update. By April-May, the outlook for imported supplies is known to a fairly high degree of certainty and a Final Supply Report will be produced. The May-September period will be one in which the import supply situation does not change drastically and drought policies can be implemented. Demands can be more or less than anticipated as a result of unusually hot or cool weather. At the end of summer, carryover SWP storage will be determined. October through December is a transitional period during which early assessments of available supplies for the following year will be made. During this period, Board actions would determine the management of various Metropolitan programs such as long-term seasonal (LTS) and IAWP deliveries. The following list presents major information and decision points during the year.

<u>Month</u>	<u>Information/Action</u>
January	Initial Supply/Demand Reports
February, March	Updated Supply/Demand Reports
April, May	Final Supply/Demand Report Notification on Contractual GW and Options Transfer Programs Recommended Drought Actions
May-September	Stable Policy Period
October	Supply and Carryover Storage Report
November	MWD Program Decisions - LT Seasonal, Replenishment, IAWP

Figure 10. One Year of a Hypothetical Shortage - Supply and Demand Reports and Response Actions



## **PUBLIC AFFAIRS AND CONSERVATION**

Mechanisms are already in place to implement most of the water management actions and programs that are addressed in the WSDM Plan. Under the majority of supply and demand conditions, the actions of Metropolitan's Board of Directors and General Manager and the operational activities of Metropolitan and its member agencies would constitute all actions necessary to mitigate the shortage. Several aspects of the WSDM Plan, however, require additional attention to the administration of programs and actions. In particular, a shortage contingency requires special programs in the areas of public and governmental affairs and conservation. Metropolitan maintains an on-going public information program to encourage efficient water use. Public affairs programs are conducted at all times under both surplus and shortage conditions (see Figure 8). The actions discussed in this section constitute special actions in times of shortage.

During shortage conditions, public affairs will play a critical role in shaping consumer response. Public information campaigns need to send clear signals if extraordinary drought conservation is to achieve needed reductions in demands. Given Metropolitan's diverse set of customers and the varying impacts that shortages can have on different consumer groups, an effective public information campaign will require a joint effort among Metropolitan and its member agencies. Under this Plan, the administration of the Public Information and Government Affairs programs will be the responsibility of a Drought Program Officer (DPO). The DPO will be responsible for integrating the various activities in these areas, coordinating efforts with Metropolitan's Board of Directors and member agencies, and designing the region-wide messages for the general public and various target audiences. Important constituencies that have been identified in the process are residential users, business interests, agricultural users, elected officials, officials of various agencies such as the Department of Water Resources, and the media.

Many conservation programs, such as Metropolitan's ultra-low flush toilet rebate program, are driven by member agency requests. Based on history, Metropolitan expects member agency requests to increase during droughts. Metropolitan is committed to increasing overall conservation program funding to meet member agency requests during droughts and attain higher levels of savings. These programs will be implemented by Metropolitan and member and local agency conservation staff. As many of the short-term conservation objectives during a shortage would be dependent upon an effective public information program, the Drought Program Officer will also be responsible for monitoring the effectiveness of the augmented conservation programs. A monthly conservation reporting process will be implemented. Quarterly estimates of regional conservation will be developed to track the progress of various actions in mitigating the shortage.

## APPENDIX A: RESOURCE AND STORAGE SIMULATION

The Water Surplus and Drought Management Plan (WSDM Plan) uses the Stages and Actions Matrix (figure 8) as a guide for the operation of storage and transfers for the next ten years, 1999-2008. Metropolitan asserts that the investments that Metropolitan and its member agencies have made in water supply and storage, managed in a coordinated manner as presented in the WSDM Plan, will be sufficient to assure that retail firm water demands will be met 100% of the time through year 2008. Metropolitan performed an extensive analysis of projected water demands, current and expected water supplies, along with hydrologic variations to support this assertion. Appendix A presents a summary of this analysis which includes statistical probabilities of actions under the WSDM Plan and two illustrative examples of how supply resources may be used in the future under worst-case drought events. Although the WSDM Plan is intended to be in effect through 2008, for the purposes of analysis the planning horizon was extended through 2010.

The WSDM Plan seeks to define the operational envelope for the Metropolitan system into the near future. Although the WSDM Plan only looks out ten years, it nonetheless involves the operation of some storage and water transfer projects that have not yet become fully operational. This makes the estimation of storage and transfers operations difficult. Compounding this problem is the lack of certainty around future demands, economic conditions, or even the weather over the next ten years. To manage these uncertainties, Metropolitan has developed a computer based simulation model called the Integrated Resources Planning Simulation Model or IRPSIM.

IRPSIM uses a modeling method known as sequentially indexed monte-carlo simulation. Simply put, the model looks at projected regional retail demand for and supplies of water over the next twelve years and adjusts each, up or down, based on an assumed pattern of future weather. For instance, if Metropolitan expected the weather over the next twelve years (1999-2010) to be the same as the last twelve years (1987-1998), then IRPSIM would adjust the projected 1999 demands and supplies based on the historical 1987 hydrology, and adjust the projected 2000 demands and supplies using the historical 1988 hydrology, and so on. One obvious drawback to this approach is that Metropolitan does not know what future weather will be. Therefore, Metropolitan runs the models over and over again until all recorded hydrologies, 70 in all, have been tried. In this way, Metropolitan can look at probabilistic results of being in shortage year by year through 2010.

Although the projections of water supplies used in this analysis required certain assumptions to be made, they were based on most likely or probable outcomes. In most cases, projected water supplies represented projects that are currently operational, under construction, or in the final stages of negotiations. The following represents a summary of these assumptions:

- Local recycling and groundwater recovery: assumes currently operational projects with expected increases in supply yield as demand increases.
- Conjunctive use groundwater storage: assumes Las Posas (under final stages of construction) and implementation of similar programs which are under negotiation (such as Raymond, Orange, and Chino Basins).

- Semitropic and Arvin-Edison storage: assumes use of both programs which are operational with water already stored.
- Eastside Reservoir Project: assumes use of non-emergency storage from the reservoir currently under construction and an initial fill projected to start in approximately one year.
- The Monterey Reservoirs: assumes use of State Water Project terminal reservoir supplies, Castaic and Perris Reservoirs, per the Monterey Amendment.
- Colorado River Aqueduct: assumes a full aqueduct through the implementation of the California Plan (including lining of All American and Coachella canals, SD/IID water transfer/exchange, conjunctive use off-aqueduct storage, and river re-operations)
- State Water Project: assumes continuance of Bay-Delta Accord (with only current facilities).

One way of viewing the result of Metropolitan’s WSDM Plan analyses is by summary statistics. Table A-1 gives the probabilities of shortage actions over the next twelve years.

**Table A-1. Probability of Shortage Stage<sup>1</sup> by Forecast Year**

Year	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6	Stage 7
1999	13%	13%	11%	7%	3%	0%	0%
2000	13%	13%	11%	9%	3%	0%	0%
2001	19%	17%	13%	10%	6%	0%	0%
2002	19%	17%	13%	10%	4%	1%	0%
2003	19%	19%	14%	11%	4%	0%	0%
2004	20%	19%	16%	13%	4%	0%	0%
2005	21%	19%	17%	13%	6%	0%	0%
2006	21%	19%	19%	13%	6%	0%	0%
2007	23%	20%	19%	13%	4%	0%	0%
2008	26%	21%	19%	16%	6%	1%	0%
2009	26%	24%	19%	17%	6%	1%	0%
2010	26%	26%	19%	19%	6%	1%	0%

Table A-1 can be read in one of two ways, by column or row. The Stage 7 column indicates that there are no historical weather conditions that require allocation over the next twelve years. This is the single most important conclusion of the WSDM Plan analysis. The Stage 6 column indicates that only in a few years—2002, and 2008 through 2010—would Metropolitan need have

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<sup>1</sup> Stage 1 consists of withdrawal from the Eastside Reservoir Project. Stage 2 consists of the above plus withdrawals from the Semitropic and Arvin-Edison water storage and transfer projects. Stage 3 consists of the above plus an interruption of Long-Term Seasonal and Replenishment discount water. Stage 4 consists of the above plus withdrawal from contractual groundwater programs and the Monterey Reservoirs. Stage 5 consists of the above plus a call for extraordinary drought conservation and interruption in agricultural discount water. Stage 6 consists of the above plus calls on option contract water and purchases of water on the open market. Stage 7 consists of the above plus allocation of remaining shortages. For a full description of stages and action, see Surplus and Shortage Resource Actions section and figure 8 above.

a need for option or spot transfer water. Read by row, Table A-1 indicates that in the year 2008 there is a 21% likelihood of taking some water from the Eastside Reservoir Project, a 19% likelihood of taking water from Semitropic or Arvin-Edison storage programs, a 17% likelihood of interrupting long-term seasonal and replenishment deliveries for two years, and so on. It should be noted that these probabilities represent the best current estimates by Metropolitan, but are based entirely on historical weather conditions. Conditions that fall outside of historical ranges, either in duration or severity, are not represented by this data.

Another way to view the WSDM Plan analysis is by observing the operation of a single hydrology. Table A-2 provides an example of resource operations for the period 1999 through 2010 assuming a repeat of the 1923 through 1934 hydrology. The table provides descriptions of hydrologic conditions to aid in understanding the example.

For instance, 1923 was considered to be a dry year in southern California (defined as less than 9 inches of rain at the Los Angeles Civic Center) and is categorized by the California Department of Water Resources (DWR) as a below normal year for State Water Project deliveries. In this example, 1923 weather increases southern California's demand for water and decreases imported State Water Project supplies. The Colorado River Aqueduct supplies are influenced by yet another hydrologic indicator, but for the next ten year Metropolitan expects the Aqueduct to be full.

Table A-2 indicates that retail water demands in 1999, assuming a 1923 hydrology, will be 3.979 million acre-feet (maf). Adding expected Long-Term Seasonal and Replenishment demands of 0.165 maf gives a regional total water demand of 4.144 maf. After subtracting local supplies of 2.192 maf, which are also adjusted for 1923 weather, Metropolitan expects to see a demand of 1.952 maf. In 1999, under a 1923 hydrology, Metropolitan expects to see 2.954 maf of supply. This is enough to meet all expected demands and put over 1.0 maf into storage.

The 1923 through 1934 hydrology is significant because it starts and ends dry with little recovery in the middle. However, even in these most adverse conditions the actions proposed by the WSDM Plan provides the region with enough water to avoid shortage allocation. Again the most important result of this example is read from the last line, which indicates that there are no remaining shortages through 2008

Table A-3 provides a second example of using the 1980 through 1991 hydrology. This hydrology contains the most significant drought in recent record, ending with a critically dry year on the State Water Project that is expected to yield a mere 0.389 maf. However, even under these conditions the WSDM Plan provides a method to avoid firm water allocation.

The analyses performed using the prioritized action of the Stages and Actions Matrix support Metropolitan's assertion that water supply reliability can be attained through the use of regional storage, interruption of discounted water supplies, and transfers. And, through the implementation of the WSDM Plan, Metropolitan does not expect to allocate firm water deliveries for at least the next ten years.



