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7	STATE OF CALIFORNIA	
8	STATE WATER RESOURCES CONTROL BOARD	
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10	In the Matter of:	
11		NMFS OPPOSITION TO MOTION TO STRIKE
12	Hearing to Review the United States Bureau of Reclamation Water Right Permits 11308	
13	and 11310 (Applications 11331 and 11332) to	
14	Determine Whether Any Modifications are Necessary to Protect Public Trust Values and	
15	Downstream Water Rights on the Santa Ynez River Below Bradbury Dam (Cachuma	
16	Reservoir)	
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19	I. INTRODUCTION	
20	On March 2, 2012, the Santa Ynez River Water Conservation District, Improvement	
21	District No. 1, Cachuma Conservation Release Board, and Santa Ynez River Water Conservation	
22	District (collectively "Cachuma Water Agencies") filed with the State Water Resources Control	
23	Board (Board) a motion to strike rebuttal testimony (Motion to Strike) proposed to be presented	
24   25	to the Board by NMFS. NMFS hereby opposes the Cachuma Water Agencies' Motion to Strike.	
	NMFS Opposition to Motion to Strike	

# II. THE BOARD SHOULD NOT STRIKE AND EXCLUDE FROM THE RECORD THE OUTLINES OFFERED BY NMFS, NOR SHOULD THE BOARD PRECLUDE PRESENTATION OF THE TESTIMONY DESCRIBED THEREIN

## A. Background

On January 23, 2012, the Board issued a Notice of Public Hearing (Notice) in this matter. The notice provides:

The purpose of this hearing is to assist the State Water Resources Control Board (State Water Board or Board) in determining whether the Final Environmental Impact Report for the Consideration of Modifications to U.S. Bureau of Reclamation's (Reclamation) Water Right Permits 11308 and 11310 to Protect Public Trust Values and Downstream Water Rights on the Santa Ynez River below Bradbury Dam (Final EIR) should be entered into the administrative record for Phase 2 of the Cachuma hearing.

Under the heading "HEARING PARTICIPATION", the Notice provides the applicable requirements for participation in the hearing and rebuttal witnesses. The Notice provides, "Hearing participation is limited to those parties that previously participated in the hearing for this matter." In addition, the Notice provides the following requirements directly applicable to rebuttal evidence:

Rebuttal witnesses may be allowed but any rebuttal shall be limited to evidence that is responsive to evidence presented in connection with the State Water Board's witnesses, and it does not include evidence that should have been presented during the case-in-chief of the party submitting rebuttal evidence. It also does not include repetitive evidence. Cross-examination of rebuttal evidence will be limited to the scope of the rebuttal evidence.

Hearing parties intending to present rebuttal evidence shall identify their rebuttal witnesses and prepare an outline of their testimony. In addition, this information, along with evidence of the qualifications of each witness and a statement of service must be received by the State Water Board, and served on each of the Cachuma hearing parties, no later than 12 noon on Tuesday, February 28, 2012.

Notice at 3.

In response to the Notice, on February 28, 2012, NMFS timely filed with the Board a letter (NMFS Letter) identifying its rebuttal witnesses, with outlines of their testimony, evidence of their qualifications, and a statement of service attached to the letter. The Cachuma Water Agencies do not contest, nor would they have any grounds to contest, that NMFS was a party that previously participated in the hearing for this matter and NMFS timely filed its letter and supporting information in response to the Board's Notice. However, the Cachuma Water Agencies' motion to strike the outlines of rebuttal witness testimony and the testimony described therein is based on mischaracterizations of applicable requirements for the submission of the outlines and mischaracterizations of the intent and contents of the outlines.

## B. NMFS Met All Applicable Requirements for Submission of the Outlines

The Board's regulations for adjudicative proceedings provide requirements for identification of witnesses and presubmission and presentation of testimony and exhibits. As applicable to NMFS' proposed rebuttal witnesses, 23 California Code of Regulations (CCR) § 648.4 provides applicable procedural and substantive requirements, in relevant part:

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(b) The hearing notice may require that all parties intending to present evidence at a hearing shall submit the following information to the Board prior to the hearing: the name of each witness whom the party intends to call at the hearing, the subject of each witness' proposed testimony, the estimated time required by the witness to present direct testimony, and the qualifications of each expert witness. The required information shall be submitted in accordance with the procedure specified in the hearing notice.

\* \* \*

(e) Where any of the provisions of this section have not been complied with, the presiding officer may refuse to admit the proposed testimony or the proposed exhibit into evidence, and shall refuse to do so where there is a showing of prejudice to any party or the Board. This rule may be modified where a party demonstrates that compliance would create severe hardship.

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(f) Rebuttal testimony generally will not be required to be submitted in writing, nor will rebuttal testimony and exhibits be required to be submitted prior to the start of the hearing.

As described above in Section II.A. (Background), the Board's Notice provides all requirements applicable prior to the hearing related to identification of rebuttal witnesses, the subject of the witness' proposed testimony, and the qualifications of each expert witness. *See* 23 CCR § 648.4(b).

# 1. NMFS Met All Applicable Requirements for the Form of the Outlines

Specifically, the Board's Notice provides the following requirements regarding the form of information that hearing parties intending to present rebuttal evidences were required to submit to the Board: (1) "identify their rebuttal witnesses...", (2) "an outline of their testimony. ..", (3) "evidence of the qualifications of each witness..." and (4) "a statement of service...". Notice at 3. NMFS' Letter in response to the Board's Notice identified the following rebuttal witnesses: Peter Alagona, Darren Brumback, Penny Ruvelas, and Mark Capelli. NMFS Letter at 1. Outlines of each witness' testimony were attached to NMFS' Letter. Cachuma Water Agencies argue in their Motion to Strike that the outlines provide an insufficient level of specificity. The Board's Notice requires only "an outline of their testimony". Notice at 3. Neither the Board's rules nor the Notice provide any definition of an "outline" of the testimony. However, NMFS clearly does not need to submit complete rebuttal testimony in writing or exhibits before the hearing. See 23 CCR § 648.4(b), (f); see also Notice at 3. All of the outlines for NMFS' witnesses are in an outline format and provide a summary of main points of each witness' intended testimony; neither the Board's rules nor the Notice require any different format or level of specificity. If NMFS were required to provide a greater level of specificity in its outlines as argued by the Cachuma Water Agencies, the outlines would no longer be outlines. The outlines would be the same or similar to complete rebuttal testimony in writing, which is not required by the Board's regulations or Notice to be submitted prior to the hearing. Finally, NMFS attached evidence of qualifications of each witness and a statement of service to NMFS'

Letter, and the Cachuma Water Agencies do not contest the evidence of qualifications or the statement of service.

# 2. NMFS Met All Applicable Requirements Related to the Substance of the Outlines

substance of rebuttal evidence: (1) "is limited to evidence that is responsive to evidence presented in connection with the State Water Board's witnesses," (2) "does not include evidence that should have been presented during the case-in-chief of the party submitting rebuttal evidence," and (3) "does not include repetitive evidence." Notice at 3.

These requirements relate specifically to the rebuttal evidence that will be allowed at the hearing, not specifically to the contents of the outline. Nonetheless, NMFS provided sufficient summary information in NMFS' Letter and the attached outlines to demonstrate at this point before the hearing that the testimony of its witnesses is expected to meet these substantive requirements. If the testimony of NMFS' witnesses deviates from these requirements at the hearing, any

In addition, the Board's Notice provides the following requirements regarding the

The Notice provides that the Board will call two witnesses "to authenticate the Final EIR and to be available for cross examination." Notice at 2. In addition, the Notice provides, in relevant part:

Due to the limited purpose for which these witnesses will be called and the fact that the Final EIR is already publically available, the State Water Board will not prepare any direct testimony in advance of those witnesses. Other parties may cross-examine the State Water Board's witnesses on the Final EIR, the witnesses' oral testimony, and other relevant matters not covered in the direct testimony. (Gov. Code, §11513, subd. (b))

Notice at 2.

interested party could presumably object at that time.

Although NMFS does not have the direct testimony of the Board's witnesses to review prior to the hearing, the Notice provides that the witnesses will be called to authenticate the Final EIR and the witnesses will be open to cross examination on the Final EIR. Therefore, rebuttal

evidence that is responsive to the Final EIR should be responsive to evidence presented in connection with the State Water Board's witnesses.

In addition, the Final EIR, which is the subject of the pending hearing, was not available for the Board's Phase 2 Hearing in 2003. Therefore, in general, NMFS could not have submitted rebuttal testimony responsive to the Final EIR in its case-in-chief during the Board's Phase 2 Hearing, and rebuttal testimony responsive to the Final EIR will not be repetitive of evidence NMFS submitted in its case-in-chief at the Board's Phase 2 Hearing. Nonetheless, NMFS' Letter and each of the outlines for NMFS' rebuttal witnesses provide summaries of the main points of proposed testimony for each rebuttal witness that demonstrate at this point before the hearing that the testimony is expected to meet the requirements that rebuttal testimony is responsive to the Final EIR, does not include evidence that should have been presented during NMFS' case-in-chief, and is not repetitive.

# Alagona

The Final EIR provides that one of the project objectives is, in relevant part, "Protecting public trust resources, including but not limited to steelhead... in the Santa Ynez River downstream of Bradbury Dam..." Final EIR at 3.0-2. The Final EIR provides a few short points regarding the historic abundance of *Oncorhynchus mykiss* in the Santa Ynez River system, hatchery supplementation of *O. mykiss*, and the effects of hatchery supplementation on the genetics of *O. mykiss* populations in the Santa Ynez River system. Final EIR at 4.7-4. Dr. Alagona's outline provides a summary of a recent report related to these issues. Among other things, Dr. Alagona's outline provides:

- I recently explored and documented the history, including public use, of the steelhead resources of the Santa Ynez River system.
- This information can be used to assist the Board in understanding the historical distribution and abundance of steelhead and the nature and scope of the public trust interest in the Santa Ynez River system.

NMFS Rebuttal Witness, Alagona, Outline at 1

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Therefore, Dr. Alagona's outline relates to the adequacy of the information in the Final EIR responsive to the project objective quoted above. In addition, Dr. Alagona's outline includes a summary of information from the report related to this recent analysis of historic distribution and abundance of steelhead in the Santa Ynez River system, hatchery supplementation, and effects of hatchery supplementation on the genetics of O. mykiss populations in the Santa Ynez River system, all of which are responsive to issues that were addressed in the Final EIR to a limited extent. Dr. Alagona's outline provides that he "recently explored and documented the history, including public use, of the steelhead resources of the Santa Ynez River system." NMFS Rebuttal Witness, Alagona, Outline at 1. NMFS' Letter provides how his testimony relates to a 2011 report referenced in the letter. NMFS Letter at 2. This 2011 report and testimony related to it were not available to NMFS during its case-in-chief at the Board's Phase 2 Hearing in 2003. In addition, this recent analysis may supplement, but is not repetitive of information in NMFS' case-in-chief in 2003, and NMFS did not provide any outlines of testimony for the pending hearing that substantially repeat information from Dr. Alagona's outline. Therefore, Dr. Alagona's outline of proposed testimony meets all of the applicable requirements related to the substance of the outlines. However, even though the Board's regulations and Notice do not require it, NMFS would be willing to make the report Alagona et al. (2011), which is referenced in NMFS' Letter, available to the other parties before the hearing if Dr. Alagona's testimony regarding that report is not struck before the hearing.

#### **Brumback**

Mr. Brumback's outline provides a list of examples from the Final EIR where the Final EIR relies on NMFS' 2000 biological opinion for Reclamation's Cachuma Project as a basis for the Final EIR alternatives and presumes compliance with terms and conditions of NMFS' 2000 biological opinion to protect the public trust resource of endangered steelhead. Rebuttal Witness, Brumback, Outline at 1-2. In addition, Mr. Brumback outlines how the standards for protection of endangered steelhead under Endangered Species Act (ESA) Section 7 in the biological opinion are limited based on the terms of the statute and regulations. Rebuttal

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Witness, Brumback, Outline at 2-3. Moreover, he outlines issues related to the status of NMFS' 2000 biological opinion, including reinitiation of consultation on the biological opinion. Rebuttal Witness, Brumback, Outline at 3-4. He also outlines issues related to compliance with the terms and conditions of NMFS' 2000 biological opinion. Rebuttal Witness, Brumback, Outline at 3-4. These issues relate to the examples from the Final EIR in the beginning of his outline and generally to the adequacy of the information in the Final EIR responsive to the project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River downstream of Bradbury Dam . . . . " See Final EIR at 3.0-2. The Final EIR and the examples therein were obviously developed after the Board's Phase 2 Hearing in 2003, and the information related to the status of NMFS' 2000 biological opinion and compliance with the terms and conditions of NMFS' 2000 biological opinion occurred after the Board's Phase 2 Hearing in 2003. Finally, because all of this information was developed after the Board's Phase 2 Hearing in 2003, it is not repetitive of evidence presented there. In addition, NMFS did not provide any outlines of testimony for the pending hearing that substantially repeat information from Mr. Brumback's outline. Therefore, Mr. Brumback's outline of proposed testimony meets all of the applicable requirements related to the substance of the outlines.

#### Ruvelas

Supplementary to Mr. Brumback's outline of specific issues regarding the status of NMFS' 2000 biological opinion and compliance with its terms and conditions as described above, Ms. Ruvelas outlines how, based on NMFS' recovery plan for Southern California steelhead, a reinitiated consultation on NMFS' 2000 biological opinion may result in reasonable and prudent alternatives and reasonable and prudent measures that differ from NMFS' 2000 biological opinion. Rebuttal Witness, Ruvelas, Outline at 1-2. Supplementary to Mr. Capelli's outline of specific issues regarding NMFS' Draft and Final recovery plans as described below, Ms. Ruvelas outlines generally how NMFS' Final recovery plan provides information relevant to the Board's determination about public trust resources. Rebuttal Witness, Ruvelas, Outline at 2. This information relates to the adequacy of the information in the Final EIR responsive to the

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project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River downstream of Bradbury Dam . . . ." See Final EIR at 3.0-2. The reinitiation of consultation on NMFS' 2000 biological opinion began after the Board's Phase 2 Hearing in 2003. In addition, as provided in Mr. Capelli's outline described below, NMFS' recovery plan was developed after the Board's Phase 2 Hearing in 2003 and the Final recovery plan was issued after the Board's Final EIR. As described above, Ms. Ruvelas' outline supplements but does not substantially repeat information in other NMFS outlines. Therefore, Ms. Ruvelas' outline of proposed testimony meets all of the applicable requirements related to the substance of the outlines.

### Capelli

Mr. Capelli's outline provides specific examples in the Final EIR where there are discrepancies between the Final EIR and NMFS' Draft recovery plan for Southern California steelhead, which the Final EIR cites and discusses. Rebuttal Witness, Capelli, Outline at 1. In addition, he outlines differences between NMFS' Draft and Final recovery plan relevant to Santa Ynez River public trust issues in the Final EIR. Rebuttal Witness, Capelli, Outline at 2. Moreover, he outlines specific issues in the Draft and Final recovery plans related to the essential role of the Santa Ynez River for recovery of Southern California steelhead, which were not adequately described in the Final EIR. Rebuttal Witness, Capelli, Outline at 2. In summary, he provides, "The Final Recovery Plan provides information and guidance relevant to the conservation of the species, and for protecting the public trust interest in the steelhead resources of the Santa Ynez River by providing a recovery strategy to ensure the long-term viability of individual populations and the DPS as whole." Rebuttal Witness, Capelli, Outline at 2. This information relates to the adequacy of the information in the Final EIR responsive to the project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River downstream of Bradbury Dam . . . . " See Final EIR at 3.0-2. Mr. Capelli outlines the timeline for development of NMFS' recovery plan, which summarizes that neither the Draft nor the Final recovery plan were available for the Board's Phase 2 Hearing in 2003,

NMFS Opposition to Motion to Strike

and NMFS' Final recovery plan was issued after the Board's Final EIR. Rebuttal Witness, Capelli, Outline at 1. As described above, Mr. Capelli's outline supplements but does not substantially repeat information in other NMFS outlines. Therefore, Mr. Capelli's outline of proposed testimony sufficiently meets all of the applicable requirements related to the substance of the outlines.

C. The Cachuma Water Agencies' Motion to Strike is Based on Mischaracterization of Applicable Requirements for the Submission of the Outlines and Mischaracterizations of the Intent and Contents of the Outlines

In their Motion to Strike, the Cachuma Water Agencies mischaracterize the purpose of the requirement in the Board's Notice to submit an outline of the testimony of each rebuttal witness and NMFS' intent in submitting the outlines. The Motion to Strike provides, in relevant part:

The purpose of the requirement was to avoid surprise and to provide interested parties—including presumably, the State Board staff and consultants—the opportunity to understand the proposed testimony and be able to adequately respond. The testimony 'outlines' offered by NMFS . . . are a blatant attempt to avoid both the letter and intent of the Board's advance notice requirement.

Motion to Strike at 2.

In addition, the Motion to Strike makes cursory conclusions about the contents of the outlines, argues that "the 'outlines' are manifestly intended to frustrate..." the preparation of other parties to the forthcoming hearing, and argues that the outlines are inconsistent with the requirements of the Board's Notice, the Board's administrative regulations, Government Code Section 11513, "long-settled California case law...", and "would effectively deny the Cachuma Water Agencies due process of law." Motion to Strike at 2-4. The Cachuma Water Agencies do not provide any evidence to support their completely baseless arguments that NMFS' outlines are a "blatant attempt to avoid the letter and intent of the Board's" Notice requirement and "are manifestly intended to frustrate" the preparation of other parties to the hearing. *See* Motion to Strike at 2, 3. The Cachuma Water Agencies' arguments regarding inconsistency of the outlines with various

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requirements boil down to a policy statement in the Board's regulations: "It is the policy of the State and Regional Boards to discourage the introduction of surprise testimony and exhibits." 23 CCR § 648.4(a); see, e.g., Motion to Strike at 4. However, the Motion to Strike completely ignores the applicable procedural and substantive requirements of the Board's regulations at 23 CCR § 648.4(b) and (f), which implement this policy statement. As described in Section II.B. above, NMFS met all applicable requirements related to the form and substance of the outlines, and it is unnecessary to repeat that description here in response to the Cachuma Water Agencies specific, inaccurate arguments about each outline.

Finally, the Cachuma Water Agencies attempt to strike any evidence of the Final Recovery Plan or the reconsultation process underway between NMFS and the U.S. Bureau of Reclamation regarding the effects of the Cachuma project on endangered steelhead arguing, "the mere finalizing of a recovery plan and an ongoing consultation process with NMFS does not suddenly give rise to rebuttal evidence and any justification for delaying further the acceptance of the FEIR into evidence." Motion to Strike at 7. However, the information in NMFS' outlines and proposed rebuttal testimony does not rest on the mere actions of finalizing a recovery plan and an ongoing consultation process, as the Cachuma Water Agencies argue. Motion to Strike at 7. NMFS' outlines summarize how these actions relate to the adequacy of specific information and conclusions in the Final EIR. As described above, Mr. Capelli's outline provides specific examples in the Final EIR where there are discrepancies between the Final EIR and NMFS' Draft recovery plan for Southern California steelhead, which the Final EIR cites and discusses. Rebuttal Witness, Capelli, Outline at 1. In addition, he outlines differences between NMFS' Draft and Final recovery plan relevant to Santa Ynez River public trust issues in the Final EIR. Rebuttal Witness, Capelli, Outline at 2. Moreover, he outlines specific issues in the Draft and Final recovery plan related to the essential role of the Santa Ynez River for recovery of Southern California steelhead, which were not adequately described in the Final EIR and relate to the adequacy of the information in the Final EIR responsive to the project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River

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downstream of Bradbury Dam . . . . " See Final EIR at 3.0-2. Mr. Capelli outlines the timeline for development of NMFS' recovery plan, which summarizes how neither the Draft nor the Final recovery plan were available for the Board's Phase 2 Hearing in 2003, and NMFS' Final recovery plan was not available before the Board's issuance of its Final EIR. Rebuttal Witness, Capelli, Outline at 1. Mr. Brumback's outline provides a list of examples from the Final EIR where the Final EIR relies on NMFS' 2000 biological opinion for Reclamation's Cachuma Project as a basis for the FEIR alternatives and presumes compliance with terms and conditions of NMFS' 2000 biological opinion to protect the public trust resource of endangered steelhead. Rebuttal Witness, Brumback, Outline at 1-2. In addition, Mr. Brumback outlines how the standards for protection of endangered steelhead under ESA Section 7 in the biological opinion are limited based on the terms of the statute and regulations. Rebuttal Witness, Brumback, Outline at 2-3. Moreover, he outlines issues related to the status of NMFS' 2000 biological opinion, including reinitiation of consultation on the biological opinion. These issues relate to the adequacy of the information in the Final EIR responsive to the project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River downstream of Bradbury Dam . . ." given the Final EIR's specific reliance on NMFS' 2000 biological opinion and characterizations of compliance with the terms and conditions of the biological opinion. See Final EIR at 3.0-2 and examples from the Final EIR in Rebuttal Witness, Brumback, Outline at 1-2. Supplementary to these other outlines, Ms. Ruvelas outlines how, based on NMFS' recovery plan for Southern California steelhead, a reinitiated consultation on NMFS' 2000 biological opinion may result in reasonable and prudent alternatives and reasonable and prudent measures that differ from NMFS' 2000 biological opinion. Rebuttal Witness, Ruvelas, Outline at 1-2. Once again, this information relates to the adequacy of the information in the Final EIR responsive to the project objective of "Protecting public trust resources, including but not limited to steelhead . . . in the Santa Ynez River downstream of Bradbury Dam ..." given the Final EIR's specific reliance on NMFS' 2000 biological opinion. Therefore, these outlines are not limited to the "mere finalizing of a recovery plan and an ongoing consultation

process with NMFS" as rebuttal evidence on the Final EIR, as the Cachuma Water Agencies argue. The outlines provide sufficient and accurate summaries to demonstrate at this point before the hearing how specific aspects of the Final recovery plan and information on compliance with, and reinitiation of consultation on, NMFS' 2000 biological opinion are responsive to the accuracy of specific statements in the Final EIR and the adequacy of information related to project objectives described therein.

## III. CONCLUSION

NMFS met all applicable requirements in the Board's regulations and Notice related to the form and substance of the outlines of rebuttal witness testimony that NMFS submitted in response to the Board's Notice. Cachuma Water Agencies' Motion to Strike the outlines of rebuttal witness testimony and the testimony described therein is based on mischaracterizations of applicable requirements for the submission of the outlines and mischaracterizations of the intent and contents of the outlines. Therefore, the Board should deny the Cachuma Water Agencies' Motion to Strike.

Respectfully submitted,

Dan Hytrek

National Oceanic and Atmospheric Administration General Counsel Office, Southwest Section Representing the National Marine Fisheries Service

Dated: March 7, 2012