

AMENDED IN ASSEMBLY AUGUST 6, 2013

AMENDED IN ASSEMBLY JUNE 24, 2013

AMENDED IN SENATE MAY 24, 2013

AMENDED IN SENATE APRIL 29, 2013

AMENDED IN SENATE APRIL 18, 2013

AMENDED IN SENATE APRIL 1, 2013

**SENATE BILL**

**No. 753**

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**Introduced by Senator Steinberg**

(Coauthors: Assembly Members Dickinson and Pan)

February 22, 2013

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An act to amend Section 8732 of, to add Section 8579 to, and to repeal and add Article 6 (commencing with Section 8700) of Chapter 3 of Part 4 of Division 5 of, the Water Code, relating to flood protection.

LEGISLATIVE COUNSEL'S DIGEST

SB 753, as amended, Steinberg. Central Valley Flood Protection Board.

(1) Existing law provides the Central Valley Flood Protection Board with the authority to construct and maintain various flood control works. Existing law authorizes the board to hold a hearing or partial hearing before a committee of one or more members of the board, or before the general manager or chief engineer of the board, at any place within the state.

This bill would eliminate the authorization for the board to hold a hearing before the general manager and would authorize the board to

hold a hearing or partial hearing before a qualified neutral hearing officer designated by the board president or the executive officer.

(2) Existing law requires specified plans that contemplate the construction, enlargement, revetment, or alteration of any levee, embankment, canal, or other excavation in the bed of or along or near the banks of the Sacramento or San Joaquin Rivers or any of their tributaries or specified lands to be approved by the board before construction is commenced.

Existing law authorizes the board, and the executive officer if delegated that authority, to issue an order directing a person or public agency to cease and desist from undertaking, or threatening to undertake, an activity that may encroach on levees, channels, or other flood control works under the jurisdiction of the board. Existing law requires the cease and desist order to be issued only if the person or public agency has failed to respond in a satisfactory manner to a prescribed notice provided, as specified. Existing law provides that a cease and desist order is effective upon its issuance and that copies are required to be served immediately by certified mail upon the person or agency subject to the order.

This bill would repeal these provisions and provide that it is unlawful for any person or public agency to interfere with, obstruct the performance, maintenance, or operation of, or otherwise take actions that may adversely affect facilities of the State Plan of Flood Control, designated floodways, or streams that are regulated by the board. ~~This~~ *The* bill would authorize the board, following notice and opportunity for a hearing, to order the removal or modification of an encroachment that was previously issued a permit by the board if the board makes a specified finding.

This bill would authorize the board, the executive officer, the department, or certain local agencies to issue a notice of violation, as specified, if it is determined that any person or public agency has undertaken, is threatening to undertake, or maintains any encroachment, flood system, improvement, or activity in violation of certain provisions. If the board or executive officer determines that any person or public agency has failed to adequately respond to a notice of violation, ~~this~~ *the* bill would authorize the board or executive officer to issue an order directing that person or public agency to cease and desist, as specified. ~~This~~ *The* bill would require that if the board determines that any person or public agency has failed to correct a violation as required in a cease and desist order, the board shall hold an enforcement hearing and may,

at the conclusion of the hearing, issue an enforcement order, as prescribed.

This bill would provide the board, executive officer, Department of Water Resources, and local agencies that operate and maintain facilities and works on behalf of the board with the authority, as prescribed, to take administrative or civil enforcement actions to abate and remedy any interference or potential interference with facilities of the State Plan of Flood Control, designated floodways, or streams that are regulated by the board. ~~This~~ *The* bill would establish the Flood Risk Management Fund in the State Treasury and require all funds received from these penalties to be paid into the fund and available, upon appropriation by the Legislature, to be expended by the board to carry out enforcement of these provisions. The bill would require the board to adopt emergency regulations necessary to implement these provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes.  
State-mandated local program: no.

*The people of the State of California do enact as follows:*

- 1 SECTION 1. Section 8579 is added to the Water Code, to read:
- 2 8579. (a) Any aggrieved person shall have a right to seek
- 3 judicial review of any permit or enforcement order issued by the
- 4 board by filing a petition for a writ of mandate in accordance with
- 5 Section 1094.5 of the Code of Civil Procedure, within 30 days
- 6 after the decision or action has become final.
- 7 (b) For purposes of this section, an “aggrieved person” means
- 8 any person or public agency that, in person or through a
- 9 representative, appeared at a public hearing of the board in
- 10 connection with the decision or action appealed, or that, by other
- 11 appropriate means before the decision, informed the board of the
- 12 nature of their concerns.
- 13 SEC. 2. Article 6 (commencing with Section 8700) of Chapter
- 14 3 of Part 4 of Division 5 of the Water Code is repealed.
- 15 SEC. 3. Article 6 (commencing with Section 8700) is added
- 16 to Chapter 3 of Part 4 of Division 5 of the Water Code, to read:

1 Article 6. Enforcement of Unauthorized Activities and  
2 Encroachments  
3

4 8700. (a) It is unlawful for any person or public agency to  
5 interfere with, obstruct the performance, maintenance, or operation  
6 of, or otherwise take actions that may adversely affect facilities of  
7 the State Plan of Flood Control, designated floodways, or streams  
8 that are regulated by the board.

9 (b) The board, executive officer, department, and local agencies  
10 that operate and maintain facilities and works on behalf of the  
11 board shall have the authority, as set forth in this article, to take  
12 administrative or civil enforcement actions to abate and remedy  
13 any interference or potential interference proscribed by subdivision  
14 (a).

15 8701. (a) If the board or the executive officer determines that  
16 any person or public agency has undertaken, is threatening to  
17 undertake, or maintains any encroachment, flood system  
18 improvement, or activity in violation of this part, the board or the  
19 executive officer may issue a notice of violation to the person or  
20 public agency responsible for the encroachment, flood system  
21 improvement, or activity.

22 (b) The department or a local agency may issue a notice of  
23 violation pursuant to subdivision (a) for facilities within the board's  
24 jurisdiction that the department or local agency operates and  
25 maintains if the board delegates the agency that authority. This  
26 subdivision shall not require the department or local agency to  
27 accept that delegation of authority.

28 (c) A notice of violation shall include all of the following:

29 (1) A statement describing the activity, failure to act, flood  
30 system improvement, or encroachment that constitutes a violation  
31 of this article, including the sections of this part or board  
32 regulations that are being violated.

33 (2) A statement of whether the activity, flood system  
34 improvement, or encroachment may be eligible for a permit from  
35 the board.

36 (3) The corrective actions that shall be taken within a specified  
37 time period.

38 (4) Whether the person or public agency may correct the  
39 violation without obtaining prior approval from the board or  
40 executive officer, or whether prior approval from the board or

1 executive officer must be obtained prior to taking a corrective  
2 action.

3 (5) A statement that the notice of violation shall be referred to  
4 the board and that the failure to take the requested actions within  
5 the time specified may subject the person or public agency to a  
6 cease and desist order and the imposition of further remedial and  
7 enforcement actions, including, but not limited to, correction of  
8 the violation by the board at the person's or public agency's  
9 expense and penalties.

10 (6) The name, address, and telephone number of the state or  
11 issuing agency that may be contacted for further information.

12 (d) The notice of violation shall be served in accordance with  
13 Section 8703 and a copy transmitted to the executive officer within  
14 five calendar days of its issuance. The board or the executive  
15 officer may amend the notice of violation, and, once served in  
16 accordance with Section 8703, the amended notice of violation  
17 shall supersede any notice of violation previously issued for the  
18 same violation.

19 8701.2. (a) If the board or executive officer determines that  
20 any person or public agency has failed to adequately respond to a  
21 notice of violation, the board or executive officer may issue an  
22 order directing that the person or public agency to whom the notice  
23 of violation was issued to cease and desist.

24 (b) ~~Nothing shall prevent the~~ *The board or executive officer*  
25 ~~from issuing~~ *may, within its discretion, issue* a cease and desist  
26 order without first issuing a notice of violation in cases where ~~it~~  
27 ~~deems a notice of violation would not be in the best interest of the~~  
28 ~~state~~ *the board or executive officer finds that issuance of a notice*  
29 *of violation would be futile, would result in unreasonable delay,*  
30 *or would be unlikely to invoke a timely response.* In the event the  
31 board *or executive officer* issues a cease and desist order without  
32 first issuing a notice of violation, the cease and desist order shall  
33 contain the information required under subdivision (c) of Section  
34 8701.

35 (c) A cease and desist order shall do all of the following:

36 (1) Include a copy of the notice of violation.

37 (2) Be effective upon its issuance and served immediately  
38 pursuant to Section 8703.

39 (3) Require that the corrective actions described in the notice  
40 of violation be completed within a specified time period or the

1 person or public agency shall be subject to an enforcement order  
2 pursuant to Section 8701.4.

3 (4) Provide a date, time, and location of a public meeting before  
4 the board at which the person or public agency may appear to  
5 contest the cease and desist order.

6 (d) The meeting noticed pursuant to paragraph (4) of subdivision  
7 (c) shall be consistent with all of the following:

8 (1) The meeting shall be scheduled to occur at least 30 days  
9 after issuance of the cease and desist order and shall be held  
10 pursuant to the provisions of this part and regulations adopted by  
11 the board.

12 (2) At the meeting, the board may affirm, amend, modify, stay,  
13 or rescind the cease and desist order.

14 (3) If a person or public agency subject to a cease and desist  
15 order fails to appear at the meeting, the cease and desist order may  
16 be approved by default.

17 8701.4. (a) If the board or executive officer determines that  
18 any person or public agency has failed to correct a violation as  
19 outlined in a cease and desist order, the board shall hold an  
20 enforcement hearing to consider the issuance of an enforcement  
21 order.

22 (b) The enforcement hearing shall comply with all of the  
23 following:

24 (1) Notice of the hearing, issued pursuant to Section 8703, shall  
25 be provided at least 30 days before the hearing is scheduled to  
26 occur, unless it is determined that the public interest necessitates  
27 a shorter notice period.

28 (2) Notice of the hearing shall include a proposed enforcement  
29 order, including any proposed administrative penalties.

30 (3) The hearing shall be held pursuant to the provisions of this  
31 part and regulations adopted by the board.

32 (4) If the person or public agency subject to the cease and desist  
33 order fails to appear at the hearing, the right to a hearing will be  
34 deemed waived.

35 (c) At the conclusion of the hearing, the board may approve,  
36 amend, or reject the proposed enforcement order and thereby take  
37 any and all of the following actions:

38 (1) Order the removal, modification, or abatement of the  
39 encroachment, flood system improvement, or activity causing a  
40 violation of this part.

- 1 (2) Order the restoration of the site.
- 2 (3) Impose and require the payment of administrative penalties  
3 as set forth in Section 8704.
- 4 (4) Order the recording of the enforcement order with the office  
5 of the county recorder of the county in which the property  
6 associated with the violation is located.
- 7 (5) Initiate a civil action in the name of the state for mandamus,  
8 injunction, civil penalties, or other appropriate remedy authorized  
9 by law.
- 10 (6) Order any other actions or conditions as the board may  
11 determine are necessary to resolve the violation and ensure  
12 compliance with this part.
- 13 (d) The enforcement order shall state any necessary findings  
14 and shall be served immediately pursuant to Section 8703.
- 15 (e) A person or public agency against which the board has issued  
16 an enforcement order may seek judicial review of the enforcement  
17 order pursuant to Section 8579. The enforcement order shall be  
18 deemed effective upon issuance.
- 19 (f) If the board orders removal, modification, abatement, or  
20 restoration pursuant to this part, the board, its contractor, or its  
21 designee may conduct the work, the costs of which shall be  
22 collected from the responsible person or public agency by whatever  
23 legal remedy is available, including, but not limited to, the  
24 placement of a lien on the property owned by the person or public  
25 agency responsible for the violation pursuant to Section 8704.2.  
26 Removal, modification, abatement, or restoration actions shall not  
27 be taken by the board until after the time for judicial review has  
28 passed.
- 29 (g) If the board orders the enforcement order to be recorded  
30 with the office of the county recorder, the executive officer shall  
31 issue a certificate of abatement to the person or public agency  
32 against whose property the enforcement order was recorded when  
33 the enforcement action has been fully resolved, including the  
34 payment of any costs and penalties. The person or public agency  
35 may, at the owner's expense, record the certificate with the office  
36 of the county recorder.
- 37 (h) This section does not authorize the issuance of an  
38 enforcement order as to any lawful activity undertaken by a public  
39 agency pursuant to Section 8708.

1 8702. (a) The board, following notice and opportunity for a  
2 hearing, may order the removal or modification of an encroachment  
3 that was previously issued a permit by the board if the board makes  
4 one of the following findings based on substantial evidence:

5 (1) The encroachment presents ~~a~~ *an imminent* threat to the  
6 structural integrity of the levee, channel, flood control work, or  
7 other facility of the State Plan of Flood Control.

8 (2) The encroachment *significantly* impairs the functional  
9 capability of the levee, channel, flood control work, or other facility  
10 of the State Plan of Flood Control to fulfill its particular intended  
11 role in the overall flood control plan.

12 (3) The encroachment is not in conformance with state law,  
13 board regulations, or, in the case of facilities of the State Plan of  
14 Flood Control, the standards and regulations of the Secretary of  
15 the Army.

16 (b) Routine maintenance by the board, the executive officer,  
17 the department, or local agencies that operate and maintain facilities  
18 and works on behalf of the board that includes the removal or  
19 modification of abandoned property, fences, gates, and vegetation  
20 on a levee or other flood control structure shall not be subject to  
21 this section.

22 (c) The removal or modification of previously permitted  
23 encroachments shall not be subject to administrative or civil  
24 penalties pursuant to Section 8704 or 8704.1.

25 (d) If the board orders the removal or modification of a  
26 previously permitted encroachment, the permit for the  
27 encroachment shall be modified or revoked accordingly.

28 (e) *Nothing in this section shall be construed to alter an*  
29 *individual's right to compensation that may otherwise exist at law*  
30 *or any rights an individual has under the Constitution of the state*  
31 *or the United States.*

32 8703. Notice and service required by this article shall be  
33 provided to the person or public agency believed to be responsible  
34 for the violation and the owner of the property on which the  
35 violation occurred or is threatened to occur by one of the following  
36 means:

37 (a) Hand delivery.

38 (b) Certified mail.



1 (c) If the person or agency cannot be reached or reasonably  
2 notified pursuant to subdivision (a) or (b), by placing a copy of  
3 the notice or order on the encroachment or property.

4 8704. (a) Civil penalties may be imposed by a court of  
5 competent jurisdiction against any person or public agency that  
6 undertakes an activity, flood system improvement, or encroachment  
7 that is in violation of this part or that is inconsistent with any  
8 permit, cease and desist order, or enforcement order previously  
9 issued by the board or executive officer in an amount not less than  
10 five hundred dollars (\$500) and not greater than thirty thousand  
11 dollars (\$30,000).

12 (b) In addition to any other penalties, civil penalties may be  
13 imposed by a court of competent jurisdiction against any person  
14 or public agency that intentionally and knowingly undertakes an  
15 activity, flood system improvement, or encroachment that is in  
16 violation of this part or that is inconsistent with any permit, cease  
17 and desist order, or enforcement order previously issued by the  
18 board or executive officer in an amount that shall not be less than  
19 one thousand dollars (\$1,000) or more than fifteen thousand dollars  
20 (\$15,000) per day for each day in which the violation persists.

21 (c) In determining the amount of liability pursuant to  
22 subdivisions (a) and (b), the following factors shall be considered:

23 (1) The nature, circumstance, extent, and gravity of the violation.

24 (2) Whether the violation is susceptible to removal, modification,  
25 abatement, restoration, or other remedial measures.

26 (3) Whether the function of the levee, channel, or other flood  
27 control work is affected by the violation.

28 (4) The cost to the state of bringing the action.

29 (5) With respect to the person or public agency responsible for  
30 the violation, any voluntary remedial measures undertaken, any  
31 prior history of violations, the degree of culpability, economic  
32 profits, if any, resulting from, or expected to result as a  
33 consequence of, the violation, and other matters deemed relevant.

34 (d) Civil penalties may be imposed by a court of competent  
35 jurisdiction against any person or public agency that intentionally  
36 or negligently violates any cease and desist order issued, reissued,  
37 or amended by the board, or any enforcement order issued,  
38 reissued, or amended by the board in an amount that shall not  
39 exceed six thousand dollars (\$6,000) for each day in which that  
40 violation persists. Any actual penalty imposed shall be reasonably

1 proportionate to the damage suffered as a consequence of the  
2 violation.

3 8704.1. (a) Administrative penalties may be imposed by the  
4 board in the same manner as civil penalties described in Section  
5 8704, upon an enforcement hearing and issuance of an enforcement  
6 order pursuant to Section 8701.4, but shall not be less than five  
7 hundred dollars (\$500) or exceed fifty thousand dollars (\$50,000)  
8 for a single violation.

9 (b) In imposing penalties, the board shall express its rationale  
10 for the amount and specifically address the factors listed under  
11 subdivision (c) of Section 8704.

12 (c) Any penalties imposed shall be paid within 60 days.

13 (d) A person or public agency shall not be subject to both civil  
14 and administrative penalties for the same violation.

15 (e) After the time for judicial review pursuant to Section 8579  
16 has passed, the board may apply to the clerk of the appropriate  
17 court in the county in which the administrative penalties were  
18 imposed for a judgment to collect the penalties assessed. The  
19 application, which shall include a certified copy of the board action,  
20 constitutes a sufficient showing to warrant issuance of the  
21 judgment. The clerk shall enter judgment immediately in  
22 conformity with the application. The judgment so entered has the  
23 same force and effect, and is subject to all the provisions of law  
24 relating to, a judgment in a civil action and may be enforced in the  
25 same manner as any other judgment of the court in which it is  
26 entered.

27 8704.2. (a) Pursuant to subdivision (f) of Section 8701.4, the  
28 board or the board's designee shall have the authority to record a  
29 lien with the county clerk in the county of this state where the  
30 person's or agency's property responsible for the violation is  
31 located, to recover any and all of the following:

32 (1) Costs incurred in abating, removing, and restoring a  
33 violation, including, but not limited to, costs incurred in seeking  
34 modification, removal, abatement, or restoration pursuant to this  
35 part.

36 (2) Costs incurred in the summary abatement of emergencies.

37 (3) Attorney's fees associated with actions to enforce this part.

38 (b) A lien recorded pursuant to this section shall have the same  
39 force, effect, and priority as a judgment lien.

1 (c) Before recording a lien, the board shall provide notice and  
2 an opportunity for a hearing to contest the amount of the lien.

3 (1) Notice shall be provided at least 20 days before the hearing  
4 pursuant to Section 8703.

5 (2) The hearing required by this section may be satisfied by an  
6 enforcement order hearing pursuant to Section 8701.4 or, in the  
7 summary abatement of emergencies, a hearing pursuant to Section  
8 8708.

9 8704.4. The remedies provided by this article are not exclusive  
10 of, but shall be concurrent with and in addition to, any other  
11 remedy, penalty, or sanction that may exist by law, civil or  
12 criminal. The board may enforce compliance with the provisions  
13 of this article by mandamus, mandatory injunction, or by any other  
14 appropriate remedy authorized by law. The action or proceeding  
15 may be commenced and maintained by the board in the name of  
16 the state.

17 8705. The Flood Risk Management Fund is hereby established  
18 in the State Treasury. All funds received from penalties pursuant  
19 to this article shall be paid into the fund. Upon appropriation by  
20 the Legislature, the moneys in the fund shall be expended by the  
21 board to carry out enforcement pursuant to this part, including the  
22 costs of the modification, removal, abatement, or restoration of  
23 violations and related litigation.

24 8706. The board may maintain actions in the name of the state  
25 to compel by injunction the owner or owners of any bridge, trestle,  
26 wire line, viaduct, embankment, or other structure or obstruction  
27 that shall be intersected, traversed, or crossed by any bypass,  
28 drainage canal, channel, or overflow channel to construct or alter  
29 any structure in order to offer a minimum of obstruction to the free  
30 flow of water. In the case of existing works, the board may compel  
31 the removal or alteration of structures or obstructions that impede  
32 the free flow of water.

33 8706.5. Any activity that does or may interfere with, obstruct  
34 the performance, maintenance, or operation of, or otherwise  
35 adversely affect facilities of the State Plan of Flood Control,  
36 designated floodways, or streams that are regulated by the board  
37 constitutes a public nuisance, and the board may commence and  
38 maintain a suit in the name of the people of the state for the  
39 prevention or abatement of that nuisance.

1 8707. If the board or Attorney General prevails in a civil action  
2 to enforce this part, or if a local agency prevails in a civil action  
3 to seek abatement costs under subdivision (c) of Section 8708 or  
4 modification, removal, abatement, or restoration costs as the  
5 board's designee under subdivision (f) of Section 8701.4, the board,  
6 Attorney General, or local agency shall be awarded attorney's fees  
7 and costs, including, but not limited to, any fees and costs incurred  
8 by its agents.

9 8708. (a) Nothing in this article shall be construed to prevent  
10 the department, the board, the executive officer, or a  
11 levee-maintaining agency from taking any action to prevent an  
12 imminent failure of a levee, channel, floodway, stream bank, or  
13 flood control feature, or other emergency action necessary to  
14 protect the public welfare.

15 (b) To the extent emergency action is required that involves the  
16 removal, modification, or abatement of an encroachment, flood  
17 system improvement, or activity maintained by an individual or  
18 public agency, the individual or public agency may request a  
19 hearing before the board within 30 days after the action has been  
20 commenced.

21 (c) After a public hearing, by request or by its own motion, the  
22 entity that has carried out the abatement functions pursuant to this  
23 section may seek reimbursement of its abatement costs and may  
24 pursue any legal remedies available to recover its costs, including  
25 imposing a lien pursuant to Section 8704.2.

26 8709. The board shall adopt emergency regulations necessary  
27 to implement this article in accordance with Chapter 3.5  
28 (commencing with Section 11340) of Part 1 of Division 3 of Title  
29 2 of the Government Code. The adoption of emergency regulations  
30 shall be deemed an emergency ~~and necessary for the immediate~~  
31 ~~preservation of that calls for the immediate action to avoid serious~~  
32 ~~harm to the public peace, health and health, safety, or general~~  
33 welfare.

34 SEC. 4. Section 8732 of the Water Code is amended to read:

35 8732. The board may hold a hearing or partial hearing before  
36 a committee of one or more members of the board, before a  
37 qualified neutral hearing officer designated by the board president,

- 1 or before the executive officer or chief engineer of the board, at
- 2 any place within the state.

O