

California Central Valley Flood Protection Board
STRATEGIC PLAN 2013-2017



FRONT COVER:

Sacramento-American River Confluence (facing south) 2008

TABLE OF CONTENTS

MESSAGE FROM THE PRESIDENT AND BOARD 4

Board Members (<i>photos and names</i>)	5
Message from the Executive Officer	6
Mission Statement.....	7

INTRODUCTION 9

Overview	10
History	10
Goals of the Strategic Planning Process	12
Major Trends and Planning Factors	12
CVFPB Jurisdictional Boundary (<i>map</i>).....	13

STRATEGIC PLAN 15

CVFPB Mission	16
Goal 1	16
Goal 2	17
Goal 3	18
Goal 4	18

BOARD'S ORGANIZATION & GOVERNANCE PRINCIPLES 19

Governance Principles	20
Organizational Chart.....	22

MESSAGE FROM THE PRESIDENT AND BOARD

The Central Valley Flood Protection Board (CVFPB), formerly known as the California State Reclamation Board, has had a long proud history since first being granted certain regulatory authority in 1911 to reduce the risk of flooding within California's Central Valley. More recently in 2007 and later in 2009, the Board was restructured, re-named, and given the important responsibility to review and adopt the historic 2012 Central Valley Flood Protection Plan.

Recently, the State has evaluated its water issues from a much broader and more strategic perspective by planning and implementing water management programs that combine flood management, ecosystem enhancement, water supply, and other water management actions to deliver multiple benefits across watershed and jurisdictional boundaries. This approach, known as integrated water management, calls for pulling together multiple disciplines and interests to define problems and opportunities, and then working creatively and collaboratively to achieve practical, cost-effective, and sustainable multi-benefit solutions. Given this new approach to managing water issues and the major changes produced by the recent legislation, it seemed reasonable that the Board establish a strategic direction over the next two to three years ultimately making the CVFPB more accountable and transparent to our stakeholders and the public.

In January, 2013 the Board started a strategic planning process for the CVFPB. The purpose was to re-think and refresh the mission and goals for the CVFPB, develop specific objectives and strategies, and define specific measures of success through which the Board could hold itself and the staff of the CVFPB accountable. The six-month process consisted of several public workshops of the Board, many meetings of the Board's Executive Committee, and the preparation of numerous drafts of the product-documents by the consultant team and the Board staff. In addition, the final documents were improved considerably by the assistance and contributions from representatives of the Department of Water Resources. The Department is now engaged in the preparation of a broader and more wide-ranging State-wide FloodSAFE Strategic Implementation Plan. Therefore we believed that it was critical that the CVFPB's Strategic Plan be compatible with the more far-reaching FloodSAFE Strategic Plan. As a result of this collaboration we now believe and that both plans are consistent and fit together nicely. There were two product-documents generated by the strategic planning process which were the Governance Principles and the Strategic Plan itself.

Both the Governance Principles and the Strategic Plan were adopted by the Board at their meeting of June 28, 2013.

This Strategic Plan is a call to action as the CVFPB seeks new and innovative ways of managing flood risk in this "post-Katrina" environment while at the same time attempting to reduce costs and achieving great value for the tax dollars spent. This Plan will help guide the CVFPB's decision-making and provide a strong foundation for progress.

Thank you,



William H. Edgar,
President and Members of the Central Valley Flood Protection Board

BOARD MEMBERS



William (Bill) Edgar
Board President



Emma Suarez
Board Vice President



Jane Dolan
Board Secretary



Michael Villines
Board Member



Timothy Ramirez
Board Member



Joseph Countryman
Board Member



Clyde Macdonald
Board Member



Anthony Rendon
Ex-Officio Member



Fran Pavley
Ex-Officio Member

MESSAGE FROM THE EXECUTIVE OFFICER



The Board staff greatly appreciates the initiative put forth by the present Board in developing the first strategic plan of the Central Valley Flood Protection Board (CVFPB). The plan focuses on CVFPB activities over the next two to three years. It will serve as the road map for the near term to help the CVFPB reach its long-term established goals and fulfill its stated mission to reduce the risk of catastrophic flooding to people and property within California's Central Valley.

As part of this process, four basic goals were established, along with specific objectives and strategies to implement the goals over the next two to three years, and to give clear directions to the staff as to what needs to be accomplished.

By making strides to accomplish the four goals established by the Board, and with proper planning, resource allocation, and implementation, the staff will reduce the risk of catastrophic flooding in the Central Valley and will meet the expectations entrusted to the CVFPB by the Legislature and the general public.

We would also like to acknowledge the contributions of many individuals and Department of Water Resources staff who provided their support and valuable input in developing the Strategic Plan. In particular, we would like to acknowledge the valuable and constructive input provided by George Qualley, a Retired Annuitant and former Chief of the Division of Flood Management (DFM). We would also like to acknowledge the support and help from DFM's Eric Koch, Michael Mierzwa, and Keith Swanson, Deputy Director Gary Bardini, and Director Mark Cowin.

Lastly, we wish to thank Eric Douglas of Leading Resources Incorporated for guiding the Board and the staff through development of the Strategic Plan that was approved unanimously by the Board at its June 28, 2013 meeting.

Thank you,

A handwritten signature in blue ink that reads "Jay S. Punia". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Jay S. Punia
Executive Officer

MISSION STATEMENT

TO REDUCE THE RISK OF CATASTROPHIC
FLOODING TO PEOPLE AND PROPERTY WITHIN
THE CALIFORNIA CENTRAL VALLEY.



INTRODUCTION



Tisdale Weir 2011

OVERVIEW

The Central Valley Flood Protection Board (CVFPB), in its regulatory role, has spent the past ten decades serving as the liaison between the State of California, its residents, property owners, Central Valley agencies, and the United States government, with the goal of providing the highest level of flood protection possible to California's Central Valley, while also considering environmental and habitat concerns.

The CVFPB is governed by a Board consisting of seven Governor-appointed and Senate-confirmed members, plus two non-voting ex-officio members from the California Legislature. The monthly public Board meetings provide an open forum where all interests may express their views regarding flood management, and where permits, Board-sponsored projects, and other actions are reviewed and approved.

The CVFPB works in close partnership with local agencies, the Department of Water Resources (DWR) and the U.S. Army Corps of Engineers (USACE) to reduce the risk of catastrophic flooding in California's Central Valley. The CVFPB has jurisdictional authority throughout the drainage basin of the Central Valley and for the 1.7 million acres within 14 counties that make up the Sacramento-San Joaquin Drainage District. Under California law, any modification to the federal/State flood control system, encroachment, or project on or near the Sacramento and San Joaquin Rivers or their tributaries must be approved by the Board. The CVFPB and its staff make sure that there are no negative hydraulic, geotechnical, or other structural impacts associated with the approved alterations, encroachments, or projects.

While USACE has been the primary source of funding for flood improvement projects, the State and many local government agencies have stepped forward in recent years to provide funding for projects as well. In its agreements with USACE, the CVFPB fulfills the State's cost-sharing responsibilities to the federal government by providing lands, easements, rights-of-way, relocations, and cash payments for USACE-constructed or cost-shared flood control projects. When a project is completed and Local Maintaining Agency assurance agreements are secured, the CVFPB accepts responsibility for the project and transfers it to the local agency to operate and maintain.

History

In 1911 the Legislature created the California State Reclamation Board, which was given regulatory authority over the Sacramento Valley's Local Maintaining Agencies (LMAs), with the objectives of (1) assuring a logical, integrated system for controlling flooding along the Sacramento and San Joaquin Rivers and their tributaries in cooperation with USACE, (2) cooperating with various agencies in planning, constructing, operating, and maintaining flood control works, and (3) maintaining the integrity of the flood control system. In 1913 the Reclamation Board was given regulatory authority over the San Joaquin Valley's LMAs. In this same year, the Legislature created the Sacramento-San Joaquin Drainage District to give the Reclamation Board the authority to acquire the necessary property and easements for flood control.

In 2007 the Legislature restructured the Reclamation Board and renamed it the “Central Valley Flood Protection Board.” The legislation gave the Board the responsibility to review and adopt the historic 2012 Central Valley Flood Protection Plan (CVFPP) and required all cities and counties within the boundaries of the Sacramento-San Joaquin Drainage District to provide a copy of their updated general plans to the Board for review and comment. Legislation approved in 2009 granted new authorities to the CVFPB and reiterated the importance of its encroachment enforcement powers for flood control.

In keeping with the 2009 legislation and in response to the USACE’s more rigorous inspection program, the CVFPB has recently sharpened its focus on removing unauthorized and non-compliant encroachments to ensure the Central Valley Flood Protection Plan’s effectiveness in flood protection improvement. The USACE has declared substantial portions of flood control projects in the Central Valley ineligible for continued participation in the federal Public Law 84-99 Levee Rehabilitation Program, which provides federal funds for levee repairs following flood events.

Resulting from the Board’s adoption of the Central Valley Flood Protection Plan, the Board continues to be involved in the implementation of the CVFPP by working with DWR, USACE, and stakeholders via the Coordinating Committee, an informal forum to promote integration of regional planning and basin-wide studies.

In carrying out its programs with flood protection as its priority, the CVFPB also meets all legal requirements regarding the environmental impacts and habitat concerns of its actions and, whenever possible, supports projects with multi-benefit objectives. Working closely with California Department of Fish and Wildlife, U.S. Fish and Wildlife Service, and the National Marine Fisheries Service, the Board evaluates the impacts of flood control works on the environment. Approximately 6,800 acres of CVFPB land is leased for habitat enhancement.

Recently, the State has evaluated its water issues from a broader and more strategic perspective by planning and implementing water management programs that combine flood management, ecosystem enhancement, water supply, and other water management actions to deliver multiple benefits across watershed and jurisdictional boundaries. This approach, known as Integrated Water Management (IWM), calls for bringing together multiple disciplines and interests to define problems and opportunities and then working creatively and collaboratively to achieve practical, cost-effective, and sustainable multi-benefit solutions. The CVFPB, through its review process and other efforts, such as the Coordinating Committee, actively supports and participates in this broader approach.



Goals of the Strategic Planning Process

The Board undertook a strategic planning process for the CVFPB in 2013. The purpose was to rethink and refresh the mission and goals of the CVFPB, develop specific objectives and strategies, and define specific measures of success through which the Board could hold itself and the staff of the Central Valley Flood Protection Board accountable. The seven-member governing Board approved the resulting strategic plan in June 2013.

Major Trends and Planning Factors

One of the initial steps taken in the strategic planning process was to assess the significant trends affecting the work of the Central Valley Flood Protection Board. These were the important trends identified:

- **Population trends:** An increasing number of homes and businesses are located in deep flood prone areas.
- **Environmental trends:** Precipitation patterns in the Sierra are changing significantly, with lower percentages of precipitation retained in the snowpack compared to historical norms.
- **Infrastructure trends:** With increased understanding of how to design and build effective flood containment systems, the costs of new projects are increasing. At the same time, much of the existing flood protection infrastructure in the State is aging.
- **Legal trends:** The state of California was held legally liable for damages to private property resulting from floods in 1986. Damages from flooding in February 1986 and in January 1997 were in the hundreds of millions of dollars, shedding light on the susceptibility of communities in the Central Valley to major flood events – especially with respect to life-threatening deep flooding in urban areas. To address this situation, in the latter part of 2007 the California Legislature passed, and the Governor signed, five interrelated bills aimed at addressing the problems of flood protection and liability, which also aided in the prioritized expenditure of the bond funds. A sixth bill passed in 2007 requires additional consideration of flood risk in local land use planning throughout California. Together, these bills outline a comprehensive approach to improving flood management at the State and local levels.
- **Financial trends:** The devastation and loss of life resulting from Hurricane Katrina in 2005 further raised public awareness of catastrophic storm events throughout the nation. In response, California voters passed in 2006 the Disaster Preparedness and Flood Prevention Bond Act (Proposition 1E) and the Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act (Proposition 84). These two measures authorized the sale of nearly \$5 billion in bonds for flood management improvements, with approximately \$3.6 billion identified for repair and improvements to the state-federal flood system in the Central Valley. Since the passage of Propositions 1E and 84, billions of dollars have been available for flood control projects in California, but that funding can only be appropriated until July 1, 2016, and there are political divisions across the State in terms of support for new flood protection funding.

CVFPB JURISDICTIONAL BOUNDARY



STRATEGIC PLAN



Fazio-Yolo Wetlands 2009

CENTRAL VALLEY FLOOD PROTECTION BOARD

MISSION

TO REDUCE THE RISK OF CATASTROPHIC FLOODING TO PEOPLE AND PROPERTY WITHIN THE CALIFORNIA CENTRAL VALLEY.

We achieve our mission through:

- Adopting, monitoring and overseeing the implementation of the Central Valley Flood Protection Plan.
- Providing oversight of existing flood risk reduction facilities.
- Evaluating and approving new flood protection facilities.
- Being consistent, timely and effective in fulfilling our permitting and enforcement authorities.
- Providing a forum for public participation and inter-agency coordination between federal, state, and local agencies and stakeholders.
- Taking an integrated approach to flood protection for the purpose of public safety, economic stability, and environmental stewardship.

Goal 1

PRESERVE THE INTEGRITY AND FUNCTION OF FLOOD PROTECTION SYSTEMS IN THE CENTRAL VALLEY.

Objective 1.1: Assure judicious and timely permitting.

Strategies:

- 1.1.1 Develop processes and templates to help assure timely decisions on projects.
- 1.1.2 Implement a separate permitting track for flood system improvement projects.
- 1.1.3 Establish authority to charge filing fees for permits.

Objective 1.2: Expand enforcement capacity and authority.

Strategies:

- 1.2.1 Create a comprehensive database that includes a detailed inventory of encroachments, including non-permitted and out-of-compliance encroachments.
- 1.2.2 Quantify, delineate, categorize, and prioritize encroachments and the need for enforcement actions.

- 1.2.3 Resolve encroachments that are in conflict with assurances provided to USACE and that compromise system performance.
- 1.2.4 Develop efficient and effective sources of real property data.
- 1.2.5 Obtain additional enforcement authority through legislation and update regulations accordingly.
- 1.2.6 Establish authority to issue administrative fines without going to court.

Objective 1.3: Work with Local Maintaining Agencies (LMAs) to assure effective levee maintenance and improvement.

Strategies:

- 1.3.1 Work with LMAs to concentrate resources on high-risk areas.
- 1.3.2 Develop a program to hold LMAs accountable for meeting their operation and maintenance objectives.
- 1.3.3 Create regulatory structures to delegate authority to LMAs and, upon their request, enable them to initiate enforcement actions.

Goal 2

OVERSEE THE IMPLEMENTATION OF THE CENTRAL VALLEY FLOOD PROTECTION PLAN.

Objective 2.1: Work with local, regional, State and federal agencies to advance implementation of the Central Valley Flood Protection Plan.

Strategies:

- 2.1.1 Assure the Board's commitments in its resolution adopting the CVFPP are met.
- 2.1.2 Facilitate projects moving forward to implementation in accordance with the State System-wide Investment Approach (SSIA).
- 2.1.3 Monitor plan implementation benchmarks and communicate to the public.
- 2.1.4 Work with DWR to communicate technical data and tools to public and agencies.
- 2.1.5 Work with local, State and federal agencies to resolve issues around long-term management of vegetation.
- 2.1.6 Work with LMAs, DWR and USACE to address legacy design, construction, and SPFC facility obsolescence issues.

Objective 2.2: Facilitate iterative process for concurrent development and integration of regional plans, basin plans, and conservation strategy in cooperation with local agencies and DWR.

Strategies:

- 2.2.1 Utilize the Coordinating Committee to facilitate effective communication and coordination.
- 2.2.2 Convene partnering agencies to provide regular updates to the Flood Protection Board.
- 2.2.3 Ensure regional plans meet timetable required for the 2017 plan update.

Goal 3

PROVIDE LEADERSHIP IN OPTIMIZING FLOOD PROTECTION PLANNING, MANAGEMENT AND OPERATIONS.

Objective 3.1: Facilitate the transition to new planning and funding paradigms (in the context of the changing role of the U.S. Army Corps of Engineers).

Strategies:

- 3.1.1 Provide a forum for redefining the future roles and responsibilities of federal, State and local flood protection agencies.
- 3.1.2 Assure the Central Valley Flood Protection Board is engaged early on in the planning activities of DWR, USACE, and other relevant agencies.
- 3.1.3 Examine the State's internal planning and operating processes and recommend potential changes.

Objective 3.2: Assure high levels of performance by our organization.

Strategies:

- 3.2.1 Analyze staffing needs and recommend changes.
- 3.2.2 Examine Board committee structure needs and recommend changes.

Goal 4

DEVELOP BROAD PUBLIC SUPPORT FOR REGIONAL AND SYSTEM-WIDE MULTI-BENEFIT FLOOD RISK REDUCTION PROJECTS AND PROGRAMS.

Objective 4.1: Partner with DWR, USACE, and local and regional agencies to build public support for multi-benefit flood risk reduction projects and programs.

Strategies:

- 4.1.1 Partner with DWR, USACE, and local and regional agencies to build support for additional measures and funding to protect public safety and reduce State liability, including deep flood prone areas.
- 4.1.2 Build support for better floodplain management.
- 4.1.3 Ascertain viability of and explore options for the Central Valley Flood Protection Board's Designated Floodway Program.



BOARD'S ORGANIZATION & GOVERNANCE PRINCIPLES



Sacramento Weir 2005

GOVERNANCE PRINCIPLES

In the following draft governance principles, the following definitions apply:

- The “Central Valley Flood Protection Board” or “CVFPB” is the entire organization.
 - The “Board” is the governing entity of the CVFPB. The Board is composed of 7 voting and 2 non-voting members.
 - Staff are referred to as “CVFPB staff” or “Board staff.”
1. The purpose of these principles is to assure effective governance and communication by the Board, Board members, and Board staff.
 2. All Board member communication should be consistent with all applicable laws and regulations. It is the responsibility of Board members to know and understand these laws and regulations, including rules concerning ex parte communications.
 3. Only decisions made by the Board by a vote of its members are binding on the CVFPB. No individual Board member has that authority.
 4. The Board may delegate to the Board president or another Board member or a Board committee a specific piece of its authority, but must do so explicitly, in writing, and with the agreement of the other Board members.
 5. The Board may delegate to the Executive Officer a specific piece of its authority, but must do so explicitly, in writing, and with the agreement of the other Board members. Once delegated, Board members and the Board should carefully refrain from usurping the delegation of authority to the Executive Officer.
 6. The Board establishes the goals, priorities, expectations, and organizational structure of the CVFPB and communicates them in writing to the Executive Officer.
 7. The Board regularly evaluates the performance of the Executive Officer and General Counsel.
 8. As the governing body of the CVFPB, the Board regularly evaluates its performance in upholding its policies and governing principles.
 9. The Board can only direct the Executive Officer and the General Counsel, or the persons who are acting in that capacity. The Board cannot direct another person in the organization (i.e. no “skip management”). Board members, with the permission of the Executive Officer, can work directly with staff.
 10. A Board member may attend a meeting representing the Board and the CVFPB, but in that capacity he or she may not speak for the Board or the CVFPB other than to reinforce existing decisions and policies. Board members must inform the Executive Officer and other Board members when they speak in a public forum on a topic that relates to the CVFPB.

11. A Board member is an ambassador for the CVFPB and, in that capacity, may provide counsel and advice on behalf of the CVFPB, such as a) advising the Board, b) advising staff, or c) advising outside parties. When providing counsel to staff or outside parties, a Board member should a) refrain from appearing to give direction and b) when appropriate, inform the executive officer and Board president.
12. The role of the Board's president is to preside over Board meetings and assure an orderly flow of communication. The role of the Board vice president is to act on behalf of the president in his or her absence. The role of the Board's secretary is to assure that accurate records are kept of Board meetings. The role of the Board's executive committee is to plan the agendas for Board meetings and to handle other matters delegated to it by the Board, including appointing Board members to committees and making liaison assignments.

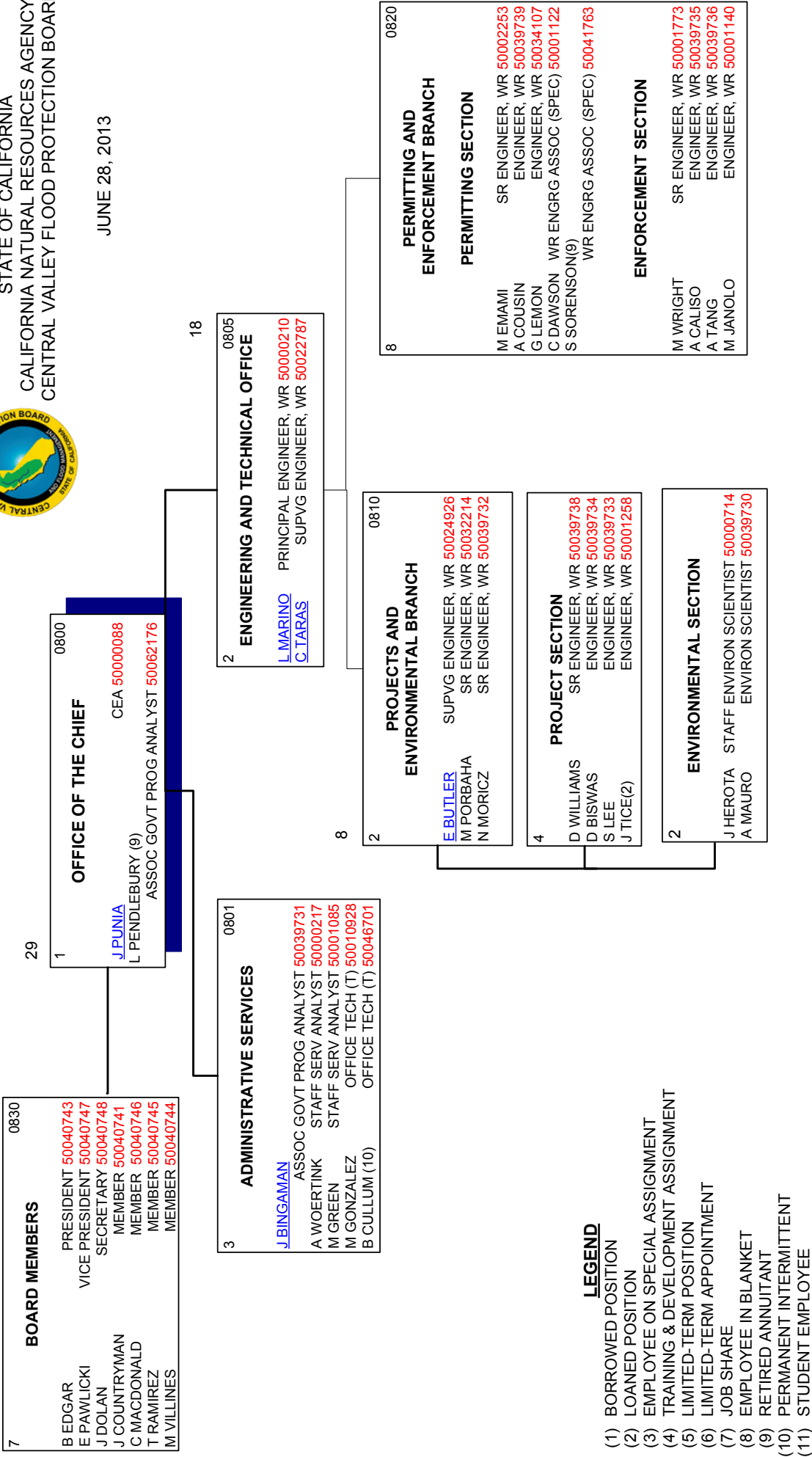


Delta Waterway 2009



STATE OF CALIFORNIA
CALIFORNIA NATURAL RESOURCES AGENCY
CENTRAL VALLEY FLOOD PROTECTION BOARD

JUNE 28, 2013





Central Valley Flood Protection Board

3310 El Camino Ave, Room 151

Sacramento, CA 95821

916.574.0609

www.cvfpb.ca.gov