

# Water Resources Association of Yolo County 2017 CVFPP Update Working Draft Summary

## 2017 CVFPP Overview

- In accordance with the Central Valley Protection Act of 2008 (Act), the 2017 CVFPP Update is a descriptive document that reflects a systemwide approach to protecting lands currently protected from flooding by the State Plan of Flood Control.
- To meet the requirements of the Act, the 2017 CVFPP Update describes:
  - ▶ Probable impacts of projected climate change, land use patterns on the ability of the SPFC to provide adequate levels of flood protection
  - ▶ The current status of the SPFC for providing flood protection
  - ▶ Improving systemwide riverine ecosystem function
  - ▶ Current financial constraints and an investment strategy
  - ▶ Policy issues that currently hinder accomplishment of the plan’s goals and objectives
- The 2017 CVFPP Update consists of the updated plan, an updated State Plan of Flood Control Descriptive Document, and an updated Flood System Status Report. Together these documents meet all of the content requirements for the plan in the Act.
- The 2017 CVFPP Update was also informed by development and update of 18 supporting documents. These documents include the Sacramento Basin-Wide Feasibility Study, the San Joaquin Basin-Wide Feasibility Study, six regionally created flood management plans, and the Conservation Strategy.
- Many of the planning efforts informing the 2017 CVFPP Update were prepared in close coordination with State, federal, and regional partners and guided by a multi-year stakeholder engagement process initiated in 2012. This outreach was driven by DWR’s commitment to regularly share information about ongoing activities and the overall planning process, and was supported through valuable engagement efforts spearheaded by the Central Valley Flood Protection Board and regional flood management planners.

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# Flood Management-Related Policy Discussions and Recommendations in the 2017 CVFPP Update

## Draft Recommendations for the State’s Flood Management-Related Policy Issues

Recommendations for Flood Policy Issues	
	<p><b>Land Use and Floodplain Management</b>  <i>Ongoing and planned development in the floodplain continues to intensify flood risk.</i></p> <ul style="list-style-type: none"> <li>■ Reaffirm and clarify the CVFPP Land Use Policy to guide State investments.</li> <li>■ Pursue administrative actions to ensure consistency with federal floodplain management policies.</li> <li>■ Develop a Statewide Floodplain Management Strategic Plan.</li> <li>■ Assess the benefits and cost of participation in the National Flood Insurance Program and evaluate the feasibility of a state insurance program. Mitigate losses to those subject to flooding through flood insurance.</li> <li>■ Continue to work with the Agricultural Floodplain Ordinance Task Force.</li> <li>■ Establish State post-disaster agricultural recovery programs.</li> </ul>
	<p><b>Residual Risk Management</b></p> <ul style="list-style-type: none"> <li>■ Flood risk can be reduced, but never eliminated. Commitment to enhanced resilience and public awareness falls short in many areas.</li> <li>■ DWR will continue to support and invest in activities that manage residual risk during implementation of the CVFPP.</li> <li>■ DWR will work with FEMA to increase investments on non-structural measures and promote multi-hazard mitigation planning.</li> <li>■ DWR will perform a climate change vulnerability assessment to identify the anticipated physical extent that FEMA’s Special Flood Hazard Areas may change during the design life of future State cost-shared investments.</li> </ul>
	<p><b>Hydraulic and Ecosystem Baselines and Program Phasing</b></p> <ul style="list-style-type: none"> <li>■ Current regulatory practices hinder the ability to obtain credits for benefits of improvements made early in a long-term program to offset impacts that may occur later in the program, complicating phased implementation of CVFPP multi-benefit improvements.</li> <li>■ The State supports convening a DWR-led workgroup to determine the legal and institutional mechanisms whereby the systemwide structural elements of the CVFPP can be implemented over many decades, accounting for local and regional benefits and impacts.</li> </ul>
	<p><b>Operations and Maintenance of the Flood System</b></p> <ul style="list-style-type: none"> <li>■ Underfunding and complex, time-consuming permits lead to a backlog of deferred maintenance and greater risk to life and property.</li> <li>■ Work toward securing sufficient and reliable annual funding for proper long-term operations and maintenance.</li> <li>■ Support a framework for regional conservation and landscape-scale permitting strategies.</li> <li>■ Create a tracking system of O&amp;M investments and outcomes to demonstrate the value that LMAs attain for their investments.</li> <li>■ Evaluate the feasibility of initiating a regionally based multiple-objective O&amp;M program in the SPFC to efficiently and holistically integrate flood system maintenance practices with ecological uplift.</li> <li>■ Develop an SPFC annual subventions program for LMAs not already covered by the existing Delta subventions program to proactively maintain the SPFC facilities to current State and federal standards.</li> </ul>



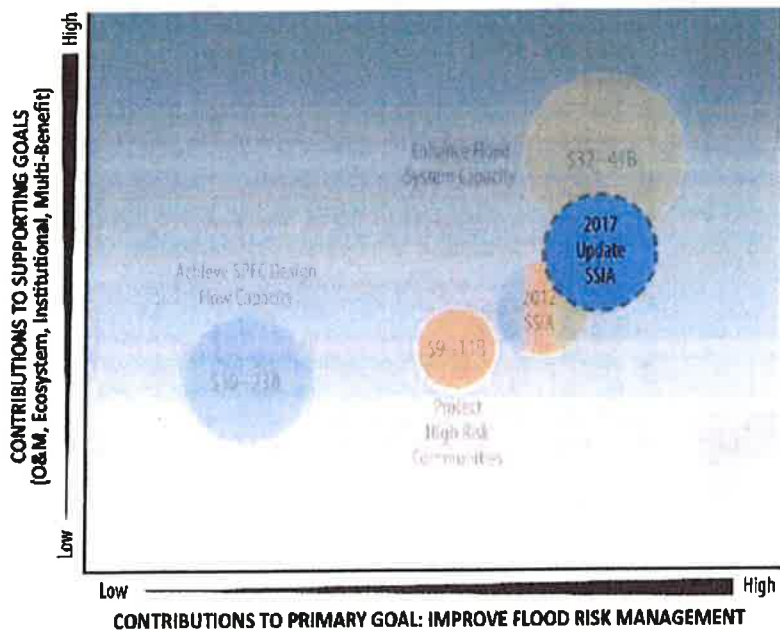
## Draft Recommendations for the State's Flood Management-Related Policy Issues

Recommendations for Flood Policy Issues	
	<p><b>Multi-Benefit Projects</b> <i>Ineffective institutional frameworks have hindered implementation of multi-benefit actions.</i></p> <ul style="list-style-type: none"><li>■ Seek additional funding sources to incentivize multi-benefit projects.</li><li>■ Explore regional-scale and long-term permitting mechanisms for implementation and maintenance of multi-benefit projects.</li><li>■ Collaborate with stakeholders to explore and advance implementation of Safe Harbor agreements.</li><li>■ Facilitate processes with USACE for modifying SPFC facilities to allow addition of other project purposes.</li><li>■ Continue coordination with federal and State agencies on levee and channel vegetation policy and research.</li><li>■ Identify policies and laws which may need updating or revisions to support adaptive management of multiple benefits.</li><li>■ Make mitigation banking programs more efficient and effective.</li><li>■ Monitor and track outcomes of multi-benefit project over time.</li></ul>
	<p><b>Governance and Institutional Support</b></p> <ul style="list-style-type: none"><li>■ Overlapping authorities and conflicting mandates can complicate flood system improvements and maintenance and are partially the result of existing governance structures, which are inadequate to support the broad range of actions included in the CVFPP.</li><li>■ The State, in coordination with the RFMPs, will provide assistance (technical or financial) to local agencies to advance regional governance within their regions.</li><li>■ The State will continue a dialogue between federal, State and local agencies with responsibilities for public safety, resource management and permitting to reconcile differing regulatory frameworks.</li></ul>
	<p><b>Coordination with Federal Agencies</b> <i>Federal agencies share responsibility for flood management, but complicated coordination, policies, funding, and approvals slow progress.</i></p> <ul style="list-style-type: none"><li>■ Consistent with the CVFPP, the State will continue to work closely with USACE.</li><li>■ Consistent with the CVFPP, the State will continue to work closely with FEMA.</li><li>■ Consistent with the CVFPP, the State will continue to work closely with USBR.</li><li>■ Consistent with the CVFPP, the State will also continue to closely coordinate with federal resources agencies.</li></ul>
	<p><b>Finance (see page 6 for additional detail on finance recommendations)</b> <i>Insufficient and unstable flood management funding has led to delayed investment and greater risk to life and property.</i></p> <ul style="list-style-type: none"><li>■ Investments must increase substantially to implement the 2017 Refined SSIA Portfolio.</li><li>■ The sources of funding need to come from appropriate, diverse and sustainable funding mechanisms that are not subject to the variability of the State's general fund.</li><li>■ Local, State and federal agencies should demonstrate the value of their actions through annual progress reports.</li></ul>



## Recommendations on Investment

- Investment is needed to implement a broader range of actions than have been implemented historically
- Relative performance of the 2017 Refined SSIA Portfolio compared to the 2012 SSIA as it contributes to CVFPP primary and supporting goals is shown at right
- 2017 Refined SSIA Portfolio's performance is enhanced in its contributions to CVFPP primary and supporting goals



### Comparative Investment by DWR Implementation Programs

Total Program Investment (State, Local, and Federal Investment)

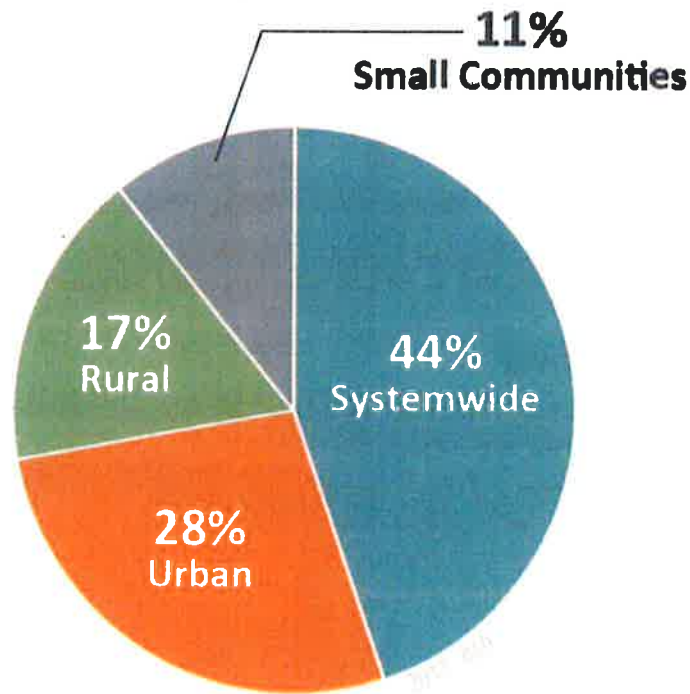
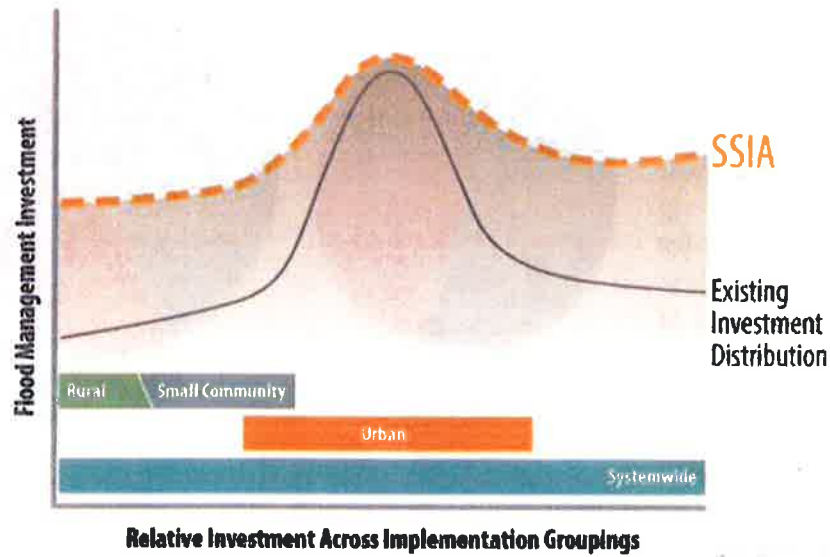
Flood Management Implementation Program	2012 Total CVFPP Investment Estimate*		2017 Total CVFPP Investment Estimate	
	Low (\$M)	High (\$M)	Low (\$M)	High (\$M)
Flood Management Planning	\$1,890	\$2,300	\$720	\$880
Floodplain Risk Management	\$600	\$800	\$1,020	\$1,250
Flood Risk Reduction Projects	\$10,520	\$12,740	\$13,040	\$15,930
Flood System Operations and Maintenance	\$440	\$560	\$1,600	\$1,960
Flood Emergency Response	\$480	\$510	\$520	\$630
<b>Total</b>	<b>\$13,920</b>	<b>\$16,910</b>	<b>\$16,900</b>	<b>\$20,660</b>

\* From Table 4.3 in the 2012 CVFPP



### 30-Year Investment

The 2017 Refined SSIA spreads investments over implementation groupings as shown in the figures below.



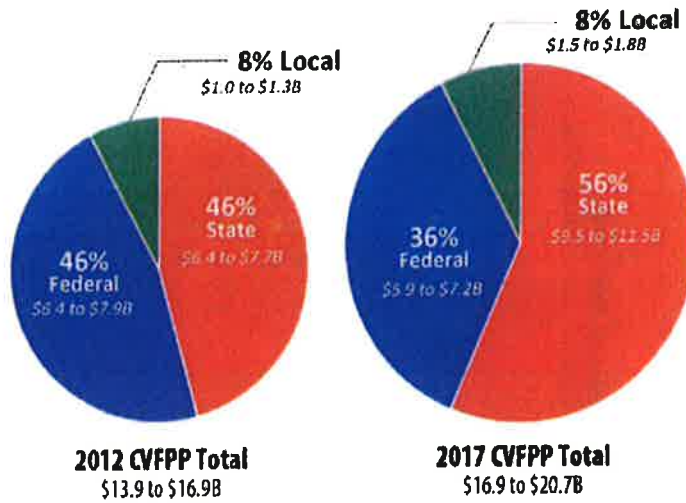


## Finance Recommendations

■ Implementing the 2017 CVFPP Update will require significantly more funding from State, federal, and local agencies

■ Current funding mechanisms at projected funding levels would only be able to implement \$5 billion over the 30-year period—far less than the \$16.9 to \$20.7 billion of estimated needs

■ Figure (right) depicts the conceptual cost-share and the change since the 2012 CVFPP



■ **Recommendations for Federal Financing**

- ▶ USACE should move to a watershed planning basis to streamline the time and costs to implement flood projects. USACE should consider the CVFPP as one large program
- ▶ The approval process for federal funding should be changed to more easily allow USACE to participate in preventing risk intensification in deep floodplains, and to provide more ecosystem restoration financing in the Central Valley

■ **Recommendations for State Financing**

- ▶ The State should also explore developing a watershed approach to managing and funding projects, and implementing a river basin assessment program
- ▶ The State should begin evaluating the viability of implementing a statewide insurance program
- ▶ While these long-term funding programs are being evaluated, the State should provide sufficient general funds to implement the Refined SSIA, as well as securing general obligation bonds to kick start these programs

■ **Recommendations for Local Financing**

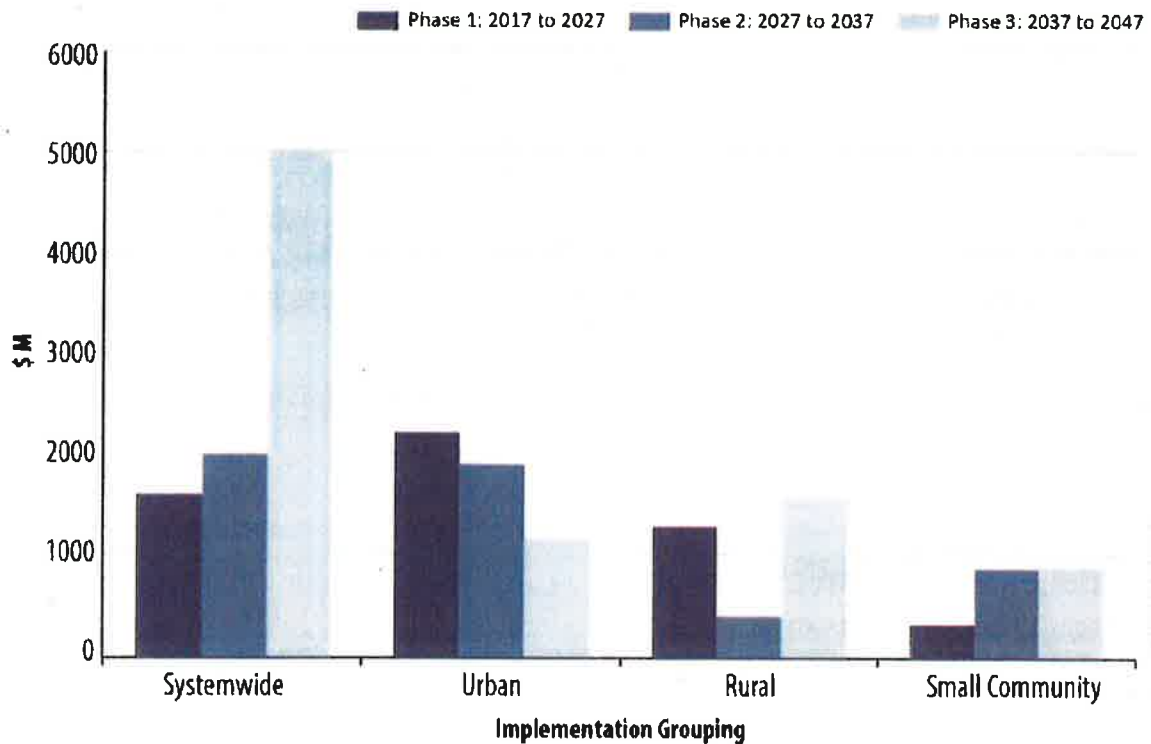
- ▶ The Sacramento and San Joaquin Drainage District is currently established in the Water Code to fund capital projects, but has not generated funds for nearly 80 years
- ▶ The Sacramento and San Joaquin Drainage District should be resurrected, with legislative changes to allow the revenue generated to be used for O&M as well as capital projects



## Implementation Phasing

- Phase 1 addresses highest risk to lives, assets and ecosystems concentrated in densely populated areas.
- Phase 2 transitions from a reactive situation to proactive flood management.
- Phase 3 balances flood investments for both capital and ongoing activities in a sustainable and proactive manner.

Capital and Ongoing CVFPP Investments Phased by Implementation Grouping



## 2017 CVFPP Update Roll Out

Date	Milestone	Notes
<b>August to October</b>	Internal DWR/Partner Agency Working Draft Briefings	DWR Flood Planning leadership will brief DWR and Resources Agency executive staff before the Working Draft is shared externally.
<b>October</b>	Working Draft to Central Valley Flood Protection Board Members	DWR will share a Working Draft with CVFPB members.
<b>October</b>	Working Draft to Stakeholders	DWR will share a Working Draft with stakeholders who have participated in CVFPP-related discussions over the past several years. This includes RFMP leads, Coordinating Committee participants, environmental non-governmental organization representatives, agriculture representatives, and resource agencies.
<b>November</b>	Working Draft Comments Due	The comment period for stakeholders to submit comments on the Working Draft will close on November 28, 2016.
<b>December</b>	Public Draft	DWR will make the Public Draft 2017 CVFPP Update, along with the Supplemental PEIR, available for a 60-day public review period.
<b>January to May 2017</b>	Public Review Period, Consideration of Comments	CVFPB public hearing to be held; comments will be considered and addressed.
<b>June 2017</b>	CVFPB Adoption	The CVFPB is expected to take action to adopt the 2017 CVFPP Update.

### For Additional Information

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