



## ITEM 1

Agenda of April 20, 2017

**TO: Board of Directors  
Sacramento Area Flood Control Agency**

**FROM: Richard M. Johnson, Executive Director  
(916) 874-7606**

**SUBJECT: EXECUTIVE DIRECTOR'S REPORT FOR APRIL 20, 2017**

### **SAFCA WASHINGTON D.C. TRIP REPORT**

Every year, SAFCA representatives travel to Washington D.C. to work with the various Congressional Committees, Senators, Representatives, and Agencies in seeking support for SAFCA projects. This year, SAFCA Board of Directors Chair Patrick Kennedy, Vice-Chair Nick Avdis, Executive Director Rick Johnson, and Deputy Executive Director Jason Campbell went to Washington D.C. the first week in April.

### **Participants:**

Patrick Kennedy, Chair, SAFCA Board of Directors  
Nick Avdis, Vice-Chair, SAFCA Board of Directors  
Rick Johnson, Executive Director, SAFCA  
Jason Campbell, Deputy Executive Director, SAFCA  
Mike Strachn, SAFCA Consultant  
Bory Steinberg, SAFCA Consultant  
Rich Worthington, SAFCA Consultant

### **Meetings Held:**

The following is a list of the meetings held:

### **Members of Congress:**

- Office of Senator Dianne Feinstein
  - Alexis Segal, Legislative Assistant
- Office of Senator Kamala Harris
  - Kevin Chang
- Representative Doris Matsui
  - Congresswoman Doris Matsui
  - Julie Eddy
  - Margaret McCarthy
  - Jonathan Gilbert

- Representative John Garamendi
  - Congressman John Garamendi
  - Garrett Durst
- Representative Ami Bera
  - Congressman Ami Bera
  - Kevin Lum
  - Marguerite Biagi
- Representative Garret Graves
  - Congressman Garret Graves
    - Representing 6<sup>th</sup> District of Louisiana
    - Chairman, Water Resources and Environment Subcommittee of the Transportation and Infrastructure Committee
  - Ian Bennitt

Congressional Committees:

- Energy & Water Development Subcommittee, Senate Appropriations Committee
  - Jenifer Armstrong, Professional Staff Member (Majority)
  - Samantha Nelson, Professional Staff Member (Minority)
- Senate Environment & Public Works Committee
  - Susan Bodine, Chief Counsel (Majority)

Agencies:

- U.S. Army Corps of Engineers (USACE), Headquarters
  - James Dalton, Director of Civil Works
  - Tab Brown, Chief Planning and Policy Division
  - Bradd Schwichtenberg Civil Deputy SPD RIT
  - Aaron Hostyk, Office of Counsel
- Assistant Secretary of the Army (Civil Works)
  - Doug Lamont, Acting Assistant Secretary of the Army (Civil Works)
  - Let Mon Lee, Deputy Assistant Secretary for Policy and Legislation
- Executive Office of the President of the United States, Office of Management and Budget
  - Gary Waxman, General Attorney, Water & Power Branch
  - David Hester, Program Examiner
- U.S. Bureau of Reclamation
  - Mat Maucieri, Assistant Deputy Commissioner Operations
  - Harry Horner, Mid-Pacific Region Liaison

Others:

- Governor's Washington office
  - Joaquin Esquivel

- Dawson and Associates
  - Bob Dawson
  - Mike Strachn
  - Steve Stockton
  - Bruce Berwick
- Steinberg and Associates
  - Bory Steinberg
  - Naomi Kogon-Steinberg
  - Rich Worthington

**Topic Summaries:**

Expressing Thanks Generally:

Summary:

Thanks in large part to widespread support from our congressional delegation, the USACE, Assistant Secretary of the Army (Civil Work)'s and Administrations generally, the Sacramento region has fared well in terms of Federal support. Whether in the form of Congressional Authorizations, Presidents' Budgets, Congressional Appropriations, USACE "Work Plans" or consideration of policy concerns, the Federal establishment has demonstrated appreciation for the need for increased and reliable flood protection.

Fiscal Year 2017 Appropriations:

Summary:

The status of our Federal funding for Fiscal Year (FY) 2017 (Oct 2016 - Sep 2017) is complicated due to the fact that Congress did not complete action on appropriations legislation before the beginning of the FY. Rather, as in the past several years, Congress passed a short-term "Continuing Resolution" or CR giving it more time to complete the final bill. The current CR expires on April 28, 2017, therefore, Congress must do something before then or risk another possible government shutdown.

The following table reflects the original proposed funding levels as reflected in President Obama's last budget as well as the House and Senate versions of the Appropriation Bill:

Natomas Levee Project	\$ 21.15 million
Folsom Joint Federal Project	\$ 20.74 million
Folsom Dam Raise Project	<u>\$ 21.04 million</u>
	<b>\$ 62.93 million</b>

With these numbers being over a year old and with changing circumstances, they aren't necessarily the numbers in play now. Furthermore, in addition to making project-specific allowances, Congress is likely to include a "Work Plan" in its final bill, which would provide additional untargeted funding and discretion to the USACE to allocate among projects nationwide. Taking all this into consideration, for FY 2017, we may end up with different funding for our projects than depicted above. For example, we would like to get additional

funding for the Natomas Levee Project (up to +\$55 million) to accelerate design and construction. On the other hand, we will not need the entire \$21.04 million for the Folsom Dam Raise Project, due to delays in coordination and completion of its design. In addition, we'd like to get start-up funding for design of the American River Common Features Project (authorized in 2016).

#### Fiscal Year 2018-19 Budget & Appropriations:

##### Summary:

The details of the Budget for FY 2018 (President Trump's first) have not yet been revealed. As has been the case in past presidential transitions, the first budget is delayed until the new Administration gets established and staffed.

On March 16<sup>th</sup>, the President transmitted his budget overview (or "skinny" budget) to Congress. This document lists only top-line amounts being requested for each agency. We have no idea at this point what the Budget proposes for SAFCA projects nor do we know what Congress may do with that number. The details of the FY 2018 Budget, including project-specific funding levels for our activities, are not expected until May.

We expressed desire that the FY 2018 Budget details will continue to adequately fund our initiatives, including:

- Continued construction of the Natomas Levee Project
- Design of the American River Common Features General Reevaluation Report (GRR) Project (authorized in WRDA 2016)
- Completion of design and initiation of construction of the Folsom Dam Raise Project

In addition, future funding (FY 2019) should include a request for construction funding to initiate construction American River Common Features GRR Project (authorized in WRDA 2016) through the President's Budget request and/or congressional appropriations actions.

In addition to SAFCA-specific requests, we expressed support for the Sacramento GRR study effort, which is being led by the State of California (DWR) but in which we have an interest and a role.

#### Obtaining Funding to Initiate Construction for the Work Authorized in the American River Common Features GRR:

##### Summary:

Our goal is to get construction initiated on the work authorized in the American River Common Features GRR Project as soon as possible in order to maintain seamless progress from design to construction and timely completion of the project. As a practical matter (given the Project Engineering and Design (PED) that must be sufficiently done first), the FY 2019 Budget/Appropriations/Work Plan process would be the first opportunity for that (though the possibility for that late in the FY 2018 process is a possibility).

SAFCA expressed a desire for expedited initiation of PED on the project and for construction initiation of the project as soon as possible. SAFCA's rationale for the expedited initiation of construction is the Federal Government has already made a considerable investment at Folsom Dam and in the levees along the American River. The design of these works was done assuming the features in the GRR would also be constructed. Therefore, the full benefits of the system-wide investment cannot be realized until the components of the GRR are constructed.

#### Allowing Transfer of "Excess" Non-Federal Credits Among Projects:

##### Summary:

The Water Resources Development Act (WRDA) 2016 included a provision at SAFCA's request that clarifies the transfer of non-Federal contributions that are "excess" to required cost-sharing amounts be transferrable to other projects under the sponsorship of the non-Federal entity. To be eligible for consideration, we prepared a comprehensive report to the USACE, which SAFCA submitted to the Sacramento District on March 2, 2017. We wish to transfer excess credits from the Natomas Levee Project to our cost-sharing requirements for the Folsom Dam Raise project and/or the American River Common Features GRR Project.

#### Update of Folsom Dam "Water Control Manual":

##### Summary:

The Bureau of Reclamation (Bureau), USACE and non-Federal stakeholders have been working to update the Water Control Manual (WCM) for Folsom Dam. The WCM is the master guide for operating the flood control component of the reservoir operation and establishing target lake levels to accommodate the multiple uses of water from the reservoir, flood control, municipal water, agricultural water, endangered species, etc. This is a difficult task as we've learned with reservoirs statewide that balancing the feast-and-famine nature of California water. The process to update the WCM is going well and will add flexibility to the reservoir regulation process by taking into account the changing nature of weather patterns and adding operational flexibility that did not exist in the previous WCM.

The WCM must be approved by both the USACE and the Bureau before it can be implemented. Part of our objective was to assure that the Bureau Commissioner's Office as well as the USACE's Headquarters are up to date on the status and timing.

#### Designing the "Folsom Dam Raise" Project:

##### Summary:

Significant technical issues have arisen in the USACE's initial design of the Raise Project. However, progress is being made and we are hopeful that a solution has been found. While the USACE will not be in a position to go to construction in FY 2017, we expect construction to start in FY 2018 and desire continued support of the project.

SAFCA's Report on Sacramento's "Comprehensive Flood Risk Reduction Program":

Summary:

The USACE has expressed a high degree of interest in non-Federal Project sponsors taking a more comprehensive approach to reducing flooding. Specifically, Mr. James Dalton (when he was Chief of Engineering at USACE Headquarters before becoming the Director of Civil Works) asked for an assessment of how Sacramento could significantly increase its flood protection (up to 500-year protection) and how it would address "residual risk" (risk not directly addressed through structural means).

The report, completed in draft form on March 20, 2017, addresses not only structural measures operation and maintenance and security measures that are underway and anticipated but also non-structural measures such as multi-jurisdictional considerations for land use management, emergency management, communication to the public on flood risks and use of the National Flood Insurance Program.

We presented an overview of the draft SAFCA report and anticipated next steps.

Coordination with State of California Washington Office:

Summary:

We normally try to meet with Governor Brown's Washington office. The purposes include expressing thanks for State support and coordination of Federal requests, especially:

- PED Funding for American River Common Features GRR in FY 17 work plan and/or FY 18 Budget;
- Additional Natomas construction funding in FY 17 work plan; and
- Initiation of construction start for American River Common Features GRR.

**NATOMAS BASIN PROJECTS UPDATE**

The Natomas Basin Projects Update that we have been including as an information item monthly will be switched to a quarterly report. The reason is that the final actions required to close-out the SAFCA Natomas Levee Improvement Program do not require a monthly update.

We anticipate that once the USACE gets closer to proceeding with construction in Natomas, we will have them provide regular updates.

**FLORIN CREEK MULTI-USE BASIN PROJECT**

The American Society of Civil Engineers, Sacramento Section, announced that the Florin Creek Multi-Use Basin Project has been selected as the 2016 Outstanding Sustainable Project winner. Congratulations to SAFCA's outstanding team of consultants and contractors, and to Pete Ghelfi, SAFCA Director of Engineering, who not only managed the Project from start to finish, but formulated the original concept.

## **FOLSOM DAM JOINT FEDERAL PROJECT**

Recently, the USACE and the Bureau began testing the new gates which resulted in some water releases. Below is a picture of the first water flowing down the new spillway.



## **SACRAMENTO'S COMPREHENSIVE FLOOD RISK REDUCTION PROGRAM**

As explained above, the USACE has expressed a high degree of interest in non-Federal project sponsors taking a more comprehensive approach to reducing flooding. Specifically, Mr. James Dalton (when he was Chief of Engineering at USACE Headquarters before becoming the Director of Civil Works) asked for an assessment of how Sacramento could significantly increase its flood protection (up to 500-year protection) and how it would address “residual risk” (risk not directly addressed through structural means). In response,- SAFCA completed in draft form the report titled “Sacramento’s Comprehensive Flood Risk Reduction Program.” A copy is included as Attachment 1. A summary follows.

The City of Sacramento has grown at the confluence of the American and Sacramento Rivers, enjoying the benefits of the Sacramento River Flood Control Project’s (SRFCP’s) levees and bypasses as well as the headwater dams that have been added to the project. Sacramento is the largest city protected by this flood control system. The Sacramento Area Flood Control Agency, in partnership with State, Federal and local agencies, is implementing a comprehensive flood risk

management program for the Sacramento area. The program combines structural improvements protecting the area from floods up to the 500-year event with management of the residual risk of flooding through non-structural measures being planned and implemented by the City of Sacramento and the County of Sacramento and other partners.

Sacramento is regarded as having the second highest flood risk among major cities in the nation, below only New Orleans. This high risk is a result of the historic settling of the community at the transportation crossroads then offered by the American and Sacramento Rivers. Now the State capital of the sixth-largest economy in the world, Sacramento has grown up around these rivers even as the transcontinental railroad, Interstate highways, and Sacramento International Airport have overshadowed the rivers as transportation modes.

Following severe floods and decades of planning, in the early 1900s the Federal and State governments began constructing the SRFCP, which combined areas where the major rivers were confined between levees with weirs that allowed high flows to spill into bypasses, away from towns and structures. The SRFCP, in conjunction with major headwater dams constructed in the mid-twentieth century, is still relied on for flood protection in Sacramento today. At the same time, major storms such as those in 1986 and 1997 have exposed weaknesses in the system. A better understanding of regional hydrology and geotechnical engineering has led to a downgrading of the estimates of risk reduction offered by the dams and levees.

Managing the Sacramento area's flood risk means protecting the population and substantial investment that have grown over time in the region. The City of Sacramento is the sixth-largest city in California and has a population exceeding 485,000 in a 100-square-mile area. The American River Common Features General Reevaluation Report estimated that in the 200-year floodplains for Natomas and the American River, which extend beyond the city limits, the population at risk is 501,000 during the day and 580,000 at night. Within the 500-year floodplain, the GRR showed \$64.4 Billion in damageable property.

A 2007 Independent Review Panel recommended that communities be protected against the Standard Project Flood (SPF), the flood resulting from the most severe combination of meteorological and hydrologic conditions reasonably characteristic of a region. In the Central Valley this was considered to fall between the 200- and 500-year return periods. Panel member Dr. Gerald Galloway had previously recommended the use of the SPF while serving as a Brigadier General in the U.S. Army chairing a committee reviewing 1993 flooding in the Midwest. The SPF standard is consistent with the 2015 Executive Order 13690, which establishes a 500-year flood as the protection standard unless a specified alternative calculation is used.

The Sacramento Area Flood Control Agency was formed to address the Sacramento area's flood vulnerabilities demonstrated in the severe flows of 1986. SAFCA's Joint Exercise of Powers Agreement established its goal of achieving an interim of 100-year protection leading to at least 200-year protection for the region.

SAFCA's structural program can be divided into three overlapping phases, each of which builds upon previous and ongoing flood management efforts.

In its first phase, now completed, SAFCA worked with partners to raise and strengthen levees and re-operate Folsom Dam to resolve deficiencies revealed in the floods of 1986. These deficiencies included through-levee seepage and levee height.

In its second phase, now well underway, SAFCA has worked toward 200-year protection for the region by continuing to bolster levees and address underseepage and other hazards brought into the spotlight by 1997 flooding, as well as to improve Folsom Dam and adjust its operations.

SAFCA is now starting its third phase in order to provide 500-year protection, which includes increasing conveyance downstream of Folsom Dam, investigating additional flood storage in reservoirs above Folsom, and implementing comprehensive system wide levee Operations, Maintenance, Repair, Replacement, and Rehabilitation (OMRR&R) measures. These structural measures are the backbone of a comprehensive flood risk management program for this floodplain-occupying city that also includes a complementary suite of non-structural measures focusing on land use planning, emergency management, risk communication, and insurance.

The most important document for the non-structural measures is the City of Sacramento's Comprehensive Flood Management Plan (CFMP), which builds upon floodplain conservation and land use measures included in the City's general plan and floodplain management ordinance, as well as other emergency planning documents prepared by the land use agencies.

Based on SAFCA's analysis to date, the structural actions being implemented and planned by SAFCA and its partners would essentially meet the 500-year federal flood risk management standard for flooding from the American and Sacramento rivers. The implementation of the CFMP will help manage residual risks and will address tributary flooding and internal drainage not otherwise addressed by SAFCA's structural actions. The following figure demonstrates the various elements addressed in the report.

**Figure 2: Sacramento Area - Elements of Flood and Residual Risk Management**

