

# STRATEGIC PLAN

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*DRAFT*

2019

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SAN JOAQUIN AREA FLOOD CONTROL  
AGENCY



**SJAFCA**  
San Joaquin Area FLOOD CONTROL Agency

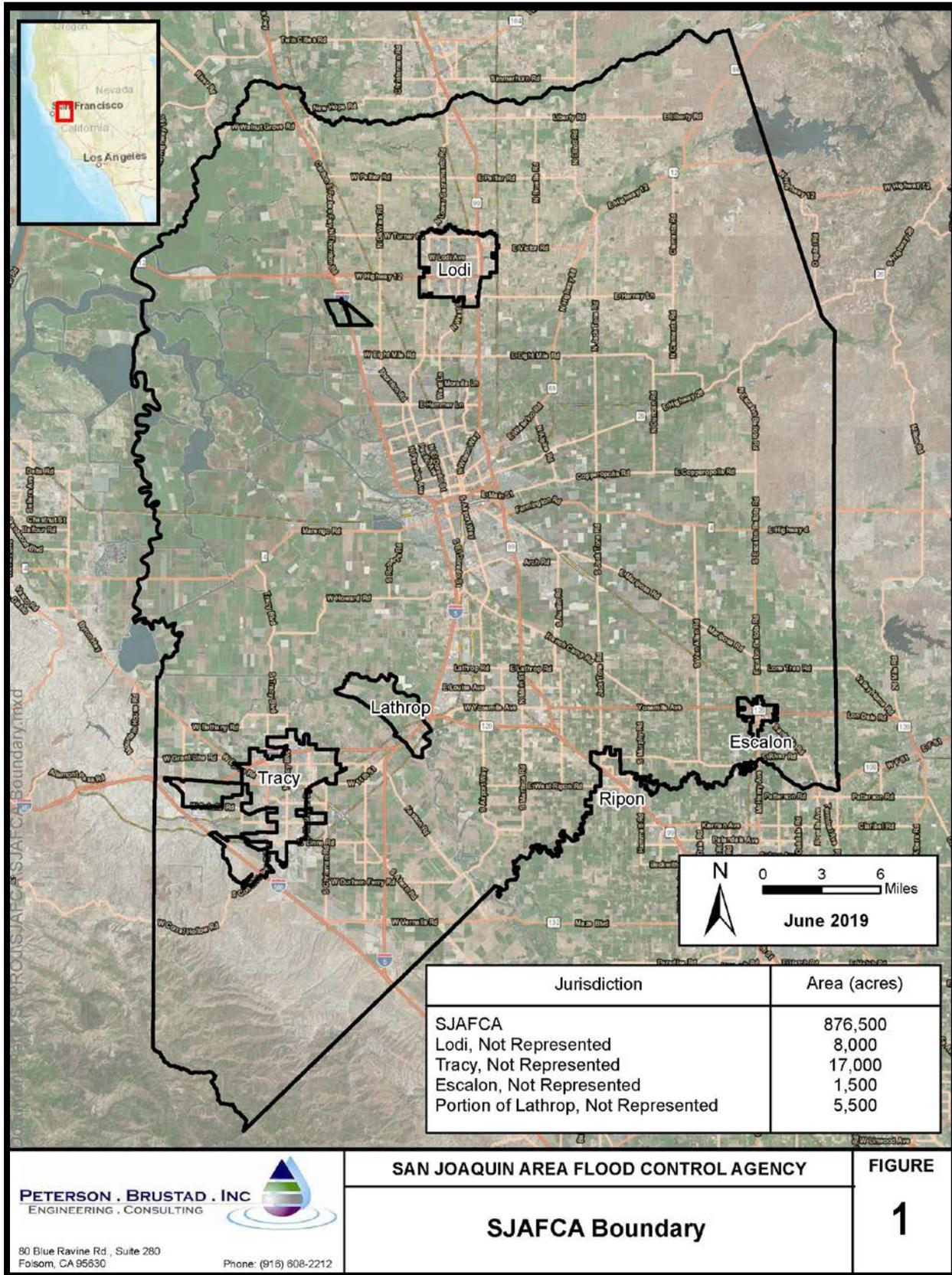
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# Mission Statement

**REDUCE AND MANAGE THE REGION'S FLOOD RISK**

## Goals

1. **PLAN FOR AND IMPLEMENT SYSTEM RESILIENCY**
2. **DRIVE FOR OPERATIONAL TRANSPARENCY**
3. **FACILITATE FUNDING STRUCTURES THAT ARE MOST BENEFICIAL TO LOCAL INTERESTS**
4. **SUPPORT APPROPRIATE, MUTUALLY BENEFICIAL PARTNERSHIPS**
5. **PROMOTE PUBLIC AND INSTITUTIONAL AWARENESS**



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**SAN JOAQUIN AREA FLOOD CONTROL AGENCY**

**FIGURE**

**SJAFC** Boundary

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Figure 1: SJAFC Boundary Map

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# Introduction

## Purpose

This Strategic Plan presents the San Joaquin Area Flood Control Agency’s (SJAFCA) mission statement, goals, objectives, and priority actions. This document provides policy guidance to inform the agency’s approach, decisions, investments, and actions as flood risk management programs develop within the region.

## Regional Setting

SJAFCA reduces and manages the flood risk within most of San Joaquin County (**Figure 1**). The County resides at the lower end of the San Joaquin River Basin and at the front end of the southern portion of the Sacramento-San Joaquin Delta in the Central Valley of California. The basin contains a system of levees, channels, bypasses, reservoirs, and other flood conveyance facilities to reduce flooding in the basin. Commingled floodplains are characteristic of this region, especially near metropolitan Stockton, growing portions of Manteca and Lathrop. Delta water levels are also a concern because high flows from the Sacramento River may “fill” the Delta prior to a peak inflow on the San Joaquin River as occurred in 1997, placing additional pressure on the Delta front levees.

The lower San Joaquin River system, much of it found within SJAFCA’s boundaries, was originally built by local landowners prior to modern engineering knowledge, standards, and criteria. The system provides protection to urban and rural communities with populations estimated at 235,000, more than \$28B in property, over 71,000 acres of mixed-use land, critical infrastructure, and sensitive aquatic and riparian habitat. Portions of the system have been improved by SJAFCA and local reclamation districts (see SJAFCA History below), however, improvements the remainder of the system are still needed.

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## Flood History

The region has a history of flood events, with major floods occurring in 1955, 1958, and 1997. The 1955 event had the highest flows as recorded on the Calaveras River at Bellota, with approximately 1,500 acres of Stockton inundated to depths of six feet for as long as eight days. The 1958 event inundated approximately 8,500 acres between Bellota and the Diverting Canal, with flood waters up to two feet deep and inundation durations from two to ten days. The 1955 and 1958 floods occurred prior to completion of New Hogan Dam and Reservoir and improvements to the Calaveras River and Stockton Diverting Canal.

The 1997 event resulted in the evacuation of the Weston Ranch area of Stockton at the north end of Mossdale Tract. While the 1997 event did not directly damage areas of Stockton, Lathrop or Manteca, there were approximately 1,842 residences and businesses affected in San Joaquin County. There were also significant flood-fighting efforts conducted during the 1997 event in Reclamation Districts 404 and 17 and breaches upstream of Mossdale Tract along the San Joaquin and Stanislaus Rivers. Estimated damages in San Joaquin County for the 1997 event were approximately \$80 million.

## SJAFCA History

SJAFCA is a Joint Powers Authority (JPA) that was created in May 1995 between the City of Stockton, San Joaquin County and the San Joaquin County Flood Control and Water Conservation District for the purpose of addressing flood protection for the City of Stockton and surrounding county area.

On November 16, 2017, the Joint Exercise of Powers Agreement (JEPA) was expanded to include the Cities of Lathrop and Manteca. SJAFCA now has a nine member Board of Directors with two (2) members from the San Joaquin County Flood Control and Water Conservation District and from the Board of Supervisors of the County; two (2) members from Stockton City Council; two (2) members from Lathrop City Council; two (2) members from Manteca City Council; and one (1) member of the public who resides or

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works within the boundaries of the Agency, appointed by a simple majority of the other Board members.

SJAFCA's first endeavor was to prevent the de-accreditation of levees surrounding the Stockton Metropolitan Area and to improve local levees to meet Federal Emergency Management Agency (FEMA) standards. As a result, SJAFCA constructed the Flood Protection Restoration Project (FPRP) which consisted of flood wall and levee improvements along 40 miles of existing channel levees, 12 miles of new levees, modifications to 24 bridges and the addition of two major detention basins and pumps.

Construction of the FPRP was completed in 1998, merely three and one half years after notification by FEMA that most of the City of Stockton would be remapped into a 100-year floodplain. SJAFCA formed an assessment district including more than 74,000 parcels to finance the \$70 million project. Since that time, property owners have collectively saved tens of millions of dollars on higher-cost, mandatory flood insurance, and the County has benefitted from responsible development free of moratoriums and restrictions associated with Special Flood Hazard Areas. In addition, SJAFCA established an annual Operations and Maintenance assessment for the upkeep of the improvements. The FPRP improvements are maintained by the San Joaquin County Flood Control and Water Conservation District through a maintenance agreement.

Section 211 of the Water Resources Development Act of 1996 authorized the local sponsor (SJAFCA) to construct flood control improvements and receive reimbursement for the federal share of project costs. The federal share of the plan approved by the U.S. Army Corps of Engineers (USACE) was estimated at \$33.4 million. In addition, in 1998, SJAFCA received an appropriation of \$12.6 million from the State of California for their share of the non-federal cost of the project. In 2019, SJAFCA expects to receive the balance of the Federal reimbursement that was owed for the project, totaling \$32.9 million.

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## Recent Challenges

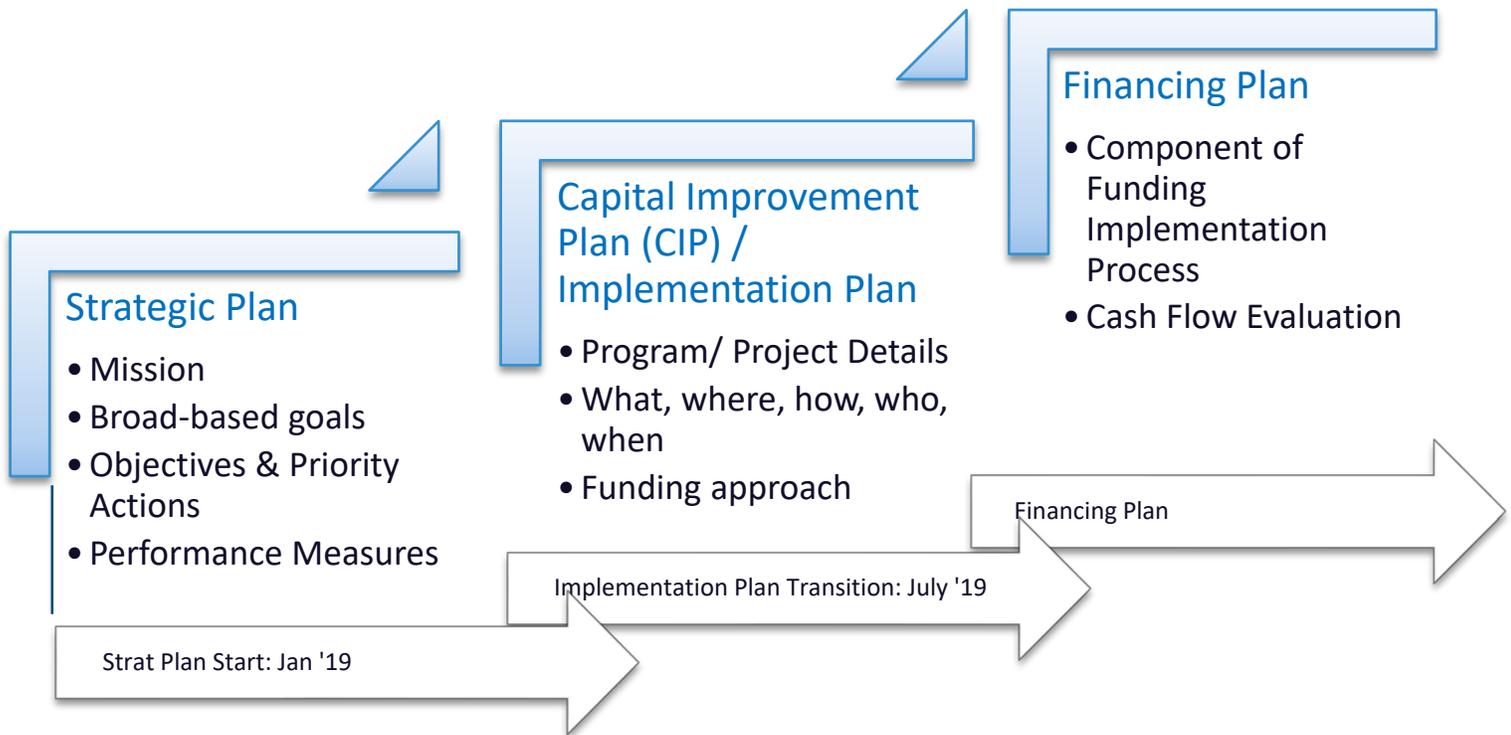
Recent flooding disasters, such as the one prompted by Hurricane Katrina, have resulted in a reevaluation of local flood risk and flood protection. FEMA has undertaken a Map Modernization Program that has resulted in a levee recertification program with new and more stringent levee standards.

SJAFCA is facing a number of challenges to assure flood protection facilities meet both State and Federal regulatory requirements. State legislation went into effect in 2007 (Senate Bill 5), which mandates a 200-year level of flood protection for urbanized or urbanizing areas by 2025. State and U.S. Army Corps of Engineers' levee standards and criteria are continuing to evolve and will continue to impact SJAFCA's priorities going forward.

## Strategic Planning Process

With the recent SJAFCA changes in governance structure, executive management, and board representation, SJAFCA has a unique opportunity to set the framework for the future activities of the organization. This is especially opportune given the local, State, and Federal support of its many ongoing flood reduction and management efforts.

Through strategic planning, SJAFCA presents a clear mission statement accompanied with detailed, goals, objectives, and actions to deliver improved flood protection for the region. The strategic plan supports the organization in developing its improvement plans and financing plan in support of delivering the programs and projects (**Figure 2**).



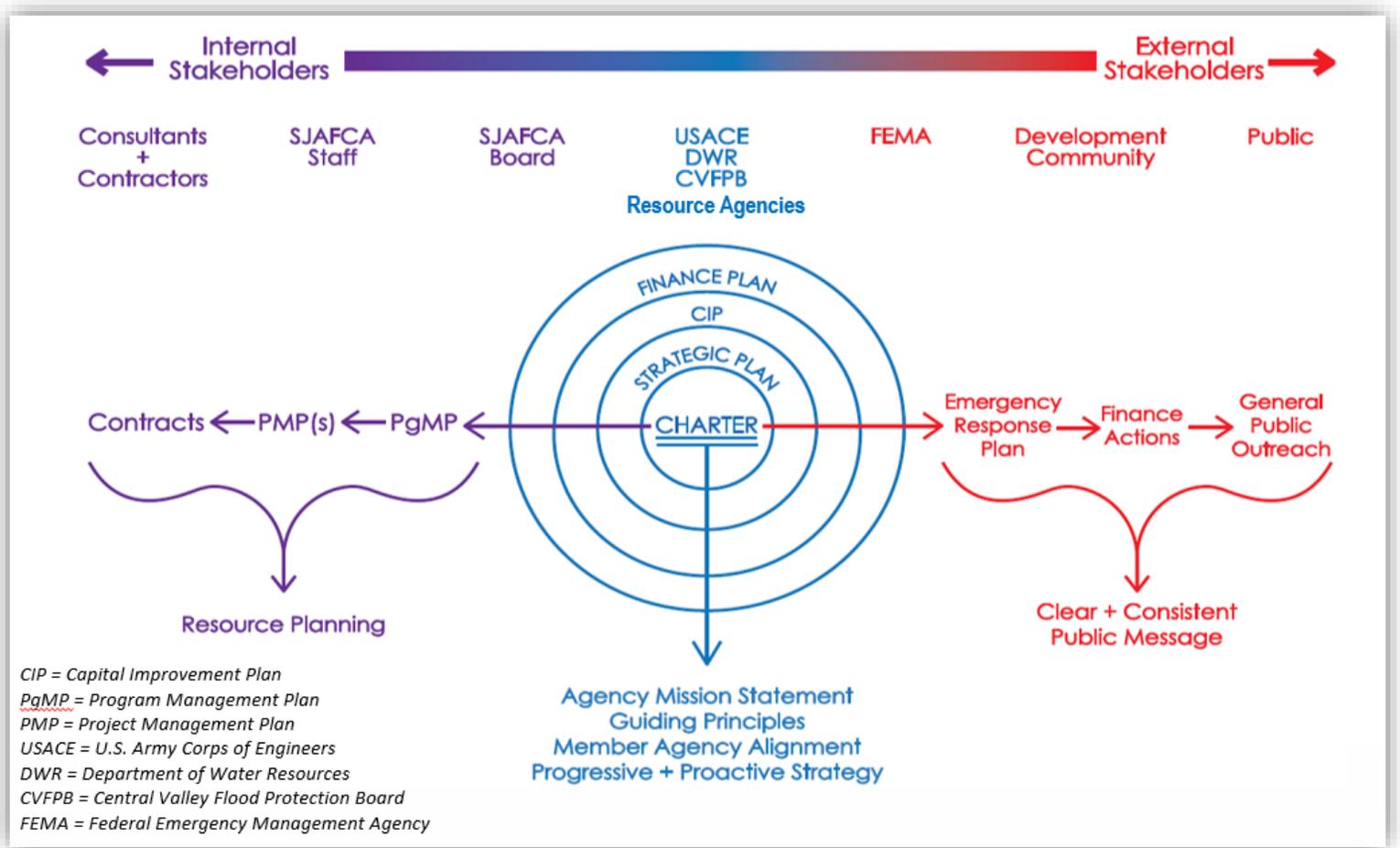
**Figure 2: Strategic Planning Products and Phases**

The strategic planning process carefully considered important stakeholder input. SJAFCA held Board meetings to specifically discuss the Strategic Planning approach, needs, and content; it conducted an RD-focused stakeholder meeting; it sent out a questionnaire, made available for public input; and, it conducted a Strategic Planning Workshop on April 29, 2019. Through these mediums, SJAFCA gathered important information for its future programs.

SJAFCA considered ongoing projects throughout the process, which include the Lower San Joaquin River Project that resulted from the Lower San Joaquin River Feasibility Study, the Smith Canal Gate Project, and the Mossdale Tract Urban Flood Risk Reduction Study. In addition, SJAFCA reviewed prior studies conducted by the State and regional interests, such as the Central Valley Flood Protection Plan, the Regional Flood Management Plan for the Lower San Joaquin River and Delta South, and the Basin-Wide Feasibility Study for the San Joaquin River.

The Strategic Plan will guide SJAFCA’s decisions and its focus over the next several years. It will also inform SJAFCA’s approach to government affairs, public outreach, and program advocacy.

The Strategic Plan is a living document that should be reviewed along with the budget setting process each year; it may require revision over time to align with the latest developments of the region and evolving flood standards. Furthermore, SJAFCA’s strategic plan serves as the backdrop to program execution (**Figure 3**).



**Figure 3: Strategic Planning Interaction**

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# Mission Statement

## REDUCE AND MANAGE THE REGION'S FLOOD RISK

The mission statement is a concise description of the Agency's overall charge. SJAFCA endeavors to reduce the region's flood risk through lowering the likelihood of flooding. SJAFCA recognizes that this goal is not achieved without local, regional, state and federal partnerships. In many instances local flood agencies are the first line of defense and provide an invaluable, boots-on-the-ground perspective. Regional interests, such as upstream stakeholders, resource agencies, and the San Joaquin County, play important roles as do State and Federal agencies. SJAFCA, in some cases, will lead projects and programs but will also serve as support to other agencies that deliver flood risk management services.

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# Goals

1. **PLAN FOR AND IMPLEMENT SYSTEM RESILIENCY**
2. **DRIVE FOR OPERATIONAL TRANSPARENCY**
3. **FACILITATE FUNDING STRUCTURES THAT ARE MOST BENEFICIAL TO LOCAL INTERESTS**
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5. **PROMOTE PUBLIC AND INSTITUTIONAL AWARENESS**

The goals are broad-based themes that define the agency’s focus and serve as the underlying principles of the organization. The goals are in no specific order. SJAFCA strives to deliver these goals within its programs, projects, and activities. They support the mission to reduce and manage the region’s flood risk.

## **Goal #1 – Plan for and Implement System Resiliency**

System resiliency refers to the system’s ability to recover from a given flood event and deal with system uncertainties. A resilient system builds in redundancy in its design, meaning multiple mechanisms are used for flood prevention; it includes ensuring these system components are resistant to flood events, and, therefore, the system bounces back from potentially catastrophic events. Additionally, system resiliency speaks to the flood system’s ability to avoid or mitigate safety and economic threats as it pertains to flooding. It also gives the agency flexibility to anticipate, plan, and implement system

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improvements and expansions. Examples include SJAFCA’s Climate Adaptation Policy for Mossdale Tract or future land use coordination and expanded project footprints. Other examples may include wider-than-standard levees, flatter sloped levees, or a setback levee providing wider floodplains.

**Goal #2 – Drive for Operational Transparency**

Operational transparency relates to the openness of the organization with interested parties and other agencies. SJAFCA makes its meetings, finances, and project and program work transparent; further, it makes resources available for partner agencies and the public in order to deliver the overall mission.

**Goal #3 – Facilitate Funding Structures that are Most Beneficial to Local Interests**

Funding is a vital component of infrastructure projects, especially flood-related infrastructure. Often local financial support is sparse without the hindsight of a recent, catastrophic event. Developing creative, informative funding approaches to deliver this infrastructure requires continual planning. SJAFCA’s goal in delivering its mission is to leverage funding approaches that stretch local contributions as much as possible, to include using those to secure state and federal investment. It also means evaluating the benefits associated with those initiatives, including opportunities for multi-purpose projects.

**Goal #4 – Support Appropriate, Mutually Beneficial Partnerships**

SJAFCA looks for mission alignment with potential partners. SJAFCA will strive to identify and build relationships with partners that have common interests and ongoing work.

**Goal #5 – Promote Public and Institutional Awareness**

A well-informed citizenry is safer in terms of flood risk awareness. Flood risk is often an “out of sight, out of mind” issue. It’s also a technical, jargon-filled industry. With those things in mind, SJAFCA will elevate the public’s understanding of the projects and ensure there is broad awareness of its role and goals through a strategic public outreach program. It will facilitate local support, encourage public engagement, and promote regional interest and support at all levels.

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# Objectives

1. **DELIVER PROJECTS AND PROGRAMS CONSISTENT WITH STATE AND FEDERAL REGULATORY REQUIREMENTS.**
2. **IDENTIFY AND IMPLEMENT LOCAL AND/OR REGIONAL FUNDING MECHANISMS; MAXIMIZE STATE AND FEDERAL INVESTMENT IN THE REGION FOR FLOOD RISK REDUCTION EFFORTS.**
3. **DEVELOP PUBLIC OUTREACH PROGRAMS TO MAXIMIZE PUBLIC AND INSTITUTIONAL AWARENESS AND INVOLVEMENT.**
4. **WHEN APPROPRIATE, OPTIMIZE PARTNERSHIPS AND INTEGRATE FLOOD RISK REDUCTION EFFORTS WITH LOCAL MAINTAINING AGENCIES.**
5. **IDENTIFY AND INCLUDE SYSTEM RESILIENCY NEEDS IN PROJECT DEVELOPMENT.**
6. **MONITOR POTENTIAL IMPACTS TO THE SYSTEM AND ADVOCATE FOR AGENCY'S NEEDS.**
7. **PURSUE MULTI-BENEFIT APPROACHES TO INCENTIVIZE INVESTMENTS FROM NON-TRADITIONAL FUNDING SOURCES AND PROMOTE SYSTEM RESILIENCY AND RESOURCE MITIGATION.**

These objectives link back to the goals to define the agency’s focus over the next 5-10 years, and they complement the SJAFCA JEPA, dated January 1, 2018. These objectives are in no particular order.

		Goal #1	Goal #2	Goal #3	Goal #4	Goal #5
		Plan for and Implement System Resiliency	Drive for Operational Transparency	Facilitate Funding Structures that are Most Beneficial to Local Interests	Support Appropriate, Mutually Beneficial Partnerships	Promote Public and Institutional Awareness
Objectives	1	Deliver projects and programs consistent with State and Federal regulatory requirements.	✓		✓	
	2	Identify and implement local and/or regional funding mechanisms; maximize State and Federal investment in the region for flood risk reduction efforts.		✓	✓	
	3	Develop public outreach programs to maximize public and institutional awareness and involvement.		✓		✓
	4	When appropriate, optimize partnerships and integrate flood risk reduction efforts with local maintaining agencies.		✓		✓
	5	Identify and include system resiliency needs in project development.	✓			
	6	Monitor potential impacts to the system and advocate for Agency's needs.	✓	✓		✓
	7	Pursue multi-benefit approaches to incentivize investments from non-traditional funding sources and promote system resiliency and resource mitigation.			✓	✓

**Figure 4: Goals & Objectives**

SJAFCA has also developed a suite of priority actions that support the Agency’s goals and objectives. As the program changes over time, actions may be added, removed or revised. Actions should be updated with each budget year cycle, and agency objectives should be re-affirmed or revised.

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## Priority Actions

- Action 1:** Advocate and support USACE initiating a first increment of construction on the Lower San Joaquin River Project, CA by 2021.  
➤ *Supporting Objectives: 1, 4*
- Action 2:** Complete construction of the Smith Canal Closure Structure to achieve flood risk reduction and submit package for LOMR to FEMA by 2022.  
➤ *Supporting Objectives: 1, 4, 5*
- Action 3:** Submit request to USACE for credit associated with Smith Canal Project construction within six months of project close-out.  
➤ *Supporting Objectives: 1, 2*
- Action 4:** Support USACE in initiating Phase 2 of the Federal Lower San Joaquin River Feasibility Study by 2020.  
➤ *Supporting Objectives: 2, 4, 5*
- Action 5:** Complete the Mossdale Urban Level of Protect (ULOP) Study by spring 2020 and, in partnership with the State, engage USACE through a Flood Plain Management Services (FPMS) Agreement.  
➤ *Supporting Objectives: 1, 2, 4, 6*
- Action 6:** Achieve 200-year level of protection in the Mossdale Tract Area by 2025 and present adequate progress reporting until improvements are complete.  
➤ *Supporting Objectives: 1*
- Action 7:** Update project development plans to account the Climate Change Adaptation Policy for Mossdale based on current climate information by 2020; continue evaluating program for the adaptation policy in light of future climate information.  
➤ *Supporting Objectives: 1, 5*

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- Action 8:** Complete formation of the funding program including an Overlay Assessment and Enhanced Infrastructure Financing District for the Mossdale Tract Area by August 2020.
- *Supporting Objectives: 2*
- Action 9:** Document the capital improvement plan to implement SJAFCA’s objectives that defines the “who”, “what”, “where”, “when”, “how”, and funding approach by March 2020.
- *Supporting Objectives: 1, 2, 6*
- Action 10:** Develop and implement a public awareness program that supports each project and the agency’s mission.
- *Supporting Objectives: 3*
- Action 11:** Engage and nurture strategic relationships with local, state and federal officials, business community, non-governmental organizations and other stakeholder groups.
- *Supporting Objectives: 3, 6*
- Action 12:** Partner with DWR/CVFPB to evaluate system improvement options consistent with CVFPP and regional needs; identify a path forward by the end of 2020.
- *Supporting Objectives: 1, 2, 6, 7*

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