

## 2.1 Governance Structure



OWOW Steering Committee

### OWOW Governance

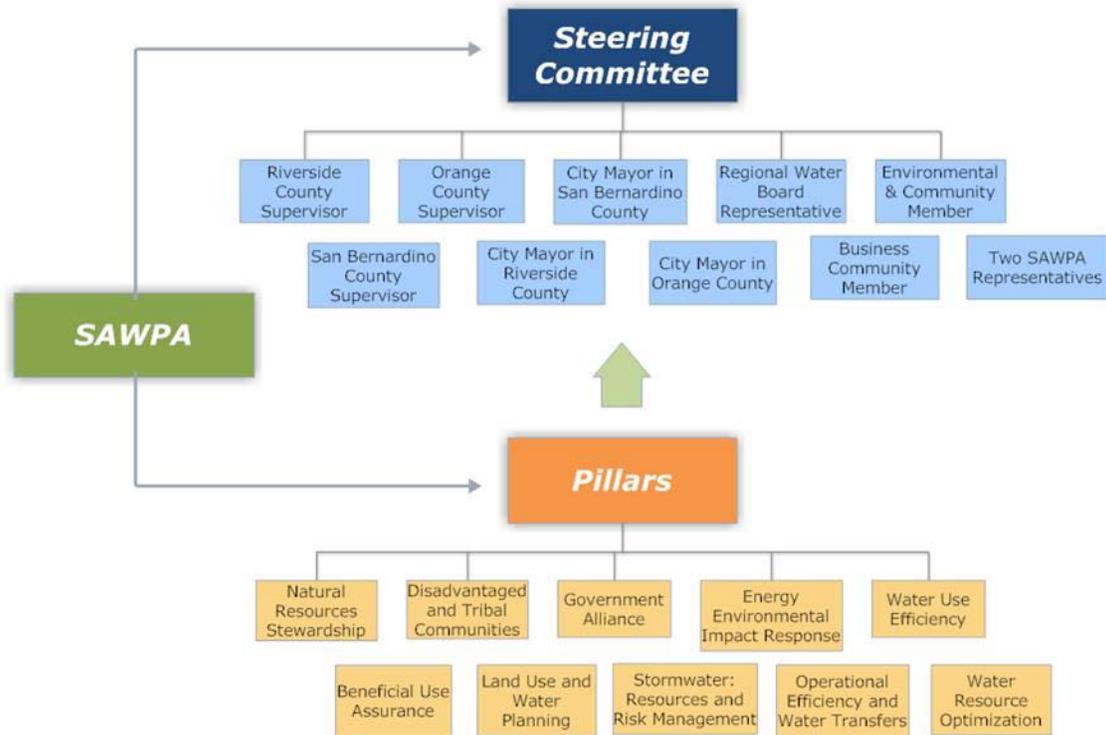
In developing the One Water One Watershed (OWOW) Integrated Regional Water Management (IRWM) plan for the Santa Ana River Watershed, a decided “bottom up” approach was envisioned for governance, as opposed to a “top down” approach. The core of this approach was that unlike previous Santa Ana Watershed Project Authority (SAWPA) IRWM plans or other IRWM planning approaches across the State, every effort was made to allow the key discussions of major water resource issues, concerns, problems, goals and objectives, and potential solutions to originate and be fully vetted at the stakeholder level – the stakeholders being the local agencies, organizations, and other interested parties within the Santa Ana River Watershed. By expanding the involvement and collaboration of stakeholders at the “on-the-ground” level, it was possible to incorporate the deeper understanding of local issues afforded by stakeholders, and generate greater buy-in and support.

Consequently, if one were to ask where the governance for the Santa Ana River Watershed OWOW process originates, we believe it is at the grass-roots level, the foundation of a decentralized and collaborative “big tent” approach. OWOW governance takes place at several levels:

- Involvement from the watershed community at large through the creation of ten working groups (referred to as **Pillars** referencing the foundation of the governance structure) representing different water issues, and in charge of identifying issues, proposing potential solutions, and writing the OWOW Plan
- The Steering Committee, composed of elected officials and representatives from the three counties, municipalities, water districts, the private sector, and the environmental and regulatory communities, were tasked with the development of the goals and objectives of the plan, strategic

decision-making, project prioritization, and issuing recommendations

- The Santa Ana Watershed Project Authority Commission (Commission), a Joint Powers Authority, provides final direction, review, and approval
- SAWPA administration and staff are in charge of facilitating this bottom-up approach to watershed planning



## Pillars

In order to manage the technical and planning work, the stakeholders are organized into separate workgroups, or Pillars, centered on specific water resource management areas, issues, or concepts. They are identified, named, and may be dissolved by, the Steering Committee. Some of the areas where the Pillars support and assist SAWPA staff are in offering creative ideas, conducting brainstorming, vetting ideas, assisting with regional coordination, assisting with outreach efforts, gathering or reviewing data or information, or developing or reviewing analysis.

Under the OWOW 1.0 Plan, ten Pillars originally were established and organized along resource management areas, largely aligned with the Resource Management Strategies identified in the DWR Proposition 84 Guidelines.

1. Water Supply Reliability	2. Flood Risk Management
3. Water Quality Improvement	4. Environment and Habitat Enhancement
5. Water Recycling	6. Parks, Recreation, and Open Space
7. Water Use Efficiency	8. Climate Change

9. Water and Land Use	10. Environmental Justice
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The Pillars consist of approximately 10 to 60 volunteers depending on the topic and interest level. The volunteers include participants from local agencies, special districts, non-profit organizations, university officials, Native American Tribes, and private citizens. Each Pillar group is led by a volunteer chair and co-chair, if assigned, with expertise in the water issue assigned to each particular group. The Pillar Chairs are responsible for organizing, leading, and facilitating the workgroup process. The Pillar Chairs were selected based on ad-hoc recommendations to SAWPA by stakeholders, and SAWPA contacted each to determine interest in serving in these positions. The final list of Chair appointments was approved by the Steering Committee and ratified by the SAWPA Commission. No limits are placed on the duration of the position; however, a Pillar Chair may hold only one Chair position at a time.



OWOW Pillar Kickoff meeting

In addition to identifying issues and potential strategies for their particular area of interest, the Pillars were asked to view the watershed problems from a multidisciplinary perspective that extended beyond their topic, and to consider other Pillars' perspectives. For example, the Water Supply Pillar had to keep into consideration environmental and habitat restoration issues when developing their strategies. Through this process, synergies were developed and multi-benefit programs were identified. For example, through this approach, it was possible to incorporate the understanding that many downstream

water resource and water quality problems could be more effectively and efficiently addressed upstream at the source, thus requiring collaboration with other entities. Over time, this collaboration among the pillar groups provided a more unified vision resulting in new integrated and multi-beneficial solutions to water resource challenges, which increased collaboration among jurisdictions and geographies. To further encourage collaboration between Pillars, the responsibilities of each were designed to overlap. This overlap enhances the benefits of a unified vision for the watershed.

Pillar work product development is a consensus process. If there are disagreements on specific recommendations, the Steering Committee provides guidance. Pillars are added or subtracted by the Steering Committee as needed to address planning needs. Pillar Co-Chairs, with assistance from SAWPA staff, are responsible for maintaining notification lists of interested stakeholders and notifying them of meetings. SAWPA staff provides lists of interested stakeholders to Pillar Co-Chairs and assists with meeting postings and notifications. Pillar Committee meetings are open to all interested parties.

Another role of the Pillar Co-Chairs is to provide support and input to SAWPA staff as they make recommendations to the Steering Committee about the OWOW goals and objectives. As technical experts in various water resource fields, the Pillar Co-Chairs provide important feedback to the Steering Committee. The Pillar Co-Chairs periodically meet and act, in collaboration with SAWPA staff, as a technical management committee for reviewing and making recommendations to the Steering Committee and to the Commission relative to implementation of the Plan and development of specific proposals for funding. The Pillar Co-Chairs also support SAWPA staff as a technical management committee to provide oversight for OWOW projects.

One of the main functions of the pillar groups is to prepare the water resource management strategy chapters of the OWOW Plan. Under the OWOW 1.0 Plan, each pillar group prepared a chapter of the Plan, documenting current conditions and issues, and describing current and future watershed management strategies. Under OWOW 2.0, the Pillars updated the chapters to reflect recent changes and focused efforts on proposing new regional and integrated projects and programs to address the goals and objectives of the Plan.

It is important to point out that the planning approach taken for the development of this Plan transcends previous integrated regional water resource planning efforts by de-emphasizing planning solely as a prerequisite for an impending grant funding opportunity, or for the development of a list of specific projects. Rather, the emphasis was placed on building a collaborative approach amongst stakeholders to help meet long-term (2030 time horizon) goals and objectives in an integrated and multi-beneficial manner.

#### *OWOW 2.0 Plan Pillar Updates*

In July 2011, as part of the OWOW 2.0 Plan development, SAWPA and the OWOW Steering Committee reviewed the OWOW Plan and made several beneficial revisions to the OWOW 2.0 Pillar structure to promote collaboration between groups for a more well-rounded vision. A listing of the new Pillars with their alignment with the DWR Proposition 84 IRWM Guidelines is as follows:

Pillars	Corresponding DWR Prop 84 Guidelines Resource Management Strategies
Water Resource Optimization	Reduce Water Demand Improve Operational Efficiency and Transfers Increase Water Supply Improve Water Quality
Beneficial Use Assurance	Improve Water Quality
Water Use Efficiency	Reduce Water Demand
Land Use and Water Planning	Increase Water Supply Improve Water Quality Practice Resource Stewardship
Stormwater Resource and Risk Management	Improve Flood Management
Natural Resources Stewardship	Practice Resource Stewardship
Operational Efficiency and Water Transfer	Improve the Efficiency of Water Transfers and Infrastructure in the Watershed
Disadvantaged and Tribal Communities	Included in Guidelines as part of Impact and Benefit Standard
Government Alliance	Create Partnerships between DWR and Member Agencies
Energy and Environmental Impact Response	Included in Guidelines as a Separate Standard

The Water Recycling Pillar was combined with the Water Resource Optimization Pillar. The Water Quality Improvement Pillar was renamed the Beneficial Use Assurance Pillar to better suit its change in responsibilities. The Climate Change Pillar was changed to the Energy and Environmental Impact Response Pillar to reflect the inclusion of the water-energy nexus. The Environment and Habitat Pillar was renamed the Natural Resources Stewardship Pillar to better fit its responsibilities. The Water and Land Use Pillar was changed to the Low Impact Development Planning Pillar; however, by consensus, the Pillar indicated a preference to be renamed the Water and Land Use Planning Pillar, as the Pillar stakeholders felt that Low Impact Development Planning was not comprehensive enough for their subject matter. The Environmental Justice Pillar was changed to the Disadvantaged and Tribal Communities Pillar to better fit its responsibilities. The Flood Risk Management Pillar was revised to the Stormwater Resource and Risk Management Pillar. The Parks, Recreation and Open Space Pillar was removed and folded under Natural Resources Stewardship Pillar, and both a Government Alliance Pillar and Operational Efficiency and Water Transfer Pillar have been added. These changes better reflect the Pillar goals and objectives of the OWOW 2.0 Plan and are reflected in the table above. In addition to the ten new pillar categories, each Pillar now shares leadership among the co-chairs.

Similar to the original Pillar Chair selection, Co-chairs were selected based on ad-hoc recommendations to SAWPA by stakeholders. SAWPA contacted each to determine interest in serving in these positions. The final list of co-chairs was approved by the OWOW Steering Committee and the SAWPA Commission.

Voluntary participation in any Pillar was encouraged through OWOW workshops, email blasts, and the OWOW annual conference.

In late summer of 2011, the new Pillars started meeting monthly to begin the process of updating their chapters, and they evaluated how their area of resource focus could fulfill the OWOW vision, goals and objectives. A SAWPA staff liaison shared with each of the Pillars that the OWOW 2.0 Plan would not merely be an update of information gathered under the OWOW 1.0 Plan. Rather, emphasis was placed on the need for each Pillar to examine what multi-beneficial, multi-jurisdictional implementation projects and programs could be developed and described to address the regional needs. The Pillars also were encouraged to work with other pillar groups as the need arose to assure integration and to avoid duplication of work.

The time commitment by the Pillar Co-chairs and other volunteers varies based on the intensity of the activity, the phase of work, and the personal initiative of the participant. On average, the time commitment is on the order of 10-15 hours per month.

After the completion of the OWOW 2.0 Plan, the pillar groups and other interested stakeholders likely will continue meeting to advance the system-wide projects and programs and to explore new opportunities for collaboration, particularly as funding opportunities arise.

## Steering Committee

The next level of governance up from the foundation of the Pillars is the OWOW Steering Committee. The Steering Committee's role is to serve as the developer of integrated regional water management goals and objectives for the watershed, and to act as the oversight body that performs strategic decision making, crafts and adopts programmatic suites of project recommendations, and provides program advocacy necessary to optimize water resource protection for all. These are described in more detail below.

The OWOW Steering Committee consists of eleven (11) members from the three (3) counties (Orange, Riverside, and San Bernardino) that are within the Santa Ana River Watershed regional planning area. The following describes the composition of the Steering Committee:

- One Supervisor from Orange County
- One Supervisor from Riverside County
- One Supervisor from San Bernardino County
- One Mayor or City Council Member from a City within the Region of Orange County
- One Mayor or City Council Member from a City within the Region of Riverside County
- One Mayor or City Council Member from a City within the Region of San Bernardino County
- Two SAWPA Commission representatives selected by the SAWPA Commission
- One member of the business community
- One member of the environmental community
- One member of the Regional Water Quality Control Board

In September 2012, the transition of Steering Committee members was clarified with adoption of an amended governance document defining the position terms and transition process. The selection and transition process is as follows:

The Steering Committee members serve a four-year term with staggered end dates, and may be appointed for multiple terms. A seated member who loses the status upon which membership on the Steering Committee is based (e.g. leaving an elected office), will continue as a member of the Steering Committee through the balance of that Steering Committee term, or until the entity that selected him/her selects a new representative. Steering Committee members are selected as follows:

- SAWPA Commission representatives shall be selected by the SAWPA Commission
- County Supervisors shall be selected by their respective Boards
- City representatives shall be selected by a majority vote of the Council of Governments in the respective county:
  - Western Riverside County Council of Governments [WRCOG] – Riverside County
  - San Bernardino Association of Governments [SANBAG] – San Bernardino County
  - Orange County Council of Governments [OCCOG] – Orange County
- Business and environmental community representatives shall be selected by a majority vote of the eight governmental representatives on the Steering Committee, based on an application process conducted during a public meeting
- The Regional Water Quality Control Board representative is selected by the Santa Ana Regional Water Quality Control Board

The time commitment associated with the Steering Committee participation is somewhat dependent upon the development activity of the OWOW planning process, and whether or not a funding opportunity occurs. Generally, the Steering Committee meets quarterly during the OWOW planning process. However, when funding opportunities arise, the OWOW Steering Committee input is more time-intensive with more frequent meetings, usually bi-monthly. The Committee plays a key role in providing direction and input to SAWPA staff in the process of updating the project selection criteria development, rating and ranking, and approval of projects for funding based on the project solicitation package defined by the grant administrator. Overall, from the “Call for Projects” to the approval of project selection for funding rounds under Proposition 84, the process usually takes about ten (10) months. To assure continuity and support for the OWOW Steering Committee, SAWPA provides full administrative support, with participation of the SAWPA General Manager at its meetings.

#### *Functions of the OWOW Steering Committee*

The Steering Committee is responsible for the development of the Plan. This includes receiving input from staff of their respective agencies, as well as SAWPA staff, providing direction for the development and long-term maintenance of the Plan, and development of a project prioritization process. The Steering Committee may make recommendations to the SAWPA Commission on proposed amendments to this governance document. Any such proposed amendments do not take effect unless approved by the SAWPA Commission.

In implementing the Steering Committee’s Goals and Objectives, the Steering Committee will:

1. Acknowledge that water resources of the Santa Ana River Watershed Region should be put to maximum beneficial use and that water waste must be prevented.
2. Acknowledge water as a public resource and respect existing agreements governing the water resources of the Santa Ana River Watershed Region.
3. Seek regional solutions for regional problems.
4. Encourage collaboration across boundaries and between multiple parties in project development.
5. Consider sub-regional plans and planning efforts.

During the OWOW process the Steering Committee will complete the following functions:

1. Provide incentives for the development of multi-benefit integrated projects through the allocation of State Bond funds.
2. Oversee the development of an integrated watershed management plan.
3. Identify institutional barriers and opportunities for more efficient management that further advance the integration of water management activities.
4. Advocate for policy changes that increase interagency effectiveness and efficiency in integrated water management.

As funding opportunities arise to implement the OWOW plan, the Steering Committee provides the SAWPA Commission an updated Santa Ana River Watershed Region IRWM plan and programmatic portfolio of projects specific to the funding opportunity. The Steering Committee is responsible for the development and implementation of the project selection criteria.

Besides involvement through the OWOW outreach and Pillars, the public also can voice their opinion during the public and noticed meetings held by the Steering Committee. The Steering Committee meetings are held at least annually with the provision that special meetings may be called as needed. All Steering Committee meetings are conducted in accordance with the Ralph M. Brown Act. Meeting minutes are prepared and kept by SAWPA staff and posted on the SAWPA website.

## SAWPA Administration

The other arm to the governance of the OWOW process includes the management function conducted by SAWPA. As a regional water agency for the Santa Ana River Watershed, SAWPA has a long history of supporting regional collaborative efforts of this kind. As with previous IRWMP efforts for the Santa Ana River Watershed, SAWPA serves as support in providing administrative and facilitative assistance to the pillar groups and the Steering Committee for the overall OWOW Plan development.

### *SAWPA and its Member Agencies*

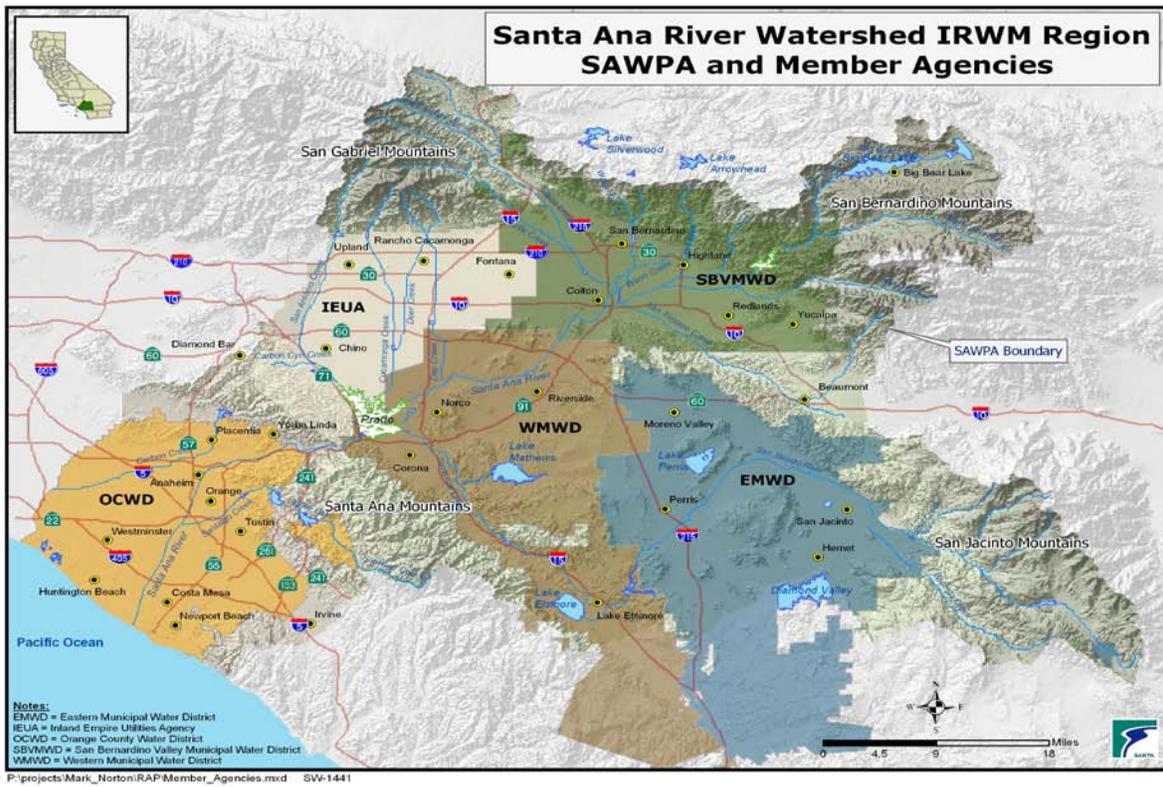
SAWPA is the designated Regional Water Management Group (RWMG) for the Santa Ana River Watershed, and the one DWR-recognized IRWM region within the watershed. SAWPA is a Joint Powers Authority focusing on a broad range of water resource issues including water supply reliability, water quality improvement, recycled water, wastewater treatment, groundwater management, brine disposal, and integrated regional planning. Its stated mission is to develop and maintain regional plans, programs, and projects that will protect the Santa Ana River basin water resources to maximize

beneficial uses within the watershed in an economically and environmentally responsible manner. As a joint powers authority consisting of more than three local agencies, with more than two (2) of which has statutory authority over water supply or water management, the RWMG meets the requirements of CWC 10540, 10541 and 10539.

SAWPA consists of twenty three (23) staff members and serves at the direction of the SAWPA Commission that is composed of its five (5) member agencies, all of which have statutory authority over water supply and water management in their service areas. These five (5) agencies represent the majority of the water management authorities and stakeholders within the region boundary.

SAWPA carries out functions useful to its five (5) member agencies: Eastern Municipal Water District (EMWD), Inland Empire Utilities Agency (IEUA), Orange County Water District (OCWD), San Bernardino Valley Municipal Water District (SBVMWD), and Western Municipal Water District (WMWD). The jurisdiction of SAWPA and its member agencies spans approximately 2,800 square miles of the Santa Ana Watershed encompassing much of Orange County, a sliver of Los Angeles County, and the major population centers of western Riverside and southwestern San Bernardino Counties. Each of these agencies plans and executes long-term projects and management programs of their own; however, it primarily is the agencies working through SAWPA that provide the vehicle for effective and concerted planning efforts on a regional basis.

**Figure 2.1-1 Santa Ana River Watershed IRWM Region SAWPA and Member Agencies**





### **Eastern Municipal Water District**

Eastern Municipal Water District is a retail water agency servicing an area of approximately 555 square miles in western Riverside County. EMWD serves a population of approximately 675,000 in six (6) incorporated cities and unincorporated portions of western Riverside County. In addition, to its role as a retail agency, it also provides wholesale water to the sub-agencies; Lake Hemet Municipal Water District, City of Hemet, City of San Jacinto, City of Perris, Nuevo Water Company, Elsinore Valley Municipal Water District (EVMWD), and Rancho California Water District.

As a member agency of the Metropolitan Water District of Southern California (MWD), EMWD gained a supply of imported water from the Colorado River Aqueduct (CRA) and ultimately, water from northern California through the State Water Project (SWP), which transports water from northern California via the California Aqueduct. EMWD's initial mission was to deliver imported water to supplement local groundwater supplies. Over time, EMWD's role changed as additional agency responsibilities were added, including groundwater production and resource management, wastewater collection and treatment, and finally regional water recycling.



### **Inland Empire Utilities Agency**

Inland Empire Utilities Agency's service area covers about 242 square miles in the southwestern corner of San Bernardino County, and serves a population of approximately 800,000. IEUA provides regional wastewater service and imported water deliveries to eight (8) contracting agencies. These include; the City of Chino, City of Chino Hills, Cucamonga Valley Water District (CVWD), City of Fontana, City of Montclair, City of Ontario, City of Upland, and Monte Vista Water District.

As a member agency of MWD, IEUA provides supplemental water, as well as regional wastewater treatment for both domestic and industrial clients, and energy recovery/production facilities. In addition, the Agency has become a recycled water purveyor, biosolids/fertilizer treatment provider, and continues to focus on water supply salt management to protect the region's vital groundwater supplies.



### **Orange County Water District**

Orange County Water District's service area covers more than 350 square miles and the Orange County Groundwater Basin. The basin provides a water supply to more than 20 cities and water agencies, serving over 2.3 million people. OCWD owns 1,600 acres in and near the Santa Ana River (SAR) in Anaheim and Orange, which it uses to capture flows and recharge the groundwater basin. OCWD also owns 2,400 acres above Prado Dam, which uses it for water conservation and water quality improvement.

OCWD's mission is to manage and protect the Orange County Groundwater Basin in northern and central Orange County. The groundwater basin supplies approximately two-thirds of the water used by over two million residents in this District's service area. The balance is imported from the Colorado River and from northern California through the Sacramento/San Joaquin Delta SWP by MWD.



### **San Bernardino Valley Municipal Water District**

San Bernardino Valley Municipal Water District's service area covers about 325 square miles, primarily in southwestern San Bernardino County with a very small portion of its service area in Riverside County. The area within SBVMWD includes a population of around 600,000. SBVMWD spans the eastern two-thirds of the San Bernardino Valley, the Crafton Hills, a portion of the Yucaipa Valley, and includes the cities and communities of San Bernardino, Colton, Loma Linda, Redlands, Rialto, Bloomington, Highland, Grand Terrace, and Yucaipa. SBVMWD's mission is to import water into its service area through participation in the California SWP. SBVMWD also is charged with managing groundwater and surface water within its boundaries through various court judgments.



### **Western Municipal Water District**

Western Municipal Water District's service area covers a 527 square mile area of western Riverside County, with a population of about 825,000 people. WMWD serves more than 24,000 retail and eight wholesale customers with water from the Colorado River and the SWP. As a member agency of MWD, WMWD provides supplemental water to the cities of Corona, Norco, and Riverside, and the water agencies of Box Springs, Lee Lake, Elsinore Valley, and Rancho California, as well as serving customers in the unincorporated areas of El Sobrante, Eagle Valley, Temescal Creek, Woodcrest, Lake Mathews, and March Air Reserve Base. WMWD also operates and maintains domestic and industrial wastewater collection and conveyance systems for retail and contract services customers in Lake Hills, March Air Reserve Base, Home Gardens, Corona, and Norco.

About one-fifth of the water that WMWD purchases from the MWD comes from the CRA, and about four-fifths from the SWP, which transports water from Northern California via the California Aqueduct. WMWD currently imports a small quantity of water from the San Bernardino basin and intends to increase these imports with the implementation of the Riverside-Corona Feeder project. WMWD also has several wells for pumping in its Murrieta Division.

### *Role of SAWPA and member agencies in RWMG process*

As a regional water agency for the Santa Ana River Watershed, SAWPA has had a long history of supporting and developing integrated regional water management plans. Over its four decades of existence, SAWPA has assisted with the preparation of the Santa Ana Regional Water Quality Control Board Basin Plan, as well as multiple watershed management plans. Over the last 15 years, integrated watershed plans became an emphasis in regional water planning, and frameworks for such plans were shared by federal agencies. SAWPA, as a watershed entity, took the lead in preparing these plans for the Santa Ana River Watershed. Under its 2002 Santa Ana Integrated Watershed Plan, SAWPA staff wrote and prepared much of the three-volume document and administered consultant services in some support roles. SAWPA staff and its consultants conducted extensive outreach with stakeholders throughout the watershed. Collaborative outreach meetings were held in multiple locations throughout the watershed to assure that input was obtained and included in the Plan. This role was repeated with the June 2005 Update; the report was prepared almost entirely by SAWPA staff with extensive outreach similar to the 2002 effort.

In the current update to the IRWM Plan, the OWOW Plan, SAWPA staff serves in providing administrative and facilitative assistance to water resource management working groups (OWOW Pillars) and the OWOW Steering Committee for the overall OWOW Plan development. This role includes hiring and managing consultant services to support the planning and project selection criteria development process. In addition, SAWPA provides decision support tools to assist the Steering Committee and Pillars in decision-making processes, provides planning documents to allow Pillars to build upon previous existing plans, and performs significant public outreach and education about the integrated planning approach for the Santa Ana River Watershed.

#### *SAWPA RWMG Administrative and Oversight Role*

The SAWPA Commission and SAWPA staff is the regional water management group (RWMG) and is responsible for all administrative oversight for the Plan, and for coordinating all on-going administrative responsibilities associated with its implementation. This includes arranging for meetings of the OWOW Steering Committee, preparing agendas, taking and distributing minutes of the meetings, preparing staff reports when directed by the SAWPA General Manager, and other related duties. The Commission reviews the Plan for compliance with applicable laws and guidelines. In the event that no issues or inconsistencies are detected with the Plan or project selection process, the Commission approves the Plan and the project prioritization as submitted by the Steering Committee. Should the Commission determine that the Plan or a specific selected portfolio of projects fails to meet applicable laws and guidelines, it will refer the Plan back to the Steering Committee for further revision and subsequent re-submittal to the Commission for reconsideration and ratification.

Additionally, SAWPA provides decision support tools to assist the Steering Committee and Pillars in decision-making processes, provides planning documents to allow Pillars to build upon previous existing plans, and performs significant public outreach and education about the integrated planning approach for the Santa Ana River Watershed.

Another role that SAWPA plays as the administrator of OWOW and the Regional Water Management Group for the Santa Ana River Watershed is to work closely with several sub-regional IRWM planning efforts in the watershed that took place prior to, or concurrent with, the OWOW planning process. Of particular interest was the need to assure that proper coordination and incorporation of the excellent work conducted by the sub-regional IRWM planning groups was included in the OWOW plan. SAWPA staff conducted outreach to all stakeholders of the sub-regional IRWM planning efforts, and invited their stakeholders to participate in the pillar processes. In some cases, SAWPA staff even participated in the sub-regional IRWM planning process. Where sub-regional IRWM plans previously were completed, these plans were shared with the Pillars to serve as background material to their Pillar planning efforts. In all cases, SAWPA took a lead role in coordinating the sub-regional IRWM lead agencies to assure that their planning work would be folded into the OWOW watershed-wide process as seamlessly as possible. It is understood that the Steering Committee will be responsible for the development and implementation of the project selection criteria.

As previously indicated under the Steering Committee role, as funding opportunities arise to implement the OWOW Plan, the Steering Committee will provide to the SAWPA Commission an updated Plan and programmatic portfolio of projects specific to the funding opportunity. The Commission will review the plan and programmatic project portfolio to ensure that these fulfill the intent and requirements of the specific funding mechanism, any legislation authorizing the funding, all legal requirements as defined by the funding administrative agency and equitable application of the benefits of the project portfolio across the entire region. Review of these items and the project selection process is conducted by the Commission in a public meeting open to all interested stakeholders. If the Commission is unable to ratify a specific portfolio of projects, the Commission will send it back to the Steering Committee.

SAWPA serves as the State liaison for the Santa Ana region, on behalf of the OWOW stakeholders, responsible for all final report submittals, plan adoption processes, grant application submittals, and administrative oversight for the Santa Ana OWOW IRMW Plan funding. As lead, SAWPA also works closely to coordinate with neighboring IRWM regions to coordinate water resource planning efforts. In many instances, joint interregional projects have evolved resulting in relationship building and development of common interests. These cooperative activities with neighboring and overlapping IRWM regions undertaken under OWOW 2.0 planning are explained in detail under **Chapter 2.3 Collaboration, Coordination and Integration**.

Another role that SAWPA administration played particularly under the OWOW 2.0 Plan was to establish individual SAWPA staff liaisons for each of the Pillar workgroups. Although conducted largely informally, SAWPA staff was available to aid the volunteer Pillars in ensuring that new DWR IRWM plan standards were conveyed, and overall direction of the planning process was provided. In some cases, where pillar groups struggled with participation, SAWPA staff also aided a few of the Pillars with support material, consultant support for in-depth analysis, development of tables and graphs, meeting notes preparation and meeting scheduling services. This was largely the exception to the general rule, however, with most Pillars effectively running their own meetings, preparing meeting notes and preparing their own OWOW chapter write-ups.

To support an emphasis on implementation and integration, SAWPA arranged multiple meetings with all ten (10) Pillar Chairs and Co-chairs in the development of a watershed framework document to develop templates for integration and multi-beneficial projects and programs. SAWPA hired three (3) leading watershed thinkers to work with the Pillar Chair in crafting a guidance document that each Pillar then could use to assist them in crafting their own new implementation projects and programs for the future. Cross pollination of new projects and programs among the Pillars was encouraged by SAWPA to promote integration and innovation in the development of new implementation solutions for the region.

## Governance Structure Evaluation

As part of the OWOW 2.0 Plan, an evaluation was conducted of the OWOW governance structure to ensure that the existing structure does in fact reflect a balance of interested persons or entities representing different sectors and interests, and provides them the opportunity to participate,

regardless of their ability to contribute financially to the IRWM Plan. Consideration was given to other possible governance models that address inefficiencies in the interplay between different authorities and roles of Federal, State, local and tribal governments in management water resources as described in a September 2010 publication prepared by the Johnson Foundation Freshwater Summit entitled *Charting New Waters: A Call to Action to Address U.S. Freshwater Challenges*. Periodic self examination and assessment of appropriate water resource governance was considered important to ensure that such governance reflects a jurisdictional framework that integrated water quality and quantity management across geographic scales of governance, and to make recommendations about how to streamline intergovernmental interactions if such improvements are necessary. Further, opportunities should be explored to expand the application of successful cross-jurisdictional governance models that can be adapted to different authorities, create opportunities for local level leadership and innovation, and establish inter-jurisdictional dispute resolution mechanisms.

As an initial step, the DWR Plan guidelines were reviewed to determine requirements for IRWM governance. Requirements for governance are defined as follows:

Regional decision making process - In describing decision making, define how information is collected and processed within the governance structure, and how a decision is vetted with stakeholders in the RWMG.

Equal distribution of power and voice among stakeholders – Define what structures or procedures are in place that ensure there is an equal playing field for all stakeholders involved in the RWMG.

Equal opportunity and representation of stakeholders in multiple roles (leadership, advisory) regardless of economic and power status within the RWMG – Define roles in the governance structure and explain how someone occupies that role. Explain how the governance structure invites participation in the workings of the RWMG.

Terms of service for positions within the structure – Define the kind of time commitment that the positions require and their turn over.

The next step of the examination was to conduct a survey of other similar scale RWMGs in California to evaluate their governance structures and to consider strengths and weaknesses. **Table 2.1-1** shows a comparison of five other RWMGs.

**Table 2.1-1 Comparison of Five other RWMGs**

Similar IRWM Region	Lead Agency	RWMG Agreement	Governance Structure	Governance Committees	Governance Roles	Governance Members
North Coast	County of Humboldt	MOU. Evaluating formation of North Coast Region Joint Powers Authority, or similar legal entity	Seven counties and six North Coast Tribes comprise the leadership of the North Coast IRWMP.	The NCIRWMP consists of a collaborative partnership between the NCIRWMP Policy Review Panel (PRP), the Technical Peer Review Committee (TPRC), project staff, consultants, and the stakeholders within the North Coast Region.	NCIRWMP Policy Review is supported in their evaluation of projects and plan development by the Technical Peer Review Committee (TPRC). The TPRC is comprised of technical & agency staff appointed from each County Board of Supervisors and Tribal representatives.	With the exception of Modoc County, with one representative, the PRP consists of two representatives appointed by each County’s Board of Supervisors and three Tribal Representatives appointed by North Coast Tribes.
Bay Area	Bay Area Water Agencies Coalition	Letters of Mutual Understanding (LOMUs)	Organized into four Functional Areas (FA): (1) Water Supply & Water Quality (BAWAC) (2) Wastewater & Recycled Water (BACWA), (3) Flood Protection & Stormwater Management (BAFPAA), and (4) Watershed Management & Habitat Protection and Restoration (BAWN). The Coordinating Committee (CC) is composed of a Chair and Vice Chair. There are 12 voting reps made up of three reps from each FA, each of which has statutory authority over water resources.	Representatives from agencies that represented the four Functional Areas (FAs) formed and provided oversight for the IRWMP process, called the San Francisco Bay Area IRWMP Coordinating Committee. An additional organization structure was formed based on demographic and geographic divisions for the Bay Area. East, West, South, North.	The CC is responsible, directly or through participating agencies, for decision-making and actions including, but not limited to, establishing IRWMP goals and objectives, prioritizing projects, identifying financing for CC and IRWMP activities, implementing Plan activities, making future revisions to the IRWMP, hiring and managing consultants, coordinating, authorizing and/or approving grant proposals and managing funding agreements.	The CC is composed of representatives from Bay Area water supply agencies, wastewater agencies, flood control agencies, ecosystem management and restoration agencies, regulatory agencies, nongovernmental organizations (NGOs), and members of the public.
Ventura County	Watersheds Coalition of Ventura County, Ventura County Executive Office and Resource Management Agency Planning Division(staff lead)	MOU	Watershed Coalition of Ventura County (WCVC) working with two new watershed committees/councils.	Calleguas Creek Watershed Management Plan Steering Committee, Santa Clara River Watershed Committee, Ventura River Watershed Council. In addition to the watershed committees, a subcommittee was formed under WCVC to review water management strategies and evaluate the effectiveness of certain types of projects and programs in addressing these strategies.	The WCVC, and its three watershed committees, are engaged in a variety of local planning efforts designed to address the objectives developed by the watershed committees.	The Group includes 41 local governmental agencies (Cities, water agencies, County agencies, local, State and Federal agricultural service agencies), non- governmental organizations (environmental organizations, homeowners groups and public interest groups), and consultants. The majority of the Group, 17 members, represented water and sanitation districts with direct retail supply and/or treatment responsibilities.

**Table 2.1-1 Comparison of Five other RWMGs (Continued)**

Similar IRWM Region	Lead Agency	RWMG Agreement	Governance Structure	Governance Committees	Governance Roles	Governance Members
LA County	Los Angeles County Flood Control District, RWMG Chair	MOU of Leadership Committee	Leadership Committee and five Subregional Steering Committees	Leadership Committee has 16 voting members including LC Chair; Chairs and Vice-Chairs of the five Subregional Steering Committees; and five stakeholder agencies representing the following Water Management Areas: Groundwater, Surface Water, Sanitation, Open Space, and Stormwater.	Each of the ten Subregional SC representatives to the LC is elected by the SCs as Chairs and Vice-Chairs of their SCs. The alternate representatives to the LC for each of the five Subregions also serve as Alternates to the Chairs and Vice-Chairs on the SCs. Both the Subregional Chair and Vice-Chair representatives are elected by a majority vote of each Subregional SC according to the rules defined by each SC. The five Water Management Area LC members are elected from nominations provided by SCs.	The Leadership Committee also includes 5 ex-officio (non-voting members), including: California State, Coastal Conservancy, United States Bureau of Reclamation (USBR), United States Department of Agriculture (USDA) Forest Service: Angeles National Forest, United States Department of the Interior, National Park Service, United States Army Corps of Engineers (USACE): Los Angeles District
San Diego	San Diego County Water Authority, City of San Diego, County of San Diego	MOU among three entities	Regional Policy Committee provides policy-level input to the IRWM Plan and includes subject matter experts representing environmental groups, academic entities, local business, agricultural groups, water suppliers, wastewater agencies, water quality interests, and regulatory agencies.	Water Authority Member Agency Technical Advisory Committee, Project Clean Water, Project Clean Water Watershed Protection Technical Advisory Committee, Stormwater Copermittee Management Committee	The RAC served as the primary organization that provided direction to the RWMG for plan preparation	The RAC includes representatives of public agencies that serve disadvantaged communities. Additionally, disadvantaged community interests are addressed by several non-government organizations within the RAC.
Santa Ana	SAWPA	JPA among five member water resource agencies	Steering Committee and SAWPA Commission	Pillar groups with chair and co chairs based on 10 water resource management strategies	Steering Committee provides policy direction on IRWM Planning. SAWPA reviews and ratifies Steering Committee actions.	Steering Committee is composed of 11 members with 3 county Supervisor and 3 city Mayors from three counties, two water agency reps, development rep, environmental rep, and Regional Board rep

Recognizing that SAWPA originally was formed as a joint powers authority in 1968 with five (5) member water agencies, apparent from the start of the OWOW 1.0 planning process was the need to expand the governance structure to form a Steering Committee composed of a broader spectrum of watershed stakeholders. The OWOW Steering Committee was developed and organized by SAWPA to reflect not strictly a water agency emphasis, but a cross section of many types of stakeholders such as DACs and Tribes as well as water resource sectors such as stormwater and flood control, thus providing equal opportunity and representation throughout the watershed. Through the Steering Committee, better decision making and distribution of power and voice is provided to the stakeholders of the watershed in the planning process as opposed to only involving the five (5) original water resource agencies of SAWPA. This process of adding a diverse stakeholder governance committee layer follows the path taken by most other IRWMs.

In evaluating other RWMG government structures to SAWPA's OWOW governance, one of the most striking differences was how SAWPA utilized the Pillars approach to reflect one of the most comprehensive involvement and grass roots processes in the integrated regional water management planning across the State and is quite unique. Using the Pillars centered on water resource strategies and asking their voluntary involvement even to the scale of composing and authoring sections or chapters of the OWOW 1.0 Plan, as well as the OWOW 2.0 Plan, has helped to ensure strong buy-in and support by all those who have participated. This approach is highly unusual as compared to other IRWM where a single consultant usually is hired to oversee the IRWM plan development and work with stakeholder groups for input, but with the consultant ultimately responsible for writing the plan. Further, it appears that approximately half of all the recognized 48 IRWM regions across the State utilize the same consultant for their IRWM plan development. This uniform and more cookbook approach for plan preparation, though effective in assuring consistency with meeting IRWM guidelines and requirements, may fail to meet the buy-in and support of stakeholders or achieve the synergistic development of integrated regional solutions as observed in the Santa Ana River Watershed, and perhaps a few other IRWM regions.

Another observation in review of governance structure models in comparison to the current OWOW governance is the emphasis on a fair, neutral, and transparent approach in the selection of projects for funding that meet the goals and objectives of the OWOW Plan. A separate body of outside reviewers is asked to review a rated and ranked list of recommended projects to ensure that the projects reflect the selection criteria approved by the Steering Committee and the SAWPA Commission, and are validated for veracity. Rather than parceling out funding based upon the five JPA SAWPA member agency jurisdictions or subwatershed or subregions as observed in many other RWMGs, the best projects are selected that meet the OWOW project selection criteria and OWOW goals. By this process, SAWPA plays a more neutral role as facilitator rather than as judge or sole governance of funding distribution.

A common concern observed in many IRWMs is the challenge of assuring the involvement of the often under-represented Native American Tribes and DACs in the RWMG governance. To improve governance representation to be more effective under OWOW 2.0 planning, SAWPA revised the OWOW Pillars to include Native American Tribes with the DACs as a distinct Pillar on par with other water resource Pillars. Representation of Native Americans' interests also has occurred at the Steering Committee level with

the 2012 transition of the San Bernardino County Supervisor on the Steering Committee. The new Supervisor selected by the San Bernardino County Board of Supervisors to serve on the OWOW Steering Committee is also a Native American tribal member from a tribe located within the watershed. Sworn in as a member, James Ramos is the first Native American to be elected to the San Bernardino County Board of Supervisors and the OWOW Steering Committee. Mr. Ramos also serves on the California State Native American Heritage Commission.

Also a concern to be addressed was assuring involvement of Federal and State governments in management of water resources under OWOW planning as evidenced in the previously mentioned publication *Charting New Waters: A Call to Action to Address U.S. Freshwater Challenge*. To remedy this challenge, a separate and new Pillar was established called the Government Alliance Pillar. Chaired by a representative from the U.S. Bureau of Reclamation (Reclamation) and co-chaired by a representative from the regional office of the U.S. Army Corps of Engineers, the Government Alliance Pillar included representatives from multiple Federal, State and local agencies and tribes including Reclamation; Army Corps of Engineers; U.S. Fish and Wildlife; U.S. Bureau of Indian Affairs; U.S. Geological Survey; U.S. National Park Service, U.S. National Marine Fisheries; U.S. Forest Service; U.S. EPA; California Fish and Wildlife (formerly California Fish and Game); Santa Ana Regional Board; Calif. Dept of Public Health; CAL-Fire; Calif. Dept of Water Resources; Soboba Native American Tribe; San Manuel Native American Tribe, and the emergency support services of all three counties within the watershed. The Government Resource Guide developed by the Government Alliance Pillar will assist coordination among the Federal, State, and local agencies in the implementation of future projects, and will serve as a valuable resource to all stakeholders for years to come.

Finally, in review of the governance structure, it should be mentioned that of the support to the OWOW planning process from the roughly ten (10) multi-agency task forces that SAWPA currently administers as a regional and watershed facilitator. These task forces range from a focus on surface and groundwater water quality issues, to threatened species preservation and restoration, to establishing park and recreation trail opportunities that are integrated with water resources. Taken together, these task forces constitute over one hundred different agencies and organizations in the watershed. The work coming out of these task forces that often involve retail and wholesale water agencies, groundwater management agencies, wastewater agencies, NGOs, businesses, universities and other organizations have been integrated into the OWOW planning processes expanding the support and involvement of stakeholders throughout the Santa Ana Region.

### Planning Updates and Adoption

The OWOW Plan will be a “living document” and will be updated every three to five years in a coordinated manner with local, regional and statewide plans. Plan updates will be adopted formally by the Steering Committee and ratified by the SAWPA Commission. There may be occasions where informal changes that reflect minor process, organizational, or water management changes are conducted by SAWPA staff. The Pillars will continue to be an instrumental part of the update process by providing technical expertise and ensuring that the points of view of different disciplines and interest groups are taken into consideration.

Plan updates will incorporate, for example, changes to city General Plans, land use elements, Stormwater Management Plans, Water and Wastewater Master Plans, Urban Water Management Plans, County land use planning documents, and the Southern California Association of Governments (SCAG) land use data.

In addition, new water management strategies will be incorporated into future versions of the Plan as additional knowledge is gained on the state of the watershed, new technologies and best practices, and changes in policy and public mindsets. Furthermore, the Plan will be updated as necessary to comply with the requirements of future grant funding opportunities.

One example where subsequent formal action was taken by the Steering Committee after adoption of the plan occurred was the addition of several stormwater projects under Proposition 1E Stormwater program. Since many grant programs include language that projects must be cited in the IRWMP, SAWPA has been approached to add these from time to time. SAWPA typically will update its project priority list as part of the funding round opportunities, and then fold these into the next OWOW plan to be adopted. If SAWPA is solicited to add a significant number of projects after the formal “Call for Projects” deadline has passed or after formal adoption of the OWOW Plan, then amendments to the adopted plan may be necessary, with formal approval by the Steering Committee at publicly noticed Steering Committee meetings. If approved, such amendments then are forwarded to the SAWPA Commission for ratification. Re-adoption of the OWOW Plan by the Commission with formal public hearings for these amendments is not considered necessary, as these are considered fairly insignificant changes to the Plan and affect only the Project List in the last adopted OWOW Plan.

To ensure awareness of ongoing planning and projects, stakeholders have been invited to submit projects to SAWPA, both implementable and conceptual, if they so choose using our on-line project information form. The online project information form requires data about the project similar to what is requested under the previous OWOW “Call for Projects” for funding rounds. As an informal practice, project proponents that complete the on-line project information and submit their project information on-line can be considered as a part of the list of projects under the OWOW Plan for their outside grant submittal needs. However, in order to be considered for future IRWM funding through OWOW, rating and ranking by OWOW Governance must occur. Further, each SAWPA OWOW “Call for Projects” solicitation typically conducted under an IRWM funding round starts anew, inviting collaborative parties to submit both conceptual and proposed projects and programs for consideration and evaluation, and must abide by the deadlines and criteria for project evaluation defined under the OWOW program. If a project proponent does not have access to the on-line project information tool, special arrangements will be made to accommodate project data submittal needs.

The OWOW Plan will be provided to cities, counties, water suppliers, nonprofit organizations, and other regional and State agencies for use in their water resource planning efforts. It is anticipated that the findings will support planning efforts and updates to General Plans, Strategic Plans, and other plans and programs. The document also will be helpful input to the Metropolitan Water District of Southern California Integrated Resources Plan, and the State of California DWR Water Plan.

### *IRWM Plan Adoption*

The SAWPA Commission and all its member agencies adopted the SAWPA IRWMP known as the “One Water One Watershed (OWOW)” Plan 1.0 in November of 2010. Since the time of its adoption, the Plan was amended formally in March 2011 to include additional Proposition 1E eligible stormwater projects to the Plan’s project list.

In September 2011, an update to the OWOW 1.0 Plan was initiated and is known as the OWOW 2.0 Plan. Prior to commencing work on the update, SAWPA published a formal notice of intention to prepare a plan in September 20, 2011. The emphasis of the OWOW 2.0 Plan is not only to update the planning data, but to emphasize and describe regional implementation projects and programs that meet the OWOW 2.0 goals and objectives. The OWOW 2.0 Plan is anticipated to be adopted by the OWOW Steering Committee and SAWPA Commission in early 2014, with formal notice of intention to adopt the Plan to be published prior to adoption in accordance with Section 6066 of the Government Code.