

Chapter 2 Governance

Integrated Regional Water Management (IRWM) Plans must:

- Document a governance structure that ensures the IRWM Plan will be updated and implemented
- Describe how the RWMG meets the definition of CWC §10539
- List RWMG members and individual project proponents who adopted the Plan
- Describe the IRWM governance structure
- Explain how the chosen form of governance addresses and ensures the following:
 - Public outreach and involvement processes
 - Effective decision making
 - Balanced access and opportunity for participation in the IRWM process
 - Effective communication – both internal and external to the IRWM region
 - Long-term implementation of the IRWM Plan
 - Coordination with neighboring IRWM efforts and State and federal agencies
 - The collaborative process(es) used to establish plan objectives
 - How interim changes and formal changes to the IRWM Plan will be performed
 - Updating or amending the IRWM Plan

2.1 UMRWA - Regional Water Management Group

In 2005, a group of water-related public agencies in Amador and Calaveras Counties signed a Memorandum of Understanding committing to the preparation of the first MAC IRWMP. Signatories of the 2005 memorandum included Amador Water Agency (AWA), East Bay Municipal Utility District (EBMUD), Calaveras County Water District (CCWD), Amador County, City of Jackson, City of Sutter Creek, City of Plymouth, and the Amador Regional Sanitation Authority (ARSA). This initial regional plan, which was adopted in December 2006, was based on guidelines and standards associated with Proposition 50. With the passage of Propositions 84 and 1E, and subsequent revisions to the Integrated Regional Planning Act resulting from SBxx1, new IRWMP guidelines and standards have been established. Concurrently, the expansion of interest in regional water resources planning in Amador and Calaveras County has led to the evolution of the MAC region planning process. Specifically, the Upper Mokelumne River Watershed Authority (UMRWA or Authority), a regional water management group (RWMG), has assumed a leadership role for updating and administering the MAC Plan.

Established in the year 2000 as a joint powers agency, UMRWA is a 'regional water management group' as defined by California Water Code Section 10537. UMRWA was selected as the lead agency for the RWMG due to its history in promoting and developing stakeholder-supported regional solutions to water resource problems. In turn, the UMRWA Board of Directors has established an Integrated Regional Water Management Planning program and has provided funding to undertake the first phase of a multi-phase process to update the 2006 MAC Plan. UMRWA is comprised of six water agencies and the counties of Amador, Calaveras and Alpine. The six water agencies are Amador Water Agency (AWA), Calaveras County Water District (CCWD), Calaveras Public Utility District (CPUD), East Bay Municipal Utility

District (EBMUD), Jackson Valley Irrigation District (JVID) and Alpine County Water Agency (ACWA).

The Authority has been engaged in a wide variety of water resource matters since its inception in 2000. At the time it was formed, the Authority's attention was focused on Pacific Gas and Electric Company's (PG&E's) anticipated divestiture of its hydropower assets (pursuant to California's energy deregulation program) and the Authority's acquisition of PG&E's Mokelumne River Project. When the federal court approved PG&E's bankruptcy reorganization plan, Authority member concerns regarding the divestiture of the Mokelumne River project were generally abated and Authority acquisition efforts halted. With acquisition of PG&E's Mokelumne Project no longer an objective, the Authority in 2005 refocused its attention on water quality issues, potential watershed projects and cooperative water supply planning efforts between the Authority's member agencies.

As a Joint Powers Agency, UMRWA is comprised of local public agencies with water resource management responsibilities in the region. The individual member agencies that comprise the Authority, along with their statutory basis, water management authorities, and intentions regarding adoption of the MAC Plan, are presented in Table 2-1.

Table 2-1: UMRWA JPA Member Agencies

Member Agency	Statutory Basis	Water Management Authority	Expect MAC Plan Update Adoption
Alpine County	A political subdivision of the State of California	Storm water, flood control, watershed protection, environmental health	Yes
Alpine County Water Agency	A water agency formed pursuant to a special act of the California Legislature	Water, wastewater	Yes
Amador County	A political subdivision of the State of California	Storm water, flood control, watershed protection, environmental health	Yes
Amador Water Agency	A water agency formed pursuant to a special act of the California Legislature	Water, wastewater	Yes
Calaveras County	A political subdivision of the State of California	Storm water, flood control, watershed protection, environmental health	Yes
Calaveras County Water District	A California water district	Water, wastewater, hydropower	Yes
Calaveras Public Utility District	A California public utility district	Water, wastewater	Yes
East Bay Municipal Utility District	A California municipal utility district	Water, wastewater, hydropower	Yes
Jackson Valley Irrigation District	A California irrigation district	Water, wastewater, hydropower	Yes

2.2 Governance Structure

UMRWA is the regional water management group for the MAC region. UMRWA is governed by a Board of Directors consisting of eight Directors, each serving in his or her individual capacity as Director of the Board. Directors are appointed by the governing bodies of each of the Authority's member agencies, with

Alpine County and Alpine County Water Agency together appointing one Director. Each member agency may also appoint one or more alternate Directors. Each Director and alternate Director serves at the pleasure of the governing body which appointed them.

The Authority Board of Directors (Board) conducts regularly scheduled meetings, with at least one regular meeting each calendar quarter. All meetings are called, noticed and conducted pursuant to the Ralph M. Brown Act. Five directors constitute a quorum for transacting business, and affirmative votes by five Directors is required for action. The minutes of all Board meetings are recorded by the Authority Secretary. The Board selects the Chairperson and Vice-Chairperson. An Executive Officer, appointed by the Board and serving at its pleasure, administers the Authority's affairs. Amador County Counsel serves as Authority Counsel. EBMUD Finance Director serves as Authority Treasurer and Controller.

Upon assuming leadership of the MAC region planning process, the UMRWA Board of Directors approved the Authority's Integrated Regional Water Management Planning Program in May 2008 and funded phase 1 of the MAC Plan Update in July 2008. When establishing the program, the Board set the following goal: *Develop an updated MAC Plan which addresses a broad range of water-related and environmental stewardship needs through effective stakeholder participation, and is comprehensive and competitive with other plans.* The Board of Directors also established a three-tiered governance structure to guide the regional water resource planning and management process. This structure is intended to best meet the needs of a variety of MAC region stakeholders while achieving an updated MAC Plan which meets the Board's goals. Implementation of a three-tiered structure involving the Regional Participants Committee (RPC), the Board Advisory Committee, and the Board (all summarized in the following sections) is expected to: (1) create a fair and open plan update process, (2) ensure that the special funding provided by member agencies is efficiently spent, (3) provide a systematic decision-making process with the Governing Board being the final arbiter of disputes, and (4) yield a useful and successful updated MAC Plan. This structure is depicted below.



Figure 2-1: MAC IRWMP Region Governance Structure

Besides the UMRWA member agencies, other anticipated participants in the MAC region IRWM planning process, including other public agencies, private corporations, disadvantaged communities (DACs) and non-governmental organizations (NGOs), are identified and listed in Table 2-2. The third

column in the table indicates the participant's working relationship in the MAC regional planning process as either RPC member or stakeholder. The RPC members are presently participating in the planning process. Stakeholders are those organizations that have not participated despite being invited. Many of these stakeholders are expected to participate in the planning process in the future, either through the RPC or through the public outreach process. The committees are further described in the following sections.

Table 2-2: Other Regional Planning Participants

Participant Categories	Organizations/Stakeholders	Working Relationship w/MAC Plan
Wastewater agencies	Amador Regional Sanitation Authority	Stakeholder
	Amador City	Stakeholder
	City of Lone	Stakeholder
	City of Jackson	RPC member
	City of Plymouth	RPC member
	City of Sutter Creek	Stakeholder
	Mokelumne Hill Sanitation District	RPC member
	Wallace Community Services District	Stakeholder
	Golden Vale Subdivision	RPC member
Cities and special districts		
Electrical corporation	Pacific Gas and Electric	RPC member
Stewardship organizations	Amador Fly Fishers	Stakeholder
	Foothill Conservancy	RPC member
	Alpine Watershed Group	RPC member
	Upper Mokelumne Watershed Council	RPC member
	Trout Unlimited, Sac-Sierra Chapter	RPC Member
Industry organizations	Sierra Pacific Industries	RPC member
Disadvantaged communities	City of Jackson	RPC Member
	City of Plymouth	RPC member
	Mokelumne Hill	Stakeholder
	West Point	RPC member
Federal agencies	US Forest Service	Stakeholder

2.2.1 Regional Participants Committee (RPC)

The RPC is a diverse committee organized for the purpose of bringing stakeholder interests to the forefront during the regional planning process and the development of the MAC IRWMP Update. RPC participation provides for balanced access and opportunity for participation in the IRWM planning process. Members of the RPC are expected to represent the views of their agency, community organization or interest group, commit time to take part in the process, and work collaboratively with other RPC members and project staff. The table below lists the organizations represented on the committee.

Table 2-3: Regional Participants Committee

Sector	Agency/Organization
Special Districts	Amador Water Agency
	Calaveras County Water District
	Calaveras Public Utility District
	East Bay Municipal Utility District
	Jackson Valley Irrigation District
Counties	Amador County
Community/Environmental Organizations	Alpine Watershed Group
	Sac-Sierra Trout Unlimited
	Foothill Conservancy
	Upper Mokelumne River Watershed Council
Industry	Pacific Gas and Electric
Disadvantaged Communities	City of Jackson
	City of Plymouth
	West Point
Interested Residents	Subdivision Project Manager
	Retired Public Works Director
	Realtor

For virtually any stakeholder process to run smoothly and be successful, it is helpful for those involved to agree at the outset on the purpose of the process and the procedures by which the group will govern its discussions and decision-making. For this RPC process, a set of governing procedures has been established by the RPC. The key aspects of the *Governing Procedures Guidelines* follow.

- The goal of this planning process is to have RPC members engaged in discussion and reach consensus on MAC Plan content and recommendations. Straw votes may be taken from time to time to gauge the level of agreement on specific issues. Efforts should be made to accommodate the concerns of all parties.
- The RPC will serve as the MAC Plan's primary advisory body. In that capacity, the RPC is expected to provide advice, support and constructive criticism. Project staff will incorporate or otherwise reflect the comments and recommendations of the committee members into MAC Plan work products.
- With the RPC's consent, new committee members may be added to the RPC after the first meeting is held.
- Every member will check back with their respective organization or constituency and will keep them aware of the ongoing RPC process and actions. Input from senior staff and/or governing boards of the RPC members will be communicated back to the RPC at its next meeting. Any dissension from the respective organizations' decision-making bodies that could affect acceptance of RPC recommendations will be clearly communicated at each meeting so a solution can be sought.
- Outstanding issues or concerns of RPC members will be brought to the RPC first. Members will not communicate their concerns and issues outside of the committee without first bringing them to the RPC.
- Every member is responsible for communicating their position on issues under consideration. It is incumbent upon each member to state the interests of the organization or group they represent.

Voicing these interests is essential to enable meaningful dialogue and full consideration of issues by the RPC. If a RPC member does not attend a RPC meeting or communicate their viewpoint on an issue, it is assumed that they agree with decisions and recommendations made by the RPC.

The decision-making process to be followed by RPC has been established by the committee itself. This process is described as follows:

- The RPC decision process has been established to have RPC members contribute their knowledge and opinions to the overall project. The decision-making goal is to have all RPC members agree on the item at hand, with no member objecting to a decision, action or recommendation. Members should use "can they live with it" as their standard.
- In any instance in which all members don't agree on the decision or action at hand, then the person or persons who disagree must put forward a reasonable alternative. If, after due consideration, agreement on the matter at hand cannot be reached, the RPC will determine how to resolve the impasse.

2.2.2 Board Advisory Committee

The Board Advisory Committee has been established by the UMRWA Board of Directors to perform a prescribed set of functions related to the regional planning process and the development of the updated MAC Plan. Meetings of the Board Advisory Committee are held quarterly by conference call and are open meetings. Members include Amador Water Agency (AWA), Calaveras County Water District (CCWD), and East Bay Municipal Utilities District (EBMUD). Steering Committee members are expected to:

- Make decisions by unanimous agreement of all committee member agencies.
- Respond to and resolve questions that may arise at RPC meetings.
- Present unresolved RPC matters to the Board of Directors for resolution.
- Advise the Board on all matters related to the MAC Plan update.
- Recommend the updated Plan to the Board for approval.

2.2.3 UMRWA Board of Directors

The UMRWA Board of Directors is the policy board that governs the Authority and the business that it transacts. Among its duties are the approval of the regional planning process, resolution of disputes the Board Advisory Committee is unable to satisfactorily resolve, authorization to apply for grants, approval of the Authority budget, hiring of consultants and approval of contracts. The Board will also be the first public body to adopt the updated MAC Plan, and will in turn solicit the approval of other agencies and organizations in the MAC region.

2.2.4 Public Participation

The general public is provided opportunities to participate in the MAC IRWM planning process. The MAC region strives to open avenues of communication with the general public and offers opportunities to provide feedback on the Plan Update and water-related projects. Information regarding the MAC IRWM planning process and Plan Update is communicated to the general public through direct mailings, local media and a MAC Plan website. General public will also be invited to attend the first RPC meeting and last RPC meeting. The first meeting will provide an introduction to the IRWM planning process while the last meeting will allow public comment on the Draft Plan Update.

2.2.5 Benefits of Governance

The MAC governance Structure, described in this section, provides the following benefits to the Region's IRWM Program:

- Provides a structure for implementing public outreach and involvement: The Governance Structure and public outreach approach have been vetted by participating agencies and members of the Board, RPC, Steering Committee and general stakeholders. A *Community Outreach Plan* was developed and endorsed by the RPC and guides public involvement through the MAC planning process and facilitates relationship building by promoting the active participation of stakeholders.
- Facilitates effective decision-making: By implementing a three-tiered structure with clearly defined participants and roles, decision-making is streamlined, transparent and fair.
- Encourages balanced access and opportunity for participation in the IRWM process: The wide participation by stakeholders and RPC members from all relevant areas of water resources management in the region ensures that stakeholders have balanced access to the process. In addition, holding public, open meetings as well as a stakeholder outreach process provides ample opportunity for participation in the IRWM planning process.
- Allows effective communication – both internal and external to the IRWM region: The RPC serves as an effective forum for communication to stakeholders internal and external to the Region, as well as neighboring IRWM regions.
- Manages long term implementation of the IRWM Plan: While individual project proponents are responsible for implementing the projects identified in the IRWM Plan to the extent feasible, the RWMG is responsible for compiling data and information on benefits, impacts, and plan performance over time through the IRWM program, to the extent funding is available to allow these activities to occur.
- Coordinates with neighboring IRWM efforts and State and federal agencies: Through the IRWM Plan updates, the Authority interfaces with neighboring IRWM regions, as well as State and federal agencies. In addition, having a formal role for stakeholders who are not official RPC members provides a vehicle for participation by these entities.
- Includes a collaborative process to establish plan objectives: As described above, the RPC makes decisions according to the tentatively adopted *RPC Governing Procedures Guidebook*. The decision-making goal is to have all RPC members agree on the item at hand, with no member objecting to a decision, action or recommendation.
- Provides a process for incorporating interim changes and formal changes to the IRWM Plan: The governance structure establishes clear roles and responsibilities. In the event that interim and / or formal changes are needed, the Board would direct the RPC to oversee completion and incorporation of changes.
- Identifies responsibilities for updating or amending the IRWM Plan: Each group identified in the governance structure has specific responsibility with respect to IRWM Plan updates. The RPC is tasked with overseeing the consultant updating the Plan; the Steering Committee is charged with advising the Board on all matters related to the Plan Update, and the Board is responsible for ultimately approving the Plan Update.

2.3 Stakeholder Involvement

2.3.1 Community Outreach Plan

A primary element of the MAC regional planning process is community outreach. A *Community Outreach Plan* was developed and endorsed by the RPC. This plan guides public involvement throughout the MAC regional planning process and facilitates relationship-building by promoting the active participation of local stakeholders. The key outreach goal of the Plan is: “To ensure sufficient representation and active participation of community interests to achieve a technically and politically viable update to the existing Plan”.

To achieve that goal, a three-tiered approach to stakeholder participation and general community outreach has been established. These three tiers are described below.

Tier One was the formation of a committee to represent the interests of stakeholders within the MAC region. This Regional Participants Committee, or RPC, serves as the venue for bringing stakeholder interests to the MAC Plan update discussion. It has a central and guiding role in the MAC regional planning process. RPC participants were solicited through letters sent to individuals and organizations with known stakeholder interests (e.g. participants in the drafting of the 2006 MAC IRWMP), by notices published in local papers, and by announcement during the October 2008 Community Meeting which targeted the general public (see Tier 2 discussion, below). A balanced and diverse representation of community stakeholder interests has been achieved, including special outreach efforts to secure the input of geographically-distant Alpine County interests and Disadvantaged Communities throughout the region. The RPC is described in more detail in Chapter 2.2.1.

Tier Two ensures that the general public living within the MAC region has an opportunity to be involved in the project, learn about project developments and provide input into RPC work products. Communication with the general public is accomplished through four methods: individual RPC member outreach to community members, coworkers, and professional associations; local media involvement to inform the general public of progress being made in developing the updated MAC Plan; a MAC Plan website to provide easy access to IRWM materials and updates; and community workshops to provide a forum for additional community input and engagement. Community workshops are the primary format for informing the general public about MAC Plan Update activities and to solicit comments and answer questions on MAC Plan work products. Workshops are held to coincide with the drafting of key project work products. Community workshops are hosted at suitable facilities that are centrally-located. The Senior Community Center and the Amador County Board of Supervisors chambers, both of which are located in Jackson, have often been used for meetings of this nature and are likely locations for future meetings.

Tier Three is designed to ensure that the interests of Disadvantaged Communities and Native American Tribes in the MAC region are represented and accounted for in the MAC Plan update process. By soliciting and encouraging participation in the MAC Plan update process by individuals who understand the issues facing disadvantaged communities (DACs), we can help to ensure that the needs of low-income communities are considered in plan development, and that DACs do not experience disproportionate adverse impacts associated with IRWM plan implementation. Representation by DACs is shown in Table 2-4. Objectives of Tier 3 include the following.

- Solicit involvement by individual representatives of DACs and tribes within the MAC region and encourage participation by those representatives as members of the RPC.
- Encourage RPC members to specifically advocate and represent the interests of those DACs and tribes that do not have designated community representatives on the RPC, but that lie within the RPC member's jurisdiction or area of special interest.
- Inform representatives and residents of DACs and tribes of the IRWM program via flyers and newspaper notices about opportunities to get involved with the MAC Plan update process and participate in development, integration, and prioritization of projects.

Table 2-4: Disadvantaged Community Representation

Disadvantaged Community	Supporting Public Agency	Representative
Jackson	City of Jackson	Mike Daly
Plymouth	City of Plymouth	Jeffry Gardner
Mokelumne Hill	Mokelumne Hill Sanitation District	
Rail Road Flat	TBD	---
San Andreas	Calaveras Public Utility District	Donna Leatherman
West Point	Calaveras County Water District	Ed Pattison

2.3.2 Stakeholder Input in IRWMP Update

Stakeholders will be integral to all aspects of the IRWM planning process, including the IRWMP Update. **Error! Reference source not found.** presents the planned RPC meetings and the associated topics to be covered at each. The first and last RPC meetings will also be community workshops in which general public can attend to provide feedback. During the second RPC meeting, stakeholders will provide valuable and necessary input about the Plan Objectives and Resource Management Strategies.

Table 2-5: Scheduled RPC Meetings

RPC Meeting No.	Meeting Topic/Purpose	Tentative Meeting Date
1	Plan Update process, schedule and goals Summary of work to date: governance, regional description, coordination, stakeholder involvement, relation to local water planning, regional climate change impacts, etc.	October 12, 2011
2	Objectives and strategies; project solicitation process	December 14, 2011
3	Projects submitted, integrated and prioritized	February 8, 2012
4	Revisit projects integrated and prioritized	March 21, 2012
5	Impacts, benefits and financing	May 9, 2012
6	Revisit project details	June 27, 2012
7	Implementation plan: schedule, financing, environmental, integration	August 22, 2012
8	Monitoring plan to track MAC Plan performance	September 26, 2012
9	Climate change; relation to local land use planning	November 7, 2012
10	Draft plan review and endorsement	January 23, 2013

2.3.3 Coordination with Stakeholders

Information regarding the MAC IRWM planning process is communicated to the RPC by email, postings on the MAC Plan website and direct mailings. Information is communicated to the general public through direct mailings, local media and a dedicated MAC Plan section of the UMRWA website. Direct mailings

are facilitated by a community and stakeholder database. This database has been developed based on project databases created previously for UMRWA's Upper Mokelumne River Watershed Assessment and Planning Project and the 2006 MAC IRWMP. These two databases were initially combined into a single database for the MAC Plan Update, with more names subsequently added by agency staff and participants at the first public workshop, held in October 2008. This community database contains the names and key contact information of interested public and potential stakeholders, as well as media contacts. The community database primarily serves as a mailing list for direct mail pieces that are developed concerning the regional planning process. As new contacts are made, either through the Regional Participants Committee (RPC), community meetings, or other venues, the community database is augmented.

Direct mailings to community members listed in the database are used as a means for announcing scheduled community workshops. These announcements describe the MAC Plan and its purpose and the subject matter of the scheduled workshop, and solicit public input on draft or completed work products.

The local media provide a credible and economical approach to achieving widespread dissemination of key project information. Studies show that information presented to the public through a third party, such as the media, is more readily believed by the public, as opposed to advertising or other methods of information coming directly from the source. Local newspapers, such as the Record Courier, Calaveras Enterprise, and the Amador Ledger Dispatch, are contacted and provided with descriptions of upcoming workshops and related information for publication.

In an effort to continue to make all relevant information available to a vast breadth of stakeholders, a MAC Plan section of the UMRWA website has been developed for the MAC regional planning process. This website provides information about the overall DWR IRWM program, and specifically the 2006 MAC IRWMP and update (i.e. who they can contact regarding interest in the process). Useful links to other websites are provided and documents may be downloaded. In addition to those interested obtaining information from the website, there will be a link allowing viewers to leave anonymous comments and/or suggestions, thereby further contributing to the process.

Additionally, as projects are developed, solicited and prioritized, coordination will take place among the project proponents and others in order to maximize benefits, reduce redundancies and identify and implement potential efficiencies.

2.4 Integration

The MAC region allows for maximizing opportunities for integration of water management activities and the IRWMP Update integrates water management programs and projects. Project integration is discussed in detail in Section 4.1.4.

The governance structure, previously described, fosters integration by allowing a diverse group of stakeholders and interested parties to participate at all levels of the IRWM planning process. Cities, water agencies/district, irrigation districts, wastewater agencies, NGOs, DACs, private corporations, public utility districts, community organizations, watershed stakeholders, and the general public can each play a key role in the planning process, and specifically in the MAC Plan Update, regardless of their ability to contribute to the process financially. With a diverse group of participants in the planning process, different views can be represented and through collaboration, a multi-benefit, implementable Plan Update can be prepared. Resource integration has occurred through the creation of UMRWA by combining 6 water agencies and two counties into one Joint Powers Authority, providing a focus and lead voice to the IRWM planning process in the MAC region.

2.5 Coordination with Other IRWM Regions and State and Federal Agencies

For details as to how the MAC Region coordinates with overlapping and surrounding regions, please refer to Chapter 1.1.2.

Should State or federal funding be acquired for IRWMP implementation, UMRWA, as the official RWMG will coordinate with the appropriate agencies. On-going coordination would be required during project implementation and after as the projects are monitored and data is collected.

Separately, projects that are implemented will require certain State and federal approvals such as permits and/or environmental documentations. Projects would be compliant with the California Environmental Quality Act (CEQA) and the National Environmental Protection Act (NEPA), as necessary. Completion of CEQA/NEPA documentation would require coordination with various State and federal agencies.

2.6 Plan Adoption and Future Updates

Upon completion of this MAC Plan Update, each UMRWA member agency will adopt it and any other agency that wishes to do so can also. Regardless of grant funding, the MAC Plan is a living document and will continue to be updated in the future.