

FLOODPLAINS BY DESIGN: A 5-YEAR STRATEGY FOR WASHINGTON'S FLOODPLAINS

June 2018

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A 5-Year Strategy for Washington's Floodplains

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1 INTRODUCTION

This Strategy is intended to define structure for the next five years of Floodplains by Design (FbD); clarify what FbD seeks to accomplish; describe the key elements of a regional/state work program, define measures to track changes to the floodplain management system; identify the communications strategy needed to achieve goals; and clarify funding needs and sources. Currently, the FbD Management Team includes TNC, the Washington Department of Ecology, and the Puget Sound Partnership.

Floodplains by Design is an ambitious public-private partnership focused on integrating and accelerating efforts to reduce flood risks and restore habitat across Washington State's major river corridors. By working together, we can align state and federal investments with locally-driven solutions that solve multiple floodplain management challenges and create a more sustainable future for people and nature. The partnership's goal is to improve the resiliency of floodplains for the protection of human communities and the health of the ecosystem, while supporting values important in the state such as agriculture, clean water, a vibrant economy and outdoor recreation.

The Floodplains by Design initiative was started in 2013 as a broad-based partnership led by The Nature Conservancy (TNC), the Department of Ecology (Ecology), and the Puget Sound Partnership (PSP). TNC has served as the backbone organization for administration of the regional FbD effort. Ecology has administered the FbD grant program and provided staff time to contribute to the FbD effort. TNC, Ecology, and PSP have served as the Management Team for the FbD initiative.

The first five years of Floodplains by Design (2013-2017) were focused on *proving it's possible* – i.e. that a more collaborative, integrated approach to river management could help accelerate efforts to manage our rivers more sustainably. This involved developing and deploying know-how, creating the grant program, implementing local projects, supporting collaborative planning processes, and facilitating learning exchanges including workshops, field tours, and other gatherings. The second five years of Floodplains by Design (2018-2023) will be focused on *making it the norm*, which will involve building more robust capacity and management systems at the local and regional level, working to change the policy/regulatory framework, and identifying and positioning for expanded funding and human resources. The work in the next five years will enable the expanded application of the integrated, collaborative, and multi-benefit approach and will allow us to see increased results on the ground.

With consultant support, The FbD Management Team conducted a robust process engaging a diverse range of stakeholders to help shape this Strategy. Engagement activities included a wide-reaching online survey, targeted individual interviews, and a focused workshop session. Through the process, people working at the local and statewide level confirmed that we have collectively made good progress and laid a solid foundation. People are seeing projects hit the ground that deliver multiple benefits and they see more money going to flood risk reduction and habitat restoration projects. They are seeing new partnerships, new project opportunities and bigger projects taking shape. This has given them hope that the longstanding decline in community and ecosystem resilience could be addressed. At the same time, there is almost universal agreement that these positive changes are not happening at the scale or pace that is needed, considering past and ongoing development pressures, population growth, and economic expansion, as well as climate change impacts. We heard that what is most needed to continue to turn the tide and create a more sustainable floodplain management system is more money,

better policies, better technical information, increased capacity at the local level, and the ability to communicate a strong business case for the benefits of an integrated approach.

During its 2018 session, the Washington Legislature included a proviso in the supplemental Capital Budget directing the Department of Ecology to convene and facilitate a stakeholder process to review and make recommendations for the statutory authorization and improvement of the Floodplains by Design (FbD) grant program. In response to the proviso, Ecology conducted an extensive outreach process, an assessment of funding needs, and a review of six other capital funding programs. Following this process, Ecology published *Floodplains by Design: Report to the Legislature* (Publication No. 18-06-010). In November 2018, this 5-Year Strategy was updated to incorporate the recommendations in the Report to the Legislature.

2 WHAT IS FLOODPLAINS BY DESIGN, OUR VISION AND THE SYSTEM CHANGE NEEDED

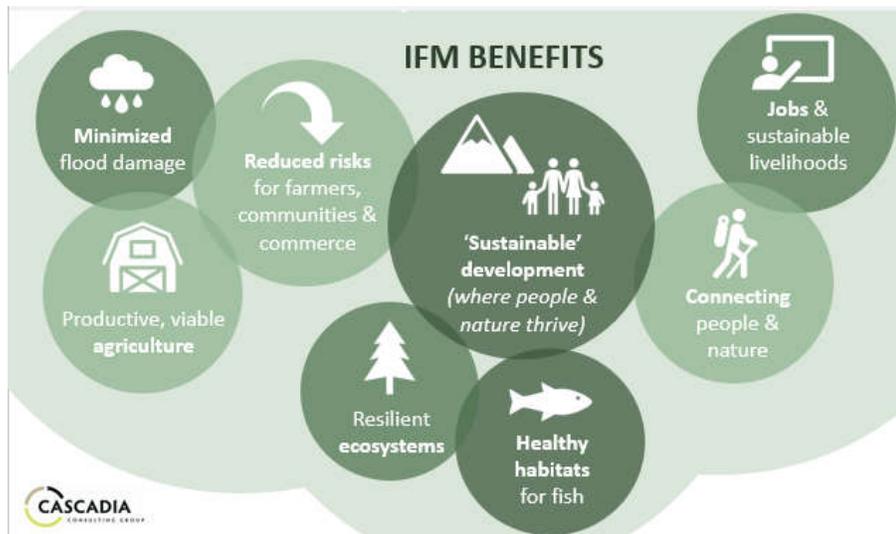
2.1 WHY ARE WE WORKING ON INTEGRATED FLOODPLAIN MANAGEMENT?

The term “floodplains *by design*” is meant to evoke a floodplain management approach in which we move past an era of unintended consequences and siloed management efforts, toward a holistic, collaborative model that maximizes benefits and reduces costs to people and nature while enabling continued learning and improvement. We want floodplains across Washington State to be places where both people and nature thrive. Today, in watersheds across the state, there are imperative and intersecting water, flood, and fish issues that need to be solved, and limited resources to do so. Floodplain management practices have not kept pace with scientific advances nor evolving public priorities. The result is that flood risks continue to increase while environmental health and agriculture continue to decline. In some places, there are projects underway to address one issue that may inadvertently make things worse for another set of interests. There are also untapped opportunities for working proactively to prevent the emergence of new problems and to protect our communities, livelihoods, local food production, and natural resources.

Integrated floodplain management holds promise for addressing current challenges and seizing new opportunities, allowing progress to be made while providing a superior return on financial investments. Integrated floodplain management means using collaborative, integrated processes and practices that cut across silos and bring diverse interests together to come up with a path forward that can achieve multiple benefits. Those multiple benefits include:

- Reduced flood risks for communities and commerce.
- Healthy habitats for fish and increased prey for Orcas.
- Resilient communities and ecosystems.
- Minimized flood damage.
- Productive, viable agriculture.
- Sustainable development.

- Jobs and sustainable livelihoods.
- Recreation and other opportunities to connect people and nature.



2.2 MISSION STATEMENT

Communities join together across sectors and silos to protect, restore and manage floodplains in a more holistic and collaborative manner, enabling people, fish, farms, and nature to thrive.

The mission of Floodplains by Design is to help collaborative and integrated floodplain management become the preferred way of managing our river systems in Washington, so that we build resilient communities and ecosystems that sustain people, fish, farms, and our economy.

2.3 VISION STATEMENT

We envision a future in which collaboration based on shared values has transformed Washington's floodplains to reduce flood damages, increase salmon runs, and preserve vibrant farms and open spaces that enrich our lives and create a resilient future.

2.4 WHAT IS FLOODPLAINS BY DESIGN AND WHAT IS NEXT?

Floodplains by Design is a partnership focused on developing, deploying, and supporting integrated floodplain management in major river systems across the state that have significant flood risks and salmon runs. We are working to show that integrated floodplain management works and to achieve culture and systems change so that integrated floodplain management becomes standard practice.

Over the past five years, we have been working to prove that it's possible for people with different interests to create solutions that achieve multiple benefits, and that those will engender more political support and funding, enabling new, larger opportunities. We have been developing and deploying the know-how, pilot projects, initial management structures, and workshops to share lessons learned and

build the network of people involved at the local and statewide levels. A new state grant program has been created and a process is underway that could codify the program in statute. A better understanding of the impacts of climate change is emerging and we have provided assistance for collaborative, integrative management effort in select watersheds.

In the next five years (2018-2023), the timeline for this plan, we aim to make integrated floodplain management the norm in Washington. This will include building more robust capacity and management systems, assessing whether and how to engage with the policy/regulatory framework, and identifying and positioning integrated floodplain management for bigger resources.

2.5 THEORY OF CHANGE

In order for integrated floodplain management to become the norm in the major river systems of Washington State, institutions, programs and policies will need to change. Our theory of change is central to achieving the systems changes needed to deploy integrated floodplain management.



2.6 FLOODPLAINS BY DESIGN VALUE PROPOSITION

Based on the last five years of work and the feedback received, it has become clear that FbD provides value to local efforts across Washington State. As the work proceeds, it will be important to maintain the focus on the value FbD provides. FbD is a partnership with technical, strategic and financial

resources focused on developing, deploying, and supporting integrated floodplain management in major river systems across the state. The value it provides for integrated floodplain management is that it:

- Develops and disseminates the principles and practices of integrated floodplain management
- Supports processes demonstrating how to work across silos to address intractable problems.
- Identifies and engages key interests and influencers to build support.
- Advocates for dedicated local, state and federal funding and investment from the public, private, & philanthropy sectors to implement systems and projects on the ground that deliver multiple benefits.
- Focuses on making fundamental changes to the floodplain management system so that integrated floodplain management becomes standard practice and happens at scale.

2.7 SYSTEMS CHANGE

There are five overarching forces that shape floodplain management: culture, capacity, policy, funding, and markets. These are not all within FbD's sphere of control. Only by influencing those forces at the macro level will we be able to achieve sustainable floodplains at the local level and realize our vision for communities and nature.

At its heart, the goal of Floodplains by Design is to transform the floodplain management system in order to reverse past trends and increase the resilience of floodplain communities and ecosystems. Creating durable, transformative "systems change" requires a comprehensive, multi-disciplinary approach. It will have been achieved when the principles and practices of integrated floodplain management are widely understood and applied, with the five forces in place and aligned, as follows:

1. **Collaborative CULTURE:** There is a culture that fosters collaboration, continuous learning, and creative problem-solving to solve water, flood, and fish issues where they interact in floodplains. A **network** of practitioners and interests at the local and state level with relationships that support collaboration and engagement allows the sharing of innovations and lessons and helps to spread the improved practices. This helps increase **political will**.
2. **Local CAPACITY:** People making decisions about land and water in the floodplains have the adequate **human capital**, expertise, tools, methods, information, and support to implement integrated floodplain management approaches. This includes the ability to convene and facilitate collaboration and locally-driven solutions and the ability to implement and quantify multi-benefit solutions. There are people in each major river system that are trained and proficient as change agents and managers of collaborative, problem solving processes.
3. **POLICY reinforcement:** Policies and regulations harmonize with integrated floodplain management and incentivize, require, and/or trigger adoption of practices.

4. **Sustained FUNDING:** There is sufficient, dedicated and sustained funding from diverse funding sources to support the integrated stewardship of floodplains and ecosystems. There is sustainable funding for the backbone organization role. This includes funding for on-the-ground actions to maintain natural and built infrastructure, funding to support the convening, collaborative planning, and technical design work needed to put increasingly cost-effective projects on the ground, and funding to support the statewide backbone organizational roles required to execute the work program described below.
5. **Driving MARKETS:** Floodplain decision makers and influencers **demand** sustainable, multi-benefit management practices. Public and private **markets** effectively price flood risks, reward sustainable floodplain practices, provide incentives, and/or value ecosystem benefits.

The backbone organization role is critical to ensure sufficient resources, coordination and communication across actors and actions focused on making positive change to these five forces and across the local, regional, and state scales at which those forces manifest. Working in one or two places or on one or two floodplain management spheres is insufficient to achieving the FbD vision.

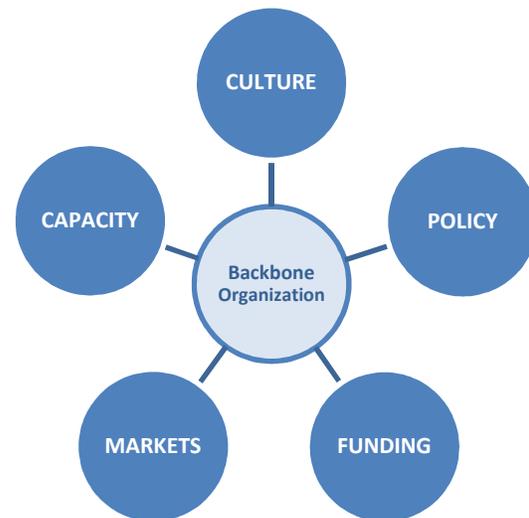
3 FOCUS AREAS, STRATEGIES, OUTCOMES, AND ACTIONS

Given the importance of these five forces, as outlined above, FbD will need to work on each of these in order to make a real impact on floodplain management. FbD will work on some more than others, as a result of its expertise, skills, resources, and comparative advantage.

This section outlines the key components of the theory of change that are within the FbD partnership's sphere of control. It lists the specific strategies that we are prioritizing for the next five years in order to achieve specific outcomes. This set of strategies is ultimately necessary to create the robust program needed to implement actions at the pace and magnitude necessary for the challenges in the major river systems of the State. Not all the strategies and needed actions can be initiated at the start of the five-year period due to funding limitations. However, by outlining the needs for the robust program, strategic decisions can be made on the priority of adding actions and pursuing the funding needed.

Strategic focus areas for FbD:

1. **CULTURE & NETWORK:** Broaden and deepen reach.
2. **CAPACITY:** Increase and develop capacity.
3. **POLICY:** Improve the regulatory/policy framework to harmonize with.
4. **FUNDING:** Increase and diversify resources for integrated floodplain management.
5. **MARKETS:** Build market demand and better understand how markets can incentivize integrated floodplain management.



In addition to the five focus areas, it is critical to have a backbone organization to coordinate and integrate across and between the focus areas. Each of these are described in more detail below, with associated strategies and outcomes.

3.1 KEY RECOMMENDATIONS AND PRIORITY ACTIONS

This section integrates recommendations from the Report to the Legislature with key priority actions identified below in Sections 3.2, 3.3, and 3.4. Key recommendations and priority actions include:

- Incorporate FbD principles and program into existing flood statutes
- Address statewide capital funding needs
- Provide funds for planning and grants management
- Continue to engage with partners and increase participation
- Continue to refine criteria, information, and coordination
- Improve efficiency and transparency of project funding and implementation
- Create more sustainable funding and capacity for the backbone organization role
- Provide strategic and technical support to integrated floodplain management efforts
- Work to reduce re-appropriation requests and improve coordination with other water and salmon grant programs
- Develop curriculum and implement training program for integrated floodplain management
- Deepen engagement of tribal leaders in the overall program and more directly in their watershed
- Develop a leadership group consisting of key, diverse interests including tribes, vulnerable communities, agriculture, cities, and counties
- Convene a policy/technical work group to guide a study of development trends in floodplains and potential actions to address

3.2 FOCUS AREAS, GOALS, STRATEGIES, OUTCOMES, ACTIONS

This section describes each of the five focus areas in greater detail, including goals, strategies, and outcomes for each area. Specific actions are also identified for each focus area. Actions are divided into

three tiers: core FbD activities, potential additions based on funding/capacity, and elements that could be undertaken in the future if funding allows. Implementation of all actions are dependent on funding, and in the initial period of this 5-Year Strategy there will not be sufficient funding to implement all strategies and actions.

3.2.1 Focus Area One – Culture & Network

Goal: Broaden and deepen reach

3.2.1.1 Strategies

1. Strengthen local community engagement in integrated floodplain management; more effectively engage a diverse set of partners where it is critical for success.
 - Build stronger tribal relationships and engagement with FbD and encourage improved tribal engagement at the local level.
 - More effectively engage agricultural communities & the private sector in local integrated floodplain management efforts.
 - Involve vulnerable communities subject to flooding and resource loss; develop & advocate for equitable strategies. Vulnerable communities include communities of color, non-English speaking communities, and low-income communities.
 - Serve smaller towns and cities connected to major river systems.
 - Implement strategic communications strategy.
 - Document and communicate integrated floodplain management benefits. Evaluate and share results such as project metrics, landscape metrics, narratives/stories.
2. Strengthen regional, state, & federal level engagement in integrated floodplain management
 - Engage tribes, state agencies, and federal agencies in the integrated floodplain management effort – programmatic, political, resources, advisory, problem solving.
3. Expand geographically
 - Expand to all state major rivers with significant flooding and salmon or other ‘high-impact’ ecosystem needs/opportunities/benefits
 - Be active statewide: Focus on areas with receptive governments & stakeholders; prioritize floodplains that are part of major river systems.

3.2.1.2 Outcomes

1. Long-term goals, objectives, and needs have been identified in all major river systems in the state.
2. Integrated reach scale projects are underway in all major river systems with significant water, and flood issues and salmon runs in Washington State.
3. All communities are effectively engaged in integrated floodplain management processes – enabling well-supported, community driven solutions.

4. More partners are engaged and supportive at the regional and state levels, facilitating local solutions and systems change.
5. Participants see/experience benefits and communicate their support for the integrated floodplain management approach to elected officials. There is an increase in political will. Elected officials, key stakeholders, and other influencers understand, value, and prefer the integrated floodplain management approach and embrace new practices.

3.2.1.3 Actions

Activity	Lead
Tier 1: Core FbD Activities	
Strategic and technical support to integrated floodplain management efforts in at least 4 watersheds (potential watersheds include the Snohomish, Stilly, Nooksack, Puyallup, and Skagit). Continue support in Yakima, Dungeness and Quilcene.	TNC
Communications: Keep network and supporters engaged through website, listserv, etc.	TNC
Tier 2: Potential Additions Based on Funding/Capacity	
Deepen engagement of tribal leaders in the overall program and more directly in their watershed. Initially, this will be done through the local watershed work and through tribal leaders involved in the leadership group discussion.	TNC (dependent on funding in TNC budget)
Develop a leadership group consisting of key, diverse interests including Tribes, vulnerable communities, agriculture, cities and counties	TNC (dependent on funding from Ecology)
Implement Communications Campaign: Work with partners to develop and disseminate stories and information through media, videos, events and printed materials.	TNC (dependent on NTA funding)
Deepen engagement of agriculture through existing local watershed work and Natural Resource Alliance	TNC
Identify where communities are especially vulnerable to current and future flood risk, make policy recommendations for how to address their needs, and engage people at the local level in bringing FbD benefits to vulnerable communities.	TNC (dependent on NTA funding)
Tier 3: Elements of Recommended Strategies That Could be Undertaken at Later Phases or by Partners	
Fund 3 watershed-scale assessments of how physical conditions (like flooding, drainage, groundwater, etc.) affect agricultural viability in floodplain areas	TBD
Survey of farmers about what incentives would encourage them to engage in integrated floodplain management and expanded education program in 4 watersheds	TBD
Regularly convene representatives of smaller cities to discuss issues	TBD
Update Strategic Communications Strategy after 2 years	TBD
Convene solutions-oriented workshops bringing together state/federal agency staff and floodplain project practitioners and convene and facilitate small groups to follow up on solutions identified in workshops	TBD

Expand direct support to additional watersheds	TBD
Encourage and pay for an increased number of integrated floodplain management projects in all major watersheds	TBD

3.2.2 Focus Area Two – Capacity

Goal: Increase capacity and improve management systems

3.2.2.1 Strategies

1. Develop & disseminate principles and practices – codify; develop templates; foster continuous improvement.
2. Develop human capital – provide trainings, workshops, learning networks, and other ways to develop change agents & facilitators who work with local actors, stakeholders, and elected officials to influence how floodplains are managed.
3. Provide better information: visualization tools, flood mapping, data systems.
4. Develop performance based systems with monitoring & verification; develop ‘resilience metrics’.
5. Improve grant-making process – shorten application/approval time frame; improve transparency, efficiency & consistency. Streamline with other grant-making processes as much as possible.
6. Develop/improve planning capacity - provide funding for planning; engage planning departments in working across silos to build a common vision with the community.

3.2.2.2 Outcomes

1. Principles and best practices are defined and applied.
2. Strong cohort of highly skilled floodplain leaders and facilitators exists in each major river system with significant flood issues and salmon runs.
3. Capacity exists to monitor and measure progress towards resilience and adaptively manage integrated floodplain management efforts.
4. Highly skilled program administrators are supportive of integrated floodplain management in each of the pertinent state and federal programs. Grant programs are more efficient and coordinated; projects are better aligned with the FbD vision, implemented more quickly and efficiently – leading to reduced administrative costs and increased stakeholder support.
5. Changed floodplain management culture – more nimble and effective.

3.2.2.3 Actions

Activity	Lead
Tier 1: Core FbD Activities	
Administer and improve the Ecology grant program	Ecology (with TNC and PSP support)

Support project sponsors in the development and implementation of high impact project proposals.	Ecology, TNC, and PSP
Convene two large state workshops and floodplain leaders gatherings each year	TNC (with financial support from Ecology)
Execute legislative study to identify improvements to FbD program	Ecology
Engage with State grant coordination group	TBD
Tier 2: Potential Additions Based on Funding/Capacity	
Develop curriculum and implement training program for integrated floodplain management	TNC (dependent on funding in TNC budget and NTA funding) Potential for joint funding with PSP
Formalize FbD peer learning network and develop more collaborative and sustainable structure for sustaining it	TNC (dependent on funding)
Tier 3: Elements of Recommended Strategies That Could be Undertaken at Later Phases or by Partners	
Develop online toolkit of integrated floodplain management resources and example documents, within the FbD website	TBD
Update, expand, and annually refine online toolkit for use in integrated floodplain management	TBD
Convene integrated floodplain management panel annually at NORFMA and SRFB conferences and other relevant conferences	TBD
Convene work teams on specific topics (such as agricultural integration, property acquisitions, etc.)	TBD
Conduct multi-benefit alternatives analyses in other watersheds	TBD
Develop maps of future flood risk	TBD
Conduct biennial reviews of the grant-making process to identify opportunities for improvement and implement actions identified in the reviews	TBD
Provide capacity for locals for planning and coordination with other programs (i.e. LEs)	TBD
Actively increase planning departments engagement in integrated floodplain management efforts (in 4 priority watersheds?)	TBD

3.2.3 Focus Area Three – Policy

Goal: Assess whether and how to engage with the regulatory/policy framework to harmonize with integrated floodplain management

3.2.3.1 Strategies

1. Assess whether and how to develop and advance policies and a regulatory framework that harmonizes with integrated floodplain management.
 - Create a cross-agency effort to assess a potential policy framework to facilitate integrated floodplain management – considering transportation infrastructure, climate change, land use, etc.
 - Consider addressing regulatory barriers that provide disincentives for integrated floodplain management (long term effort).
 - Consider improving/streamlining the permitting process for integrated floodplain management projects.
 - Examine how to revise flood control & flood hazard plans and management systems and incentives to incorporate/facilitate integrated floodplain management.
 - Explore certification programs/strategies.
2. Determine key limitations to current level of protection; develop & deploy new approaches as needed.
 - Conduct a science assessment of where development is happening in floodplains and link to risk and resilience.
 - Assess whether/how to engage in land use protection; If yes, evaluate approaches to build/activate coalition to address key limitations for land use management; deploy as needed.

3.2.3.2 Outcomes

1. Streamlined permitting process for integrated floodplain management projects.
2. Resources are prioritized for integrated floodplain management, (e.g. shifted from fighting floods to preventing them); integrated floodplain management best practices are applied when undertaking recovery.
3. Regulatory policies and programs better support integrated floodplain management.
4. Flood control and flood hazard plans are reflective of an integrated, holistic approach.

3.2.3.3 Actions

Activity	Lead
Tier 1: Core FbD Activities	
Develop FbD grant guidance for incorporating climate change into integrated floodplain management	TNC

Complete mapping of Puget Sound floodplains	Ecology and PSP
Tier 2: Potential Additions Based on Funding/Capacity	
Update the CFHMP (floodplain planning) guidance to include climate change and integrated floodplain management planning practices.	Ecology (dependent on NTA funding)
Convene a policy/technical work group to guide a study of development trends in floodplains and potential actions to address (<i>can PSP provide support</i>)	TNC (dependent on funding in TNC budget and support from PSP)
Permitting process: Create policy or other changes needed to streamline permitting process for restoration projects	TNC (dependent on funding in TNC budget and NTA funding)
Tier 3: Elements of Recommended Strategies That Could be Undertaken at Later Phases or by Partners	
Assess policies for transportation infrastructure and develop recommendations for change	TBD
Develop approaches to address addition permitting barriers for floodplain restoration projects, such as Corps of Engineers wetland mitigation requirements	TBD

3.2.4 Focus Area Four – Funding

Goal: Increase and diversify resources for integrated floodplain management

3.2.4.1 Strategies

1. Work to increase the state capital budget as a major source for project funding
2. Secure operating budget resources to execute this plan and local and state levels – i.e. for state backbone roles and for local integrated planning.
3. Develop and deploy new funding sources (e.g., private philanthropy, impact investing, and local fees) to support projects, stewardship, monitoring, and backbone organizational capacity (currently TNC).
4. Work with decision makers to better leverage federal funding; potentially change funding criteria to better align with integrated floodplain management efforts.
5. Develop tax, policy, and other incentives to supplement direct funding.
 - Focused at the local level; e.g. property tax benefits.
 - *Include regulatory incentives such as fast track permitting in Strategy 3.1.*
6. Develop approaches to institutionalize dedicated funding for operations (to avoid the up and down cycle & uncertainty), *potentially tied to performance based system (see strategy 2.4).*
7. Implement relevant components of the strategic communications strategy.

3.2.4.2 Outcomes

1. Dedicated, institutionalized funding for FbD supported integrated floodplain management.

2. Assess whether and how to develop new incentive systems (tax, policy, regulatory, other) in place in selected jurisdictions.

3.2.4.3 Actions

Activity	Lead
Tier 1: Core FbD Activities	
Build support for expanding Capital Budget funding	TNC
Tier 2: Potential Additions Based on Funding/Capacity	
Developing and institutionalizing dedicated funding to execute the 5-Year Vision and support the backbone organization	All
Tier 3: Elements of Recommended Strategies That Could be Undertaken at Later Phases or by Partners	
Launch fundraising campaign for private philanthropy	TBD
Conduct assessment of potential for impact investment	TBD
Assess current level of local contributions for planning and potential integrated floodplain management projects and advocate for increased local fees where appropriate	TBD
Develop recommendations to shift flood fighting resources (Corps of Engineers and FEMA emergency response funding) to pre-disaster integrated floodplain management efforts	TBD
Conduct assessment of potential tax, policy, and regulatory incentives to determine feasibility and next steps	TBD

3.2.5 Focus Area Five – Markets

Note: This Strategy recognizes that floodplain management is largely a public marketplace, with public infrastructure (dikes, levees, etc.) and currently dominated by public funding (flood district taxes, state/federal agency programs, etc.) We need to build demand so that more of those public resources go to integrated floodplain management. At the same time, we want to explore ways to encourage private markets to value and reward integrated floodplain management, such that it influences the behavior of farmers, landowners, businesses, and others in and near floodplains.

Goals: Increase demand for public investment in integrated floodplain management. Better understand how private markets can incentivize and harmonize with integrated floodplain management and how FbD can support development of those markets in the longer term.

3.2.5.1 Strategies

1. Build a strong economic case for integrated actions.
 - Multiple studies and efforts required to address multiple scales and addressing different stakeholder needs.
 - Make the case for landscape-scale integrated floodplain management, not just projects.

- Document the return on investment or cost-efficiencies gained through integrated floodplain management solutions.
- 2. Document ecosystem and stakeholder benefits.
 - Understand and value interests at a landscape scale; measure economic, social, and ecosystem benefits of integrated floodplain management at this level.
 - Include narratives with data.
 - Document avoided costs (e.g., litigation avoided) as part of benefits.
 - Consider cost reductions, stabilized economy, funding gained, new opportunities, etc.
- 3. Explore opportunities to influence private markets so that they value and reward integrated floodplain management.
 - Develop proposals for state-level incentives for integrated floodplain management solutions, considering mechanisms such as insurance schemes, tax incentives, or fast track permitting.
 - Work with others at the national level as opportunity arise to reform the National Flood Insurance Program.
 - Build relationships with sustainability-minded investors and encourage/support the development of public/private partnerships for integrated floodplain management projects.
 - Develop a pilot project concept that could attract impact investments or private sector participation.

3.2.5.2 Outcomes

1. Economic and community benefits of integrated floodplain management well documented and widely understood.
2. Increased demand for public investment in integrated floodplain management approaches and infrastructure.
3. Increased public investment in integrated floodplain management approaches and in infrastructure that is designed through a collaborative and integrated process.
4. Roadmap for how FbD can influence elements of private markets in the longer term so that they begin to begin to value and reward integrated floodplain management in floodplains and better account for flood risks and/or ecosystem benefits. Lessons learned from pilot demonstration of a private market linkage to integrated floodplain management that can inform future strategy.

3.2.5.3 Actions

Activity	Lead
Tier 1: Core FbD Activities	
Track and report on project outcomes/metrics	ECY to track and quantify outcomes;

	TNC to product fact sheet
Tier 2: Potential Additions Based on Funding/Capacity	
Track and report on social/systems change metrics.	TNC (dependent on funding in TNC budget and PSP support)
Develop case studies approach to research the costs and benefits of integrated floodplain management	TNC if NTA funding is available Potential for PSP or Ecology to lead
Tier 3: Elements of Recommended Strategies That Could be Undertaken at Later Phases or by Partners	
Conduct interviews with stakeholders in 4 watersheds with funded FbD projects to identify stakeholder benefits	TBD
Fund long-term monitoring of 3 implemented FbD-funded projects	TBD
Develop incentives to incorporate integrated floodplain management into redevelopment activities	TBD

3.2.6 Governance

In addition to the actions listed above for the five focus areas, overall coordination, communication, and integration between the five focus areas and across scales (local, regional, and state) is necessary. To date, this “backbone organization’ role has been played by TNC . The backbone organization is responsible for holding up the FbD vision. It should be grounded in systems thinking and should provide exceptional leadership, government relations, fundraising, science, and communications capabilities. Sustainable funding, capacity, and structure need to be established to sustain an effective backbone organization.

3.3 5-YEAR PRIORITY ACTIONS

The table of priority actions below includes the same actions listed above for each focus area, but they are prioritized within each tier to identify the key actions to carry out first. All actions are dependent on funding, capacity and future decisions of the three organizations. In November 2018, the table was updated to incorporate the recommendations of the Report to the Legislature.

#	Activity	Focus Area	Lead
Tier 1: Core FbD Activities			

1	Strategic and technical support to integrated floodplain management ¹ efforts in at least 4 watersheds (Snohomish, Stilly, Nooksack, Puyallup, Skagit). Continue support in Yakima, Dungeness and Quilcene.	One – Culture and Network	TNC
2	Administer and improve the Ecology grant program	Two – Capacity	Ecology (with TNC and PSP support)
3	Support project sponsors in the development and implementation of high impact project proposals.	Two – Capacity	Ecology, TNC, and PSP
4	Convene two large regional workshops each year	Two – Capacity	TNC (with financial support from Ecology)
5	Develop FbD grant guidance for incorporating climate change into integrated floodplain management	Three – Policy	TNC
6	Build support for expanding Capital Budget funding	Four – Funding	TNC
7	Convene Management Team and facilitate implementation of 5 Year Strategy for WA Floodplains	Governance	TNC (with financial support from Ecology)
8	Work to reduce re-appropriation requests and improve coordination with other water/salmon grant programs	Four – Funding	Ecology
9	Execute legislative study to identify improvements to FbD program	Two – Capacity	Ecology
10	Track and report on project outcomes/metrics	Five – Markets	ECY to track and quantify outcomes; TNC to product fact sheet
11	Communications: Keep network and supporters engaged through website, listserv, etc.	One – Culture and Network	TNC
12	Complete mapping of Puget Sound floodplains	Three – Policy	Ecology and PSP
Tier 2: Potential Additions Based on Funding/Capacity			
1	Incorporate FbD principles and program into existing flood statutes	Recommendation in the Report to the Legislature.	

¹ *Integrated floodplain management means using a collaborative, science-based, integrated approach to bring diverse interests together to come up with a path forward to improving the resilience of floodplain communities and ecosystems.*

2	Address statewide capital funding needs	Recommendation in the Report to the Legislature.	
3	Provide funds for planning and grants management	Recommendation in the Report to the Legislature.	
4	Continue to engage with partners and increase participation	Recommendation in the Report to the Legislature.	
5	Continue to refine criteria, information, and coordination	Recommendation in the Report to the Legislature.	
6	Improve efficiency and transparency of project funding and implementation	Recommendation in the Report to the Legislature.	
7	Update the CFHMP (floodplain planning) guidance climate change and integrated planning practices.	Three – Policy	Ecology (dependent on NTA funding)
8	Develop curriculum and implement training program for integrated floodplain management	Two – Capacity	TNC (dependent on funding in TNC budget and NTA funding) Potential for joint funding with PSP
9	Deepen engagement of tribal leaders in the overall program and more directly in their watershed. Initially, this will be done through the local watershed work and through tribal leaders involved in the leadership group discussion.	One – Culture and Network	TNC (dependent on funding in TNC budget)
10	Develop a leadership group consisting of key, diverse interests including Tribes, vulnerable communities, agriculture, cities and counties	One – Culture and Network	TNC (dependent on funding from Ecology)
11	Convene a policy/technical work group to guide a study of development trends in floodplains and potential actions to address (<i>can PSP provide support</i>)	Three – Policy	TNC (dependent on funding in TNC budget and support from PSP)
12	Implement Communications Campaign: Work with partners to develop and disseminate stories and information through media, videos, events and printed materials.	One – Culture and Network	TNC (dependent on NTA funding)
13	Permitting process: Create policy or other changes needed to streamline permitting process for restoration projects	Three – Policy	TNC (dependent on funding in TNC budget and NTA funding)
14	Deepen engagement of agriculture through existing local watershed work and Natural Resource Alliance	One – Culture and Network	TNC

15	Identify where communities are especially vulnerable to current and future flood risk, make policy recommendations for how to address their needs, and engage people at the local level in bringing FbD benefits to vulnerable communities.	One – Culture and Network	TNC (dependent on NTA funding)
16	Track and report on social/systems change metrics.	Five – Markets	TNC (dependent on funding in TNC budget and PSP support)
17	Develop case studies approach to research the costs and benefits of integrated floodplain management	Five – Markets	TNC if NTA funding is available Potential for PSP or Ecology to lead

3.4 FIRST YEAR PRIORITY ACTIONS

Given the funding levels available, the priority actions for the first year are more limited than the priority actions listed in Section 3.2. The top priority actions for the first year are:

- Establish sustainable funding, capacity, and structure for the backbone organization role.
- Provide technical and strategic support to integrated floodplain management efforts in the Snohomish, Stillaguamish, Nooksack, and Skagit watersheds.
- Administer and improve the Ecology grant program.
- Convene one large regional workshop and engage smaller groups as appropriate.
- Build support for expanding Capital Budget funding.
- Convene the Management Team and facilitate implementation of the 5-Year Strategy for Washington Floodplains.
- Work to reduce re-appropriation requests and improve coordination with other water/salmon grant program.
- Execute legislative study to identify improvements to the FbD program.
- Track and report on project outcomes and metrics.
- Implement the communications strategy, with an emphasis on field trips and legislative tours.
- Develop a leadership group consisting of key, diverse interests including Tribes, vulnerable communities, agriculture, cities, and counties.

4 GOVERNANCE STRUCTURE

In order to implement this Strategy and carry out the strategies and actions defined in Section 3, the governance structure of the FbD initiative will be broadened and strengthened. This will involve the following four aspects of the governance structure:

1. Continue the FbD Management Team and update roles
2. Create a Leadership Group

3. Increase work teams to broaden the involvement of practitioners
4. Develop a sustainable backbone structure and organization

4.1 CONTINUE THE FbD MANAGEMENT TEAM

The FbD Management Team consists of staff representing TNC, Ecology, and PSP. The Management Team tracks local and regional processes to ensure consistency with FbD goals, and makes decisions for the best use of FbD resources. The processes tracked by the team include but are not limited to:

1. Local efforts for integrated floodplain management and project development,
2. LIO ecosystem recovery planning related to floodplains,
3. Other public and private grant programs,
4. Puget Sound Implementation Strategies, and
5. State and federal agency efforts for Coordinated Investment.

TNC will continue to serve as the backbone organization for the FbD initiative, providing staff time and hiring contractors as necessary to advance the work of the initiative and the Management Team. Membership of the Management Team should be revised once the priority actions for the next phase have been identified.

4.2 LEADERSHIP GROUP

The FbD Program would benefit from expanded support from decision-makers at the local and statewide level. Specifically, a group of leaders could help foster action at the local level in terms of building support for integrated floodplain management planning, processes and projects. In addition, the leaders could increase the support of state and federal agencies as well as the legislature. A leadership group should include elected officials or their representatives from tribes, counties, and cities; influential leaders from the agricultural community and from vulnerable communities; and directors or their representatives from key state and federal agencies (potentially including Ecology, DFW, Agriculture, DNR, NOAA, USFWS, the Corps and FEMA).

4.3 WORK TEAMS

In order to advance the strategies described in Section 3 and to broaden the involvement of floodplain project practitioners, TNC and the Management Team will convene work teams of practitioners. For example, TNC currently convenes a group of practitioners to discuss barriers to floodplain project implementation. Another example is the storytelling training for a cohort of local leaders. Moving forward, TNC and the Management Team will convene work teams on relevant topics as resources allow. Potential topics include incorporating climate change into integrated management, identifying agricultural needs, and supporting integrated floodplain management as a local jurisdiction staff person.

4.4 ROLES

Roles for members of the Management Team are listed below. All roles are contingent upon funding.

Focus Area 1 – Culture and Network: Broadening and Deepening Support for Integrated Floodplain Management

- Ecology and PSP will use existing committees to advance FbD engagement with Tribes.
- TNC (with funding support from Ecology) will convene the Leadership Group.
- TNC will identify vulnerable communities at risk to flooding and climate change and develop adaptation strategies in these high risk areas. TNC would also convene a group to study land use problems.
- TNC will host the celebration event with assistance from Ecology and PSP.
- TNC will develop and maintain the FbD website.
- TNC, Ecology, and PSP will implement the communication strategy.
- PSP will use the Leadership Council, Ecosystem Coordination Board, Science Panel, Salmon Recovery Council, and respective subcommittees, including the Social Science Advisory Committee to help advance the FbD vision
- TNC will lead the effort to improve engagement with agriculture as a key component of integrated floodplain management

Focus Area 2 – Capacity: Increasing Capacity for Integrated Floodplain Management

- TNC will be responsible for providing direct support to watersheds.
- TNC and PSP will collaborate on opportunities to provide skill development training for practitioners.
- TNC (with funding support from Ecology) will be responsible for hosting regional workshops.
- TNC will provide support for integrating climate information into reach-scale planning efforts.
- PSP, TNC, and Ecology will encourage Coordinated Investment partners to leverage state and federal resources for local capacity

Focus Area 3 – Policy: Improve Policies to Support Integrated Floodplain Management

- Ecology, TNC, and PSP will provide direct support to project sponsors to help them develop strong proposals.
- TNC will be responsible for the study of potential changes to the permitting process, developing grant guidance for incorporating climate change (with input from Ecology), and developing training sessions.
- Ecology will develop floodplain planning guidance, and TNC will support development of floodplain planning guidance
- PSP and Ecology will refine the floodplain recovery target definition and delineation

Focus Area 4 – Funding: Capital Project Funding

- Ecology will be responsible for administering the grant program and for managing the Legislative Study.
- TNC and PSP will be responsible for assisting Ecology with administration of the grant program, providing input on grant guidance, and assisting with project review.
- TNC will advocate for capital project funding.
- PSP will provide FbD project consistency checks with LIO plans.
- Ecology will work with OFM to address concerns about reappropriation requests.

Focus Area 5 – Markets and Administration: Administrating and Growing the Program

- TNC will be responsible for tracking social and systems change metrics and building the economic case for integrated floodplain management.
- TNC, Ecology, and PSP will be responsible for tracking social and systems change metrics and building the economic case for integrated floodplain management.

Governance and Organization

- TNC (with funding support from Ecology) will convene and facilitate the Management Team.
- TNC, Ecology, and PSP will be responsible for pursuing additional funding.
- TNC (with support of ECY and PSP) will develop a strategy for building more sustainable capacity and structure into the initiative.

5 MEASURING SUCCESS

A measuring system has been developed to track success of the 5-Year Strategy for Washington Floodplains. The system includes a set of indicators that will be tracked via a survey using the same contact list that was surveyed for the development of the 5-Year Strategy. A survey is recommended to be conducted every 1-2 years.

The indicator statements that will be measured over time include:

- Focus Area 1 – Culture and Network:
 - Average degree to which people with organizational decision-making responsibilities related to floodplain infrastructure and habitat in river corridors and estuaries (including floodplain managers, environmental and agricultural organizations, and tribes, among others) perceive an overall advantage in using integrated floodplain management approaches relative to conventional approaches.
 - Percent of watersheds (i.e., WRIAs) where people with organizational decision-making responsibilities related to floodplain infrastructure and habitat are actively engaged in pursuing multi-benefit projects through communications with and/or grant applications to FbD.
 - Percent of watersheds whose local, state, federal, and tribal leaders and policymakers are publicly committed to long-term collaboration on multi-benefit floodplain management.
 - Number of people making decisions about floodplain infrastructure and habitat who actively share strategies and lessons learned with peers in other watersheds through statewide, regional, or sub-regional networks with equitable engagement of under-resourced and/or vulnerable communities.
 - Percent of watersheds where diverse community leaders are meaningfully engaged in collaborative floodplain management, especially representatives of vulnerable communities.

- Focus Area 2 – Policy:
 - Average processing time for permits commonly required for integrated floodplain management projects. (Focus on Corps 404 permits (federal), 401 Water Quality cert (state), and local permits.)
 - Degree to which key local, state, and federal agencies that regulate or fund flood risk reduction and ecosystem restoration efforts (e.g., flood control districts, counties, FEMA, Army Corps, EMD, ECY, RCO) have policies and funding mechanisms that support integrated floodplain management.
- Focus Area 3 – Capacity:
 - Among people who lead large floodplain planning and project efforts, average self-assessment of their level of skills and expertise and access to tools needed to convene, facilitate and procure multi-stakeholder support for large, socially and technologically complex efforts.
 - Number and diversity (e.g., geographic, sector affiliation) of people who make decisions about floodplain infrastructure and habitat who attend trainings to increase their ability to adopt integrated management approaches.
- Focus Area 4 – Funding:
 - Amount of funding governments make available for integrated floodplain management projects.
 - Percent of grant funding awarded to small jurisdictions and limited-resource communities.
 - Amount of funding dedicated to supporting the coordination of local collaborative groups or efforts that implement integrated floodplain management projects.
 - Number of members on the committee reviewing FbD grant applications who represent diverse interests, specifically tribes, vulnerable communities, agriculture, cities, and counties.
- Focus Area 5 – Markets:
 - Number of public comments made in support of public investment in integrated floodplain management by people with diverse interests in floodplain management, including vulnerable communities.
 - Amount of private investment made in integrated floodplain management through public-private partnerships, impact investment funds, and other mechanisms.
 - Average degree to which people making decisions about floodplain infrastructure and habitat perceive integrated floodplain management to be cost-effective compared to conventional approaches.
 - Percentage of local governments [or agency programs] using triple bottom line accounting (i.e. factor in full suite of economic, social and environmental costs and benefits) in floodplain management decision-making.

6 FUNDING STRATEGY

6.1 FUNDING STRATEGY FOR INTEGRATED FLOODPLAIN MANAGEMENT

Integrated floodplain management efforts in local watersheds are currently funded by a variety of funding sources, including Flood Control Zone District funds, other local funds, and funding from a variety of grant programs. The Floodplains by Design grant program, administered by the Department of Ecology, is the only funding program dedicated to integrated floodplain management. The FbD grant has provided substantial funding for integrated floodplain management starting with the 2013 capital budget.

Over the next five years, the FbD partnership will seek to increase the funding available for local integrated floodplain management efforts. This could include increased funding for the FbD grant program in the State Capital Budget and increased funding for local capacity and planning in the State Operating Budget. The FbD partnership will also participate in initiatives to develop new funding sources, such as a carbon tax.

6.2 FUNDING STRATEGY FOR BACKBONE ORGANIZATION

Over the first five years of FbD, TNC has been funded by a combination of EPA/Habitat Strategic Initiative, NOAA Fisheries, and private funding. Ecology has been funded by a small portion of the FbD grant program. Over the next five years, TNC will seek private funding and grant funding (potentially including EPA funding) in order to continue to serve roles of the backbone organization for FbD. The FbD partnership will consider opportunities for the FbD grant program or other State appropriations (potentially through the operating budget) to fund backbone organization activities. The FbD partnership will use the Legislative Study to evaluate what the core operational costs of a statewide initiative are and to identify the potential of using state funding to address those needs. Management Team partners will need to work together to create sustainable funding sources to support implementation of this 5-Year Vision and to ensure continued coordination of the effort over the long term. Potential sources of backbone funding include the state capital budget and other public funding mechanisms.

7 COMMUNICATIONS STRATEGY

As part of the process to develop this 5-Year Strategy, the Floodplains by Design partnership is developing a complementary Communications Strategy. FbD interacts with a broad range of audiences, and the Strategy focuses on seven target audiences: local project planners and implementers, elected state officials, local decision-makers, tribal decision-makers, vulnerable communities, agricultural leaders, and private funders.

FbD takes an innovative approach to revitalizing Washington's floodplains and relies on the support and active involvement of various groups of people, many of whom may have competing priorities. To maintain and expand support for the initiative, FbD must effectively communicate its vision and value to these diverse audiences and meet them where they are with audience-appropriate strategies and

activities. Effective communications for systems change requires attention to building relationships and authentic interactions between the people involved in the system at different levels and in different circles. The FbD Communications Strategy achieves this by:

- Building networks and bridging interest groups to encourage frequent, transparent communication among actors.
- Supporting authentic engagement from the ground up, so communities and individuals feel like they have an opportunity to provide meaningful input and can influence decision-making.
- Creating opportunities for informal get-togethers and personal interactions to build relationships at the watershed, regional, and state levels that can be the fuel for systems change.
- Raising awareness at all levels to continually strengthen the foundation for action through an increased understanding and support for integrated projects and funding.

The Communications Strategy includes specific communications tactics, including:

1. Continue holding FbD workshops for floodplain managers on a regular basis.
2. Develop an economic cost-benefit analysis of integrated floodplain management versus conventional approach using case studies of specific projects. Next step: Create a factsheet highlighting the economic story for integrated floodplain management for decision-makers.
3. Create specific branding to unify integrated floodplain management projects across the state.
4. Create an interactive map and “online tour” of integrated floodplain management projects (e.g., ESRI Storymap) and testimonials to support shared learning and networking.
5. Create a scorecard to show how and how many practitioners and jurisdictions are using integrated floodplain management (e.g., Nature Scorecard).
6. Host listening sessions and informal gatherings with support from FbD to invite different local interest groups to come to the table, express their desires, and hear from others.
7. Inventory existing professional groups or networks for floodplain managers across the state, and possibly create a new group or network to facilitate learning and adoption of integrated floodplain management. Next step: Form an online network (e.g., Email listserv, LinkedIn group, E-newsletter) to facilitate relationships between floodplain managers.
8. Inventory existing communications products created by other groups and work with those groups to adapt products to further the goals of FbD.
9. Develop a leave-behind document using case studies and compile testimonials to demonstrate the range of benefits that can come from integrated floodplain management, beyond environmental ones and including funding. Highlight specific issues based on individual's priorities and jurisdiction. Use this to convey urgency of the issue.
10. Publish articles, blogs, and other media in publications read by decision-makers highlighting the integrated floodplain management approach and leading decision-makers.
11. Circulate press releases and content for social media feeds about FbD projects, events, or announcements.
12. Develop a case statement for FbD and an “Ask package” with talking points to convey the story of FbD, including the social venture capital aspect, with concrete examples that individuals can use to share with funders.
13. Give presentations to small groups, pairing an FbD person with convener or champion (e.g., a donor bringing together their friends).
14. Create a map showing which jurisdictions/floodplains to prioritize across region.

15. Develop talking points specific for tribal leadership about the benefits from integrated floodplain management for fish and other tribal priorities.
16. Create an integrated floodplain management toolkit (for use by different audiences) with a streamlined process to guide floodplain managers through the planning, design, and construction phases taking an integrated floodplain management approach. Include step-by-step guidance throughout the process (e.g., a facilitator guide, talking points, etc.).
17. Facilitate informal gatherings among regional groups or networks of floodplain managers to support relationship-building and shared learning.
18. Give an award to practitioners or jurisdictions who are using integrated floodplain management to inspire action by decision-makers and practitioners.
19. Build relationships with graduate school programs to begin identifying opportunities for incorporating integrated floodplain management into graduate curriculum and programming.
20. Publish peer-reviewed papers and participate in scientific meetings, giving invited talks, webinars, etc. to elevate the voice of integrated floodplain management in the academic community.
21. Develop testimonials in short documentary videos to communicate stories and convey messages in support of integrated floodplain management from constituents.
22. Organize site visits (e.g., walk-and-talk tour with landowner) for existing and potential funders to see FbD projects on-the-ground and hear from stakeholders in person about outcomes and benefits.
23. Create a letter-to-the-editor template that local community members can adapt to write a submission for local publications advocating for FbD.
24. Give presentations at council meetings, focusing on prioritized jurisdictions.
25. Organize one-on-one meetings with key municipalities/decision-makers, focusing on prioritized jurisdictions.
26. Designate a tribal liaison to maintain a consistent presence and follow-up with tribes and tribal leaders.
27. Establish a tribal advisory group to FbD to provide an ongoing, dedicated platform for tribes to participate in directing FbD.
28. Work with graduate school programs to highlight integrated floodplain management in curriculum or practicum, and develop internships with FP managers so students can gain applied experience working together on integrated floodplain management.
29. Install interpretative signage at select integrated floodplain management projects to raise awareness and provide recognition for the jurisdiction/landowner completing the project.
30. Develop an FbD Ambassador program to identify and train spokespersons for FbD.
31. Present at regional, state, and national political meetings and convenings of influential leaders who are champions of innovative approaches.
32. Visually document projects and events on an annual basis in a year-in-review online photojournalistic style portfolio that can be easily shared with decisionmakers and public funders.
33. Develop a visual online case study of pilot project and successful outcomes of impact investments and private sector participation.
34. Host results sessions to share with tribal leaders the findings from stakeholder engagement, how it informed decisions in the project, and what the project outcomes were specifically as a result of their input.

35. Host regional tribal-to-tribal gatherings to foster communication among tribes and tribal leaders around integrated floodplain management.

Appendix A – Process to Develop 5-Year Strategy and Survey Results

Process to Develop Business Plan

The Nature Conservancy with consultant support conducted a robust process engaging a diverse range of stakeholders to help shape this Strategy. Engagement activities included:

A wide-reaching online survey.

The survey, which asked about observed trends and changes in floodplain management practices as well as future priorities, was sent to over 1,000 people using the FbD distribution list and additional relevant list serves managed by the Department of Ecology and Puget Sound Partnership. We had a 15-20% response rate, receiving 181 responses from people in more than 20 watersheds as well as people with statewide or Puget Sound perspectives. Just over half of respondents were from local governments, and the rest from 10 other categories, including tribes, NGOs, conservation districts, state government, and consulting firms. Respondents indicated that they had diverse interests; the top three were flood risk reduction/management, salmon recovery, and water quality, with environmental conservation, stormwater, and climate change not far behind.

Targeted individual outreach: interviews, small group meetings, and a second survey.

TNC and its consultants conducted 24 interviews in late 2017 to get a deeper understanding of key decision-makers' and stakeholders' core interests, their experiences with and impressions of the Floodplains by Design initiative, and their recommendations for priorities going forward. Interviewees included tribal representatives, local elected officials and government staff, state agency representatives, farmers and agricultural groups, businesses, conservation organizations, and organizations representing vulnerable communities. Interviews with legislators are planned for early 2018.

In order to expand our reach, we also participated in separate meetings salmon recovery lead entities, tribal technical staff, and conservation districts.

Finally, given that we would have liked to do more interviews but had limited time, we developed a second survey with open-ended questions that was sent to 47 people to get more in-depth feedback. We received 13 responses.

A focused workshop session.

We devoted a portion of our December 2017 workshop to sharing survey results and getting input for the vision, goals, and strategies. There were 110 attendees at the workshop.

Summary of Survey Results

Bottom line: The majority of people who participated in the interviews, surveys and workshop believe we have collectively made good progress and laid a solid foundation. People are seeing a lot of habitat restoration projects on the ground, and they see more money going to integrated floodplain

management projects. They are seeing benefits from these projects when it comes to salmon habitat and flood protection. At the same time, there is almost universal agreement that these positive changes are not happening at the scale or pace that is needed, considering past and ongoing development pressures, population growth, and economic expansion, as well as climate change impacts.

We heard that what is most needed to continue to turn the tide and achieve systems change is more money, better policies, better flood maps, increased capacity at the local level, and the ability to communicate a strong economic case for the benefits of an integrated approach.

Trends

We asked people what trends they have observed in the last five years with regard to salmon habitat, community protection against flooding, and farms.

Close to half of respondents said it's **better for flood protection and salmon** now than it was five years ago. Reasons given for things getting better had a lot to do with restoration projects—like levee setbacks and other types of levee improvements lessening flood risk and improving fish passage and irrigation management—as well as better regulations.

On the other hand, respondents mentioned the challenges caused by population growth, development pressures, and climate change. As one respondent put it, *“good work has been done but needs more to happen at a faster rate. We are not building the opportunity for adaptation to changing conditions fast enough.”*

Meanwhile, most respondents said that things are **getting worse for farms** in terms of vulnerability to development, flooding, and climate change. Those representing agricultural interests were particularly concerned—72 percent said things are getting worse (versus just over 50 percent for all respondents combined). Reasons cited include the loss of farmland to development, as a result of urban encroachment and population growth. Some also expressed concern about climate change altering precipitation patterns and increasing flood risk in the future.

Other trends that respondents observed in their watersheds:²

- Support for the **use of green infrastructure**—wetlands and marshes to absorb flood waters—seems to have increased: 43 percent of respondents observed an increase, and only 11 percent observed a decrease in their watershed or area of work (the others said it stayed the same, or weren't sure).
- **Collaboration**—defined as critical interests working together in the planning and design of floodplain management actions—has increased dramatically: 75 percent of survey respondents said floodplain management is more collaborative than it was five years ago, and only 5 percent had seen a decrease in collaboration in their watershed.

² Respondents were thinking about what they see **in their watershed** (or at a larger scale if they work at a regional or state-wide scale).

- **Integration**—defined as incorporating multiple interests and the full suite of ecological processes in floodplain planning and project design—is another core element of the FbD approach. The trend here has also been highly positive: 71 percent of survey respondents said the work is now somewhat or a lot more integrated, and only 5 percent said it is less integrated.
- Floodplain management efforts are happening at **larger and larger scales**, which we like to see: 58 percent of survey respondents said that there is more work at a larger scale now, and only 3 percent noted a trend in the other direction.

Theory of change

Our theory of change could be summed up in this statement: *Developing the know-how and incentives for a collaborative, integrated, and multi-benefit approach to floodplain management...will lead to more resources, new opportunities, more political support, and will help people scale up... and ultimately result in resilient, sustainable floodplains.* We used the survey to help test this theory. If collaboration, integration, and scale are growing, is that resulting in more funding, new opportunities, more political support, new partnerships, and fewer delays or complications? We asked whether increased integration or collaboration has enabled survey respondents to achieve those things; over 77 percent of respondents said yes to all of those, with the exception of “reduce delays or complications associated with social or legal obstacles” (53 percent). The most widespread benefit seems to have been the establishment of beneficial new partnerships; this received the most positive votes.

Benefits and outcomes of the Floodplains by Design initiative

When it comes to the FbD initiative specifically, survey respondents and interviewees noted that its greatest benefits have been funding, promotion of integrated actions, new partnerships and relationships, and encouragement to act in larger, bolder ways. Few people had seen notable benefits to date in terms of increased support from decision-makers, though some interviewees mentioned increased understanding in the legislature and some increased access to decision-makers.

Sixty-eight percent of survey respondents said that FbD has contributed to making floodplain management more sustainable and resilient.

Climate change

We asked interviewees whether climate change is a concern in their watersheds, and whether it is being planned for. Interviewees mentioned numerous issues of concern, from sea level rise to erosion and water supply concerns. In sum, it seems that many feel that climate change is a big deal that presents growing risks, but that not much is being done currently. Other, more pressing issues of the day often take priority. In addition, people tend to talk more about specific, on-the-ground changes and impacts without always referring to “climate change.”

Priorities for the future

People see a need to increase the involvement of various constituencies and stakeholders in FbD and integrated floodplain management efforts. Those mentioned included tribes, landowners, local governments and flood districts, organizations representing diverse and vulnerable communities, and

federal agencies. One that particularly stood out was **elected officials**, including to secure more funding and to ensure that they support and do not undermine local integrated floodplain management efforts.

We asked interviewees and survey respondents to weigh in on the top priority strategies for the Floodplains by Design initiative over the next five years. Advocating for increased funding was by far the number one strategy recommended, mentioned by 50 percent of survey respondents and numerous interviewees.

These rose to the top in the survey and in the interviews:

- Advocate for **increased, longer-term, sustainable funding** for integrated projects/management, including planning and operating costs. Think beyond capital dollars.
- Work to **reduce administrative costs**, permitting difficulties, and implementation delays.
- Advocate for **changes in policies** that are making it hard to move to integrated floodplain management.
- Increase **political support** from elected officials. TNC is able to do advocacy work where other partners are constrained. Inspire and mobilize community support, build a network of people that advocate, educate legislators, and secure key champions.
- Build a **stronger economic case** for integrated actions.
- Develop **better flood risk maps** that include climate change projections to inform local planning and to enhance communications efforts. Make existing data more accessible and useable.
- **Build capacity** for local planning, design, and grant management. Empower local communities, particularly those experiencing impacts.
- Engage on **land use**. Work to prevent and relocate development in the floodplains. Invest in land acquisition and advocate for stricter controls on floodplain development.
- **Expand the reach** of FbD. There is a perception that FbD is a Puget Sound program. Stakeholders would like to see FbD work more in coastal areas, small towns without tax bases, and Eastern Washington watersheds.
- **Increase engagement with agricultural community** and landowners, and make them more of a core fabric of the program. Give more equal weight to agriculture—and if that isn't going to be done, it needs to be explained.
- Better **coordinate** within and among agencies, including federal and state agencies.
- Consider a **new leadership structure** that is separate from the FbD management structure. A leadership group can help build trust and create a culture shift.
- Enhance **strategic communications** to change behavior and communicate progress. Tell interesting stories and create an emotional response; help people influence their peers and

neighbors to embrace new practices; continue to serve as a translator of what needs to happen and normalize a new, integrated way of doing business; and evaluate and share results.

There were also recommendations for improving FbD grant processes, which is outside of the scope of this Strategy.

Survey Results

Primary geographic area of responsibility or interest

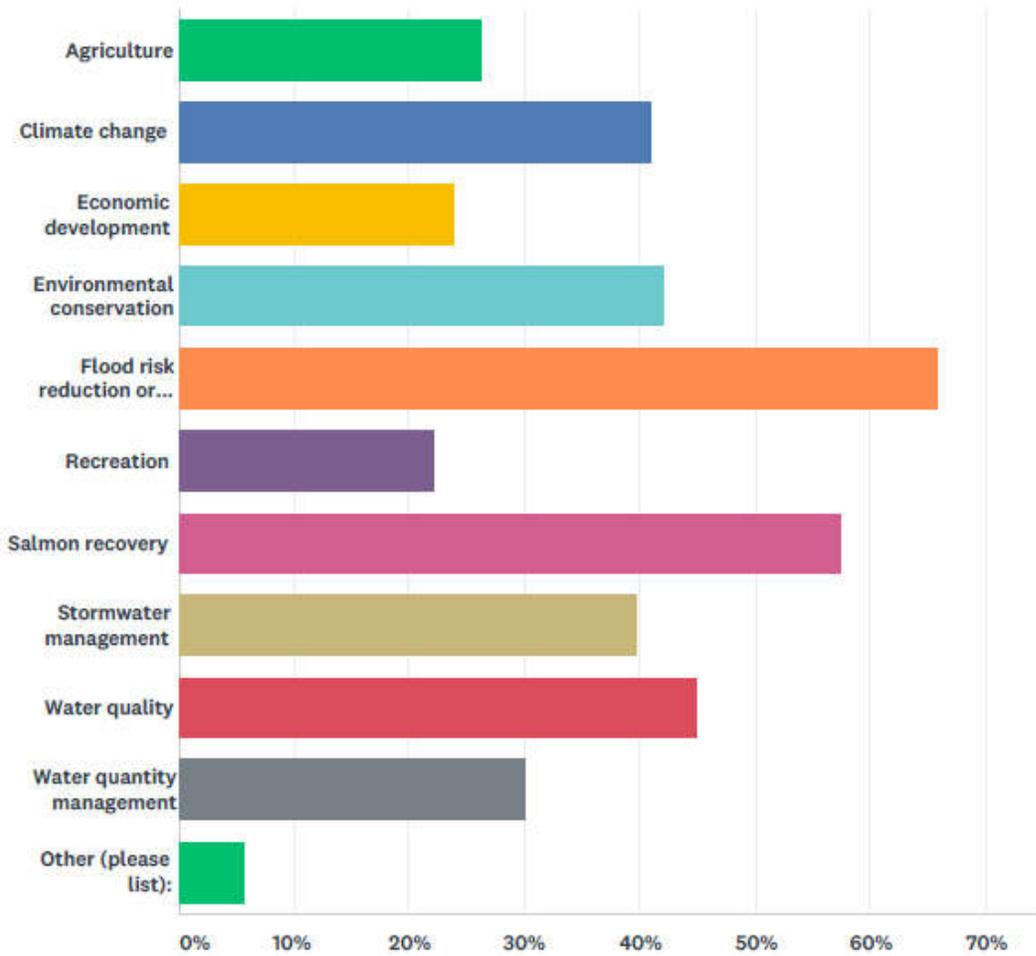
	Number of respondents
Cedar/Lake Washington	5
Chehalis	3
Cowlitz	2
Dungeness	6
Dungeness/Elwha	3
Elwha	1
Green/Duwamish	6
Hood Canal	7
Lower Columbia	3
Methow/Okanogan	3
Nisqually	2
Nooksack	10
Olympic Coast	1
Puyallup	2
Puyallup/White	14
Strait of Juan de Fuca	2
Skagit/Samish	8
Skokomish	0
Snake	3
Snohomish/Skykomish	6
Snoqualmie	7

Affiliation of respondents

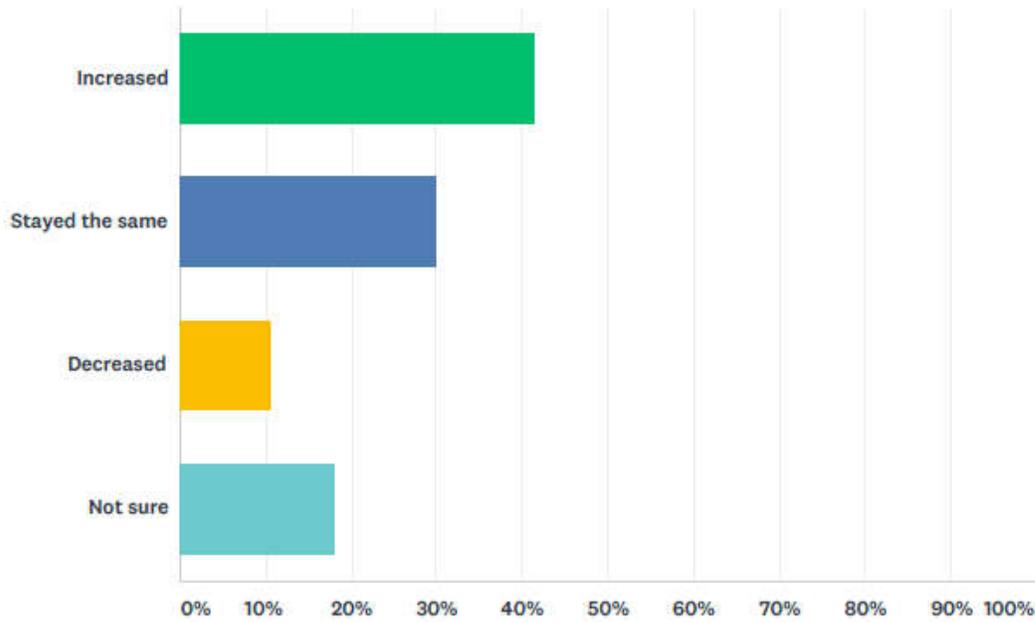
	Number of respondents
Tribal	12
Local government	94
State government	18
Federal government	5
Conservation district	9
Agricultural business or organization	4
Academic/scientific institution	3
Conservation nonprofit organization	16
Other nonprofit	4
Consulting/engineering firm	16
Flood/water/irrigation district	4
Other	4

Stillaguamish	3
Upper Columbia	2
Wenatchee/Entiat	2
Yakima	11
Puget Sound	30
Washington State	20
Other	29

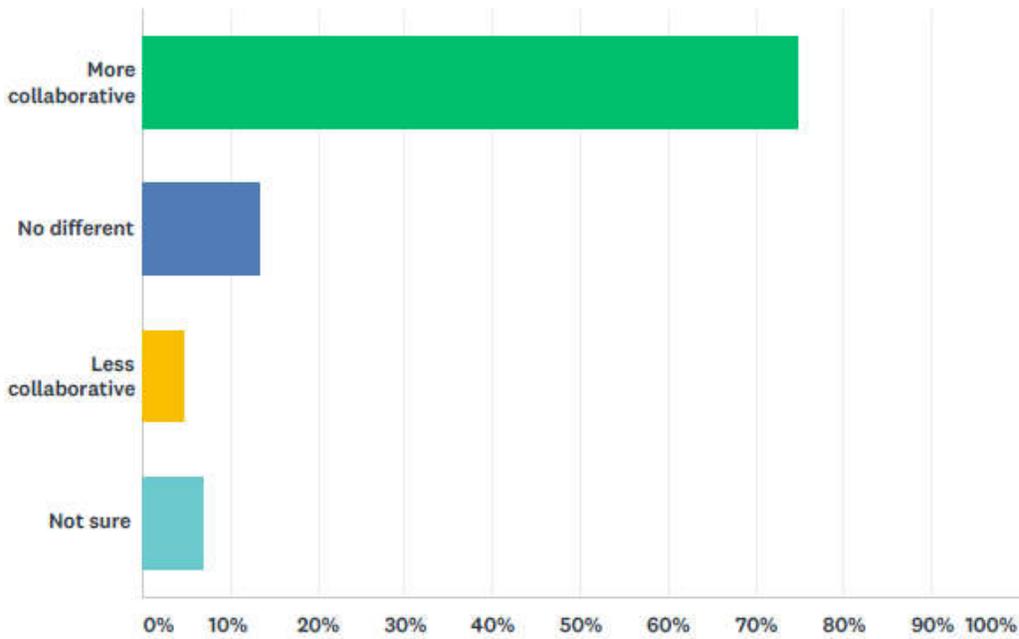
Interests of respondents



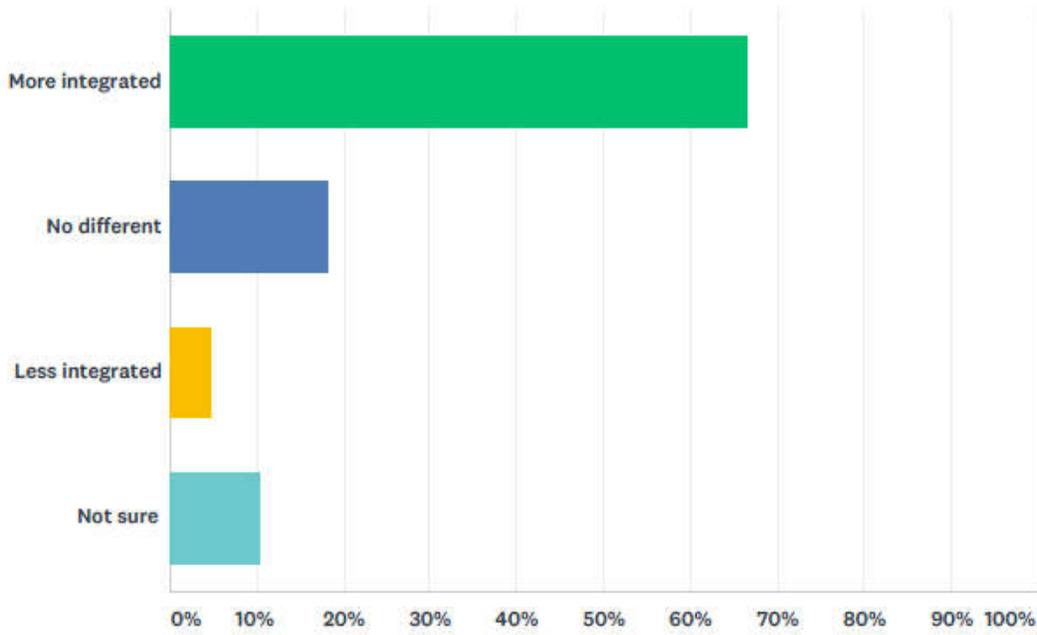
Trend in **support for green infrastructure** in respondents' watershed or area of work over the past five years



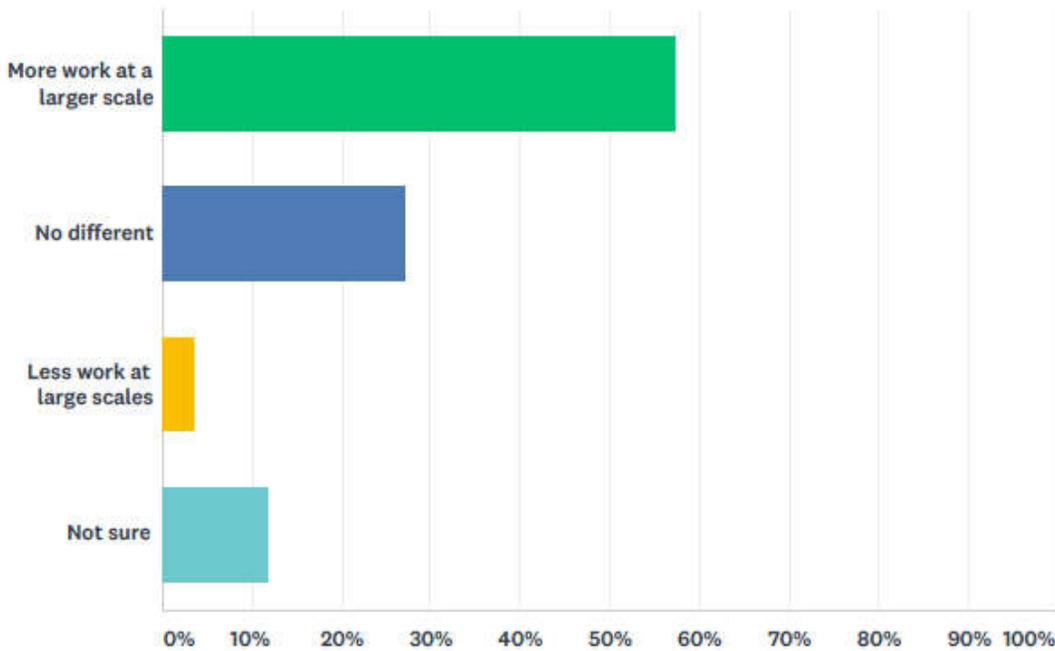
Trend in **collaboration** in respondents' watershed or area of work over the past five years



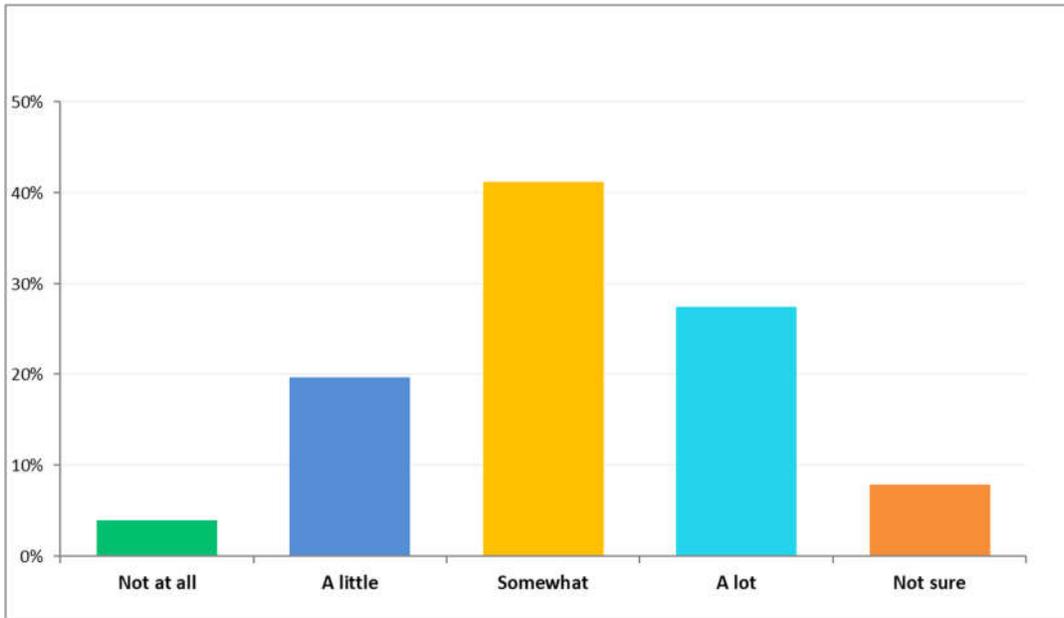
Trend in **integration**—incorporating multiple interests and the full suite of ecological processes in floodplain planning and project design—in respondents’ watersheds or area of work over the past five years



Trend in **scale** of floodplain management work compared to five years ago



Has FbD contributed to making floodplain management more **sustainable & resilient**?



What do you think should be the top five **priority strategies** for the Floodplains by Design initiative over the next five years? Please select up to five responses.

ANSWER CHOICES	RESPONSES	
Capacity building: Build capacity for local planning and grant management	26%	36
Capacity building: Build capacity for regional partners to participate in local planning	12%	17
Capacity building: Build capacity to integrate climate change into planning	17%	24
Capacity building: Expand the Floodplains by Design learning network to share lessons	14%	19
Capacity building: Support high-quality local integrated management processes	18%	25
Improve information: Support critical science studies (e.g., to better understand sediment dynamics, changing risks under future climate scenarios, etc.)	20%	28
Improve information: Develop more accurate and detailed flood risk maps	26%	37
Improve information: Develop tools for the siting or selection of multiple-benefit projects	16%	23
Reduce implementation barriers: Work to reduce administrative costs, permitting difficulties, and implementation delays	34%	47
Reduce implementation barriers: Increase ease of property acquisition for projects	19%	27
Reduce implementation barriers: Help communities successfully tackle land-use challenges	19%	27
Communications/outreach: Increase engagement with critical partners	15%	21
Communications/outreach: Enhance communications products to build broad awareness and support	15%	21
Communications/outreach: Build a stronger economic case for integrated actions (e.g., costs of future flooding and potential for avoiding those costs)	29%	40
Policy: Advocate for increased funding for integrated floodplain projects/management	50%	70
Policy: Advocate for changes in policies that are currently making it harder to move to integrated floodplain management	31%	43
Policy: Engage in land use planning and Growth Management Act issues	21%	30
Measurement & evaluation: Measure progress and outcomes at the watershed scale	23%	32
Measurement & evaluation: Measure progress and outcomes at the regional or statewide scale	11%	15
Other (please list):	11%	15
Total Respondents: 140		

Appendix B – Results of Funding Research

This appendix includes the findings of research on potential funding models for the Floodplains by Design initiative (FbD), conducted in November 2017. This section includes information on and examples of the following funding models:

- Large-Scale Restoration Efforts
- Public-Private Partnerships
- Government Agency and Organization Membership Fees
- Individual Membership Fees
- Private Fundraising
- Sponsorships
- Grant Funding
- Charging for Workshops and/or Training Events

Large-Scale Restoration Efforts

FbD is an effort to restore Puget Sound’s floodplains and other floodplains across Washington State. This section describes examples of how other large-scale restoration efforts are funded, including restoration of the Sacramento-San Joaquin River Delta, the Great Lakes, and the Everglades.

Restoration of the Sacramento-San Joaquin River Delta is managed by Delta Stewardship Council, which is a department of the State of California government. The Council is responsible for managing the Delta Plan, adopted in 2013. The Delta Stewardship Council replaces a previous state agency, the CALFED Bay-Delta Program, which was responsible for managing restoration of the delta. The Council is funded by the state legislature.

The Great Lakes Restoration Initiative (GLRI) is an effort to protect and restore the Great Lakes. The GLRI is fully led and conducted by Federal agencies, including the CEQ, Forest Service, Animal and Plant Health Inspection Service, NRCS, NOAA, Corps of Engineers, Agency for Toxic Substances and Disease Registry, Coast Guard, HUD, Bureau of Indian Affairs, Fish and Wildlife Services, USGS, National Park Service, Department of State, FHWA, Maritime Administration, and EPA. The agencies coordinate their funding for Great Lakes restoration through the GLRI Action Plan. In 2015, EPA held a grant funding round for the Great Lakes Restoration Initiative for nonfederal governmental entities. The Alliance for the Great Lakes is a nonprofit organization dedicated to protecting the Great Lakes. 48% of the funding for the Alliance for the Great Lakes is from grants, with the rest from contributions from individuals and businesses and from events.

Everglades Restoration is managed by the Department of Interior’s Office of Everglades Restoration Initiatives (OERI), which coordinates restoration responsibilities between the National Park Services, Fish and Wildlife Service, and USGS and with non-federal partners. DOI is also responsible for staffing the South Florida Ecosystem Restoration Task Force, which includes seven federal, two tribal, and five state and local government representatives, and for implementing the Comprehensive Everglades Restoration Plan (CERP), approved in 2000. Funding for the OERI is from the Department of Interior. Nonprofit

groups such as the Everglades Foundation and Friends of the Everglades are funded by private fundraising and contributions and also participate in conservation and restoration activities.

Public-Private Partnerships

FbD is currently operated as a public-private partnership between The Nature Conservancy, the Washington Department of Ecology, and the Puget Sound Partnership. While FbD could continue to be operated as a public-private partnership, additional funding would be needed to support the member organizations. This section describes several other examples of public-private partnerships and how they are funded.

The *Latin American Water Funds Partnership* is an initiative designed to establish Water Funds to conserve lands in watersheds. Partners include The Nature Conservancy, FEMSA Foundation, Inter-American Development Bank, and Global Environment Facility. The Partnership is not a separate organization, but instead an initiative between these four groups to start Water Fund initiatives throughout Latin America. There are now 32 Water Fund initiatives. Water Funds generate income through fees assessed to water users, so once a Fund is established it funds itself. Information on how costs to start a Water Fund are allocated between the four partners is not available.

The *Rio Grande Water Fund* is a similar effort in the Rio Grande watershed. TNC leads the project. Since 2014, \$3.64 million in private funding has been invested in the program in order to leverage \$30 million in public funding. The project has a 20-year timeframe and will require sustained funding over that time period. In 2017, TNC signed a five-year agreement with the Albuquerque Bernalillo County Water Utility Authority, which will provide \$1 million over five years for restoration activities. The Middle Rio Grande Conservancy District authorized \$50,000 in their 2018 budget for additional restoration. The US Forest Service has committed to contributing \$2.4 million over 4 years to match water user contributions. Water utilities, city and county governments, foundations, organizations, conservancy districts, the US Bureau of Reclamation, and the Forest Service are listed as “Founding Investors.” Other investors include a flood control authority, the New Mexico Department of Game and Fish, USGS, foundations, and individuals.

The *Promoting Ecosystem Resilience and Fire Adapted Communities Together (PERFACT)* initiative is a collaborative effort between TNC, the Forest Service, and the Department of Interior to “restore our relationship with fire.” As part of the PERFACT agreement, TNC receives federal funds and disperses them to local communities to fund Fire Learning Networks, Fire Training Exchanges, and the Indigenous Peoples Burning Network.

Government Agency and Organization Membership Fees

Some organizations and efforts are funded through membership fees charged to government agencies or other organizations. In addition to raising funding, offering membership helps build a coalition to support the work of the organization. Examples of organizations that charge membership fees are the Washington Wildlife and Recreation Coalition, the Association of Washington Cities, the Washington Association of Counties, and the Puget Sound Regional Council.

The *Washington Wildlife and Recreation Coalition (WWRC)* is an example of a nonprofit that is supported, in part, by government membership dues. The WWRC is a nonprofit organization dedicated

to securing funding for “Washington’s great outdoors.” It was founded in 1989 with bipartisan support. The WWRC advocates for legislative support of the Washington Wildlife and Recreation Program, which funds land protection and outdoor recreation projects. The WWRC is funded through memberships, sponsorship, and general public donations. The operating budget for the WWRC was approximately \$600,000 in 2015. Government agency membership dues are “suggested” based on population, ranging from \$150 to \$10,000. Organization membership fees are suggested based on capital and range from \$50 to \$1,000. The WWRC has 280 governments and organizations as members. Members are listed at <http://wildliferecreation.org/membership/our-members/>. Benefits of membership are listed at <http://wildliferecreation.org/membership/become-a-member/>. Benefits do not appear to include opportunities to provide input on the direction of the WWRC.

WWRC Government Agency Membership Fees

Population	Suggested Dues
550,000+	\$10,000
350,000-549,999	\$6,000
250,000-349,999	\$3,500
100,000-249,999	\$1,500
50,000-99,999	\$750
25,000-49,999	\$400
1,500-24,999	\$250
<1,500	\$150

WWRC Organization Membership Fees

Organization Budget Size	Contribution
\$5 million+	\$1,000
\$1 million+	\$500
\$500,000+	\$250
\$250,000+	\$100
<\$100,000	\$50

The *Association of Washington Cities (AWC)* is a nonprofit organization the advocates for Washington’s cities before the Legislature and with state agencies. All 281 cities and towns in Washington are members of the AWC. The AWC also offers Associate Memberships for corporations and public

agencies/nonprofits. The benefit of becoming an associate member is access to city leaders. In 2016, the AWC raised \$2.99 million in member and associate fees, 29% of its total 2016 income of \$10.34 million. Information on specific membership fees is not available.

The *Washington State Association of Counties (WSAC)* is a nonprofit association providing advocacy for Washington's 39 counties. In addition to county membership, the WSAC offers affiliate memberships. Information on membership fees and revenue is not available.

The *Puget Sound Regional Council (PSRC)* is a regional planning agency with responsibilities for transportation planning, economic development, and growth management. PSRC has around 80 members, including King, Pierce, Snohomish and Kitsap counties, cities, towns, ports, state and local transportation agencies, and tribal governments. Members pay dues to PSRC, and the total income from dues and other service revenue in FY 2016 was \$1,986,672. Membership dues are assessed to local governments through special contractual arrangements. Membership dues are used to match grant funds and to support agency functions.

The example organizations described in this section show that substantial funding can be raised through membership fees. While membership in the PSRC, AWC, and WSAC provides direct benefits to member governments, the WWRC is a good example of government agencies voluntarily supporting an organization through membership fees.

Individual Membership Fees

Some organizations are funded through individual membership fees. In many cases, individual membership confers professional development benefits on members. Floodplain management-related examples include the Northwest Regional Floodplain Management Association and the Association of State Floodplain Managers.

The *Northwest Regional Floodplain Management Association (NORFMA)* is a nonprofit organization for floodplain managers in Washington, Oregon, Idaho, Alaska, and British Columbia. The organization is funded through memberships and sponsorships. Information on the budget of NORFMA and on the number of members is not available. Individual membership is \$40, or \$20 for students. Organization membership is \$150, which includes up to 5 individual memberships. NORFMA conference registration includes NORFMA membership, and conference credit provides continuing education credits required for renewing a Certified Floodplain Manager (CFM) certification.

The *Association of State Floodplain Managers (ASFPM)* is a national nonprofit organization for floodplain managers. ASFPM has 6,312 individual members. Individual membership costs \$160, or \$30 for students or retired members. ASFPM offers a professional certification (CFM) for floodplain managers. In addition to individuals, ASFPM has agency and corporate partners. Corporate partnership costs \$200 to \$800 and agency partnership costs \$300.

The WWRC, which does not offer individual memberships, does have a Leadership Circle, which includes supporters who donate \$1,000 or more annual or \$84 or more monthly. Leadership Circle members receive priority alerts on the WWRC's work, invitations to exclusive conversations, admission to all WWRC events, recognition on the WWRC website, and invitations to project tours. The website lists 47 Leadership Circle members.

FbD could potentially offer individual memberships. However, the benefits of individual membership (both to the individual and to their employer, who could potentially pay for membership) would need to be clear. Otherwise, general fundraising through donations would likely be more effective.

Private Fundraising

Many environmental causes are supported by private fundraising, either through support from large foundations, from businesses, or from individuals (or a mixture of the three).

The WWRC holds 2 major fundraisers annually – a breakfast and a legislative day event. It is also possible to donate through the WWRC website: <http://wildliferecreation.org/support/donate/>. Suggested donation amounts are \$50, \$100, \$250 (default), \$500, \$1000, and other. Donators can select either a one-time or monthly donation.

Puget Soundkeeper is a nonprofit organization dedicated to protecting Puget Sound. In 2015, the Soundkeeper income was \$1,127,540, of which \$867,000 was spent on program expenses. \$194,824 was spent on fundraising. 34.8% of the 2015 income was from foundation support, while 27.1% came from individual support, 15.2% came from business and corporate support, and 6.7% came from government grants. Like WWRC, Puget Soundkeeper allows for individual online donations, both one-time and recurring.

Sponsorships

Funds can also be raised through corporate sponsorships. The September 2016 Floodplains by Design workshop was sponsored by Anchor QEA, ESA, HDR, NHC, Watershed Science & Engineering, WEST Consultants, and NORFMA. With the exception of NORFMA, all are environmental or engineering consulting firms. Corporate sponsorships could potentially be broadened to other sectors.

The WWRC offers sponsorships at seven levels (ranging from \$1,000 to \$50,000), each with different benefits to the sponsor. Benefits include various levels of recognition at events, tickets to events, recognition on the WWRC home page, and social media promotion. More information is available at: <http://138.197.210.215/wp-content/uploads/2017/02/Sponsorship-Levels.pdf>.

Sponsors with their logos on the WWRC home page (requiring a donation of \$5,000 or more) include a range of private companies, government agencies, and nonprofits, including REI, Chateau Ste. Michelle, Seattle Parks and Recreation, Pope, King County, Alaska Airlines, Rayonier, Walmart, Columbia Bank, Boeing, Washington Realtors, and The Trust for Public Land. It is unclear whether government agencies with sponsorship logos have donated funding in addition to their membership fees.

Sponsorship for the NORFMA conference is available at four levels, ranging from \$500 to \$1,500.

Grant Funding

Portions of the FbD effort have historically and are currently funded by grants from the Environmental Protection Agency (EPA). The current business planning effort and this research are being conducted based on the assumption that this grant funding will no longer be available to fund the FbD effort. However, moving forward, grant funding could potentially be available to fund portions of the FbD effort or specific efforts under the FbD umbrella.

The *Willamette Partnership* is a nonprofit organization that brings together diverse stakeholders to solve problems in the Willamette basin. Only 7% of the Partnership's income comes from donations, while 58% comes from Federal grants and 15% from other grants. The overall income for the fiscal year ending June 30, 2016 was \$1,085,447. Federal grants appear to be from the US Forest Service, NRCS, and EPA. In 2014, the Partnership received a three-year NRCS Conservation Innovation Grant to develop an integrated approach to floodplain management, focusing on developing quantification tools for prioritizing areas for conservation and development, quantifying ecosystem services, and measuring the outcomes of conservation projects; developing template ordinances, planning processes, and permitting tools for local communities; and developing policy options for building an integrated approach. NRCS [Conservation Innovation Grants](#) are focused on conservation efforts on working lands and developing market-based solutions to resource challenges. In 2017, NRCS awarded over \$22.6 million to [33 projects](#).

Potential grant funding sources that could fund projects related to Floodplains by Design include:

- [NRCS Conservation Innovation Grants](#)
- [FEMA Pre-Disaster Mitigation Grant Program](#)
- [EPA Smart Growth Grants](#)

Charging for Workshops and/or Training Events

FbD has hosted large regional workshops two or three times per year since 2013. The workshops regularly draw between 100 and 200 attendees. In theory, charging a fee for attending FbD workshops could generate revenue for FbD. However, attendance could be affected.

Examples of organizations that generate revenue by charging for workshops, training, and conferences include:

- 3%, or around \$310,000, of the AWC's 2016 income came from workshops and conferences.
- Attendance at the [River Restoration Northwest Conference](#) is \$270 for one day and \$600 for the full 3-day conference.
- Attendance at the [NORFMA Conference](#) is \$400 for early bird registration, \$500 after. Members receive a \$25 discount. At the NORFMA Conference, a National Flood Insurance Program 101 Class is included with conference attendance or \$50 if purchased alone.
- Registration for the [Salish Sea Conference](#) is \$475 (\$330 for Tribes and NGOs).
- The Seminar Group charges \$529 for attorneys and \$429 for other professionals to attend a daylong seminar on [Navigating Floodplains and Flood Risk](#) (December 8, 2017 in Seattle).
- The [Northwest Climate Conference](#) charges \$210.