



California Resources Agency

CALFED Interview and Survey Findings
Report

October 17, 2005

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October 17, 2005

Secretary Mike Chrisman
The Resources Agency
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Dear Secretary Chrisman:

KPMG is pleased to submit to the Resources Agency the CALFED Interview and Survey Findings Report. This report provides the Resources Agency with the KPMG project team's findings and analysis regarding CALFED Program stakeholder priorities and expectations. The document describes the approach we utilized to gather stakeholder input, analyze responses, and construct a common set of stakeholder priorities, expectations, and themes pertaining to their interactions with CALFED Program and the California Bay-Delta Authority (CBDA).

The CALFED Program stakeholder feedback and analysis included in the document is organized around the Structured Interview Questionnaire that we administered to 106 stakeholders and the 224 responses we received to an Electronic Survey that was sent to CALFED Program stakeholders and posted on the CBDA web site. Based upon these results, we have prepared a summary description of common stakeholder themes which emerged through out the interview and survey processes and documented other observations that merit consideration.

In addition to this Report, KPMG has compiled two electronic databases. These databases contain the stakeholder interview responses to the Structured Interview Questions and the online responses to the Electronic Survey we administered. These databases are available to the Resources Agency for further inquiry and reporting of the baseline CALFED Program stakeholder data. If you have any questions or require further information, please contact me at (916) 554-1158.

Sincerely,
KPMG LLP

Robert T. O'Neill
Principal



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1. Executive Summary

The California Bay-Delta Act of 2003 (Act) assigned the California Bay-Delta Authority (CBDA) the responsibility for overseeing the implementation of the CALFED Bay-Delta Program (CALFED Program) for the 25 state and federal agencies working cooperatively to improve the quality and reliability of California's water supplies while restoring the Bay-Delta ecosystem. The Act established the CBDA as the new governance structure and charged it with providing accountability, ensuring balanced implementation, tracking and assessing Program progress, using sound science, assuring public involvement and outreach, and coordinating and integrating related government programs.

The Governor's May Budget Revision for the fiscal year 2005-2006 called for an independent program review of the CALFED Program and charged the Resources Agency with the responsibility for leading the project. The independent program review would be a cooperative effort between the Little Hoover Commission (LHC), Department of Finance (DOF) and an independent third party. In August of 2005, KPMG LLP was retained, via a competitive bid process, to conduct a portion of the independent program review requested by the Governor of California.

A key part of KPMG's independent program review was to identify and assess CALFED Program stakeholder priorities and expectations and attain an understanding of their interactions with the CALFED Program and CBDA. The purpose of the stakeholder outreach was to identify and gain a better understanding of stakeholder attitudes, expectations, and priorities related to the CALFED Program. In conducting our stakeholder outreach, KPMG relied on two methods to gather the information contained in this report: in person or telephone interviews with stakeholders; and an electronic survey sent to stakeholders and posted on the CBDA website.

To conduct the stakeholder interviews, KPMG prepared a Structured Interview Guide using input from CBDA, the Department of Finance, and the Little Hoover Commission. KPMG used multiple teams of two people to conduct in person or telephone interviews with stakeholders. In total 106 people were interviewed from an original listing of 147 people identified by CBDA management and the KPMG Project Team. In addition, KPMG developed and distributed an electronic survey to over 640 CALFED Program stakeholders and published a similar version on CBDA's public website. These surveys contained two dozen questions relating to the CALFED Program and the CBDA. A total of 224 individuals responded to the survey, including 196 respondents from the stakeholder composite mailing list and 28 respondents from the CBDA website.

The information gathered during the stakeholder assessment processes was entered into an Interview Response database and an Electronic Survey database. We then reviewed, analyzed and readied the data for presentation. Finally, we organized stakeholder priorities, expectations, and themes and documented them in narrative format and published this Report.

The intended audience for this document is the Resources Agency Secretary Mike Chrisman and CBDA executive management. We anticipate that the CALFED Program Interview and Survey Findings Report will be shared with participating stakeholders.

Interview Results

A total of 106 stakeholders were interviewed using a structured interview questionnaire to identify and assess CALFED Program stakeholders priorities and expectations. The demographics of these interviewees by organization affiliation and the role of the interviewee's organization are shown in Table 1.1 and 1.2 presented on the next page.



Table 1.1: Organizational Affiliation of Respondents

Organizational Affiliation	Number	Percent
Federal Government	17	16
State Government	31	30
Local Government	15	14
Tribal Government	0	0
Business	29	27
Non-Profit	5	5
Other	9	8
TOTALS	106	100%

Table 1.2: Organizational Role of Respondents

Role of Organization	Number	Percent
Urban Water Supplier	25	24
Agricultural	8	8
Environmental	30	28
Business Interest	15	14
Other	28	26
TOTALS	106	100%

The structured interviews and electronic survey provided the following common themes:

- One of the most frequent achievements of the CALFED Program identified by stakeholders was the reduction in litigation surrounding the Delta, which during the 1990s inhibited progress and served to divide stakeholders.
- There is a growing concern for the inefficiency of the CALFED Program in recent years due to the bureaucratic nature of the processes that have developed and the lack of leadership and direction.
- The stakeholders were concerned that there is no single definition of ‘balance’ in the CALFED Program and that the absence of clear performance measures has undermined the CALFED Program’s ability to make a defensible declaration concerning balance.
- Stakeholders perceive the need for a CALFED Program governance doctrine which defines organizational structure, authority, funding, and roles and responsibilities of all participating agencies, including how and who makes what type of decisions.
- Many stakeholders believe that the CBDA needs a new strategic vision for the Delta (redefined Record of Decision (ROD)) and a method to manage the interaction of all entities working towards common tactical outcomes (goals and objectives).
- Stakeholders felt strongly that specific methods for defining balance, measuring, and evaluating outcomes and accomplishments, by project (outcomes for each element) should be defined. This definition should include science and the measurement of change within a “system”.
- Stakeholders are concerned with CBDA’s lack of a communication plan. They felt that a very detailed communication plan is needed. It should be developed with all stakeholders and define to whom, what, how, when and where communication should occur. The plan should include roles and responsibilities of all stakeholders.



- Stakeholders believe that the CALFED Program needs to develop a realistic set of priorities based on agreed upon criteria, focused only on the issues of the Delta and fitting into a larger statewide water strategy.
- Stakeholders also believe there is a need for a common program or project management system which is agreed to and implemented across all implementing agencies. This management system will define how projects are to be managed, documented, reported on and what performance measures will be produced to track progress.

Electronic Survey Results

A total of 224 individuals responded to the electronic survey, including 196 respondents from the stakeholder composite mailing list developed by the Little Hoover Commission and 28 respondents from the CBDA web site.

The demographics of these respondents by organizational affiliation and the role of the respondent's organization are presented on Tables 1.3 and 1.4, respectively.

Table 1.3: Organizational Affiliation of Respondents

Organizational	Number	Percent
Federal Government	17	8
State Government	54	24
Local Government	34	15
Tribal Government	1	0
Business	31	14
Non-Profit	42	19
Other	43	20
TOTALS	224	100%

Table 1.4: Organizational Role of Respondents

Organization	Number	Percent
Urban Water Supplier	27	12
Agricultural	24	11
Environmental	87	39
Business Interest	11	5
Other	75	33
TOTALS	224	100%

Table 1.5, presented below, provides a summary of the stakeholders responses to the questions in the electronic survey.

Table 1.5: Summary of Stakeholder Responses to Electronic Survey

Question	Response
5. Overall, the CALFED Program has made sufficient progress towards its original program objectives of Levee System Integrity.	Strongly Disagree
6. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Supply Reliability.	Moderately Disagree
7. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Quality.	Moderately Disagree



Table 1.5: Summary of Stakeholder Responses to Electronic Survey (Continued)

Question	Response
8. Overall, the CALFED Program has made sufficient progress towards its original program objective for Ecosystem Restoration.	Moderately Agree
9. The implementation of the CALFED Program has been balanced since the ROD in August 2000.	Strongly Disagree
10. The most important measure of “balance” is	Achievement of Outcomes by CALFED Program Objective
11. The CALFED Program’s communications with stakeholders provide adequate information on the level of implementation of the ROD.	Neutral
12. The CALFED Program’s communication with stakeholders provide adequate information on the level of funding since the ROD.	Moderately Agree
13. The CALFED Program’s communication with stakeholders provide adequate information on the level of outcomes since the ROD.	Moderately/Strongly Disagree
14. The CALFED Program has demonstrated sufficient accountability for the Program’s activities.	Strongly Disagree
15. The existing priorities within the CALFED Program are consistent with the needs of the Program’s stakeholders.	Moderately Disagree
16. The funding level for the 11 elements of the CALFED Program have been sufficient.	Strongly Disagree
17. The CALFED Program does an adequate job of measuring and communicating to stakeholders the performance for the projects within the Program.	Moderately/Strongly Disagree
18. The decision making processes within the CALFED Program are open and transparent.	Moderately/Strongly Disagree
19. The organizational roles and responsibilities for the CBDA are clearly understood within the CALFED Program.	Moderately/Strongly Disagree
20. The CBDA has sufficient authority within the CALFED Program.	Moderately Disagree

In addition to the questions shown above, the electronic survey requested that stakeholders provide their perceptions regarding the current priorities of the CALFED Program and what they believed should be the desired priorities of the CALFED Program. Table 1.6, presented below, shows the results of the stakeholders responses to this comparison.

Table 1.6: Summary of Respondents’ Views of the CALFED Program’s Current and Desired Priorities

CALFED Program Element	Current Priorities	Desired Priorities
Ecosystem Restoration	High to Very High	High to Very High
Environment Water Account	High to Very High	Medium to Very High
Water Use Efficiency	Medium to High	High
Water Transfers	Low to Medium	Low to Medium
Watershed	Medium to High	Medium to High
Water Quality	Medium to High	High to Very High
Levees	Low	High to Very High
Storage	Low	Medium to High
Conveyance	Low	High
Science	High to Very High	High to Very High
Oversight and Coordination	Medium	High to Very High



The remainder of this report provides an introduction and background information regarding the CALFED Program and CBDA refocusing effort and the detailed results of the stakeholder interviews and electronic survey results.



2. Introduction

This section of the report presents background information regarding the effort underway to review the CALFED Program and the CBDA. It also provides information regarding the scope and methodology used to compile information on stakeholder priorities and expectations contained in this report. Finally, it describes the study limitations regarding the interpretation and/or use of the information contained in this report.

Background

The CALFED Program is a series of programs, commitments and other actions that address the goals and objectives of the CALFED Bay-Delta Program ROD, dated August 28, 2000. In 2003, the Legislature passed the California Bay-Delta Authority Act of 2003 that established the CBDA to oversee and coordinate the implementation of the CALFED Program for the 25 state and federal agencies working cooperatively to improve the quality and reliability of California's water supplies while restoring the Bay-Delta ecosystem.

The CALFED Program has four major objectives: water supply reliability; levee system integrity; water quality; and ecosystem restoration. To meet these objectives, the CALFED Program has 11 major elements, including:

- Water Management
- Storage
- Conveyance
- Water Use Efficiency
- Water Transfers
- Environmental Water Account
- Drinking Water Quality
- Watershed Management
- Levee System Integrity
- Ecosystem Restoration
- Science

The May Revision of the Governor's FY 2005/06 Budget called for an independent review of the CALFED Program to help refocus it by December 2005. The independent review of the CALFED Program/CBDA is a cooperative effort between the Little Hoover Commission, the Department of Finance and KPMG (the consultant selected to assist on this project). Exhibit 2.1, shown on the next page, shows the roles and responsibilities of the major participants in the study and their primary areas of focus.

Exhibit 2.1: Overview of the Independent Review of the CALFED Program and the Bay-Delta Authority

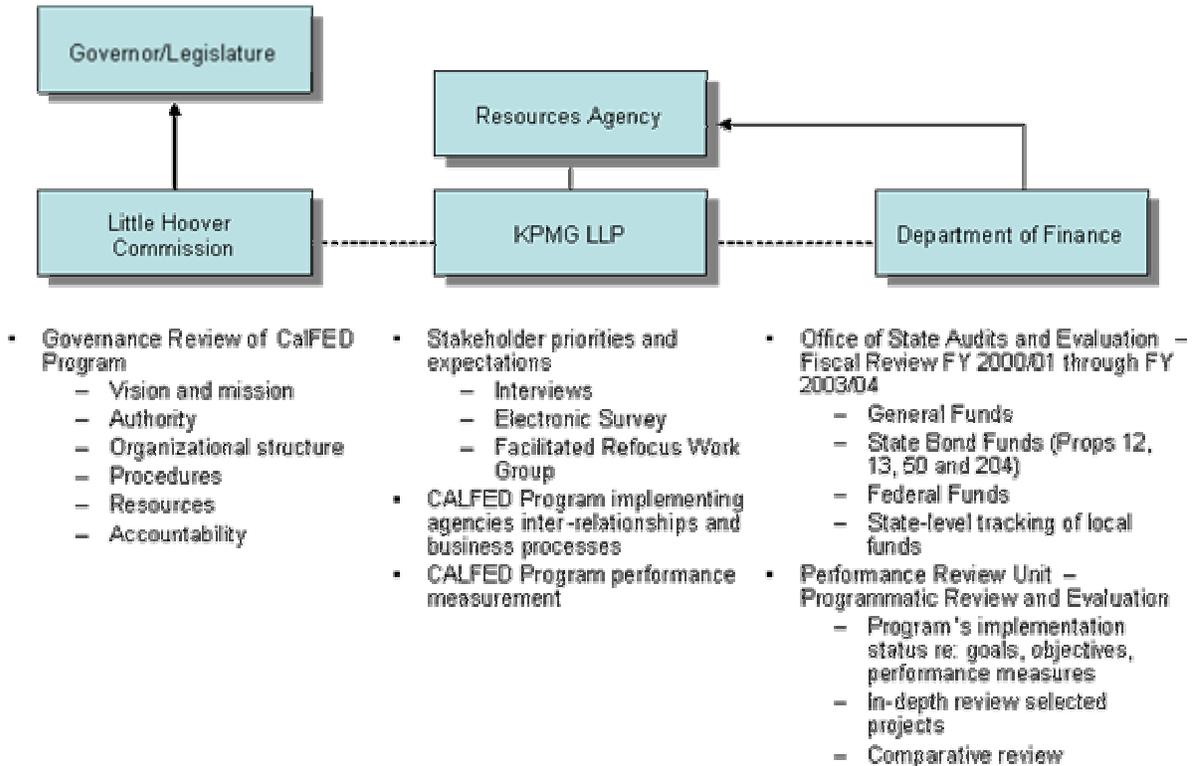


Exhibit 2.1 shows that each of the participants have responsibility for a separate, but related aspect of the review.

Scope and Methodology

This report presents the results of KPMG’s outreach effort to determine the priorities, attitudes, and expectations of stakeholders. KPMG relied on two methods to gather this information: in person or telephone interviews with stakeholders; and an electronic survey sent to stakeholders and posted on the CBDA website.

KPMG used teams of two people to conduct in person or telephone interviews with stakeholders. In total 106 people were interviewed from an original listing of 147 people who were identified by CBDA management and the KPMG Project Team as key individuals within the CALFED Program, the CBDA, or uniquely involved in some aspect of the CALFED Program. To conduct these interviews, KPMG prepared a Structured Interview Guide using input from CBDA, the Department of Finance, and the Little Hoover Commission. A sample of the Structured Interview Guide is presented in Appendix A. The teams contacted all identified stakeholders and offered to meet personally with them at a location of their choosing. If requested, the team agreed to conduct the interview via conference call.

The second method used to gather information on stakeholder priorities, attitudes and expectations for the CALFED Program was an electronic survey. KPMG developed an electronic survey using input from the CBDA, the Little Hoover Commission and the Department of Finance. The survey contained two dozen questions relating to the CALFED Program and the CBDA. A copy of the electronic survey is presented in Appendix B. The electronic survey was administered in two ways. First, a composite listing of identified stakeholders that was developed by the Little Hoover Commission was used to send the survey electronically to over 640 stakeholders. Second, the electronic survey was linked to the CBDA website for the general public to access and complete. In total, 224 stakeholders responded to the survey. This includes



196 stakeholders who responded to the electronic dissemination of the survey, and 28 members of the public who responded off the CBDA website.

Study Limitations

The purpose of this study was to gather information on stakeholder expectations, attitudes and priorities relating to the CALFED Program and the CBDA. The methods used to gather and analyze the information were judgmental, i.e., intended to get a good cross-section of input from stakeholders, but not in a statistically valid method. Thus, the insights and analysis performed in this study are good for identifying key issues, concerns and perceived needs of stakeholders, but are not empirically based. Any use of the information should recognize the limitations of the methods used to collect the data and the demographics of the stakeholders participating in the interviews and surveys.



3. CALFED Program and CBDA Stakeholder Interview Results

This section of the report describes the stakeholder responses to the structured interview questionnaire and common themes emerging from the interview process. The stakeholders included individuals with various organizational affiliations, including federal, state and local governments, as well as individuals with business interests, non-profit groups and others. In addition, the stakeholders represented organizations with various roles, including urban water suppliers, agricultural, environmental, business interests, and others. The results provided in this section are organized by structured interview question. It is important to note that individual interviewees were not limited in the number of responses they provided to each question.

The KPMG Project Team conducted interviews with a total of 106 stakeholders out of a total of 147 people who were identified by CBDA management and the KPMG Project Team as potential interviewees. A total of 41 interviewees chose not to be interviewed or were not available to be interviewed during our study timeframe. Of the 106 interviewees agreeing to talk with us, the demographics of the interviewees were broken out by the organizational affiliation and the role of the interviewee’s organization. Each of the demographic breakdowns are shown below.

Table 3.1: Organizational Affiliation by Respondents

Organizational Affiliation	Number	Percent
Federal Government	17	16
State Government	31	30
Local Government	15	14
Tribal Government	0	0
Business	29	27
Non-Profit	5	5
Other	9	8
TOTALS	106	100%

Table 3.2: Organizational Role of Respondents

Role of Organization	Number	Percent
Urban Water Supplier	25	24
Agricultural	8	8
Environmental	30	28
Business Interest	15	14
Other	28	26
TOTALS	106	100%

The structured interview questions primarily focused on the following areas:

- Knowledge and interaction with the CALFED Program and the California Bay Delta Authority (CBDA)
- Effectiveness of the CALFED Program/CBDA in achieving the goals of the program as depicted in the ROD



- Recommendations for improving the organization, roles and responsibilities, and process and practices associated with the execution of the CALFED Program and CBDA.

This section of the report includes a summary description of common stakeholder themes that have emerged through out the interview process.

Responses to Structured Interview Questionnaire

Question #1

How have you been involved with the CALFED Program (In what capacity and over what duration)? Has your experience been positive or negative?

Close to 95% of all Stakeholders interviewed claimed a long-standing involvement with the issues, challenges and goals associated with the Bay Delta, and the critical role it serves in the stewardship of California's water resources.

A clear majority (greater than 60%) of stakeholders interviewed expressed support for the CALFED Program, indicating that their experience was generally positive. However nearly all were quick to caution that the real gains associated with the CALFED Program have primarily been in the past and that the program currently is in need of structural reform and refocusing of priorities.

One of the most frequently cited achievements was the reduction in litigation surrounding the Delta, which during the 1990's inhibited progress and served to divide the stakeholder community. The most positive attributes of the program were: (1) acknowledgment that the CALFED Program allowed for a common forum to address the core issues and conflicts impacting the Delta; (2) recognition of the importance and success of regional programs and integrated solutions towards solving problems within the Delta; and (3) the open and transparent forum for dialog surrounding Bay Delta issues, conflicts and solutions.

Leading the list of areas most commonly referenced as shortcomings of the CALFED Program was the growing inefficiency and ineffectiveness of the CALFED Program as it has evolved over the past two to three years. "I fail to see the value add of the CALFED Program today, or more specifically the CBDA", noted one participant. "We have become so bogged down in bureaucratic process attempting to find consensus, that we have lost focus and direction." Most stakeholders (greater than 50%) attributed the Program's shortcomings to a lack of leadership and direction from the highest levels (both State and Federal). This resulted in the program losing focus with attention scattered at the individual project level, resulting in little adherence to a coordinated implementation plan reflective of the original priorities set forth in the Record of Decision (ROD). Many stakeholders referenced a flawed governance structure as contributing to the leadership vacuum, but several others factors were noted, the most common being the failure to track and assess program performance leaving the program without a compass to continuously adjust direction and modify priorities as needed.

Question #2

What do you believe are the key strengths or accomplishments of the CALFED Program?

A majority (greater than 65%) of the stakeholders expressed that the single most important benefit of the CALFED Program was its success in exposing all stakeholders to the vast complexities of issues, science, policy and politics that encompass the Bay Delta. Nearly all stakeholders admitted to having a greater understanding and appreciation for the complexity of the Delta, and mentioned that successful resolution of issues that are in conflict in the Delta would require an integrated approach founded on sound science, collaboration and a willingness to "take the long view". "Because of the CALFED Program, today we see very clearly that no single entity or organization can lay claim to owning the complete set of tools to heal what ails the Delta or resolve the inherent conflicts". "This recognition, in and of itself, is a tremendous motivating factor for continued collaboration, support for cross-cut budgeting, and the sharing of resources that should not be underestimated." "We all understand, as hard as it is at times, that we can no longer operate in our collective silos". Many stakeholders attributed the reduction in litigation to this factor alone.



In addition to recognizing the need for continuous communication, coordination and collaboration amongst the implementing agencies, many stakeholders emphasized the importance of the science program and its need to serve the program in an independent and objective fashion. Observations and opinions varied on how successful the science program has been in fulfilling this critical role, and some questioned if the science program has been effective in serving as the foundation for subsequent policy direction and informing decisions.

Question #3

What do you believe are the key weakness, obstacles, or challenges that CALFED Program must overcome?

The identification of challenges, or weaknesses were as numerous and varied as the number of stakeholders interviewed. Ninety-eight percent (98%) of those interviewed maintained strong-held opinions on what is needed to improve the program's effectiveness. Areas recommended for improvement were predictably influenced by the individual stakeholders association or affiliation with the program. Those in the legislative policy arena maintained the program was weak in communicating with the State legislature. While those in management positions (local, state and federal) pointed to the lack of performance standards as being critically absent and contributing to the programs greatest shortcoming.

A majority (greater than 65%) of stakeholders interviewed felt the CALFED Program had lost its focus, and was in need of a "strategic business plan" that integrated the four policy objectives of improved water quality, ecosystem restoration, water supply reliability, and levee system integrity, with a plan or mechanism for sustainable funding. However, this same majority argued that any new funding scheme would be premature if the program did not do a much better job of accounting for dollars expended and provide a clear articulation of outcomes resulting from the investments made across all four policy areas.

One interviewee summed it up by saying, "We have done a terrible job tracking our progress against plan, accounting for expenditures and reporting on program outcomes in a fashion that is easily understood." Still another interviewee said, "The program must demonstrate the internal capacity to do a much better job of performance measurement, reporting grant activity, and providing for fiduciary oversight--or the program will never be in a position to advocate for a sustainable funding scheme regardless of the need for one".

Additional observations with slightly lower reference levels include the failure to embrace the premise of adaptive management that by definition calls for the CALFED Program to integrate the findings from the science program, with the accomplishments stemming from the grant/program activities, to allow for the continuous shaping of future direction and planning of the program. An interviewee stated that "We have failed to assess what we are learning from our investments to date and incorporate them into future actions for the program." "We have failed to adaptively manage the program.". Several other stakeholders pointed out that the ROD is viewed in many different ways and the program would be well served to define expectations and not "try to be everything to everyone."

Question #4

How effective do you feel the CALFED Program has been in achieving "balance" in the Program? How do you define "balance" (ROD criteria, funding)?

One of the most reiterated statements regarding "balance" was that there is no single definition that defines it. Many stakeholders argued that balance was envisioned to be all four-policy areas moving forward in concert thereby guaranteeing that, "all boats would rise together and balance would be achieved as envisioned in the ROD." Others indicated that it was recognized and understood that the goal of ecosystem restoration was to receive a majority of the initial funding with equal application and distribution to the remaining three areas in subsequent years. Thus, balance was to be evaluated in "the long term". Many argued that the failure to receive adequate Federal and State funding in recent years has impacted the program's ability to achieve balance. Thus many stakeholders viewed balance strictly in monetary terms.



Finally, a smaller set of stakeholders indicated that the failure of the program to focus on the core conflicts within the delta has made the determination surrounding balance difficult. They argued that balance would be better assessed at the individual program level, however the absence of clear performance measures has undermined the program's ability to make a defensible declaration concerning balance.

Question #5

How well do you think the CALFED Program communicates with stakeholders? Examples? How could this communication be improved (quantity/quality/usefulness/ type of communications)?

A clear majority (upwards of 75%) of those interviewed expressed concern over the effectiveness of the communication emanating from the CBDA over the program. The single most referenced observation was that the program lacks a communication plan or strategy that is consistently followed. Absent a coherent plan, the program has fallen victim to dispensing large quantities of information that is very difficult to assimilate. The program's web site is difficult to navigate, and contains information that is dated or difficult for the layperson to understand. Furthermore, key political constituencies, such as the California congressional delegation and the state legislature, are not targeted or provided information that highlights the program's strategic direction, accomplishments and future funding requirements. Therefore, this important constituency is either uninformed or feels ignored.

Several stakeholders indicated that "the real communication" occurs through informal channels resulting in "an inner circle of a select few who really know what is going on within critical program areas." This has led to a level of mistrust and erosion of support for the program that has manifested over the past several months. Many stakeholders pointed to this area as being one of the program's largest shortcomings and in need of immediate attention. "The quality of the information the program puts out, not the quantity, demands immediate attention" referenced one interviewee whose concerns were echoed by many others.

Question #6

Do you believe there is sufficient accountability within the CALFED Program? How is accountability assessed and what could be done to improve it (funding, programs, outputs)?

The area of accountability generated a significant cross section of comment and conclusions. On balance however, a slight majority (just over 50%) felt that it was difficult if not impossible to hold the CBDA accountable when arguably they hold little authority over those agencies charged with implementing their individual program plans that impact actions within the Delta. In many instances, the question of sufficient accountability quickly led to a dialog concerning the appropriate governance structure. Many felt that shortcomings surrounding the accountability issue could only be addressed once a more effective governance structure was established.

A smaller percentage maintained that while they recognized the statutory limits of the CBDA over the implementing agencies, they maintained that progress could have been made in several areas where the Authority fell short. Specific examples cited were the CBDA's review and approval of program plans, findings of imbalance, effective communications strategies, development of sound performance measures, and adherence to continuous planning or adaptive management. Many felt that failure in these key areas was a clear indicator the program was not accountable or self-policing in its effectiveness.

Some argued that the program's failure to continuously refine its vision, and modify its near and long term goals and objectives, was a clear indicator of its lack of accountability and therefore effectiveness. "We may only have the bully pulpit when it comes to encouraging that the work of our implementing agencies proceed in a coordinated and integrated fashion however, we certainly are responsible for providing the public with information on our progress in resolving the core conflicts in the Delta, and on that score we have largely been unaccountable."

Question #7

Do you believe that the CALFED Program needs to revise its priorities? If so, what priorities need to change?



There was general agreement among stakeholders representing urban water suppliers, environmental, business and other interests that the four major objectives of the CALFED Program: water supply reliability; levee system integrity; water quality; and ecosystem restoration were still valid today. These stakeholder groups believed that within these four major objectives the CALFED Program needed to better focus its efforts on the most essential programs and projects that affected the Delta. They believed that the CALFED Program may have taken on some tangential or extraneous projects and grants in recent years at the expense of other projects more vital to the Delta's health and well-being.

On the other hand, the agricultural interests were not in favor of the CALFED Program's priorities and believed they needed to be significantly altered. They believed that the interests of agriculture were not being well-served by the ROD and believed that agriculture was to some extent disenfranchised by the CALFED Program.

However, the majority of stakeholders indicated that what is clearly needed is for the program to focus back on the issues that are specific to the Delta and not allow the program to attempt to be all things to all constituencies. A more disciplined and focused set of criteria that takes into account the realities of today's funding levels is needed in the short run. This work needs to be supported by the science program though the development of a strong implementation plan, which the program is lacking. This implementation plan would build upon the approved program plans of the implementing agencies. As one interviewee put it, "in simple terms we need first to develop the business plan, refocused on the core issues within the Delta, coupled with an operational plan that lays out the milestones for timely implementation using input and guidance from the science program." While not specifically defining these core issues, the stakeholder went on to say that "the Authority should then monitor and report on the execution of the plan and its progress in meeting the program's priority goals and objectives."

Question #8

What changes, if any, do you think are needed in the relationship between the CBDA and the CALFED Program implementing agencies?

Not surprisingly, the responses to this question, like question # 3 depended heavily on where the individual stakeholder's interest or experience lie. For example implementing agencies spoke to the inherent statutory and regulatory authority of their own departments and their attempt to address this question by acknowledging the need to reconcile their own departmental responsibilities and authority against the goals of the CALFED Program. Similarly those responsible for the implementation of programs at the local level could point to the success of their programs "pre ROD" as well as the success of regional solutions to water conflicts "post ROD" and offer a different perspective on what changes in the relationships would be beneficial for the future success of the CALFED Program.

However, on balance, it appeared that stakeholders (greater than 50%) acknowledged that what was lacking was not as much a structural issue, as an issue of leadership and the need for clear lines of authority from which both the State and Federal lead representatives could assess progress and be held accountable for program outcomes. Most interviewees recognized the role and importance the implementing agencies have in the CALFED Program's ultimate success. Nearly all recognized that the level of cooperation with the Federal partners would vacillate over time as Administrations (both State and Federal) change. Nearly all stakeholders felt that the Federal Government should be expected to be a continuous partner and supporter of the CALFED Program and that as stakeholders they needed to recognize this fact and acknowledge the inherent limitations in making significant changes in this area.

A smaller group of stakeholders (less than 20%) expressed frustration over the role and performance of the Federal and State agencies, expressing the view that some agencies appeared disenfranchised and frustrated by "having to participate in the more open, public forum of the Authority". It should be noted however, that this view of the State and Federal agencies was primarily voiced by non participating agencies, and that the Federal and State Agencies themselves were more accepting of the existing "relationship" with the Authority.



Finally, it was a common theme that the existing relationship allows for self-assessment, which not always provided for an accurate and clear picture of progress in critical areas. This practice of self-assessment was referenced as needing improvement or modification.

Question #9

How effective have the CALFED Program's performance measurement efforts been in tracking progress and evaluating outcomes? Does the CALFED Program provide meaningful information upon which to gauge the success (or failure) of Program activities?

Many (over 80%) stakeholders spoke at length to the near complete absence of meaningful performance measures. This was acknowledged as the CBDA's largest management failure. Some argued that performance measures should accompany the implementing agencies program plans and absent meaningful measures the plans should not receive endorsement from the CBDA. Similarly nearly all pointed to the linkages between performance measures and the ability for the program to engage in adaptive management. Failure to have and maintain performance measures, a tracking system to assess progress and report on outcomes is what one stakeholder termed "the Achilles' heel that is slowly crippling the program". Nearly all those interviewed pointed to the fact that what little reporting is provided, is based on program expenditures and that this reliance on inputs (dollars spent) and not on outputs (program results), leaves the program rudderless. Failure to have meaningful performance measures and a credible tracking system is inextricably linked to the short comings referenced in others program areas, most notably the inability to report quality information to constituency groups, and effectively communicate to the public the program's achievements. Others went as far as to maintain that the absence of meaningful performance measures has allowed the program to remain unfocused and unaccountable and characterized the lack of performance measure as "inexcusable and without justification". Many spoke to past attempts to establish both performance measures and a tracking system "but for a variety of reasons, these efforts were never maintained or allowed to be implemented".

Question #10

Are there any additional thoughts or concerns that you would like to bring to our attention regarding the CALFED Program and the CBDA?

When given the opportunity to offer additional input most stakeholders reiterated the theme that most resonated with them. Common among many was the acknowledgment that the basic premise behind the CALFED Program including the objectives of the ROD are sound and valid today. What is needed is an improved structure, with an organization charged to independently report on progress and serve to ensure coordination and accountability. A majority of stakeholders (greater than 65%) maintained that we needed to return to focusing on the issues and conflicts of the Delta, and that the program had been allowed to lose this focus. There was a common concern that the progress and success achieved to date, especially in the area of regional integrated solutions, in all four objective areas not be overlooked. Most stakeholders expressed support for the current refocusing effort and offered that it should be institutionalized to force the program to periodically undertake a similar review to allow for "course correction" and ensure accountability.

Question # 11

What changes if any would you make in the type of decisions that CBDA has made? Would you change the way they make decisions?

Many of the stakeholders referenced the Bulletin 160 process and complimented the Department of Water Resources for the recent release of The California Water Plan 2005. For the first time in the Bulletin 160 series, the water plan includes a strategic plan with goals, recommendations, and actions for meeting the challenges of sustainable water use. The plan is a very comprehensive and integrated blueprint for managing the future water needs of the State for the next 25 years and several stakeholders viewed the document as setting the overarching policy direction for the efficient and sound management of California's water resources. Many argued that the CALFED Program needed to be managed in a way that recognizes the program is an integral part of this plan and that the decisions and operations of CBDA should reflect this statewide policy direction.



Some stakeholders advocated that accountability for the CALFED Program should be placed squarely with the Secretary of Interior at the Federal level, and with the Governor with his/her Secretary of Resources serving as the point of accountability for California. This structure of accountability for the CALFED Program would ensure the Programs' effective integration into the Statewide Water Plan that oversees all of California's water resources.

4. CALFED Program and CBDA Electronic Survey Results

This section presents the results of the electronic survey that was performed for the Resources Agency. The electronic survey was conducted in two ways. First, it was distributed to over 640 stakeholders based on the composite mailing list developed by the Little Hoover Commission using various mailings lists and contract data bases provided by the CBDA. Second, it was posted on the CBDA website for any number of the general public to complete. In total, 224 individuals responded to the survey, including 196 respondents from the stakeholder composite mailing list and 28 respondents from CBDA website.

Survey Demographics

The electronic survey collected four categories of demographic information on the survey respondents, including:

- Organizational Affiliation
- Role of Respondent’s Organization
- Relationship with a CALFED Program Implementing Agency
- CALFED Program Element Most Important to Respondent’s Organization

Each of these is briefly summarized below:

Organizational Affiliation

Table 4.1, presented below, summarizes the organizational affiliation of the 224 respondents to the electronic survey.

Table 4.1: Survey of Organizational Affiliation by Respondents

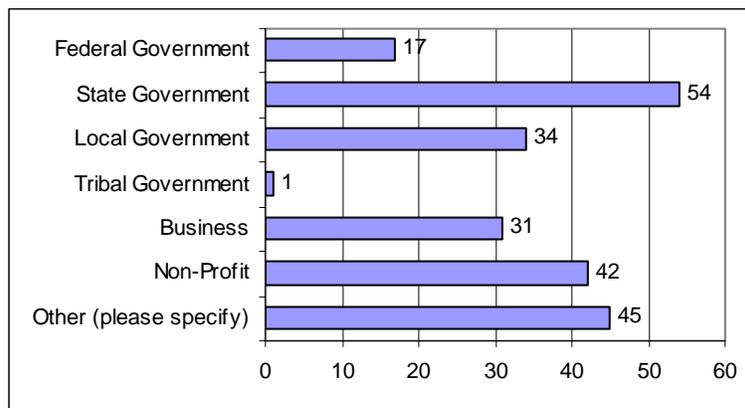


Table 4.1 indicates that 54 of the 224 respondents, or 24%, were from state government. In addition, more than 15% of the respondents indicated that they were affiliated with each of the following organizations: local government; Non-profit organizations; or other affiliates.

Role of Respondent’s Organization

Table 4.2, shown below, summarizes the role of the respondent’s organization for those responding to the electronic survey.

Table 4.2: Organizational Role of Respondents

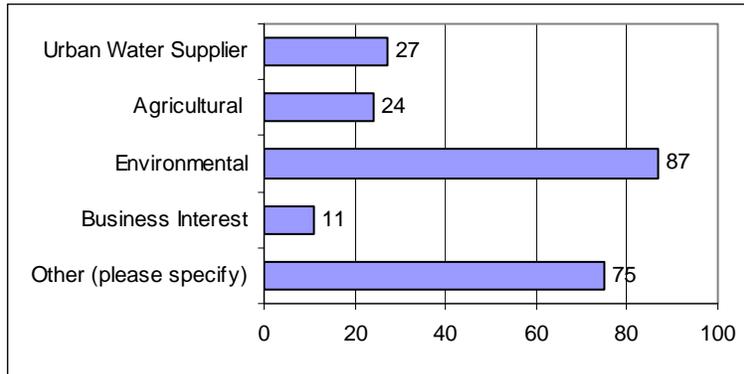


Table 4.2 indicates that the largest numbers of respondents, 97 out of 224, or 43%, were affiliated with environmental organizations, while 33% of the respondents indicated they were affiliated with other organizations.

Relationship with a CALFED Program Implementing Agency

Table 4.3, provided below, presents information of the respondent to the electronic survey's relationship with a CALFED Program Implementing Agency.

Table 4.3: Relationship of Respondent to CALFED Program Implementing Agency

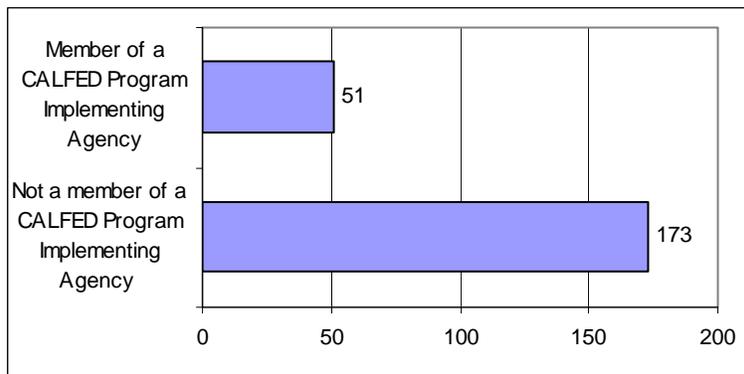


Table 4.3 shows that 173 of the 224 respondents to the electronic survey, or 77%, were not a member of a CALFED Program Implementing Agency, while 51, or 23%, were members of a CALFED Program Implementing Agency.

CALFED Program Element Most Important to the Respondent's Organization

Table 4.4, presented below, shows the results of what CALFED Program element that the electronic survey respondent's indicated was most important to their organization.



Table 4.4: CALFED Program Element Most Important to Respondent’s Organization

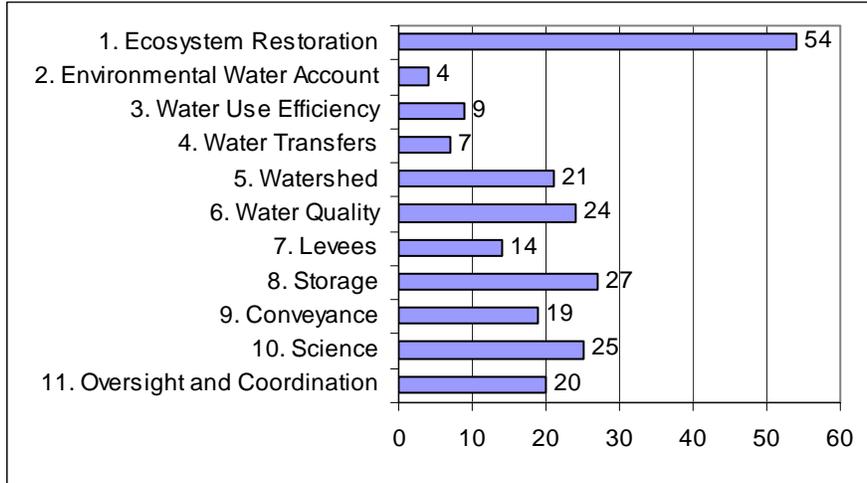


Table 4.4 shows that 54 of the 224 respondents, or 24%, indicated that the Ecosystem Restoration program element was most important to their organization. In addition, more than 10% of the respondents indicated that each of the following program elements were most important to their organization: watershed; water quality; storage and science.

Survey Results – CALFED Program Review

Table 4.5 below presents a summary of the stakeholders responses to the questions in the electronic survey. This summary indicates the model (most common) responses by the stakeholders responding to each question.

Table 4.5: Summary of Stakeholder Responses

Question	Response
5. Overall, the CALFED Program has made sufficient progress towards its original program objectives of Levee System Integrity.	Strongly Disagree
6. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Supply Reliability.	Moderately Disagree
7. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Quality.	Moderately Disagree
8. Overall, the CALFED Program has made sufficient progress towards its original program objective for Ecosystem Restoration.	Moderately Agree
9. The implementation of the CALFED Program has been balanced since the ROD in August 2000.	Strongly Disagree
10. The most important measure of “balance” is	Achievement of Outcomes by CALFED Program Objective
11. The CALFED Program’s communications with stakeholders provide adequate information on the level of implementation of the ROD.	Neutral
12. The CALFED Program’s communication with stakeholders provide adequate information on the level of funding since the ROD.	Moderately Agree
13. The CALFED Program’s communication with stakeholders provide adequate information on the level of outcomes since the ROD.	Moderately/Strongly Disagree

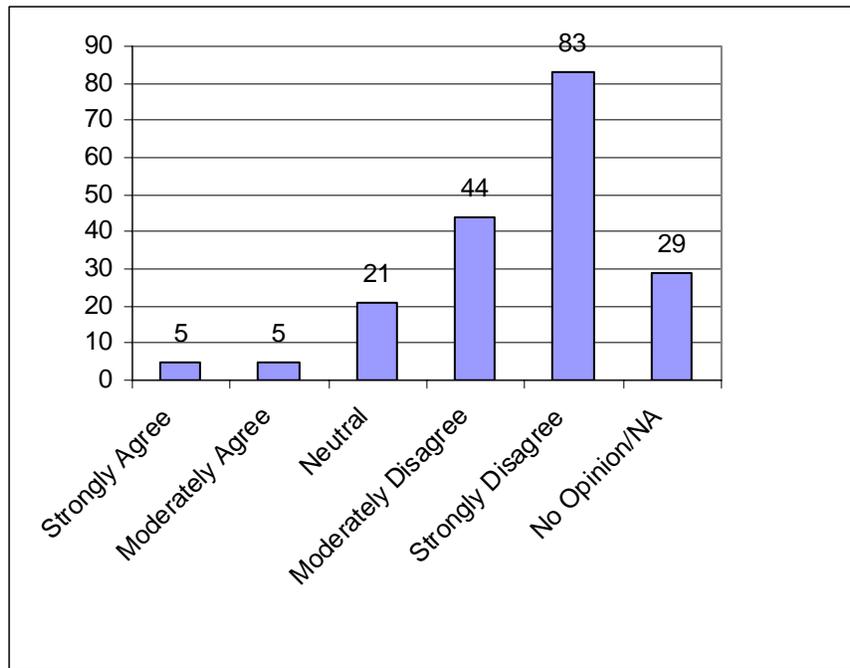


Table 4.5: Summary of Stakeholder Responses (Continued)

Question	Response
14. The CALFED Program has demonstrated sufficient accountability for the Program's activities.	Strongly Disagree
15. The existing priorities within the CALFED Program are consistent with the needs of the Program's stakeholders.	Moderately Disagree
16. The funding level for the 11 elements of the CALFED Program have been sufficient.	Strongly Disagree
17. The CALFED Program does an adequate job of measuring and communicating to stakeholders the performance for the projects within the Program.	Moderately/Strongly Disagree
18. The decision making processes within the CALFED Program are open and transparent.	Moderately/Strongly Disagree
19. The organizational roles and responsibilities for the CBDA are clearly understood within the CALFED Program.	Moderately/Strongly Disagree
20. The CBDA has sufficient authority within the CALFED Program.	Moderately Disagree

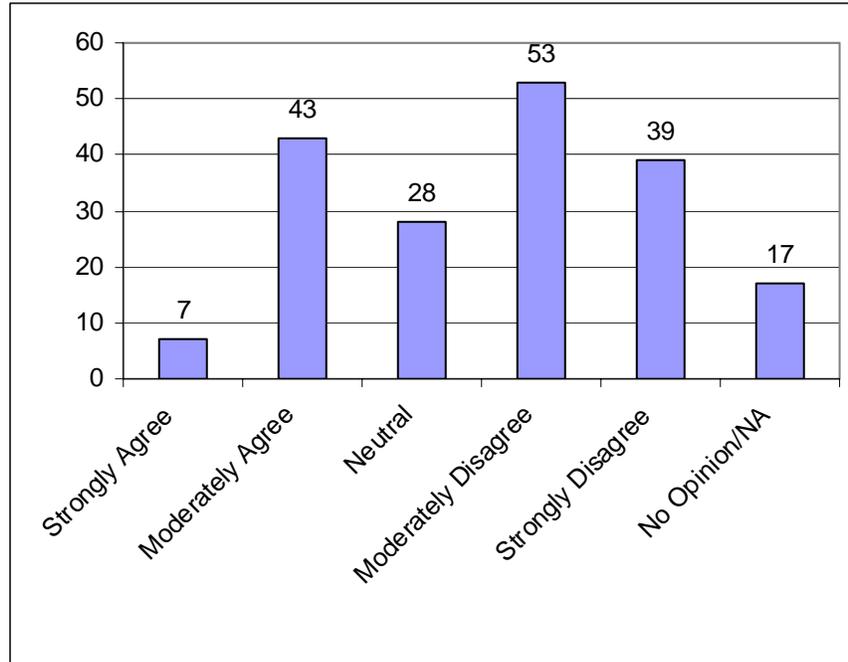
The remainder of this section presents the results of the responses to each of the survey questions relating to the CALFED Program.

Question 5: Overall, the CALFED Program has made sufficient progress towards its original program objectives of Levee System Integrity.

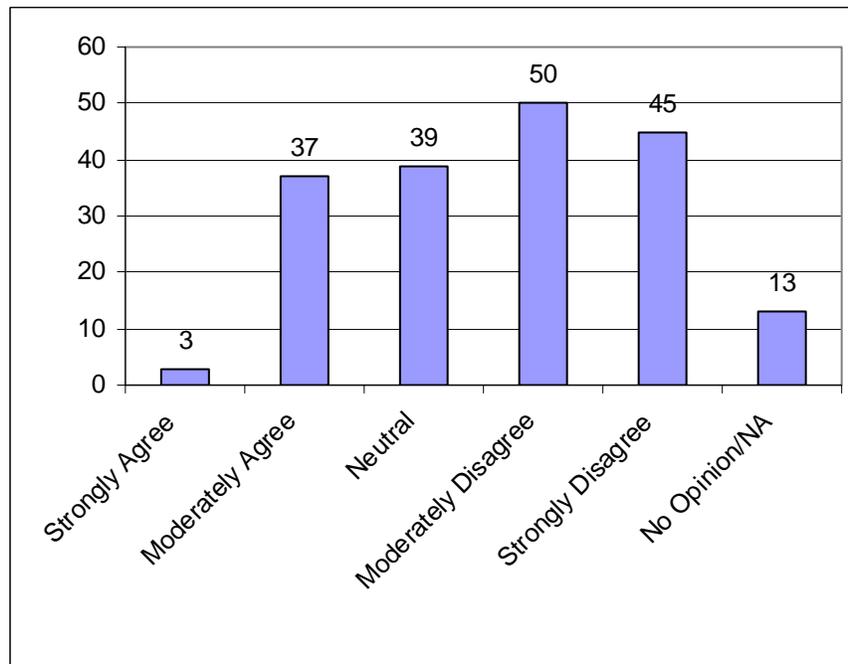




Question 6: Overall, the CALFED Program has made sufficient progress towards its original program objectives for Water Supply Reliability.

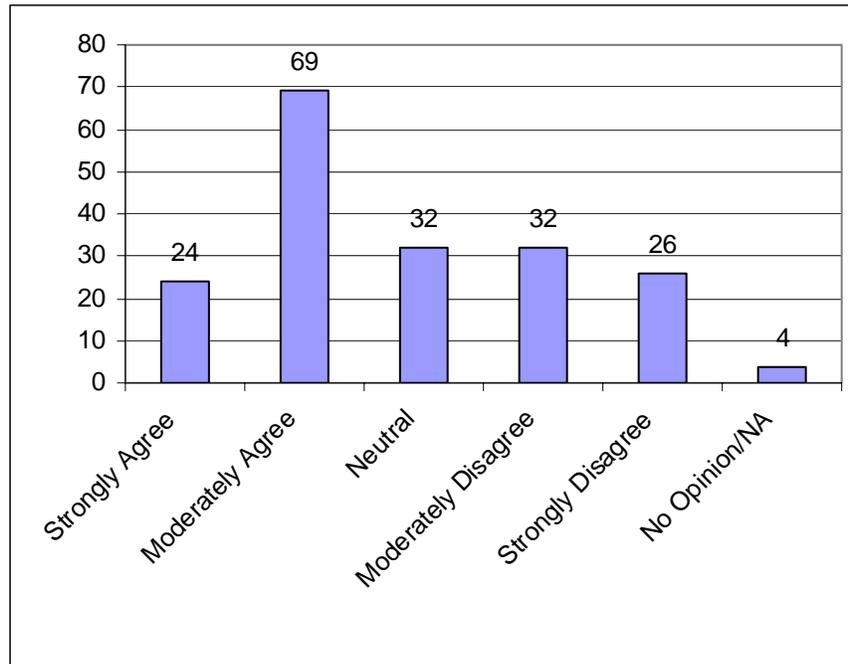


Question 7: Overall, the CALFED Program has made sufficient progress towards its original program objectives for Water Quality.

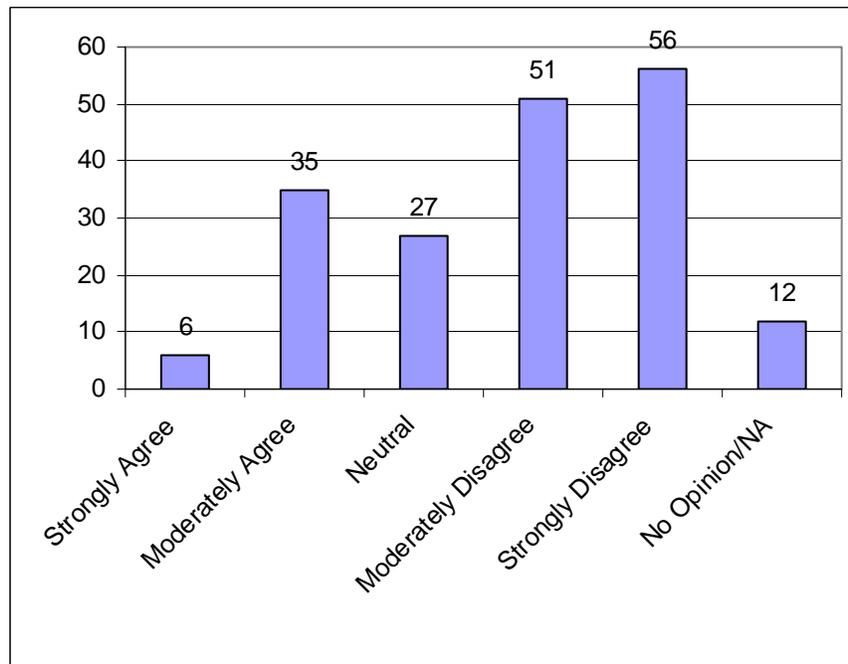




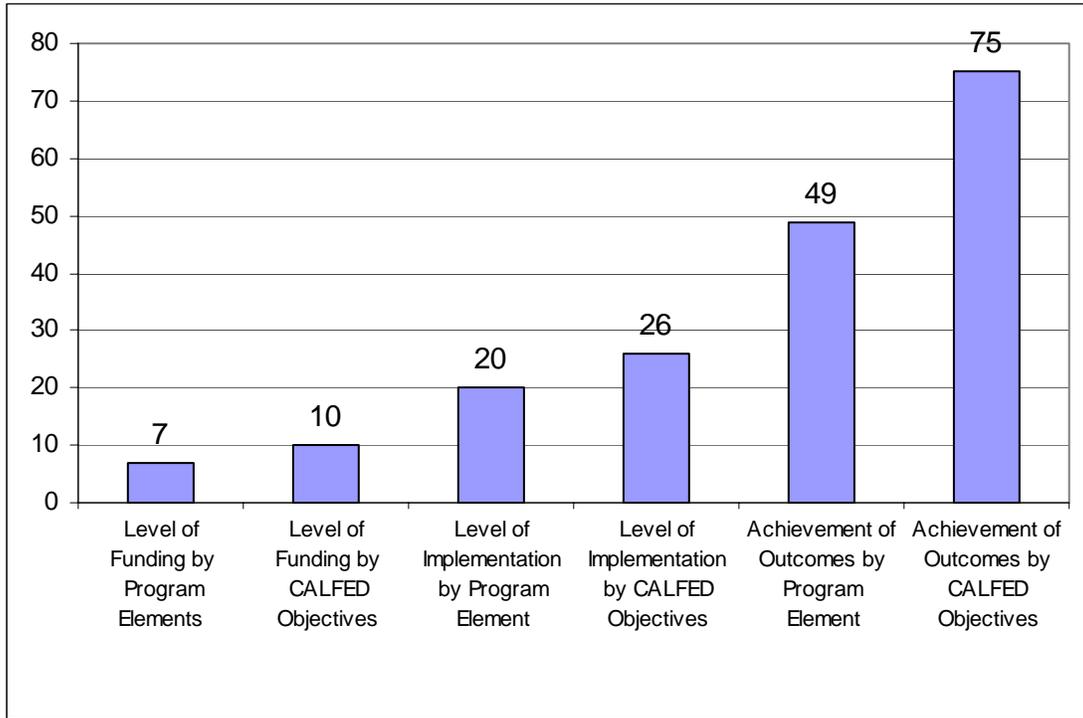
Question 8: Overall, the CALFED Program has made sufficient progress towards its original program objectives for Ecosystem Restoration.



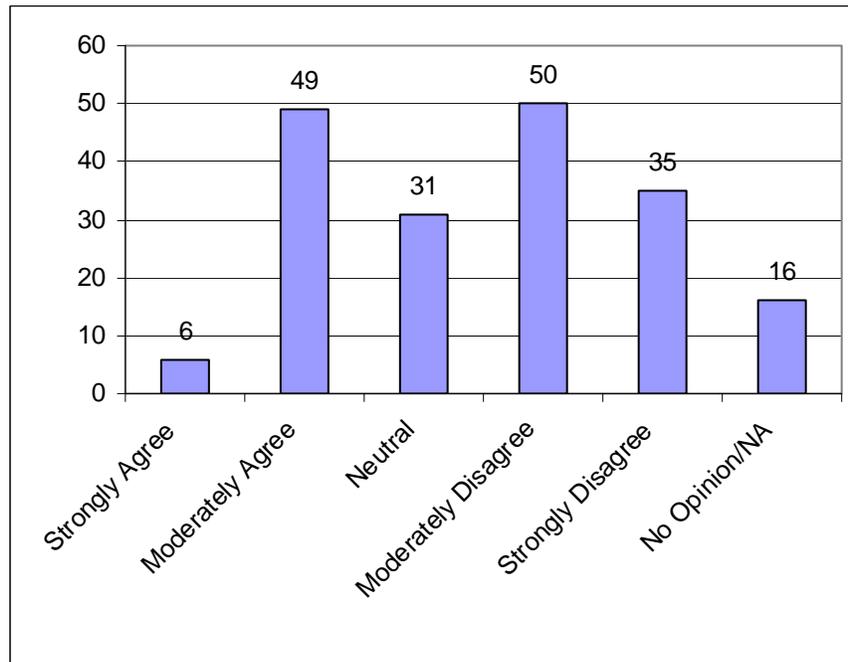
Question 9: The implementation of the CALFED Program has been balanced since the Record of Decision in August 2000.



Question 10: The most important measure of balance is.

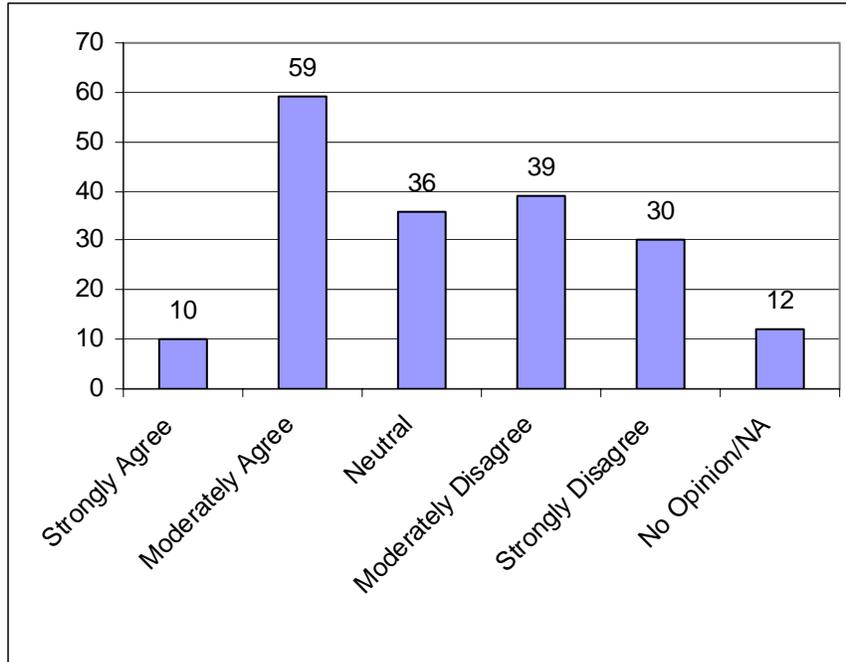


Question 11: The CALFED Program's communications with stakeholders provide adequate information on the level of implementation of the Record of Decision.

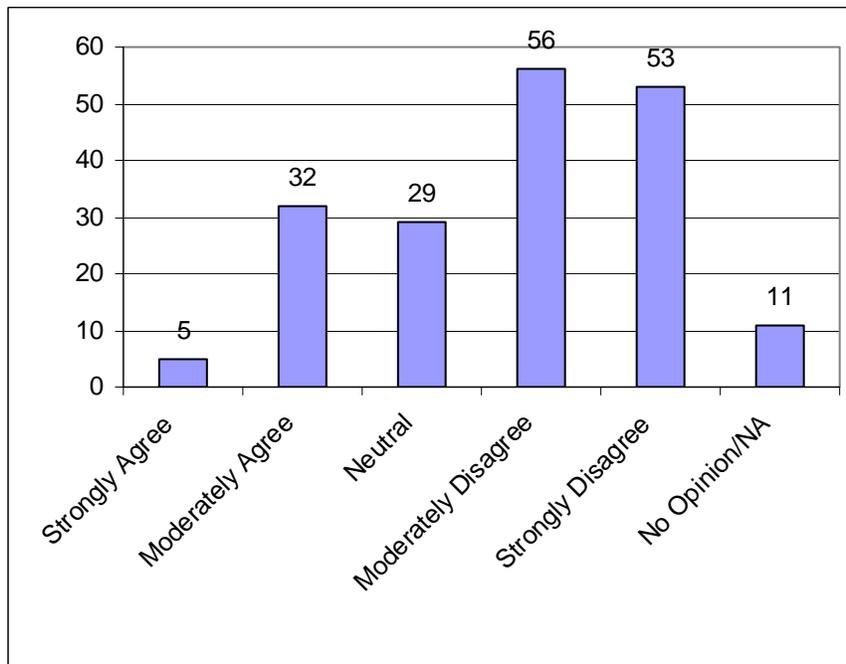




Question 12: The CALFED Program's communications with stakeholders provide adequate information on the level of funding since the Record of Decision.

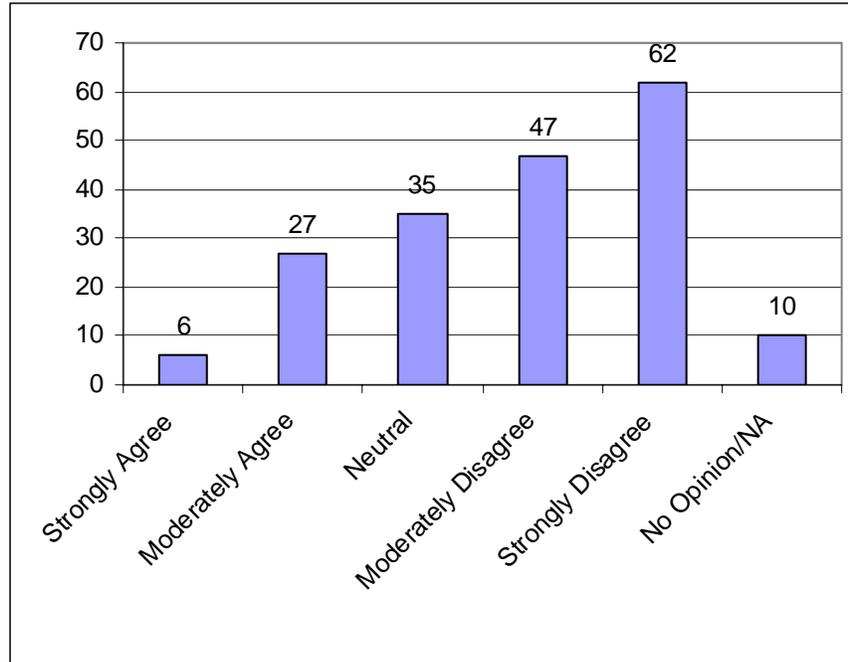


Question 13: The CALFED Program's communications with stakeholders provide adequate information on the level of outcomes since the Record of Decision.

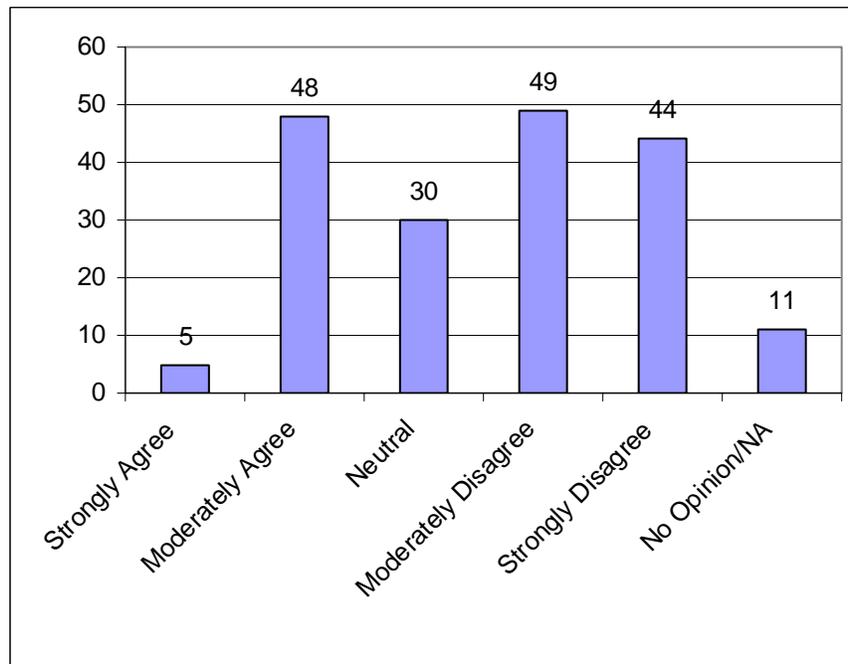




Question 14: The CALFED Program has demonstrated sufficient accountability for the Program's activities.

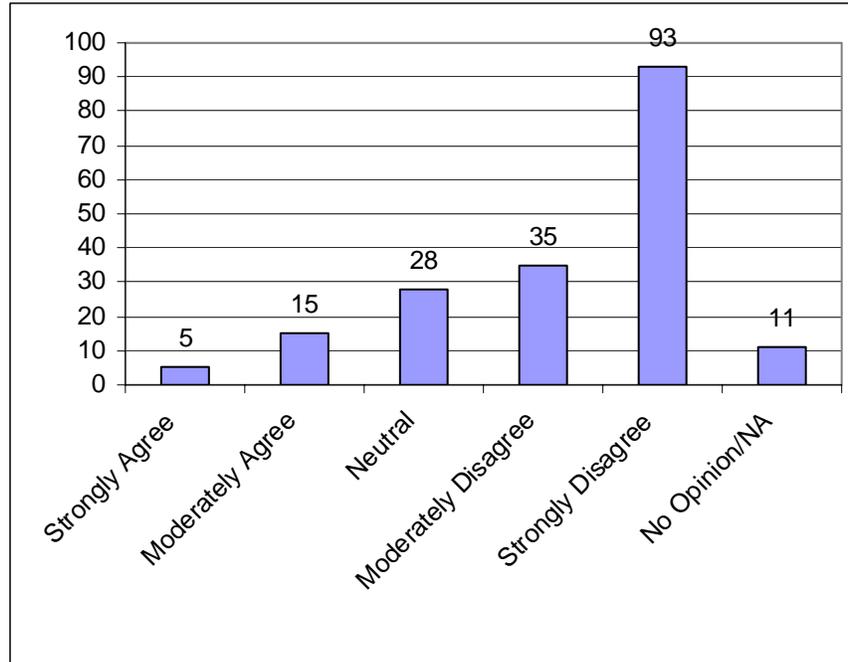


Question 15: The existing priorities within the CALFED Program are consistent with the needs of the Program's stakeholders.

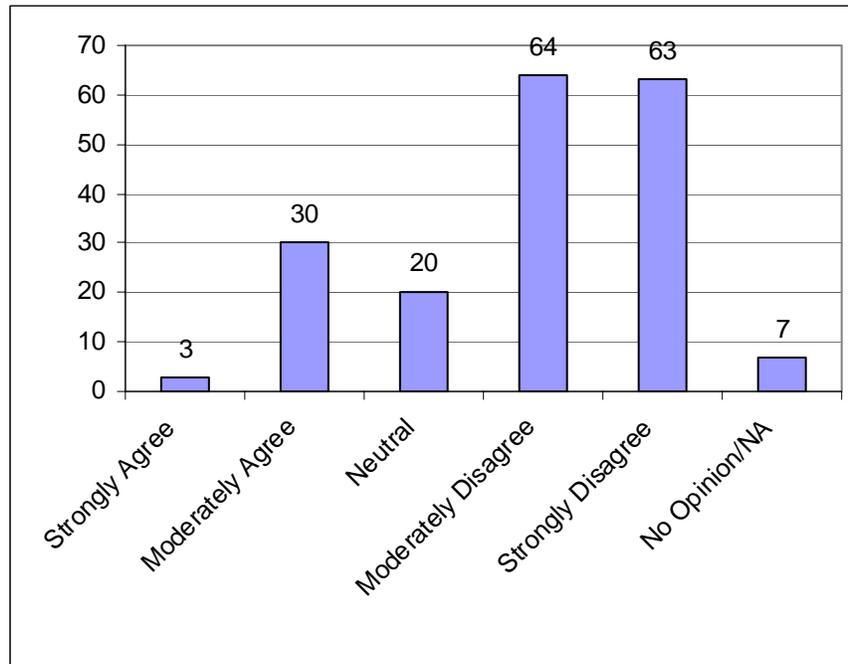




Question 16: The funding levels for the 11 elements of the CALFED Program have been sufficient.

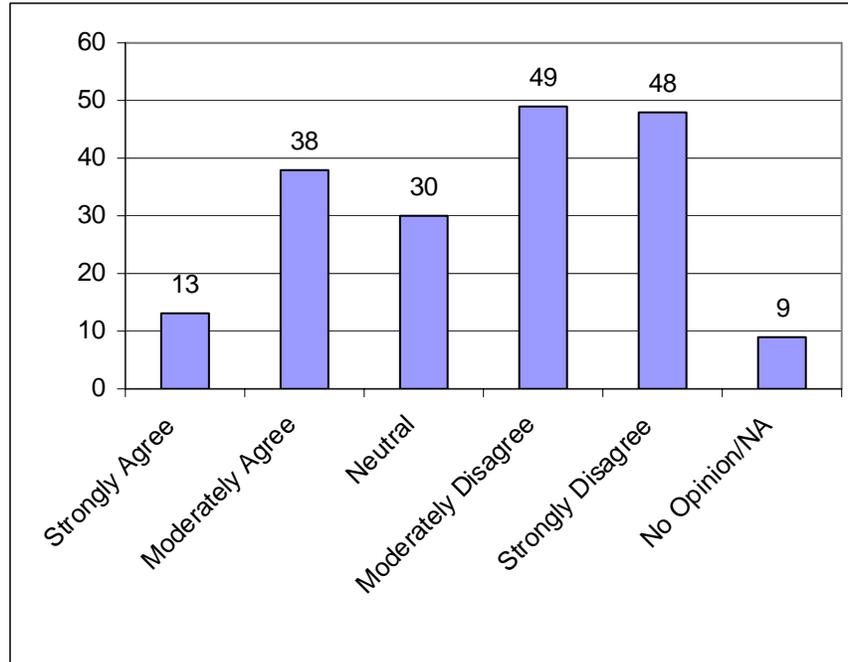


Question 17: The CALFED Program does an adequate job of measuring and communicating to stakeholders the performance for the projects within the Program.

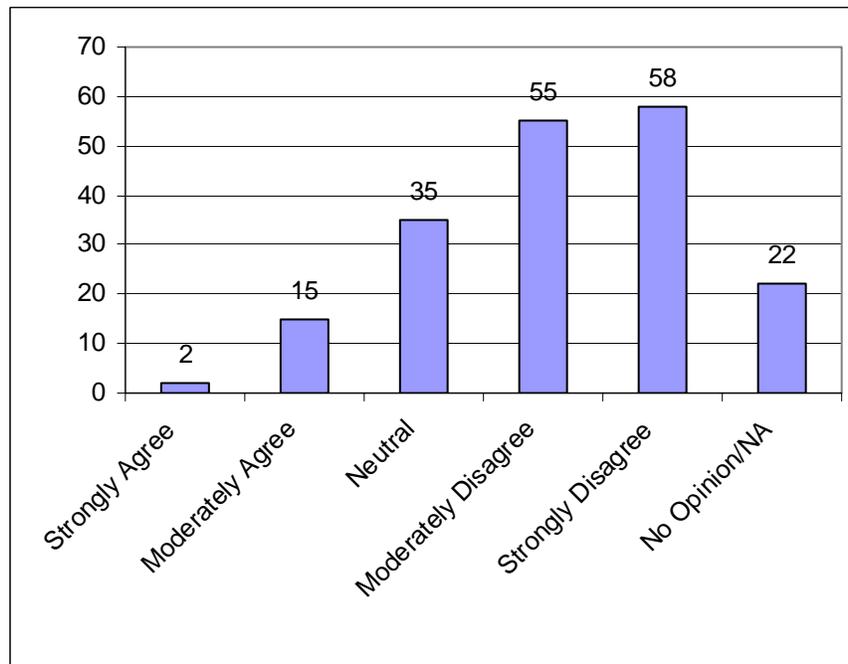




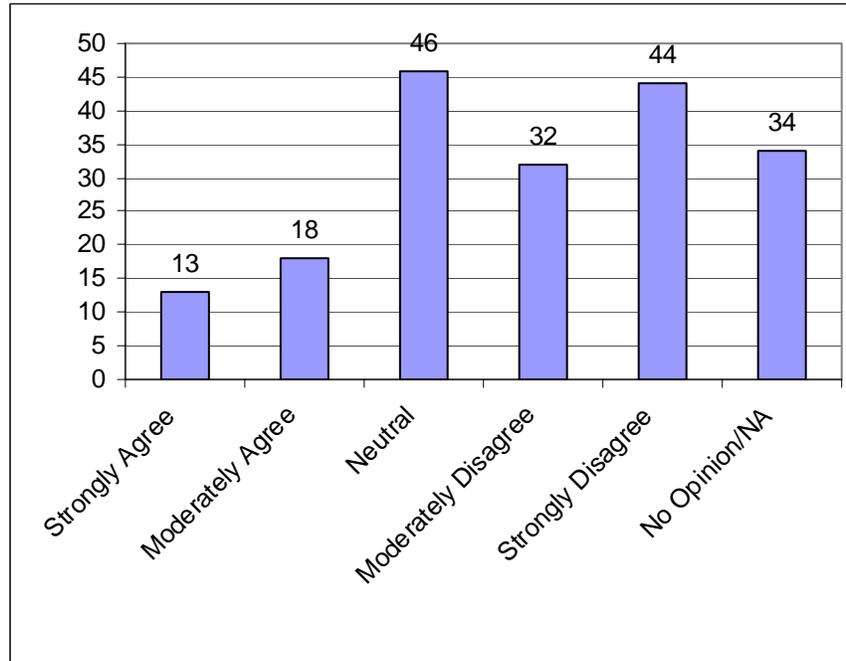
Question 18: The decision making processes within the CALFED Program are open and transparent.



Question 19: The organizational roles and responsibilities for the CBDA are clearly understood within the CALFED Program.



Question 20: The CBDA has sufficient authority within the CALFED Program.



Other Questions

The electronic survey asked two open-ended questions for respondents to answer. The first question was: Question 23 - “What do you believe are the greatest strengths / accomplishments of the CALFED Program?” A total of 150 respondents answered this question. Respondents were not limited to how many answers they gave. Their most frequent responses summarized by category of answers are shown in the table presented below.

Table 4.6: Frequency of Responses by Category

23. What do you believe are the greatest strengths/accomplishments of the CALFED Program?	
Category	Number of Responses
Collaboration/Coordination/Integration/Cooperation	42
Stakeholder Forum	39
Ecosystem Restoration	33
Science	19
Communication	14
Planning	14
Other	13
Transparency	12

The second open-ended question in the electronic survey was Question 24 - “What do you believe are the greatest issues, concerns or obstacles confronting the CALFED Program?” A total of 156 respondents answered this question. Respondents were not limited to how many answers they gave. Their most frequent responses are summarized by category of answer are shown in the Table 4.7 presented on the following page.



Table 4.7: Frequency of Responses by Category

24. What do you believe are the greatest issues, concerns or obstacles confronting the CALFED Program?	
Category	Number of Responses
Funding	45
Other	29
Collaboration/Coordination/Integration/Cooperation	27
Governance/Organization/Management	22
Leadership	21
Ecosystem Restoration	18
Science	16

Stakeholder Perceptions of CALFED Program Priorities

Table 4.8 presents a comparison of stakeholder perceptions of what the CALFED Program’s priorities are versus what they should be.

Table 4.8: Summary of Respondents’ Views of the CALFED Program’s Current and Desired Priorities

CALFED Program Element	Current Priorities	Desired Priorities
Ecosystem Restoration	High to Very High	High to Very High
Environment Water Account	High to Very High	Medium to Very High
Water Use Efficiency	Medium to High	High
Water Transfers	Low to Medium	Low to Medium
Watershed	Medium to High	Medium to High
Water Quality	Medium to High	High to Very High
Levees	Low	High to Very High
Storage	Low	Medium to High
Conveyance	Low	High
Science	High to Very High	High to Very High
Oversight and Coordination	Medium	High to Very High

Table 4.8 indicates that the stakeholders perception of what the CALFED Program’s priorities are versus what they should be are only consistent in three CALFED Program elements, ecosystem restoration, water transfers and watershed. The other eight Program elements have varying degrees of differences. In particular, the stakeholders perceived that the Program elements relating to levees, storage and conveyance all were deserving of greater priority from the CALFED Program.



5. Appendices

This section includes the following appendices:

- A. Interview Questionnaire
- B. Electronic Survey Questionnaire



Appendix A. Interview Questionnaire

- 1 How have you been involved with the CalFED Program (In what capacity and over what duration)? Has your experience been positive or negative?
- 2 What do you believe are the key strengths or accomplishments of the CALFED Program?
- 3 What do you believe are the key weakness, obstacles, or challenges that the CALFED Program must overcome?
- 4 How effective do you feel the CALFED Program has been in achieving “balance” in the Program? How do you define “balance” (ROD criteria, funding)?
- 5 How well do you think the CALFED Program communicates with its stakeholders? Examples? How could this communication be improved (quantity / quality / usefulness / type of communications)?
- 6 Do you believe that there is sufficient accountability within the CALFED Program? How is accountability assessed and what could be done to improve it (funding, programs, outputs)?
- 7 Do you believe that the CALFED Program needs to revise its priorities? If so, what priorities need to change?
- 8 What changes, if any, do you think are needed in the relationship between the CBDA and the CALFED Program implementing agencies?
- 9 How effective have the CALFED Program’s performance measurement efforts been in tracking progress and evaluating outcomes? Does the CALFED Program provide meaningful information upon which to gauge the success (or failure) of Program activities?
- 10 Are there any additional thoughts, issues or concerns that you would like to bring to our attention regarding the CALFED Program and the CBDA?
- 11 What changes, if any would you make in the type of decisions that CBDA has made? Would you change the way they make decisions?
- 12 Do you think the balance of responsibilities and authority between CBDA and implementing agencies is appropriate?



Appendix B. Electronic Survey Questionnaire

DEMOGRAPHIC INFORMATION

1. Organizational Affiliation – Which of the following best describes your organization affiliation (check one)

- Federal Government
- State Government
- Local Government
- Tribal Government
- Business
- Non-Profit
- Other (please specify) _____

2. Role of Your Organization – Which of the following best describes your organization’s role? (check one)

- Urban Water Supplier
- Agricultural
- Environmental
- Business Interest
- Other (please specify) _____

3. CALFED Program Implementing Agency – Which of the following best describes your relationship to the CALFED Program? (check one)

- Member of a CALFED Program Implementing Agency
- Not a member of a CALFED Program Implementing Agency

4. What CALFED Program element is most important to your organization? (check one)

- 1. Ecosystem Restoration
- 2. Environmental Water Account
- 3. Water Use Efficiency
- 4. Water Transfers
- 5. Watershed
- 6. Water Quality
- 7. Levees
- 8. Storage
- 9. Conveyance
- 10. Science
- 11. Oversight and Coordination

CALFED PROGRAM REVIEW

5. Overall, the CALFED Program has made sufficient progress towards its original program objective of Levee System Integrity.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



6. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Supply Reliability.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

7. Overall, the CALFED Program has made sufficient progress towards its original program objective for Water Quality.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

8. Overall, the CALFED Program has made sufficient progress towards its original program objective for Ecosystem Restoration.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

9. The implementation of the CALFED Program has been balanced since the Record of Decision in August 2000.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

10. The most important measure of “balance” is

Level of Funding by Program Elements	Level of Funding by CALFED Objectives	Level of Implementation by Program Element	Level of Implementation by CALFED Objectives	Achievement of Outcomes by Program Element	Achievement of Outcomes by CALFED Objectives
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. The CALFED Program’s communications with stakeholders provide adequate information on the level of implementation of the Record of Decision.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

12. The CALFED Program’s communications with stakeholders provide adequate information on the level of funding since the Record of Decision.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					



13. The CALFED Program's communications with stakeholders provide adequate information on the level of outcomes achieved since the Record of Decision.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

14. The CALFED Program has demonstrated sufficient accountability for the Program's activities.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

15. The existing priorities within the CALFED Program are consistent with the needs of the Program's stakeholders.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

16. The funding levels for the 11 elements of the CALFED Program have been sufficient.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

17. The CALFED Program does an adequate job of measuring and communicating to stakeholders the performance for the projects within the Program.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

18. The decision making processes within the CALFED Program are open and transparent.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

19. The organizational roles and responsibilities for the CBDA are clearly understood within the CALFED Program.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					

20. The CBDA has sufficient authority within the CALFED Program.

Strongly Agree	Moderately Agree	Neutral	Moderately Disagree	Strongly Disagree	No Opinion/NA
<input type="checkbox"/>					



PERCEPTION OF CALFED PROGRAM'S PRIORITIES

21. My perception of the CALFED Program's priority **to date** for each program element within the Program is as follows (please rate the priority for each program element by selecting the appropriate ranking for each element).

	Very High	High	Medium	Low	Very Low	No Opinion/ NA
1. Ecosystem Restoration	<input type="checkbox"/>					
2. Environmental Water Account	<input type="checkbox"/>					
3. Water Use Efficiency	<input type="checkbox"/>					
4. Water Transfers	<input type="checkbox"/>					
5. Watershed	<input type="checkbox"/>					
6. Water Quality	<input type="checkbox"/>					
7. Levees	<input type="checkbox"/>					
8. Storage	<input type="checkbox"/>					
9. Conveyance	<input type="checkbox"/>					
10. Science	<input type="checkbox"/>					
11. Oversight and Coordination	<input type="checkbox"/>					

BELIEF OF WHAT CALFED PROGRAM'S PRIORITIES SHOULD BE

22. My belief of what the CALFED Program's priority **should be** for each program element within the Program is as follows (please rate what you believe the priority should be for each program element by selecting the appropriate ranking for each element).

	Very High	High	Medium	Low	Very Low	No Opinion/ NA
1. Ecosystem Restoration	<input type="checkbox"/>					
2. Environmental Water Account	<input type="checkbox"/>					
3. Water Use Efficiency	<input type="checkbox"/>					
4. Water Transfers	<input type="checkbox"/>					
5. Watershed	<input type="checkbox"/>					
6. Water Quality	<input type="checkbox"/>					
7. Levees	<input type="checkbox"/>					
8. Storage	<input type="checkbox"/>					
9. Conveyance	<input type="checkbox"/>					
10. Science	<input type="checkbox"/>					
11. Oversight and Coordination	<input type="checkbox"/>					



OTHER QUESTIONS

23. What do you believe are the greatest strengths/accomplishments of the CALFED Program?

24. What do you believe are the greatest issues, concerns or obstacles confronting the CALFED Program?