

2023060000—Public Works-Water Resources

Roads & Facilities

Kris Balaji, Public Works Director

General Fund	2017-2018 Actual	2018-2019 Adjusted	2019-2020 Requested	2019-2020 Recommended	Increase/ (Decrease)
Expenditures					
Salaries & Benefits	\$1,481,397	\$1,850,949	\$1,856,426	\$1,856,426	\$5,477
Services & Supplies	402,794	789,672	859,756	859,756	70,084
Centrally-Budgeted Expenses	7,179	7,614	19,050	19,050	11,436
Total Expenditures	\$1,891,370	\$2,648,235	\$2,735,232	\$2,735,232	\$86,997
Expenditure Reimbursements	(1,891,370)	(2,648,235)	(2,735,232)	(2,735,232)	(86,997)
Total Appropriations	\$0	\$0	\$0	\$0	\$0
Earned Revenues By Source	\$0	\$0	\$0	\$0	\$0
Net County Cost	\$0	\$0	\$0	\$0	\$0
Staffing					
Allocated Positions	12.0	12.0	12.0	12.0	0.0
Temporary (Full-Time Equivalent)	0.0	0.0	0.8	0.8	0.8
Total Staffing	12.0	12.0	12.8	12.8	0.8

- Flood Management budget consolidated into the Water Resources budget July 1, 2018.

Purpose

The Water Resources Division (Water Resources) is responsible for carrying out the functions of the San Joaquin County Flood Control and Water Conservation District (District) including administration of the County's flood management and water resources programs. Water Resources administers the County's National Pollutant Discharge Elimination System (NPDES) Municipal Stormwater Program, and Delta Activities budget. Water Resources activities directly contribute to the Board Strategic Priority to "Stay informed and proactive in dealing with water issues".

Services & Supplies

- \$175,000 Increase in consultant costs.
- \$20,000 Increase in employee training costs.
- \$11,000 Increase in furniture costs.
- \$6,000 Increase in equipment lease costs.
- \$5,000 Increase in communication costs.
- (\$151,770) Decrease in allocated service department costs.

Major Budget Changes

Salaries & Employee Benefits

- (\$25,115) Salary and benefits adjustments.
- \$27,592 Increase in extra-help.
- \$3,000 Increase in overtime.

Centrally-Budgeted Expenses

- \$11,774 Addition of Countywide Cost Allocation Plan charges.

Expenditure Reimbursements

- \$358,158 Increase in reimbursement for services from Flood Control District.

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- \$10,000 Increase in reimbursement from Road Fund.
- (\$281,161) Decrease in reimbursement for services from Special Districts.

Program Discussion

The 2019-2020 recommended budget for Water Resources totals \$2,735,232, which is an increase of \$86,997 from the 2018-2019 adjusted budget. This change reflects salary and benefits adjustments, increases in extra-help, overtime, employee training, consultant, furniture, communication costs, and the addition of the Countywide Cost Allocation Plan charges, partially offset by a decrease in allocated service department costs.

Water Resources continues to face increasing workload demands, largely due to maintaining compliance with complex and frequently changing State and Federal requirements.

San Joaquin County Flood Control and Water Conservation District

The State Legislature created the San Joaquin County Flood Control and Water Conservation District (District) in 1956 to construct, operate, maintain and plan flood control, water supply, and drainage projects. The District is a Countywide entity with the County Board of Supervisors serving as the governing body of the District. The Director of Public Works is designated as the Flood Control Engineer in the District's enabling legislation and is delegated certain authority as described in the San Joaquin County Ordinance Code.

The District is authorized by statute to form zones within the County to fund construction projects and investigations related to flood control and water resources. Currently, Water Investigation Zone 2 and Flood Control Zones 9 and 10 are active zones within the District. Program revenues, expenditures, and budgeted activities for each of these specific funding sources are indicated within the Special District budgets.

The District is also an active member agency of the San Joaquin Area Flood Control Agency (SJAFCA) and Mokelumne River Water and Power Authority (MRWPA). Water Resources also supports the Advisory Water Commission (AWC), which consists of members from 23 agencies and interested parties who are appointed by and charged with making water-related recommendations to the Board of Supervisors.

Flood Management

In 2018-2019, the Flood Management Division was consolidated with the Water Resources Division. Water Resources responsibilities include floodplain administrative activities including enforcing the County's flood and drainage related ordinances; providing engineering and budgetary support to the Channel Maintenance Division to ensure compliance with State and Federal levee maintenance requirements; processing watercourse encroachment permits and elevation certificates; and educating the community about reducing flood risks. The following flood management activities are primarily supported by the San Joaquin County Flood Control Water and Conservation District, Zone 9 and SJAFCA Assessment District 96-1 (AD 96-1) Special District budgets.

National Flood Insurance Program

Water Resources administers the County's Special Flood Hazard Ordinance as required by the Federal Emergency Management Agency to remain eligible for coverage under the National Flood Insurance Program (NFIP). Under the NFIP, flood insurance is required for Federally-backed mortgages on properties within Special Flood Hazard Areas (generally those with less than 100-year flood protection). Failure to enforce the County's Special Flood Hazard Ordinance may result in the County being ineligible under the NFIP and ineligible to receive Federal funding.

Water Resources also maintains the County's eligibility for the NFIP Community Rating System (CRS) Program, which qualifies policyholders for a discount on flood insurance premiums. Under the CRS Program, agencies are given a rating from one to ten, with one being the best for the implementation of best management practices in floodplain management. San Joaquin County currently holds a rating of seven, which entitles property owners within the County for flood insurance discounts of up to 15%. Only 23 of California's 101 participating cities and counties have ratings better than six. Water Resources will continue to work closely with the County's Federal advocates and other agencies to monitor legislation related to proposed flood insurance rate increases and other NFIP-related issues affecting the community.

San Joaquin Area Flood Control Agency (SJAFCA)

On May 23, 1995, the City of Stockton, the District, and the County created SJAFCA to develop and implement projects that would reduce the risk of flooding in the Stockton Metropolitan area. In 1998, SJAFCA completed the construction of a number of flood control improvements to provide 100-year flood protection for most of the Stockton Metropolitan area. SJAFCA entered into an agreement with the District under which the District maintains these

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improvements with funding from the SJAFCA AD 96-1 benefit assessment. The budget for AD 96-1 is located within the Special District budgets.

In order to approve most development within the Central Valley, State law requires that a land use agency must find that a 200-year level of flood protection exists or that adequate progress towards 200-year flood protection is being made. In November 2017, the SJAFCA Board approved the addition of the cities of Lathrop and Manteca as member agencies. The expanded SJAFCA assumes the lead role in the delivery of 200-year flood protection improvements for the Mossdale Tract area that includes parts of the cities of Stockton, Lathrop, and Manteca, and Reclamation District 17 (RD 17).

In 2019-2020, SJAFCA efforts on the Mossdale Tract project will focus on completing a State-funded feasibility study of potential alternatives and establishing local funding mechanisms for planned improvements. In 2018, SJAFCA established a regional development impact fee for which the cities of Stockton, Lathrop, and Manteca, and the County are collecting from new development. Additional funding mechanisms to be established by SJAFCA include a proposed benefit assessment levied on all benefiting properties and a proposed Enhanced Infrastructure Financing District. Water Resources will continue to work with SJAFCA, RD 17 and the cities of Stockton, Lathrop, and Manteca to develop the technical and financial aspects of a project that reduces flood risk for approximately 46,000 current residents in the Mossdale Tract area and to achieve 200-year flood protection.

Sustainable Funding

Since 2006 (following Hurricane Katrina), State and Federal agencies have adopted additional flood management regulations and are strictly enforcing new standards. These new standards and additional environmental restrictions have resulted in increased costs for performing maintenance and repairs. Zone 9 reserves have been drawn down in recent years to keep pace with the new standards. Despite several attempts to implement short-term cost reduction measures and secure grant funding in recent years, revenues generated by Zone 9 and SJAFCA AD 96-1 benefit assessments are insufficient to meet long-term maintenance requirements. Failure to maintain levees and channels to current standards could result in decertification of levees, loss of eligibility for State and Federal emergency repairs (caused by major storm events), and may have negative economic impacts due to resulting Special Flood Hazard Area designations.

In order to generate additional revenue needed, formation of a new benefit assessment district will be proposed to benefitting property owners during fall 2019. The total cost for this effort is anticipated to be approximately \$600,000 and will be paid from the District and Zone 9 Special District budgets.

Water Resources will also continue to manage five Department of Water Resources (DWR) grants to improve the County's flood emergency response capabilities. Water Resources expects to secure and implement over \$1.3 million in DWR grant funding to expand and enhance the County's Flood ALERT System, perform emergency response planning and training activities, develop flood inundation maps, and stockpile flood fight materials. In addition, Water Resources will be seeking regulatory permits and developing plans and specifications for the Mormon Slough Erosion Repair Project for construction in fall 2020. DWR, through a Flood System Repair Project grant, will fund \$5.0 million of eligible costs, with a \$450,000 local match requirement funded by Zone 9 and the Road District budget. Costs for permitting and the preparation of plans and specifications are anticipated to be approximately \$250,000 and are included in the District and Zone 9 budgets.

Water Resources Management

Water Resources staff provides technical and administrative support for a number of water resources stakeholder driven programs in which the County is an active participant or serves in a lead capacity. Water Resources provides the primary staff support to the San Joaquin County Flood Control and Water Conservation District Advisory Water Commission, which makes recommendations to the Board of Supervisors, and the Eastern San Joaquin Groundwater Authority (ESJGWA), which was created to address statutory requirements of the Sustainable Groundwater Management Act of 2014 (SGMA). In addition, Water Resources is pursuing water rights applications on the Mokelumne and American Rivers. Costs for these efforts are reimbursed from Water Investigation Zone 2 (Zone 2) and the MRWPA budgets.

Water Investigation Zone No. 2 (Zone 2)

In 1989, the Board established Zone 2 to provide a revenue source for water resources planning activities. The current Zone 2 funding mechanism is a Countywide property-related fee that is only allowed to be used to carry out the goals and objectives set forth in the 2015 Strategic Plan To Meet Water Needs, which includes the following:

- Protect and preserve existing water rights and area of origin rights.
- Manage groundwater in Eastern San Joaquin County.
- Protect Delta water resources common pool.
- Maintain existing, and develop new, water supplies to meet southwest County water needs.
- Develop funding programs to meet water supply needs.
- Support water conservation programs.

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The Special District budget for Zone 2 includes costs for monitoring of groundwater levels and water quality; coordination and planning efforts necessary to meet the statutory requirements of SGMA; Demonstration Recharge, Extraction, and Aquifer Management (DREAM) Project permit compliance; securing grant funding for, and updating, the Integrated Regional Water Management (IRWM) plan; and watershed education and outreach activities. The details of these programmed costs are explained below:

Sustainable Groundwater Management Act (SGMA)

SGMA establishes a State-mandated framework for sustainable groundwater management by local agencies and requires adoption of a Groundwater Sustainability Plan (GSP) by January 31, 2020, for medium and high priority basins. Basins designated as critically overdrafted must have GSPs adopted by January 31, 2020.

In 2017, Groundwater Sustainable Agencies (GSAs) within the Eastern San Joaquin Subbasin (designated as critically over drafted) formed ESJGWA, a Joint Powers Authority (JPA). Water Resources administers the ESJGWA on behalf of the member agencies including administration of a \$1.5 million grant from DWR (awarded in 2018) to develop a GSP. The GSP is expected to be complete in fall 2019 with adoption by the Board of Supervisors expected by January 2020. County costs beyond the adoption of the GSP have yet to be determined.

The Tracy Subbasin (designated as a medium priority) was subdivided to result in the Contra Costa County portion being a separate subbasin. The new Tracy Subbasin is composed of the San Joaquin County portion of the previous subbasin and a small portion of Alameda County. San Joaquin County is the designated GSA for the unorganized areas in the new Tracy Subbasin surrounding the City of Tracy and a majority of the Delta Islands. Water Resources will continue to support the organization of GSAs in the Tracy Subbasin and work towards a GSP by 2020. GSAs within the Tracy Subbasin have been awarded a \$450,000 grant from DWR to develop a GSP, and the Board of Supervisors approved a \$150,000 allocation from Zone 2 for the required local match. Water Resources will administer the DWR grant and associated expenditures, which are reflected in the Zone 2 budget.

Demonstration Recharge, Extraction and Aquifer Management (DREAM) Project

The County and North San Joaquin Water Conversation District (NSJWCD), in partnership with the Stockton East Water District (SEWD), Woodbridge Irrigation District (WID), and East Bay Municipal Utility District (EBMUD), have been working to develop and implement the DREAM Project. The purpose of the DREAM Project is to develop a

successful pilot scale groundwater storage project in East San Joaquin County. The Project allows EBMUD to temporarily store Mokelumne River water in the underground basin and recover up to half of the banked water in the future, which would provide supplemental dry year supply for EBMUD while also providing additional water for the local groundwater basin.

On April 11, 2017, in accordance with the County Ordinance Code, the Board granted a Groundwater Export Permit for the DREAM Project allowing the partners to pursue additional permits, construction, and operation. Water Resources will continue to support the DREAM Project by convening a Monitoring Committee as required by the Ordinance and performing the monitoring of wells prior to, and during, recharge and extraction activities for the next four years to ensure that the DREAM Project meets the conditions of the Groundwater Export Permit. Costs for these activities will be reimbursed by the project fund established by an agreement with NSJWCD and EBMUD.

Integrated Regional Water Management (IRWM)

IRWM is a DWR-supported grant program by which communities can receive State bond funding from sources such as Proposition 1 and Proposition 68 recently passed by voters. The predecessor to the ESJGWA, the Northeastern San Joaquin County Groundwater Basin Authority (GBA) existed in part to administer the East San Joaquin County IRWM Plan 2014 Update. DWR's most recent 2016 IRWM Plan standards require a significant update to the 2014 IRWM Plan in order to remain eligible for funding. On February 20, 2019, the AWC recommended that staff work to transition the IRWM Plan that expands membership into a governance structure that better represents stakeholders in the community and makes the region more competitive in securing grant funding. To initiate the effort and complete an IRWM update, the Zone 2 budget reflects an allocation of \$200,000 for related costs.

Water Resources is an active participant in the San Joaquin River Funding Region, which includes seven IRWM regions that extend from South Sacramento and Eastern Contra Costa Counties to Fresno County. The San Joaquin River Funding Area has been allocated a total of \$31 million from Proposition 1 to be split among the seven IRWM regions. The seven IRWM regions have also tentatively agreed to a minimum allocation for each region with \$6.5 million of the \$31.0 million total allocated to the Greater San Joaquin River Funding Region for IRWM projects. Additionally, the Greater San Joaquin IRWM Region secured \$148,000 in grant funding to develop projects specifically benefitting Disadvantaged Communities that are included in the Zone 2 Special District budgets.

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Watershed Education and Outreach Activities

After five consecutive dry-years beginning in 2010, the State Water Resources Control Board (State Water Board) has made permanent many of the mandatory conservation measures placed upon communities during the last drought. Additionally, numerous water-related bills are introduced and advocated by the State legislature. Water Resources will continue to develop and implement appropriate water conservation messaging with an emphasis on season-specific messaging through local media such as television ads, radio ads, printed media, and attend local events to raise awareness of drought conditions and encourage individuals to implement conservation and water-saving tips. In addition, linkages with watershed-based education efforts to increase awareness of water supply, flooding, and stormwater runoff quality will be explored. The Zone 2 budget includes \$40,000 to support these activities.

Mokelumne River Water and Power Authority (MRWPA)

The MRWPA is a JPA consisting of the District and the County. Revenues from the MRWPA come from Zone 2; however, there is no contribution from Zone 2 in the recommended 2019-2020 budget. The MRWPA budget supports the processing of County water right applications on the Mokelumne and American Rivers.

Water Resources has worked with numerous stakeholders throughout the Mokelumne River and American River watersheds to develop water-related projects with broad-based support. In order to move to construction, the County will need to secure funding partners and make substantial progress towards perfecting these water right applications over the next several years to maintain the current priority filing date. During 2019-2020, Water Resources will work with Mokelumne interests to propose a strategy to develop both Water Right Applications, which will include a significant role for local stakeholders such as NSJWCD, WID, and/or SEWD.

Stormwater Management

The State regulates stormwater discharges from urban areas. The areas in and around the City of Stockton are regulated under the Joint Municipal Separate Storm Sewer System (MS4) NPDES program Phase I Permit. The unincorporated areas in and around the cities of Lathrop, Lodi, Manteca, Ripon, and Tracy are regulated under the new Statewide MS4 Phase II Permit. The MS4 Permits require implementation of best management practices that reduce pollutant loads of stormwater discharge released into surrounding waterways.

The funding for MS4 Phase I Permit compliance is generated through County Service Area 54. The MS4 Phase II Permit

compliance is currently funded through nominal allocations from the Delta Activities budget and from the non-road General Fund allocation to Public Works. Long-term dedicated funding for the implementation of the Phase II Permit is needed, and the most likely mechanism is a property-related fee or an assessment established pursuant to Proposition 218 requirements. Water Resources must carry out the program requirements, partner with the State in pursuit of program objectives, and work with the Regional Board on the following:

- Managing and improving the quality of stormwater discharges.
- Developing cost-effective programs for pollution prevention.
- Providing public outreach to encourage residents to implement best management practices for reducing pollutant loads in stormwater runoff.
- Preparing annual reports, including program effectiveness assessments.
- Participating in regional efforts to encourage the Regional Board to allow for cost-effective and practical solutions to be included in future NPDES permits.

On April 7, 2015, the State Water Board adopted new regulatory requirements to protect aquatic life and public health, and reduce environmental issues associated with trash in State waters (the Trash Amendments). Compliance with the Trash Amendments will require the capture of small debris at storm drain inlets or pump stations prior to discharging into creeks and will most likely result in enhanced street sweeping and monitoring of high trash generation areas. Failure to meet reduction targets may result in escalating installation of full capture devices and/or fines; both of which will require additional revenue.

Delta Activities

The Delta continues to be a County priority. Public Works has worked closely on Delta-related activities with other County departments (Agricultural Commissioner, Community Development, County Administrator's Office, County Counsel, and Office of Emergency Services). Water Resources will continue to support efforts to advocate for County positions, respond to proposed legislation, build and participate in coalitions, communicate County positions through media and other outreach avenues, and coordinate with various Delta and Statewide interests. Public Works receives 10% of Tobacco Settlement Funding for Delta and other water related activities, which is anticipated to be \$730,000 for 2019-2020.

Delta advocacy efforts for 2019-2020 are anticipated to be focused on the following areas:

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- Promoting alternative solutions to the Governor’s Single Tunnel Proposal and other tunnel alternatives.
- Improving and maintaining the system of levees that protect life and property for both agricultural and urban areas, which also supports the current system of through-Delta water exports.
- Advocating for continued access to Delta water supplies of sufficient quantity and quality for farmers, urban users, and the environment.
- Supporting efforts to have a healthy and viable Bay-Delta Estuary.
- Engaging in administrative and legal remedies in defense of the County’s authority and the community’s interest in the Delta.
- Engaging and building coalitions with agencies looking for alternative solutions to the Governor’s Single Tunnel Proposal.
- Committing to be highly involved in reformulating Statewide water policy.
- Responding to anticipated legislative and administrative proposals regarding drought and flood conditions, Statewide Water Policy, the California Water Action Plan, Delta Levee Investment Strategy, the Delta Plan, and the potential impact of Federal legislation on Delta water operations.
- Ensuring that State appropriations of Proposition 1 and Proposition 68 funding directed to the Delta are allocated to projects that benefit the Delta and are not used to mitigate State and Federal Water Project impacts on the Delta.
- Participating actively in legal and administrative proceedings tied to the California Single Tunnel proposal, State Water Project Contract Extensions, Delta Plan consistency, and the Water Quality Control Plan for the Bay-Delta.

In addition, Water Resources will continue to be supportive of the County’s participation in the Delta Counties Coalition (DCC), which consists of the Counties of Contra Costa, Sacramento, Solano, Yolo, and San Joaquin. The DCC is active in the following areas:

Workload Data

	-----Actual-----			Est./Act. 2018-2019	Projected 2019-2020
	2015-2016	2016-2017	2017-2018		
<i>Development Reviews, Environmental Impact Reports, Other Agency Document Reviews</i>	57	28	57	83	42
<i>Investigation of Complaint - Violations</i>	9	16	4	8	8
<i>Central Valley Flood Protection Board Endorsements & Watercourse Encroachment Permits</i>	16	16	7	15	16
<i>Elevation Certificate Review</i>	47	29	35	35	32
<i>Flood Zone Inquiries</i>	63	51	61	60	64
<i>Plan Checks for Building Permits</i>	100	122	101	95	120
<i>Project Information Reviews</i>	20	19	24	25	24
<i>Conduct Groundwater Monitoring Investigations</i>	956	956	960	960	960
<i>Support & Attend Water Resources Related Commission, Committee, & Board Meetings</i>	150	165	170	170	182
<i>Industrial Site Inspections</i>	19	19	19	19	19
<i>Commercial Site Inspections</i>	95	95	95	95	95
<i>Enforcement Actions</i>	5	5	0	5	5
<i>Public Outreach Activities</i>	35	35	35	40	40