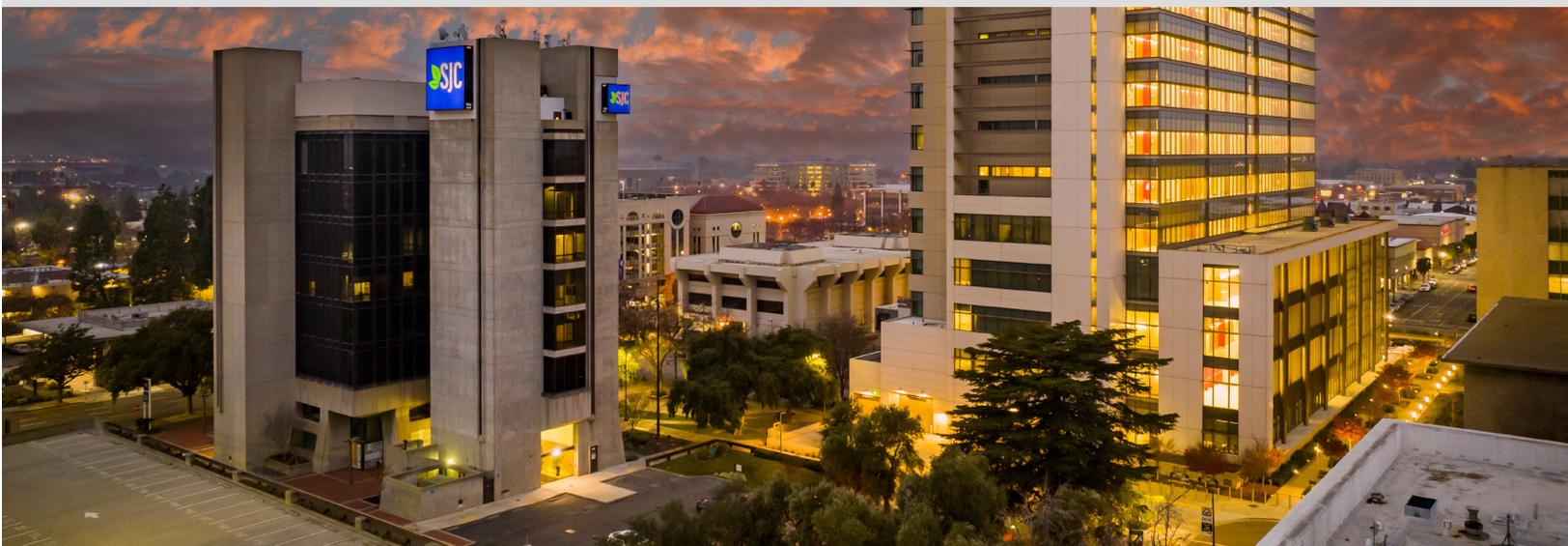




Adopted 2023-2024  
Legislative/Regulatory  
Platform and Policy Guidelines

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**STATE**  
APRIL 25, 2023



# SAN JOAQUIN — COUNTY —

## Board of Supervisors



**ROBERT RICKMAN, CHAIR**  
DISTRICT 5



**MIGUEL VILLAPUDUA, VICE-CHAIR**  
DISTRICT 1



**PAUL CANEPA, SUPERVISOR**  
DISTRICT 2



**TOM PATTI, SUPERVISOR**  
DISTRICT 3



**STEVEN J. DING, SUPERVISOR**  
DISTRICT 4

COVER PHOTO

NEW DISTRICT ATTORNEY'S OFFICE - STOCKTON, CA

# San Joaquin County

Adopted 2023 and 2024 State Legislative/Regulatory  
Platform and Policy Guidelines

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# MESSAGE FROM THE BOARD OF SUPERVISORS

April 25, 2023

The Honorable Governor Gavin Newsom  
The Honorable Senator Susan Talamantes Eggman  
The Honorable Assembly Member Carlos Villapudua  
The Honorable Assembly Member Heath Flora

Dear Governor, Senator, and Assembly Members:

The San Joaquin County Board of Supervisors is pleased to provide you with the County's State Legislative Platform for the 2023-2024 Legislative Session. The Board has developed legislative proposals focused on policy and funding requests that the County deems critical to the health and well-being of our residents and shared constituents. San Joaquin County remains dedicated to efficiently and effectively providing public services even as demands for them continue to outpace the revenue needed to provide them.

One of the County's main focuses is that any additional proposals to realign services from the State to counties be accompanied by adequate funding. The Board of Supervisors will oppose any proposal which reduces or impacts funding for mandated services that the County must already provide. New responsibilities should come with new funding, not redirected funding, and County flexibility should be increased, not restricted.

The County has and will continue to focus on the Sacramento-San Joaquin Delta, including flood protection, drought mitigation, emergency response, and preservation of agriculture. As San Joaquin County is home to approximately two-thirds of the Delta and constitutes the largest portion of the Delta's total agricultural land base at 55% - contributing over \$5 billion to the regional and State economy - we must participate extensively in all legislation, regulations, and policies regarding local water rights, water quality and quantity, governance, land use, flood management, sustainable river flows, agriculture, economy, and environmental issues relating to the Sacramento-San Joaquin Delta.

Homelessness and affordable housing remain a major priority for the County, with the Board declaring it a focus of all County departments. While Project Roomkey and Homekey resources have assisted in this effort, and San Joaquin County has many projects in the pipeline, more State change is needed to streamline and obtain faster housing approvals to make housing affordable in California.

In addition to housing, San Joaquin County desires to ensure that behavioral health funding is maintained at the local level and looks forward to working with all our legislative representatives to ensure that adequate funding is provided for the most vulnerable populations.



# MESSAGE FROM THE BOARD OF SUPERVISORS

(CONTINUED)

Many of our residents are struggling economically, emotionally, and physically and as a County, we have seen an increase in the number of suicides and an increased need for assistance. Especially as we navigate a post-COVID-19 world, San Joaquin County will continue to support strengthening public health awareness and infrastructure for the community and beyond.

The San Joaquin County Board of Supervisors will continue to advocate for maximum local control and flexibility in the allocation of resources and the administration of County programs and will continue to oppose any reductions in the current level of State funding for our County programs. More local flexibility is critical for the County to deliver services effectively and efficiently to our shared constituents. When deliberating and developing legislation in 2023 and 2024, please reference our State Platform on potential impacts to our vital interests, assets, and issue areas.

We appreciate your continued support for the important services that San Joaquin County provides and we look forward to working with you to ensure they continue to be provided in a manner that sustains outstanding support to our constituents.

As always, thank you for your partnership and continued support for San Joaquin County.

Sincerely,

Robert Rickman, Chair  
San Joaquin County Board of Supervisors

c: San Joaquin County Board of Supervisors  
San Joaquin County Department Heads  
San Joaquin County Assistant Department Heads  
San Joaquin County Federal Delegation  
Mayors and City Council Members  
Shaw Yoder Antwih Schmelzer & Lange



# BOARD OF SUPERVISORS' BOARD STRATEGIC PRIORITIES 2022-2025

On May 24, 2022 the Board adopted three-year Strategic Priorities (B-22-243) covering fiscal years 2022-2023 through 2024-2025 based on the outcome of the February 22, 2022 Special Meeting. The current Board Strategic Priorities are:

- 1. Organizational Capacity/Technology Utilization**
  - a. Improve Recruitment and Retention Rates
  - b. Formalize Succession Planning
  - c. Demonstrate Leadership Development
  - d. Augment Digitization and Automation
- 2. Fiscal Optimization**
  - a. Maintain a Structurally Balanced Budget
  - b. Effectively Manage One-Time Funds
  - c. Proactively Manage Labor Costs
- 3. Public Safety/Criminal Justice/Quality of Life**
  - a. Provide Adequate Resources for Public Safety and Criminal Justice
  - b. Reduce Response Times for Emergency Services
  - c. Mitigate Illegal Dumping/Human Waste
  - d. Improve the Juvenile System of Care
- 4. Homelessness**
  - a. Expand Unsheltered Bed Capacity
  - b. Increase Permanent Supportive Housing
  - c. Promote Expansion of Behavioral Health Clinicians and Services
  - d. Mitigate Illegal Dumping Encampments
- 5. Water Management**
  - a. Enhance Water Quality
  - b. Mitigate Illegal Dumping Impacts
  - c. Reduce Flood Risk
  - d. Improve Water Storage/Sustainability
- 6. Economic Development**
  - a. Enhance COVID Recovery
  - b. Expand Small Business Growth
  - c. Increase Transportation/Logistics/Warehousing Businesses
  - d. Increase Local Job Order Contracting (JOC) Participation



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

CONTACT : Jerome C. Wilverding, County Administrator  
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*The top legislative directive for all San Joaquin County departments is to make every effort to maintain or increase funding for the continued provision of critical local services to the residents of the County. In addition, the San Joaquin County Board of Supervisors, through appropriate County departments shall:*

## ADMINISTRATION

1. Continue to monitor legislation, budgetary proposals, administrative, and regulatory action which impacts County government, while advocating for maximum local control and flexibility in the allocation of resources, the administration of County programs, and delivery of community services.
2. Closely monitor legislative and administrative proposals, including a continued shift in the realignment of the State-local relationship, while advocating for adequate levels of ongoing funding to meet existing State mandates, as well as the new responsibilities.
3. Seek to ensure that any additional realignment of County and State services protects the County from unknown or unforeseen financial, administrative, or risk liabilities.
4. Oppose any reductions to the current level of State funding for County programs.
5. Support maximum State and Federal funding participation directly to local agencies for various infrastructure projects critical to the economic vitality of San Joaquin County.
6. Support proposals which would provide the tools needed by San Joaquin County to attract economic development and create jobs in the County.
7. Aggressively oppose attempts by the Legislature to shift costs from the State to the County for mandated and/or non-mandated programs.
8. Oppose attempts by the Legislature and/or Executive Branch to take away or restrict revenue sources, or impose costly program changes without adequate funding.
9. Monitor the implementation of Restrictive Covenant Modification Plans Assembly Bill (AB) 1466, 2021 for compliance with current law and funding mechanisms specific to cost recovery related to the offices of Assessor-Recorder-County Clerks.
10. Strongly oppose the transfer of County property tax dollars to any other entity.
11. Continue to oppose Federal and State fiscal sanctions against counties for failure to comply with State and/or Federal laws when the errors are beyond the County's control.
12. Strongly oppose legislation which would reduce management rights as defined in the San Joaquin County Employer-Employee Relations Policy.
13. Oppose legislation which would result in rollbacks to Workers' Compensation Reform enacted by Senate Bill (SB) 899 (2004), and/or would expand current leave entitlements for employees beyond existing benefits.
14. Support legislation which would allow counties to recover State-set fees that reflect the actual cost of providing service, similar to SB 676 (2009), which authorized the adjustment of statutory limits that counties, cities, or court services can charge for specified services.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

15. Support departmental pursuit of additional funding opportunities associated with the State Budget process and respond as timely and effectively as possible to legislative issues both by Board of Supervisors' action and, if time constraints exist, by the affected department head(s) with the concurrence of the County Administrator. If consideration by the Board of Supervisors is not feasible, the County Administrator will notify the Board.
16. Maintain close relationships with San Joaquin County's legislative delegation to foster greater advocacy and understanding of the County's issues.
17. Advocate for State organizational structures to maximize leadership and support for County services and programs.
18. Advocate for continued state investment in programs to assist County Assessors in performing property assessments through technology investments.
19. Oppose any efforts to diminish Proposition 10 (First 5) and Proposition 63 (Mental Health Services Act) funds, or to impose restrictions on local expenditure of the funds. Oppose efforts to lower or eliminate the State's fiscal support for County programs, with the expectation the State will backfill the loss of Proposition 10 and Proposition 63 revenues.
20. Support legislation or regulatory changes that would give greater flexibility for the County to implement pension reform based upon sustainability and affordability of the plan's fiscal health.
21. Continue to monitor collaborative proposals for multi-agency participation to protect the fiscal and programmatic interests of San Joaquin County.
22. Support cost-effective, State-funded efforts to provide for the health and safety of public employees in the administration of their duties.
23. Monitor legislation which would impact land use, building standards, and housing requirements.
24. Seek and advocate in support of budget proposals to reimburse counties for any and all State-mandated elections, including costs for mail ballots and special elections called by the Governor.
25. Support legislation, regulatory changes, and/or administrative efforts which would authorize San Joaquin County to conduct an all-mailed ballot election for any election, including special elections called by the Governor.
26. Support legislation, regulatory changes, and/or administrative efforts that would provide funding to San Joaquin County in order to address the serious issue of homelessness. This includes funding that would improve the quality of data collected, provide rental assistance and job readiness programs, and would encourage and improve collaboration between the County, cities, agencies, and the private sector to reduce and eliminate the permanent housing crisis that plagues many Central Valley counties, including San Joaquin County.
27. Support legislation or budgetary proposals which would provide funding assistance to local governments for renewable energy projects.
28. Support legislation or budgetary proposals which would provide funding assistance to local governments for electric vehicle charging infrastructure.
29. Monitor all proposed State ballot initiatives for impact on County operations, but as a general policy, the County does not take positions on ballot initiatives.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

## ADMINISTRATION OF JUSTICE

30. Support a State program that would provide funding for County jail facility start-up costs such as staffing costs for the expansion of jail beds and health-related beds.
31. Advocate in support of State funding for the development of information technology infrastructure.
32. Advocate for the enforcement of minimum facility standards be dependent upon State financial assistance.
33. Support legislative and administrative funding opportunities which provide ongoing resources and funding streams to sustain a Family Justice Center.
34. Advocate for legislative and administrative funding to expand opportunities for restorative justice programs.
35. Support legislative and administrative funding opportunities which develop programming opportunities to combat human trafficking and the commercial exploitation of children.
36. Advocate for the development of programs which support the coordination of response efforts to events involving mass casualties and other critical incidents amongst local, State, and Federal services and programs.
37. Support legislation and administrative efforts that would provide funding to counties, in partnership with Department of Justice, to dismiss and seal past convictions in a timely manner.
38. Support legislation and administrative efforts that provide funding to implement changes to officer-involved critical incidents by creating community-based partnerships with law enforcement.

## AGRICULTURE

39. Support legislation and budgetary proposals that support and strengthen local control on air-quality and environmental issues related to the agricultural industry.

## ECONOMIC DEVELOPMENT

40. Seek, advocate, and support State funding for economic development financial incentive programs.
41. Seek and support legislation, budgetary proposals, and regulatory and/or administrative action that would further the development and enhancement of the Innovation Hub (iHub) San Joaquin program.
42. Seek and advocate in support of State incentives, including regulatory, administrative, and legislative proposals, and pursue legislation to accelerate economic development in San Joaquin County.
43. Support legislation that would incentivize participation in high school apprenticeship programs by the private sector.
44. Support legislation that would incentivize the hiring of unemployed job seekers from high-risk populations, including the homeless, individuals coming out of jails, long-term unemployed like welfare recipients, individuals with disabilities, and economically disadvantaged youth with employment barriers.

## ENVIRONMENTAL HEALTH

45. Oppose legislation or regulatory action which would weaken existing or future San Joaquin County ordinances relating to the local regulation of bio-solids as a soil amendment or fertilizer.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

46. Oppose legislation or regulatory action related to land application of organic materials unless the health and safety of the public and the environment are protected.
47. Support legislation or regulatory action which promotes the recruitment and retention of Environmental Health workers.
48. Support legislation or regulatory action which provide access to locally-derived data required to be stored in State-maintained databases and which promotes local input into the development and maintenance of these database systems.
49. Support legislative efforts which provide tools and resources to enhance the County's efforts to manage and maintain the availability and quality of water.
50. Oppose legislation which does not adequately provide for the protection of public health and safety, especially relating to food production, storage, delivery, and minimum housing standards.
51. Oppose legislation or regulatory actions that impose new mandates or additional mandates to existing programs without adequate and ongoing funding sources or mechanisms for adequate enforcement processes.

## GENERAL SERVICES-FACILITIES MANAGEMENT

52. Oppose attempts by the Legislature and Executive Branch to propose unreasonable impacts to customer utility rates, bills and/or an unfunded State-mandated local program with the implementation of SB 100, Executive Order B-55-18, and the goal to achieve carbon neutrality by 2045.
53. Support attempts by the Legislature to provide funding assistance to local governments to retrofit existing facilities to reduce energy consumption with the implementation of SB 100 and Executive Order B-55-18 and the goal to achieve carbon neutrality by 2045.
54. Oppose further attempts by the Legislature to propose that utility ratepayers pay for costs associated with fires when electric companies have not reasonably acted to maintain their equipment and infrastructure before the fires.
55. Support legislation that streamlines the implementation of AB 1486, the Surplus Land Act (2019), and allows for the use of unused public land (surplus land) to be used for affordable housing development.
56. Oppose legislative or other administrative amendments to AB 1486, the Surplus Land Act, that delay or impedes the classification of land identified as a public lease site from being declared as surplus land.

## GENERAL SERVICES - OFFICE OF EMERGENCY SERVICES

57. Support legislative or regulatory efforts that encourage the State to work with the Federal Emergency Management Agency (FEMA) to remove regulatory and/or other administrative rules which currently impede local, State, and Federal agencies in responding to levee issues.
58. Advocate in support of coordination of State and local efforts to complete specific planning for responding to Delta levee issues and/or failure for enhanced Regional Flood Contingency Planning.
59. Support efforts to provide access to affordable flood insurance for property and business owners in the County, including agriculture and legacy communities located in the floodplain.
60. Support efforts that ensure prompt emergency action is taken to prevent and mitigate levee failure in the San Joaquin Delta.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

61. Oppose legislation that would reduce emergency funding for the quick repair of failed levees in San Joaquin County.
62. Support measures that enable the County to better exercise its responsibility to plan for, respond to, and receive reimbursement and property tax relief for emergencies and disasters.
63. Support legislation and regulations that maximize San Joaquin County's ability to effectively mitigate, prepare for, respond to, and recover from natural and human-caused disasters and public health emergencies.
64. Support full and flexible funding for ongoing emergency preparedness and all-hazard planning.
65. Maximize flexibility of emergency management so that services can best target individual community needs, hazards, threats, and capacities.
66. Advocate for improved coordination between State and local Offices of Emergency Services and State and local departments with health and safety-related responsibilities, specifically among the California Health and Human Services Agency, Department of Health Care Services, and the Emergency Medical Services Authority, with the County Offices of Emergency Services, Public Health Services, and Human Services Agency.
67. Advocate for grant funding to allow for full funding of personnel to carry out emergency management programs.
68. Support full and flexible funding for emergency communication system interoperability between all local government agencies and the State of California.
69. Advocate for broad county access to technologies that offer effective and wide-ranging communications capabilities to alert the public in emergency situations.

## HEALTH CARE

70. Advocate for maximum local control and flexibility in the administrative responsibilities for health care services for which San Joaquin County has been transferred authority.
71. Support simplification of regulations, contract requirements, and reimbursement claim mechanisms to ensure flexibility and maximum financial support for the local health care delivery systems.
72. Aggressively oppose reductions in Medi-Cal and other health care funding which would result in decreased access to health care and/or would shift costs or risk to the County. Ensure State programs protect the County from unknown or unforeseen financial, administrative, or risk liabilities.
73. Oppose legislative, administrative, and realignment and/or regulatory efforts that would impose unfunded mandates or regulations impeding the efficient and effective delivery of health care services at the local level, including health facility standards.
74. Advocate for the protection of County safety-net functions and facilities in the changing market under State and Federal health care reform.
75. Advocate for the Legislature and State administration to consider potential impacts of health care legislation, regulations, and/or guidelines to the local health care delivery systems, economy, resources, and job market prior to adoption.
76. Advocate for health care and public health funding formulas that equitably reflect San Joaquin County's demographics, health burdens, and support of the County safety-net.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

77. Advocate in support of policies that promote healthy eating and increase access to opportunities for physical activity.
78. Support legislative and budgetary proposals for local health department programs which would A) address prevention of chronic health conditions; B) fund injury and violence prevention; C) support and enhance local disease control and prevention; D) provide a sustainable disease control and outbreak response infrastructure that would include epidemiology, surveillance, investigation, and response; E) support public health infrastructure development to enable national accreditation; and F) support emergency, bioterrorism, and pandemic influenza preparedness, response, and infrastructure development to address public health threats and emergencies.
79. Support budgetary appropriations to local public health department programs for the control of communicable diseases, including tuberculosis, and advocate that Medi-Cal funding for tuberculosis be exempt from State funding reductions.
80. Advocate in support of funding for health care information technology infrastructure to enhance the quality of patient safety, the reporting of diseases to Public Health, and the delivery of health care services.
81. Advocate for health system integration efforts to ensure safe, secure, and appropriate data sharing, seamless care delivery, and enhanced outcomes.
82. Advocate for policies that reduce health inequities within San Joaquin County communities and address social determinants of health that focus on environmental and social-economic factors that impact personal and public health. These include housing, education, workforce development, family-sustaining wage jobs, transportation, safe neighborhoods, and places for daily physical activity.
83. Ensure full implementation of mental health parity, which requires health plans to cover and authorize mental health and substance use disorder treatments on par with physical health services.
84. Support the authority of the County to determine appropriate assessments, treatment and placement of psychiatric patients, including treatment in emergency rooms.
85. Oppose legislation or regulations seeking to alter the transportation, destination, or medical screenings for psychiatric patients which will unduly burden the limited number of psychiatric beds available in the community.
86. Support the Drug Medi-Cal Organized Delivery System to address substance use disorders; ensure that counties have the ability to effectively manage the delivery system to provide accessible, effective treatment services and the authority to provide the oversight required to ensure high quality, cost effective services through such tools as selective contracting.
87. Support legislation or regulations which would serve to sustain or improve reimbursement for Local Initiative Health Plans participating in the State's health care programs and ensure they continue to support the County safety-net health system.
88. Support the County's established Federally Qualified Health Center (FQHC) Look-Alike Clinics by ensuring appropriate and equitable treatment of County affiliated FQHCs regarding payments, cost-based services, reporting, and operational requirements.
89. Support efforts that promote integration of primary care and behavioral health and allow for appropriate payment for such services or visits.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

(CONTINUED)

90. Support health care reform that does not jeopardize the current health care delivery infrastructure and its financial underpinnings at the County level; urge careful deliberation to ensure that all of our residents have access to affordable and meaningful health care.
91. Oppose legislative or administrative efforts to place new requirements on local public health departments to regulate recreational day camps.
92. Support legislation or other administrative proposals to support and maintain the appropriate labor workforce to operate the San Joaquin General Hospital during times of emergencies including, but not limited to, a public health emergency, pandemic, and other natural disasters or terrorist events.
93. Support legislation or other administrative efforts towards quality improvement, medical control, and system integration of local emergency medical services agencies.

## HUMAN SERVICES

94. Ensure parity in County CalFresh administration by basing allocations on caseloads. In 2022, San Joaquin County received the lowest amount of funding on a per case basis for CalFresh administration.
95. Advocate for application-based funding for all benefit programs. Active caseloads are currently the primary mechanism for funding distribution yet staff time is not reimbursed for application assistance if the social services are denied.

## PUBLIC WORKS-FLOOD PROTECTION

96. Seek, advocate, and support legislation and/or budgetary proposals which would require coordinated planning and funding levels for comprehensive levee evaluations and flood protection, and improvements to existing flood protection/levee systems (project and non-project levees) to achieve enhanced Statewide urban flood protection.
97. Aggressively oppose legislative efforts to shift State and Federal liabilities and obligations to local land use and levee maintenance agencies. While it is necessary for local agencies to act responsibly when approving development in and near existing floodplains, it is inappropriate to subject local agencies, which approve development in a manner consistent with existing law, to assume liability for flood damages due to conditions over which the agencies have no control.
98. Support legislation or regulatory changes which would mandate coordination between State and Federal agencies relative to flood protection and floodplain management regulations.
99. Support legislative, regulatory, and administrative proposals that would improve coordination between Federal and State levee inspection programs to eliminate redundancies and accelerate correction of problems by requiring: A) joint Federal, State, and local inspections, B) consistent single inspection criteria, C) coordination of necessary permitting activities to secure necessary permits, and D) a reasonable amount of time to complete the desired correction work.
100. Oppose legislation or regulatory efforts which would impose arbitrary increases in flood protection standards without sufficient feasibility studies, including financial impacts and identification of funding sources for local implementation.
101. Oppose legislation or regulatory efforts which would result in a duplication of efforts between local floodplain administrators and the Central Valley Flood Protection Board regarding the evaluation of local development projects.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

102. Support legislative, regulatory, and budgetary efforts to provide additional surface water storage projects that would provide improved flood control, water supply, and environmental conditions.
103. Oppose arbitrary imposition of enhanced flood protection standards which apply only to the Delta and/or the Central Valley and are inconsistent with other Statewide standards.
104. Support legislative, administrative, or regulatory efforts which would provide required funding and streamline the permit process for the removal of silt from rivers, flood control channels, and Delta waterways.
105. Support legislation that provides reasonable extensions for making progress in preparations for 200-year flood protection pursuant to SB 5 (2007).

## **PUBLIC WORKS-GENERAL**

106. Oppose legislation or administrative proposals that would unreasonably limit the County's discretion in reviewing, imposing conditions and mitigations upon, and permitting private telecommunications and other equipment within the public right-of-way or on private property. County decisions could be based on or include prohibiting aesthetic and other environmental considerations, eliminating the ability to require public benefits in exchange for use of public infrastructure, imposing unreasonable review timelines, and circumventing conventional local agency review and public input processes.
107. Seek, advocate, and support legislative action that supports and/or funds innovation and integration of new and emerging technologies for the purposes of improving mobility and/or safety.
108. Seek, advocate, and support legislation for California Environmental Quality Act (CEQA) reform that streamlines the environmental compliance processes. Support legislative and administrative proposals to streamline regulatory permitting processes.
109. Support legislative, administrative, and budgetary proposals that provide resources for and/or facilitate management or eradication of invasive plant, animal, and insect species.
110. Support legislative and/or administrative proposals to streamline grant application and administration processes for Public Works projects and initiatives.

## **PUBLIC WORKS-REGULATORY REFORM**

111. Support legislative and administrative efforts that would require an economic evaluation that yields a positive cost benefit analysis before new regulations are implemented.

## **PUBLIC WORKS-SOLID WASTE**

112. Oppose legislation or changes to current regulations that would allow the processing of radioactive and semi-hazardous wastes at Class III landfills.
113. Advocate and support legislation, administrative, and regulatory proposals that would provide for the development and implementation of waste diversion, alternative disposal technology, and recycling programs, including recycling market development that provides local benefits.
114. Support legislation that would provide incentives for developing "landfill gas to energy" and "waste to energy" technologies and streamline related permitting processes.
115. Oppose legislation that would impose new solid waste disposal requirements on local government unless the funding mechanisms needed for implementation are provided.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

116. Support legislation that would require State and Federal facility compliance with State-imposed waste diversion mandates, or provide local jurisdiction relief from diversion mandates for waste over which they have no control.
117. Oppose legislation that would increase State disposal fee surcharges on local landfills.
118. Oppose legislation that would ban landfill disposal of new categories of products, unless an alternative disposal plan, related programs, and infrastructure are in place (“ban without a plan”).
119. Support legislation that would require the incorporation of waste diversion principles and the enhanced use of green technologies into sustainable plans for balanced community growth.
120. Support legislation and/or new regulations that would promote the development of cost-effective programs to increase the use of rubberized asphalt.
121. Oppose legislation and/or regulatory changes that would increase post-closure requirements for landfills.

## **PUBLIC WORKS-TRANSPORTATION**

122. Seek, advocate, and support legislative action that would serve to ensure a stable source of transportation funding to counties; protect and secure local transportation funds from being eliminated, delayed, or diverted away from counties; provide flexibility in administering local transportation programs and services; and increase funding for local transportation projects.
123. Continue to advocate that California receive its fair share of contributions from the Federal Highway Trust Fund.
124. Advocate for cities and counties to share equitably in the growth of Federal revenues available to California for the network of local roads which are experiencing increased traffic and functioning as secondary highways.
125. Continue to support legislation and/or budgetary proposals which would provide dedicated funding to address local transportation needs, including bridge maintenance projects, safety projects, and bicycle and pedestrian infrastructure improvements.

## **PUBLIC WORKS-WATER**

126. Support legislation, regulatory reform, funding, and/or budgetary proposals that would address groundwater overdraft, water quality, and supply issues in San Joaquin County.
127. Support legislation and/or regulatory reform that would serve to restore the San Joaquin River in-stream flows to the Delta in accordance with adopted resolutions and water resources planning documents within the County.
128. Advocate for and support legislation or regulatory efforts that would provide for the use of surface water to recharge critically over-drafted groundwater basins, and to define and streamline State regulatory permitting processes for aquifer storage and recovery.
129. Advocate for and support State policies and planning proposals that would provide resources for comprehensive flood risk reductions efforts, including the development of additional surface water storage facilities as defined under adopted Integrated Regional Water Management Plans or Groundwater Sustainability Plans.



# LEGISLATIVE/REGULATORY POLICY GUIDELINES

130. Support legislation that would provide new water supplies in the State to be developed through greater conservation, recycling, conjunctive use of ground and surface water, desalination of brackish and ocean waters, additional local water storage facilities, water reclamation, and improved management of flood waters.
131. Support legislation that would provide for local and regional water resource management activities to develop projects for improved conjunctive use, recharge capability, groundwater storage and use, and local storm water management plans.
132. Seek and support legislation that would facilitate prevention of and recovery from flood, seismic, and other potential emergencies in the Sacramento-San Joaquin Delta levee system.
133. Support State and Federal programs that assist water customers in disadvantaged communities, ensuring these populations are not denied essential services.
134. Support legislation or regulatory reform that would remove the requirement for Storm Water Resource Plans to be in place for projects that propose to recharge groundwater.
135. Support legislation that would prevent the State Water Resources Control Board from canceling filed water rights applications where they are held by a public agency and where the water is planned for beneficial use consistent with the adopted Urban Water Management Plan and/or an adopted Groundwater Sustainability Plan where the water is needed to achieve sustainability.





# 1. Adolescent Substance Use Disorder Facility

## LEGISLATIVE PROJECTS

### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budgetary appropriations to provide funding assistance for an adolescent substance abuse facility.

### BACKGROUND:

San Joaquin County has identified significant needs for a residential substance abuse treatment facility for adolescents ages 14 to 18.

Studies conclude methamphetamine is the most-used drug, while marijuana, opioids, and alcohol are also major drugs of choice among adolescents. An estimated 2,500 youth in San Joaquin County are in need of treatment for alcohol abuse, and approximately 3,300 are in need of treatment for illicit drugs. A 2018 Needs Assessment reported that 3.4% of adolescents ages 12-17 binge drank at least once in the month prior to the survey. In addition, 49% of youth in the 11<sup>th</sup> grade reported they have been “high” from using drugs. According to Calschls.org 2021 data, 15% of students in San Joaquin County responded “yes” to alcohol or drug use, 33% of whom reported using alcohol and other drugs one or more days in the past 30 days.

This trend is regional so in 2022, San Joaquin, Stanislaus, and Merced Counties, initiated a partnership for a facility to serve the youth in their respective counties. However, it will only address the mental health needs of the 14-18 year old population and not co-occurring substance use disorders.

The County seeks additional funds to provide a facility for residential substance abuse treatment for adolescents. The only available option for adolescents needing treatment for alcohol abuse and illicit drug use is outpatient counseling services. If an adolescent needs more than outpatient counseling, no other treatments are available.

**APPROPRIATION REQUEST: \$4 MILLION**

**TOTAL PROJECT COST: \$8 MILLION**

**(Project Literature Available)**

**Health Care Services Agency:** Greg Diederich, Director | [gdiederich@sjchcs.org](mailto:gdiederich@sjchcs.org) | (209) 468-7031  
**Behavioral Health Services:** Genevieve Valentine, Director | [gvalentine@sjcbhs.org](mailto:gvalentine@sjcbhs.org) | (209) 468-8752



## 2. Public Health Facility Replacement/ Expansion

### LEGISLATIVE PROJECTS

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation which would create a funding stream to construct phase two of the Public Health Services facility located on the Hazelton Avenue campus in Stockton.

#### BACKGROUND:

The San Joaquin County Public Health Services (PHS) facility was constructed over 50 years ago, in the 1960s, with Hill Burton funds. Since that time, the County population has increased by more than 180%. PHS staff are spread out over multiple locations, in a mixture of County-owned and leased spaces. More than 10 years ago, it was determined that the building had reached the end of its useful life given significant structural barriers to implement safety features in the building. In an effort to consolidate staff and services, phase one of a new public health facility was completed in 2022. In 2022, the County was awarded congressionally directed spending from U.S. Senator Dianne Feinstein to design phase two of the project. Phase two designs are expected in 2024, at which time PHS will need capital support to complete the buildout of this phase.

Given post-pandemic construction costs escalations, the sooner the County can plan and begin phase two construction, the more economical it will be, which will enable PHS to provide regional public health services to its growing population.

The County seeks to:

1. Obtain sufficient space to provide public health services in a safe and efficient manner;
2. Consolidate PHS operations onto a single site; and
3. Plan sufficient space for future growth.

**APPROPRIATION REQUEST: \$5 MILLION    TOTAL PROJECT COST: \$48.7 MILLION (APPROXIMATE)**

**Health Care Services Agency:** Greg Diederich, Director | [gdiederich@sjhcs.org](mailto:gdiederich@sjhcs.org) | (209) 468-7031  
**Public Health Services:** Vacant



## 3. Recovery House Replacement

### LEGISLATIVE PROJECTS

#### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation which would create funding for the construction of a residential substance use disorder (SUD) treatment facility.

#### BACKGROUND:

The San Joaquin County Recovery House is a co-ed residential treatment facility for substance use disorders. The County population it serves has increased approximately 215% since its construction on the San Joaquin General Hospital grounds prior to the 1960s.

The existing facility is not conducive to the provision of evidence-based practices for treating SUDs and is in need of repairs and renovations that would exceed the cost of its replacement. The mixing of populations from the justice system with those who have a serious mental illness and co-occurring SUD is inefficient; research shows it is also detrimental to low-risk clients. San Joaquin County needs to increase access to, and capacity for, residential SUD treatment in the community to meet regulatory standards and reduce inappropriate incarcerations of individuals with behavioral health concerns.

The County seeks to:

1. Obtain sufficient therapeutic space to provide residential SUD treatment in a safe and effective manner.
2. Provide a facility that can service a diverse population appropriately on the same site.
3. Have a plan that allows for growth as warranted.

**APPROPRIATION REQUEST:** \$7 million

**TOTAL PROJECT COST:** \$14 million

**Health Care Services Agency:** Greg Diederich, Director | [gdiederich@sjchcs.org](mailto:gdiederich@sjchcs.org) | (209) 468-7031  
**Behavioral Health Services:** Genevieve Valentine, Director | [gvalentine@sjcbhs.org](mailto:gvalentine@sjcbhs.org) | (209) 468-8752



## 4. Cybersecurity

### LEGISLATIVE PROJECTS

**BOARD STRATEGIC PRIORITY:**

*Organizational Capacity*

**LEGISLATIVE PLATFORM:**

Seek, advocate, and support legislation and/or budget appropriations, which would provide funding assistance to enhance and improve cybersecurity capabilities for San Joaquin County.

**BACKGROUND:**

San Joaquin County seeks State and Federal assistance for the necessary tools to protect its critical infrastructure from cyberattacks.

San Joaquin County is constantly evaluating methods to protect its critical infrastructure which includes elections systems, telecommunications, information systems, and sensitive constituent data from being compromised. As identified in the latest Department of Homeland Security Grant Program guidance and with the establishment of the Cybersecurity Task Force within the California Office of Emergency Services, cyberattacks have been deemed a major threat to critical infrastructure at both the State and Federal levels.

The County's cybersecurity team constantly monitors its critical infrastructure to prevent, detect, identify, and mitigate potential threats. As cyberattacks evolve and change in nature, so must the tools and procedures used to combat them. The County has performed extensive analysis leveraging partners within the cybersecurity industry, the State, and local agencies to identify improvements to San Joaquin County's cybersecurity systems.

The County has developed a comprehensive plan to upgrade its cybersecurity systems that will require additional investments in technology and training to ensure critical infrastructure is protected from cyberattacks.

**APPROPRIATION REQUEST:** \$1.1 million

**TOTAL PROJECT COST:** \$1.1 million

**(Project Literature Available)**

Information Systems Division: Mark Thomas, Director | [mthomas@sjgov.org](mailto:mthomas@sjgov.org) | (209) 468-0215



## 5. Assistance for Sex Offender Registration Act

### LEGISLATIVE ISSUES

#### **BOARD STRATEGIC PRIORITY:**

*Public Safety/Criminal Justice*

#### **ISSUE:**

The passage of Senate Bill (SB) 384 created a tier-based registration system for sexual offenders. This system differentiates sex offenses by the severity of the crime, with Tier 1 being the least severe and Tier 3 being the most severe. Individuals in Tier 1 or 2 may now petition for release from their sex-offender registration requirement after being registered for the mandatory minimum amount of time which has significantly increased the workload of impacted agencies.

#### **LEGISLATIVE PLATFORM:**

Seek, advocate, and support legislation and/or budget appropriation, which would provide additional funding to counties to address the great impact that SB 384 has had since January 1, 2021.

#### **BACKGROUND:**

With the passage of SB 384, known as the Sex Offender Registration Act, California no longer requires lifetime registration for all sex offenders. The legislation created a three-tiered system that differentiates between sex offenses by the severity of the crime. Effective January 1, 2021, the California Department of Justice began to determine the tier status of registered sex offenders. In addition, effective July 1, 2021, individuals in Tier 1 or Tier 2 were able to petition the Superior Court in their county of residence to remove their name from the sex-offender registry after being registered for the mandatory minimum amount of time. The ability of sex offenders to petition to be removed from the sex offender registration system has greatly increased the workload of many local government agencies.

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## 6. Body Worn Cameras

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety /Criminal Justice*

#### ISSUE:

The use of Body Worn Cameras (BWCs) has dramatically increased the workload of Public Defenders who have an ethical obligation to review all discovery provided, including many hours of recordings from BWCs.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budget appropriation, which would provide sufficient funding to counties to address issues related to the use of BWCs by law enforcement agencies.

#### BACKGROUND:

San Joaquin County supports the deployment of new and emerging investigation technology, such as BWCs. BWCs are electronic recording devices that capture audio and video when activated. Law enforcement agencies use these devices to record statements by witnesses, victims, and suspects; document crime scenes; and for other investigative purposes. Local law enforcement agencies use BWCs, including the San Joaquin County Sheriff's Office and the Lodi, Stockton, and Tracy Police Departments. As of July 2017, the Stockton Police Department requires BWCs be worn by all officers responding to calls or enforcement. Other law enforcement agencies such as San Joaquin County Sheriff's Office, Tracy Police Department, and Lodi Police Department have also outfitted some officers.

Law enforcement agencies who record interviews often direct the reader to refer to the BWC recording for a complete statement and only briefly summarize statements in the crime report. Prior to BWC technology, interviews were videotaped or audio recorded primarily in homicides and high-profile or serious cases.

With the implementation of BWCs, most encounters are recorded. In addition to the many more hours the Public Defender's Office spends reviewing BWC recordings, California Rules of Court Rule 2.1040(b) requires that, unless good cause is found, the party offering the recording must provide a transcript of the electronic recording. The workload to the Public Defender's Office has dramatically increased by the need to transcribe the statements captured on the BWC recording.

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## 7. California Multi-Jurisdictional Methamphetamine Enforcement Team

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

The proliferation and trafficking of methamphetamine drug laboratories and other illegal drugs continues to be a serious problem in San Joaquin County.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support efforts which would:

1. Increase funding for local law enforcement agencies to combat the production, trafficking, and sale of methamphetamine and other illegal drugs;
2. Increase funding for the California Multi-Jurisdictional Methamphetamine Enforcement Team and other programs targeted at combating illegal drug production and trafficking; and
3. Support legislative efforts and/or budgetary proposals that would sustain the current level of funding to combat illegal drugs, and oppose budget reductions to the Methamphetamine Program.

#### BACKGROUND:

Production and trafficking of methamphetamine continues to be a significant issue in San Joaquin County in spite of the increased seizures of large quantities of methamphetamine and large-scale clandestine laboratories. Although, Federal and State laws have been enacted to curtail and restrict the sales of precursor chemicals, drug trafficking organizations have adapted and continue to transport large quantities of methamphetamine into California. In addition, marijuana, cocaine, fentanyl, and heroin trafficking are increasing in San Joaquin County. Increased Federal and State funding is necessary to maintain high-level enforcement to combat this issue, and to address the growing operating costs, including technological costs of keeping abreast of the sophisticated and elusive drug trafficking organizations.

**Sheriff:** Patrick Withrow, Sheriff | [pwithrow@sjgov.org](mailto:pwithrow@sjgov.org) | (209) 468-4319



## 8. Capping of Telephone Fees

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Proposals by the Legislature to cap telephone and other fees currently being charged by the Sheriff which could negatively impact the Inmate Welfare Fund.

#### LEGISLATIVE PLATFORM:

Oppose legislation that would have a negative impact on the Inmate Welfare Fund by capping phone charges and other commissary items that are then used to provide services to inmates.

#### BACKGROUND:

Under California Penal Code 4025, the Sheriff's Inmate Welfare Fund receives commission through various fees to fund inmate services like education and rehabilitation. As regulated by Penal Code 4025, all funds are required to be spent for the benefit of the inmates and cannot be used to supplant funding for other items or services.

For fiscal year 2021-2022 the Inmate Welfare Fund in San Joaquin County generated \$4,393,282 in revenue from telephone use and commissary sales, which was a significant increase from the previous fiscal year.

In October 2021, the California Public Utilities Commission imposed a per-minute cap of seven cents (\$0.07) for intrastate debit, prepaid, and collect calls for all incarcerated persons calling services (IPCS) operating within California. At this time, the Sheriff's Office saw widespread, record high increases to inmate account balances. The cap was implemented to address fraud being committed by inmates who were applying for and receiving California COVID-19 relief funding.

Senate Bill (SB) 555 (Mitchell, 2020) would have made changes to the Inmate Welfare Fund and capped some of the fees. Specifically, this bill would have capped all inmate phone call costs to \$0.05 per minute and restricted costs on inmate commissary items to no more than 10% above what the vendor charges for the item. All revenue currently received from these fees are placed into the Inmate Welfare Fund per regulations and are used for inmate services such as education, rehabilitation programs, televisions, board games, reading materials, vocational programs, reward incentives, the Community Corp Programs, and other inmate benefits. Elimination of the funding source will eliminate these programs unless other funding is appropriated. Loss of this funding will impact County employees, inmate education/rehabilitative programs, and the Community Corp Program (potentially creating a cost savings to other entities that utilize inmate work crews).

Governor Newsom vetoed SB 555 and there are currently no bills aimed directly at local jails. Senate Bill 1008 was recently signed into law by Governor Newsom and makes all calls from prisons free for inmates. The original wording of the bill included "a state prison, or a state, county, or city youth residential placement or detention center," but when passed, it only impacted California Department of Corrections and Rehabilitation prisons and youth facilities.

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## 9. Cold Case Funding

### LEGISLATIVE ISSUES

**BOARD STRATEGIC PRIORITY:**

*Public Safety/Criminal Justice/Quality of Life*

**ISSUE:**

Seek funding for cold case investigations.

**LEGISLATIVE PLATFORM:**

Seek, advocate, and support legislation and/or budget appropriations that would provide additional funding to local law enforcement agencies to investigate cold cases and to create funding for a Countywide Cold Case Task Force to investigate these cases.

**BACKGROUND:**

Currently, there are approximately 200 homicide cold cases at the San Joaquin County Sheriff's Office. These cases date back to the 1960s. Many families have not been given any closure and continue to suffer wondering who is responsible for killing their loved ones.

In 2019, the Grand Jury offered a finding that there needed to be a more concerted effort in San Joaquin County toward investigating cold cases. The Sheriff's Office developed and maintains a Cold Case Investigations Unit with one Sergeant, four Deputy Sheriffs, and an assistant. The District Attorney's office has a dedicated Criminal Investigator and a Deputy District Attorney assigned to their Cold Case Unit. However, this is not enough staffing due to the immense amount of time and research required to investigate cold cases.

During the investigation of these cases, there is a significant impact to the criminal justice system requiring the assistance of the District Attorney's Office, Victim Witnesses, the Department of Justice, and other law enforcement agencies.

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## 10. Funding for Reintegration Programs

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice*

#### ISSUE:

People who have criminal records experience barriers to reintegration into society and there is a lack of sufficient programs to support community re-entry for many individuals and their families.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budget appropriation, which would provide sufficient funding to counties for Clean Slate and Second Chance remedies.

#### BACKGROUND:

A criminal record follows clients around for years and has a negative impact on the social life, career path, and family life of clients. In the last few decades, the collateral consequences of having felony convictions have worsened in the last few decades. There are hundreds of laws that limit the types of jobs or professional trades open to people with felonies, and restrictions that prevent access to housing, loans, and childcare assistance. The results have been devastating. Even after people have completed their sentences, they face substantial barriers to becoming stable and productive community members. The Public Defender is dedicated and legally mandated to serve the diverse needs of the community and its justice system by furnishing clients with competent, effective, loyal, ethical, compassionate, and efficient advocacy. Penal Code Section 4852.08 states that a petitioner shall be represented by the public defender if s/he does not have counsel after filing to seek a certificate of rehabilitation and pardon. The Clean Slate Program would improve the County's criminal justice system by allowing people who have had contact with the criminal justice system to be successful in rejoining their community by cleaning up their criminal record and removing or reducing the collateral consequences of criminal convictions, including barriers to employment, housing, education, and licensure. People who have jobs, access to professional trades, licensures, and housing have a lower recidivism rate. It is imperative to invest in Clean Slate and Second Chance programs to help people successfully reintegrate into families, communities, and society.

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# 11. Human Trafficking

## LEGISLATIVE ISSUES

### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

### ISSUE:

Human trafficking has been an ongoing issue within San Joaquin County for the last several years and additional funding is needed to combat human trafficking and help victims.

### LEGISLATIVE PLATFORM:

Seek, advocate, and support efforts which would:

1. Increase funding to local law enforcement agencies to combat human trafficking.
2. Create funding for a regional task force to combat human trafficking.

### BACKGROUND:

Human trafficking is an umbrella term encompassing all forms of exploitation occurring locally, nationally, and abroad. Jurisdictional and geographic boundaries are often crossed by traffickers and their victims. Human trafficking knows no borders. Though many believe human trafficking occurs only in foreign countries, 83% of all confirmed sex-trafficking victims in the United States are from the United States. Trafficking takes many forms but is most commonly separated into sex and labor trafficking, and people can be victims of both.

Most people think of human trafficking from a sexual exportation viewpoint but many times victims are also trafficked and exploited for their labor, possibly as a roadside vendor. When victims are located, the following resources could be impacted: Victim/Witness Services, Mary Graham Children's Shelter, Women's Center- Youth & Family Services, San Joaquin General Hospital for Suspected Abuse Response Team (SART) exams, and the offices of the District Attorney, Public Defender, and the County Jail.

The Sheriff's Office has collaborated with other law enforcement agencies within San Joaquin County, however, there is a need for a more formalized local and Federal response to eliminate human trafficking.

A commitment to combating human trafficking will help victims by increasing the amount of resources available in San Joaquin County.

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## 12. Juvenile Justice Realignment

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety*

#### ISSUE:

On September 30, 2020, Governor Newsom signed Senate Bill (SB) 823 (Committee on Budget) which realigned the Division of Juvenile Justice to counties.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation that would provide sufficient, long-term, and sustainable funding beyond 2024-2025 to address issues related to realignment of the State's Division of Juvenile Justice (DJJ) to counties.

#### BACKGROUND:

SB 823 realigns the DJJ to counties. This bill mandated the following:

1. Stopped intake at DJJ on July 1, 2021.
2. Created a new State Office of Youth and Community Restoration (OYCR) that will be under the Department of Health and Human Services. The OYCR will be in charge of oversight and providing grants to counties.
3. Required a Juvenile Justice sub-committee to be created in each county, which submits local plans to the OYCR to obtain any grant funding.
4. Local plans are required to be submitted and approved by the OYCR during the second year of implementation. The County Board of Supervisors must also approve the initial DJJ realignment plan.
5. Funding at full implementation (2024-2025) is \$208.8 million Statewide.
6. Developed a new disposition track for youth under SB 92.

The long-term impacts of SB 823, and the realignment of formerly sentenced DJJ youth remaining in local care is unknown currently. However, without a sustainable funding formula, the County will take on the financial liability to assist the Probation Department in meeting this State mandate.

The Department's grant funding allocation from the State is based off the number of youth committed to DJJ over the past three years, the offense types of youth currently in custody, and the age of youth (10-17). The current funding structure is set to expire 2024-2025. Without outside revenue, the Probation Department would have to rely on additional General Fund money to fill in the gaps left by this revenue. It is important the Administration work with local leaders and partner with the Chief Probation Officers of California (CPOC) to develop a sustainable, long-term, and equitable funding formula for California counties.

**Probation:** Steve Jackson, Chief | [scjackson@sjgov.org](mailto:scjackson@sjgov.org) | (209) 468-4070



## 13. Outlaw Motorcycle Gangs

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Outlaw Motorcycle Gangs (OMG) are a national issue, and as seen during a high-profile funeral in Stockton in 2022, clubs from neighboring counties, States, and even countries will maintain a local presence in San Joaquin County. OMGs are directly involved in illegal drugs and human trafficking.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support efforts to increase funding and proactive training that is focused on enforcement of OMGs. Specialized efforts will enable the Sheriff's Office and other law enforcement entities to increase overall public safety of the citizens in the County by enabling a targeted focus on these unique criminal elements that have not historically been available.

#### BACKGROUND:

San Joaquin County is host to several recognized OMGs, such as the Hells Angels, Alky Haulers, Jus Brothers, Soul Brothers, and Henchmen, to name a few. In 2022, a homicide occurred in northern San Joaquin County that is believed to be related to the Hells Angels.

On September 24, 2022, a funeral was held in the unincorporated area of Stockton for Sonny Barger, a founding member of Hells Angels who helped fuel the infamy of the gang. Law enforcement presence for this event required coordination of all agencies within the County, as well as Federal and State partners, to ensure public safety. At least 5,000 people with ties to Hells Angels and other OMGs were present. A single large-scale operation event can cost the County \$100,000 in staff time for planning and preparation and an additional \$200,000 to staff the event itself. Funding for OMG investigations and training will provide additional resources to law enforcement and reduce response times for these types of investigations, some of which will be addressed proactively.

OMGs are unique and require specialized skillsets for investigators. Proactive enforcement, along with training, will allow law enforcement to ensure the safety of San Joaquin County citizens and conduct effective, efficient, and prosecutable cases. Specialized training will also create a community of practice enabling trained law enforcement investigators to become specialists who can share their knowledge with neighboring counties, the State, and potentially even nationwide.

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## 14. Public Safety Reform

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Proposals by the Legislature to change long-standing operating protocols by peace officers including the definition of use of force, crowd tactics, immunity standards, and other proposals can have negative potential impacts to the County Sheriff's Office.

#### LEGISLATIVE PLATFORM:

Oppose legislation that would:

1. Eliminate protections for peace officers and public entities;
2. Change other standards and protocols that could have a negative impact on the operation of the County Sheriff; or
3. Increase costs to the County.

#### BACKGROUND:

Each legislative session, proposals are introduced to make changes to police procedures, protocols, and other standards. Such legislation could be detrimental to County operations.

On September 30, 2021, Governor Newsom signed Senate Bill (SB) 2, Peace officers: certification: civil rights, which outlines peace officer requirements in California. This bill requires all California law enforcement agencies to report to Peace Officer Standards and Training (POST) on any complaint, charge, allegation, or investigation into the conduct of a peace officer that could render the officer's State certification suspended or revoked. The bill also requires reporting of any findings by civil oversight entities (which currently do not exist in San Joaquin County) and civil judgments which could affect the Officer's certification. Circumstances that fit this criterion include excessive force, sexual assault, making a false arrest, or participating in a "law enforcement" gang.

As a result of this bill, POST is also creating a Peace Officer Standards Accountability Division, which can review investigations conducted by law enforcement agencies that can lead to allegations of serious misconduct and conduct additional investigations as they deem appropriate.

Since SB 2 is relatively new and still rolling out, any changes to its implementation is of interest, as compliance with this new law continues to evolve.

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## 15. Stabilization of Funding for the California Community Corrections Performance Incentives Act (SB 678)

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capabilities*

#### ISSUE:

The funding stream needs to be stabilized in order for county probation departments to put the necessary programs and services into place to have long-term success at addressing the needs of the offenders and reducing recidivism.

#### LEGISLATIVE PLATFORM:

Support legislation and budget proposals that would provide a stable funding source to incentivize counties to continue to reduce State prison population through improved local population and supervision practices and capacities, and to reduce the percent of adult probationers sent to prison for a probation failure or for a commission of a new crime.

#### BACKGROUND:

The California Community Corrections Performance Incentives Act Senate Bill (SB) 678 was enacted in 2009. This was the State's first attempt at reducing the State prison population by incentivizing counties to improve local probation supervision practices and capacities in an effort to reduce the percentage of adult probationers sent to prison for a probation failure or for a commission of a new crime. The State determines the county's probation failure rate (compared to the county's average adult felony probation population during the same period) and compares it to the baseline probation failure rate that was established in 2006-2008. A portion of the "State savings" is then shared with the county.

In 2011-2012, the San Joaquin County Probation Department was allocated \$1.2 million and in 2012-2013, \$3 million. In 2013-2014, the SB 678 formula was changed to include any person convicted of a felony offense under probation supervision, mandatory supervision, or post release community supervision and included those sentenced to State prison or a local prison sentence or had supervision revoked and were sentenced to the county jail for that revocation. In 2014-2015, the "State savings" that was shared with counties equated to \$27,309, the cost to the State to incarcerate an inmate in a contracted facility. Since the passage of the SB 678 funding formula, San Joaquin County's allocation has stabilized. In 2013-2014, the San Joaquin County Probation Department was allocated \$2.1 million; in 2014-2015, \$3.1 million; in 2015-2016, \$2.3 million; in 2016-2017, \$2.3 million; and in 2017-2018, \$2.3 million. In 2018-2019, the Department received \$2.2 million; and in 2019-2020, \$2.2 million. In the last two State Budgets (2021-2022 and 2022-2023), the Administration allocated \$115 million one-time General Fund dollars to county probation departments. This is approximately an \$8 million reduction over the previous funding allocation. The Department revenue from these one-time funds was \$2.1 and \$2.2 million. The current fiscal year allocation is projected at \$2.2 million. Over the past three budget cycles, the Department has moved positions around to mitigate the financial impact to this account over time.

**Probation:** Steve Jackson, Chief | [scjackson@sjgov.org](mailto:scjackson@sjgov.org) | (209) 468-4070



# Stabilization of Funding for the California Community Corrections Performance Incentives Act (SB 678) *(Continued)*

## LEGISLATIVE ISSUES

During 2021-2022, Assembly Bill 1950 went into effect and amended Penal Code section 1203(a)(1) to set the maximum term of probation for most misdemeanor crimes at one year.

It also amended section 1203.1 to set the maximum term of probation for most felonies at two years. It is too early in the legislation to predict what impact this reduction in supervision period will have on the outcomes previously produced by the Department under SB 678.

At any time, if the County does not meet its baseline projections, funding is reduced to \$200,000. A variance in funding hinders probation departments from spending all of their allocations in hiring additional probation officers and expanding programs and services. The reduced revenue could force programs and staffing to be eliminated. It is important to note that Statewide for 2014-2015, 17 counties did not meet baseline numbers and subsequently only received \$200,000. San Joaquin County was identified as one of six counties that received a "High Performance Grant." If funding was reduced to \$200,000, the specialized programs and services provided through SB 678 funding would be at risk for elimination. Should the funding formula again be changed, special consideration will need to be made to ensure stability in the funding stream.

Without this revenue source, county probation departments would have to utilize a greater portion of the County's General Fund. The programs put into place with this funding stream have shown to be effective in supervising clients in the community and has assisted in the reduction of California's prison population. The legislature should work with the Chief Probation Officers of California organization and California State Association of Counties on developing an equitable long-term funding formula to sustain these programs.



## 16. Unreimbursed Trial Court Expenditures

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Rule 10.810 of the California Rules of Court specifically excludes some costs which are clearly court-related, thus shifting those costs to counties. Furthermore, the Sheriff is mandated to provide courtroom security. Therefore, the State should fund all costs associated with court security.

#### LEGISLATIVE PLATFORM:

1. Seek, advocate, and support legislation and/or budget appropriation which would provide sufficient funding to counties to:
2. Expand the definition of “allowable” trial court expenditures under Rule 10.810 of the California Rules of Court to include all court-related costs that are currently paid by counties;
3. Provide a budget appropriation to fund “allowable” costs under the Superior Court Law Enforcement Act of 2002 (SB 396); and
4. Cover local courts actual cost provisions for security services or authorize the Sheriff to reduce services as necessary to meet budget reductions made necessary by a local court.

#### BACKGROUND:

**Rule 10.810**—Local trial courts receive funding only for expenditures falling under categories listed in Rule 10.810 of the California Rules of Court prepared by Judicial Council. Rule 10.810 specifically excludes some costs which are clearly court related, thus shifting those costs to the counties. Examples include the courts’ fair share of building and grounds maintenance in the courthouses, juror parking, bus passes, office overhead, in-custody defendant transportation, and holding cell personnel necessary for the court security function. The Superior Court Law Enforcement Act of 2002 (SB 396), Section 69927 (4), defines, among other things, the cost of support staff for the court security function as “allowable” costs; however, provisions for funding were not provided by the Legislature.

**Court Security**—Local trial courts receive funding through the Administrative Office of the Courts (AOC) to operate. One of the areas funded in this method is the provision of Court Security Services by the Sheriff to the local courts. Pursuant to Government Code Section 69927, certain costs are reimbursable only to the extent funds are made available by the Legislature. In July 2009, the Legislature reduced the amount reimbursed to the Sheriff by 4.62%; however, the Legislature requires the Sheriff to continue to provide the same level of services to the Courts. This same legislation gave the local court the ability to refuse to pay for any post-employment health care costs for Sheriff staff. In effect, the Legislature has shifted these costs to the Sheriff, and ultimately to the counties. To the extent a court cannot pay the costs, the Sheriff shall not be required to provide the service.

**Sheriff:** Patrick Withrow, Sheriff | [pwithrow@sjgov.org](mailto:pwithrow@sjgov.org) | (209) 468-4319



# 17. Nutria Survey and Eradication Funding

## LEGISLATIVE ISSUES

### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Water Management*

### ISSUE:

Inadequate funding limits the ability to successfully survey and eradicate the exotic vertebrate pest “nutria” in the San Joaquin River Basin and Delta Region.

### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and budget proposals, which would provide additional and extended State and Federal funding sources for the California Department of Fish and Wildlife Invasive Nutria Survey and Eradication Project, and identify long-term funding sources that will be required to assure a successful program.

### BACKGROUND:

In March 2017, a female nutria pregnant with seven young was captured in a private wetland southeast of Gustine, Merced County. Nutria (*Myocastor coypus*) are large, semi-aquatic rodents, which are native to South America and highly invasive in the United States. Nutria are regulated as an A-rated pest by the California Department of Food and Agriculture (CDFA) and as a live restricted animal by the California Department of Fish and Wildlife (CDFW) (14 CCR § 671). Following this detection, an Interagency Nutria Response Team was convened and has since captured 1,621 nutria in California and have documented additional confirmed and unconfirmed sightings. As of July 2020, there has been 102 nutria captured and two additional sightings in San Joaquin County.

Nutria are capable of rapidly expanding populations, both in size and geographic distribution. Female nutria are reproductive by six months of age, breed year-round, and can produce three litters in 13 months. Within approximately one year of reaching reproductive maturity, one female nutria can result in more than 200 offspring, which can disperse as far as 50 miles. Thus far, there have been 1,515 necropsies performed on captured adult and juveniles finding an additional 1,717 fetal nutria. Populations in other states (e.g., Oregon, Louisiana, Texas) have reached numbers into the millions and in some locations persist in the hundreds of thousands. Oregon sees densities up to 56 nutria per acre, while Louisiana harvests 450,000 nutria annually.

The CDFW and its partner agencies are implementing an eradication project to prevent further impacts to the State’s resources. The existence and spread of nutria in California will undoubtedly result in substantial ecological and economic impacts, including loss of wetland and riparian habitat, soil and bank erosion, levee failures, agricultural losses, degraded wildlife and fish habitats, damaged revegetation (restoration) sites, and exacerbated spread of invasive plants. This rapid response project will minimize the negative impacts of nutria to California’s resources while maximizing the cost-efficiency of eradication efforts.

**Agricultural Commissioner:** Kamaljit Bagri, Ag. Commissioner | [kbagri@sjgov.org](mailto:kbagri@sjgov.org) | (209) 953-6007



# Nutria Survey and Eradication Funding

## *(Continued)*

### LEGISLATIVE ISSUES

Left unchecked, the damage caused by nutria to the Sacramento-San Joaquin River Delta (Delta) levies would have a detrimental Statewide effect to both the economy and wildlife. The crop production value of the Delta alone amounts to over \$500 million per year. The damage to fish and wildlife habitat and fresh water conveniences would be devastating.

CDFW originally received a two-year grant of \$1.2 million and CDFA received an additional grant of \$800,000 for a two-year delimitation project lasting through 2019-2020. The funds for the CDFA project have not been replaced. CDFW did receive additional funding of \$1,949,000 for 2019-2020, and an additional \$1,624,000 for the next five fiscal years. While these funds are a good start, it still does not provide enough “boots on the ground” to ensure a quick eradication.

Even if CDFW is able to eradicate nutria in all known infested areas, these types of efforts can take decades before they can be successful. It is important that all financial State and Federal funding avenues be pursued in order to ensure the safety of not only the San Joaquin River system, our fresh water convenience systems, but the integrity of the Delta itself.



## 18. Pest Prevention and Surveillance

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Economic Development*

#### ISSUE:

Insufficient funding for pest prevention and surveillance detection.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and budget proposals that restore and provide full State and Federal funding of County pest prevention programs, and identify alternative sources of funding.

#### BACKGROUND:

San Joaquin County is the seventh largest agricultural county in California, ranking higher than 15 states nationally. Agriculture is a major factor in the County's economy and way of life. According to a 2020 report, agriculture is responsible for \$5.7 billion per year to the County's economic output and provides more than 33,000 jobs; therefore, funding for early plant pest detection and surveillance is of priority to San Joaquin County. The study and subsequent report, "Economic Contributions of San Joaquin County Agriculture", was conducted for the Office of the Agricultural Commissioner by Drs. Jeff Langholz and Fernando DePaolis of Agricultural Impact Associates, a consulting firm specializing in agricultural economics.

Due to severe budget cuts at both the State and Federal levels, local pest exclusion and pest detection program funding has remained stagnant since the Great Recession. The Pest Prevention program experienced a significant decrease in funding in 2011 as compared to previous years. In 2018-2019, a portion of the program was reduced through Unclaimed Gas Tax funding, however, State and Federal funding has yet to be re-instated, significantly limiting the Agricultural Commissioner's ability to expand programs to detect incoming pests. The County's loss of its pest exclusion dog team funding requires the County to rely on surrounding counties to provide canine inspection services after meeting the inspection needs at post office distribution locations. The anticipated continued growth of FedEx, UPS, and Amazon shipping points expose the County's agricultural industry to significant risks of being placed under State and Federal quarantines. This would restrict the industry's ability to market its \$3.2 billion in agricultural commodities to other countries and states.

The County's agricultural industry continues to battle invasive plant pest detections and infestations.

1. 2009 - Light Brown Apple Moth Infestation (the County experienced its first pest quarantine in 28 years)
2. 2010 - European Grapevine Moth Infestation
3. 2011 - Oriental Fruit Fly Infestation
4. 2014 - Asian Citrus Psyllid Infestation (over half of the County placed under quarantine)

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# Pest Prevention and Surveillance

## (Continued)

### LEGISLATIVE ISSUES

The County continues to find other pests including single finds of Peach and Oriental Fruit Flies in May 2016 and October 2019, and Asian Citrus Psyllid in December 2022. Beginning in 2017-2018, the County began receiving air freight shipments from the Eastern United States, which introduced Japanese Beetles, Emerald Ash Borer, and most recently in 2019, the Spotted Lantern Fly.

Spotted Lantern Fly is of great concern as this pest has shown itself to be especially destructive to grapevines and has no known natural predators in the continental United States. It can destroy a vineyard in a matter of days. San Joaquin County is the number one producer in volume of wine grapes in California per year. In 2019, the County had 88,700 acres of wine grapes in production with a value of \$428 million of unprocessed grapes. Ways of early detection and eradication of the Spotted Lantern Fly are still under development, however, there is inadequate funding to provide an early detection program for this pest.

Other exotic pest finds include Branched Broomrape and Cucumber Green Mottled Mosaic Virus, which have caused quarantines in several production areas within the County, seriously limiting what can be planted in the affected areas. Each of these detections has resulted in State and Federal plant pest quarantines that have seriously impacted the County's agricultural industry and economy.

The County Agricultural Commissioner's Office has two main programs aimed at preventing invasive pests, the Pest Exclusion Program and the Pest Detection Program. The Pest Exclusion Program is the first line of defense aimed at preventing pest at their point of entry into the State and County through plant and commodity inspections and inspection of shipping and receiving locations like FedEx, UPS, and Amazon. Most recently, Amazon began offering prepared and raw commodity delivery service, as well as seeds and other plant materials that largely go uninspected. The majority of foreign pests are moved by people who ship homegrown commodities to friends and relatives from other states and countries, as well as bulk floral shipments from Hawaii, which makes it imperative that these inspection programs are robustly funded.

Also included in this program, are the inspection of shipments moved through the border crossings which include feed grain, hay, moving pods, and apiaries from other states. These shipments can include insect pests not known to exist in California, weed seeds, and the red imported Fire Ant. Apiary shipments can also arrive with insect pests and diseases that can be devastating to the County's apiary industry, which are critical for pollinating commodities sold throughout the world.

The Pest Detection Program is the second line of defense which maintains a Countywide network of insect traps and other detection tools to serve as an early warning system against serious agricultural pests. The program is designed to detect a pest before it can cause widespread damage and economic losses. The earlier a foreign pest infestation can be detected, the easier and less costly it is to eradicate. Climate change is causing a change in behavior of many invasive species, such as the discovery of Oriental Fruit Flies in El Dorado and Shasta Counties in 2018 where they had not been found before. Insects are also being found later in the trapping season. This shows the need to expand trapping seasons with greater trap density per square mile for an extended period of time. With current static funding and the increase in part-time labor costs, the County will see a decrease in services to current programs due to higher costs.

New agricultural pest introductions significantly impact the agricultural industry, warranting additional resources to control pest and protect market crops.



# Pest Prevention and Surveillance

*(Continued)*

## LEGISLATIVE ISSUES

Additionally, once an invasive pest becomes established in California, or the region, millions of dollars are spent on eradication and millions more are lost due the inability to market commodities to other states or countries once quarantines are established. Producers in San Joaquin County have lost millions of dollars due to the cost of treatment, crop destruction, and the impacts of quarantines that prevent producers from selling commodities. This equates to the loss of millions of more dollars to the local economy.



## 19. Williamson Act

### LEGISLATIVE ISSUES

**BOARD STRATEGIC PRIORITY:**

*Fiscal Optimization*

**ISSUE:**

The Williamson Act is economically and environmentally important to San Joaquin County. The elimination of funding and further weakening of the Act create a significant fiscal hardship for counties with substantial acreage enrolled in the Act.

**LEGISLATIVE PLATFORM:**

1. Support full restoration of subventions to fund the loss of property tax as a result of State-eliminated funding for the Williamson Act program.
2. Support legislation and administrative action that would enhance the program and improve the ability of both the State and the County to enforce Williamson Act contracts through uniform control measures.
3. Oppose any further weakening of the Act.

**BACKGROUND:**

There are nearly 7,000 properties with more than 514,000 acres under contract in San Joaquin County. For the 2022-2023 tax year, the Williamson Act reduced revenue from property taxes by over \$23.5 million.

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## 20. Child Support Funding Equity

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

In 2019, the California Department of Child Support Services (DCSS) adopted an equitable funding methodology, resolving the historically unequitable funding for the San Joaquin County Department of Child Support Services. Due to COVID-19 related budget cuts, funding reverted to 2018 levels that have significantly impacted the Department. While funding levels were restored in 2021, the final year of the equitable funding methodology has not been distributed to underfunded local child support agencies like DCSS.

#### LEGISLATIVE PLATFORM:

1. Continue to support new and ongoing funding for child support programs.
2. Continue to support the DCSS funding methodology that equitably funds all local child support agencies (LCSAs).

#### BACKGROUND:

Due to the efforts of the San Joaquin County Board of Supervisors and County Department of Child Support Services, the DCSS adopted a funding methodology that equitably funds all LCSAs. Subsequently, an additional \$56 million was included in the Governor's 2019-2020 budget. The resulting Federal match increased total funding to DCSS to over \$112 million. However, due to COVID-19 related budget cuts, the \$56 million and the Federal matching funds were revoked and funding for LCSAs reverted to 2018 levels, resulting in a significant financial impact to all LCSAs, including San Joaquin County. While the \$56 million was restored in 2021, the final year of the funding methodology is needed to bring parity among all LCSAs to ensure there is enough funding for ongoing operational expenses.



## 21. Child Support Orders— Extension of Court Filing

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

The current 30-day timeframe provided by the court to amend a proposed child support order is often exhausted by the time new information is provided that may significantly impact the amount of the court order.

#### LEGISLATIVE PLATFORM:

Support legislation to extend the timeframe that a Local Child Support Agency (LCSA) has to file an amended proposed judgment with the court.

#### BACKGROUND:

Under existing law (Family Code Section 17430 (c)), if the LCSA receives additional financial information within 30 days of a service complaint and proposed judgment on a defendant, and the additional information would result in a support order that is different from the amount in the proposed judgment, the LCSA must file a declaration setting forth the additional information and an amended proposed judgment.

The Declaration for Amended Proposed Judgment must be served on the defendant in compliance with Section 1013 of the Code of Civil Procedure. The defendant's time to answer or otherwise appear shall be extended to 30 days from the date of service of the Declaration for Amended Proposed Judgment.

An amended proposed judgment is a powerful tool that the LCSA can use to ensure that the child support order requested by the court is appropriate. The 30-day timeframe is often exhausted by the time the LCSA obtains new information that may significantly impact the proposed child support order.

There is currently no legislation or movement to amend existing law to allow additional time for filing an amended proposed judgment. If the LCSA obtains appropriate child support orders, the likelihood for parental compliance will increase as will financial support to the family.



## 22. Affordable Housing

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Organizational Capacity*

#### ISSUE:

San Joaquin County has seen an increase in the need to locate affordable housing units for tenant-based project programs and for first-time homebuyer's programs.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation or a budgetary proposal that would:

1. Continue to provide local jurisdictions with funding to provide rental assistance and down payment assistance for affordable housing units and homes.
2. Incentivize Statewide affordable housing development by reducing development impact fees for affordable housing projects.

#### BACKGROUND:

An increased demand for rental housing and homeownership in San Joaquin County has made it difficult for low-income tenants and first-time home buyers to locate affordable housing.

Because of the demand for housing, rent and median home prices have steadily increased since the Great Recession circa 2008.

A significant demand for housing comes from those relocating from the San Francisco Bay Area—where housing is among the highest in the country—in search of affordable housing. As a result, average rents and home prices have increased, making housing more and more unaffordable for local residents.

The lack of affordable rental housing and homes for purchase may also be a contributing factor to the increase in the County's homeless population. This in turn can lead to an increase in crime and blight throughout the area.

In addition, most local governments charge development impacts fees (public facilities fees) for housing projects, including affordable housing projects. In recent years, some jurisdictions have opted to provide an incentive to affordable housing developers by reducing or eliminating these development impacts fees for regulated multi-family and single-family affordable housing projects. This proposed action is an incentive to reduce costs for affordable housing developers. It provides all jurisdictions with the ability to promote affordable housing needs with policy and legislative action at the local level to encourage and facilitate construction of regulated affordable housing development.

The incentive to reduce development impact fees for regulated affordable housing is similar to the permissibility of constructing accessory dwelling units that are 750 square feet or less. Many city and county general plans include such incentives to support both economic development and the expansion of affordable housing.

**Community Development:** Jennifer Jolley Director | [jjolley@sjgov.org](mailto:jjolley@sjgov.org) | (209) 468-9518



# Affordable Housing (Continued)

## LEGISLATIVE ISSUES

With the current affordable housing crisis and ever-increasing costs of affordable housing construction, the reduction of developer impact fees would provide an incentive to build affordable housing. In practice, affordable housing projects have less actual impacts (e.g., parking and traffic) than a market-rate housing development.

Every county has an adopted Regional Housing Needs Assessment that includes the need for housing affordability. If development impact fees were reduced Statewide, there would be equitable application costs and a level playing field that would incentivize the development of affordable housing.



## 23. Homelessness

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Homelessness*

#### ISSUE:

California is in the midst of a housing crisis. In San Joaquin County, the rising cost and low availability of housing has resulted in increased rates of homelessness.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation or budgetary proposals that would provide local jurisdictions with one-time and/or ongoing funding to develop and sustainably operate programs and services for San Joaquin County households experiencing homelessness, including emergency shelter, permanent supportive housing, homelessness prevention, rental assistance, rapid rehousing, substance abuse and behavioral health treatment, transitional housing, survivors of domestic violence, and data collection systems.

#### BACKGROUND:

San Joaquin County has experienced a steady increase in rates of homelessness. The impact has become increasingly evident as homeless encampments spring up in urban and unincorporated areas, parks, and along County waterways.

Homelessness results from the inability to obtain and maintain stable housing; individual causes of homelessness are varied, which underscores the need for a multi-faceted approach. Factors such as the sudden loss of employment or other income, physical and mental health issues, incarceration, and addiction can all lead to homelessness. Without assistance in the form of treatment, supportive services, and emergency housing, these factors often become an insurmountable barrier to reestablishing self-sufficiency. However, these factors do not in and of themselves cause households to fall into homelessness. Rates of homelessness in any given community can be predicted by understanding vacancy rates in multi-family housing. Low vacancy rates result in high demand and increased costs, directly correlating to rates of homelessness within that community. Without a broad range of housing available for all income levels, services to address individual homelessness will be frustrated, and rates of homelessness will continue to rise. Permanent housing programs coupled with robust supportive services allow those experiencing homelessness to work toward individual solutions while living in stable housing instead of in emergency shelters or on the street, and make emergency shelter programs more effective by providing more appropriate housing options. Housing is the solution to homelessness.

Federal funding for homelessness programs comes from the Department of Housing and Urban Development, specifically under their Emergency Solutions Grant (ESG) and Continuum of Care (CoC) programs. State funding comes from the Department of Housing and Community Development and the California Interagency Council on Homelessness under the State ESG program, and from one-time grant programs such as the California Emergency Solutions and Housing Program (CESH), the Homeless Emergency Aid Program (HEAP), and the Homeless Housing, Assistance and Prevention Program (HHAP).

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# Homelessness

*(Continued)*

## LEGISLATIVE ISSUES

Additionally, in response to the 2019 Novel Coronavirus (COVID-19) pandemic and the related impacts on communities experiencing homelessness, emergency funds have been made available through the Coronavirus Relief Fund (SB 89), Project Roomkey, Project Homekey, and Housing for the Harvest to expand supports for vulnerable groups experiencing housing insecurity and homelessness. Without Federal and State funding, the County's programs currently being used to alleviate the issues of homelessness would be eliminated.



## 24. Regional Housing Needs Allocation

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Organizational Capacity*

#### ISSUE:

The methodology used to determine the Regional Housing Needs Allocation (RHNA) for unincorporated San Joaquin County is flawed. It does not consider the nature and policies of growth for unincorporated areas of the County, thus assigning a relatively large housing number to the County.

#### LEGISLATIVE PLATFORM:

Advocate to the California Department of Housing and Community Development (HCD) and the San Joaquin Council of Governments (SJCOG) to develop a methodology that considers the nature and limitations of growth in agricultural and rural counties as opposed to more urban counties during the 2023 RHNA cycle.

#### BACKGROUND:

Preparation of the RHNA is mandated by California Government Code (Section 65584). The law requires that HCD, in consultation with the SJCOG, establish a Countywide housing construction target.

SJCOG is mandated to develop the methodology and adopt the allocation outcomes of the housing targets for the incorporated cities and the unincorporated areas within the County by family income categories over the 10-year period of 2014 to 2023. SJCOG's responsibility includes identifying the areas within the region that can sufficiently meet the region's housing needs. Furthermore, the RHNA must allocate housing units within the region that are consistent with the development pattern included in the Regional Transportation Plan / Sustainable Communities Strategy.

San Joaquin County is primarily an agricultural County. This has consistently been acknowledged by the decision-makers in the County and most recently in the County's General Plan 2035, adopted by the Board of Supervisors in 2016. General Plan policies direct urban growth to cities, city fringe areas, or urban communities where infrastructure and urban level of services can accommodate this growth. County policies discourage urban sprawl and promote compact development patterns, mixed-use development, and higher development intensities that conserve agricultural land resources, protect habitat, support transit, reduce vehicle trips, improve air quality, make efficient use of existing infrastructure, conserve energy and water, and diversify San Joaquin County's housing stock.

It is unrealistic for most unincorporated areas in the County to absorb a large portion of the RHNA housing numbers according to County policy.

Community Development: Jennifer Jolley, Director | [jjolley@sjgov.org](mailto:jjolley@sjgov.org) | (209) 468-9518



## 25. Water Quality Standards for Recreational Use of Fresh Waters

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

#### *Water Management*

#### ISSUE:

There are no State-enforceable minimum standards or requirements for monitoring freshwater recreational bathing areas and beaches at inland rivers, lakes, the Delta, and other freshwater bodies that promote and allow swimming and other water sports.

#### LEGISLATIVE PLATFORM:

1. Support legislation which would set enforceable minimum bacteriological standards for freshwater bodies where there is recreational bathing and water sports. Examples include public access lakes, rivers, and the Delta.
2. Support legislation or budgetary proposals which would provide sufficient funding to establish and administer a local water quality monitoring program.

#### BACKGROUND:

Since 1998, the State has had enforceable minimum standards for bacteriological monitoring of ocean beaches. Legislation signed by the Governor in 2004 requires water quality monitoring at San Francisco Bay beaches. However, there are no State enforceable minimum standards or requirements for monitoring freshwater recreational bathing areas and beaches at inland rivers, lakes, or the Delta.

Health risks associated with recreational use of freshwater bodies warrant establishing an enforceable standard framework for monitoring bacteriological water quality. Such legislation would provide regulatory certainty and clarity for the State and local regulators of freshwater bathing areas, and would serve to control the spread of costly and dangerous bacterial outbreaks.

The California Department of Public Health's website includes draft guidelines for freshwater beaches. However, State-enforceable minimum standards and regulations do not exist for bacteriological monitoring and testing. Additionally, criteria has not been established for posting public notifications, beach closures, and reopening protocols after bacteriological problems have been detected in public freshwater bathing areas. State funding has not been identified for this purpose.

**Environmental Health:** Jasjit Kang, Director | [jkang@sjgov.org](mailto:jkang@sjgov.org) | (209) 468-3912



## 26. California Children's Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

The State Department of Health Care Services' (DHCS) funding formula places a cap on administrative allocations for the California Children's Services (CCS) program. The funding structure for CCS diagnostic, treatment, and therapy services is based on 1990-1991 expenditure levels. As a caseload-driven program, these funding issues may force counties to curtail services to disabled children, reduce payments to providers, or incur additional county general fund costs to maintain services.

#### LEGISLATIVE PLATFORM:

Seek alternative funding or change in administrative structure for CCS to mitigate the growth in this unfunded mandate to counties, or require the State to fully fund its statutory obligation for CCS.

#### BACKGROUND:

The CCS program provides diagnosis and treatment services, medical case management, and physical and occupational therapy services to children under age 21 with CCS-eligible medical conditions. These conditions include but are not limited to cystic fibrosis, hemophilia, cerebral palsy, heart disease, cancer, and traumatic injuries. CCS also provides medically necessary physical and occupational therapy to special education students. The CCS program formed in the 1920s, and pre-dates Medi-Cal and California Healthy Families.

Counties have historically been responsible for eligibility determination and case management services. Counties have had a long-standing share of cost for the non-Medi-Cal portion of the CCS program. The 1991 Realignment requires counties to provide contributions to fund diagnosis, treatment, and therapy up to the level of their actual expenditures unless the State CCS program certifies that a lower level of funding is sufficient. The State is required to match a county's dollar-for-dollar expenditure for CCS above its Maintenance of Effort level *"to the extent that funds are available."* The County seeks appropriate funding and administrative structures for this program.

DHCS has not provided any guidance on reduction of service levels commensurate to the State budget allocation for CCS. While statutes governing CCS are laden with *"to the extent that funds are available"* language, the State generally administers the program as an entitlement with no guidance regarding adjustments to program eligibility or services if there are insufficient State or county funds. State CCS personnel have advised counties that the State CCS must continue to conduct eligibility determination and authorize treatment even if there are insufficient funds in the county CCS account.

**Health Care Services Agency:** Greg Diederich, Director | [gdiederich@sjchcs.org](mailto:gdiederich@sjchcs.org) | (209) 468-7031

**Public Health Services:** Vacant



## 27. County Jail and Medical and Behavioral Health Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

The County General Fund resources required to provide necessary jail medical care are under significant strain to support enhancements to mandated services while caring for an increasingly medically fragile population. The demand to address complex health care needs is met with a scarcity of qualified medical professionals and inadequate technological innovation.

#### LEGISLATIVE PLATFORM:

Support legislation which would:

1. Require the inclusion of medical and behavioral health services and health care facility costs in projections for overall facility/operational costs as part of public funding for new and/or expanded County detention facilities;
2. Ensure or provide appropriate State funding of health care facilities, medical, and behavioral health care services for inmates in County correctional and juvenile facilities including any further programmatic or “realignment” shift of these responsibilities to the local level;
3. Authorize County health care services to charge private health insurance plans for health care services provided to the enrollee while in custody;
4. Simplify the Medi-Cal claiming process for those inmates treated outside of a correctional facility and clarify the status of those inmates who are placed in Community Corrections Facilities/Residential Re-Entry Centers as not “in custody” for the purposes of Title 15 and allow them to be deemed eligible for Medi-Cal;
5. Require Medi-Cal contracted facilities to accept Medi-Cal rates for services provided to County detainees;
6. Provide funding for hepatitis C treatment for the justice involved;
7. Provide funding for counties to expand diversion programs including funding for housing resources for diverted individuals;
8. Increase funding for jail facilities improvements to adequately address population management and the needs of Assembly Bill (AB) 109 inmates, especially those with chronic illness and severe mental illness;
9. Provide funding to establish and maintain comprehensive Medication Assisted Treatment in alignment with AB 654 (2021) which established a three-year pilot program at institutions that will provide a medically assisted substance use disorder (SUD) treatment model for treating incarcerated individuals with a history of SUD;
10. Provide funding for health care workforce recruitment and retention efforts;
11. Provide funding to support the implementation and use of electronic health records; and

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# County Jail and Medical and Behavioral Health Services (Continued)

## LEGISLATIVE ISSUES

12. Require the Board of State and Community Corrections to develop and adopt regulations pertaining to standards of care for incarcerated persons with mental health issues by local correctional facilities in order to promote consistency in the standards of care provided across institutions.

### **BACKGROUND:**

County costs for providing jail medical services continue to rise due to court-mandated standards for care and the increasing prevalence of chronic progressive medical and mental health disorders among the justice involved. Counties have a substantial financial responsibility to provide jail medical services, emergency hospitalization of individuals in the custody of police or Sheriff, medical screening of all inmates after booking, and outpatient and inpatient medical care of individuals in the custody of the Sheriff after booking. Jail medical obligations were augmented with the adoption of AB 109 (2011) which realigned funding for the incarceration of State prisoners. State prisoners, who would have been returned to State prison for parole violations and inmates who would have served their sentence in State prison, are now serving terms in the County jail. These populations have considerable medical, dental, mental health, and pharmaceutical requirements. They will be in County jail for longer periods of time, therefore, will require a vastly different scope of medical services that previously were not required of County jail medical facilities. County jail medical facilities may now be required to provide a wider range of services for chronic illness, as well as preventive and health management services.

Recent changes in State law now mirror Federal law and provide for Medi-Cal benefits to be suspended, not discontinued, while the recipient is incarcerated. The California Advancing and Innovating Medi-Cal (CalAIM) initiative's goal for justice involved individuals is to have Medi-Cal activities and medical and behavioral health services coordination upon release. This allows the individual to quickly obtain needed mental health and substance abuse treatment, and to help break the expensive cycle of re-incarceration or hospitalization. Innovative corrections practices are creating a range of options for community corrections facilities, yet the status of those residing in these facilities is unclear in terms of obligations under Title 15, Medi-Cal eligibility, and reimbursement to providers. Medi-Cal benefits generally cannot be provided to incarcerated individuals.

The lack of access to medical care is an acute issue for many individuals with mental health and/or substance abuse issues when they are released from State and/or County detention facilities. These individuals are often in need of medical care for severe mental health and/or substance abuse conditions. Delays in securing mental health treatment often has a devastating effect on the individual's ability to successfully re-enter society and may contribute to the never-ending cycle of incarceration. Medi-Cal eligibility is a necessary tool in the development of community corrections facilities.

Recent changes to State law have authorized the claiming of Medi-Cal costs for inmates who receive medical services lasting more than 24 hours outside of County jail. Although these inmates are Medi-Cal beneficiaries when treated in these outside facilities, counties may still be charged higher than Medi-Cal rates due to their inmate status. Being able to claim Medi-Cal when actual costs are much higher, coupled with a complicated claiming process, is inefficient and undercuts fiscal relief this change in State law had intended.

The burden of hepatitis C virus (HCV) infection is much higher in justice-involved individuals compared to the general population and is often among the sequelae associated with intravenous drug use.



# County Jail and Medical and Behavioral Health Services (Continued)

## LEGISLATIVE ISSUES

Although jails can be a place to identify seropositive individuals, there has been a reluctance to systematically perform HCV testing if treatment for HCV cannot be accomplished in the jail system. Now that treatment duration is eight weeks, it is feasible to initiate the process in the carceral setting.

Curing HCV reduces long-term medical costs by preventing advanced liver disease and liver-related deaths, as well as reducing the risk of transmission. Nevertheless, given the high cost of HCV therapeutics and the limited budget of the jail, either major funding increases or significant price reductions for HCV medications are needed before HCV treatment can be made widely available in the correctional setting.

An estimated 1.5 million health care jobs were lost in the first two months of the pandemic as the country struggled to curb the spread of COVID-19. Correctional institutions are the sole health care providers for some of the nation's sickest people. Drug treatment adds to the complexity. Well over half of all inmates in jails and prisons suffer from drug dependence and have substantial need for evidence-based drug treatment, however, retention of nursing staff is more complex in a correctional facility. Without retention of qualified correctional nurses, there are decreases in access to care, gaps in continuity of care, and less time for mentorship of new staff. Trained correctional nurses improve patient and staff safety, provide more education, and are more team-oriented. For these reasons, emphasis should be placed on policies to recruit and retain critical health care staff in all settings.



## 28. Emergency Medical Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Organizational Capacity and Public Safety/Criminal Justice*

#### ISSUE:

Efforts exist to reduce or eliminate county authority regarding the governance of emergency medical services (EMS).

#### LEGISLATIVE PLATFORM:

1. Aggressively support legislative, regulatory, and other efforts to maintain and increase:
  - a. The authority and governing role of counties and their local emergency medical services agencies to plan, implement, and evaluate all aspects and components of the EMS system.
  - b. Funding for emergency medical services oversight.
2. Support legislative efforts to maintain:
  - a. The administration and medical control of EMS, pre-hospital emergency medical care, and ambulance services at the county level.
  - b. An independent State EMS Authority aligned with the California Department of Public Health.
3. Aggressively oppose legislative, regulatory, or other efforts which would:
  - a. Threaten or weaken the authority and governing role of counties over EMS.
  - b. Fragment the EMS systems and the delivery of pre-hospital emergency medical care.
  - c. Allow cities and special districts to provide EMS independent of the county's administration and medical control.
  - d. Limit or diminish the authority of the local EMS agency medical director to maintain medical control of the EMS system.
  - e. Shift responsibility for regional trauma planning away from counties and local EMS agencies.

#### BACKGROUND:

Counties have a legal obligation to ensure public health and medical care for its citizens, including ambulance services. Providing EMS and ambulance services on a Countywide basis ensure system integrity and the delivery of optimal patient care.

While neither cities nor fire districts have any health care obligations, under State or Federal law, some have sought to overturn the EMS Act (Division 2.5 of the Health and Safety Code) and obtain authority to establish city-managed and/or fire service control of EMS and ambulance services. The County seeks to avoid the fragmentation of the EMS system or any effort to allow cities and special districts to self-govern their EMS participation, as it would work against the delivery of optimal patient care and efficient system designs for the County.

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## 29. Emergency Medical Services and Trauma Care Funding

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization*

#### ISSUE:

Secure a sustained source of funding to support emergency medical services (EMS) and trauma care.

#### LEGISLATIVE PLATFORM:

1. Support legislation or an initiative which would create or designate new funding for uncompensated emergency trauma services and on-call coverage.
2. Support legislative efforts and/or an initiative to increase funding for hospital emergency rooms and trauma centers and County EMS systems and agencies.
3. Oppose the redirection of any existing indigent care funding from public hospitals to compensate community physicians for uncompensated emergency care.
4. Oppose legislation which would increase the administrative burden of managing the distribution of Maddy Emergency Medical Services (EMS) Maddy Funds, or would change the distribution methodology to redirect funds from local EMS agencies and public hospitals.

#### BACKGROUND:

Despite the recent expansion of health care coverage, hospitals throughout the State provide a significant volume of emergency care to patients who do not have third-party insurance coverage. The financial impact is often greater on designated trauma centers. Over 50% of hospital emergency rooms operate at a net operating loss due to the significant volume of uncompensated care. During the past several years, there have been multiple legislative efforts to restructure existing indigent care funding programs, such as Proposition 99 and the Maddy EMS Maddy Funds. These efforts include redirecting existing funds to reimburse private community physicians for providing uncompensated emergency care which would reduce available funding to local EMS agencies and public hospitals like San Joaquin General Hospital. The County opposes these efforts and advocates for a new, dedicated funding source to address uncompensated care in emergency departments.

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## 30. Funding for Public Health Emergency Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Public Safety/Criminal Justice*

#### ISSUE:

To ensure adequate safety and protection of the public, there needs to be a continuation of fair and equitable funding for public health emergency services.

#### LEGISLATIVE PLATFORM:

Aggressively pursue and support:

1. Sustained State and Federal funding for planning and responding to the medical/health consequences of terrorism, disasters, and/or other public health emergencies.
2. Development of equitable funding formulas which would consider the proximity of jurisdictions to high-profile, high-impact targets, but are not based solely on the presence of such targets or County population.
3. Policies that ensure there will be no financial penalties to the County if staff is pulled from categorically -funded programs to respond to terrorism, disasters, and other public health emergencies.

#### BACKGROUND:

Sustained funding is needed to augment local programs to prepare for, respond to, and recover from all forms of terrorism and natural disasters. California's widespread and life-threatening wildfires underscore the impact of natural disasters on local, State, and Federal medical/health response capabilities. Pandemics stemming from influenza and novel viruses like COVID-19, threaten to overwhelm an already fragile medical and public health system. The inadequacies of such resource were evident in the County's COVID-19 response efforts. County government is at a severe disadvantage in its ability to obtain new funding sources to address unexpected and additional public health and safety issues.

Legislation is needed to increase prevention and response capabilities and strengthen the partnerships between State, Federal, local agencies, and community groups to effectively identify, prevent, and respond to the medical/health consequences of terrorism, disasters, and other public health emergencies. Funding formulas should consider the proximity of communities that would provide mutual aid or serve as evacuation sites to high-profile, high-impact targets as they could be impacted by an influx of large numbers of people seeking shelter and/or treatment.

County staff within local health jurisdictions are often funded by categorical grants. These staff must be trained and when appropriate, engaged in emergency preparedness and disaster response activities. Sustained staffing capacity is critical for addressing health-related surges where trained staff must respond immediately to contain and mitigate the impacts of the particular crisis. Federal policies must be flexible to ensure a competent, trained workforce is available for response efforts, independent of salary funding streams or employee program assignments.

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**Public Health Services:** Vacant



## 31. Maternal, Child, and Adolescent Health

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

Protection of the health of vulnerable populations, including children, adolescent, and pregnant women, is a continuing need that local health departments address through monitoring, assessment, and assurance activities. These activities include the provision of support services to persons at high-risk of poor health outcomes or premature death.

#### LEGISLATIVE PLATFORM:

Support legislation and/or budgetary proposals which would:

1. Provide increased State funding to local public health departments for maternal, child, and adolescent health programs;
2. Reduce inequities in maternal, infant, and child health and maximize the health and quality of life for all women, infants, children, adolescents, and their families; and
3. Integrate trauma-informed practices into both newly proposed or existing programs and services provided to women, infants, children, and adolescents.

#### BACKGROUND:

In the State, San Joaquin County ranks in the bottom quartile for infant mortality, late entry to and adequacy of prenatal care, health disparities, and various other measures of community health. Community-based and individual services are intended to reduce morbidity and mortality that are preventable, such as hospitalization, disabilities, and deaths from intentional and unintentional injuries. The State distributes funds to local health departments to support these activities. These funds are derived from various Federal and State sources. Current funding does not adequately support education or home visitation services to families at risk. Maternal, child, and adolescent health are some of the core functions of public health. These programs include Black Infant Health, breastfeeding support, women, infants and children or WIC, childhood lead poisoning prevention, adolescent pregnancy prevention, family planning services, children's health initiatives, and newborn screening. There is inadequate funding to meet the needs of these critical community programs. The County seeks an additional allocation of State funding, based on the burden of disease, and disparity of access to community health services in San Joaquin County. An increase in State funding would enable the County to draw a larger Federal match, which in turn would fund expanded services, resulting in a healthier community.

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Public Health Services: Vacant



## 32. Provision of Community Mental Health Services – Diversion of Proposition 63 Funds

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

Proposals to divert Proposition 63, the Mental Health Services Act (MHSA), funds away from community mental health systems in order to fill the State's budget gap is of significant concern to San Joaquin County. In addition, the County continues to be concerned about the erosion of State funding and support for core mental health services.

#### LEGISLATIVE PLATFORM:

1. Seek a written determination from the Department of Health Care Services that MHSA funds can be used flexibly to include core local mental health services.
2. Oppose legislation, administrative efforts, and/or budgetary proposals which would divert MHSA funds from counties to address the State's budget shortfall.
3. Oppose additional reductions in State funding for mental health services that will result in the State shifting its costs to the County.
4. Support legislative and budgetary efforts that would enhance comprehensive community-based treatment for mental illness.
5. Support legislative and administrative efforts to provide more flexibility within the MHSA. This includes enabling counties to use MHSA funds for service categories under Community Services and Supports (CSS) and Prevention and Early Intervention (PEI) to meet local needs such as public health emergencies like COVID-19. Counties would benefit greatly by having the flexibility to use unallocated Innovation funds to maintain CSS and PEI services as well as using funds subject to reversion to fund gaps caused by the year-over-year decline in MHSA funding.

#### BACKGROUND:

In 2004, California voters passed Proposition 63 to expand mental health services. Behavioral Health Services has consistently demonstrated its effectiveness in serving individuals with unmet mental health needs by providing programs at the intersection of homelessness and serious mental illness, supporting employment efforts, and partnering with the justice system on diversion programs. The County seeks to protect and preserve MHSA funds to avoid the elimination of vital mental health services for children and adults with serious mental illness who are currently being served by County behavioral health programs. Despite the increased demand for Countywide behavioral health programs, San Joaquin County is challenged to spend all of its MHSA allocation due to its stringent guidelines, primarily in the Innovation category.

The County's behavioral health programs are chronically underfunded with demand for services on the rise. Programs are primarily funded by fluctuating sources from State sales tax, vehicle license fees, Medical reimbursements, and the MHSA; the latter funds roughly one-third of San Joaquin County's Behavioral Health Services.

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# Provision of Community Mental Health Services – Diversion of Proposition 63 Funds

*(Continued)*

## LEGISLATIVE ISSUES

In early 2020, prior to the onset of COVID-19, there were discussions by the Governor’s Administration and the Steinberg Institute to revert Proposition 63 funding from counties since many of them maintained significant unspent balances.

In response, the California State Association of Counties and a variety of stakeholders adopted principles and alternatives to this notion. If the MHSA had more flexibility within its spending requirements, counties would be better able to spend their allocations efficiently and effectively.



## 33. Public Guardian/Conservator

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization*

#### ISSUE:

Secure a sustained source of funding to support the Public Guardian/Conservator, as well as State reimbursement for mandates imposed on local Public Guardian/Conservator by the Omnibus Conservatorship and Guardianship Reform Act of 2006.

#### LEGISLATIVE PLATFORM:

1. Support legislative efforts and/or initiatives which would create and designate funding for current and future mandates placed on the Public Guardian/Conservator, while opposing any unfunded mandates.
2. Support changes to the California Code of Regulations Title 22, Section 50549.3 which would allow Public Guardian/Conservator to collect fees via the Medi-Cal Share of Cost program.
3. Support legislation which would increase the Public Guardian/Conservator's existing fee structure outlined in the Probate Code.
4. Support legislation that would allow the Public Guardian/Conservator to recoup mandated program costs via the Senate Bill 90 claims process.

#### BACKGROUND:

Public Guardians/Conservators are responsible for the estates of people who cannot care for themselves as a result of a major neurocognitive disorder or mental illness. When a court determines that an individual is not capable of providing for his or her personal and financial needs, the court assigns the Public Guardian/Conservator to manage those needs.

The Omnibus Conservatorship and Guardianship Reform Act was signed into law in September 2006. The legislative intent is to improve court oversight of Conservators (private and public) primarily through increasing the number of court reviews and the frequency and scope of court investigations.

The Act requires Public Guardians to undertake additional activities as part of their duties without reimbursement from the State for the cost of these additional responsibilities and tasks. Currently, Public Guardians receive no funding from the State. In the preamble to the Act, the Legislature found and declared: "Public Guardians do not have adequate resources to represent the best interests of qualifying Californians and, therefore, many in need of the assistance of a Conservator go without." However, numerous legislative attempts have been made to significantly expand the role of the Public Guardian/Conservator. The County seeks to ensure no additional unfunded mandates are imposed, and additional responsibilities are commensurate with adequate funding.

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## 34. Public Health

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

#### ISSUE:

Ensure adequate funding of public health services for San Joaquin County residents.

#### LEGISLATIVE PLATFORM:

1. Support efforts to address the prevention of chronic disease and promotion of wellness, including a dedicated funding stream to fund preventive health services or activities that improve community health outcomes.
2. Support increased and flexible State and Federal funding and resources directed at building the capacity of local public health departments to combat and control communicable diseases, including funds to support the operations of Public Health regional laboratories.
3. Oppose efforts to reduce State and Federal funding streams which would create cost shifts to local health departments.
4. Advocate for efforts to increase opioid surveillance, safety education, youth prevention, responsible adult use, and drugged driving prevention.
5. Support legislation that would facilitate county government entities' ability to display public messaging in the form of freeway billboards or by other means.

#### BACKGROUND:

In 2010 as part of the federal Affordable Care Act, Congress created the Prevention and Public Health Fund (PPHF) that was designed to expand and sustain the necessary infrastructure to prevent disease, detect it early, and manage conditions before they become severe. This fund created an unprecedented opportunity for local health departments to augment and expand existing chronic disease programs or to participate in new programs to address longstanding chronic disease issues in their communities. However, over the years, the PPHF has become increasingly vulnerable and has been diverted to fund other purposes, such as the 21st Century Cures Act passed in December 2016 and a shift of \$750 million to the Children's Health Insurance Program (CHIP) in January 2018. Congress also cut an additional \$1.35 billion over ten years from PPHF in February 2018.

Chronic diseases in California, such as heart disease, cancer, lung disease, stroke, diabetes and asthma, continue to plague our communities in larger numbers, particularly in low-income communities and communities of color. In addition, 40.7% of 12-17 year old children in California are overweight.

Children who are overweight increase their risk for type 2 diabetes mellitus, asthma, and orthopedic problems. They are also more likely to have risk factors for cardiovascular disease. Weight problems are complex with many causes including a person's diet and physical activity level.

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**Public Health Services:** Vacant



## Public Health (Continued)

### LEGISLATIVE ISSUES

The control of infectious disease, through immunizations, surveillance, disease investigation, laboratory testing, and response activities has long been a fundamental and statutorily required responsibility assigned to local government public health agencies. However, resources to support these essential activities have been insufficient for years. Preventing and controlling communicable diseases such as sexually transmitted diseases, seasonal influenza, vaccine preventable diseases such as measles and pertussis, hepatitis, HIV/AIDS, and tuberculosis remain ongoing challenges for local health departments. In addition, new and reemerging infectious diseases, including COVID-19, monkey pox, pandemic influenza, multi-drug resistant tuberculosis, West Nile Virus, Methicillin-resistant *Staphylococcus Aureus* (MRSA), Meningococcal Disease, Severe Acute Respiratory Syndrome (SARS), Ebola, Valley Fever, Middle Eastern Respiratory Syndrome (MERS), Zika, Dengue, and Chikungunya have increased the need to build capacity.

With the increased affordability of digital billboards, and the ease with which timely messaging can be displayed on them, erecting a billboard is among the most cost-effective ways that the County can provide local information to members of the public. Specifically, digital billboards can be used to display a variety of messaging campaigns including: public service advisories; campaigns to raise awareness and provide information about important issues to the community; promotion of County services available to the public; informational announcements pertaining to County government; promotion of County-sponsored events; and local and regional emergency advisories and alerts.

The California Outdoor Advertising Act regulates the placement of signage adjacent to an interstate or highway through its outdoor advertising permit process. To receive an outdoor advertising permit, several prerequisites must be met regarding the location in which signage may be placed and requirements for the display. Specifically, the requirement that the land be zoned as either industrial or commercial bars nearly all County property from being used for this purpose. Therefore, under current law, counties are essentially prohibited from utilizing county-owned land along highways or interstates to procure a billboard in order to display vital messages to the public.



## 35. Shortages of Physicians, Nurses and Ancillary Clinicians

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Economic Development, Fiscal Optimization, and Organizational Capacity*

#### ISSUE:

San Joaquin County Health Care Services Agency, San Joaquin Health Centers, and San Joaquin General Hospital continue to experience a significant shortage of physicians, nurses, and ancillary clinical staff.

#### LEGISLATIVE PLATFORM:

1. Advocate and support legislation or budgetary efforts which would expand health-related training programs, especially for psychiatrists, other physicians, nurses, and ancillary clinicians.
2. Support funding for health-training loans and scholarship programs which target Central Valley needs and shortages, as well as funding for workforce outreach and development in schools and the community.
3. Support legislation which would provide incentives to encourage and attract health care professionals to practice in the Central Valley.
4. Oppose legislation which would impose new staffing ratios or increase demand for health care professionals without adequately addressing the supply of available licensed and/or ancillary clinical staff.

#### BACKGROUND:

The health care industry continues to face a critical shortage of physicians, psychiatrists, registered nurses, public health nurses, nurse practitioners, and ancillary clinical staff (e.g., radiology, nuclear medicine, microbiology, ultrasound technology, respiratory therapy, physical and occupational therapy, and pharmacy). Shortages also exist for other clinical providers such as Licensed Clinical Social Workers and Marriage and Family Therapists. Expansion of training programs, funding for loan and scholarship programs, career outreach and development programs, and incentives for practice in underserved areas is critical to address these career deficiencies in the health care industry.

The County advocates for funding and programs that will increase the available pool of health professionals. Legislative efforts continue to attempt to add ratios for other health care ancillary staff without recognition of the critical shortages for these professionals. Requiring staffing levels, when staff is not readily available, creates undue liability for the County.

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## 36. State Implementation of Federal Health Care Reform

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Economic Development*

#### ISSUE:

Ensure the retention of San Joaquin County residents' health care coverage.

#### LEGISLATIVE PLATFORM:

1. Advocate and support legislation and regulations which would provide expanded health care, including preventive and treatment services; and ensure that San Joaquin County is protected from unforeseen liability and/or unfunded service obligations resulting from health care reform.
2. Oppose new unfunded mandates for expansion of health and mental health services.
3. Support inclusion of County safety net facilities and programs, including appropriate reimbursement, in health care coverage programs.
4. Ensure adequate funding from health realignment or other sources to provide care for the uninsured in the safety net system.
5. Oppose measures which divert the pool of funds derived from County or public sources to non-public health care facilities, including the expansion of the definition for a designated public hospital.
6. Protect access to care at the San Joaquin County Federally Qualified Health Center Look-Alike Clinics by ensuring cost-based service reimbursements.

#### BACKGROUND:

The expansion of health care coverage under Medi-Cal has significantly reduced the County's mandate for indigent care. This provides opportunities to redirect County General Funds into other supportive programs and has expanded health care employment in the community. Health care coverage for residents helps to ensure a healthier community and workforce. Health care reform efforts need to address specific issues to ensure San Joaquin County is protected from unforeseen liability and/or unfunded service obligations for new and undefined populations, and increased requirements to fund these new obligations.

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# 37. Substance Use Disorder Prevention and Treatment

## LEGISLATIVE ISSUES

### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Organizational Capacity, and Public Safety/Criminal Justice*

### ISSUE:

Ensure that effective programs and funding are in place to provide for the prevention and treatment of substance use disorders.

### LEGISLATIVE PLATFORM:

1. Support the continuation of the Federal 1115 Medicaid Waiver in order to continue the Drug Medi-Cal Organized Delivery System and other system improvements pertaining to quality and outcomes throughout the substance use disorder service system.
2. Support funding for alcohol and drug prevention, early intervention, treatment, and recovery services that provide County flexibility and discretion for local planning purposes.
3. Support funding a substance use disorder continuum of care for adolescents, including youth in the juvenile justice system as well as youth transitioning out of foster care.
4. Support expanding community-based prevention coalitions that promote environmental approaches to preventing alcohol and drug related problems in the community as well as individual and primary prevention programs.
5. Support improving Drug Medi-Cal collaboration and communication between the State and counties.

### BACKGROUND:

Alcohol and drug addiction is a major problem contributing to economic and social burdens within San Joaquin County. The California system of substance use disorder treatment services has been underfunded historically despite the abuse of drugs and alcohol being a major factor and cost driver of many systems including criminal justice, behavioral health, public health, and social welfare.

Prevention, early intervention, and treatment have proven to be effective strategies to address substance abuse disorders. Enhanced medical and public health approaches are the most effective method of reducing harmful use of alcohol and other drugs. Because substance abuse disorders often co-occur with mental health and physical illnesses, treatment is most effective when integrated with physical and mental healthcare. California's implementation of the Federal 1115 Medicaid Waiver for Drug Medi-Cal provides additional Federal and State funding for substance abuse disorder treatment and supports an organized delivery system which ensures access to a full continuum of care from assessment and early intervention to recovery supports, which supports activities to ensure the quality of services. Many substance use disorder treatment facilities operate in substandard facilities. As substance use disorder treatment services are reimbursed to counties on a rate-based system, the ability to upgrade infrastructure is very limited. Opportunities for counties to obtain funding for facility purchase and/or renovation would allow counties to operate safe facilities for substance use disorder treatment.

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## 38. Veterans Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

The Veterans Services Office (VSO) needs resources for Veterans in San Joaquin County.

#### LEGISLATIVE PLATFORM:

Support legislation and/or budgetary proposals that would:

1. Support and expand suicide prevention, intervention, and post-intervention activities throughout County and Veterans' communities by engaging with Behavioral Health Services (BHS), judicial personnel, Veteran's service providers, law enforcement agencies, and other caregivers.
2. Train families, friends, caregivers, and Veterans in providing mental health first aid, suicide prevention, and intervention skills to decrease the suicide rate among Veterans and service members.
3. Increase the State's annual local assistance for the VSO by permanently appropriating \$16 million Statewide and encourage continued support from the California Department of Veterans Affairs (VA) to the VSOs. The goal is to fully fund VSOs by appropriating the full local assistance funding as reflected in Military and Veterans Code Section 972.1 (d).
4. Address, prevent, and decrease Veteran homelessness, and provide comprehensive services to assist homeless or at-risk Veterans move from transitional housing to independent living or suitable low-income housing. Increase, inspire, and support new and renovated construction of low-income and affordable housing projects to adequately house and address Veterans' homelessness. Focus efforts and support on rapid re-housing for displaced military and Veterans' families. Increase Veterans' reintegration programs for job training, counseling, and placement services through grants and other governmental and/or non-governmental funding and support.
5. Support the enhancement of VA services for women's health care and mental health services to include military sexual assault, post-traumatic stress disorder (PTSD), traumatic brain injury, and substance abuse, as well as peer outreach services, peer support, and readjustment counseling.
6. Increase awareness and provide support to families and others who care for disabled, ill, or injured women Veterans.
7. Enhance comprehensive administration efforts of the VSO Veterans Treatment Court (VTC) by supporting increased training, service capacity, and continued legal advocacy for justice-involved Veterans.

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# Veterans Services (Continued)

## LEGISLATIVE ISSUES

8. Support and seek additional grants, legislation, and advocacy for diversion programs that connect with family courts and continue expansion of VTC and incarcerated Veterans programs.

### **BACKGROUND:**

The core mission of the VSO is to provide professional services to military Veterans, their dependents, and survivors who are entitled to benefits from the VA, the State, and other agencies as applicable.

Suicide is a national health concern that affects all Americans, particularly Veterans. The VSO partners with BHS and community partners, such as faith-based organizations, employers, schools, and health care organizations, to provide suicide prevention, intervention, and postvention trainings for Veterans, family members, and service providers.

The VSO supports legislation that will raise the State's share of local assistance support for VSOs up to half of their operating costs. Currently, counties pay for the majority of operational funding while the original intent was for the State to contribute equitably with counties.

The VSO plans and participates in the annual Homeless Veterans Stand Down, which is a major event for the Office.

Women are an underserved subset of the Veteran population; many of whom do not know that they qualify for Veterans' benefits. There are no support programs within the County that exclusively serve women. There are no transitional housing programs for women Veterans and no peer support programs just for women Veterans, especially those with children. Community programs that serve Veterans are geared toward men. Statistically, women Veterans are a fast-growing population whose needs and challenges are far more specific and perplexing.

The VSO co-founded and implemented the San Joaquin County Veterans Treatment Court (VTC) in February 2015. This collaborative effort between the Superior Court, VSO, and other County departments offers diversions from incarceration for Veterans by linking participants with vital rehabilitation and treatment resources. San Joaquin County's VTC provides structured services and support based on research and evidence-based interventions that links substance use disorder and military-related mental illness. Eligible Veterans enrolled in VTC must be diagnosed with substance use disorder, traumatic brain injury, PTSD, military sexual trauma, and/or a mental health disorder in accordance with Penal Code 1170.9.



## 39. Bond Funding for Public Libraries

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

There is a considerable need to build and renovate public libraries in San Joaquin County.

#### LEGISLATIVE PLATFORM:

Seek and support bond funding for the construction of new libraries and the renovation of existing public libraries in San Joaquin County.

#### BACKGROUND:

There is a significant need for Statewide library construction and renovation projects.

The last library construction bond, California Reading and Literacy Improvement and Public Library Construction and Renovation Bond Act of 2000 (SB 3 - 1999) provided \$350 million for library construction projects Statewide. Those funds were quickly expended, and three-fourths of the project applications were denied due to the limited amount of bond funding available under the Act. In 2006, there was another failed attempt to issue a \$600 million bond for this purpose (Proposition 81).

In 2007, the need for additional construction and remodeling for Stockton-San Joaquin County Public Library facilities was estimated at \$124.4 million. Preliminary construction and remodeling projections through 2025, established through an updated Facilities Master Plan, are estimated at more than \$500 million, based on population growth within the County.

The State has not been able to keep pace with the rising needs at the local level for library construction and renovation. Currently, counties do not have the financial resources to operate State programs and also meet local needs. Counties must be given the authority to offer voters the option of approving revenues at a level sufficient to provide the degree of unique local services the community desires. Current demands on libraries are increasing, particularly in adult literacy programs which help bridge the digital divide and serve the County's growing population. It is important to meet these and other needs of San Joaquin County residents through adequate library facilities.

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## 40. Broadband Access for Public Libraries

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

Libraries are experiencing an increased reliance on broadband telecommunication services, which require greater broadband deployment and build-out to improve services throughout San Joaquin County.

#### LEGISLATIVE PLATFORM:

Support legislative and administrative efforts and/or budgetary proposals which would:

1. Advance accessibility, affordability, and universal service programs.
2. Oppose legislation that would inhibit the growth of any public broadband efforts at the State or Federal level.

#### BACKGROUND:

Broadband is generally described as high-speed telecommunications or high-speed Internet.

Despite the recognized benefits of, and increasing demand for, innovative library programs, limited connectivity prevents California libraries from offering programs and services that would be of value to their users. Many California libraries are unable to meet the demands for video conferencing, streaming media, content creation, specialized software, longer sessions on terminals, and unlimited wireless access. Insufficient bandwidth remains a barrier for libraries to fulfill their vital roles in community research and education. In order to empower libraries, particularly in high-needs areas, improved broadband connectivity is critical.

Public debate regarding broadband often comes before the Federal Communications Commission (FCC) rather than Congress, so it is important to track issues coming before the FCC.

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## 41. California Library Literacy Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

California Library Literacy Services, including the Adult Literacy Program, has experienced significant reductions in State funding. The impact of these funding reductions are compounded by the ever-increasing demand for adult literacy services in San Joaquin County, a region of historical above-average unemployment rates in California.

#### LEGISLATIVE PLATFORM:

Support legislative efforts and/or budgetary proposals which would sustain the current level of California Library Literacy Services program funding, and oppose further budget reductions to the program.

#### BACKGROUND:

For a number of years, California's public libraries have provided literacy services to low-literate adults and their families, which help Californians of all ages reach their literacy goals. In addition to services for adults, California Library Literacy Services (CLLS) also extends support for literacy through other programs that include Families for Literacy, English Language and Literacy Intensive, and Mobile Library Literacy Services. The California State Library provides oversight and technical assistance in support of CLLS. California Library Literacy Services reaches tens of thousands of adult learners and children through the 105 public library jurisdictions. Many adult program participants have been able to achieve life-changing goals, such as getting a driver's license, writing a resume, or reading a book to their child for the first time.

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## 42. Resource Sharing Programs for California Library Services Act

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

For years, the California Library Services Act (CLSA)/Transaction Based Reimbursement (TBR) program has not been funded at the rate approved by the State Department of Finance. Since 2011, this State-mandated program has been funded at a 38% reimbursement rate, which is 62% lower than the State-approved reimbursement rate.

#### LEGISLATIVE PLATFORM:

Support legislative efforts and/or budgetary proposals which would:

1. Maintain current funding levels for the CLSA/TBR program.
2. Oppose further efforts to reduce funding.
3. Seek increased funding for library resource sharing programs.

#### BACKGROUND:

For more than 30 years, Californians have had the opportunity to use any library in the State to check out books and materials through the CLSA/TBR program. TBR allows library customers who reside in one city or county to use the services of another city or county's library system. Similarly, a public library in one jurisdiction can borrow books, magazines, and other media from another jurisdiction. There are no fees for these loan services.

The TBR program is a State-mandated program that reimburses local libraries for providing material loan services. Program costs for both over-the-counter (direct loan) and inter-library loans are reimbursable. However, the TBR program has not been funded at the reimbursement rate approved by the State Department of Finance for years.

Further reductions in State funding for the CLSA/TBR program would diminish support for the 49-99 Cooperative Library System at the regional level. The 49-99 Cooperative Library System includes the Stockton-San Joaquin County Public Library, Stanislaus County Library, Calaveras County Library, Amador County Library, Tuolumne County Library, and the City of Lodi Library.

A reduction to the CLSA program will have a holistic negative impact to the local, regional, and Statewide library system, including advanced library reference services, a demise of the delivery system between libraries, and other cooperative library system services.

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## 43. State Funding for Public Library Services

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization and Organizational Capacity*

#### ISSUE:

The Public Library Fund Act authorizes the Legislature to appropriate an amount up to 10% of a target level of service. However, the Public Library Fund for State appropriations has never reached the target level. As a result, libraries have been negatively impacted as they are challenged to provide a collection of materials that reflects the ongoing and current needs of the communities they serve.

#### LEGISLATIVE PLATFORM:

Support legislative efforts and/or budgetary proposals which would:

1. Sustain or increase the current level of library funding.
2. Oppose further budget reductions to the Public Library Fund.

#### BACKGROUND:

The Public Library Fund Act, established in 1983, provides direct State aid to California public libraries for basic public library services, including new materials. The funds are appropriated annually in the State budget. This Act authorizes the Legislature to appropriate an amount up to 10% of a target level of library services based on a per capita cost each year. This level is adjusted annually, however, the State appropriation has never reached the target level. Rather, State funding for public library services has experienced significant decreases over the past several years. The continued lack of funding has resulted in an overall reduction in the library's ability to provide needed library services to the residents of San Joaquin County.

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## 44. Job Order Contracting

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization*

#### ISSUE:

Job Order Contracting (JOC) currently allows for repair, renovation/remodeling, and maintenance type work. However, counties need flexibility for JOC to be utilized for small, multi-year construction projects of up to \$250,000, and medium multi-year construction projects ranging from \$250,001 to \$1,000,000.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budgetary proposals that would facilitate changes to the statutory language in Section 20128.5 of the California Public Contract Code. The desired changes will authorize counties to award multi-year contracts and to utilize JOC for all projects, including new construction and minor non-repetitive work.

#### BACKGROUND:

JOC, sometimes referred to as unit price contracting, is a competitive bid, annual contract that enables agencies to accomplish multiple small to medium repair, renovation, or maintenance projects. JOC is flexible; it is based on a unit cost, unspecified quantity, and can be performed at non-specified locations. When fixed unit costs are established, project timelines, design costs, bidding, and construction options are limited.

JOCs may be awarded for up to \$4.4 million, which includes the annual Consumer Price Index per California Code. JOCs cannot be utilized for new construction. If approved, contract advertisement costs and timeframes would be reduced and the County would have additional vendor options for new construction projects.

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## 45. Shortage of Engineering Professionals

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Organizational Capacity/Technology Utilization*

#### ISSUE:

San Joaquin County Public Works continues to experience a significant shortage of engineering professionals.

#### LEGISLATIVE PLATFORM:

1. Advocate and support legislation or budgetary efforts that would expand engineering and technology-related training programs, especially for civil engineering and construction technology;
2. Support funding for engineering training loans and scholarship programs which target Central Valley needs and shortages, as well as funding for workforce outreach and development in schools and the community; and
3. Support legislation that would provide incentives to encourage and attract engineering professionals to practice in the Central Valley.

#### BACKGROUND:

Due to increasing demands for engineers to support public works projects in the region, San Joaquin County continues to face a critical shortage of engineering professionals. Expansion of engineering and technology-related training programs, especially for civil engineering and construction technology, is necessary to address the shortage of qualified engineers. The County advocates for funding engineering training loans and scholarship programs that target Central Valley needs and shortages, as well as funding for the workforce outreach and development in schools and the community. Furthermore, the County supports legislation that would provide incentives to encourage and attract engineering professionals to practice in the Central Valley.

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## 46. Improved Flood Protection

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Water Management*

#### ISSUE:

San Joaquin County relies on a system of levees, reservoirs, channels, ditches, and other structures for the protection of lives, property, and critical infrastructure. State and Federal flood protection standards have become more stringent in recent years, which impose additional obligations on local governments to improve the level of flood protection and to increase maintenance of levees and channel along with meeting ever-increasing environmental protection requirements. Current State laws require local governments to generate revenues specific to the flood protection services provided, which are currently insufficient to meet increasing needs and mandates.

#### LEGISLATIVE PLATFORM:

1. Seek, advocate, and support legislation, regulations, administrative efforts, and/or projects that:
  - a. Fund engineering design and construction of features approved in the Lower San Joaquin River Feasibility Study (LSJRFS) and other flood protection infrastructure;
  - b. Ensure that State and Federal obligations in the operation, maintenance, repair, rehabilitation, and replacement (OMRR&R) of project levees and channels within the State Plan of Flood Control are met, including a coordinated effort to consolidate both State and Federal inspections;
  - c. Repair and restore levees and channels after a flood event under Public Law 84-99 or similar program;
  - d. Provide funding for local levee maintenance activities and relief from certain environmental restrictions for maintenance activities;
  - e. Achieve multiple benefits including flood protection, groundwater recharge, and/or reservoir storage;
  - f. Expedite completion of a Federal feasibility study and all State and Federal permits to provide 200-year flood protection for the Mossdale Tract area;
  - g. Ensure communities in San Joaquin County maintain or establish at least 100-year flood protection to eliminate and/or reduce the cost of flood insurance under the National Flood Insurance Program (NFIP); and
  - h. Result in practical reforms to NFIP programs, including maintaining and/or enhancing affordability of flood insurance premiums, and ensuring reasonableness and practicality of administering the Federal Emergency Management Agency's (FEMA) model flood hazards ordinance.

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# Improved Flood Protection (Continued)

## LEGISLATIVE ISSUES

2. Seek, advocate, and support legislative and administrative efforts that would provide funding to analyze, plan, design, construct, and maintain facilities to improve Delta levees and waterways in San Joaquin County for the protection of communities, water supplies, agriculture, and other local businesses.

### **BACKGROUND:**

Levee systems in San Joaquin County protect over 400,000 residents and essential infrastructure that is critical to the region's economy and the State's well-being. Major flooding in the County could result in overwhelming negative economic impacts Statewide. Potential impacts to homes, businesses, transportation, farms and agriculture, municipal sewer and water systems, energy infrastructure, and the environment can be minimized with the proper planning, construction, and maintenance of flood protection improvements.

Local governments must participate in the FEMA National Flood Insurance Program (NFIP) to remain eligible for Federal funding. 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). Flood insurance is optional outside of Special Flood Hazard Areas. Congress is required to reauthorize and fund the NFIP with changes to the program proposed from time to time. Additionally, reforms are needed in some areas of the NFIP, such as adding reasonable flexibility in the requirements for structures related to agricultural uses and to ensure that proposed changes keep flood insurance rates affordable for local constituents.

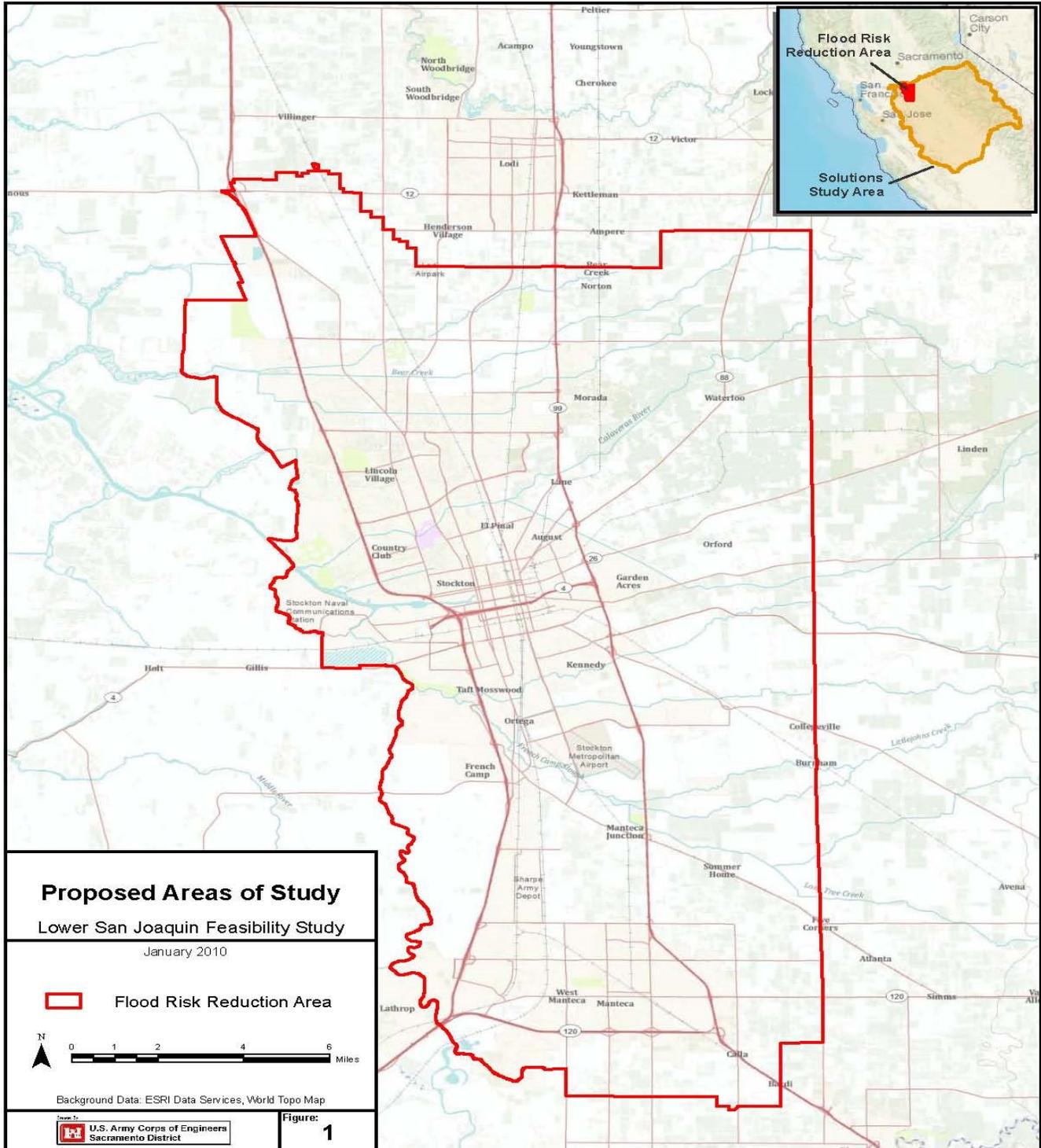
### **Non-Project Levees**

Non-project levees are essential features in the overall system of levees protecting parts of San Joaquin County. Non-project levees are levees that are not built as part of a Federally-authorized project. While the U.S. Army Corps of Engineers (USACE) and the State are not involved in the operation and maintenance of non-project levees, many of these levees protect urban areas subject to the State's 200-year protection requirement. Consequently, communities within the County could be faced with a significant unfunded State mandate, and as a result, development, re-development, and critical infrastructure improvements could be halted if funding for both project and non-project levees is not available. Given the importance of non-project levees to this area, future State planning efforts and funding programs to implement the Central Valley Flood Protection Plan should incorporate the improvement needs of both project and non-project levees.



# Improved Flood Protection (Continued)

## LEGISLATIVE ISSUES



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# 47. Proposition 218 Revisions: Small Water and Sanitary Sewer District Charges and Fees

## LEGISLATIVE ISSUES

### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization*

### ISSUE:

Proposition 218 requirements can prevent adequate funding for essential health and safety services in some water and sewer districts where a small number of property owners may prevent fee increases by majority protest.

### LEGISLATIVE PLATFORM:

Seek and support legislative and/or regulatory action that would:

1. Define small water and sewer districts.
2. Allow some means of raising adequate fees to cover the actual costs of providing essential health and safety services after a fee increase is defeated by a majority protest.
3. Establish a streamlined process for privatizing services, reducing service levels, or dissolving a special district when property owners refuse to approve a rate structure that is adequate to fund water and sewer service.
4. Fund water and sanitary sewer services through Community Facilities Districts formed under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311 et seq.).

### BACKGROUND:

Proposition 218, the Right to Vote on Taxes Act, was approved in November 1996. The Act requires new and increased local taxes, fees, and charges be approved by voters/property owners.

Proposition 218 recognizes the essential nature of water and sanitary sewer service by establishing a special protest process for proposed fee or charge increases. The protest procedure works well for large utilities because it is difficult to mount a majority protest to prevent the governing body from approving a proposed fee or charge increase. This does not hold true for small districts, where it only takes a small number of property owners to register a majority protest. This has prevented some smaller districts from being unable to increase fees as expenses increase, resulting in insufficient revenue to provide essential services. Many of these districts have aging infrastructure and require either capital replacement or intensive maintenance and repair. If the constituents of a small water or sewer district repeatedly mount a majority protest to prevent the governing body from raising sufficient revenue to provide water or sanitary sewer service, the governing body must either be able to relieve itself of the responsibility to provide these services or have an alternative process to raise fees despite the majority protest.

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## 48. Extended Producer Responsibility for Product Disposal

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Fiscal Optimization, Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Local governments are required to manage various universal and other problematic waste products at the time of disposal, resulting in significant annual costs to counties.

#### LEGISLATIVE PLATFORM:

Advocate and support legislative and regulatory efforts to address end-of-life costs and management of problematic discarded products and materials.

#### BACKGROUND:

Local governments in California are required to collect and manage banned, and often expensive, discarded products and materials. To date, legislative and voluntary initiatives that involve producers in the design and end-of-life management of products have focused on one product or product category at a time. The result has been a patchwork of product-specific legislation (e.g., lighting, computers, tires) or substance-specific legislation (e.g., mercury, lead, brominated flame retardants) for the disposal of problematic items, typically with no financial support to counties for end-of-life management.

California's list of hazardous products banned from land disposal continues to grow; and other problematic products, such as tires, mixed-material, and bulky packaging, are especially difficult to recycle and ever more prevalent. The costs to manage discarded products will increase substantially in the short-term unless policy changes are made.

San Joaquin County estimates it would cost \$4 million to handle 50% of one year's generation of common problematic items.

The California Integrated Waste Management Board has adopted a framework approach to implement Extended Producer Responsibility in California in order to guide proposals to seek statutory changes. The framework establishes a government role in setting targets, developing appropriate regulations, establishing reporting and tracking requirements, and selecting products for new product stewardship programs.

The County strongly supports Extended Producer Responsibility framework legislation. This framework would establish transparent and fair principles and procedures to manage universal and other waste products. Improved design and management infrastructure is in the public interest and would shift waste management costs from local government to the producer of the product, thus incentivizing them to redesign products to reduce their negative health and environmental impacts.

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## 49. Illegal Dumping

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

Illegal dumping is a significant problem in San Joaquin County, and the removal of illegally disposed waste has become a significant financial burden to the County.

#### LEGISLATIVE PLATFORM:

Advocate and support legislation that would address illegally disposed waste, including the establishment of a Statewide illegal dumping prevention program in coordination with existing clean-up programs administered by the California Integrated Waste Management Board. The proposed illegal dumping prevention program should include:

1. Flexible funding for illegal dumping enforcement and related enforcement/prosecution processes.
2. Public outreach, education, and training.
3. Support for Statewide standardization of acceptable evidence and prosecution.

#### BACKGROUND:

According to the California Integrated Waste Management Board website, illegal dumping has become one of the most pervasive problems for cities and counties for more than 16 years. Illegal dumping on County roadways is a significant problem. In addition to being unsightly, it increases health and safety hazards and requires significant resources and logistical coordination for removal. The economic impacts of illegal dumping to local governments are significant. San Joaquin County alone expended more than \$1.3 million in the past year to remove illegally disposed waste from the public right-of-way.

In November 2004, the County adopted a local ordinance to increase the fines and punishments for illegal dumping up to the maximum allowable by State law. The ordinance included high-profile signage and initial efforts to establish a random camera enforcement program at high-frequency dumping locations. In November 2007, the Board of Supervisors established an Illegal Dumping Prevention/Enforcement Task Force with representation from Public Works, Community Development Department, Environmental Health Department, the Sheriff's Office, the District Attorney's Office, Information Systems Division, and the County Administrator's Office. Task Force objectives were to research and recommend a plan to prevent, apprehend, and prosecute illegal dumpers.

In 2022, the Board of Supervisors adopted an ordinance that provides for illegal dumping enforcement as an infraction, which enables the County to impose penalties without criminal prosecution. Also in 2022, the County allocated more than \$100,000 from the American Rescue Plan Act (ARPA) for a comprehensive educational campaign to target hot spot areas through radio ads in English and Spanish, digital billboards, busses, and digital ads on social media. ARPA funds are one-time investments. The County seeks to support its illegal dumping campaign and clean-up efforts through other ongoing funding mechanisms.

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## 50. Local Road and Bridge Maintenance Backlog

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITIES:

*Public Safety/Criminal Justice/Quality of Life*

#### ISSUE:

San Joaquin County transportation financing needs exceed existing and foreseeable revenues, which will require additional funding to respond to current and projected growth in transportation infrastructure maintenance.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budget appropriations that would address or provide funding for the backlog of local County road and bridge maintenance projects.

#### BACKGROUND:

The current San Joaquin County backlog of deferred road maintenance includes an estimated \$223 million in pavement maintenance and \$178 million in bridge maintenance. In addition, there is a 10-year capital replacement need totaling \$265 million for essential components such as signs, signals, sidewalks, storm drains, etc.

These maintenance investments reflect the amounts needed in order to bring the County's local roads and bridges into a state of good condition and do not include system expansions to address existing congestion or projected population growth. The continued delay of deferred road maintenance will result in further declining road conditions and add to the County's roadway maintenance backlog. The County seeks to be proactive in legislative and policy remedies to address the transportation funding issues that impact the deferred road and bridge maintenance backlog.

**(Project Literature Available)**

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# 51. Use of Technology to Support Traffic Safety Initiatives

## LEGISLATIVE ISSUES

### BOARD STRATEGIC PRIORITY:

*Technology Utilization and Public Safety*

### ISSUE:

Speeding and other unsafe driving behaviors continue to increase and the required resources to address these issues exceed existing law enforcement resources, necessitating the use of automated technology to support traffic safety enforcement activities and safety initiatives.

### LEGISLATIVE PLATFORM:

Advocate for and support legislation that would provide local and State law enforcement agencies with authority and/or resources to equitably implement technology to support education and enforcement efforts.

### BACKGROUND:

The relationship between driving speed and the risk of a crash and/or fatality is well established. In 2019, 26% of all motor vehicle fatalities occurred in collisions in which at least one driver was speeding. In the same year, the National Highway Traffic Safety Administration's Crash Report Sampling System studied a sample of police-reported crashes. The results showed speeding was involved in 12% of crashes resulting in injuries/fatalities and 9% of property-damage-only crashes.

San Joaquin County's 2022 Local Road Safety Plan highlights a similar pattern of unsafe speed and injury-related collisions. The Plan evaluated collisions on County-maintained roadways over a 5-year period beginning in 2015. Unsafe speeds were noted as a primary collision factor in nearly 25% of reported collisions and 13% of fatal/serious injury collisions.

Several studies, including the findings of the 2019 CalSTA Zero Traffic Fatalities Task Force data synthesis have highlighted the direct relationship between vehicle speeds and the risk of fatalities resulting from a collision. In 2021 Assembly Bill 43 was signed into law and provides local agencies greater flexibility in establishing speed limits when considering safety. However, efforts to reduce vehicle speeds and achieve higher levels of driver compliance require additional enforcement by local law enforcement agencies. As speeding and other unsafe driving behaviors have become more prevalent, traffic enforcement agency resources to address these behaviors have become overburdened. Automated technology resources are needed to assist with education and enforcement activities, to improve traffic safety.

Automated speed camera enforcement is effective in reducing speed and speed-related collisions.

San Joaquin County supports Speed Safety System Pilot Programs, such as those proposed in Assembly Bill 2336 (2022).

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## 52. Invasive Weeds

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Water Management*

#### ISSUE:

Invasive weeds choke the Sacramento-San Joaquin Delta (Delta) waterways and impede flow, causing degradation of water quality and quantity in waterways. Large mats of water hyacinth are also excellent breeding grounds and hiding places for mosquitoes, which have challenged local mosquito and vector control agencies to control the spread of the West Nile Virus and other dangerous mosquito-borne illnesses. The spread of water hyacinth (*Eichhornia crassipes*), *Egeria densa* (Brazilian waterweed), *Arundo donax* (giant cane/reed), and other invasive weeds in and around local waterways has reduced channel capacities for flood water conveyance, complicated levee maintenance, hindered marine navigation and boater access, and compromised operation of water intakes for agricultural, municipal, and industrial use. Local, State and Federal agencies; private water interests such as Delta farmers; marina operators; and State and Federal water projects are spending millions of dollars annually to combat this problem.

#### LEGISLATIVE PLATFORM:

Advocate and support increased funding for research, development, and implementation of a sustainable, long-term invasive weeds management strategy.

#### BACKGROUND:

San Joaquin County continues to advocate for a comprehensive long-term strategy for eradication of invasive weeds. Invasive aquatic weeds such as submerged Brazilian waterweed (*Egeria densa*), floating water hyacinth (*Eichhornia crassipes*), and emergent giant reed (*Arundo donax*) are a few of the most prolific and damaging invasive plant species in the Delta.

The California Division of Boating and Waterways has limited resources and permissions to control and eliminate the threat of these invasive aquatic weeds. In recent years, water hyacinth mats occupied several miles of channels and canals, and in some cases from bank to bank, choking off access to irrigation. Currently, herbicides are applied at key times of the year under strict conditions from State and Federal regulators.

Cooperation between the United States Department of Agriculture (USDA), the Division of Boating and Waterways, and other regulatory agencies have been focused mainly on permitted spraying programs throughout the Delta. Recent inclusion of USDA and National Aeronautics Space Administration researchers has been crucial to developing a science-based, comprehensive management approach to integrated pest and invasive weed management. Efforts to implement these strategies must be increased and include additional coordination across multiple disciplines, jurisdictions, and stakeholders, culminating in a sustainable, long-term Delta-wide integrated pest and invasive weed management strategy.

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## 53. New Water Supplies for San Joaquin County

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

#### *Water Management*

#### ISSUE:

San Joaquin County continues to support the development of locally-supported water supply projects in Eastern San Joaquin County. The County has worked with local stakeholders to:

1. Develop and administer the Eastern San Joaquin County Integrated Regional Water Management Plan (IRWMP);
2. Facilitate implementation of projects in the IRWMP;
3. Apply for grant funding (a) on behalf of member agencies in the IRWMP Coordinating Committee, Eastern San Joaquin Groundwater Sustainability Agency, and Tracy Subbasin Coordinating Committee, and (b) to pursue the priorities set forth in the Board of Supervisors' Water Management strategic priority;
4. Implement the Eastern San Joaquin Groundwater Sustainability Plan (ESJ GSP) prepared pursuant to the Sustainable Groundwater Management Act of 2014 (SGMA) by the Eastern San Joaquin Groundwater Authority;
5. Implement the Tracy Subbasin Groundwater Sustainability Plan (Tracy GSP) prepared by the Tracy Subbasin Coordinating Committee pursuant to SGMA and submitted to the Department of Water Resources (DWR) in 2022; and
6. Develop Mokelumne River Water Right Application 29835 (Application 29835) and identify projects that would put this water to beneficial use.

#### LEGISLATIVE PLATFORM:

Seek, advocate, and support legislation and/or budgetary proposals which would:

1. Provide local, State, and Federal support for the project concepts described in the County's amended Water Right Applications 29835;
2. Seek State and Federal grant funding for local and regional conjunctive use projects on the Mokelumne River or from other water supply sources such as the Calaveras, Sacramento, and Stanislaus Rivers, and local creeks and sloughs;
3. Provide funding to develop and implement projects and management actions as identified in the adopted Groundwater Sustainability Plans with a priority for those actions that reduce overdraft and achieve sustainability;
4. Advocate for utilization and protection of surface water rights and entitlements from the Mokelumne River and other water sources to support recovery of groundwater levels and to increase groundwater storage in the underlying basin;

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# New Water Supplies for San Joaquin County

(Continued)

## LEGISLATIVE ISSUES

5. Oppose State and Federal Wild and Scenic Rivers designations and/or similar legislation that would unreasonably restrict stream segment utilization and prevent the development of future water supply, flood protection, and ecosystem needs of San Joaquin County and other communities throughout the Mokelumne River watershed;
6. Promote policies and/or projects that provide integrated flood protection, groundwater recharge, and environmental and/or reservoir storage benefits;
7. Provide for local control of decisions related to developing and maintaining a reliable and affordable water supply to local communities;
8. Advance State and Federal policies founded upon sound science that would support sustainable and secure agriculture and help ensure a reliable and sufficient water supply;
9. Encourage the State to include groundwater recharge and storage as a beneficial use of water;
10. Enhance water supply reliability to meet San Joaquin County agricultural, public, industrial, and ecosystem needs, including advocating for State and Federal financial support for new and replacement water infrastructure; and
11. Support the efforts of State and local agencies to successfully implement Sustainable Groundwater Management Act requirements.

### BACKGROUND:

IRWMP is a collaborative effort to identify and implement water management solutions on a regional scale that increase regional self-reliance, reduce conflict, and manage water concurrently to achieve social, environmental, and economic objectives. California's Regional Water Management Act (Senate Bill 1672) passed in 2002. DWR is coordinating the State's IRWMP program, distributing related bond funds, and ensuring IRWMPs comply with State requirements and guidelines. The County participated in multiple iterations of the IRWMP planning process and produced a number of IRWMPs and plan updates, with the most recent being in 2019. The 2014 IRWMP was prepared under direction of the Northeastern San Joaquin Groundwater Basin Authority. DWR updated the IRWMP guidelines in 2016, and the San Joaquin County IRWMP Coordinating Committee prepared the 2019 IRWMP Addendum. DWR accepted the report and deemed it complete. This updated IRWMP allows projects in the region to compete for available Statewide IRWMP grant funding. This update included outreach to Disadvantaged Communities (DACs), formation of a DAC Task Force to review and recommend funding priorities for DAC projects, and work to make the IRWMP compliant with 2016 DWR guidelines. The ESJ GSP projects discussed below and the Lower San Joaquin River Flood Management Plan projects are included in the IRWMP update so that they may be eligible for bond funding from the IRWMP program.

The underlying groundwater basin in eastern San Joaquin County is a primary source of water for farms and residents. The eastern San Joaquin County groundwater basin has been characterized by the DWR as being in "critical overdraft" and has a high-priority designation pursuant to SGMA. To comply with SGMA and preserve local control, the Groundwater Authority (GWA) formed as a Joint Powers Authority of 16 local Groundwater Sustainability Agencies (GSA). The GWA prepared, adopted, and submitted the final East San Joaquin Groundwater Sustainability Plan to DWR on January 31, 2020. DWR commented in December 2021, and the GWA prepared and submitted a revised GSP to DWR in July 2022. The ESJ GSP contains conjunctive use and other projects designed to achieve sustainability over a 20-year planning horizon. The GSAs and GWA are working to design, fund, and implement the ESJ GSP projects.



# New Water Supplies for San Joaquin County

## (Continued)

### LEGISLATIVE ISSUES

The DWR has deemed the revised GSP is in *substantial compliance* with the SGMA and DWR guidelines.

The County is working with the Tracy Subbasin Coordinating Committee and prepared and submitted the Tracy GSP to DWR in January 2022; DWR has two years from that time to review the plan. This Tracy Subbasin comprises roughly one-third of the County southwest of the San Joaquin River and is considered a medium priority basin by DWR.

The Mokelumne Integrated Conjunctive Use Project will be developed to divert unappropriated flows from the Mokelumne River under Application 29835 to provide a source of surface water in wet years for groundwater recharge, which can then be used in future drought years. The Project seeks to provide additional storage capability and improves water supply reliability for project participants both locally and regionally. Past San Joaquin County Federal Platforms focused on the proposed Duck Creek Reservoir alternative for Federal advocacy. The current emphasis is to identify and design points of diversion; conveyance and recharge facilities and groundwater storage operations; and achieve environmental compliance pursuant to CEQA/NEPA.

The Groundwater Resources Management Report lists the following findings: Documentation of Duck Creek Reservoir Feasibility and Recommended Surface Water Entitlement Program evaluated the feasibility of Duck Creek Reservoir and found it to be infeasible. The County is now working to develop recharge facilities and operations to store water below-ground storage alternatives for Application 29835 and to put this water to use and help meet demands and recharge the groundwater basin

The County secured \$3.3 million of SGMA GSP implementation grant funding from DWR to further develop projects to make use of this water. The County will seek to use State funding as local match dollars for potential Federal funding opportunities. The goals for the projects to be developed are to store wet year water for dry year use and reduce overdraft for the benefit of the basin, and to respond to drought cycles and climate change without economic impacts to the local economy.

County water interests have also identified significant opportunities for surface water diversions to direct use in-lieu of groundwater and also for direct groundwater recharge on the Calaveras, Sacramento, and Stanislaus Rivers, and local creeks and sloughs. Pursuing funding from a variety of sources, including Federal funding, is critical to implement projects that take advantage of these opportunities.

Projects envisioned to take advantage of locally available surface water flows not only benefit San Joaquin County interests but also potential inter-regional partners such as East Bay Municipal Utility District (EBMUD). On September 24, 2013, EBMUD and the County entered into a Memorandum of Agreement for the development of the Demonstration Recharge, Extraction, and Aquifer Management (DREAM) project. The DREAM pilot project facilities have been completed, tested, and were operated in February 2023. EBMUD and the County are uniquely positioned to seek State and Federal funding for future phases of the DREAM project, citing the inter-regional and groundwater storage benefits.

The County worked to support North San Joaquin Water Conservation District (NSJWCD) efforts to secure SGMA GPS Implementation Grant funding of \$3.9 million to fund improvements to their existing infrastructure and will further support efforts to obtain additional State and Federal funding.



# New Water Supplies for San Joaquin County

*(Continued)*

## LEGISLATIVE ISSUES

If successful, future project partnerships with agencies seeking to bank groundwater in eastern San Joaquin County may be possible, which could result in additional water supplies and infrastructure funding for the community.

Public Works staff have also coordinated with DWR to develop the Calaveras Watershed Study. DWR is investing roughly \$3 million to develop models to assess multi-benefit project operations, evaluate impacts of climate change, and identify adaptive management strategies to respond to new climate realities. It is anticipated that the adaptive management strategies could include (a) Forecast Informed Reservoir Operations at New Hogan Reservoir, (b) spreading of floodwater and other groundwater recharge efforts, and (c) floodway enhancement efforts to reduce flood risk and achieve multiple water supply and flood risk reduction benefits. DWR is performing this study in coordination with San Joaquin County, the San Joaquin Area Flood Control Agency, and Stockton East Water District.



## 54. Sacramento—San Joaquin Delta

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

#### *Water Management*

#### ISSUE:

Since passage of the Delta Reform Act of 2009, the Sacramento-San Joaquin Delta (Delta) has been a top State and Federal legislative priority for the Board of Supervisors. The Newsom Administration is proposing a single-tunnel isolated Delta conveyance, a successor to the failed California WaterFix/EcoRestore Project and the Bay-Delta Conservation Plan (BDPC), which is the latest threat to the economic, social, and environmental viability of the Delta. The Board has engaged with a variety of interests to defend the Delta in the following areas:

1. Improving and maintaining the system of levees that protect life and property for both agricultural and urban areas, and which also support the current system through Delta exports.
2. Advocating for continued access to Delta water supplies of sufficient quantity and quality for farmers, urban users, and the environment.
3. Supporting efforts to have a healthy and viable Bay-Delta Estuary.
4. Enhancing maritime commerce, recreation, and recognition of the Delta.

The Board of Supervisors supports the development of a comprehensive Statewide plan for a robust water portfolio that is a) consistent with the best interests of the Delta within San Joaquin County; b) consistent with the Co-Equal Goals of the Delta Reform Act of 2009 and the policy of the State to reduce reliance on the Delta for future California water needs; and c) protective of the local economy, habitat, water rights, water quality, land-use governance, and way of life in San Joaquin County.

#### LEGISLATIVE PLATFORM:

1. Seek legislative and administrative support in accordance with the following principles:
  - a. Actions associated with the Delta ecosystem and water supply reliability for areas outside of the Delta must not redirect unmitigated adverse environmental, economic, or social impacts to San Joaquin County;
  - b. Actions and activities associated with the Delta must honor and adhere to water rights, priorities, and area-of-origin protections. San Joaquin County opposes water-user fees that would tax water users in the areas of origin and/or general taxpayers for the cost of mitigation efforts in the Delta, or to provide a water supply for those outside of the Delta;
  - c. Water conveyance facilities routed through San Joaquin County must have no adverse effect on the existing and future agricultural operations in the County. Other adverse impacts of water conveyance facilities routed through the County must be fully mitigated. The County must be fully involved in routing and operational issues of water conveyance facilities located within the County;

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# Sacramento—San Joaquin Delta

*(Continued)*

## LEGISLATIVE ISSUES

- d. The Delta Stewardship Council’s definition of “Covered Actions” must continue to be narrowly defined as set forth in the Delta Reform Act of 2009 as opposed to being broadly interpreted by the Council. Legislative solutions may be necessary to clarify ambiguous statutory provisions regarding “Covered Actions;”
  - e. Implementation of the Delta Stewardship Council’s Delta Plan and future development and implementation of other planning documents must ensure that those documents do not conflict with San Joaquin County land use planning, economic development, agriculture, and recreational opportunities;
  - f. Financial resources must be committed by the State to maintain and enhance vital transportation and flood control infrastructure in areas of the Delta within San Joaquin County. Financial resources also need to be committed to improve emergency response within the Delta; and
  - g. The set of strategies to address problems in the Delta must be comprehensive, accounting for the multitude of causes of the Delta’s decline and not simply focusing on one or a limited number of causes.
2. Support legislative and administrative efforts, including budget proposals, which would provide:
    - a. Funding for near-term projects which do no harm to San Joaquin County and its constituents and help further the long-term sustainability of the Delta and its unique economy and environment;
    - b. Funding to continue the Delta Counties Coalition, Coalition to Support Delta Projects, California Partnership for the San Joaquin Valley, and other such coalitions or processes that enable the continuation of these efforts or other similar efforts/coalitions to advance a healthy dialogue among Statewide stakeholders. Coalitions and processes are beneficial for identifying and prioritizing near-term projects that further the co-equal goals of improving Statewide water supply reliability and restoring and enhancing the Delta ecosystem in a manner that protects and enhances its unique cultural, recreational, ecological, and agricultural values as it continues to evolve; and
    - c. Funding from State and Federal sources that is disbursed for projects and proposals consistent with the adopted County legislative platforms and does not advance or support the adoption or implementation of the single-tunnel Delta conveyance project.
  3. Seek legislative and administrative support in:
    - a. Protecting San Joaquin County’s governmental prerogatives in the areas of local land use authority, tax and related revenues, public health and safety, economic development, and agricultural stability;
    - b. Preventing San Joaquin County’s ability to govern, as an elected body, from being usurped by a non-elected, appointed board or council. Any and all councils, commissions, or boards established to “govern” the Delta must include voting membership for elected representatives from the County; and



# Sacramento—San Joaquin Delta

*(Continued)*

## LEGISLATIVE ISSUES

- c. Working with the State’s representatives implementing the single-tunnel Delta conveyance project, the Delta Stewardship Council’s Delta Plan, and the development and implementation of other future planning documents to ensure those plans do not conflict with San Joaquin County land use planning and economic development, including agriculture or any other County interests.
4. Aggressively oppose legislative, regulatory, and administrative efforts including water plans and infrastructure proposals that would negatively impact San Joaquin County’s urban communities, vital agricultural economy, and the Delta, such as isolated conveyance.

### BACKGROUND:

Nearly two-thirds of the Delta comprises approximately one-third of the County area. In total, Delta agricultural production is valued at approximately \$1.5 billion annually, resulting in more than \$5 billion in additional State economic benefit. The Delta is also a critical thoroughfare for infrastructure such as highways, natural gas storage and transmission, and water supply conveyance. The Delta’s maze of navigable waterways supports maritime commerce and the transportation of goods, boating and recreation, and numerous fish and wildlife species. The Delta is also a source of local drinking water, as the City of Stockton diverts Delta water into its Delta Water Treatment Plant.

San Joaquin County is unquestionably tied to the long-term economic, social, and environmental viability of the Delta. Current proposals, including the Delta Stewardship Council’s Delta Plan and the Delta Conveyance Project, could have significant adverse effects on communities in the Delta and within the Delta watershed. Examples that conflict with the long-term economic, social, and environmental viability of the Delta and San Joaquin County as a whole include:

1. Limiting the sovereignty of local agencies to make land use decisions;
2. The diminution of water rights to the detriment of senior water right holders and the area of origin;
3. The conversion of agriculture in the Delta to shallow water habitat in-lieu of direct mitigation for export pumping and endangered species takings; and
4. Potential for continued deterioration of Delta water quality and quantity, resulting in impacts to agriculture, wildlife, recreation, and commerce in the Delta.

Since the passage of the 2009 Comprehensive Water Package, including the Delta Reform Act of 2009, the need for San Joaquin County’s effort to react to and influence the processes, policies, and projects created or proposed by the Water Package have increased greatly. Consistent with the Board of Supervisors’ policy direction, County staff are working to represent the County’s position, defend the County’s interests, and constructively participate in many of the ongoing State and Federal activities surrounding the Delta. The County has engaged with local, State, and Federal legislators, public entities, State and Federal agencies, environmental groups, and private businesses on several fronts to ensure that the County’s position and interests are represented in any action or policy affecting the Delta.

San Joaquin County continues to participate in the Delta Counties Coalition (DCC), comprised of Contra Costa, Sacramento, Solano, Yolo, and San Joaquin counties. The DCC was formed to advocate with one voice on behalf of the affected five Delta county governments and the approximate 4 million people residing in Delta counties.



# Sacramento—San Joaquin Delta

## *(Continued)*

### **LEGISLATIVE ISSUES**

The DCC will continue working cooperatively to advocate for common issues such as governance, land use, and water supply and quality impacts to Delta communities with State and Federal legislators and agencies. Additionally, the Delta Coalition, which consists of seven cities within San Joaquin County, other local business, and environmental interests, continues to engage the greater County community to protect local interests in the Delta.

The County also works to support several coalition building and consensus-based efforts, including the Coalition to Support Delta Projects and the DCC/California Partnership for the San Joaquin Valley 12-county water work group effort. The 12 counties of the Delta and the San Joaquin Valley were able to come to consensus on a list of near-term “no regrets” projects that benefit the region.



## 55. California Labor Code 1771

### LEGISLATIVE ISSUES

#### BOARD STRATEGIC PRIORITY:

*Fiscal Optimization*

#### ISSUE:

Public agencies are required to pay prevailing wage for any project that will cost more than \$1,000. This may prevent some departments from having minor public works projects completed.

#### LEGISLATIVE PLATFORM:

Pursue and support legislation that would amend California Labor Code Section 1771 to change the dollar limitation from \$1,000 to \$10,000 for prevailing wage to be required.

#### BACKGROUND:

Current California Labor Code 1771 states that “except for public works projects of one thousand dollars (\$1,000) or less, not less than the general prevailing rate of per diem wages for work of a similar character in the locality in which the public work is performed, and not less than the general prevailing wage of per diem wages for holiday and overtime work fixed as provided in this chapter, shall be paid to all workers employed on public works.” The \$1,000 threshold has not been increased since the Code was established. Thus, the purchase power of this dollar amount has been severely eroded due to inflation, increased costs of public works construction and repair projects, increased raw material and transportation costs, and supply chain challenges post COVID-19.

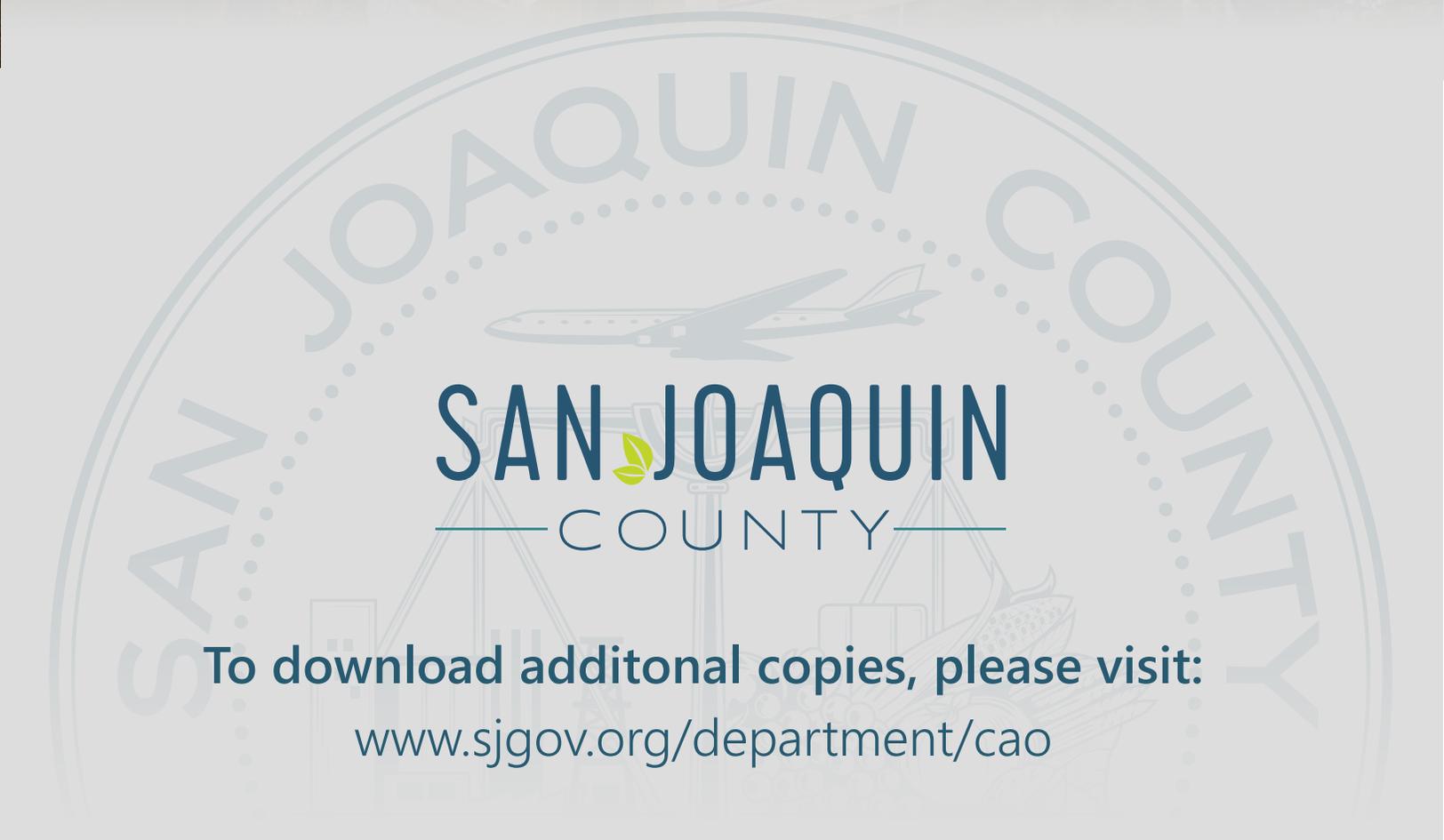
The escalation of small construction project costs has also impacted the amount of services and materials that can be authorized without requiring prevailing wage. The contractual burden and cost associated with paying prevailing wage for small projects has resulted in the inability of public works to engage vendors for smaller projects. This has negative impacts on small business construction operations as they potentially lose meaningful contract projects, and on the industries that need small construction projects for their operations.

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