SANTA ANA RIVER CONSERVATION AND
CONJUNCTIVE USE PROGRAM (SARCCUP)

SAWPA Commission
January 2016
Approval of Outreach Consultant: GSA & Task Order

Water-Energy Community Action Network (WECAN)

SAWPA Commission
March 1, 2016
Recommendation

- That the Commission authorize Staff to execute the Outreach Consultant General Services Agreement and Task Order with WaterWise Consulting, Inc., doing business as Green Media Creations, in the amount of $170,000 to implement the turf removal outreach portion of the Water-Energy Community Action Network Project.
Timeline

- SAWPA Commission Approved Grant Application
  - December 16, 2014
- SAWPA Commission Approved RFP for Outreach
  - October 6, 2015
- SAWPA Commission Approved Cost Share Agreement
  - February 16, 2016
Project Specs

- Removing 260,000 square feet of turf, replace with drought tolerant landscaping
- Install 2,148 water/energy saving devices
- Location of residents must be identified as disadvantaged by State screening tool
Outreach to Residents

- Bilingual
- Call-center, canvassing, workshops
- Present landscape options
- Be knowledgeable of drought tolerant specs
- Explain registration requirements
RFP Results

- BKi
- Center for Sustainable Energy
- Community Action Partnership of Orange County
- Green Media Creations
GMC Experience

- Consultant to Metropolitan, Valencia WD, Coachella Valley WD, Camarillo City, Paolo Alto Public Utilities, West Basin MWD
- Has certified C-27 license holder on staff
- Extensive project management expertise and outreach material design/distribution experience
- Extensive bilingual experience
Grant Funding

- Agreement with SAWPA is GSA and Task Order
- Payment is through grant
- Commission paid if registered enough eligible residents
Recommendation

- That the Commission authorize Staff to execute the Outreach Consultant General Services Agreement and Task Order with WaterWise Consulting, Inc., doing business as Green Media Creations, in the amount of $170,000 to implement the turf removal outreach portion of the Water-Energy Community Action Network Project.
Approval of Residential Training: Sub-Agreement

SAWPA Commission
March 1, 2016

Water-Energy Community Action Network (WECAN)
Recommendation

- That the Commission authorizes Staff to execute the Sub-Agreement with Orange County Coastkeeper for $92,520 to implement the residential-training portion of the Water-Energy Community Action Network Project.
Outreach to Residents

- Bilingual landscape manual, printed/electronic
- Nine workshops across project areas
- Present landscape options
- Be knowledgeable of drought tolerant specs, watering requirements
Background on OC Coastkeeper

- OWOW Steering Committee Member
- Partner in developing Project from start in 2014
- Developing and implementing SmartScape Program
Grant Funding

- Payment is through grant
- Sub-Agreement with OC Coastkeeper
  - Defines tasks and responsibilities
  - Defines grant funding share and payment processing
Recommendation

- That the Commission authorizes Staff to execute the Sub-Agreement with Orange County Coastkeeper for $92,520 to implement the residential-training portion of the Water-Energy Community Action Network Project.
Recommendation

- That the Commission authorize staff to execute the Landscape General Services Agreement and Task Order with EcoTech Services, Inc., in the amount of $1,300,000 to implement the drought-tolerant landscaping portion of the Water-Energy Community Action Network Project.
Timeline

- SAWPA Commission Approved Grant Application
  - December 16, 2014
- SAWPA Commission Approved RFP for Landscape Contractor
  - October 6, 2015
- SAWPA Commission Approved Cost Share Agreement
  - February 16, 2016
RFP Results

- EcoTech Services, Inc. at $5.60 per SF
- Elegant Artscape at $4.50 per SF
  - Did not have proper qualifications as not registered as public works contractor
- Negotiated lower price at $4.90 per SF with EcoTech
Project Specs

- Provide four design landscape templates
- Remove 260,000 SF of turf, replace with drought tolerant landscaping
- Provide warranty-back plants/trees/shrubs
- Convert sprinkler heads to drip
- Provide two follow-up site visits
- Provide bilingual call-center
Grant/Cost Share Funding

- Payment is through grant and cost share (MOUs)
- Agreement with SAWPA is GSA and Task Order
Recommendation

- That the Commission authorize staff to execute the Landscape General Services Agreement and Task Order with EcoTech Services, Inc., in the amount of $1,300,000 to implement the drought-tolerant landscaping portion of the Water-Energy Community Action Network Project.
Approval of Water-Energy Devices: Sub-Agreements

SAWPA Commission
March 1, 2016
Recommendation

That the Commission authorize staff to execute the following Sub-Agreements to implement the water-energy savings device installation portion of the Water-Energy Community Action Network Project:

1. Community Action Partnership of Orange County for $16,628;
2. Community Action Partnership of Riverside County for $85,000;
Background on CAPs

- SBC CAP project partner in development of grant application
- OC and SBC CAPs are non-profits; RC CAP is public agency
- CAPs have existing programs to implement water-energy savings
- CAPS have existing programs focused on disadvantaged communities
CAP Responsibilities

- Market and install 2,148 devices in disadvantaged community residences
- Device list:
  - Low-Flow Toilets,
  - Low-Flow Faucets Aerators,
  - Low-Flow Shower Heads,
  - Thermostatic Shut-Off Valves,
  - Energy Star Water Heaters,
  - Water Heater Blankets.
Grant Funding

- Payment is through grant
- Sub-Agreements with CAPs
  - Defines tasks and responsibilities
  - Defines grant funding share and payment processing
Recommendation

That the Commission authorize staff to execute the following Sub-Agreements to implement the water-energy savings device installation portion of the Water-Energy Community Action Network Project:

1. Community Action Partnership of Orange County for $16,628;
2. Community Action Partnership of Riverside County for $85,000;
Background Information

Water-Energy Community Action Network (WECAN)

SAWPA Commission
March 1, 2016
**Budget**

- Total Grant Amount - $2,339,823

<table>
<thead>
<tr>
<th>Budget Item</th>
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<tr>
<td>Outreach Consultant</td>
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1. Contracts
2. Start Outreach
3. Start Turf Removal
4. Finalize Outreach
5. Finish Turf/Devices
Strategic Assessment

March 1, 2016

Review of Preliminary Interview Findings and Observations
Background

- Submitted proposal: September 27, 2016
- Executed Task Order: November 24, 2016
- Conducted Interviews with every SAWPA Commissioner and Alternate
- Conducted interviews and follow-up meetings with five member agency general managers and SAWPA general manager
- Reported weekly progress to Tom Evans, Commission Chair
Report Outline

1. Opening Thoughts
2. History and Timeline
3. Mission and Purpose
4. Governance and Control
   - Facilities
   - Planning
   - Prop 84 Administration
5. Resources and Capacity
6. Closing Thoughts
1. Opening Thoughts

- Everyone takes pride in SAWPA’s history and accomplishments.

- Everyone sees value in the role that SAWPA has played in representing watershed-wide interests in facilities, regulatory, and funding spheres.

- No one suggests that SAWPA has out-lived its value to the region or has diminished future importance.

- Differences are based on the vision, mission, and purposes that SAWPA should pursue going forward.

- These competing visions have implications for the Commission’s effectiveness if they go unaddressed.
2. History and Timeline
Historical Context

- By 1960s, largest civil litigation in the U.S. was Orange County water interests against parties in the upper watershed (1930s, 1950s, and 1960s)
- Federal and state clean water legislation required planning that could have imposed decisions on the watershed
- SAWPA part of the settlement
- Bill Dendy hired to do the original basin plan
1967 Joint Exercise of Power Agreement

Santa Ana Watershed Planning Agency

“The purpose of the Agreement is to create a public entity which will conduct a water quality management program study for the Santa Ana River Watershed utilizing funds contributed by the parties hereto, and grant funds obtained from the Federal and/or State government.”

News article about the new agency (Jan 9, 1968):

“Although water quality is to be the first concern of the new agency its backers hope it may eventually lead to a management plan for the entire Santa Ana. Such a plan would involve supplementing the admittedly inadequate amount of water in the river with Northern California water ....”
Santa Ana Watershed Project Authority

“The purpose of the Agreement is to create a public entity to undertake and implement the common power of undertaking projects for water quality control, and protection and pollution abatement in the Santa Ana River Watershed, including:

- the development of waste treatment management plans for the area within the Santa Ana Watershed and
- construction, operation, and maintenance of works and facilities for:
  - collection, transmission, treatment, disposal and/or reclamation of
  - sewage, waste waters, poor quality groundwaters and storm waters by utilizing funds contributed by members, grants, and other debt.”
Purpose of Amendment

“It is the purpose of this Amendment No. 1 to amend Paragraph 4 of the said Joint Exercise of Powers Agreement to include the Eastern Municipal Water District . . .”

Added to the Purposes of SAWPA
- Water supplies for irrigation and municipal and industrial use
- Aquifer rehabilitation
- Reclamation, recycling, and desalting of water supplies
Technical Committee of General Managers

“There is established by this Amendment a standing committee entitled, “Technical Committee of General Managers”. This Committee may review and make recommendations on all technical and financial issues before such matters are considered by the Commission. This Committee shall consist of the General Manager from each Member Agency of SAWPA. . .” (December 2002)
Technical Committee of General Managers

“There is established by this Amendment a standing committee entitled, “Technical Committee of General Managers”. This Committee may review and make recommendations on all technical and financial issues before such matters are considered by the Commission. This Committee shall consist of the General Manager from each Member Agency of SAWPA...” (April 2007)
Proposition 13 (2000) – funded the Southern California Integrated Watershed Program providing $235 million to SAWPA

Proposition 50 (2002) – created the statewide IRWM program and offered planning and implementation grants with $25 Million to SAWPA

Proposition 84 (2006) – added $1 billion in grant funding to the statewide IRWM program with $114 Million to the Santa Ana River Watershed
IRWM Planning Grant Resolution

- “Approves the filing of an application . . . to obtain an Integrated Regional Water Management Planning Grant pursuant to the Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006 . . . and
- “Authorizes and directs the General Manager, or designee, to prepare the necessary data, conduct investigations, file such applications, and execute a grant agreement with the State of California, Department of Water Resources.” (September 2010)
3. Mission and Purpose
Current Mission

- The Authority strives to make the Santa Ana Watershed sustainable through fact-based planning and informed decision-making; regional and multi-jurisdictional coordination; and the innovative development of policies, programs, and projects. Our mission is accomplished through a number of specific functions:
SAWPA Functions

“Maintaining peace in the watershed;
Facilitating conflict resolution through collaborative processes;
Preparing an integrated watershed-wide water management plan that provides a unified vision for the watershed;
Operating the Inland Empire Brine Line to convey salt out of the Watershed and support economic development
Developing water-related initiatives, particularly that require the participation of several entities;
Identifying, pursuing, securing, and administrating, supplemental funds for the Watershed; and
Influencing legislation for the benefit of the Watershed.”
Alignment Regarding Mission

- JPA has evolved through three agreements, amendments, and funding-related responsibilities.

- SAWPA’s role has continued to expand over time.

- For some, the functions listed in the current mission statement go too far beyond the original purpose of the JPA (“SAWPA has lost its way and forgotten who it works for.”)

- Others see the expanding role as exactly what SAWPA should be undertaking (“I don’t know if there is a limit on what SAWPA should be doing to benefit the watershed.”)

- Some see the governance structure as not aligned with SAWPA’s current role and in need of review, including consideration of new JPA members.
4. Governance and Control

“I don’t even know everything we’re working on.”
Everyone agrees that SAWPA is engaged in several different service offerings (“business lines”)
- Salt Management through Brine Line operations
- Regional Water Management Efficiencies through Roundtable Efforts
- Integrated Water Resource Planning through OWOW

Member Agencies not aligned regarding the level of effort and investment in each of these areas
- Some believe that SAWPA should limit its focus to Brine Line operations only (“The brine line needs more attention.”)
- Others believe that SAWPA should grow its involvement in all of its business lines where it makes sense (“We need to be taking a more holistic view.”)
SAWPA “Business Lines”

Facilities Development, Operations & Management

Collaborative Planning, Facilitation, & Project Funding (Task Forces)

One Water One Watershed
SAWPA’s utility business

Purpose of 1975 Joint Exercise of Powers Agreement (JPA)

Essential infrastructure to the economy and salt balance in the SAR Watershed

High liability facilities if not properly operated, maintained, and managed

For many, the highest priority of the JPA and for some the only activity that SAWPA should focus on
SAWPA’s original business

Purpose of 1967 Joint Exercise of Powers Agreement (JPA)

Highly effective in addressing watershed issues and regulatory challenges

Strong record of partnerships with organizations pursuing shared interests and overall watershed sustainability.

Seen as under-funded by some and growing too fast by others
One Water One Watershed

- New role for SAWPA implementing the IRWM stakeholder process
- Highly regarded by State-level officials for its diversified integrated planning
- SAWPA’s responsibilities reach beyond those of the JPA Member Agencies
- Experience with Steering Committee has led some to feel that the SAWPA JPA should be expanded
- Others believe that SAWPA should return to its project and planning roots
SAWPA Stakeholders

**JPA Members**
- Santa Ana River Trail & Parkway (Crest to Coast Trail)
- Stormwater Quality Standards Task Force (REC Standards Amendment)
- Lake Elsinore & San Jacinto Watershed Authority
- Eastern Municipal Water District
- Inland Empire Utilities Agency
- Orange County Water District
- San Bernardino Valley Municipal Water District
- Western Municipal Water District

**JPA Members and Partners**
- JPA Members

**Other Organizations and Stakeholders in the Watershed**
- Cooperative Activities with Direct and Indirect Benefits to JPA Members
- Regional Activities with Indirect Benefits to JPA Members and Others

**Conflict Resolution Among JPA Members with Direct Benefits**
Many of SAWPA’s activities create watershed benefits that accrue to stakeholders beyond the JPA members.

For some, this is exactly what is expected and is understood to create indirect and intangible benefits for the JPA members.

For others, there is no perceived benefit and the cost of the activities is believed, by some, to be at least partially borne by the JPA members.
JPA Decision-Making Structure

SAWPA Recommendations to Commission

SAWPA Commissioners and Alternates

GM Recommendations to SAWPA GM

General Manager Recommendations to their Commissioner

Member Agency General Managers

Role of Member Agency GMs in decision making has changed repeatedly over the years

SAWPA General Manager and Staff
OWOW Governance

- SAWPA Member General Managers
- SAWPA Commission (Compliance)
- SAWPA Staff Acting on JPA Activities
- OWOW Steering Committee (Grant Allocation)
- SAWPA Staff Acting on OWOW Activities
- OWOW Pillars

SAWPA Staff Acting on OWOW Activities

Must compete with other stakeholders in the Watershed

1 EMWD Member
1 IEUA Member
1 OCWD Member
1 SBVMWD Member
1 WMWD Member

3 County Supervisors
3 City Mayors
2 SAWPA Commissioners
1 Business Member
1 Environmental Member
1 RWQCB Member
1 EMWD Member
1 IEUA Member
1 OCWD Member
1 SBVMWD Member
1 WMWD Member
SAWPA’s administrative role creates a “fire-wall” between SAWPA staff and its member agency Commissioners.

JPA Members need to compete against themselves and with others for funding.

The OWOW Steering Committee is a decision-making “governance structure” for IRWM governance that relegates the Commission to a compliance certification role for IRWM grant funding.

State-wide use of population-based allocations creates additional internal political pressure and tension among JPA Members.
5. Resources and Capacity

“Narrow bandwidth and a lot of content.”
Choices and Trade-Offs

- Within the broadest understanding of SAWPA’s mission, there are no clear criteria for committing to new partnerships, initiatives, and grant proposals.

- For some, it appears that SAWPA’s mission statement is too broad and it will do anything for which it can obtain funding.

- For others, the breadth of SAWPA’s watershed-related activities is the basis of its strength and broad diversified support.

- In either case, SAWPA is taking on increasing levels of responsibility without fully providing for the resources needed to accomplish everything it has committed to do.
6. Closing Thoughts

“Some are not interested in the future. They want to go back to the past.”
Where will the future lead?

- SAWPA’s challenges are an outgrowth of its success in many different roles over more than four decades.

- Continued success depends on addressing issues at every level including:
  - Achieving better alignment around mission and purpose
  - Clarifying governance roles and decision-making responsibilities and process
  - Providing resources appropriate to current and future commitments

- Because these issues are interdependent, the path forward should embrace all of them.
SARCCUP Elements

- Habitat Improvement: Arundo Removal & Santa Ana Sucker fish habitat restoration
- Water Use Efficiency: Conservation-Based Rates Support, Water-use Efficient Landscaping Design
- Groundwater Banking: “Put and Take” Conjunctive Use Facilities
Total Cost, $100 million

- Water Bank: 83%
- SA Sucker Habitat Creation: 9%
- Arundo Removal: 4%
- Water Use Efficiency: 2%
- Master Plan: 1%
- Administration: 1%
Total SARCCUP Project Cost = $100 million

Grant
- Proposition 84 Grant: $55M
- Water Bank: $46.7M
- Water Use Efficiency (WUE): $55M

Local Match
- WMWD: $0.8M
- SBVMWD: $4M
- OCWD: $4.5M
- EMWD: $4M
- Master Plan: $4M
- IEUA: $4M
- Administration: $4M
- Arundo: $4M
- Habitat: $4M
Habitat Creation & Arundo Removal (conserved water supply)

Water Use Efficiency - Turf Removal & Conservation-Based Rates (conserved water supply)

Groundwater Bank & Stormwater Capture (New Dry-Year Yield)

Total New Water Supply
640 acres of Arundo removal

- 1 acre uses 3.75+ acre-feet of water per year more water than native habitat
- 2,400 AFY of water conserved
- Removal to be completed within 4 ½ years
Arundo Donax Removal Locations

SARCCUP

Prado Basin

Santa Ana River

15 Fwy

60 Fwy

91 Frwy

Limonite Ave

Archibald Ave

Van Buren Blvd

Mission Blvd - Tequesquito Dump

Prado Basin

Mission 4 Arundo

Mission 4 Arundo Expansion

OCWD - SAWA Land Agreement

Norco Burn

ACOE 250 Acre Project
Santa Ana Sucker Habitat Restoration/Creation

Hidden Valley Drain
Limonite Ave
Santa Ana River
Van Buren Blvd
Hole Creek
Anza Drain
Old Farm Road
15 Frwy
60 Frwy
91 Frwy
Santa Ana Sucker Habitat Restoration

- Create 3.5 miles of stream habitat for Santa Ana sucker spawning, foraging, and refugia
- Restore 41 acres of native riparian habitat
- Restore hydrology to maintain exposed gravel/cobble and flow conditions adverse to non-native fishes
- Restore connection to Santa Ana River at the floodplain for access to tributary habitat
Habitat Improvement (cont.)

- Excavation of sediment and debris plug at confluence
- Realign channel and construct new bank at floodplain
- Remove non-native and replant with natives
- Augment substrate and add woody debris habitat features
- Supplemental water supply to maintain functional hydrology
Water Recharge & Diversion
Potentially affecting the Santa Ana Sucker
Water Use Efficiency – SmartScape Program Partnership

- Resource Efficient Landscaping - “Learn, Save, Grow”
- Water-efficient landscape design and installation
- Sustainable landscaping and irrigation maintenance practices
- Education and training for Residents – businesses – landscape professionals
Water Use Efficiency - Technical Support for Conservation-based Rates

- Provide support for five agencies to implement conservation-based rates
- Includes consultant support for rate design, public outreach, allocation development.
- Builds on existing regional program providing GIS/digital Aerial Infrared imagery for outdoor allocations.

Estimated Water Savings from Conservation-based Rate Program Implementation is 7,236 AFY
1,000,000 AF potential storage capacity in SAR GW Basins

Phase 1 of SARCCUP Water Bank: 180,000 AF

Build recharge and extraction infrastructure to take advantage of wet year extraordinary supplies

Storage on “use-side” of major earthquake faults

All five agencies share equally in dry year yield
## Groundwater Bank – Phase 1

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<th>Groundwater Basin</th>
<th>Storage (AF)</th>
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<td>SBBA Basin</td>
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<td>Chino Basin</td>
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<td>San Jacinto</td>
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<td>Elsinore Basin</td>
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<td>Orange County</td>
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<td><strong>Totals</strong></td>
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(Equiv Storage Volume to both Lake Mathews and Pyramid Lake)
Banks are Physically Connected & Share Yield Equally

Chino Basin (96,000 AF)
San Bernardino Basin (60,000 AF)
San Jacinto Basin (19,500 AF)
Elsinore Basin (4,500 AF)
Chino Basin Bank

Features

- 96,000 AF Storage Capacity
- 32,000 AFY New Dry-Year Yield Production and exchanges

Construct

- 48-in. Baseline Feeder Extension
- Turnout & Interties at San Sevaine Crk
- Devil Canyon-Azusa PL dual use turnout near San Antonio Crk
- Extraction wells – into South Pressure Zone of RW system (for OCWD take)
Chino Basin exchanges can be in-lieu SWP exchanges, wet water put and takes, or exchanges through CDA.

Institutional agreements will be required for puts & takes.
San Bernardino Basin Bank

Features
- 60,000 AF Storage Capacity
- 20,000 AFY New Dry-Year Yield

Construct
- 5 Extraction Wells
- Transmission pipeline
- Expand Redlands PS (add 20 cfs pump)
San Bernardino Basin Facilities

Construct 5 wells and Pipeline Extension

Expand Redlands PS
San Jacinto Basin Bank

Features
• 19,500 AF Storage Capacity
• 6,500 AFY New Dry-Year Yield

Construct
• Mountain Ave. West Recharge Basin
• 3 Extraction Wells
San Jacinto Basin Facilities

3 Groundwater Production Wells
(locations to be determined)

Recharge Basin: Mtn. Avenue West with Amenities
Elsinore Basin Bank

Features
- 4,500 AF Storage
- 1,500 AFY New Dry-Year Yield

Construct
- 2 Dual Use Wells (Injection and Extraction)
Santa Ana River Conservation and Conjunctive Use Program Optimization Using a Decision-Support Model Project (start early 2016)
Decision Support (DS) Model Goals

- **Simulate SARCCUP Operations:**
  - Recharge of wet year water
  - Dry year pumping
  - How water moves throughout the watershed and the SARCCUP facilities

- **Adaptable:**
  - Easily add facilities
  - Can be upgraded by staff

- **Fast (schematic)**
Schematic Requires Good System Knowledge

- Specialized Models
- Understand System
- Simplified/Schematic DS Model
Specialized → Schematic

Develop (Consultant) → Run (Consultant) → Adjust (Consultant) → Run (Consultant) → Update (Consultant) → Run (Consultant) → Adjust (Consultant) → Run (Staff) → Adjust/Train (Consultant/Staff) → Run/Train (Consultant/Staff) → Develop (Consultant)

(MODFLOW, etc.)
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<td><strong>PROP 84 GRANT ADMINISTRATION, REPORTING AND INVOICING PROCESS</strong></td>
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<td>DWR Selection</td>
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<td>SARCCUP Operating Agreement</td>
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<td>Water Exchange Agreement with MWD</td>
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<td><strong>WATERSHED MASTER PLAN</strong></td>
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<td>Optimization using a Decision-Support Model</td>
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<td>Prepare Watershed Long Term Facilities Plan</td>
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<td><strong>WATER USE EFFICIENCY</strong></td>
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<td><strong>ARUNDO REMOVAL</strong></td>
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<td><strong>CONJUNCTIVE USE WATER BANK FACILITIES - CHINO BASIN (IEUA)</strong></td>
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<td><strong>CONJUNCTIVE USE WATER BANK FACILITIES - SAN JACINTO BASIN (EMWD)</strong></td>
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The table above shows a schedule for various projects across different years (2015 to 2020) and quarters (1 to 4). Each project has a color-coded representation in the calendar, indicating the timeline for each task.
Questions?