



CITY COUNCIL AGENDA REPORT

Meeting Date: March 7, 2019

From: Clay Holstine, City Manager

Subject: Approve Resolution 2019-03 endorsing the San Mateo County Flood and Sea Level Rise Resiliency Agency proposal and authorizing funding for Agency Start-up.

Community Goal/Result

Safe Community & Ecological Sustainability

Purpose

The purpose of this Resolution is to support the County's efforts to address sea level rise, flooding, coastal erosion, and large-scale stormwater infrastructure improvements by endorsing the San Mateo County Flood and Sea Level Rise Resiliency Agency proposal and authorize funding for Agency Start-Up.

Recommendation

That the City/Town Council approve a resolution endorsing the San Mateo County Flood and Sea Level Rise Resiliency Agency proposal (Proposal) and authorizing the expenditure of \$ 25,000 annually for three fiscal years (FYs 2019-20 through 2021-22) to support the Agency start-up.

Background

Since 2013, San Mateo County and the 20 cities and towns have increasingly recognized their competitive disadvantage in pursuing grant funding to respond to flooding and sea level rise in comparison with neighboring counties that have countywide agencies working on those issues. A summary of efforts within the county since 2013 to develop a unified voice that could be more effective in obtaining state and federal funding is provided in Attachment 1.

In 2017, the City/County Association of Governments (C/CAG) established its Countywide Water Coordination Committee as a standing committee to address flooding, regional stormwater, and sea level rise issues within San Mateo County. The Committee was convened in May 2017 and decided, in partnership with the County, to develop a proposal for a water management agency that could be considered by the C/CAG Board of Directors and County Board of Supervisors by the end of 2018. To

achieve this goal, the Committee convened a Staff Advisory Team (SAT) comprised of 18 staff representatives from C/CAG, the County, cities, and other water-related agencies and interests to help develop the draft proposal. The roster of SAT participants is provided as Attachment 2. The SAT was supported by Environmental Science Associates (ESA) under contract to the County Department of Public Works.

After considering different alternatives, the Proposal focuses on modifying an existing special district, the San Mateo County Flood Control District (District). The District, which is governed by the Board of Supervisors and utilizes county staff for its functions, has been in place since its creation via special legislation in 1959. Its activities are generally limited to three active flood control zones in which it collects pre-Proposition 13 property taxes to fund flood control efforts (Colma Creek, San Bruno Creek, and San Francisquito Creek watersheds). It also imposes two countywide fees on the property taxes on C/CAG's behalf to fund its Countywide Water Pollution Prevention Program and fees on the property taxes on behalf of the City of Pacifica to fund its water pollution control program. The District's annual zone-based property tax revenue is approximately \$3.8 million, the majority of which comes from the Colma Creek zone, and the two countywide fees for the C/CAG program generate approximately \$1.5 million annually. Under the Proposal, these funds would remain dedicated to their existing programs.

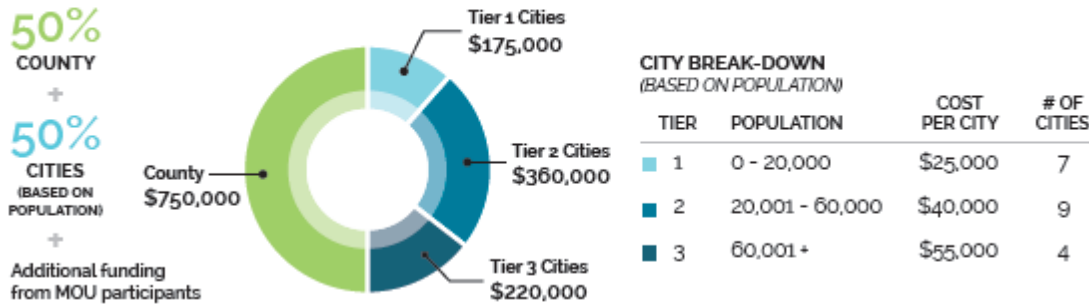
The Proposal recommends revising (through special legislation) the 1959 San Mateo Flood Control District Act to change the governance from the Board of Supervisors to a seven-member board consisting of five city and two county elected officials. One of the two Supervisors would be from District 3, the coastal area. The city representatives would be appointed by C/CAG and represent the north, central, south and coastal areas of the County. The fifth city representative would be an at-large position. Legislative fixes, which could go into effect as early as July 1, 2019, would also enhance authorities related to sea level rise and coastal erosion, clarify funding/financing authorities to reflect current state regulations/constitutional restrictions, and change the name to the Flood and Sea Level Rise Resiliency Agency (Agency). The Agency's mission and role would be to address sea level rise, flooding, coastal erosion, and large-scale stormwater infrastructure improvements through integrated regional planning, design, permitting, project implementation, and long-term operations and maintenance to create a resilient "one shoreline" San Mateo County by 2100.

Proposed Agency "Start-up" funds

The Proposal calls for \$1.5 million in annual funding contributions for three years, split equally between the County and the 20 cities and towns. Annual city/town contributions for agency start-up are proposed to fall into three population-based tiers, with seven small size cities/towns paying \$25k, nine medium size cities paying \$40k, and four large size cities paying \$55k (see graphic below), for a cumulative city/town contribution of

\$755k. A table listing each agency’s proposed annual contributions is included in Attachment 3.

Annual Funding



Of the County’s \$750k share, \$350k will go to supplement the cities/towns’ contribution, resulting in a grand total of \$1.1 million as annual “Start-up” funds. The remaining \$400k County contribution would be used to continue its current Flood Resilience Program under which the County is leading efforts with seven cities under three memoranda of understanding to address multi-jurisdictional flooding problems in three different watersheds. City/town contributions for specific Flood Resilience Program projects are established and can be revised under the terms of the adopted memoranda of understanding.

During this three-year period, the Agency’s activities would generally fall into two categories: continuing existing efforts and securing on-going reliable funding for the new agency. For the first, the Agency would continue implementing the District’s zone-based flood control activities (proposed initially through contracting with County Department of Public Works) and maintain the Flood Resilience Program that is working with the seven cities under three memoranda of understanding. For the Start-up services, the Agency would develop an Integrated Flood and Sea Level Rise Investment Plan that would define the flood, stormwater, and sea level rise projects and priorities. This information will be essential to the community and stakeholder engagement process. The intent will be to secure long-term sustainable revenue, such as through an Enhanced Infrastructure Financing District, a Geological Hazard Abatement District, property-related fee, or targeted special tax, any of which will require significant community and stakeholder engagement and outreach.

In the event a long-term funding structure is not in place within this three-year period, the annual funding contributions of the County and the cities are proposed to be extended for up to two additional years provided that (1) the Agency is demonstrating sufficient progress toward meeting its objectives, and (2) the cities and the County agree to continue their respective funding contributions.

The Proposal calls for the new governing board of the Agency to hire an Executive Director and the two County positions currently assigned to the Flood Resiliency Program would likely move to the new Agency. Additional staff and consultants would be hired by the Agency, as needed, to achieve its goals during the three-year startup period and beyond. It would also need to contract with the County for ongoing management of the existing District activities, until it is able to manage such efforts on its own.

The C/CAG Board of Directors unanimously endorsed the Proposal at its January 10, 2019 meeting. The County Board of Supervisors endorsed the Proposal at its January 29, 2019 meeting. The Proposal is now being presented to all 20 city and town councils for their endorsement and commitment of funding. An Executive Summary and the detailed Proposal are provided as Attachments 4 and 5.

Fiscal Impact

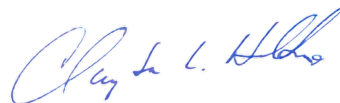
Approval of the resolution authorizes the expenditure of \$ 25,000 annually for three (3) years to fund the City/Town share of the Agency Start-up costs.

Measure of Success

Within 3 years, the San Mateo County Flood and Sea Level Rise Resiliency Agency continues to make progress in implementing the District's zone-based flood control activities and in securing on-going reliable funding for the new agency.

Attachments:

1. Historical Background
2. Staff Advisory Team (SAT) roster
3. Proposed annual funding contributions by agency
4. Executive Summary of the Proposal
5. Proposal - Flood and Sea Level Rise Resiliency Agency Proposal
6. Resolution #2019-03



Clay Holstine, City Manager

Attachment 1

Historical Background

Early Efforts

In December 2013, Congresswoman Jackie Speier, Assemblymember Rich Gordon, and County Supervisor Dave Pine convened a conference titled “Meeting the Challenge of Sea Level Rise in San Mateo County” that initiated the County’s efforts to plan for sea level rise, including launching in 2015 its “Sea Change SMC” initiative and commencing a countywide sea level rise vulnerability assessment.

At the May 2015 C/CAG Board meeting, Supervisor Pine and County staff presented proposed plans for the County to begin addressing multi-jurisdictional flooding and sea level rise. To ensure all its member agencies were included in decisions on how best to address these challenging issues, C/CAG convened an ad-hoc group to evaluate options and make recommendations to the C/CAG Board.

C/CAG Ad-hoc Water Committee

In December 2015 C/CAG convened an ad-hoc Water Committee to discuss opportunities for better countywide coordination, communication, and collaboration on integrated water issues to improve efficiency and maximize funding opportunities, including for state and federal grants. The ad-hoc Water Committee met throughout 2016 and, after exploring various options for a more comprehensive approach to water management, including presentations by numerous agencies that are already doing integrated water management outside of San Mateo County, ultimately recommended C/CAG establish a standing committee as a first step toward greater levels of countywide collaboration and decision making. It also recommended the committee primarily focus on the “orphan” issues of stormwater, flooding, and sea level rise rather than water management issues related to groundwater, water supply, or wastewater since those are already being worked on by others, such as through the Bay Area Water Supply and Conservation Agency, water purveyors, and sanitary agencies/special districts.

C/CAG Countywide Water Coordination Committee

The Countywide Water Coordination Committee (Committee) convened in May of 2017 with four city elected officials representing geographic areas in the county and one member of the Board of Supervisors. After establishing its focus on funding advocacy, information and education, and inter-agency collaboration, the Committee quickly began planning the March 30, 2018 water summit, “Floods, Droughts, Rising Seas, Oh My!” This summit, attended by over

300 people, closed with a video address by Congresswoman Speier urging San Mateo County and the 20 cities and towns to create a joint flood control agency to better compete for federal funds to address sea level rise. In response to this call to action, the Committee, over the subsequent months, began investigating options for taking more formal action to address integrated water management in the county, including creation of a new or modified agency to coordinate efforts on sea level rise, coastal erosion, flooding, and regional stormwater management. To support this effort, the C/CAG Board added three additional members to the Committee, including the C/CAG Chair, Vice-Chair and immediate past Chair.

The Committee decided to develop a proposal for a water management agency that could be considered by the C/CAG Board of Directors and County Board of Supervisors. To achieve this goal, the Committee convened a Staff Advisory Team (SAT) comprised of 18 representatives (staff level) from C/CAG, the County, cities, and other water-related agencies and interests to help develop the draft proposal.

The SAT Process

The SAT convened in July 2018 (Roster – Attachment 2)) and met eight times, with numerous additional Executive Team calls to help shepherd the process. The SAT's focus has been evaluating options for a new entity, including reviewing different governance structures and the potential scope of the new entity, getting feedback from the cities on their needs related to a countywide integrated water agency, and regularly informing and receiving feedback from the Countywide Water Coordination Committee. The SAT, in coordination with the Committee, developed an overall Roadmap for the process that included developing a final proposal by the end of 2018, the C/CAG Board and the County Board of Supervisors considering its endorsement in January 2019, followed by outreach to all 20 city and town councils in early 2019.

The SAT hosted a series of initial information gathering meetings with all 20 cities and towns in August and September 2018, the results of which informed the draft agency proposal. Two additional city meetings were hosted in November and December to present the draft agency proposal. At its December 13 meeting, the SAT endorsed a final version of the agency proposal (Proposal) for Committee consideration on December 20. At that meeting, the Committee recommended the C/CAG Board endorse the Proposal. The C/CAG Board unanimously endorsed the Proposal at its January 10, 2019 meeting. The County Board of Supervisors endorsed the Proposal at its January 29, 2019 meeting.

Attachment 2

Staff Advisory Team (SAT) Members

| Member | Agency |
|-------------------------------|--|
| Supervisor Dave Pine | Chair – Countywide Water Coordination Committee |
| SAT Members | |
| Brian Perkins | District Director, Congresswoman Speier's Office |
| Danielle Lee | County Office of Sustainability |
| Deborah Hirst | Supervisor Horsley's office, County of San Mateo |
| Erika Powell | County Flood Resilience Program |
| Jeremy Dennis | Town Manager, Portola Valley |
| Jim Porter | Public Works Director, County of San Mateo |
| John Beiers or his appointees | County Counsel, County of San Mateo |
| John Doughty | Director of Public Works, Half Moon Bay |
| Larry Patterson (Co-Chair) | City Manager, San Mateo |
| Len Materman | Executive Director, San Francisquito Creek JPA |
| Matt Fabry | C/CAG Stormwater Program |
| Melissa Stevenson Diaz | City Manager, Redwood City |
| Michael Barber | Supervisor Pine's Office, County of San Mateo |
| Michael Callagy (Co-Chair) | County Manager, County of San Mateo |
| Mike Futrell | City Manager, South San Francisco |
| Nicole Sandkulla | CEO and General Manager, BAWSCA |
| Sandy Wong | Executive Director, C/CAG |
| Van Ocampo | Public Works Director, Pacifica |
| ESA Facilitators | |
| Jim O'Toole | Project Manager |
| Ellen Cross | Strategic Facilitator |
| Ari Frink | Deputy Project Manager |

Attachment 3

Proposed Annual Funding Contributions by Agency

| Municipality | Population (2018 Dept. of Finance) | Proposed Contribution |
|---------------------|---|----------------------------------|
| Atherton | 7,135 | \$25,000 |
| Belmont | 27,388 | \$40,000 |
| Brisbane | 4,692 | \$25,000 |
| Burlingame | 30,294 | \$40,000 |
| Colma | 1,501 | \$25,000 |
| Daly City | 107,864 | \$55,000 |
| East Palo Alto | 30,917 | \$40,000 |
| Foster City | 33,490 | \$40,000 |
| Half Moon Bay | 12,639 | \$25,000 |
| Hillsborough | 11,543 | \$25,000 |
| Menlo Park | 35,268 | \$40,000 |
| Millbrae | 22,854 | \$40,000 |
| Pacifica | 38,418 | \$40,000 |
| Portola Valley | 4,767 | \$25,000 |
| Redwood City | 86,380 | \$55,000 |
| San Bruno | 46,085 | \$40,000 |
| San Carlos | 29,897 | \$40,000 |
| San Mateo | 104,490 | \$55,000 |
| South San Francisco | 67,082 | \$55,000 |
| Woodside | 5,623 | \$25,000 |
| San Mateo County | 65,828 | \$750,000 |

Attachment 6

CITY OF BRISBANE RESOLUTION NO. 2019-03

A RESOLUTION OF THE CITY OF BRISBANE IN SUPPORT OF THE ESTABLISHMENT OF THE FLOOD AND SEA LEVEL RISE RESILIENCY AGENCY

WHEREAS, flooding and sea level rise are immediate and long-term risks to San Mateo County, its residents, and employers; and

WHEREAS, addressing the risks and impacts of flooding and sea level rise requires cooperation and participation by multiple agencies; and

WHEREAS, in San Mateo County there is not a single voice to advocate at countywide, regional, state, and federal levels for grants and legislation to support climate change resiliency efforts, placing the cities and County at a distinct disadvantage when pursuing funding for important flooding, regional stormwater, and sea level rise infrastructure projects; and

WHEREAS, infrastructure to address regional stormwater and flooding impacts is expensive and often requires State and Federal grant funding; and

WHEREAS, grant funding is highly competitive and difficult to obtain by cities acting individually and legislators and regulatory agencies encourage development of a countywide effort to address regional stormwater and flooding issues; and

WHEREAS, regional and flood infrastructure projects require permits from multiple agencies and the expertise in obtaining the permits is seldom available within local government since the permitting process is used infrequently in most cities; and

WHEREAS, erosion is already a problem along the San Mateo coastline and existing levees along the San Francisco Bay are not adequate to address sea level rise by 2100; and

WHEREAS, the Regional Water Quality Control Board is expanding requirements that require storm water retention, trash capture, green infrastructure, and other multi-benefit storm water infrastructure projects to meet the Municipal Regional Permit; and

WHEREAS, the Countywide Water Coordination Committee of the City/County Association of Governments (C/CAG) developed a proposal for the formation of the Flood and Sea Level Rise Resiliency Agency (AGENCY); and

WHEREAS, the mission of the proposed AGENCY will be to address current and future sea level rise, flooding, coastal erosion, and storm water vulnerabilities through integrated regional planning, design, permitting, and project implementation and maintenance to create a resilient San Mateo County by 2100; and

WHEREAS, the proposal recommends the modification of the existing San Mateo County Flood Control District to revise its governance to include two members of the Board of Supervisors and five City or Town Council members appointed by C/CAG; and

WHEREAS, the County, in cooperation with Assembly Member Kevin Mullin and State Senator Jerry Hill are advancing legislation required to form the AGENCY by modifying the existing Flood Control District; and

WHEREAS, with support from the cities in the County, start-up efforts will begin over the next three years to ensure the sustainability of the AGENCY; and

WHEREAS, the start-up efforts will include development of a Flood and Sea Level Rise Resiliency Investment Plan; public outreach and education about flood, sea level rise, and regional storm water infrastructure needs; and investigate the feasibility of available public infrastructure funding and financing methods to fund the on-going operations of the AGENCY; and

WHEREAS, the AGENCY will continue the on-going efforts of the existing Flood Control District and San Mateo County Flood Resiliency Program using their existing funding sources; and

WHEREAS, there is a need for resources to advance regional storm water and flood resiliency projects since most cities do not have the depth of staff and specialized expertise to advance these large projects; and

WHEREAS, the C/CAG Board of Directors and the San Mateo County Board of Supervisors endorse the proposal and recommend that all cities within the County support the formation of the Flood and Sea Level Rise Resiliency Agency (AGENCY).

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BRISBANE, HEREBY RESOLVES THAT:

1. The City Council endorses the proposal for the formation of the AGENCY.
2. The City agrees to provide \$25,000 per year for three years per the funding allocation attached as Exhibit A to help fund the formation of the AGENCY.

Madison Davis, Mayor

* * * *

The above and foregoing Ordinance was regularly introduced and after the waiting time required by law, was thereafter passed and adopted at a regular meeting of the City Council of the City of Brisbane held on the 7th day of March, 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

ATTEST:

Ingrid Padilla, City Clerk

APPROVED AS TO FORM:



Michael Roush, City Attorney

Exhibit A

Proposed Annual Funding Contributions by Agency

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| San Mateo County | 65,828 | \$750,000 |

City and Countywide Benefits

A vision for 2100: One Resilient Shoreline

Project Assistance. Will plan, permit, design, construct and provide long-term maintenance for projects.

Funding Access. Will access and leverage state and federal funds.

Public Education. Will educate stakeholders and the public on the need for any potential revenue measures to fund the Agency or implementation of projects.

Prioritized Multibenefit Projects. Will ensure that collaborative projects will be coordinated, won't create unintended consequences, and won't duplicate efforts.

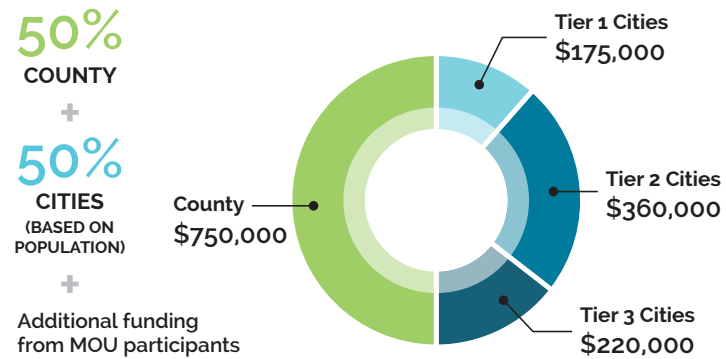
Stormwater Detention Solutions. Will be implemented from C/CAG's plan for countywide compliance on the Municipal Regional Permit.



A Resilient Future

Accomplishing these efforts together will ensure that collectively we build our resilient future

Annual Funding



CITY BREAK-DOWN (BASED ON POPULATION)

| TIER | POPULATION | COST PER CITY | # OF CITIES |
|------|-----------------|---------------|-------------|
| 1 | 0 - 20,000 | \$25,000 | 7 |
| 2 | 20,001 - 60,000 | \$40,000 | 9 |
| 3 | 60,001 + | \$55,000 | 4 |

LONG TERM FUNDING

A primary objective of the agency in the first 3 years, will be to design an Investment Plan in order to establish a source of sustainable funding. The County and the City would make their annual financial contributions for three years following the Agency's formation. During this three year time period the Agency would pursue an alternative and more sustainable long term funding structure. In the event a long term funding structure is not in place within this three year period, and provided the cities and County agree, the annual funding contributions of the County and the cities will be extended for up to an additional two years.

Contact

Are you ready to leverage our opportunities to create a one shoreline resilient county? Contact **Erika Powell**, San Mateo County, epowell@smcgov.org, (650) 599-1488

Financial Benefit of Acting Now to Create a Resilient Shoreline

Each \$1 spent on mitigation saves an average of \$6 in future disaster costs.

Natural Hazard Mitigation Saves: 2017 Interim Report, www.nibs.org/page/mitigationsaves

EXECUTIVE SUMMARY

Flood and Sea Level Rise Resiliency Agency Proposal

21st Century Solutions for One Resilient Shoreline



"The sea is rising and we are not prepared. It's really time for us to pull together across city boundaries to help our citizens in the battle against rising waters and the rising costs of coping with this global threat.

To do that, San Mateo County cities must create a joint agency along with the County to ask for federal help."

– Jackie Speier, U.S. Congresswoman

1959 to Today

San Mateo County and its cities have been addressing sea level rise, flooding, coastal erosion, and stormwater retention in a variety of ways

San Mateo County Flood Control District (FCD)

Formed in 1959; addresses flooding in three county flood zones; oversees a budget of approximately \$3.8 million

| | | |
|---|---|--|
| Colma Creek Issued bonds to alleviate flooding in South San Francisco | San Bruno Improved channels and culverts in lower San Bruno Creek | San Francisquito Member of the San Francisquito Creek Joint Powers Authority |
|---|---|--|

Independent City Efforts

Several cities have pursued flood mitigation projects

| | |
|---|--|
| Foster City Levees Will be improved using recent bond money | North Shoreview Flood Projects Will protect the City of San Mateo from storm surges along the bayshore |
|---|--|

Other County Efforts

These planning efforts include County and City/County collaborations that have engaged numerous stakeholders

| | |
|---|--|
| Stormwater (C/CAG) | SeaChange Vulnerability Assessment (Office of Sustainability) |
| Operational Landscape Units (SFEI) | San Mateo Plain Groundwater Assessment (SMC Environmental Health) |

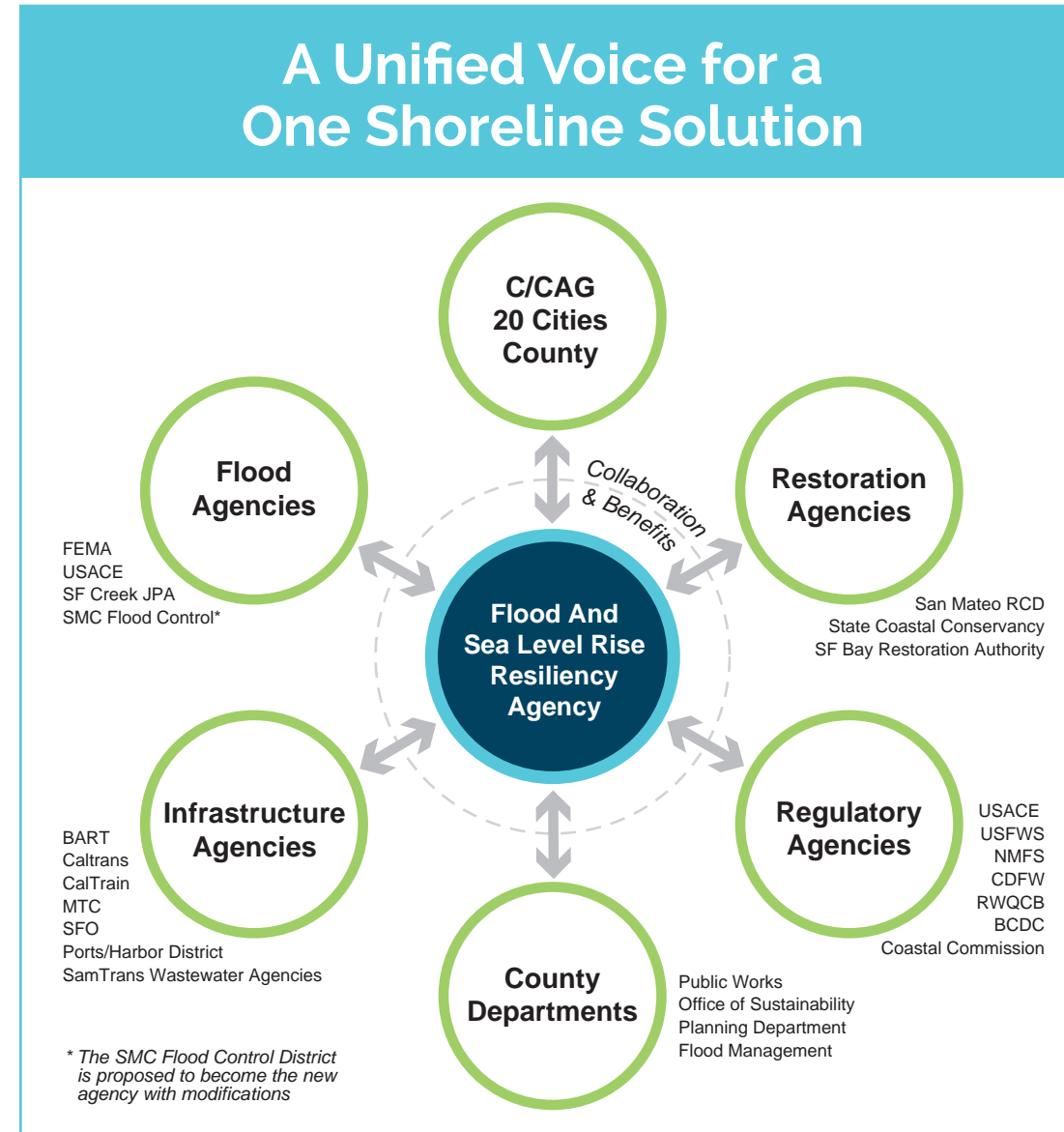
Flood Resilience Program (FRP)

A County initiative that addresses flood risks in cross-jurisdictional areas through memorandums of understanding (MOUs)

| | | |
|--|---|--|
| Belmont Creek Developed a Watershed Management Plan to obtain grants | Navigable Slough Leveraged existing resources to identify near-term solutions | Bayfront Canal Applied for over \$14 million worth of state/federal construction funding |
|--|---|--|

Looking Ahead to 2019-2100

The **Flood and Sea Level Rise Resiliency Agency** will speak with one voice without boundaries across San Mateo County to create a resilient shoreline



Focus on 2100

The agency would develop and implement a plan to prepare San Mateo County's Bayshore and Coastside for 2100 sea level rise.

Mission & Vision of the Flood and Sea Level Rise Resiliency Agency



The Agency's Mission. The agency would consolidate the work of the SMC Flood Control District and Flood Resiliency Program and initiate new countywide efforts to address sea level rise, flooding, coastal erosion, and large-scale stormwater infrastructure improvements through integrated regional planning, project implementation, and long-term maintenance.



Create Multi-Jurisdictional Solutions. The agency would facilitate and monitor existing FRP MOUs, and create new MOUs, addressing cross-jurisdictional issues.



Leverage State & Federal Funding. By prioritizing and coordinating projects countywide, the agency would position the County to seek substantial state and federal funding.

First Priority Actions

Create the Agency. The Flood and Sea Level Rise Resiliency Agency would be created by modifying the existing FCD through state legislation. A 7 person board (2 county supervisors, 5 city councilmembers) will govern the agency.

Priority Plan. Develop a Flood & Sea Level Rise Resiliency Investment Plan.

Secure Long-term Funding. Secure sustainable long term funding for the agency.

Project Funding. Pursue state and federal grants for planning and implementation of projects.

MOU Services. Continue existing FRP MOUs and create additional MOUs.

Continued Success

Successful FRP efforts will be carried over into the new priority plan



Navigable Slough
Feasibility Study



Belmont Creek
Flood Management Plan



The Bayfront Canal & Atherton Channel
Flood Management and Habitat Restoration Project

Proposal

Flood and Sea Level Rise Resiliency Agency Proposal

DECEMBER 21, 2018



Table of Contents

- 1. Introduction 1
- 2. Agency Mission & Role 3
- 3. Organization Type and Governance 4
- 4. Agency Funding 4
- 5. Initial Staffing 6
- 6. Preliminary Work Plan 7

Appendix A. Supporting Graphics

Appendix B. Frequently Asked Questions

Appendix C. Development of New Agency Proposal,
Supporting Information

1. Introduction

Sea level rise (SLR) is one of the most serious consequences of climate change and it will have a significant effect on San Mateo County, which has more people and property value at risk from the rising sea than any other county in the state. The San Mateo County Sea Level Rise Vulnerability Assessment completed in March 2018 found that in the event of a mid-level 2100 sea level rise scenario, property with an assessed value of \$34 billion would be flooded on the Bayshore and on the Coastside north of Half Moon Bay. In addition, the Vulnerability Assessment found that \$932 million in assessed property value could be at risk from erosion on the Coastside north of Half Moon Bay.

Congresswoman Jackie Speier identified the need for a countywide agency to address the challenges of flooding, sea level rise and coastal erosion at the "Floods, Droughts, Rising Seas, Oh My!" water summit convened by the County and the City/County Association of Governments (C/CAG) in March 2018. A countywide agency would: allow San Mateo County and its cities to coordinate across jurisdictional lines; avoid duplication of efforts and build expertise; and create a unified voice that would far better position the County and its cities to obtain state and federal funds for addressing flooding, SLR and coastal erosion.

Several efforts to address flooding, sea level rise and coastal erosion in San Mateo County are already underway. Since 1959, the San Mateo County Flood Control District (FCD) has addressed flooding issues in three county flood zones with an annual budget of \$3.8 million. The County's Flood Resilience Program was started in 2016 with the mission to address cross-jurisdictional flood risks. The Flood Resilience Program is currently leading project development in seven cities pursuant to three Memoranda of Understanding (MOU): Bayfront Canal (Redwood City, Atherton, Menlo Park, Unincorporated SMC); Belmont Creek (Belmont, San Carlos, Unincorporated SMC); and Navigable Slough (South San Francisco, San Bruno, Unincorporated SMC). The County's Office of Sustainability has several planning initiatives related to sea level rise and climate change more broadly, including the Sea Change San Mateo County initiative. Several cities have pursued their own flood and sea level rise protection projects, particularly the cities of San Mateo and Foster City. C/CAG is helping cities and the County identify and fund regional stormwater management infrastructure that will improve water quality and mitigate downstream flood risk. However, as identified by the 2014 Grand Jury Report, "Flooding Ahead: Planning for Sea Level Rise," the County and its 20 cities need a coordinated approach to effectively address flooding, SLR and coastal erosion across the County as a whole.

In April of 2018, C/CAG's Countywide Water Coordination Committee, which consists of eight elected officials from across the County, formed an 18-person Staff Advisory Team (SAT) consisting of city, County, and other agency staff to develop a proposal to form an agency to address SLR, flooding, coastal erosion, and regional stormwater infrastructure on a countywide basis. The SAT completed an intensive six-month engagement and collaboration process (Phase 1), resulting in the creation of this Agency Proposal. The C/CAG Water Coordination Committee has reviewed the Agency Proposal and recommends that it be endorsed by the C/CAG Board of Directors and the San Mateo County Board of Supervisors. After analyzing different governance approaches and agency models, the Water Coordination Committee's recommendation is to modify the FCD by legislation to expand its scope, restructure its governance, and rename it the Flood and Sea Level Rise Resiliency Agency (Agency).

The discussion below outlines the Agency Proposal which reflects the identified needs and priorities of the 20 cities and the County. Supporting materials are provided in **Appendix A**.

Figure 1 summarizes the process to date and anticipated process for review and potential endorsement of the Agency Proposal by C/CAG, the County Board of Supervisors, and the 20 cities..

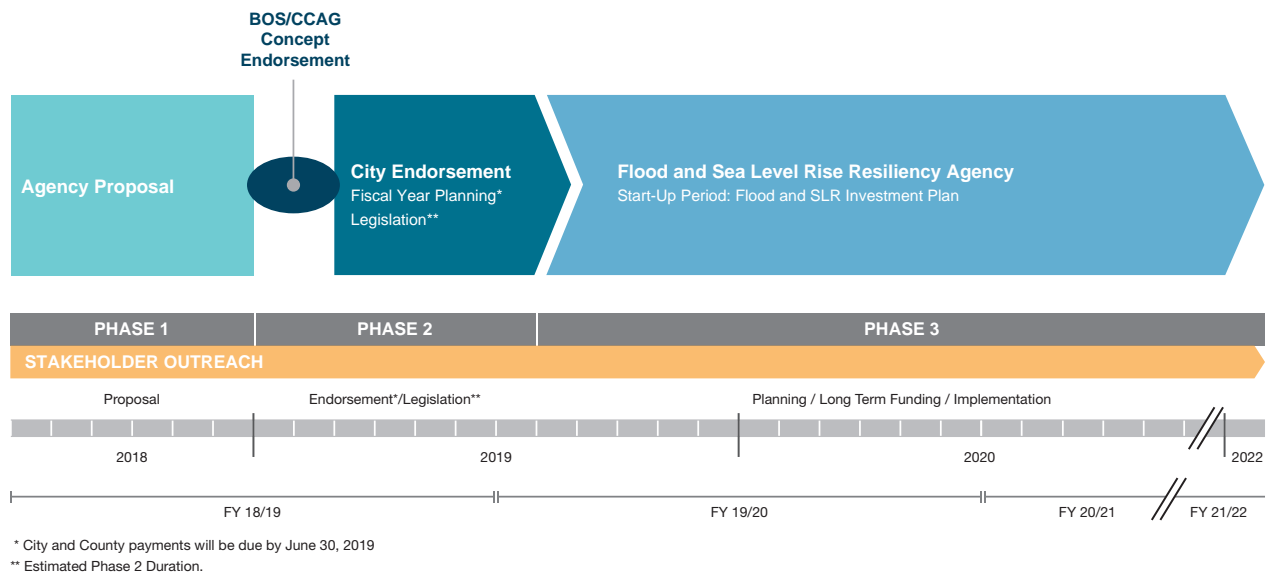


Figure 1. Anticipated Agency Proposal Review Process

2. Agency Mission & Role

The Agency's mission would be to address sea level rise, flooding, coastal erosion, and large-scale stormwater infrastructure improvements through integrated regional planning, design, permitting, project implementation, and long-term operations and maintenance to create a resilient "one shoreline" San Mateo County by 2100. The Agency will work with stakeholders to plan, implement, and maintain multi-jurisdictional projects that mitigate risks from SLR, flooding, and coastal erosion and enhance public benefits such as water quality, habitat, restoration, and recreation.

Rather than create a new agency, the existing FCD would be modified to create the Agency. The FCD would need to be modified through passage of legislation which could be completed as early as June 2019. The cities (on a population-scaled basis) and the County would contribute funding to support the Agency for a three-year period beginning on July 1, 2019 (Startup Period). The Flood Resiliency Program would continue to be funded by the County and the existing FCD would utilize its existing property tax revenue to advance its projects.

During this Startup Period, the Agency would do the following:

- **Develop an Integrated Flood and Sea Level Rise Resiliency Investment Plan (Flood and SLR Plan).** The Agency would develop an Integrated Flood and Sea Level Rise Resiliency Investment Plan for the Bayshore and the Coastsides to address short-term (2050) and long-term (2100) SLR, flooding, and coastal erosion. The plan would be a living document that provides a mechanism for regional prioritization of projects and would recommend funding and financing options for long-term implementation.
- **Secure Long-Term Funding.** During the Startup Period the Agency would pursue a stable long-term funding structure to fund its operations, such as an Enhanced Infrastructure Financing District, a Geologic Hazard Abatement District, or a targeted special tax. This would require community and stakeholder engagement and outreach on the need for long-term resiliency and any potential revenue measure.
- **Continue Implementation of Flood Resiliency Program Projects.** The Agency would implement existing and new projects in collaboration with individual cities or groups of cities pursuant to MOUs, creating multi-jurisdictional solutions.
- **Existing Flood Control Zone Services:** The Agency would continue oversight, management, and execution of projects in the three existing Flood Control Zones. This work would be contracted back to the County during some or all of the Startup Period.
- **Leverage State and Federal Funding.** By prioritizing and coordinating projects countywide, the agency would position the County to seek substantial state and federal funding.

3. Organization Type and Governance

Consistent with the current FCD, the Agency would be a Countywide Special District and would have all the necessary legal authority to carry out its mission and secure funding. As part of the legislation needed to create the Agency, governance would be shifted from the Board of Supervisors to a governing board made up of seven members consisting of two members from the Board of Supervisors (one of whom would be the Supervisor representing District 3, which covers most of the coast) and five city council members. Four of the city council members would represent specific geographic areas (North, Central, South, and Coastal), and one council member would represent the cities at large. The candidates for the five city council member positions on the Agency's Board would apply to, and be appointed by, the C/CAG Board.

The existing Colma Creek Flood Control Advisory Committee that is made up of elected officials and citizens would be retained for oversight and continuity on the Colma Creek watershed projects that are currently the responsibility of the FCD. In addition, an Advisory/Technical Committee would be formed to advise the governing board of the Agency.

It is anticipated that all the cities and the County will participate in the Agency. There is critical work to be performed by the Agency to address sea level rise, flooding, coastal erosion, and large-scale stormwater infrastructure improvements that benefit all cities within the county, all of which are within the existing FCD's jurisdiction.

4. Agency Funding

Identifying and securing reliable on-going funding will be the top priority for the agency and is essential for its long-term viability. Funding for the first three years of the Agency's services would be provided through three sources:

- Existing FCD revenue within the existing flood zones from pre-Prop 13 property tax allocations
- County contribution
- Cities' contributions

Financial Benefit of Acting Now to Create a Resilient Shoreline

Each \$1 spent on mitigation saves an average of \$6 in future disaster costs.

Natural Hazard Mitigation Saves: 2017 Interim Report, www.nibs.org/page/mitigationsaves

| SERVICES | ESTIMATED FUNDING AMOUNT (PER YEAR) | FUNDING SOURCE | ENTITY PARTICIPANTS |
|---|--|--|---|
| Agency Startup Services* | <ul style="list-style-type: none"> \$1.1 million | <ul style="list-style-type: none"> SMC pays \$350k 20 cities pay \$750k | <ul style="list-style-type: none"> All 21 entities |
| MOU Services | <ul style="list-style-type: none"> \$400k + potential new MOU funding | <ul style="list-style-type: none"> \$400k from SMC \$TBD – depending on specific project needs | <ul style="list-style-type: none"> Participating cities and the County |
| Flood Control District Services <ul style="list-style-type: none"> Countywide Stormwater Fees Collection | <ul style="list-style-type: none"> \$3.8 million \$1.5 million | <ul style="list-style-type: none"> Per existing Flood Control District (Pre-Proposition 13 property tax revenue) Existing FCD (Countywide fees on tax roll on behalf of C/CAG) | <ul style="list-style-type: none"> Existing Active Flood Control District Flood Zones C/CAG |

*Agency startup services include developing an Integrated Flood and Sea Level Rise Resiliency Investment Plan and securing long-term funding for the Agency.

Table 1. Agency Description of Roles & Responsibilities by Funding Level.

The annual funding contribution by the County and by cities (allocated by population) would be as follows:

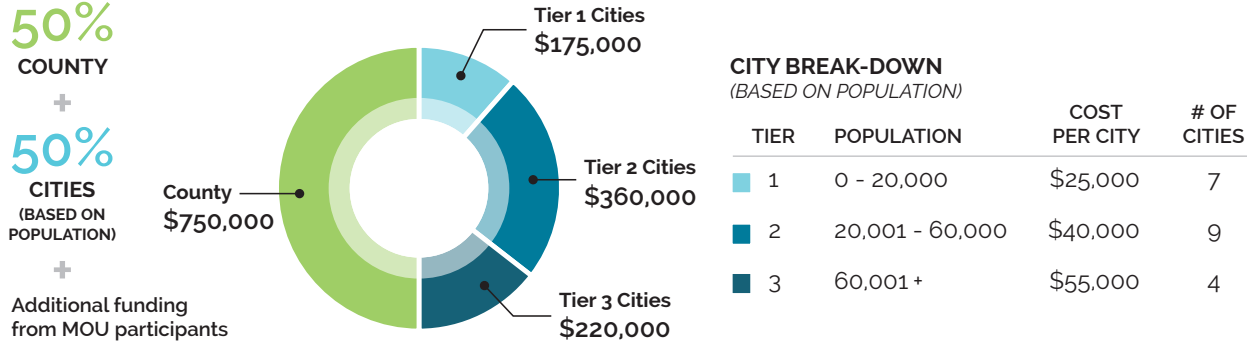


Figure 2. 50/50 Cost-Share Based on Population.

Cities participating in existing or future MOU Projects will also contribute to the funding of their respective projects. This may be through in-kind staffing services if the city is the project lead, the city's local share for grant matching funds, or direct financial contributions towards consultant or construction costs.

A primary objective of the agency in the first 3 years, will be to design an Investment Plan in order to establish a source of sustainable funding. The County and the City would make their annual financial contributions for three years following the Agency's formation. During this three year time period the Agency would pursue an alternative and more sustainable long term funding structure such as an Enhanced Infrastructure Financing District, a Geologic Hazard Abatement District, or a targeted special tax. This would require community and stakeholder engagement and outreach. In the event a long term funding structure is not in place within this three year period, the annual funding contributions of the County and the Cities will be extended for up to an additional two years provided that (1) the Agency is demonstrating sufficient progress toward meeting its objectives, and (2) the cities and the County agree to continue their respective funding contributions.

The Agency would continue to collect the committed property tax revenue for the FCD. However, this property tax revenue will continue to be restricted to only fund projects within the designated Flood Zones where the revenue is generated. The FCD currently collects approximately \$3.8 million annually in pre-Proposition 13 property tax revenue from three flood zones. Most of the revenue is generated and spent in the Colma Creek Flood Zone. In addition, the Agency would continue to annually impose, collect, and direct to C/CAG two countywide property-related fees on the tax rolls that fund the Countywide Water Pollution Prevention Program. These fees generate approximately \$1.5 million per year for the C/CAG program and are restricted to efforts by C/CAG to support the County and the cities in complying with State requirements to address water quality issues associated with stormwater runoff.

5. Initial Staffing

The governing board of the Agency will hire an Executive Director who will be charged with managing the Agency. In addition, the two County staff members now working on cross-jurisdictional flood risks under the three existing MOUs would join the Agency. The Agency would hire additional staff members and also utilize consultant services as appropriate.

During most or all of the initial three year Startup Period, the agency would enter into an agreement with San Mateo County to manage and operate the FCD. At such time as the Agency has hired its own staff and/or consultants with the expertise to handle this function, the agreement with the County would terminate.

The Agency will obtain an accounting system such as Cost Accounting Management System (CAMS) to allocate staff time based on actual time spent (documented on employee timecards) to the various functions or projects they are working on. This will ensure that both direct and indirect (overhead) costs are tracked and charged to the appropriate areas (i.e., MOU projects, FCD functions, or Agency startup services) based upon the actual amount of time spent in each area and avoid subsidizing one functional area with funds derived from another. For example, the Executive Director may spend 20 hours of his or her time on FCD matters, 10 hours on MOU projects, and 10 hours on Agency startup services in a given week. For cost recovery purposes CAMS would then allocate his/her staff time charges as follows: 50% to the FCD, 25% to the MOU projects, and 25% to Agency startup services.

6. Preliminary Work Plan

A preliminary work plan for the Agency during the initial three-year Startup Period is described in Table 2 below. This plan would be refined, and modified as appropriate, by the governing board and Executive Director after the Agency is created.

| | YEAR 1 | YEAR 2 | YEAR 3 |
|--------------------------------|---|--|--|
| Agency Startup Services | <ul style="list-style-type: none"> • Begin work on the Flood and SLR Plan • Release RFP and select consultant teams that will support Agency staff | <ul style="list-style-type: none"> • Complete work on the Flood and SLR Plan • Seek state/federal funds as appropriate • Explore possible long-term sustainable revenue sources • Recruit additional staff | <ul style="list-style-type: none"> • Pursue a long-term sustainable revenue source, including a public engagement program |
| MOU Services | <ul style="list-style-type: none"> • Develop implementation plan and preliminary designs for the Navigable Slough Feasibility Study projects • Develop preliminary design and an implementation plan for the Belmont Creek Flood Management Plan projects • Develop conceptual designs for the Bayfront Canal/ Atherton Channel Flood Management Plan projects | <ul style="list-style-type: none"> • Launch CEQA and/or environmental engineering planning process for MOU projects. • Pursue potential new projects under new MOUs | <ul style="list-style-type: none"> • Begin implementing MOU projects |

Table 2. Work Plan Year 1 to 3.

Appendix A.

Supporting Graphics

- Figure A1. Functions Matrix
- Figure A2. Collaboration Opportunities and Benefits
- Flood Resiliency Program Factsheet

Flood and Sea Level Rise Resiliency Agency | Functions Matrix

| Function / Responsibility as it Relates to Flooding, Sea Level Rise, Erosion, and Regional Stormwater | County | | C/CAG | | Cities | | FSLRRA | |
|--|---------|--------|---------|--------|---------|--------|---------|--------|
| | Current | Future | Current | Future | Current | Future | Current | Future |
| Advocacy and Outreach on stormwater, flooding, erosion and Sea Level Rise | ● | ● | ● | ● | ● | ● | ● | ● |
| | ● | ● | ● | ● | ○ | ○ | ● | ● |
| | ● | ● | ○ | ○ | ○ | ○ | ● | ● |
| Planning, Design, Permitting, Construction, and Technical Assistance on stormwater, flooding, erosion and Sea Level Rise projects | ● | ● | ● | ● | ● | ● | ● | ● |
| | ● | ● | ○ | ○ | ○ | ○ | ● | ● |
| | ● | ● | ○ | ○ | ○ | ○ | ● | ● |
| Cross-Jurisdictional Coordination on stormwater, flooding, erosion and Sea Level Rise | ● | ● | ● | ● | ○ | ○ | ○ | ○ |
| | ● | ● | ○ | ○ | ○ | ○ | ● | ● |
| | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| Funding for stormwater, flooding, erosion and Sea Level Rise | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |

● Primary ● Secondary ● Support ○ Not Involved

Note: This matrix is currently in draft form and is subject to change due to agency feedback.

Figure A1. Functions Matrix

Collaboration Opportunities

- Public Outreach
- Multi-Jurisdictional Projects
- Regional Planning
- Feasibility Studies
- General Plan Policy Development
- Funding Applications

Benefits

- Funding
- Advocacy and Outreach
- Planning, Design, Permitting, Construction, and Technical Assistance
- Cross-Jurisdictional Coordination

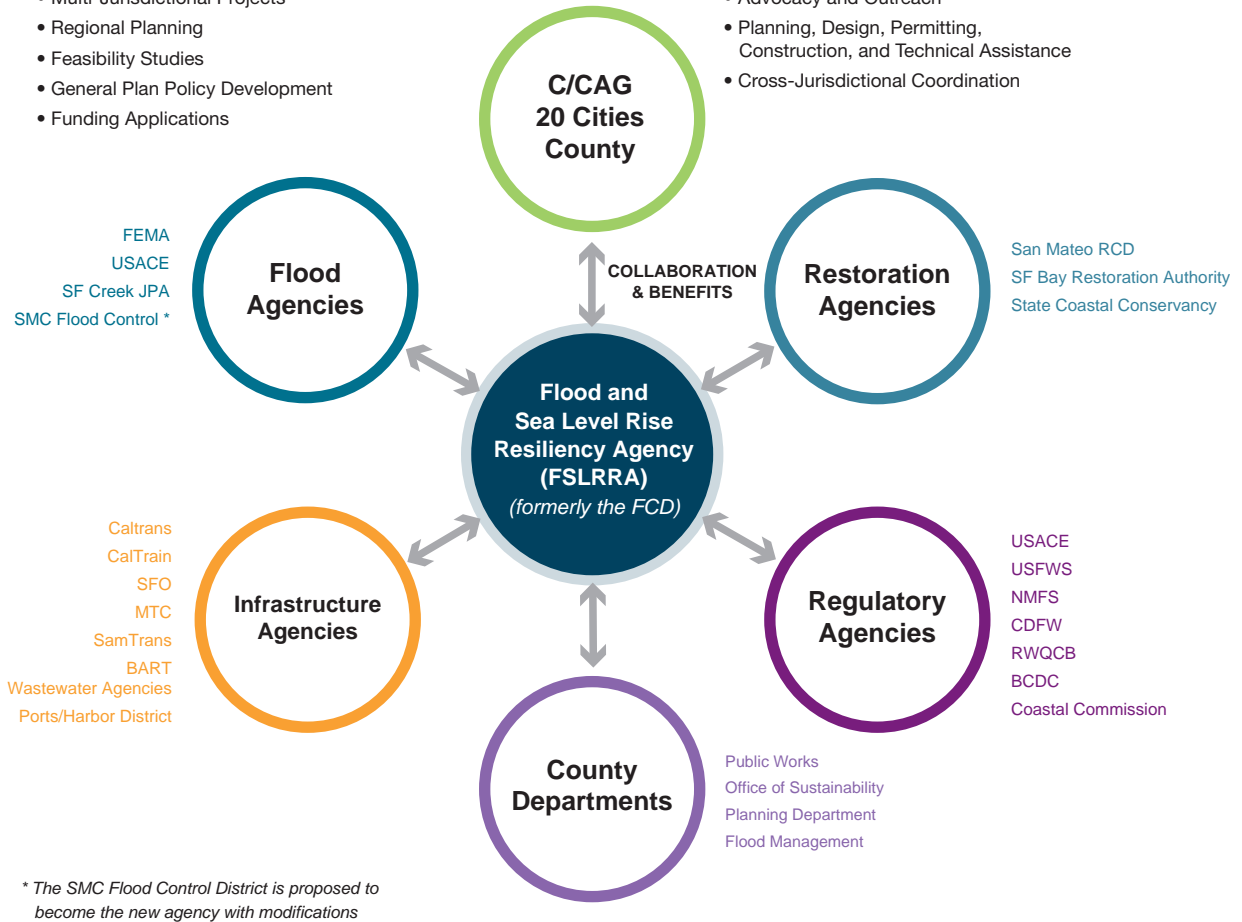
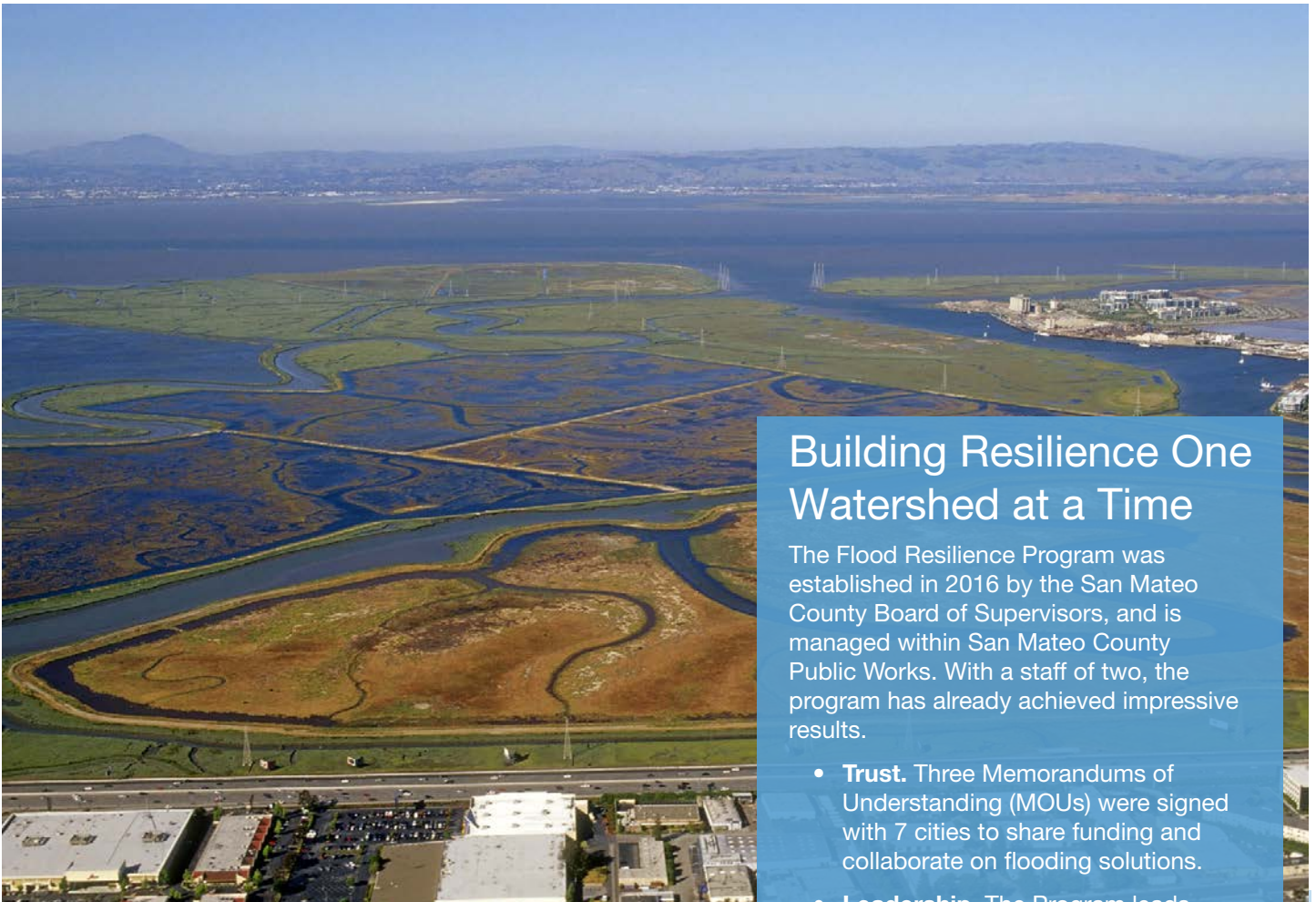


Figure A2. Collaboration Opportunities and Benefits

San Mateo County Flood Resilience Program



Building Resilience One Watershed at a Time

The Flood Resilience Program was established in 2016 by the San Mateo County Board of Supervisors, and is managed within San Mateo County Public Works. With a staff of two, the program has already achieved impressive results.

- **Trust.** Three Memorandums of Understanding (MOUs) were signed with 7 cities to share funding and collaborate on flooding solutions.
- **Leadership.** The Program leads partner agencies in a collaborative process to solve flooding issues, guiding tasks such as selecting consultant teams and coordinating with regional, state and federal agencies.
- **Results.** Several projects, many of which were under discussion for decades, are now being implemented. With 14 applications for grants worth nearly \$18 million and over \$75 million invested in multi-benefit flood risk management measures, the program is generating results.

Addressing flooding in San Mateo County has never been more complex or urgent.

Floods cross multiple jurisdictions, making it difficult to determine who is responsible. Local government budgets are already strapped thin. New requirements to protect ecosystems and consider future conditions make project implementation expensive and highly specialized. The Flood Resilience Program strategically addresses flooding by bringing together affected parties to catalyze solutions.

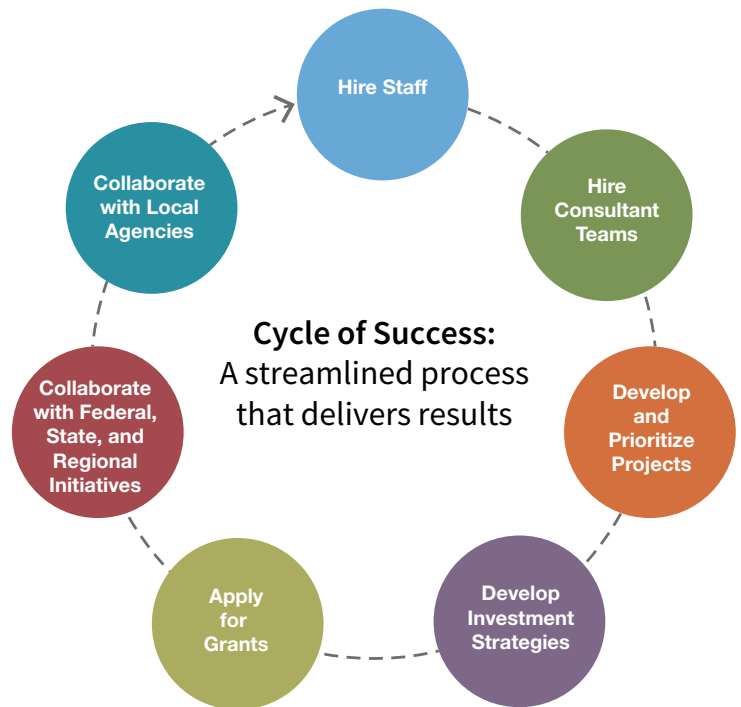
By working together to build resilience through collaboration, the Flood Resilience Program turns shared risks into shared benefits throughout our watersheds.



Program Benefits


The Program:

- Creates a platform for efficient collaboration
- Navigates complex federal and state permitting landscape through understanding of agency expectations
- Finds new funding opportunities
- Solves multi-jurisdictional problems with multi-benefit solutions
- Turns adversaries into advocates



Project Profiles

Navigable Slough
Feasibility Study



Navigable Slough is nestled between San Bruno Creek and Colma Creek and is the focus of a recently challenged Flood Insurance Rate Map. The project develops a regional watershed management plan and begins to explore adaptive management solutions. This project brings together the Cities of San Bruno and South San Francisco and leverages existing studies, technical data, and other stakeholder flood resilience efforts to identify near-term solutions for flood mitigation and Sea Level Rise.

Belmont Creek
Flood Management Plan



The Program collaborated with the Cities of Belmont and San Carlos to enter an MOU to address chronic flooding in multi-jurisdictional areas. The Collaboration between the agencies has resulted in a multi-beneficial Flood Management Plan that includes upstream detention, erosion management, flood risk management for larger storms, and a potential for public-private partnerships. The Program, as lead for the Collaborative, has pursued \$3.4 million in planning and construction grants for the project.

The Bayfront Canal & Atherton Channel
Flood Management and Habitat Restoration Project



The project is a collaboration between the Cities of Redwood City, Town of Atherton, and Menlo Park. The cities entered a \$1 million MOU to provide regional flood risk management. The Program has built public-private partnerships, has pooled resources with Redwood City to use its \$1.2 million Prop. 84 grant, and has applied for \$14.9 million worth of construction funding. The project will improve water quality and mitigate flooding for five disadvantaged communities.

Appendix B.
Frequently Asked Questions

Flood and Sea Level Rise Resiliency Agency

Frequently Asked Questions

Background and Need

1. Why is this agency needed?

Flooding and erosion are immediate and long-term risks to San Mateo County and its residents. It is estimated that by 2100, over 40% of the County lands, including property with an assessed value of \$34 billion, could be adversely affected by flooding and erosional processes related to sea level rise (SLR) and climate change¹. By forming or modifying an agency, San Mateo County and its cities would create a unified voice and leverage their combined power to take advantage of existing federal and state money to address coastal and flood issues.

2. Why is the agency needed now?

A proactive approach is much better than a reactive approach – every \$1 spent on mitigation saves an average of \$6 in future disaster costs². By providing an integrated response, San Mateo County may be able to reduce exposure to future SLR and associated future costs, position the County for available state and federal funding programs, and improve coordination among jurisdictions that are grappling with these issues.

3. Why a new agency at all?

The issues related to flooding and erosion associated with SLR are enormous, and are beyond the capabilities of a single agency to absorb the responsibility for response and adaptation into their existing missions. SLR crosses jurisdictional boundaries. A new agency would have the following benefits:

- Coordinate a more focused and effective response to Flood/Erosion/SLR and Regional stormwater infrastructure improvements
- Realize economies of scale for planning, project development and implementation. Implement planning at a regional scale to bridge jurisdictional boundaries
- Position the region for State/Federal Funding opportunities to address the issues at the appropriate scale
- Leverage expertise among agencies to focus on implementation of large, multi-benefit projects that affect multiple jurisdictions

4. If San Francisco protected the area with flood gates at the Golden Gate Bridge, would our sea level rise and flood control issues be resolved?

This solution is not technically feasible nor is it desirable from an environmental and economic perspective. Regardless, we do not have a singular voice within the County that could represent the cities and county in any discussion with San Francisco about tidal gates or other regional solutions. The proposed agency would allow the county and cities to participate more effectively in regional

¹ SeaChange Sea Level Rise Vulnerability Assessment for San Mateo County, <https://seachangesmc.org/vulnerability-assessment/>

² Natural Hazard Mitigation Saves: 2017 Interim Report, www.nibs.org/page/mitigationsaves

solutions. If a regional solution is found and agreement reached, our participation in the funding of the project would benefit from the proposed Flood and Sea Level Rise Resiliency Agency (Agency)³.

5. Shouldn't this start as a public information campaign and not an infrastructure agency? There may be a lack of resident support for flood control, shoreline protection, and sea level rise issues.

One of the first priorities of the Agency would be to initiate a public information campaign. This campaign will be required to gain support for reliable on-going funding for the agency. However, the first step is to organize the cities and county into an entity with the authority to secure tax revenue, issue bonds, and take other actions that may be required to implement the needed projects. The Office of Sustainability (OoS) is already educating the public about the County's vulnerabilities to SLR, most notably through the SeaChange Sea Level Rise Vulnerability Assessment. The agency would take these existing planning efforts and begin implementing projects based on the assessment's recommendations.

6. What are the mission and goals of the agency?

The mission of the Agency would be to address current and future sea level rise, flooding, coastal erosion, and regional stormwater vulnerabilities through integrated regional planning, design, permitting, and project implementation to create a resilient San Mateo County by 2100. The Agency will work with stakeholders from all 21 jurisdictions to fund and build multi-jurisdictional projects that reduce risks from sea level rise, flooding, and coastal erosion and enhance public benefits such as habitat, restoration, and recreation.

The Agency would develop an integrated Flood and Sea Level Rise Resiliency Implementation and Funding Plan for the Bayshore and the Coastside to address short-term (2050) and long-term (2100) sea level rise, flooding, and coastal erosion impacts.

7. Why are cities responsible for flood control and shoreline protection?

Almost all flood control and shoreline protection solutions have land use impacts and building code implications, which are within the purview of cities. Additionally, there is no countywide or regional agency available to either assist with or conduct the necessary funding, design, and construction of these types of projects. Zones covered by the existing San Mateo County Flood Control District (FCD) and its associated pre-Prop 13 revenue are the only areas where the County currently has flood control responsibilities.

Agency Structure and Governance

8. What governance structures were explored for the Agency?

A recommended governance structure is identified as part of the Agency Proposal. See response to Question 10. Several options for governance structure were considered as part of Agency proposal development, including: Joint Powers Authority (JPA) or Memorandum of Understanding (MOU) between the Cities and the County, Special District by action of the State Legislature, an Advisory Committee reporting to a Board of Directors, a department within the County of San Mateo, or a branch of an existing agency such as C/CAG. Criteria such as ease of establishment, ability to

³ The name of the proposed agency is being discussed and could change.

leverage Federal and State Funding, and legal authority were used to select the recommended governance structure.

9. What governance options were ruled out?

- MOUs will be used for new projects, but they would not provide the range of functions proposed for the new agency.
- A new special district does not provide any advantage over a modified County FCD and could not incorporate work funded by pre-Prop 13 revenue within existing FCD. It would likely take longer to form and encounter greater political resistance in Sacramento.
- Modifying the C/CAG JPA would require modifications to the existing JPA, would need to include all 21 agencies in the county from the beginning and would represent a significant shift in the focus of the agency to include design, construction and maintenance of flood and sea level rise improvements.
- Using San Mateo Public Works Department is not a viable option. The Department currently manages the flood resiliency projects and the existing FCD. It can provide implementation of projects for a new agency. However, governance would need to remain the Board of Supervisors which would not likely be supported by some cities. It would not be feasible to modify the governance structure to include city partners.
- Forming a new JPA would take a significant amount of time to draft the agreement and obtain support from local agencies. It would not be as effective in developing a reliable on-going revenue stream and bonding for projects could be more complicated. Pre-Prop 13 revenue to the Flood Control District could not be transferred to JPA.

10. What is the recommended governance structure?

The Staff Advisory Team (SAT) supports modifying the existing San Mateo FCD through legislation to include flooding, SLR, coastal erosion and stormwater infrastructure in its mission. The recommended legislation to move governance from the Board of Supervisors to a City/County Board removes one of the largest drawbacks to the FCD option. The pre-Prop 13 revenue would be retained and could help fund staffing as it is related to eligible projects. MOU projects within the adapted FCD would retain local agency control of projects from which they benefit.

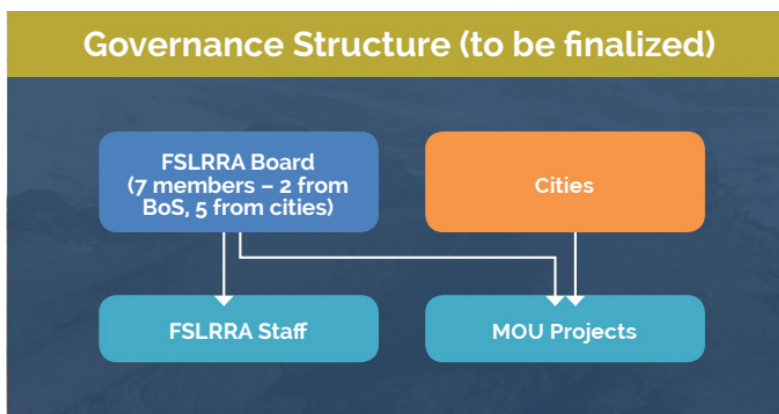


Figure 1 - Proposed Governance Structure

11. Is this just a new County expansion scheme?

No, this project would not include any net new benefits for existing County staff. The Agency would be made up of mostly new staff, with the exception of two County staff members now working on cross-jurisdictional flood risks under the three existing MOUs who would join the Agency. This isn't the County's expansion scheme – it is a response to meet our long term SLR challenges.

12. Is there a SLR/Climate Scientist hired as part of the initial team?

Not initially. The agency may utilize a consultant with expertise related to climate science and SLR.

13. How will other agencies participate?

Through an 18-member Staff Advisory Team (SAT), a Stakeholder Outreach Program has been developed to engage agencies throughout the County. We have completed a series of six interview meetings to facilitate input into this process, followed by two meetings in November and December at which we shared progress to date in the creation of the Agency. The SAT will also engage other key collaborations in the County, including C/CAG, City/County Engineers Association, and others. See Appendix **Figure A2 – Collaboration Opportunities and Benefits** for examples of collaborations and crossover.

14. What will be the relationship between this Agency and the County's Office of Sustainability?

The two agencies would work very closely together in public outreach, communications, and funding priorities on SLR. The Agency would take the lead on prioritizing and implementing projects that OoS identifies to create a resilient county by 2100.

15. What will be the new responsibilities as related to SLR for this Agency, C/CAG, and cities/county?

The Agency would work with the cities to develop multi-jurisdictional MOU projects and take the lead on regional stormwater infrastructure improvements that would create multi-jurisdictional benefits. C/CAG would continue to lead and manage the stormwater regional permit. Local agencies retain local control of local or multi-agency projects with the Agency being a partner in the process. The agency would provide those services required to advance these projects. The Functions Matrix, provided in the Agency Proposal, delineates the current and future responsibilities of these entities related to SLR.

Questions Specific to Cities

16. How will multi-jurisdictional projects that require multiple agencies participating be funded under the Agency?

It is anticipated that multi-jurisdictional projects would be advanced under new MOUs. It is also likely that sea level rise needs may require a county-wide response (at least in the planning and project development phases). For example, the work performed by the OOS could provide a basis upon which the Agency would identify specific projects county-wide. Likely these projects would be advanced and funded through individual MOUs between the agencies affected and benefiting.

17. What will the overall costs be, and what will this cost cities?

Cities obligations would be \$750,000 annually for the first three years, based on the three tiers by population, as demonstrated in the table below. The estimated total cost for the Agency's services

over the first three years would be \$1.5 million dollars, which would be paid by the county (50%) and the cities (50%). Additional MOU services, and continuing FCD responsibilities, would be paid by participating cities and the existing flood zones, respectively.

Table 1. Cost Breakdown by Population.

| Tiers based on Population | City Break-Down Population | # of Cities | Cost Per City |
|---------------------------|----------------------------|-------------|---------------|
| 1 | 0-20,000 | 7 | \$25,000 |
| 2 | 20,001-60,000 | 9 | \$40,000 |
| 3 | 60,001+ | 4 | \$55,000 |

18. What will motivate cities with existing MOU projects to participate in the Agency?

The County has been providing the bulk of the funding for the MOU projects. This funding will expire in June 2019. This Proposal recommends that the County provide half of the Agency funding for the first three years of its operation. The Agency is designed to provide assistance and coordination for these projects and would be formally a part of the new agency. A key function that the Agency would be expected to provide is the pursuit of Regional, State, and Federal funding opportunities. The MOU projects will be expensive so their progress will depend on the success in obtaining grants. For these reasons participation by the cities with MOUs in the Agency would be mandatory to advance the projects beyond June 2019.

19. What will motivate cities with NO existing MOU projects to participate in the Agency?

The initial work related to flooding, SLR, erosion, and stormwater improvements would provide value to most, if not all, agencies in the county. The cost of this initial work, when spread over most agencies within the County, would be modest and should justify broad participation. Much like the other MOU projects, it would be necessary for the Agency to enter into some agreement with the participating agencies to fund this effort prior to initiating the work. In addition, it would be anticipated that other MOUs would be created. For example, the Seymour Ditch erosion problem might trigger an MOU between the County, the Agency, and Half Moon Bay.

20. What will the first MOU projects be?

In addition to continuing the existing MOU projects – see the Factsheet to learn about the Navigable Slough Feasibility Study, the Belmont Creek Flood Management Plan, and the Bayfront Canal & Atherton Channel Flood Management & Restoration Project – new MOU projects would be developed with cities interested in collaboration. The new agency would be the lead in developing the MOU, the scope of work, hiring the consultants, and overall management of moving the MOU projects forward.

21. If a city joins the new Agency for one project do they enter for every project? Similarly, if a city has only one project, can they exit once the project is complete?

As discussed above in Question 16, broader issues like multi-jurisdictional flooding, sea level rise, erosion, and stormwater improvements will warrant funding countywide. Funding for this type of broader need would be in addition to the requirements of an individual MOU. The funding for a project is defined by the MOU participants. A city would not participate in the funding of another project governed by a separate MOU.

22. Can a city exit from the Agency once they join?

With the desire for the agency to perform maintenance of completed projects that was expressed by cities, cities would not be allowed an ability to exit. The first three years will be critical to get the agency started and focused on a new implementation and funding plan and would require a three-year commitment.

23. What will be requested of cities that are already paying for their own flood protection (i.e., Foster City bond measure)?

This answer will vary depending on the specific funding mechanism. Using the benefit district concept, it is conceivable that what is paid within a jurisdiction will vary depending on the anticipated benefits. For example, if San Mateo needs to develop and fund projects to meet 2050 sea level rise conditions, the property owners might pay more than in Foster City where 2050 needs are being constructed but assistance may be needed to meet 2100 needs. These considerations will be taken into account as we devise our finance and funding strategies in 2019.

24. What does staffing look like in the interim (between Flood Control District and New Agency) vs. long-term?

The staffing through the County Department of Public Works would continue for the existing FCD work. Staffing would remain unchanged for the Flood Resiliency Program unless modified through changes in the existing MOUs to fund and execute an expanded scope of work. The key technical activity for the Agency will be the Implementation and Funding Plan which will be consultant-driven with the Agency providing project management. The Interim Director with consultant support will lead the other initial functions (legislation and on-going funding). A staffing plan beyond the initial 3-year period will be part of the Implementation and Funding Plan. See Section 5 of the Agency Proposal for more details.

25. Will there be problems related to use of funds if not all cities participate?

We have based the new agency's success on full participation by all cities in the county for the benefit of a greater, more resilient San Mateo County shoreline. The pre-Prop 13 monies that are currently received by the existing FCD will be restricted and can only be used in the flood zone from which they were collected. Bonds issued without all cities participating would also create some restricted funds. Issuance of bonds would be related to one or more specific MOU project(s) and would naturally be restricted for use on that project only.

Legislation-related Questions

26. Are there potential risks with the legislative action required to change governance and other aspects of the existing Flood Control District?

Yes. This would be considered a "district bill" in the state legislature (i.e. only applicable to the district and thus of less importance to everyone else). However, it will still undergo strict scrutiny by the local government committees and the taxpayer advocates for its precedential importance. Once the idea is further refined we will contact Assemblymember Kevin Mullin and ask that the Assemblymember introduce the concept to the Assembly Local Government Committee for guidance.

27. Will it take too long legislatively to modify the existing Flood Control District?

The hope is that modifying an existing Flood Control District should require much less time than forming a new district. In discussion with consultants, attorneys, and legislative advocates, it is anticipated we can complete the process as soon as June 2019. In the interim, the work can proceed

in parallel to the legislation and under the direction of Board of Supervisors with the existing C/CAG Water Committee acting as an advisory board to the County. This will allow the existing projects to progress and work to begin identifying an on-going funding source. It would also permit grant applications to be submitted from a single entity.

Progress and Next Steps

28. What is the process for forming this new agency?

Please see Section 1 of the Proposal.

29. How will existing agencies transition into the Agency?

See Section 5 of the Proposal.

30. What is the timing for specific items, such as implementing the Flood Protection and Resiliency Implementation and Funding Plan, creating a new board, and setting up a program funding measure?

It is anticipated that by Q2 2019, we will have asked for all 20 cities and the county's full endorsement and funding of the agency. We will begin developing legislative action to modify the FCD by Quarter 1 2019 and the new agency will be effective by July 1, 2019. The Water Committee will solicit applications for new board members in Q1 2019 to be governing by July 1, 2019. The new board will hire an Executive Director by Q3 2019. We will also initiate a new Implementation and Funding Plan in Q3 2019, which will initiate the details for a funding measure.

*Appendix C.
Development of New Agency Proposal,
Supporting Information.*

Webpage Link to be Provided.



Attachment 6

CITY OF BRISBANE RESOLUTION NO. 2019-03

A RESOLUTION OF THE CITY OF BRISBANE IN SUPPORT OF THE ESTABLISHMENT OF THE FLOOD AND SEA LEVEL RISE RESILIENCY AGENCY

WHEREAS, flooding and sea level rise are immediate and long-term risks to San Mateo County, its residents, and employers; and

WHEREAS, addressing the risks and impacts of flooding and sea level rise requires cooperation and participation by multiple agencies; and

WHEREAS, in San Mateo County there is not a single voice to advocate at countywide, regional, state, and federal levels for grants and legislation to support climate change resiliency efforts, placing the cities and County at a distinct disadvantage when pursuing funding for important flooding, regional stormwater, and sea level rise infrastructure projects; and

WHEREAS, infrastructure to address regional stormwater and flooding impacts is expensive and often requires State and Federal grant funding; and

WHEREAS, grant funding is highly competitive and difficult to obtain by cities acting individually and legislators and regulatory agencies encourage development of a countywide effort to address regional stormwater and flooding issues; and

WHEREAS, regional and flood infrastructure projects require permits from multiple agencies and the expertise in obtaining the permits is seldom available within local government since the permitting process is used infrequently in most cities; and

WHEREAS, erosion is already a problem along the San Mateo coastline and existing levees along the San Francisco Bay are not adequate to address sea level rise by 2100; and

WHEREAS, the Regional Water Quality Control Board is expanding requirements that require storm water retention, trash capture, green infrastructure, and other multi-benefit storm water infrastructure projects to meet the Municipal Regional Permit; and

WHEREAS, the Countywide Water Coordination Committee of the City/County Association of Governments (C/CAG) developed a proposal for the formation of the Flood and Sea Level Rise Resiliency Agency (AGENCY); and

WHEREAS, the mission of the proposed AGENCY will be to address current and future sea level rise, flooding, coastal erosion, and storm water vulnerabilities through integrated regional planning, design, permitting, and project implementation and maintenance to create a resilient San Mateo County by 2100; and

WHEREAS, the proposal recommends the modification of the existing San Mateo County Flood Control District to revise its governance to include two members of the Board of Supervisors and five City or Town Council members appointed by C/CAG; and

WHEREAS, the County, in cooperation with Assembly Member Kevin Mullin and State Senator Jerry Hill are advancing legislation required to form the AGENCY by modifying the existing Flood Control District; and

WHEREAS, with support from the cities in the County, start-up efforts will begin over the next three years to ensure the sustainability of the AGENCY; and

WHEREAS, the start-up efforts will include development of a Flood and Sea Level Rise Resiliency Investment Plan; public outreach and education about flood, sea level rise, and regional storm water infrastructure needs; and investigate the feasibility of available public infrastructure funding and financing methods to fund the on-going operations of the AGENCY; and

WHEREAS, the AGENCY will continue the on-going efforts of the existing Flood Control District and San Mateo County Flood Resiliency Program using their existing funding sources; and

WHEREAS, there is a need for resources to advance regional storm water and flood resiliency projects since most cities do not have the depth of staff and specialized expertise to advance these large projects; and

WHEREAS, the C/CAG Board of Directors and the San Mateo County Board of Supervisors endorse the proposal and recommend that all cities within the County support the formation of the Flood and Sea Level Rise Resiliency Agency (AGENCY).

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BRISBANE, HEREBY RESOLVES THAT:

1. The City Council endorses the proposal for the formation of the AGENCY.
2. The City agrees to provide \$25,000 per year for three years per the funding allocation attached as Exhibit A to help fund the formation of the AGENCY.

Madison Davis, Mayor

* * * *

The above and foregoing Ordinance was regularly introduced and after the waiting time required by law, was thereafter passed and adopted at a regular meeting of the City Council of the City of Brisbane held on the 7th day of March, 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

ATTEST:

Ingrid Padilla, City Clerk

APPROVED AS TO FORM:



Michael Roush, City Attorney

Exhibit A

Proposed Annual Funding Contributions by Agency

| Municipality | Population (2018 Dept. of Finance) | Proposed Contribution |
|---------------------|---|----------------------------------|
| Atherton | 7,135 | \$25,000 |
| Belmont | 27,388 | \$40,000 |
| Brisbane | 4,692 | \$25,000 |
| Burlingame | 30,294 | \$40,000 |
| Colma | 1,501 | \$25,000 |
| Daly City | 107,864 | \$55,000 |
| East Palo Alto | 30,917 | \$40,000 |
| Foster City | 33,490 | \$40,000 |
| Half Moon Bay | 12,639 | \$25,000 |
| Hillsborough | 11,543 | \$25,000 |
| Menlo Park | 35,268 | \$40,000 |
| Millbrae | 22,854 | \$40,000 |
| Pacifica | 38,418 | \$40,000 |
| Portola Valley | 4,767 | \$25,000 |
| Redwood City | 86,380 | \$55,000 |
| San Bruno | 46,085 | \$40,000 |
| San Carlos | 29,897 | \$40,000 |
| San Mateo | 104,490 | \$55,000 |
| South San Francisco | 67,082 | \$55,000 |
| Woodside | 5,623 | \$25,000 |
| San Mateo County | 65,828 | \$750,000 |