

One Water and Stewardship Committee

Delta Islands Strategic, Fiscal, & Risk Analysis

Item 6a February 13, 2024

Item#6a

Delta Islands Strategic, Fiscal, & Risk Analysis

Subject

Delta Islands Strategic, Fiscal and Risk Analysis

Purpose

Conduct a strategic, fiscal, and risk analysis of the Delta islands to assess the financial resources, identify potential threats to the Delta islands, and evaluate the value of these islands to Metropolitan.

Next Steps

Board discussion and direction

• Overview

Today's Discussion

- Challenges and opportunities
- Fiscal and risk analysis
- Strategic considerations for Board discussion



Delta Islands

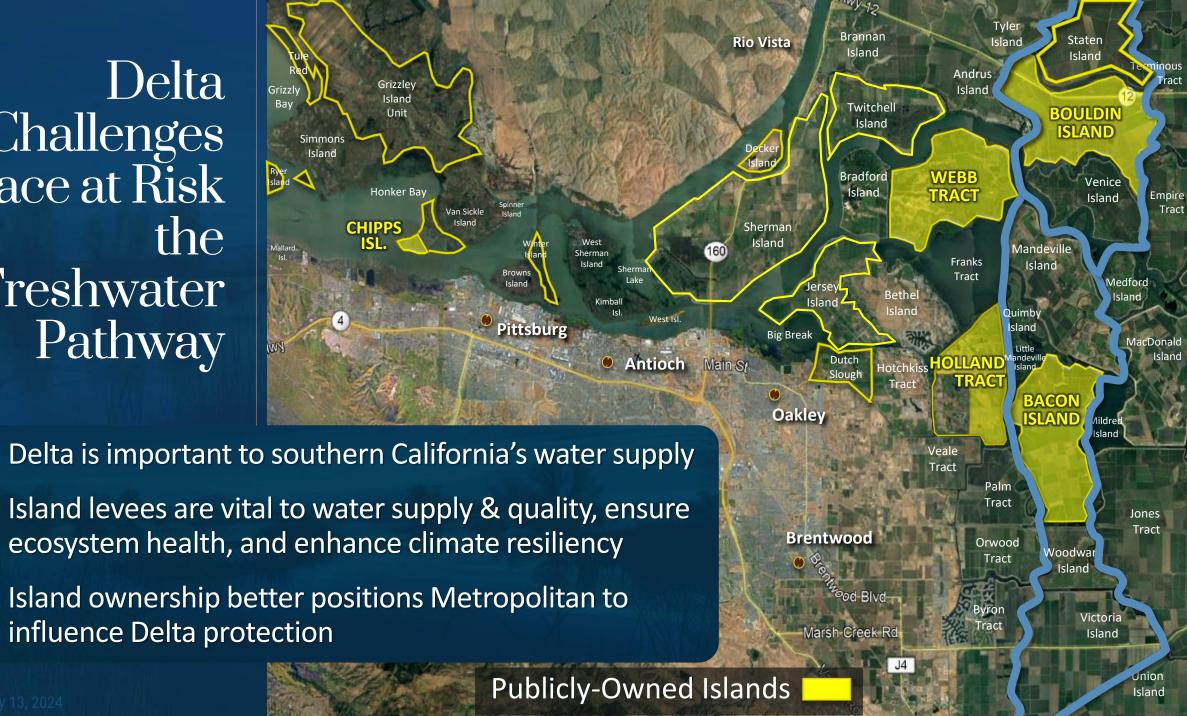


Initial Board Focus at Time of Island Purchase & Key Changes

- Improved thru-Delta reliability & levee improvements
- Delta conveyance mitigation & tunnel portals
- Preventing land subsidence
- Enhancing carbon sequestration
- Advancing ecosystem restoration, regenerative agriculture, & climate resiliency
- Conducting applied science
- New opportunities that add value



Delta Challenges Place at Risk the Freshwater Pathway



Critical Challenges in the Delta





WATER SUPPLY

- Levee modernization
- Water diversion meters & alternative technologies like OpenET
- ☐ Delta Conveyance Project mitigation (\$)



ECOSYSTEM

- ☐ Habitat restoration (\$)
- ☐ Floating wetlands
- Native fish conservation & culture facility
- ☐ Eco-mitigation bank (\$)
- ☐ Fish food production (\$)
- ☐ Voluntary Agreement Water Conservation (\$)

Leadership Opportunities Advancing Solutions to Critical Challenges

CLIMATE

- ☐ Carbon sequestration & subsidence control (\$)
- ☐ Multi-benefit farming (\$)
- ☐ Clean energy production
- ☐ Carbon capture & underground storage (\$)



SCIENCE

- ☐ Aquatic research
- ☐ Innovation & resiliency center
- ☐ Paludiculture farming (\$)



COMMUNITY

- ☐ Waterfowl recreation (\$)
- ☐ Small family farms
- ☐ Tribal activities
- ☐ Bird watching & nature trails

\$ = Revenue sources

Islands
Provide
Opportunity to
Advance
Solutions to
Critical
Challenges

Increasing wetland & rice supports additional habitat for 36,000 sandhill cranes & 114,000 waterfowl



Leading Efforts to Develop New Value for Lands within the Delta

Fish Conservation and Culture Laboratory

• Use lands to assist in spawning and rearing of aquatic species (e.g., Delta and Longfin smelt)

Carbon Sequestration

• Support opportunities to sequester CO₂

Eco-Mitigation Banking

• Targeted landscape restoration to enhance habitat, reduce subsidence, and support funding of management and maintenance activities

Waterfowl Recreation & Preservation

• Utilize lands to increase waterfowl habitat and populations while still realizing revenue generating recreational activities

Renewable Energy Production

• Utilize renewable energy to support water management on Delta islands



Current property value lower than purchase

PROPERTY VALUE					
Island	Gross	Per Acre		Total	
ISIAIIU	Acres	Purchase ¹	Current ²	Purchase ¹	Current ²
Bouldin	6,053	\$8,650/ ac.	\$8,000/ ac.	\$52.4 million	\$48.4 million
Webb	5,498	\$8,650/ ac.	\$5,000/ ac.	\$47.6 million	\$27.5 million
Bacon	5,603	\$8,650/ ac.	\$8,000/ ac.	\$48.5 million	\$44.8 million
Holland	3,007	\$8,650/ ac.	\$5,500/ ac.	\$26.0 million	\$16.5 million
Chipps ³	243	\$2,469/ ac.	\$4,000/ ac.	\$0.6 million	\$0.97 million
TOTAL	20,404			\$175 million	\$138 million

¹⁾ Purchase price does not include legal & other associated costs

²⁾ Bouldin & Bacon appraisals completed November 2023; Webb & Holland appraisals completed December 2023

³⁾ Chipps was sold to DWR in 2021 for \$972,000

Debt service – Interest only on through FY 2039-40; Principal payment starts FY 2040-41 thru FY 2044-45 averaging \$34.8 million/yr.

Fiscal Analysis Current Expenses Exceed Revenues

CURRENT EXPENSES				
Expense Centers Avera Year 202		rage 021-23		
Debt Service	\$2,459,000	32%		
Property Taxes	\$2,074,000	27%		
Reclamation District	\$2,283,000	29%		
Vector Control & State Lands	\$102,000	0.8%		
Repairs & Maintenance	\$167,000	2%		
Labor & Professional Service	\$744,000	9%		
Travel & Incidentals	\$29,000	0.4%		
TOTAL ESTIMATE	\$7.8 million	100%		

CURRENT REVENUE				
Revenue Centers	Average Year 2021-23			
Agriculture	\$850,000	94%		
Cell Tower	\$40,000	6%		
TOTAL	\$0.9 million	100%		

Forecasted Revenues Exceed Expenses

FORECASTED EXPENSES				
Expense Centers	Year 2030 (Low – High Range)			
Debt Service ¹	\$542,000	\$6,063,000		
Property Taxes	\$2,296,000	\$2,806,000		
Reclamation District	\$2,527,000	\$3,089,000		
Vector Control & State Lands	\$75,000	\$91,000		
Repairs & Maintenance	\$184,000	\$225,000		
Labor & Professional Service	\$824,000	\$1,006,000		
Travel & Incidentals	\$32,000	\$40,000		
TOTAL ESTIMATE	\$6.5 million	\$13.3 million		

FORECASTED REVENUES				
Revenue Centers	Year 2030 (Low – High Range)			
Agriculture	\$4,500,000	\$7,800,000		
Cell Tower	\$49,000	\$49,000		
Waterfowl Preservation	\$81,000	\$343,000		
Renewable Energy Prod	\$720,000	\$720,000		
Carbon Sequestration	\$1,500,000	\$1,700,000		
Eco-Mitigation Banking	\$7,400,000	\$11,500,000		
Sub Total	\$14 million	\$22 million		
Carbon Capture & Storage	\$112 million	\$270 million		
TOTAL	\$126 million	\$292 million		

^{1.} Debt service range based on variable interest rates

Risk Analysis

Key Risks

• Key Risks

- Agricultural operations
- Environmental regulations
- Levee failure (flooding, seismic)
- Subsidence and sea-level rise

Assessment



- Levee breaks occur over hours allowing ample time to evacuate
- Preliminary estimate \$40 70 million to reclaim if full breach
- Levees meet FEMA standard to qualify for disaster funding
- No complete Delta levee failures since 2005



Risk Analysis

Risk Mitigation

• Mitigation Actions

- Agricultural operations safety BMPs
- Emergency response and recovery plans
- Targeted levee structural improvements over \$51 million in grants (\$87 million for all island activities)
- Regional and on-island rock stockpiles and warehouses
- Invasive species control and monitoring (nutria, etc.)
- Seismic vulnerability research
- Real-time, early-warning levee monitoring system
- Modern levee design to mitigate flood, earthquake, sea-level rise





• Fiscal & Risk Analysis

- Land appraisal is below the 2016 purchase price
- Debt service is interest only until 2041
- Current revenues do not cover expenses; however, forecasted revenues exceed annual expenses by 2030
- Real-time levee monitoring allows for early warning from weeks to months in advance
- Mitigation actions will continue to reduce risks with island ownership & compliment efforts to address Delta challenges
- Based on current appraisal, selling the islands now would require a significant use of existing reserves to pay off the loan

Strategic Considerations

Strategic Considerations

- Strategic Analysis
 - Conditions have evolved since the purchase, but still consistent with Board policies
 - Delta is important to southern California's water supply
 - Island levees are vital to water supply and quality, to protect Delta communities, and to ensure ecosystem stability and climate resiliency

Island ownership provides enhanced opportunities to advance Delta solutions

Recommendations

- Original areas of Board focus (slide 5) still apply
 - Continue to pursue these opportunities
- Pursue additional funding and partnerships
 - Goal to operate islands with revenues covering costs
- Continue regular Board check-ins
 - Do not sell island now, but consider options before principal payments







Fiscal Analysis Overview

- Ongoing
- In Development
- Initial Analysis

• Revenue Centers

- Property value
- Agricultural leases
- Cell tower leases
- DWR subventions levee maintenance funds
- DWR special project improvement grants.
- County emergency response materials grants
- Waterfowl recreation and preservation
- Carbon sequestration
- Eco-mitigation banking
- Renewable energy production
- Carbon capture and underground storage

Fiscal Analysis Annual Expenses

Total

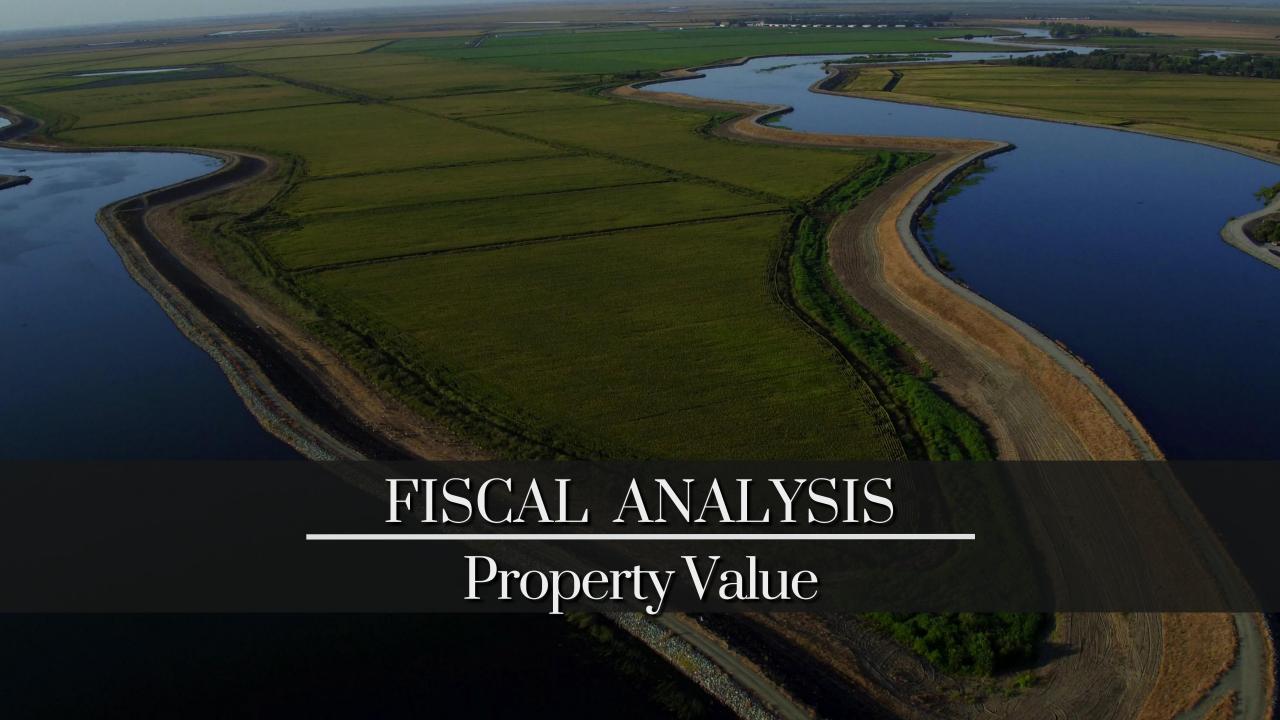
ANNUAL EXPENSES				
Expense Centers	xpense CentersCurrent Year 2021-23 (Average)Forecast Year 2030- (Low-High Range)		2030	
Debt Service	\$2,459,000	\$542,000	\$6,063,000	
Property Taxes	\$2,074,000	\$2,296,000	\$2,806,000	
Reclamation District Assessment	\$2,283,000	\$2,527,000	\$3,089,000	
Vector Control & State Lands	\$67,000	\$75,000	\$91,000	
Repairs & Maintenance	\$167,000	\$184,000	\$225,000	
Labor & Professional Service	\$744,000	\$824,000	\$1,006,000	
Travel & Incidentals	\$29,000	\$32,000	\$40,000	
TOTAL ESTIMATE	\$7.8 million	\$6.5 million	\$13.3 million	

<sup>Current expenses based on three-year average years 2021-2023
Future expenses based on year 2030</sup>

[•] Debt service – Interest only on through FY 2039-40; Principal payment starts FY 2040-41 thru FY 2044-45 averaging \$34.8 million/year

Annual Revenue
Opportunities

ANNUAL NET REVENUE				
Revenue Centers	Current Year 2021-23 (Average)	Forecast Year 2030 (Low-High Range)		
Agriculture	\$850,000	\$4,500,000	\$7,800,000	
Cell Tower	\$40,000	\$49,000	\$49,000	
Waterfowl Recreation/Preservation	\$0	\$81,000	\$343,000	
Clean Energy Production	\$0	\$720,000	\$720,000	
Carbon Sequestration	\$0	\$1,500,000	\$1,700,000	
Eco-Mitigation Banks	\$0	\$7,400,000	\$11,500,000	
Sub Total	\$0.9 million	\$14 million	\$22 million	
Carbon Capture & Underground Storage	\$0	\$112 million	\$270 million	
TOTAL	\$0.9 million	\$126 million	\$292 million	



Fiscal Analysis Property Value

Overview

- MWD purchased 5 Delta islands in 2016
- Purchase cost \$175 million (20,404 acres)
- Chipps Island sold to DWR in 2021 for \$972,000
- Investment Analysis
 - Land valuation was conducted by independent appraiser
 - Appraisals completed in November/December 2023
 - Land valuation range was dependent on factors such as market conditions, location, physical characteristics, permanent crop suitability, farmable land, etc.

Current property value lower than purchase

PROPERTY VALUE					
Island	Gross Acres	Per Acre		Total	
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Agricultural Leases

Overview

- Focus of land use was to avoid long-term encumbrances
- Move to short-term leasing, provided below-market revenues

Investment Opportunities

- Uniquely positioned to maximize revenues
- Loss of Northern Cal rice acreage, more demand for Delta rice
- Multi-benefit vs. single-benefit agricultural land use model
- Revenue sources will significantly increase

Agricultural Leases

	Annual Revenue Estimate			
Delta Islands	Business as Usual 2030 Forecast	Proposed Approach 2030 Forecast		
Bouldin Island	\$511,000 - 624,000	\$1.7 – 3.0 million		
Webb Tract	\$125,000 – 153,000	\$0.5 – 1.0 million		
Holland Tract	\$ 73,000 – 90,000	\$0.5 – 1.0 million		
Bacon Island	\$260,000 - 318,000	\$1.8 – 2.8 million		
TOTAL	\$1.0 – 1.1 million	\$4.5 – 7.8 million		



Waterfowl Recreation & Preservation

Overview

- No current Metropolitan program to enhance waterfowl habitat and populations
- Waterfowl recreation is mainly conducted by farmer tenant
- Audubon's annual bird survey shows Metropolitan's islands are critical habitat for Pacific Flyway bird migration
- Investment Opportunities
 - Utilize lands to increase waterfowl habitat and populations while still realizing revenue generating recreational activities
 - Partner with resource design experts Point Blue Conservation Science, Audubon, California Waterfowl, Ducks Unlimited
 - Work with Restore the Delta and tribal representatives to conduct wildlife and educational tours

Waterfowl Recreation & Preservation



Waterfowl Recreation & Preservation

	Annual Revenue Estimate	
Delta Islands	Business as Usual 2030 Forecast	Proposed Approach 2030 Forecast
Bouldin Island	\$0	\$23,000 – 119,000
Webb Tract	\$0	\$58,000 – 234,000
Holland Tract	\$0	\$ TBD
Bacon Island	\$0	\$ TBD
TOTAL	\$0	\$81,000 – 343,000



Renewable Energy Opportunities



Overview

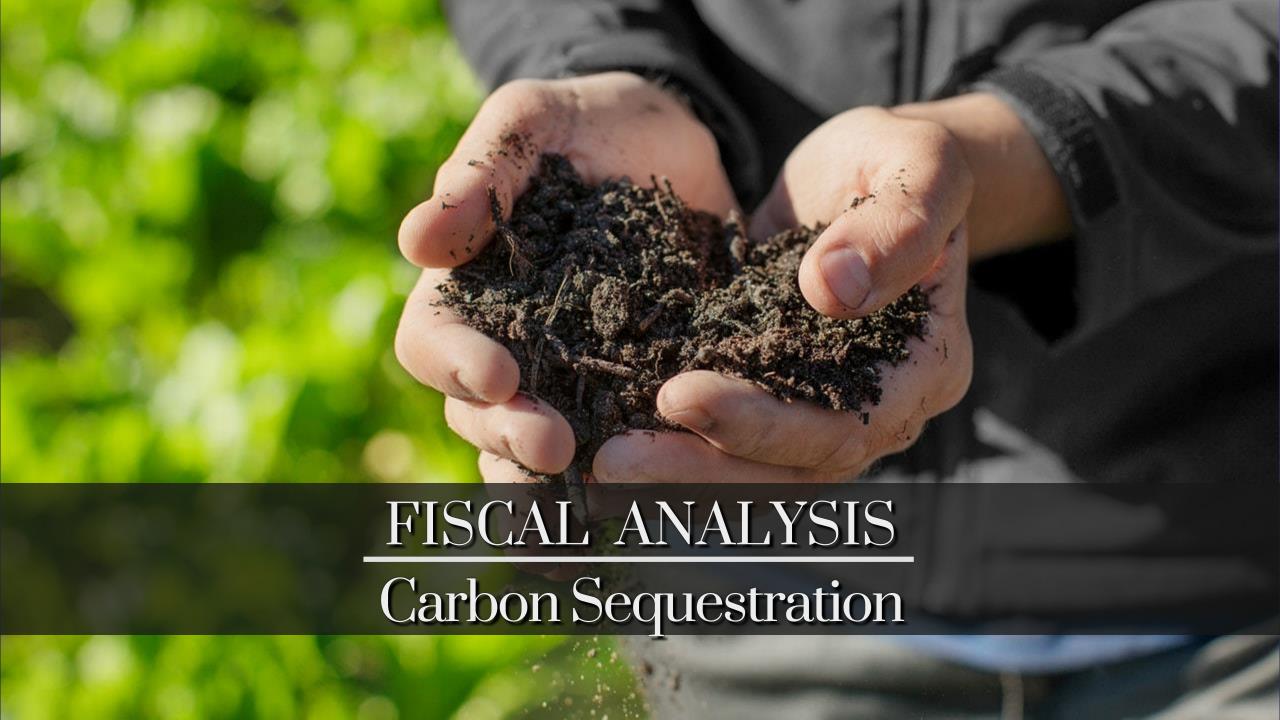
- MWD's pump discharge stations control groundwater levels and prevent flooding
- Pumps only connected to PG&E power lines
- Off-grid power important in case of outage
- Solar microgrids strategy aligns with MWD's Climate Action Plan carbon neutrality by 2045
- Investment Opportunities
 - Clean Coalition preliminary economic analysis
 - Energy cost-savings
 - Energy resilience
 - Reduction in greenhouse gas emissions

Renewable Energy Opportunities

Costs and Savings Estimate				
	Without Solar	With Solar + Battery	Total Cost Savings	
PG&E Electric	\$45 million	\$19 million	\$26 million	
Capital + O&M	\$0 million	\$8 million	<\$8 million>	
TOTAL	\$45 million	\$27 million	\$18 million (\$720,000/yr.)	

Assumptions of the nine pumps on four islands:

- Battery Energy Storage Systems (BESS) at least two hours of resilience
- Utility Cost Escalation Rate 10%
- Federal incentives: Investment Tax Credit (ITC) 40% (Direct Pay)
- Average Payback is 16 years



Carbon Sequestration

Overview

- MWD's islands can be used to sequester CO₂ emissions
- Sequestration projects in the planning phase
- Developing carbon emission baselines with the Nature Conservancy, Environmental Defense Fund, Delta Conservancy
- Investment Opportunities
 - Implement multi-benefit farming (i.e., convert corn to rice)
 - Apply for carbon sequestration crediting to increase revenue
 - Aligns with Metropolitan's Climate Action Plan
 - Reduces land subsidence and levee stability risks

Carbon Sequestration

	Annual Revenue Estimate	
Delta Islands	Business as Usual 2030 Forecast	Proposed Approach 2030 Forecast
Bouldin Island	\$0	\$579,000 – 661,000
Webb Tract	\$0	\$677,000 – 773,000
Holland Tract	\$0	\$123,000 – 141,000
Bacon Island	\$0	\$130,000 – 148,000
TOTAL	\$0	\$1.5 – 1.7 million



Eco-Mitigation Banking

Overview

- Mitigation banking is a tool used to offset the environmental impact of development projects
- These banks generate credits that can be used to support funding of management & maintenance activities

Investment Opportunities

- MWD's Delta islands can generate revenue in non-farmable areas by implementing eco-mitigation banks
- Eco-mitigation is in-demand in the Delta region
- Staff is collaborating with environmental groups and indigenous communities to leverage resources, expertise, and support

Eco-Mitigation Banking

	Annual Revenue Estimate	
Delta Islands	Business as Usual 2030 Forecast	Proposed Approach 2030 Forecast ¹
Bouldin Island	\$0	\$900,000 - 1,500,000
Webb Tract	\$0	\$6,000,000 – 9,200,000
Holland Tract	\$0	\$500,000 – 800,000
Bacon Island	\$0	\$ TBD
TOTAL	\$0	\$7.4 – 11.5 million

^{1.} Assumes only 1/3 of proposed eco-mitigation has been implemented by 2030. Additional acreage is available to be phased in over 30 years.



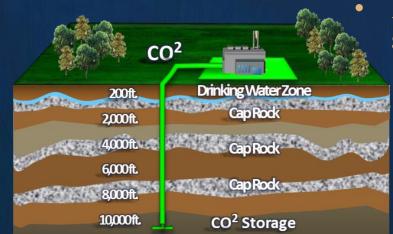
Carbon Capture & Underground Storage

Overview

- Gov. Newsom "CCS is essential to meet State's 2045 carbon neutrality goals"
- 5 projects in development in California
- Delta geology well suited for safe CO₂ storage
- Test wells in Delta (King Island, Montezuma Hills)
- ullet CO $_2$ from Bay Area industries injected 2-miles underground
- 2021 & 2023 study by Lawrence Livermore National Lab
 - Delta Conservancy & Resources Agency holding local stakeholder coordination meetings

Investment Opportunities

• Potential MWD revenue – hundreds of millions/year



Carbon Capture & Underground Storage

	Annual Revenue Estimate	
Delta Islands	Business as Usual 2030 Forecast	Proposed Approach 2030 Forecast 1
Bouldin Island	\$0	\$47 – 114 million
Webb Tract	\$0	\$47 – 114 million
Holland Tract	\$0	\$12 – 29 million
Bacon Island	\$0	\$ 6 – 14 million
TOTAL	\$0	\$112 – 271 million

1. Assumes MWD share of 50% after all implementation expenses have been deducted.



Risk Analysis Overview

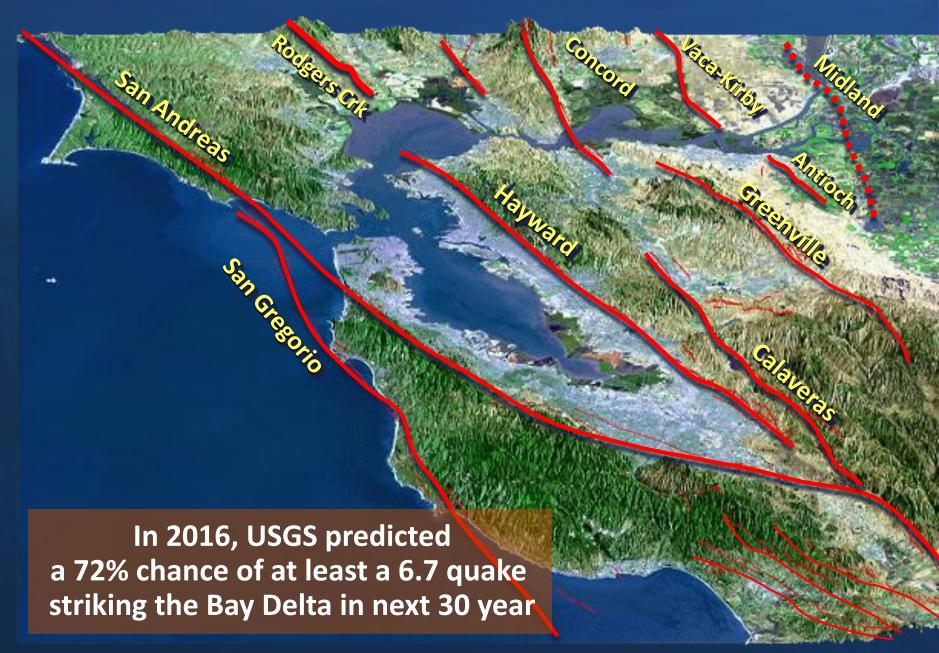
Overview

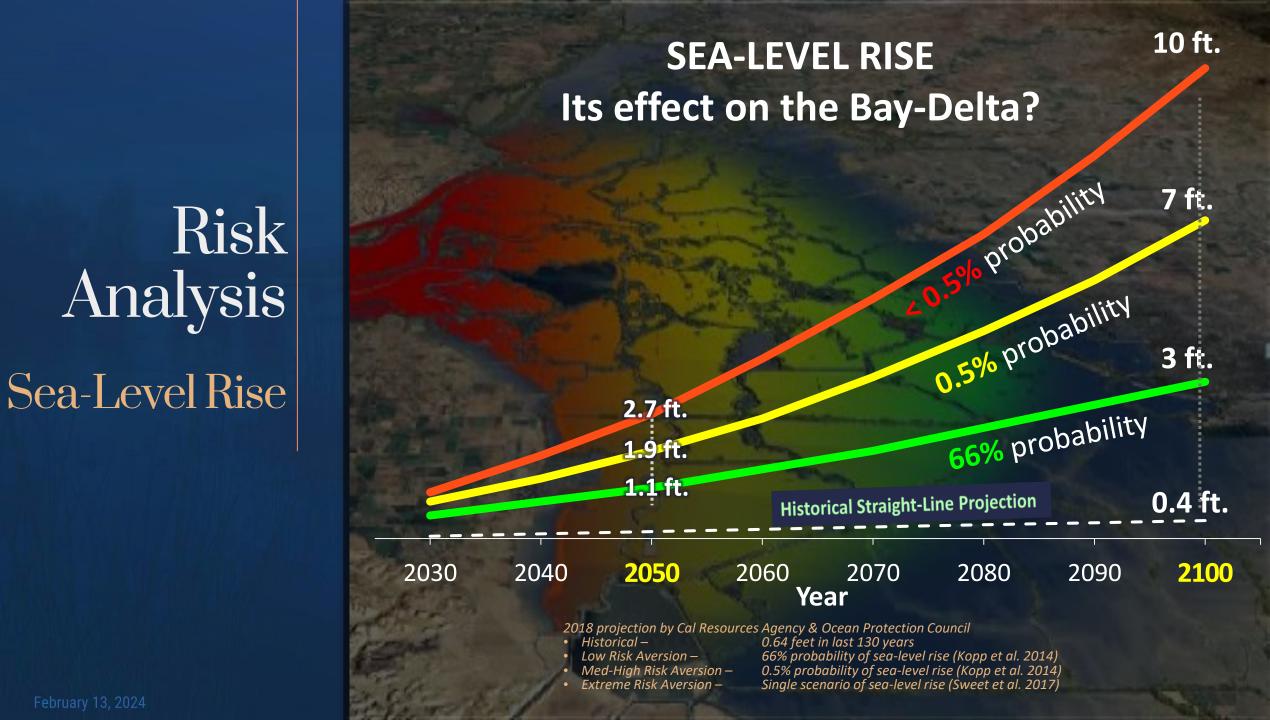
- Analyzed key agricultural operations, environmental regulations, flood/seismic, sea-level rise, subsidence
- Investment Opportunities
 - Support proposed modern levee design standard
 - Promote Delta smelt propagation & associated reduction in regulatory restrictions
 - Create a unified approach for efficient levee management with other island owners & stakeholders

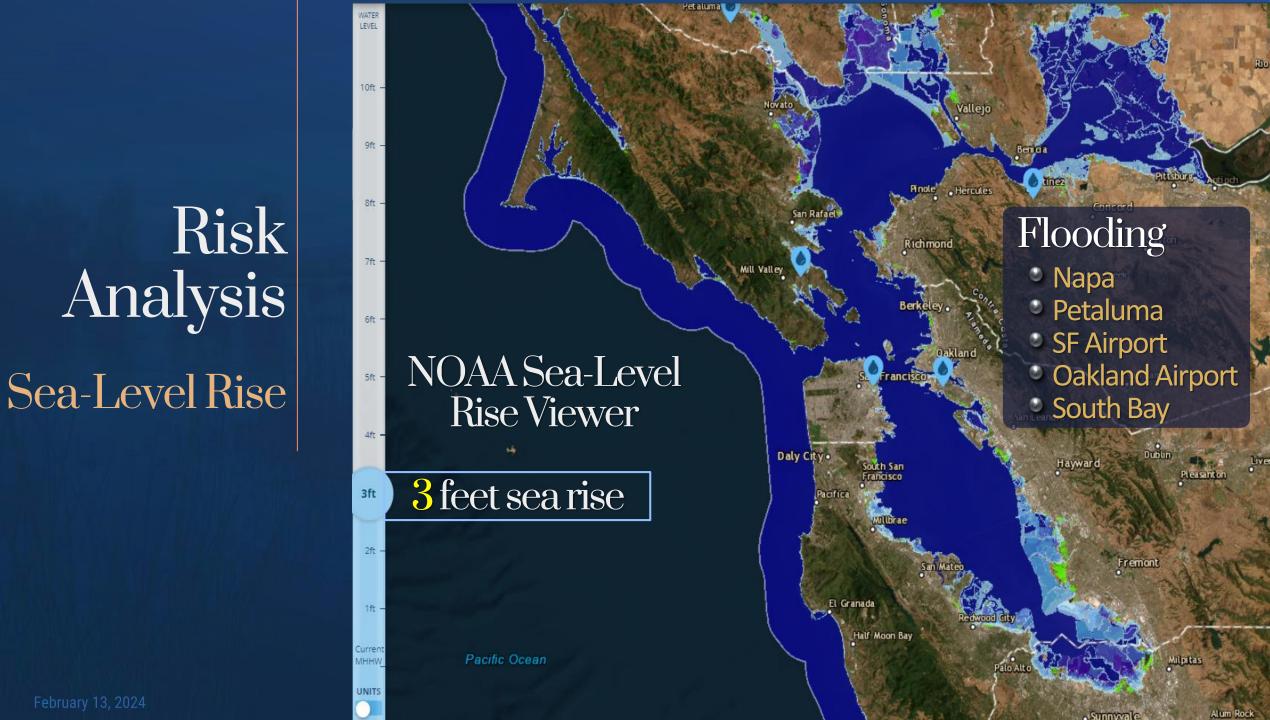
Risk Analysis Key Risks



Seismic Vulnerability

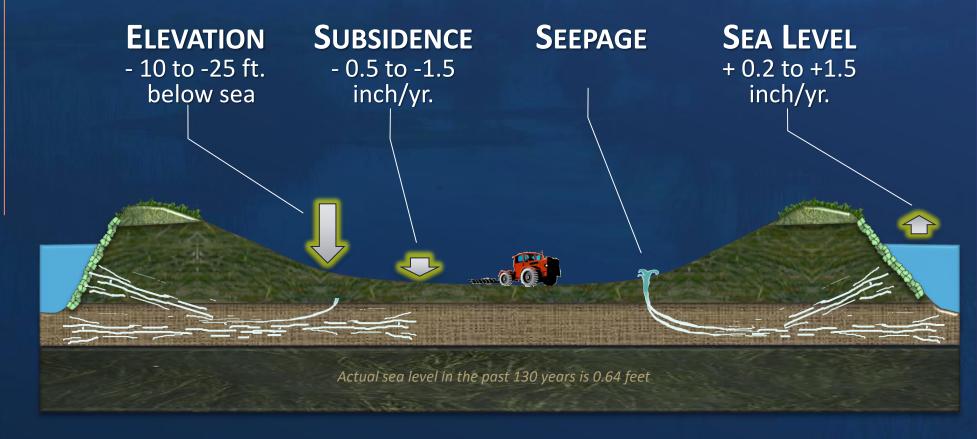


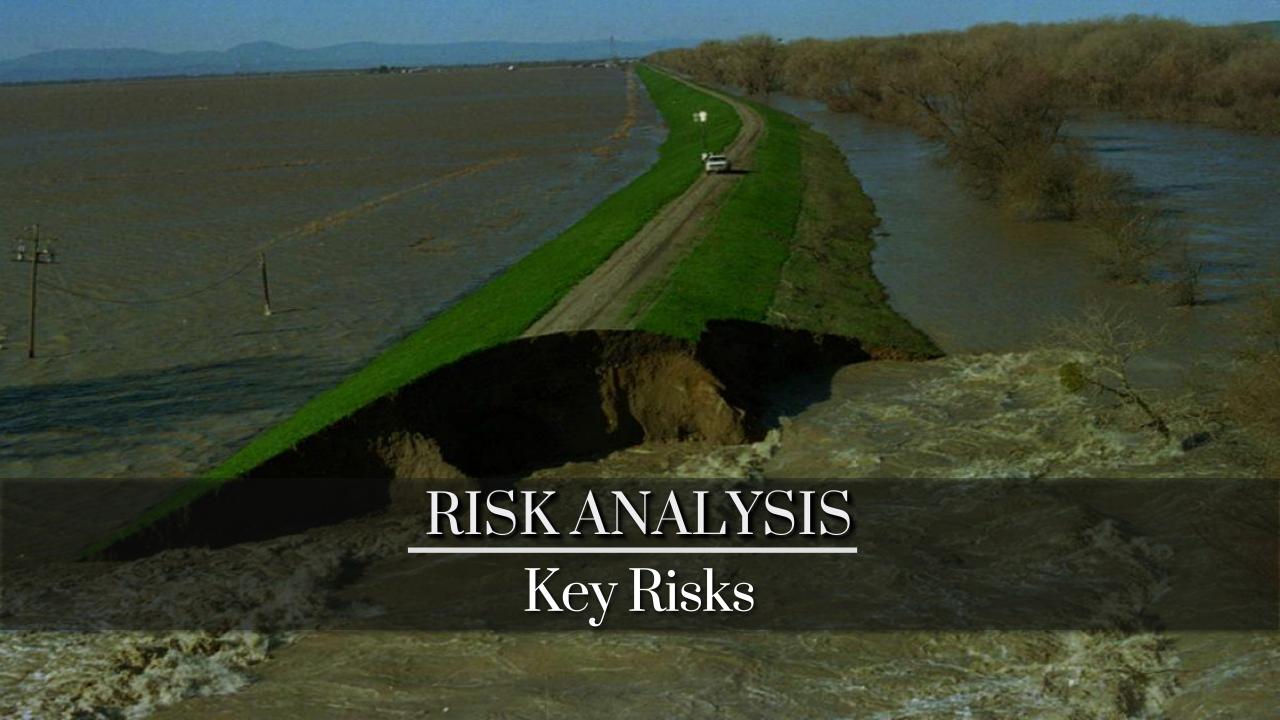




Risk Analysis Subsidence

CURRENT LANDSCAPE





Key Risks

• Key Risks

- Agricultural operations
- Environmental regulations
- Levee failure (flooding, seismic)
- Subsidence and sea-level rise

Assessment

- Analyzed response time, infrastructure, equipment, life, crop damage, levee repair, recovery period
- Levee breaks occur over hours allowing ample time to evacuate
- Preliminary estimate \$40 70 million to reclaim if full breach
- Levees meet FEMA standard to qualify for disaster funding
- No complete Delta levee failures since 2005



Risk Analysis Delta Levee Failures



Seismic & Flood Analyses

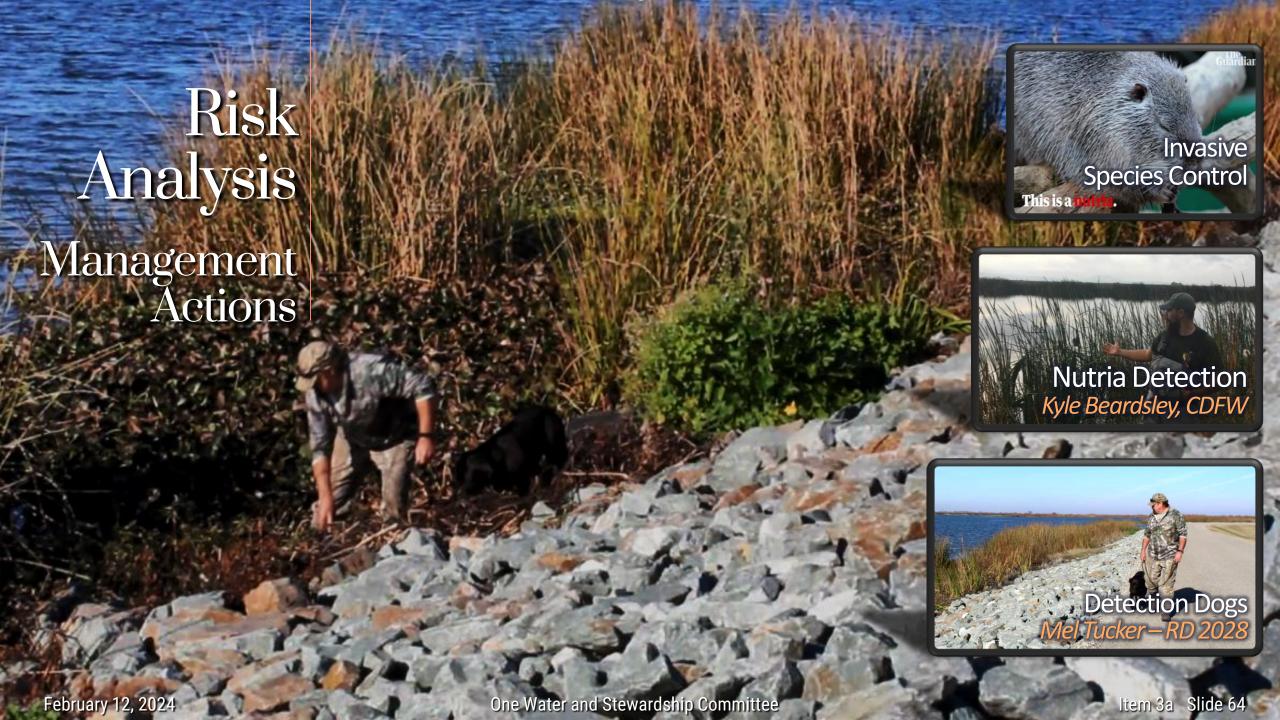


Multiple Seismic/Flood Risks Analyses

- 2008 Delta Risk Management Study (DWR/URS/JBA)
- 2011 Levee Stability Analyses of Freshwater Pathway (URS)
- 2012 Emergency Response Tool (DWR/RMA)
- 2012 Peat Deformation/Consolidation Mechanisms (UCLA)
- 2013 Seismic Hazard Analyses of Freshwater Pathway (URS)
- 2018 Seismic Hazard Analysis of Freshwater Pathway (Lettis)
- 2018 Emergency Operations Integration Plan (DWR/USACE)
- 2018 Nor Cal Catastrophic Flood Management Plan (Cal OES)
- 2018 Emergency Response Tool Model (DWR/RMA)
- 2019 Updated Levee Stability Pathway Analysis (AECOM/Lettis)

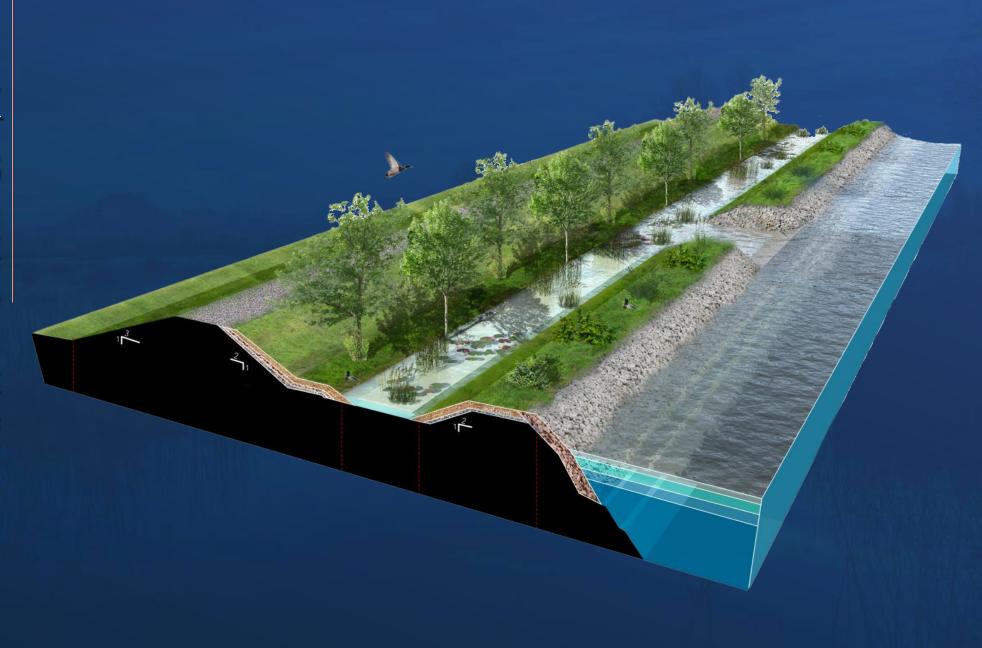






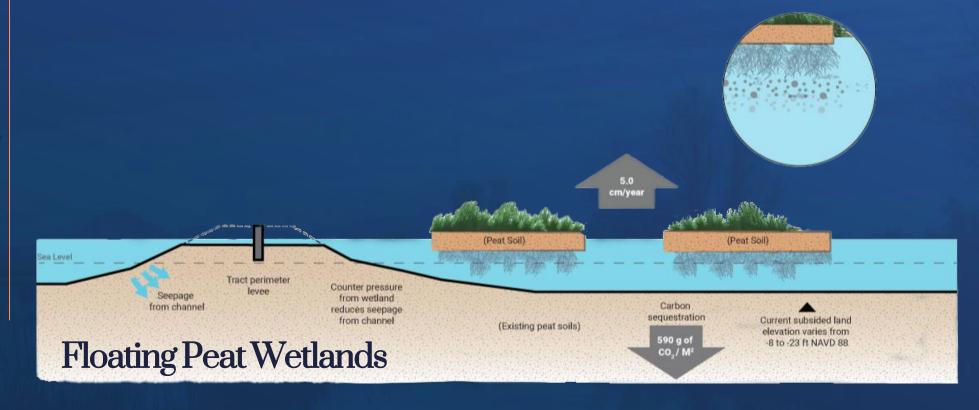
Management Actions

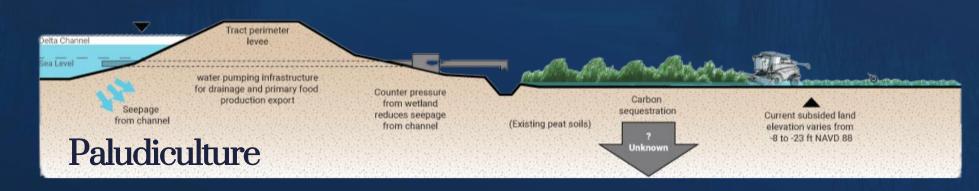
Multi-Benefit Setback Levee



Risk Analysis Management Actions

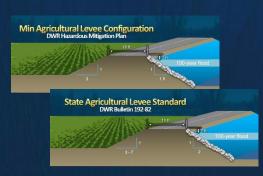
Subsidence Control & Eco-Agriculture



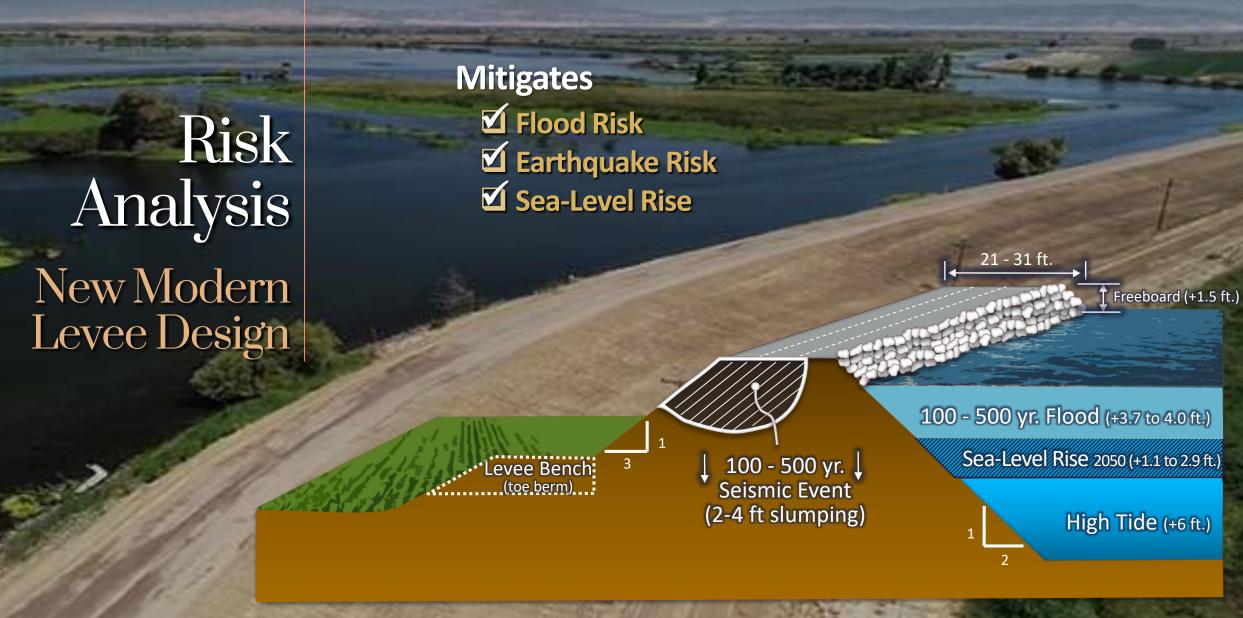


Management Actions

> Thru-Delta Freshwater Pathway







- 1. Assumes continued State/Federal investment in levee improvements, stockpiles. etc.
- Flood & seismic risks occurring separately is a 1 in 500-year event; Both events occurring simultaneously is 1 in 50,000-year event)
 COLLABORATORS UC Davis, UC Los Angeles, UC Berkeley, MBK Engineers, KSN Engineers, AECOM, Hultgren-Tillis, Lettis, Schnabel, Moffatt & Nichol, Central Delta Water Agency, DWR, MWD, etc.

Management Actions



Real-time, early warning levee monitoring system

- Assesses small movements inside a levee structure
- Allows corrective actions weeks to months in advance
- Previously in a reactive mode; now in a proactive mode

New Modern Levee Design Cost Estimate

Feather River Sacramento River \$400 – 700 million SWP Pumps CVP \$3-5 billion Pumps

Thru-Delta Freshwater Pathway

Primary Delta

Risk Mitigation

• Mitigation Actions

- Agricultural operations safety BMPs
- Emergency response and recovery plans
- Targeted levee structural improvements over \$51 million in grants (\$87 million for all island activities)
- Regional and on-island rock stockpiles and warehouses
- Invasive species control and monitoring (nutria, etc.)
- Seismic vulnerability research
- Real-time, early-warning levee monitoring system
- Modern levee design to mitigate flood, earthquake, sea-level rise



Summary

- No major levee failures over last two decades
- All MWD's islands meet minimum FEMA standard, allowing for state/federal emergency disaster funding
- Proposed modern levee standard is designed to meet future sea-level & seismic risks
- Real-time levee monitoring allows for early warning from weeks to months in advance
- Need to continue coordinated Delta levee management approach