

Jared Polis, Governor

Dan Gibbs, DNR Executive Director

Rebecca Mitchell, CWCB Director

TO: CWCB Board

FROM: Russ Sands, Section Chief - Water Supply Planning

DATE: September 20 & 21, 2022 CWCB Board Meeting

ITEM: AGENDA #19 Water Supply Reserve Fund Criteria and Guidelines Revisions

Staff Recommendation:

Staff recommends the Colorado Water Conservation Board (CWCB) approve of the revised 2023 Water Supply Reserve Fund Criteria and Guidelines (Guidelines).

Background:

2022 WSRF Guideline Changes

The Water Supply Reserve Fund (WSRF) Criteria and Guidelines were last updated In November 2021 when the CWCB approved changes to respond to low severance tax revenues and low future projections. These changes transformed the CWCB-maintained WSRF Statewide Account from a grant-making account into a reserve that could be used to provide assurances to the roundtables that funding would be available in the Basin Account (divided up across roundtables) in subsequent years. The changes went into effect in January of 2022 in response to: A) multiple years of low or no severance tax funding; B) projections of the potential for no severance tax for three or more years.

Along with removing the statewide grant account, the 2022 WSRF Guidelines codified an annual goal of:

- 1. Disbursing \$3 million each year to roundtables (\$300,000 to each of the 9 roundtable or \$2.7 million) as well as providing \$300,000 to a then-newly created Public Education Participation and Outreach (PEPO) Grant Program.
- 2. Establishing a basin cap of \$750,000 annually to encourage spending (also applied to PEPO grant program).
- 3. Annual goal of maintaining approximately three years in reserve funding in the Statewide Account to ensure the availability of future roundtable funding(up to \$9 million).

2022 Severance Tax Transfer

In 2022, severance tax revenue was significantly higher than expected, which allowed the board to transfer \$17 million into the WSRF beyond the \$3 million it had already allocated. This surge in funding necessitated new operating procedures to reflect one-time funding windfalls. The 2022 Guidelines established baseline operations for normal or low severance tax funding years, but the 2022 WSRF Guidelines were not well-equipped to dictate how a significant infusion of funds would be allocated in years where special funding was made available to the WSRF through severance tax or other means.

The proposed 2023 WSRF Criteria and Guidelines updates described below will now offer flexible operating procedures to reflect either regular revenue or special funding revenue scenarios for the WSRF moving forward.

Guideline Updates, Implementation Dates and Process:

Overview of Updates

The proposed draft 2023 WSRF Guidelines build from the 2022 WSRF updates and do not alter the existing standard operations. However, additional language was added to outline a process for when special funding circumstances arise and significant additional funding has been added to the WSRF. In those cases, the new guidelines (Attachment A) outline a process for funds distribution to the basin and statewide accounts that includes:

- 1. Basin roundtables accounts receive one-time funding to \$1 million (temporarily exceeding the \$750,000 cap)
- 2. The PEPO Grant Program receives one-time funding up to \$1 million (treated as an extra basin account)
- 3. Statewide Grant fund opens to receive additional funds and offer grants so long as sufficient funds exist

Item 3 above contemplates a reimagined Statewide Account that contains a three-year reserve funding goal but also brings back a WSRF Statewide Grant fund focused on Aging Infrastructure and Drought Resilience. While special conditions relate to a one-time infusion of funds, those funds and the Statewide WSRF Grants will remain in place so long as funds remain unspent. Additional details on match requirements are found in Attachment A (e.g. 10% match funds required from basins; as much as half of the match funds required can come from in-kind; etc).

Overview of Implementation Dates

To provide flexibility to roundtables, reduce confusion for applicants and move money towards projects more quickly, it is proposed that Statewide WSRF Grants be made available by application every month. This would match the monthly deadlines for basin WSRF grant requests. It also helps reduce lag times for applicants when basin grant funding requests go to the CWCB and are also requesting Statewide WSRF grant monies.

If the board approves, the proposed Updated Guidelines are anticipated to rollout as follows:

- 1. Money would be immediately moved and reflected on basin balance sheets by October 2, 2022.
- 2. Statewide grants would first be available for applications submitted December 1, 2022 (in line with current WSRF and Water Plan Submittal Dates)

Because the updated 2023 WSRF Guidelines closely follow the existing guidelines, there is no meaningful difference in how the guidelines are implemented through the end of the year with regards to standard operations of roundtable's basin WSRF submissions. However, notifying roundtables and PEPO of the funding disbursement and the first application deadline for Statewide WSRF Grants on

December 1, allows time for them to plan. The first round of approvals for Statewide WSRF Grants would not come until the March 2023 CWCB Board meeting.

Overview of Process

As noted in the <u>July Board Meeting Packet memo</u>, CWCB staff worked to draft WSRF guidelines revisions and convene a meeting of WSRF Criteria and Guidelines Committee, composed of CWCB board and Interbasin Compact Committee members. That meeting occurred August 24th, 2022 and general feedback was favorable but two items were noted for suggested changes. As a result of that input, staff worked to include additional language that:

- Recognized the importance of, but did not require, projects beinge multi-purpose and, multibenefit, and;
- Clarified that Statewide WSRF Grant funds for Aging Infrastructure and Drought Resilience would be combined into a single funding account (where funds could be used for either).

Staff also cleaned up grammatical errors and clarified how funding would be dispersed under special funding situations where funds were not sufficient to fully fund roundtables to \$1 million. In addition to the August meeting, staff emailed the final draft document out to committee members on September 2, 2022. No additional input was received.

In addition to the final draft in Attachment A, a redlined version that highlights changes from the current WSRF Guidelines is also attached. The redlined version can be found in Attachment B.

Tentative Funding Breakdown Based on July 2022 Balances:

A total of \$20 million was allocated by the CWCB to WSRF in 2022. A total of \$3M was initially allocated by the CWCB in early 2022 per the existing plan for funding WSRF and the additional \$17M boost from severance tax was approved by the board in July 2022.

Of that \$20 million funding, a tentative breakdown of how the money will flow to each account/program is shown below. These numbers will shift slightly if PEPO Grant Program funds are not as fully expended and/or as additional WSRF grants are approved by the CWCB Board in September. With that caveat, if approved, the WSRF infusions will generally disperse as shown below. These numbers are based on the balances at the end of July.

- \$4,666,792 into Basin Account to fill each roundtable balance to \$1 million
- \$2,913,944 into Statewide Account reserve to fund roundtables in out years
- \$11,719,264 to the newly created Statewide WSRF Grant Fund
- \$700,000 into the PEPO Grant Program

As noted above, these numbers will be adjusted and updated immediately after the September CWCB Board meeting based on board approved WSRF grants and allocated PEPO Grant Program dollars.

ATTACHMENT A - Draft 2023 Water Supply Reserve Fund Grant Program Guidelines

(Potential effective date of 12/1/22 so first round applications can be submitted in December '22)

Context for the WSRF Program

Legislation and Authority

Senate Bill 06-179, adopted by the 2006 General Assembly, created the Water Supply Reserve Account, now called the Water Supply Reserve Fund (WSRF) per SB13-181. The WSRF grant program is subject to amendment by the legislature - most recently by SB21-281. The WSRF Criteria and Guidelines (guidelines hereafter) are also subject to review and revision at the discretion of the Colorado Water Conservation Board (CWCB) especially when additional infusions of funds come available through special funding measures that may augment WSRF.

While roundtables recommend WSRF grants for approval to the board and while the Interbasin Compact Committee (IBCC) is consulted on guideline changes, CWCB has the sole discretion to establish the WSRF guidelines and the CWCB is the ultimate approver of any WSRF grants which are recommended for approval and moved to the board for consideration. Additional requirements cannot be imposed on the CWCB by a local public body or other entity. Guidelines or other requirements are set by the CWCB and can only be amended by the CWCB or the state legislature. This document establishes the guidelines developed by the CWCB. In approving grants from WSRF, the CWCB will apply the guidelines described in this document.

Intended Use and Contracting

WSRF funds are to be used to fund water activities within any designated roundtable on a competitive basis based on the eligibility requirements and the evaluation guidelines outlined in this document. Grant funds can be used to fund projects, studies or other planning efforts but cannot be used to hire consultants directly - all funds must go to grant making and all contracts are held with the State of Colorado and are managed and reportable to the CWCB.

WSRF Grants and the Water Plan Grant Program

WSRF grant funds are generally not eligible to be used as match funding for a Water Plan Grant and may not be approved. Exception requests will be reviewed on a case-by-case basis and applicants must coordinate with CWCB to obtain written approval from CWCB staff in advance of the application submission to identify the need for the request and potential alternative solutions.

WSRF Grants and PEPO Grant Program

WSRF funds can be used to fund education and outreach initiatives. In revising WSRF guidelines and funding, the CWCB Board developed guidelines for a separate Public Education Participation and Outreach (PEPO) Grant Program that is connected to WSRF funding account distributions - representing a tenth basin account (nine basin roundtables and one PEPO account). As such, WSRF funding operations impact PEPO Grant Program funds.

Severance Tax Variability

Applicants should be aware that many variables will impact available funding for this grant program, including Severance Tax. To address the historical variability in funding for this grant program and provide stability to the roundtables, the CWCB has worked to restructure the WSRF program to offer greater predictability in roundtable allocations and develop a consistent level of funding that CWCB could achieve in most years. At the same time, revisions to the guidelines allow for special operations in times of higher severance tax and/or special funding is made available to WSRF.

WSRF Program Operations

WSRF Operating Procedures for Standard and Special Funding Conditions

To fund WSRF grants, a Basin Account was established and annual allocations are distributed equally, unless otherwise noted, across the nine (9) basin roundtables. The CWCB tracks distributed funds by basin and monitors ongoing balances and expenditures. The CWCB also manages a statewide account that can be used in two ways; *Standard Funding*, or *Special Operating Procedures*.¹

The Standard Funding Operating Procedures exist to ensure monies for roundtables can be consistently funded even when severance tax inputs are low or non-existent. The Special Funding Operating Procedures may be triggered periodically when a special allocation of funding has been made by the CWCB board or the legislature due to higher than expected severance tax, stimulus dollars or similar reasons. While Special Funding Operating Procedures may become effective as a result of one-time infusions of funds, the size of the infusion may result in components (i.e. additional statewide funding) remaining in operation for multiple years. Details below.

Standard Funding Operating Procedures

Standard Funding of Basin Account Disbursement, Tracking and Cap

Pending severance tax funding availability, annual board review and approval, the CWCB aims to target a distribution of \$300,000 to each basin annually. Fund balances may be carried from year-to-year but the total balance for each basin cannot exceed a basin cap of \$750,000. If a disbursement were to cause a basin account to exceed \$750,000, the disbursement would fill the basin account to its cap and the remainder of the disbursement would be reallocated evenly amongst the other basins that remain under the cap. If all basin accounts are at the \$750,000 cap or the disbursement causes basins to reach the cap, any remaining dollars would revert back to the Statewide Account where it will be held in reserve to fund basin distributions in the following year(s).²

<u>Standard Funding of Statewide Reserve Account</u>

Under the Standard Funding Operating Procedures, the Statewide Account is operated by CWCB as a kind of savings account or "reserve" which is used to ensure there is enough money to fulfill each basin's annual distribution and help reduce the impacts of severance tax variability on this program which has had seen consecutive years of zero severance tax disbursements to WSRF in previous years. Balances held in the statewide account act to provide a reservoir of funds which can make annual releases to the Basin Account. The CWCB's goal is to hold three years of funding in reserve to help ensure consistent basin funding can be provided in years where severance tax and/or the CWCB's Perpetual Base Fund is unable to lower.³

¹ Funding distributions will be made to the designated basin and statewide accounts and reflected in tracking sheets by the first Monday in October following the addition of funding in the same fiscal year and after the CWCB September Finance Committee and board meetings.

² In 2021 the board approved the creation of a separate Public Education Participation and Outreach (PEPO) grant program which also supports roundtable PEPO liaisons and cross-basin collaboration of statewide PEPO efforts. These funds also come from the Perpetual Base Fund. Under standard funding conditions, PEPO and WSRF funding collectively provide \$3 million per year to roundtables with \$2.7M (or \$300K annually going to each of the nine roundtables in WSRF and 300K going to PEPO to be used by the roundtables).

³ The reserve goal is \$9M to help ensure enough funding exists to cover the roundtable expenditures for three years - recognizing years like 2019, 2020 and 2021 where little to no severance tax was available.

• Special Funding Operating Procedures

When the three-year reserve funding threshold for the statewide account has been exceeded, the CWCB Board approves an infusion and/or additional stimulus or legislative funds have been made available that create surplus funding for WSRF, the Special Funding Operating Procedures will be initiated and will temporarily supersede the Standard Funding Operating Procedures by: A) providing a one-time increase to the Basin Account and providing basin dollars beyond the cap; B) reinstituting statewide grants above the reserve for as long as those funds are available in the statewide Account. These procedures build on the Standard Funding Operating Procedures to augment both basin and statewide funds as described below.

<u>Basin Disbursement, Tracking and Temporary Cap Exceedance</u>

Under special funding conditions, roundtable funds will be increased with a one-time infusion from their current balance on the day of approval up to \$1 million. This temporarily exceeds the \$750,000 cap that exists under Standard Operating Procedures, however, the cap will remain in effect to encourage spending unless another special infusion is made in the following year. In other words, the basin account Standard Funding Operating Procedures go back into effect immediately after the one-time infusion such that only basins that have spent money down below the \$750,000 level will receive the standard distribution of up to \$300,000 in the following year. If one or more basins are full, funds will be distributed to the Basin and Statewide Account as described in the Standard Operating Procedures above. This encourages spending of special infusion dollars, especially as some may have timelines for spending tied to them.

Statewide Grant Fund Becomes Available Once Statewide Reserve is Full

Once the three-years reserve balance in the Statewide Account has been exceeded or special funding becomes available, excess funding beyond the three-year reserve will be used to re-establish statewide grants intended to support projects that address specific objectives and categories defined by CWCB. The statewide grant funds will last until they are exhausted or until established federal or state legislated deadlines require monies to be spent. Annually, the CWCB may reevaluate the definitions, categories and operations of the statewide grant fund to enhance clarity and support if needed. Details on the statewide grant fund categories and match requirements follow:

■ Grant Conditions and Categories for Statewide Grant Funding

CWCB will seek to fund projects as they pertain to the mission of the CWCB, the Colorado Water Plan and related statutes. This includes encouraging applicants to work with diverse stakeholder groups and demonstrate multiple benefits whenever possible. In some cases, projects that may fall into certain categories (e.g. Wastewater Treatment; Drinking Water Treatment) may not ultimately fit or fully fit within the WSRF program and may be better suited for other programs such as the CWCB Loan Program, State

⁴ If the special infusion is not sufficient to bring roundtables up to \$1M and a special infusion of funds has been allocated, funds will be dispersed equally across roundtables at a lower level as determined by the CWCB Board based on the total available funding infusion unless the board determines the smaller funding amount should fully go to the reserve and/or to statewide grants.

⁵ As establish when the PEPO Grants were created and because both PEPO Grants and WSRF Grants come from the same severance tax-supported Perpetual Base Fund, the standard and special funding operations for Basin Accounts will be applied to both WSRF and PEPO grants. The same infusions will be applied to each of the nine basin accounts as the single PEPO account (which is distributed to each basin through the PEPO Grant Program).

Revolving Funds (maintained by other state entities), federal grants, etc. Other legal, legislative and/or contractual requirements may limit what can be funded through WSRF.

Because funding for aging infrastructure and drought resilience are two identified needs that are not specifically the focus of other CWCB grant funds, the statewide match will focus statewide grants in these two areas. Funds will be distributed into one shared account where both categories can request funds from as specified below.

• Statewide Grants for Aging Infrastructure

Structural projects that seek to rehab or repair existing physical infrastructure for dams, pipelines, headgates or other construction projects that aim to strengthen or otherwise secure/repair water storage, conveyance, passage, delivery or equipment that may be failing, impaired or in need of enhancements. Construction projects that relate to green infrastructure, in-channel or similar repairs, or support/repair for existing natural infrastructure may also be considered aging infrastructure. These projects may support drought resilience but are distinguished from the Drought Resilience Category by their focus on physical infrastructure. These projects will typically include efforts that involve heavy machinery, construction materials and/or industrial hardware/equipment.

• Statewide Grants for Drought Resilience

Non-structural projects that seek to enhance drought resilience through planning, pilot projects, studies, research or similar investments that enhance drought resilience through efforts that do not relate to infrastructure construction. These efforts may include equipment needed to conduct research or perform studies. Some drought resilience projects such as existing municipal turf removal programs, removal of phreatophytes, alternative crop test plots or similar projects may move soil but are not generally considered to be construction.

■ Statewide Grant Match Requirements

Statewide grant requests require a minimum of 25% match. Matching funds can include applicant cash match (e.g. self-funding/WSRF basin grant funds) or other non-CWCB grants, and in-kind contributions. However, at least one tenth (0.1 or 10%) of the required 25% match must come from roundtable(s) basin account funds. This adds to any general WSRF match requirement details and definitions in the sections below (e.g. no more than half of the match can come from in-kind match, etc.). In total, statewide WSRF funds will cover a maximum of 75% of the project costs for statewide WSRF grant requests.

Eligible Applicants

Eligible applicants include:

Governmental Entities: Governmental entities include municipalities, districts, enterprises, counties, and
 State of Colorado agencies. Federal agencies are encouraged to work with local entities. Covered Entities

- as defined in Section 37-60-126, C.R.S., are eligible if the applicant has adopted an approved Water Efficiency Plan.
- Private Entities: Private entities include mutual ditch companies, non-profit corporations, and partnerships, etc.

Eligible Project Examples

Examples of eligible projects and activities:

- Technical assistance regarding permitting, feasibility studies, and environmental compliance.
- Studies or analysis of structural, programmatic, consumptive, and non-consumptive water projects or activities.
- Design of structural projects or activities. Infrastructure replacement or maintenance projects.
- Activities that promote education, outreach, and innovation consistent with the mission and goals of the Colorado Water Plan.

Matching Fund Requirements

WSRF Grant requests require matching funds. A minimum of 25% match is required for all WSRF projects. Greater weight may be given to projects with a higher match. Matching funds may consist of a combination of in-kind and cash match with no more than half of the match coming from in-kind. Applicants should identify matching funds as either pending or secure and provide evidence of those matching funds (such as an award letter). Matching funds must be secured within one year of the application date and prior to contracting. Non-CWCB matching funds include state agencies such as Great Outdoors Colorado (GOCO), Colorado Parks and Wildlife (CPW) funding, and other state and/or federal agencies. CWCB loans are also considered matching funds. All other funding sources within the control of the CWCB Board and its Director are considered CWCB funds.

• <u>Cash Match</u>

Actual expenditures paid directly with cash funds (based on contractual arrangements) from the grantee to a vendor. Examples are supplies, services, and necessary equipment purchase or rental.

In-Kind Match

In-kind match includes services and labor provided by the paid staff of the grantee to perform all or part of the approved project scope of work, including necessary project administration. This can include standard direct and indirect personnel fringe benefits. Volunteer services provided at no cost to the applicant by firms or individuals consistent with the approved scope of work will be valued for in-kind match at local prevailing wage rates. Project specific land acquisition or access agreement costs may also be claimed as in-kind contributions and credited against the minimum requirement. Costs that CAN NOT be considered include: general organization operating costs such as utilities, operating supplies and services, amortized costs or rental costs for buildings and equipment used for the general operation of the organization, and general property and liability insurance costs, nor will overhead percent charges to cover such items be allowed. These business expenses are NOT reimbursable costs and may not be claimed as matching contributions.

• Past Expenditures

Recognizing the limited resources of some entities, past expenditures directly related to the water activity may be considered as matching funds if the expenditures occurred within 9 months of the execution date of the contract or purchase order between the applicant and the State of Colorado.

Application Process

Applicants should contact the applicable roundtable and CWCB staff early in the process, several months (6 - 12 months) before the applicant would like to begin the project to ensure they can be placed on roundtable agendas and consult with WSRF coordinators at CWCB and roundtable level early in the process.

Applicants must upload application documents into the CWCB Grants & Loans Portal (portal). Application forms are available on the CWCB website (https://cwcb.colorado.gov) under Loans and Grants. Basin WSRF coordinators will evaluate the application from the portal using the roundtable's process. The roundtable will determine if the application meets the eligibility requirements described in this document, including the requirements for match funding. If the application is recommended for approval, the roundtable will submit a written recommendation to the CWCB signed by the Roundtable Chair through the portal. The letter of recommendation must specify the amount of grant funding requested from the Basin Account and describe how the water activity meets Basin Implementation Plan goals. The letter should describe the level of agreement among roundtable members, who opposed the application and why, and any minority opinion.

Applicants should include at a minimum the following documents:

- Completed Application through the CWCB Grants & Loans portal
- Upload a Word version of Exhibit A (Statement of Work)
- Upload Engineer's estimate of probable cost for construction projects over \$100,000
- Upload the Exhibit B Budget & Schedule. A detailed budget must be provided in Excel
- Upload Maps to the grants portal (if applicable)
- Upload Letters of Commitment (matching funds) as PDFs
- Upload Photos or drawings as PDFs

Applicants should confirm that the documentation in the grants and loan portal correctly captures the chair's approval of their project (submitted by the Basin Chair via the grants portal).

• Grant Submittal and CWCB Review Schedule

Applications for both basins and, when available, statewide WSRF grants can be submitted based on the schedule shown in Table 1 below. The CWCB will make decisions for approving or denying the allocation of WSRF during regularly scheduled board meetings after a three-month processing period. Table 1 lists the submittal deadlines for the respective Board meetings when WSRF applications submitted by the deadline will be reviewed.

Table 1: WSRF Submittal Dates and Board Meeting Schedule for all WSRF Grants

WSRF Application Submittal Date	CWCB Board Meeting Where Application Is Reviewed
October 1	January CWCB Board Meeting
December 1	March CWCB Board Meeting
February 1	May CWCB Board Meeting
April 1	July CWCB Board Meeting

June 1	September CWCB Board Meeting
August 1	November CWCB Board Meeting

• Grant Evaluation Criteria

The proposed water project shall be evaluated using the WSRF guidelines for state support in Colorado's Water Plan. In general, the proposal will be evaluated on how well it aligns with the respective Basin Implementation Plan(s). While the need to fund single issue projects is understandable, project proponents are encouraged to identify where projects can add additional public good. Preference will be given to projects that have multiple benefits, multiple purposes and involve multiple stakeholders. Consideration is also given to the timing of projects with priority given to projects with an earlier start date.

- The CWCB's review and approval process will include the following steps:
 Following a Roundtable recommendation for approval, CWCB staff will determine if the required documentation has been submitted. The application will be accepted once all documentation has been received.
- CWCB staff and a committee of subject matter experts will evaluate the application based on the guidelines described in this document and notify the CWCB Board member representing the corresponding basin.
- CWCB staff will prepare a Water Activity Summary Sheet for the Board, or the CWCB Director based on the grant amount requested per CWCB Policy 25, that contains the application, the required documents and optional documents listed above, and an explanation of the staff's recommendation for Board/Director action.
- CWCB staff will notify the applicant of the staff's recommendation and of the date and time when the Board will consider the application. While CWCB staff has primary responsibility for presenting the recommendation to the Board, the applicant is welcome to attend the meeting to address the Board and may offer comments during the opportunity for public comment.
- Upon Board approval of the applicant's request, funding can only be used on project components that begin after a grant contract is executed by the Office of the State Controller.
- Successful applicants are expected to execute a contract with CWCB within six (6) months of award.

• Initial CWCB Review of Grant Applications

After thorough evaluation, CWCB staff will recommend applicable projects to the CWCB Board or CWCB Director for approval of grant funding during regularly scheduled Board meetings. The CWCB reserves the right to negotiate with applicants to modify the scope and/or budget of a project to ensure it aligns with procurement rules, enhances the quality of the projects, and/or better aligns with state planning documents. The latter include subsequent statewide water supply initiative (SWSI) updates like The Analysis and Technical Update to the Colorado Water Plan (Technical Update), the Basin Implementation Plans, and the Colorado Water Plan.

Grant Administration and Contracting

All WSRF grants are not approved until the CWCB board has voted on them. If approved, the grant can move forward with contracting as detailed below:

• <u>Documents Required for Contracting</u>

The following documents are required by the state for all contracts.

- o Insurance Certificate of Liability (Government entities excluded)
- Secretary of State Certificate of Good Standing (excluding government entities)
- W-9 Taxpayer Identification number and certification
- Electronic Funds Transfer (preferred)

• Contracting

After approval of funding, CWCB staff will direct the applicant to revise and supplement submitted documents if required for issuance of a purchase order or execution of a contract. Successful applicants are expected to execute a contract with CWCB within 6 months of award. If a grant contract is not executed within this timeframe, CWCB staff may return the funds back to the appropriate funding category if adequate progress is not made. For contracts related to easements (e.g. Conservation easements) CWCB staff may require additional processing time. If a grant is not executed within this six (6) month time frame due to applicant delays, staff may revert funds back to appropriate accounts, after consulting with the respective roundtable(s).

• Reporting Requirements

Progress Reports: The applicant shall provide the CWCB progress reports every 6 months, beginning from the date of issuance of a purchase order, or the execution of a contract. The progress report shall describe the status of the tasks identified in the statement of work, including a description of any major issues that have occurred and any corrective action taken to address these issues. The CWCB may withhold reimbursement until satisfactory progress reports have been submitted.

o Final Report and Final Payment

At completion of the project, the applicant shall provide the CWCB a Final Report on the applicant's letterhead that:

- Summarizes the project and how the project was completed.
- Describes any obstacles encountered, and how these obstacles were overcome.
- Confirms that all matching commitments have been fulfilled.
- Includes photographs, summaries of meetings and engineering reports/designs.

The CWCB will withhold disbursement of the last 10% of the budget until the Final Report is completed to the satisfaction of CWCB staff. Once the Final Report has been accepted, and final payment has been issued, the purchase order or grant will be closed without any further payment. See additional information on payments below.

Payments

Payment will be based on actual expenditures invoiced by the grantee. Payments are limited by the proportionate grant percentage of the overall project. The request for payment must be transmitted on the grantee's letterhead, and shall include:

- Date of request
- Grantee's contact name, email address, physical address, and phone number

- Contract or purchase order number
- Description of the work accomplished by major task as presented in the approved budget⁶
- Estimate of the percent completion for individual tasks and the entire water activity in relation to the percentage of budget spent
- Supporting documentation for items or services billed

Grant Amendments:

Grants may be amended as appropriate, including modifications to Exhibit A, Statement of Work, Budget, and Schedule; purchase order or contract extensions; and Change of Grantee. All amendment requests shall include:

- Date of request; Grantee's contact name, email address, physical address, and phone number; Roundtable that recommended the grant; Date of CWCB approval;
- Contract or purchase order number and current expiration date; Rationale for amendment;
- Revised Tasks CWCB Program Manager approval required; Revised Exhibit A (Statement of Work and Budget/Schedule Table);
- Extension to Terms Revised Exhibit A, Schedule (B, C, etc.) with desired expiration date.

Request for Change of Grantee

A signed Letter of Request shall be accompanied by (when applicable): a revised Statement of Work, Budget, and Schedule (proposed new Grantee); a letter drafted by current Grantee requesting the release; a letter drafted by proposed Grantee accepting grant obligations and responsibilities; and an updated Certificate(s) of Insurance for the proposed new Grantee. Requests for Change of Grantee must be presented and approved by the CWCB Board. Amended documents for grant extension requests shall be delivered to CWCB 30 days prior to the current expiration date of purchase orders and 90 days prior to expiration of a contract.

⁶ This may be utilized in lieu of a 6 month Progress Report if adequate detail is provided. Contact the Project Manager to determine if your project qualifies for this option.

ATTACHMENT B - Comparison of 2022 and Draft 2023 WSRF Guidelines

EXISTING Draft 2023 Water Supply Reserve Fund Grant Program 2023 Grant Guidelines

(reformatted for to be consistent with the update document and make comparison easier)↔
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Introduction 4

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Context for the WSRF Program

Legislation and Authority

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This impacts the amount of money coming into the CWCB from Severance Tax to fund things like the¶

WSRF program.⁴



Alternatives to WSRF Grant Funding¶

WSRF grant funds as match funding for a Water Plan Grant may not be approved unless prior written¶ approval from CWCB staff has been secured in advance of the application submission.

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Stabilized Funding and Annual Basin Account Distribution

available funding for this grant program, including Severance Tax. To address the historical variability in funding for this grant program and provide stability to the roundtables, the CWCB has worked to restructure the WSRF program to offer greater predictability in roundtable allocations and develop a consistent level of funding that CWCB could achieve in most years. At the same time, revisions to the guidelines allow for special operations in times of higher severance tax and/or special funding is made available to WSRF.

WSRF Program Operations

WSRF Operating Procedures for Standard and Special Funding Conditions

To fund WSRF grants, a Basin Account was established and annual allocations are distributed equally, funders otherwise noted, across the nine (9) basin roundtables. The CWCB tracks distributed funds by fundamental basin and monitors ongoing balances and expenditures. The CWCB also manages a statewide account.



Statewide Savings Account¶

To provide stability, the Statewide Account (previously used for match) is now operated by CWCB as a savings account which is used to fill up each basin's annual distribution and help reduce the impacts of severance tax variability which has had no disbursement to WSRF in recent years. Balances held in the statewide account act to provide a reservoir of funds which can make annual releases to the Basin Account.



Basin that can be used in two ways; Standard Funding, or Special Operating Procedures.¹

The Standard Funding Operating Procedures exist to ensure monies for roundtables can be consistently funded even when severance tax inputs are low or non-existent. The Special Funding Operating Procedures may be

¹ Funding distributions will be made to the designated basin and statewide accounts and reflected in tracking sheets by the first Monday in October following the addition of funding in the same fiscal year and after the CWCB September Finance Committee and board meetings.

triggered periodically when a special allocation of funding has been made by the CWCB board or the legislature due to higher than expected severance tax, stimulus dollars or similar reasons. While Special Funding Operating Procedures may become effective as a result of one-time infusions of funds, the size of the infusion may result in components (i.e. additional statewide funding) remaining in operation for multiple years. Details below.

Standard Funding Operating Procedures

Standard Funding of Basin Account Disbursement, Tracking and Cap¶

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Pending severance tax funding availability and, annual board review and approval, the CWCB aims to target a distribution of \$300,000 to each basin annually. Fund balances may be carried from year-to-year but the total balance for each basin will notcannot exceed a basin cap of \$750,000. If a disbursement were to cause a basin account to exceed \$750,000, the disbursement would fill the basin account to its cap and the remainder of the disbursement would be reallocated evenly amongst the other basins that remain under the cap. If all basin accounts are at the \$750,000 limitcap or the disbursement causes basins to reach the cap, any remaining dollars would revert back to the Statewide Account, which now acts as more of a savings account to store monies which can be used to fund basin distributions in the following year(s).²

Standard Funding of Statewide Reserve Account

Under the Standard Funding Operating Procedures, the Statewide Account is operated by CWCB as a kind of savings account or "reserve" which is used to ensure there is enough money to fulfill each basin's annual distribution and help reduce the impacts of severance tax variability on this program which has had seen consecutive years of zero severance tax disbursements to WSRF in previous years. Balances held in the statewide account act to provide a reservoir of funds which can make annual releases to the Basin Account. The CWCB's goal is to hold three years of funding in reserve to help ensure consistent basin funding can be provided in years where severance tax and/or the CWCB's Perpetual Base Fund is unable to lower.³

Special Funding Operating Procedures

When the three-year reserve funding threshold for the statewide account has been exceeded, the CWCB Board approves an infusion and/or additional stimulus or legislative funds have been made available that create surplus funding for WSRF, the Special Funding Operating Procedures will be initiated and will temporarily supersede the Standard Funding Operating Procedures by: A) providing a one-time increase to the Basin Account and providing basin dollars beyond the cap; B) reinstituting statewide grants above the reserve for as long as those funds are available in the statewide Account. These procedures build on the Standard Funding Operating Procedures to augment both basin and statewide funds as described below.

² In 2021 the board approved the creation of a separate Public Education Participation and Outreach (PEPO) grant program which also supports roundtable PEPO liaisons and cross-basin collaboration of statewide PEPO efforts. These funds also come from the Perpetual Base Fund. Under standard funding conditions, PEPO and WSRF funding collectively provide \$3 million per year to roundtables with \$2.7M (or \$300K annually going to each of the nine roundtables in WSRF and 300K going to PEPO to be used by the roundtables).

³ The reserve goal is \$9M to help ensure enough funding exists to cover the roundtable expenditures for three years - recognizing years like 2019, 2020 and 2021 where little to no severance tax was available.

• Basin Disbursement, Tracking and Temporary Cap Exceedance

Under special funding conditions, roundtable funds will be increased with a one-time infusion from their current balance on the day of approval up to \$1 million.⁴ This temporarily exceeds the \$750,000 cap that exists under Standard Operating Procedures, however, the cap will remain in effect to encourage spending unless another special infusion is made in the following year. In other words, the basin account Standard Funding Operating Procedures go back into effect immediately after the one-time infusion such that only basins that have spent money down below the \$750,000 level will receive the standard distribution of up to \$300,000 in the following year.⁵ If one or more basins are full, funds will be distributed to the Basin and Statewide Account as described in the Standard Operating Procedures above. This encourages spending of special infusion dollars, especially as some may have timelines for spending tied to them.

o Statewide Grant Fund Becomes Available Once Statewide Reserve is Full

Once the three-years reserve balance in the Statewide Account has been exceeded or special funding becomes available, excess funding beyond the three-year reserve will be used to re-establish statewide grants intended to support projects that address specific objectives and categories defined by CWCB. The statewide grant funds will last until they are exhausted or until established federal or state legislated deadlines require monies to be spent. Annually, the CWCB may reevaluate the definitions, categories and operations of the statewide grant fund to enhance clarity and support if needed. Details on the statewide grant fund categories and match requirements follow:

Grant Conditions and Categories for Statewide Grant Funding

CWCB will seek to fund projects as they pertain to the mission of the CWCB, the Colorado Water Plan and related statutes. This includes encouraging applicants to work with diverse stakeholder groups and demonstrate multiple benefits whenever possible. In some cases, projects that may fall into certain categories (e.g. Wastewater Treatment; Drinking Water Treatment) may not ultimately fit or fully fit within the WSRF program and may be better suited for other programs such as the CWCB Loan Program, State Revolving Funds (maintained by other state entities), federal grants, etc. Other legal, legislative and/or contractual requirements may limit what can be funded through WSRF.

Because funding for aging infrastructure and drought resilience are two identified needs that are not specifically the focus of other CWCB grant funds, the statewide match will focus statewide grants in these two areas. Funds will be distributed into one shared account where both categories can request funds from as specified below.

Statewide Grants for Aging Infrastructure

Structural projects that seek to rehab or repair existing physical infrastructure

⁴ If the special infusion is not sufficient to bring roundtables up to \$1M and a special infusion of funds has been allocated, funds will be dispersed equally across roundtables at a lower level as determined by the CWCB Board based on the total available funding infusion unless the board determines the smaller funding amount should fully go to the reserve and/or to statewide grants.

⁵ As establish when the PEPO Grants were created and because both PEPO Grants and WSRF Grants come from the same severance tax-supported Perpetual Base Fund, the standard and special funding operations for Basin Accounts will be applied to both WSRF and PEPO grants. The same infusions will be applied to each of the nine basin accounts as the single PEPO account (which is distributed to each basin through the PEPO Grant Program).

for dams, pipelines, headgates or other construction projects that aim to strengthen or otherwise secure/repair water storage, conveyance, passage, delivery or equipment that may be failing, impaired or in need of enhancements. Construction projects that relate to green infrastructure, in-channel or similar repairs, or support/repair for existing natural infrastructure may also be considered aging infrastructure. These projects may support drought resilience but are distinguished from the Drought Resilience Category by their focus on physical infrastructure. These projects will typically include efforts that involve heavy machinery, construction materials and/or industrial hardware/equipment.

Statewide Grants for Drought Resilience

Non-structural projects that seek to enhance drought resilience through planning, pilot projects, studies, research or similar investments that enhance drought resilience through efforts that do not relate to infrastructure construction. These efforts may include equipment needed to conduct research or perform studies. Some drought resilience projects such as existing municipal turf removal programs, removal of phreatophytes, alternative crop test plots or similar projects may move soil but are not generally considered to be construction.

Statewide Grant Match Requirements

Statewide grant requests require a minimum of 25% match. Matching funds can include applicant cash match (e.g. self-funding/WSRF basin grant funds) or other non-CWCB grants, and in-kind contributions. However, at least one tenth (0.1 or 10%) of the required 25% match must come from roundtable(s) basin account funds. This adds to any general WSRF match requirement details and definitions in the sections below (e.g. no more than half of the match can come from in-kind match, etc.). In total, statewide WSRF funds will cover a maximum of 75% of the project costs for statewide WSRF grant requests.

Eligible Applicants

Eligible applicants include:

- Governmental Entities: ¶
 - Governmental entities include municipalities, districts, enterprises, counties, and State of Colorado agencies. Federal agencies are encouraged to work with local entities. Covered Entities as defined in Section 37-60-126, C.R.S., are eligible if the applicant has adopted an approved Water Efficiency Plan.
- Private Entities¶
- Private Entities: Private entities include mutual ditch companies, non-profit corporations, and partnerships, etc.

Eligible Project Examples

Examples of eligible projects and activities:

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- Technical assistance regarding permitting, feasibility studies, and environmental compliance.
- Studies or analysis of structural, programmatic, consumptive, and non-consumptive water projects or activities.
- Design of structural projects or activities. Infrastructure replacement or maintenance projects.
- Activities that promote education, outreach, and innovation consistent with the mission and
- goals of the Colorado Water Plan.

Matching Fund Requirements

WSRF Grant requests require matching funds. A minimum of 25% match is required for all WSRF¶ projects. Greater weight may be given to projects with a higher match. Project costsMatching funds may consist of a¶

combination of in-kind and cash match with no more than half of the match coming from in-kind. Applicants should identify matching funds as either pending or ¶

secure and provide evidence of those matching funds (such as an award letter). Matching funds must be¶ secured within one year of the application date and prior to contracting. Non-CWCB matching funds include state agencies such as Great Outdoors Colorado (GOCO), Colorado Parks and Wildlife (CPW) funding, and other state and/or federal agencies. CWCB loans are also considered matching funds. All other funding sources within the control of the CWCB Board and its Director are considered CWCB funds.

- Cash Match
 - Actual expenditures paid directly with cash funds (based on contractual arrangements) from the grantee to a vendor. Examples are supplies, services, and necessary equipment purchase or rental.
- <u>In-Kind Match</u>

In-kind match includes services and labor provided by the paid staff of the grantee to perform all or

- part of the approved project scope of work, including necessary project administration. This can include standard direct and indirect personnel fringe benefits. Volunteer services provided at no cost to the applicant by firms or individuals consistent with the approved scope of work will be valued for in-kind match at local prevailing wage rates. Project specific land acquisition or access agreement costs may also be claimed as in-kind contributions and credited against the minimum requirement. Costs that CAN NOT be considered include: general organization operating costs such as utilities, operating supplies and services, amortized costs or rental costs for buildings and equipment used for the general operation of the organization, and general property and liability insurance costs, nor will overhead percent charges to cover such items be allowed. These business expenses are NOT reimbursable costs and may not be claimed as matching contributions.
- Past Expenditures

Recognizing the limited resources of some entities, past expenditures directly related to the water activity may be considered as matching funds if the expenditures occurred within 9 months of the execution date of the contract or purchase order between the applicant and the State of Colorado.

Application Process

Applicants should contact the applicable roundtable and CWCB staff early in the process, several months (6 - 12 months) before the applicant would like to begin the project to ensure they can be placed on roundtable agendas and consult with WSRF coordinators at CWCB and roundtable level early in the process. ✓

Applicants must upload application documents into the CWCB Grants & LoanLoans Portal (portal). Application forms are available on the CWCB website (https://cwcb.colorado.gov) under Loans and Grants. Basin WSRF coordinators will evaluate the application from the portal using the roundtable's process. The roundtable will determine if the application meets the eligibility requirements described in this document, including the requirements for matchingmatch funding. If the application is recommended for approval, the roundtable will submit a written recommendation to the CWCB signed by the Roundtable Chair through the portal. The letter of recommendation must specify the amount of grant funding requested from the Basin Account and describe how the water activity meets Basin Implementation Plan goals. The letter should describe the level of agreement among roundtable members, who poposed the application and why, and any minority opinion.

Applicants should include at a minimum the following documents:

- Completed Application through the CWCB Grants & Loan Loans portal
- Upload a Word version of Exhibit A (Statement of Work)
- Upload Engineer's estimate of probable cost for construction projects over \$100,000
- Upload the Exhibit B Budget & Schedule. A detailed budget must be provided in Excel
- Upload Maps to the grants portal (if applicable)
- Upload Letters of Commitment (matching funds) as PDFs
- Upload Photos or drawings as PDFs¶
- Upload a Letter of Approval from the Roundtable Chair or check that the Standard Approval

Applicants should confirm that the documentation in the grants and loan portal correctly captures the chair's approval of their project (submitted by the Basin Chair via the grants portal).

• Grant Submittal and CWCB Review Schedule

Applications for both basins and, when available, statewide WSRF grants can be submitted based on the schedule shown in Table 1 below. The CWCB will make decisions for approving or denying the allocation of WSRF during regularly scheduled board meetings after a three-month processing period. Table 1 lists the submittal deadlines for the respective Board meetings when WSRF applications submitted by the deadline will be reviewed.

Table 1: WSRF Submittal Dates and Board Meeting Schedule for all WSRF Grants

WSRF Application Submittal Date	CWCB Board Meeting Where Application Is Reviewed
October 1	January CWCB Board Meeting
December 1	March CWCB Board Meeting
February 1	May CWCB Board Meeting
April 1	July CWCB Board Meeting
June 1	September CWCB Board Meeting
August 1	November CWCB Board Meeting

• Grant Evaluation Criteria

The proposed water project shall be evaluated using the WSRF Guidelines and the criteriaguidelines for state support in Colorado's Water Plan. In general, the proposal will be evaluated on how well it aligns with the respective Basin Implementation Plan(s). Preference is While the need to fund single issue projects is understandable, project proponents are encouraged to identify where projects can add additional public good. Preference will be given to projects that have multiple benefits, multiple purposes and involve multiple stakeholders. Consideration is also given to the timing of projects with priority given to projects with an earlier start date.

The CWCB's review and approval process will include the following steps:



Following a Roundtable recommendation for approval, CWCB staff will determine if the required documentation has been submitted. The application will be accepted once all documentation has been received.

- CWCB staff and a committee of subject matter experts will evaluate the application based on the
 criteriaguidelines described in this document and notify the CWCB Board member representing
 the corresponding basin.
- CWCB staff will prepare a Water Activity Summary Sheet for the Board, or the CWCB
 DirectorbasedDirector based on the grant amount requested per CWCB Policy 25, that contains
 the application, the required documents and optional documents listed above, and an
 explanation of the staff's recommendation for Board/Director action.
- CWCB staff will notify the applicant of the staff's recommendation and of the date and time when
 the Board will consider the application. While CWCB staff has primary responsibility for
 presenting the recommendation to the Board, the applicant is welcome to attend the meeting to
 address the Board and may offer comments during the opportunity for public comment.
- Upon Board approval of the applicant's request, funding can only be used on project components that begin after a grant contract is executed by the Office of the State Controller.
- Successful applicants are expected to execute a contract with CWCB within six (6) months of award.

• Initial CWCB Review of Grant Applications

After thorough evaluation, CWCB staff will recommend applicable projects to the CWCB Board or CWCB Director for approval of grant funding during regularly scheduled Board meetings. The CWCB reserves the right to negotiate with applicants to modify the scope and/or budget of a project to ensure it aligns with procurement rules, enhances the quality of the projects, and/or better aligns with state planning documents. The latter include subsequent statewide water supply initiative (SWSI) updates like The Analysis and Technical Update to the Colorado Water Plan (Technical Update), the Basin Implementation Plans, and the Colorado Water Plan.

Documents Required for Contract Execution

- Insurance Certificate of Liability (Government entities excluded)¶
- Secretary of State Certificate of Good Standing¶
- W-9 Taxpayer Identification number and certification
- Electronic Funds Transfer (preferred)

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CWCB Review Schedule: ¶

The CWCB will make decisions for approving or denying the allocation of WSRF during any of its¶ scheduled meetings. The table below lists the submittal deadlines for the respective Board meetings. Table 1: WSRF Submittal Dates and Board Meeting Schedule Grant Administration and Contracting All WSRF grants are not approved until the CWCB board has voted on them. If approved, the grant can move forward with contracting as detailed below:

<u>Documents Required for Contracting</u>

The following documents are required by the state for all contracts.

- Insurance Certificate of Liability (Government entities excluded)
- Secretary of State Certificate of Good Standing (excluding government entities)
- W-9 Taxpayer Identification number and certification

Electronic Funds Transfer (preferred)

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CWCB Board Meeting¶	CWCB Board Meeting Where Application Is Reviewed ¶
January¶	October 1¶
March¶	December 1
May¶	February 1¶
July¶	April 1¶
September¶	June 1¶
November¶	August 1¶



Grant Administration



Contracting:

After approval of funding, CWCB staff will direct the applicant to revise and supplement submitted documents if required for issuance of a purchase order or execution of a contract. Grants less than \$100,000 will be implemented through a purchase order. Grants for \$100,000 or more will require additional time to execute a state grant contract. Successful applicants are expected to execute a contract with CWCB within 6 months of award. If a grant contract is not executed within this timeframe, CWCB staff may return the funds back to the appropriate funding category if adequate progress is not made. For contracts related to easements (e.g. Conservation easements) CWCB staff may require additional processing time. If a grant is not executed within this six (6) month time frame due to applicant delays, staff may revert funds back to appropriate accounts, after consulting with the respective roundtable(s).

Reporting Requirements

Progress Reports: The applicant shall provide the CWCB progress reports every 6 months, beginning from the date of issuance of a purchase order, or the execution of a contract. The progress report shall describe the status of the tasks identified in the statement of work, including a description of any major issues that have occurred and any corrective action taken to address these issues. The CWCB may withhold reimbursement until satisfactory progress reports have been submitted.

and Final Payment

At completion of the project, the applicant shall provide the CWCB a Final Report on the applicant's letterhead that:

- Summarizes the project and how the project was completed.
- Describes any obstacles encountered, and how these obstacles were overcome.
- Confirms that all matching commitments have been fulfilled.
- Includes photographs, summaries of meetings and engineering reports/designs.

The CWCB will withhold disbursement of the last 10% of the budget until the Final Report is completed to the satisfaction of CWCB staff. Once the Final Report has been accepted, and final payment has been issued, the purchase order or grant will be closed without any further payment. See additional information on payments below.

Payments:

Payment will be based on actual expenditures invoiced by the grantee. Payments are limited by the proportionate grant percentage of the overall project. The request for payment must be transmitted on the grantee's letterhead, and shall include:

- Date of request
- Grantee's contact name, email address, physical address, and phone number
- Contract or purchase order number
- Description of the work accomplished by major task as presented in the approved budget⁶ * & estimate

⁶ This may be utilized in lieu of a 6 month Progress Report if adequate detail is provided. Contact the Project Manager to determine if your project qualifies for this option.

- Estimate of the percent completion for individual tasks and the entire water activity in relation to the percentage of budget spent
- Supporting documentation for items or services billed

*This may be utilized in lieu of a 6 month Progress Report if adequate detail is provided. Contact the \$\frac{9}{2}\$

Project Manager to determine if your project qualifies for this option.

Grant Amendments:¶

Grants may be amended as appropriate, including modifications to Exhibit A, Statement of Work, HB Budget, and Schedule; purchase order or contract extensions; and Change of Grantee. All amendment Hrequests shall be submitted on the grantee's letterhead, and shall-include:

- Date of request; Grantee's contact name, email address, physical address, and phone number; Roundtable that recommended the grant; Date of CWCB approval;
- Contract or purchase order number and current expiration date; Rationale for amendment;
- Revised Tasks CWCB Program Manager approval required; Revised Exhibit A (Statement of Work and Budget/Schedule Table);
- Extension to Terms Revised Exhibit A, Schedule (B, C, etc.) with desired expiration date.

Request for Change of Grantee =

• A signed Letter of Request shall be accompanied by (when applicable): a revised Statement of Work, Budget, and Schedule (proposed new Grantee); a letter drafted by current Grantee requesting the release; a letter drafted by proposed Grantee accepting grant obligations and responsibilities; and an updated Certificate(s) of Insurance for the proposed new Grantee. Requests for Change of Grantee must be presented and approved by the CWCB Board.

