

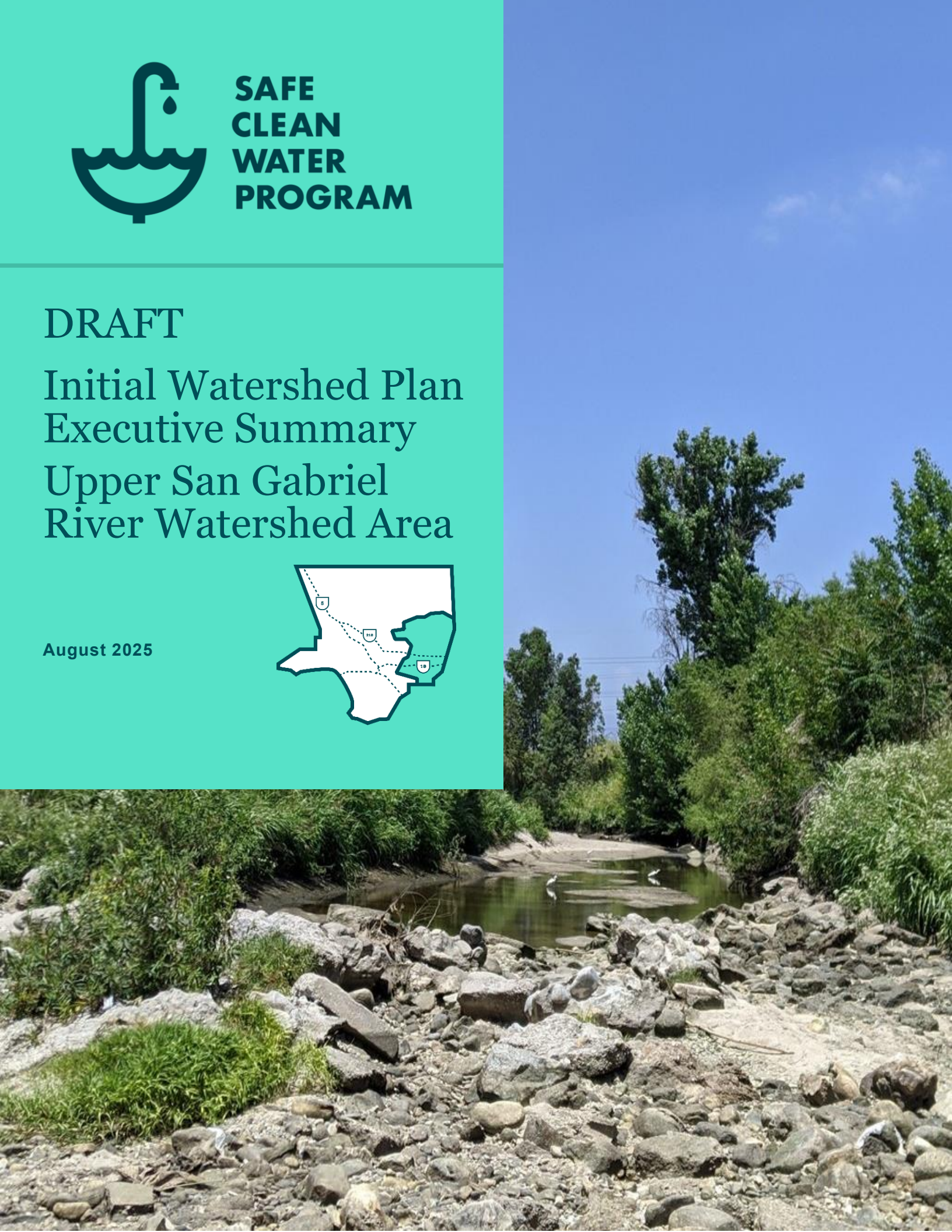
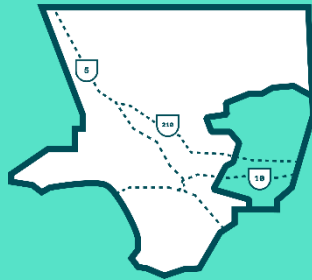


**SAFE  
CLEAN  
WATER  
PROGRAM**

DRAFT

Initial Watershed Plan  
Executive Summary  
Upper San Gabriel  
River Watershed Area

August 2025



## Introduction to Watershed Planning

The Safe, Clean Water Program (SCW Program) was established to improve water quality, enhance local water supply, and deliver community investments that advance sustainability, equity, and climate resilience. As the nation's largest stormwater-focused program, the SCW Program supports multi-benefit Projects and Programs that improve water quality while delivering meaningful outcomes for communities across the Los Angeles region.

In July 2023, the Los Angeles County Board of Supervisors adopted a motion<sup>1</sup> to accelerate implementation of the SCW Program through a comprehensive Watershed Planning effort to identify areas in the region that provide opportunities for developing impactful water quality, water supply, and community enhancing multi-benefit Projects. This motion also established a new, dedicated team within Los Angeles County Public Works (Public Works), known as the SCW Program Watershed Planning Section, to lead Watershed Planning efforts and facilitate regional and watershed-based planning. Watershed Planning efforts identify opportunities and refine metrics, called Indicators and targets to support a range of interested parties—Public Works, the Regional Oversight Committee (ROC), the Watershed Area Steering Committees (WASCs), Scoring Committee (SC), Municipalities, Project and Program proponents, advocacy groups, schools and school districts, and others—in tracking SCW Program progress and making strategic investments in the most impactful multi-benefit Projects and Programs. A major milestone of Watershed Planning includes the delivery of nine Initial Watershed Plans, one for each SCW Program Watershed Area (WA), and a companion online Watershed Planning Tool (Planning Tool).

This SCW Program Initial Watershed Plan for Upper San Gabriel River (USGR) WA, and the [Planning Tool](#), offer guidance to Public Works, the USGR WASC, Municipalities, and Project and Program proponents for the advancement of Projects and Programs that deliver multiple benefits to support progress toward achieving the 14SCW Program Goals (Goals).

Developed through a collaborative and responsive phased engagement approach<sup>2</sup>, the Initial Watershed Plans incorporate by engagement input from the SCW Program governance committees (i.e., the WASCs, ROC, and SC) and other interested parties (i.e., OurWaterLA, schools). The Initial Watershed Plans reflect governance committee

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<sup>1</sup> [Board of Supervisors Motion of Jul 25, 2023, Item 23 Accelerating Implementation of the SCW Program](#).

<sup>2</sup> The Initial Watershed Plan engagement process followed a “listen–confirm–advance” approach—listening to input from the WASC and ROC, confirming a shared understanding to ensure alignment, and using validated input to guide analyses and set priorities. See Chapter 1 and Appendix C for more information on engagement.



priorities and draw on their regional expertise. Initial Watershed Plans are not all-purpose watershed management plans; rather, they define what can be achieved within the scope and financial framework of the SCW Program. Key takeaways from this Initial Watershed Plan are listed below with supporting infographics to follow:

- **Key WA characteristics**, including challenges and potential to advance the 14 Goals,
- **Summary of benefits** by SCW Program Projects funded to date (baselines),
- Aspirational and quantitative **SCW Program- and WA-wide targets** for future outcomes that are rooted in the Goals,
- **Strategies, actions, and opportunities** to address WA Needs and local priorities to enhance the delivery of benefits provided by SCW Program Projects and Programs, and
- **Next steps and recommendations for Adaptive Management for the continued advancement and improvement of the SCW Program.**

The Initial Watershed Plans and Planning Tool support the acceleration of progress toward and tracking of Goals and clearly communicate governance committee direction and priorities. The following interested parties can use these resources as follows:

**See Chapter 1**

- **Public Works, the ROC, the SC and WASCs** can use these resources to communicate priorities, assess Project benefits, and guide future Stormwater Investment Plans and funding decisions.
- **Municipalities and Project, Program, Project Concept, and Scientific Study proponents** can align Projects and Programs with strategies and WA and community priorities, identify opportunities, and select design features that address WA Needs. For Municipalities, these resources may support Municipal Annual Plans. Alignment with the Initial Watershed Plans is required when planning and applying for SCW Program funding.
- **Community members, the regulatory community, and other interested parties** can learn about Initial Watershed Plan outputs, explore local Project benefits, and advocate for priorities through the Community Strengths and Needs Assessment (CSNA) Survey.

Together, the Initial Watershed Plans and Planning Tool launch an Adaptive Watershed Planning cycle that assesses progress and prompts adjustments to targets and strategies to address future priorities, as needed.

This figure is a visual table of contents which outlines the chapters of the USGR WA Initial Watershed Plan.

# Initial Watershed Plan Table of Contents



1

## Introduction

Provides SCW Program background, introduces Watershed Planning and its process, details Watershed Planning engagement, and highlights key supporting efforts, including SCW Program Scientific Studies and the Metrics and Monitoring Study.



2

## Watershed Area Characteristics

Summarizes Watershed Area characteristics to provide an overview of its potential and challenges in achieving SCW Program Goals. These characteristics inform tailored targets and strategies for the Watershed Area.

3

## Baselines of Benefits Provided by Funded Projects (FY20-21 to FY 24-25)

Summarizes funded SCW Program Projects and estimates baselines and forecasts, providing a foundation for adaptive Watershed Planning.

4

## Quantifying Progress Toward SCW Program Goals

Introduces metrics for quantifying SCW Program Project benefits and sets initial targets for tracking progress toward SCW Program Goals.

5

## Strategies for Addressing Needs and Achieving Goals

Identifies Watershed Area Needs and outlines strategies, actions, and opportunities to address Watershed Area Needs and support achievement of SCW Program Goals. Composite opportunities—those that integrate strategies which support multiple SCW Program Goals—are also outlined to support streamlined, multi-benefit Project implementation.

6

## Watershed Planning Tool

Introduces the online Watershed Planning Tool that supports strategic decision-making and communicates SCW Program progress through an interactive map and dashboard.

7

## Next Steps and Recommendations

Outlines key Initial Watershed Plan limitations and data gaps and provides recommendations to advance Watershed Planning through Watershed Planning Tool updates and future Adaptive Watershed Plans.

A-J

## Appendices

Provides definitions for key Watershed Planning terms, Indicators, and Performance Measures. Summarizes Watershed Planning engagement and the Community Strengths and Needs Assessment (CSNA). Summarizes analyses and data sources used to establish baselines, set targets, and identify opportunities. Features full-page opportunity maps for the Watershed Area, individual Municipalities, and Supervisorial Districts.

## Watershed Area Characteristics

See Chapter 2

The following WA characteristics offer insight into where there is potential to achieve Goals and where challenges persist. Understanding these WA-specific factors helps establish SCW Program targets and identification of meaningful strategies to support the long-term achievement of Goals.

The USGR WA includes 20 Municipalities and the majority of its footprint lies within Unincorporated Los Angeles County (68%). The WA, covering approximately 313,900 acres in the San Gabriel Mountains, spanning through unincorporated and Mideastern portions of Los Angeles County, to the river's outlet at the Pacific Ocean in Long Beach. Although impervious surfaces make up only 18% of the overall land cover, this lower percentage is largely due to extensive open space in the San Gabriel Mountains. The high levels of urban development in the San Gabriel Valley results in substantial annual stormwater runoff of 180,000 acre-feet per year (ac-ft/yr), the largest volume of stormwater runoff of the nine SCW Program WAs. The watershed's unique physical characteristics and diverse population demographics contribute to a substantial need for stormwater management projects to address environmental and public health injustices.



**The following Municipalities are located within the USGR WA, with the Municipality covering the largest portion of the WA listed first.**  
 Unincorporated County, Pomona, Glendora, San Dimas, West Covina, Diamond Bar, Claremont, Industry, Azusa, Walnut, Irwindale, La Verne, Covina, Baldwin Park, Duarte, La Puente, El Monte, Bradbury, Monrovia, South El Monte, Arcadia

Other key USGR WA characteristics include:

- Zinc, total phosphorus, and bacteria are priority pollutants
- 18% of land cover consists of impervious surfaces
- 20% of the urban area is covered by tree canopy
- 58% is parks and open space
- 16% of the total population resides in a disadvantaged community (DAC)
- Spans one managed groundwater basins: the San Gabriel Valley Groundwater Basin



This panel details key potential opportunities and challenges for delivering water quality (top), water supply (middle) and community (bottom) benefits.

### Potential & Challenges for Delivering Water Quality Benefits

Dense urbanization in the San Gabriel Valley produces runoff with high pollutant loads, but open space in unincorporated LA County offers opportunities for large, nature-based Projects that improve water quality by treating stormwater upstream before it reaches polluted southern urban areas.

#### Potential

- The upper reaches of the San Gabriel River are soft bottom riverbed, which promotes natural infiltration, playing a vital role in maintaining and improving water quality through natural processes.
- Existing plans and efforts have identified many additional Project opportunities, both regional and small-scale distributed.

#### Challenges

- The recreational use of the San Gabriel River has historically degraded water quality.
- Retrofitting the highly urbanized area involves complex infrastructure conflicts and high costs, favoring smaller-scale distributed approaches.



### Potential & Challenges for Delivering Water Supply Benefits

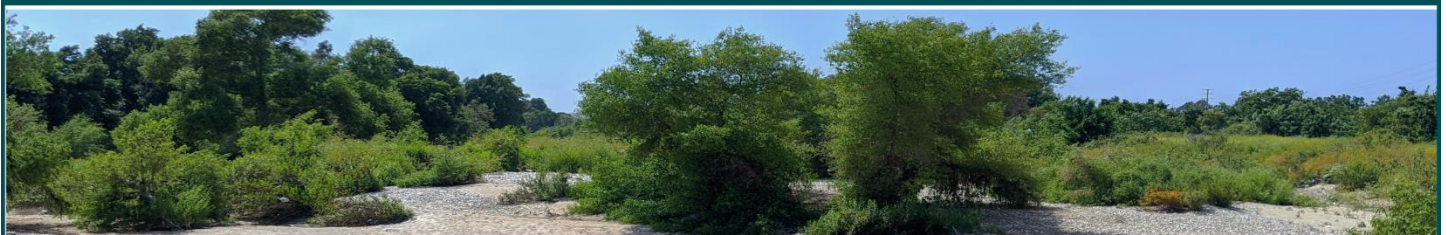
Impervious surfaces and engineered systems limit natural infiltration, but infiltration to groundwater via Nature-Based Solutions and existing spreading grounds offers potential to boost local water supply through stormwater capture and reuse.

#### Potential

- Dense urbanization in the San Gabriel Valley produces a large volume of runoff for potential capture and reuse in the Watershed Area.
- Proximity to several spreading grounds and underlying unconfined aquifers present significant opportunity for groundwater recharge.

#### Challenges

- Higher pollutant loading rates may require pre-treatment before conveyance to recoverable points, resulting in higher capital and O&M costs.
- Impervious surfaces and limited open space in urban areas constrain large-scale regional capture, reducing the cost-effectiveness of stormwater reuse implementation.



### Potential & Challenges for Delivering Community Investment Benefits

Historically underserved neighborhoods with limited green space and high environmental burdens present a strong need and opportunity for equitable, multi-benefit community investments.

#### Potential

- High park need and untreated areas present potential to deliver Projects that provide public health and Water Quality Benefits.
- Targeted investments can enhance vegetation, tree canopy, and environmental restoration—especially in Disadvantaged Communities, schools, and densely developed areas—advancing multi-benefit outcomes.

#### Challenges

- Limited existing green space and available land within built-out communities makes developing new recreational areas challenging without property acquisition which can be cost-prohibitive.
- Addressing these needs equitably requires creative, data-driven planning and robust community engagement to ensure meaningful, multi-benefit outcomes.

## Baselines, Targets, and Watershed Area Needs

In the first five years of the SCW Program (FY20-21 to FY24-25), \$93 million in SCW Program funds have been invested in 26 Regional and Municipal Program Projects in the USGR WA. These Projects deliver multiple benefits to communities including improved water quality, increased drought resiliency, and improved public health. Together, these Projects and their benefits form the current benefit baselines and set a foundation for adaptive, long-term Watershed Planning.

See Chapters 3, 4, and 5

To track progress toward the achievement of Goals, the Initial Watershed Plans use metrics called Indicators and Performance Measures (PMs). Indicators are metrics used to sum Project benefits and enable progress tracking across *large spatial scales, such as* the SCW Program region or per WA. Indicators are supported by a set of PMs which quantify and track benefits at the *Project scale*. Indicators and PMs are anchored in the 14 Goals and organized into nine Planning Themes to allow for efficient WA and SCW Program-wide summaries.

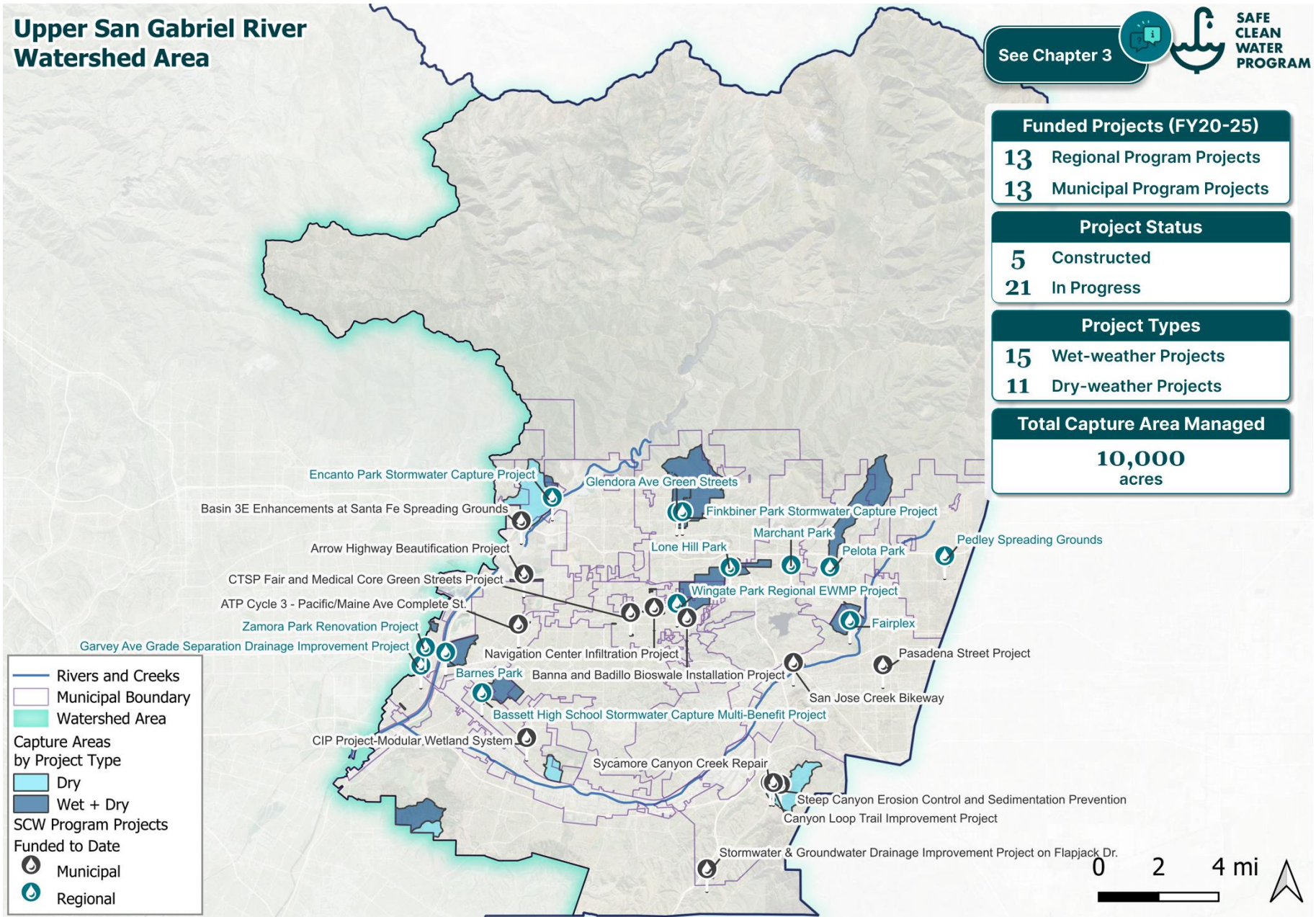
Each Indicator aligns with a Goal, and each Indicator has SCW Program and WA targets that aim to advance progress toward that Goal. Targets are aspirational, calibrated to the scope of the SCW Program, and tailored to each WA based on its unique characteristics. Targets are based on relevant SCW Program Ordinance requirements, WA characteristics, other existing countywide efforts, and data-informed assessments such as the benefit baselines and forecasts developed through the Initial Watershed Plans. Where targets from other countywide efforts (e.g., the County Water Plan) exist for a given Indicator, they guide target setting. The SCW Program target then reflects the Program's potential contribution to these broader regional objectives.

The Initial Watershed Plans also set interim targets to monitor and guide progress. If progress falls short of the targets by the set interim dates, targets and strategies may be reassessed and adjusted to ensure continued progress toward achieving Goals. For each Indicator, its benefit baseline (current progress) is summarized and a target (aspirational outcome) is established, which also defines its 'WA Need' which represents the progress remaining to meet the target.

By establishing baselines, targets, and WA Needs, this Initial Watershed Plan supports SCW Program implementation by promoting data-driven planning, informed decision-making, and transparent progress tracking to ensure that the USGR WA continues to make measurable progress toward Goals.

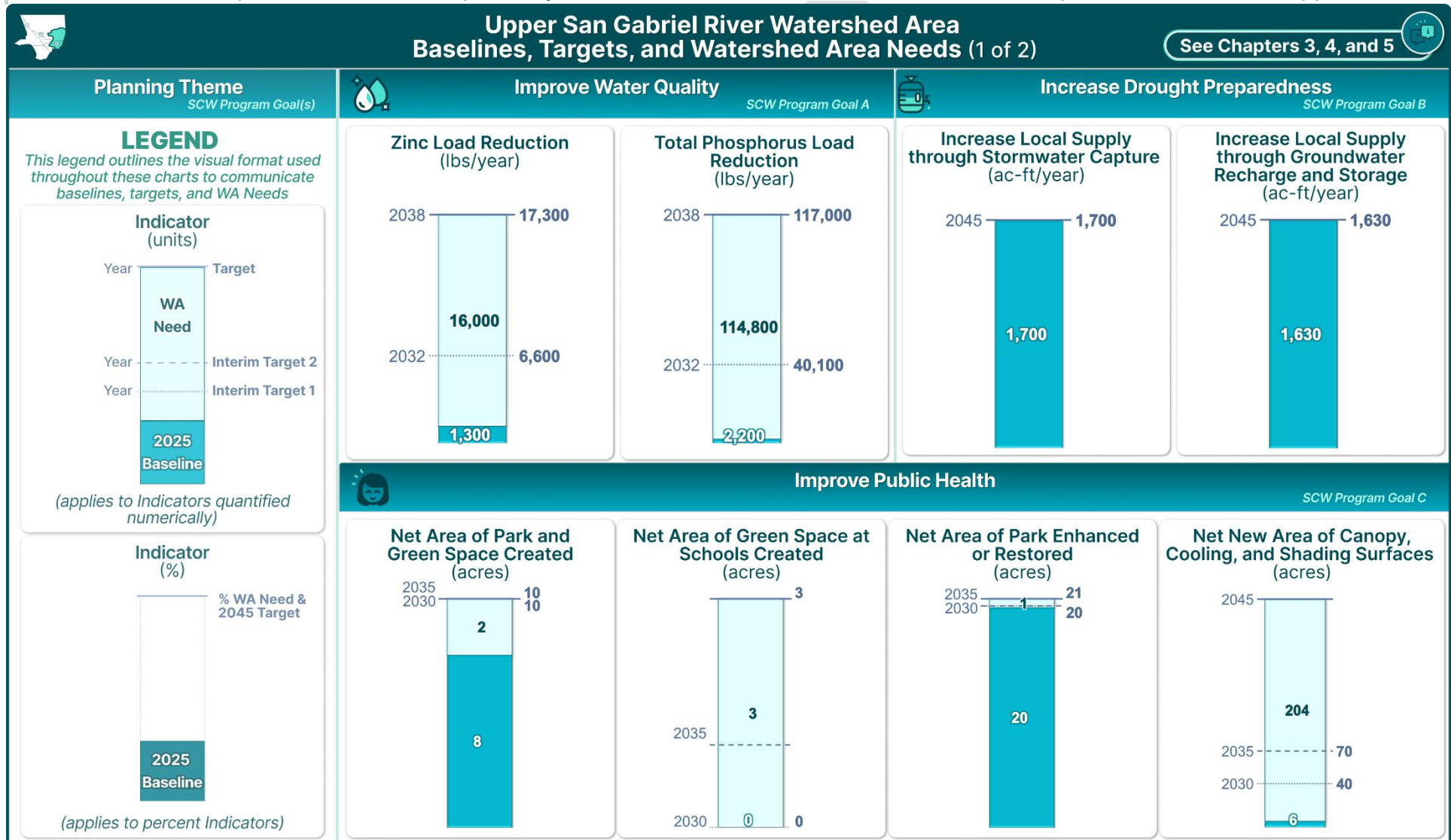


This map shows and summarizes the 26 SCW Program Projects funded to date in the USGR WA and their capture areas.





Indicators, their baselines, interim targets, final targets, and WA Needs are shown below (1 of 2) and are continued on the next page (2 of 2). For magnitude-based Indicators, bar charts display two interim targets and a final target. The dark blue bar represents the current (2025) baseline, while the light blue portion shows the WA Need. Percentage-based Indicators do not include interim targets; instead, the final target is considered perpetual; these Indicators reflect cumulative progress rather than linear gains, meaning values may rise or fall over time. To demonstrate sustained progress, WA Needs for percentage-based Indicators are set equal to their targets, which should be achieved and maintained. Baselines, targets, and WA Needs are discussed in Chapters 3, 4, and 5, respectively, of the Initial Watershed Plan. Methods and inputs are available in Appendix H.





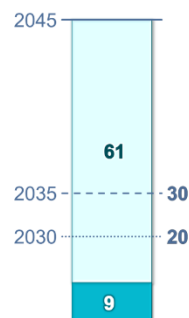
## Upper San Gabriel River Watershed Area Baselines, Targets, and Watershed Area Needs (2 of 2)

[See Chapters 3, 4, and 5](#)

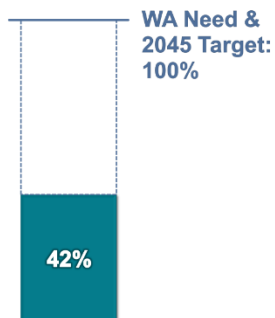

### Deliver Multi-Benefits with Nature-Based Solutions and Diverse Projects

SCW Program Goals E, F, G

Net Area of Habitat Created, Enhanced, Restored, Protected (acres)



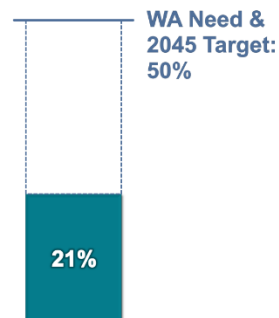
Proportion of Projects and Programs Addressing a Community-Stated Priority or Concern (%)



### Leverage Funding & Invest in Research & Development

SCW Program Goals D, H, I

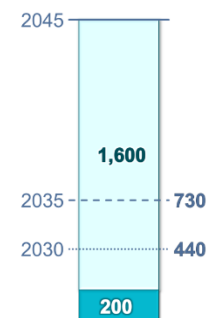
Proportion of Project Costs Attributed to Leveraged Funding (%)



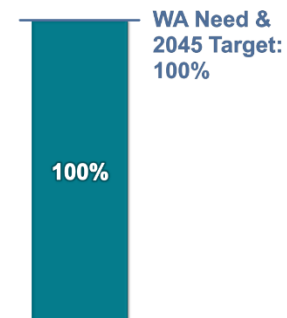
### Promote Green Jobs and Career Pathways

SCW Program Goal M

Total Full-Time Equivalent (FTE) Jobs Created (#)



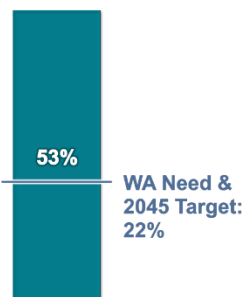
Proportion of Projects Entered in a Project Labor Agreement (PLA) (where applicable) (%)



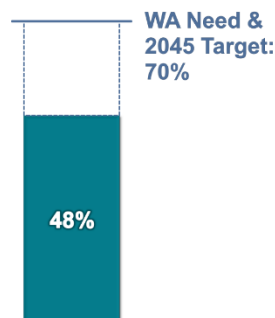
### Equitably Distribute Benefits

SCW Program Goals J, K

DAC Benefit Ratio (%)



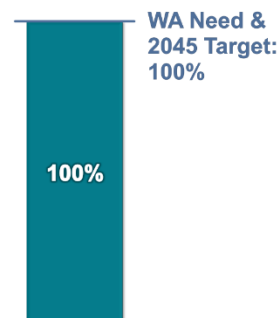
Proportion of Municipal Program Funds Spent on New Projects or Programs (%)



### Ensure Ongoing Operations and Maintenance for Projects

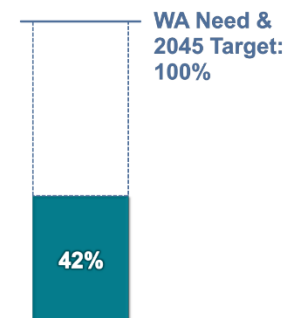
SCW Program Goal N

Quantity of O&M Plans (of all completed SCW Program Projects to date) Sustaining Intended Project Benefits (%)



### Prioritize Meaningful Engagement

All Projects to Meet a Minimum "Level of Achievement" (%)





## Strategies to Address Needs and Achieve Goals

This Initial Watershed Plan establishes strategies, actions, and opportunities for addressing WA Needs and achieving Goals. Following the strategies offers a pathway to alignment with the Initial Watershed Plans—a requirement for planning and applying to the SCW Program.

See Chapter 5



WA Needs summarize *why* strategies are needed, while strategies describe *how* to strategically address those WA Needs and achieve Goals through multi-benefit Projects and Programs. Each strategy is supported by specific actions that describe *what* general types of activities, Projects, Programs, or Scientific Studies, could be implemented to support a strategy. Strategies and actions are supported by opportunities which are mapping layers or references that describe *where* there is the greatest opportunity to implement strategies and actions. Rather than identifying specific Project sites, opportunities highlight areas where Water Quality Benefits, Water Supply Benefits, or Community Investment Benefits are most needed.

Strategies, actions, and opportunities are tailored to the USGR WA's characteristics. A key emphasis is on advancing multi-benefit Projects that pair water quality improvements with water supply and community enhancements, while balancing long-term goals with near-term Regional Program funding limitations. USGR WA strategies promote implementation of a small-scale interconnected Projects that consider opportunities to integrate stormwater features into the built environment (schools, flood control channels) and incorporate greening elements to support climate-ready communities.

Strategies are designed to be implemented synergistically to maximize co-benefits in addition to Water Quality Benefits. While each strategy can support individual Goals on its own, they are most effective when enacted together, creating synergies that address multiple Goals simultaneously. To support this integrated approach, the Initial Watershed Plans identify composite opportunities, which highlight areas where a Project or Program could support two or more Goals in addition to water quality improvement. Composite opportunities serve as a strategic foundation for prioritizing investments that combine multiple strategies to deliver multi-benefit Projects and Programs that address multiple Goals.

Strategies, actions, and opportunities to address WA Needs are detailed in Chapter 5 of the Initial Watershed Plan, Appendices I and J, and the Planning Tool.

This panel shows strategies developed within each Planning Theme to support strategic decision making in the USGR WA and facilitate efficient progress toward Goals. Actions and opportunities for each strategy can be found in Section 5.2.1 of the Initial Watershed Plan.

Upper San Gabriel River Watershed Area Strategies 		
	<b>Improve Water Quality</b>	SCW Program Goal A
<b>1.1</b>	Prioritize high performance Projects and Programs in areas with the highest pollutant loads	
<b>1.2</b>	Identify and prioritize priority MS4 outfalls for Project and Program implementation**	
<b>1.3</b>	Improve water quality and mitigate post-fire runoff through targeted Nature-Based Solutions	
	<b>Increase Drought Preparedness</b>	SCW Program Goal B
<b>2.1</b>	Link MS4 compliance water supply planning to maximize stormwater capture for water quality and water supply*	
<b>2.2</b>	Enhance local water supply through enhancements to existing LACFCD major capture facilities	
	<b>Improve Public Health</b>	SCW Program Goal C
<b>3.1</b>	Evaluate open space and large lot potential, particularly on school campuses*	
<b>3.2</b>	Integrate transportation-related planning and implementation efforts with green street development**	
<b>3.3</b>	Implement Projects located at school and in flood control channel right-of-ways**	
<b>3.4</b>	Create, enhance, and restore park and green space, especially in high-need communities	
<b>3.5</b>	Help communities most affected by extreme heat mitigate and adapt to the effects of climate change	
	<b>Deliver Multi-Benefits with Nature-Based Solutions &amp; Diverse Projects</b>	SCW Program Goals E, F, G
<b>4.1</b>	Acknowledge, where feasible, other capital improvement programs that can contribute to regional outcomes*	
<b>4.2</b>	Evaluate distributed BMPs that achieve cost-effectiveness thresholds of the SCW Program**	
<b>4.3</b>	Deliver nature-based, multi-benefit Projects that improve water quality while addressing community priorities and concerns	
<b>4.4</b>	Advance fire-adapted communities by implementing multi-benefit Projects that employ Nature-Based Solutions to reduce wildfire risk and enhance ecosystem resilience	
	<b>Leverage Funding &amp; Invest in Research &amp; Development</b>	SCW Program Goals D, H, I
<b>5.1</b>	Bolster SCW Program and regional coordination to support identification and communication of alternative funding sources and opportunities	
<b>5.2</b>	Bolster the Scientific Study Program through enhanced review, coordination, and dissemination of results	
	<b>Equitably Distribute Benefits</b>	SCW Program Goals J, K
<b>6.1</b>	Consider historic land use disparities and environmental justice metrics across the SCW Program area*	
<b>6.2</b>	Advance equity and prioritize new investments particularly in communities not currently served by a SCW Program Project or Program	
	<b>Promote Green Jobs and Career Pathways</b>	SCW Program Goal M
<b>7.1</b>	Prioritize smaller Projects for which construction and maintenance jobs are more likely to come from a local labor force	
<b>7.2</b>	Invest in research and Programs that promote permanent career pathways	
<b>7.3</b>	Coordinate job placement and partner with workforce training and pre-apprenticeship programs	
	<b>Ensure Ongoing Operations &amp; Maintenance for Projects</b>	SCW Program Goal N
<b>8.1</b>	Maintain a skilled, local workforce to ensure quality construction and comprehensive operation & maintenance	
<b>8.2</b>	Ensure sufficient resources are set aside for Project O&M and monitoring	
<b>8.3</b>	Promote wildfire resilience through fire-resilient O&M protocols for Projects	
<b>8.4</b>	Integrate post-construction monitoring data into O&M plans	
	<b>Prioritize Meaningful Engagement</b>	
<b>9.1</b>	Promote meaningful and sustained outreach and engagement through regional coordination and expertise	
<b>9.2</b>	Develop and bolster existing resources and support for Project and Program-specific engagement	
<b>9.3</b>	Promote fire-adapted communities through enhanced education and outreach	

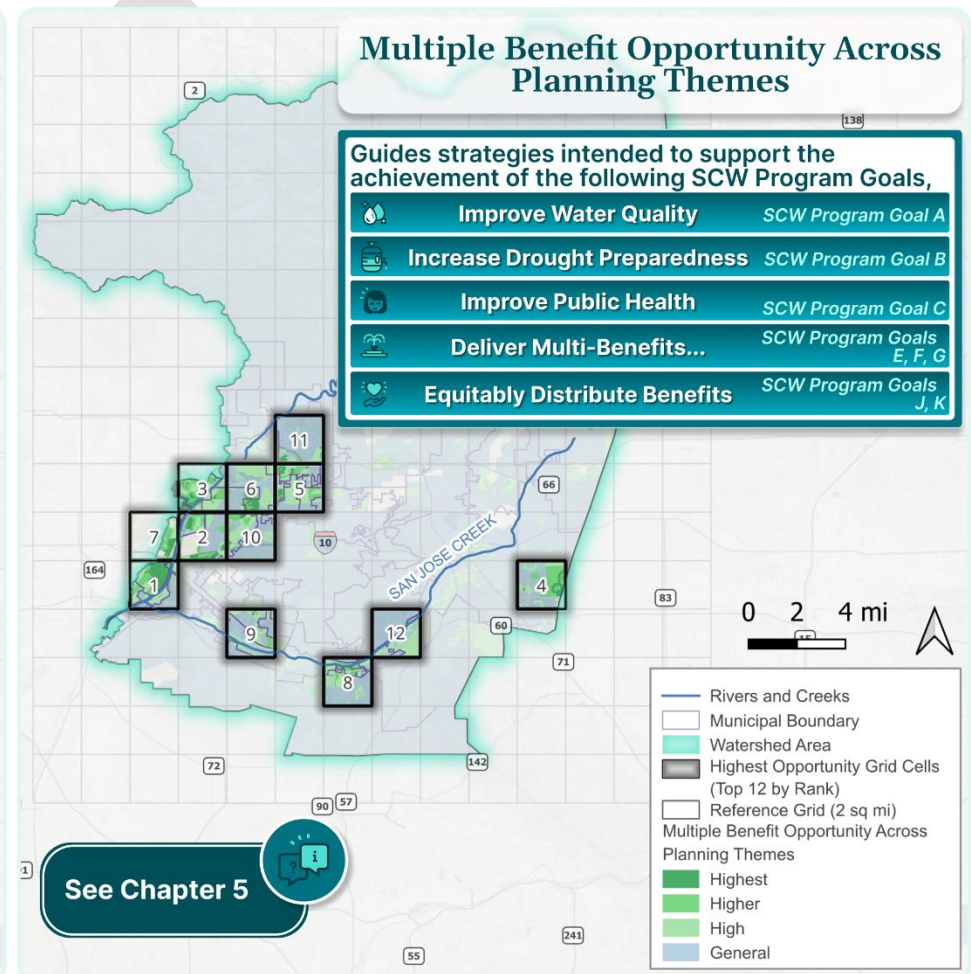
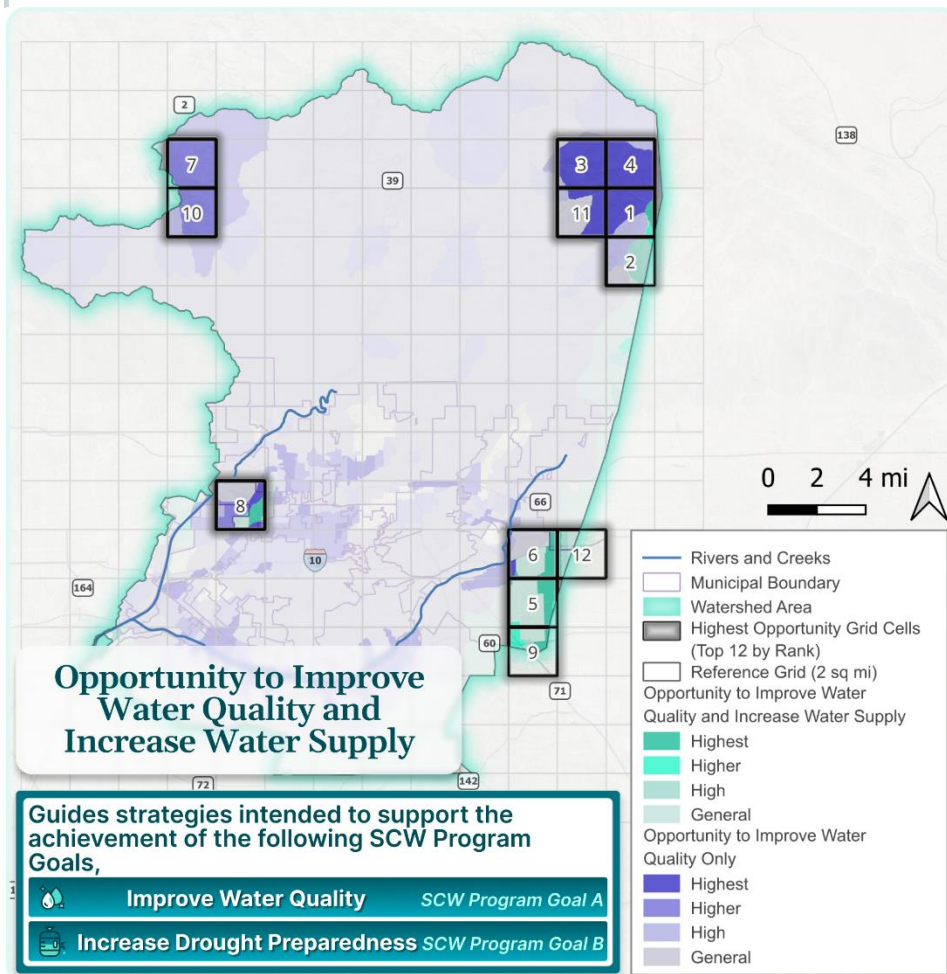
\*SCW Program-wide Priority Strategy based on engagement

\*\*Upper San Gabriel River WASC Priority Strategy based on engagement

Note: While some strategies may not explicitly reference water quality, in accordance with the SCW Program Implementation Ordinance, all SCW Program Projects and Programs are required to include a Water Quality Benefit.



A series of maps are included in the Initial Watershed Plans and Planning Tool to encourage SCW Program Projects that provide multiple benefits. This panel shows composite opportunities; the left map shows opportunities where Projects could deliver both Water Quality and Water Supply Benefits and the right map shows opportunities for Projects to deliver those benefits plus others such as Community Investment Benefits. While these maps highlight areas with the highest potential, other areas not highlighted may still offer valuable opportunities. Composite opportunities are detailed in Section 5.2.1.10 and Appendix I of the Initial Watershed Plans. Full-page maps and guidance on using these mapping layers in the Planning Tool are available in Appendix J.



## Next Steps and Recommendations for Watershed Planning

In early 2026, each of the nine Initial Watershed Plans will be adopted by the Los Angeles County Flood Control District Chief Engineer to serve as SCW Program guidance documents and support future decision-making by the Regional, Municipal and District Programs. The next step for Public Works, the ROC, WASCs, Municipalities, and Project and Program proponents is the use of the Initial Watershed Plans and Planning Tool to assist the advancement of Projects and Programs that align with strategies to address WA Needs and support achievement of Goals.

Near-term next steps for Watershed Planning include addressing key planning gaps through engagement, data collection, new guidance and guidelines, Scientific Studies, and updates to the SCW Program Portal. These updates will also integrate Initial Watershed Plan outputs—such as Indicators and Performance Measures—into reporting and related guidance and guidelines.

**See Chapter 7**

As the SCW Program progresses, it is essential to continuously refine and enhance Initial Watershed Plan outputs to ensure they remain effective and relevant. This Initial Watershed Plan outlines recommendations for Watershed Planning to apply an Adaptive Management approach to assess Initial Watershed Plan effectiveness and SCW Program progress, and adjust outputs such as targets, strategies, and opportunities to ensure they remain responsive to changing conditions and priorities. In the long term, Adaptive Watershed Plans may be developed, as needed, to incorporate new planning elements and reflect ongoing progress, emerging priorities, and evolving WA conditions.

This figure outlines next steps and illustrates the long-term approach to continual Watershed Planning and SCW Program progress.

