

Peer to Peer 
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NFT TRAILBLAZERS: GOING BEYOND THE BARE MINIMUM



CALIFORNIA DEPARTMENT OF
WATER RESOURCES



bewaterwise.com®
FOR WATER-SAVING TIPS & REBATES



NFT TRAILBLAZERS: GOING BEYOND THE BARE MINIMUM



Moderator: Madeline Wood
City of Santa Barbara



Jenna Shimmin
Eastern Municipal
Water District



Shannon Rossow
City of Morgan Hill



Clark Elliot
Desert Water Agency



Where is your agency in the NFT ordinance adoption process?

Ordinance has been adopted 0%

Ordinance has been drafted 0%

In the planning stages 0%

Have not yet started 0%



When poll is active respond at PollEv.com/calwep2314 Send **calwep2314** to **22333**



Where are you putting your NTF ordinance?

Incorporating it into our water waste ordinance



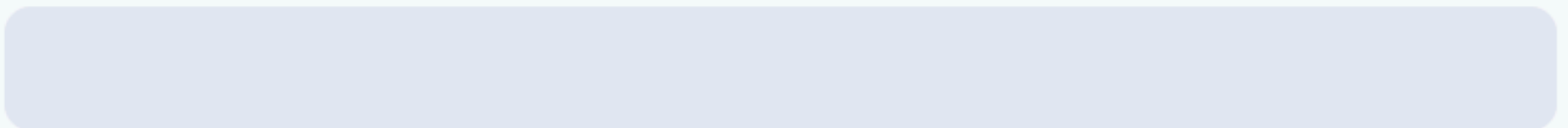
0%

Creating a separate NTF-only ordinance



0%

Other



0%



When poll is active respond at PollEv.com/calwep2314 Send **calwep2314** to **22333**



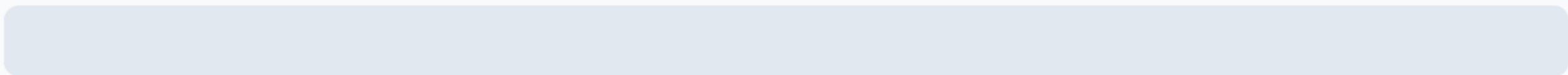
On a scale of 1-5 - how robust do you anticipate your NFT enforcement to be?

1 (No enforcement expected)



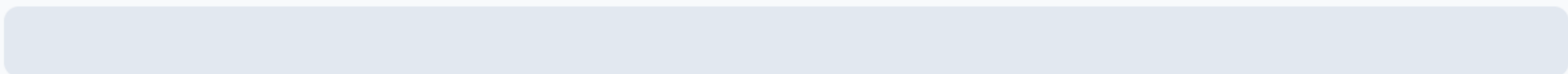
0%

2 (enforcement illusion)



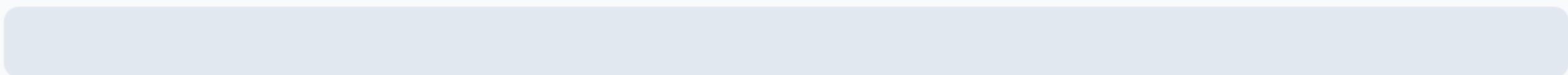
0%

3 (some enforcement)



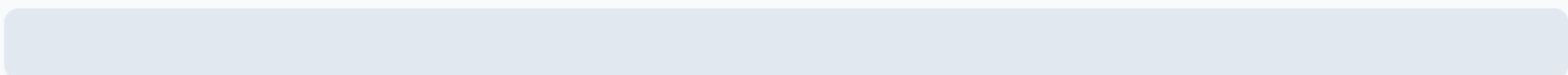
0%

4 (we are definitely enforcing)



0%

5 (Serious enforcement/fines expected)



0%



More Than Minimum: EMWD's Commitment to Next-Level Water Conservation

Jenna Shimmin

Director of Water Use Efficiency

May 27, 2026

EMWD Overview

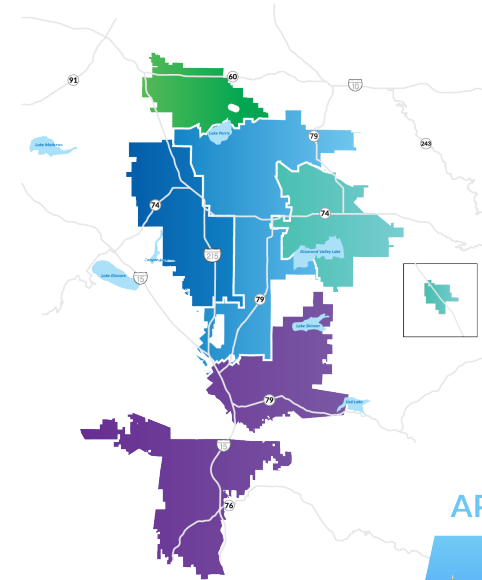
ESTABLISHED IN
1950



SERVES:



POPULATION OF APPROXIMATELY:
1,000,000



682
SQUARE MILE
SERVICE AREA

APPROXIMATELY
44% CURRENTLY
BUILT OUT

ONE OF THE **26** member agencies
of The Metropolitan
Water District of
Southern California



California's Largest Retail Water Agencies



EMWD's Growing Service Area

400
New connections
per month

122%
Increase in population
since 2000

100,000
Increase in customers since 2022,
including service area expansion

How and When

Board approved updates to EMWD administrative code, banning the irrigation of non-functional turf (NFT) with potable water at non-residential sites

- *Drought response (temporary) June 2022*
- Made permanent December 2022
- Applies to all non-residential sites immediately
- Adjusted component of water budget calculation to lower ET
 - 0.7 down to 0.5 (conservation factor, same as ET factor)
 - Based on age of landscape/meter installation



Outreach and Education

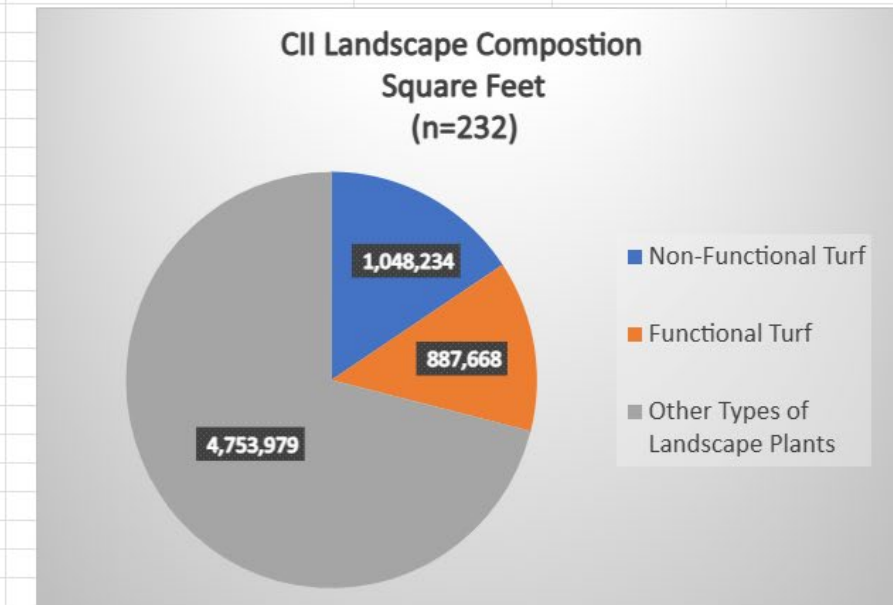
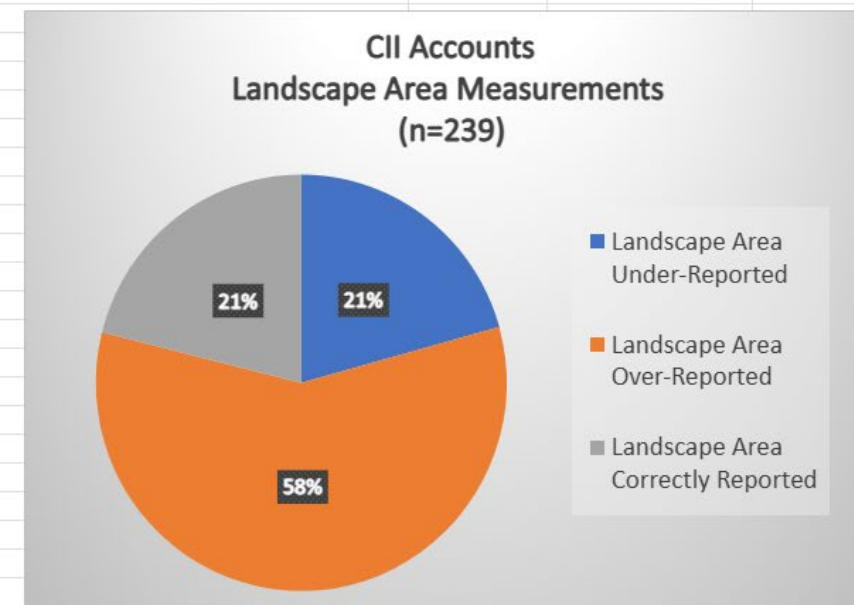
- Extensive outreach to CII customers
 - Direct mailings
 - Five mailings to 2,658 customers
 - Emails to CII customers
 - Eighteen emails to 1,571 customers
 - CII Nonfunctional Turf / Drought Workshops
 - Four workshops; more than 60 total attendees
 - Presentations to city councils and through staff level coordination meetings
 - One-to-one business outreach
 - Flier distribution to Chambers of Commerce within service area
 - Dedicated website pages
- Call to Action
 - Shut off irrigation to all eligible nonfunctional turf
 - Take advantage of rebates and programs to permanently replace nonfunctional turf



Original Impacts Analysis

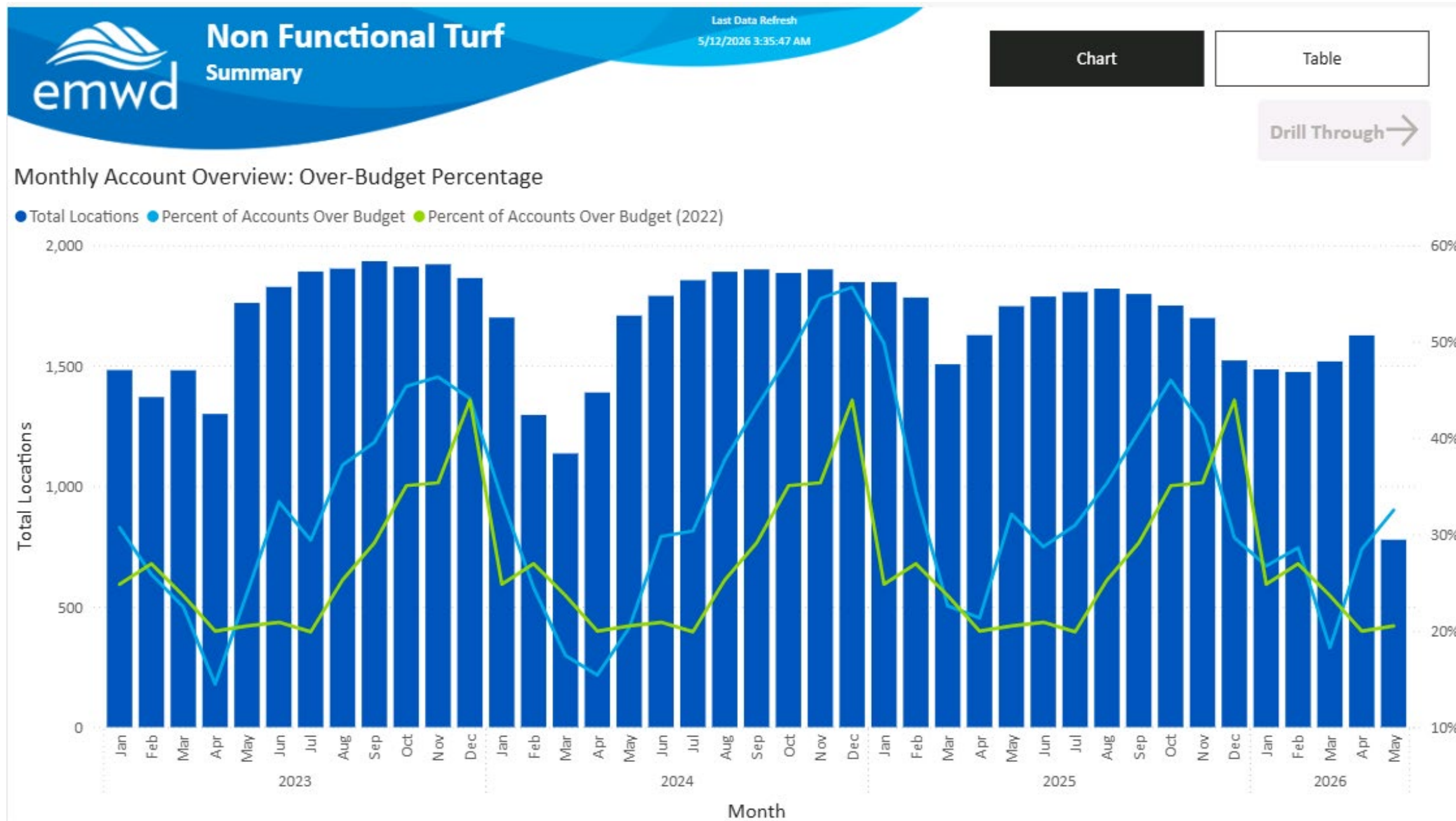
- Stats at-a-glance:
 - Roughly 2,300 accounts affected
 - Received ~120 variances requests with functional turf
 - 568 received to date
 - Monthly comparisons (Excel)
 - 8-20% of customers continue to be over budget
 - 2-10% increase in accounts over budget compared to prior period
- Verification and Additional Assistance Analysis
 - Ran Excel report of customers over budget March – August 2023
 - Around 380 accounts
 - Of those, 187 were identified for further analysis
 - Brought on Blue Watchdog for site audits, 13 performed

Category	Square Feet	Count	Percentage			
Non-Functional Turf	1,048,234	99	16%	Accounts with NFT	99	42%
Functional Turf	887,668	27	13%	Accounts with no NFT	138	58%
Other Types of Landscape Plants	4,753,979	223	71%	Total Accounts Measured	237	
Total Measured Landscape	6,689,881	232		Unable to Locate	8	
Total Cayenta Sq Ft.	7,750,572	238		Recommended Site Visit/Water Audit	78	
Total Variation in Sq Ft	1,060,691		116%			
Landscape Area Under-Reported	(406,889)	49	21%			
Landscape Area Over-Reported	1,454,496	138	58%			
Landscape Area Correctly Reported	5,889,187	50	21%			




High Powered Impact Analysis

- Updated budget compliance monitoring
 - PowerBI dashboard created for better insights
 - Can drill down for more indepth analysis
 - Can subsect for outreach
 - Meter by meter review for compliance



High Powered Impact Analysis (cont'd)




Over-Budget Consecutive Months Summary

Last Data Refresh
5/12/2026 3:35:47 AM

524
Total Locations

Current Consecutive Months Over-Budget




Last 1 - 53 Current Consecutive Months Over-Budget

[Drill Through →](#)

Location No	Account No	Full Name	Service Address	Service City	Tenant Type Code	Water Budget	Total Usage	Percent Over Budget	Consecutive Months Over Budget
				PERRIS	GB	1,330	2,292	72.33%	11
				MORENO VALLEY	GB	205	333	62.44%	3
				MORENO VALLEY	GB	260	818	214.62%	9
				MURRIETA	GB	400	538	34.50%	2
				MORENO VALLEY	GB	158	409	158.86%	8
				MORENO VALLEY	GB	186	346	86.02%	25
				MORENO VALLEY	BO	189	370	95.77%	7
				SUN CITY	BO	108	218	101.85%	5
				SAN JACINTO	GB	117	255	117.95%	18
				MORENO VALLEY	GB	547	874	59.78%	4
				MENIFEE	GB	128	132	3.13%	2
				SAN JACINTO	GB	70	95	35.71%	1
				MURRIETA	GB	405	1,358	235.31%	24
				MORENO VALLEY	GB	91	158	73.63%	7
				MURRIETA	GB	129	560	334.11%	26
				HEMET	GB	195	403	106.67%	8
				MORENO VALLEY	PB	80	103	28.75%	5
				RIVERSIDE	GB	314	659	109.87%	5
				MENIFEE	GB	403	997	147.39%	10
				MURRIETA	GB	99	116	17.17%	1
				RIVERSIDE	GB	36	116	222.22%	3

High Powered Impact Analysis (cont'd)




Non-Functional Turf

Potential Outreach


Last Data Refresh
5/12/2026 3:35:47 AM

[Drill Through →](#)

Landscape Area



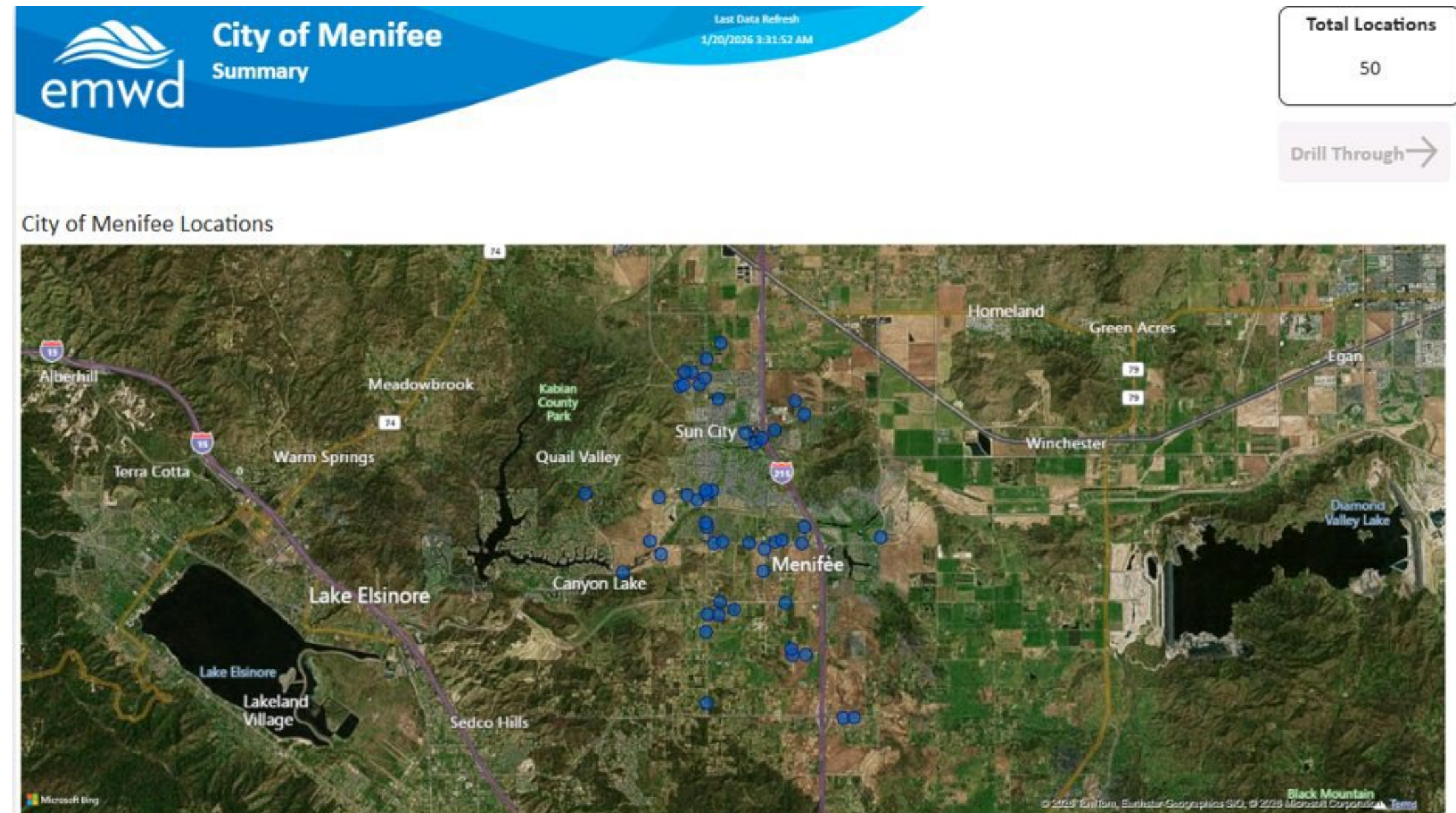
Current Consecutive Over-Budget



Location No	Account No	Coins Account No	Full Name	Water Budget	Total Usage	Landscape Area	Current Consecutive Months Over Budget	Service City	Tenant Type	Water Type	Location Class
				4,858	6,878	62,000	11	PERRIS	LANDSCAPE	POT	SMALL COMMERCIAL
				3,211	4,041	41,456	3	MORENO VALLEY	LANDSCAPE	POT	SMALL COMMERCIAL
				1,254	2,194	16,108	9	MORENO VALLEY	LANDSCAPE	POT	SMALL COMMERCIAL
				8,934	9,429	91,514	2	MURRIETA	LANDSCAPE	POT	LARGE COMMERCIAL
				959	654	12,386	8	MORENO VALLEY	LANDSCAPE	POT	SMALL COMMERCIAL
				285	484	3,675	25	MORENO VALLEY	LANDSCAPE	POT	SMALL COMMERCIAL
				1,183	739	4,810	7	MORENO VALLEY	OFFICE BUILDINGS 1,000 SQ. FT.	POT	SMALL COMMERCIAL
				891	1,875	849	5	SUN CITY	OFFICE BUILDINGS 1,000 SQ. FT.	POT	SMALL COMMERCIAL
				281	495	3,417	18	SAN JACINTO	LANDSCAPE	POT	SMALL COMMERCIAL
				7,349	6,449	95,000	4	MORENO VALLEY	LANDSCAPE	POT	SMALL COMMERCIAL

Compliance Coordination

- Began with local public agencies
 - Virtual meeting
 - Review Bill Details and Meter Location
 - Zoom in to identify NFT, functional turf or qualifying exemptions
 - Updating water budget calculation and providing compliance list to customer



Compliance Coordination (Cont'd)

emwd **Non Functional Turf** Last Data Refresh 5/12/2026 3:35:47 AM
Location Detail

Location Number [REDACTED] **Bill Detail**

Year	Month Name	Water Budget	Total Usage	Water Budget (2022)	Total Usage (2022)	Percent Over Budget	Usage +/- 2022
2026	MAY	45	68	65	94	51.11%	-27.66%
2026	APRIL	42	51	53	75	21.43%	-32.00%
2026	MARCH	22	11	43	77	-50.00%	-85.71%
2026	FEBRUARY	20	0	29	68	-100.00%	-100.00%
2026	JANUARY	19	11	22	52	-42.11%	-78.85%
2025	DECEMBER	18	20	24	103	11.11%	-80.58%
2025	NOVEMBER	34	69	43	175	102.94%	-60.57%
2025	OCTOBER	41	174	62	174	324.39%	0.00%
2025	SEPTEMBER	57	210	98	199	268.42%	5.53%
2025	AUGUST	67	182	83	201	171.64%	-9.45%
2025	JULY	57	100	100	298	75.44%	-66.44%
2025	JUNE	51	90	73	120	76.47%	-25.00%
2025	MAY	41	99	65	94	141.46%	5.32%
2025	APRIL	28	31	53	75	10.71%	-58.67%
2025	MARCH	24	36	43	77	50.00%	-53.25%
2025	FEBRUARY	23	69	29	68	200.00%	1.47%
2025	JANUARY	20	103	22	52	415.00%	98.08%
2024	DECEMBER	21	90	24	103	328.57%	-12.62%
2024	NOVEMBER	37	123	43	175	232.43%	-29.71%
2024	OCTOBER	42	152	62	174	261.90%	-12.64%
2024	SEPTEMBER	60	140	98	199	133.33%	-29.65%
2024	AUGUST	70	61	83	201	-12.86%	-69.65%
2024	JULY	56	78	100	298	39.29%	-73.83%

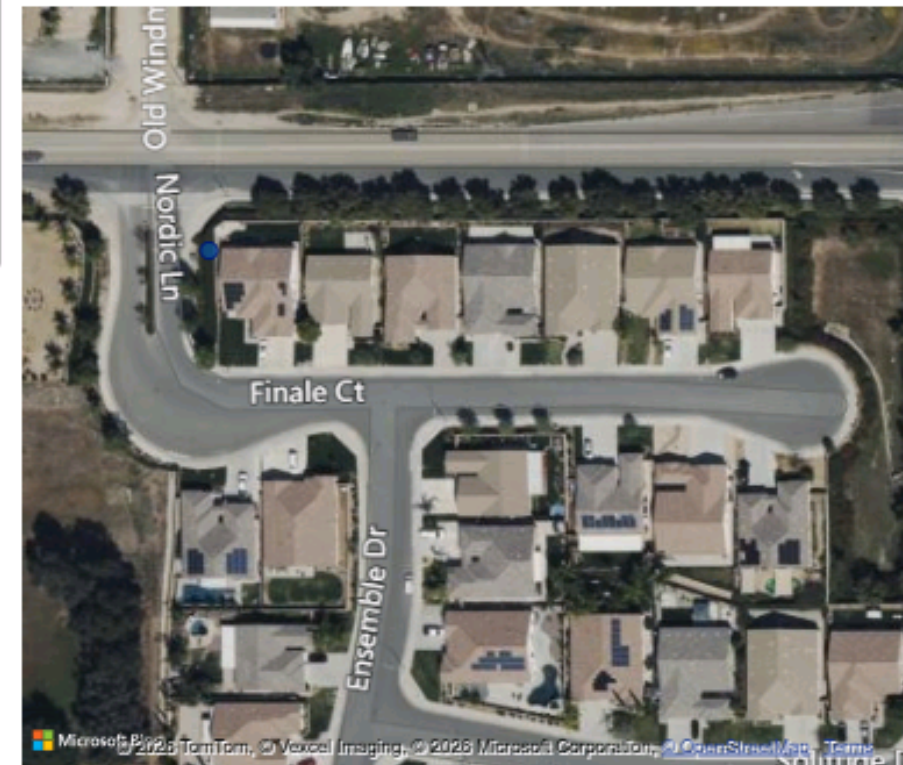
Total Usage 3,218	Water Budget 1,527
2	
Current Consecutive Over Budget Months	

Location Address

[REDACTED] MENIFEE
 [REDACTED] pe
 GB - LANDSCAPE

Landscape Area

20,074



Compliance Coordination (Cont'd)





Contact Information

Jenna Shimmin
Director of Water Use Efficiency
ShimminJ@emwd.org
LandscapesForBusiness.emwd.org



NFT Trailblazers

**CalWEP Peer to Peer
City of Morgan Hill**

May 28, 2026



Morgan Hill Introduction

Population ~47,000

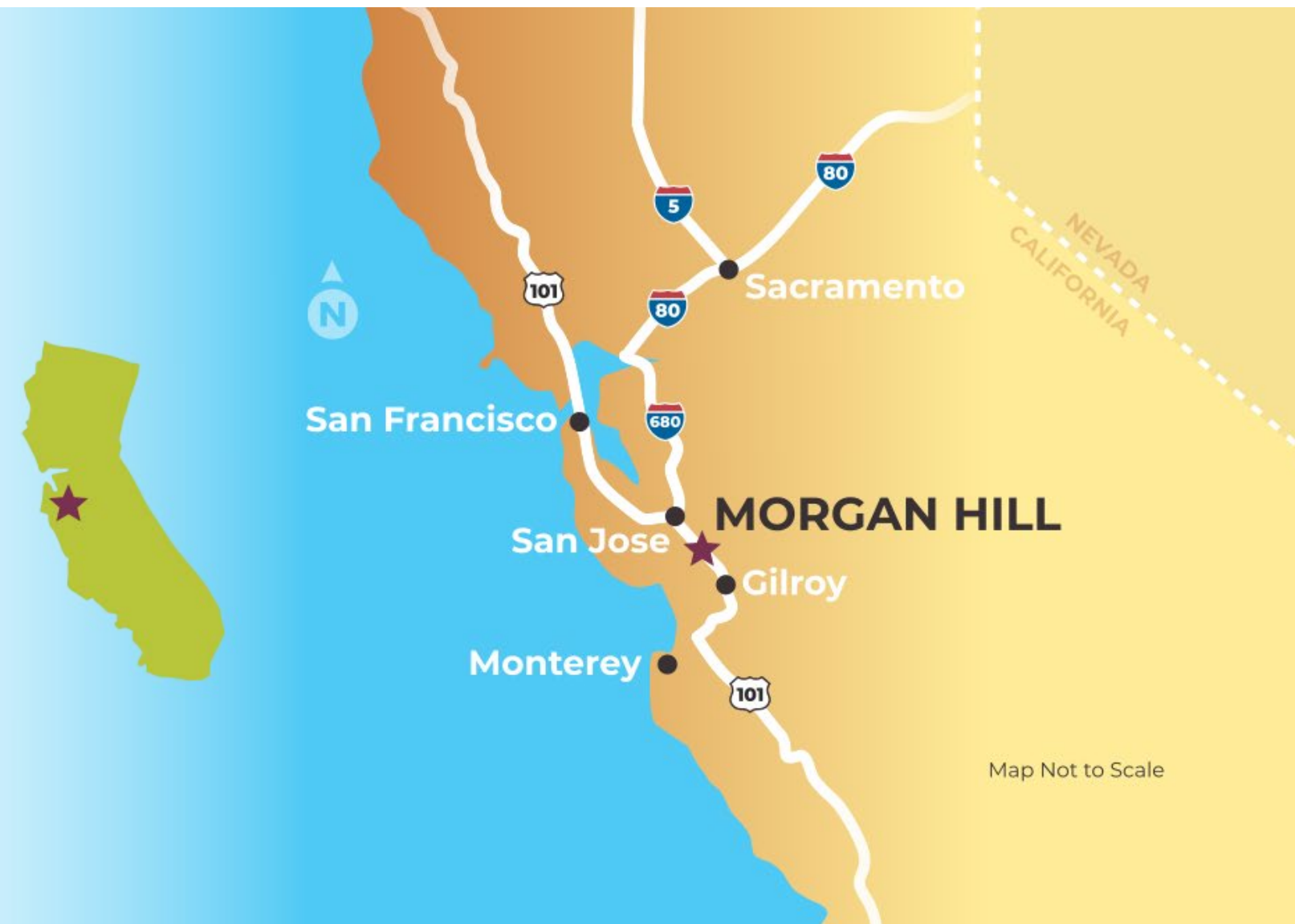
Groundwater dependent

Total water meter connections ~15,000

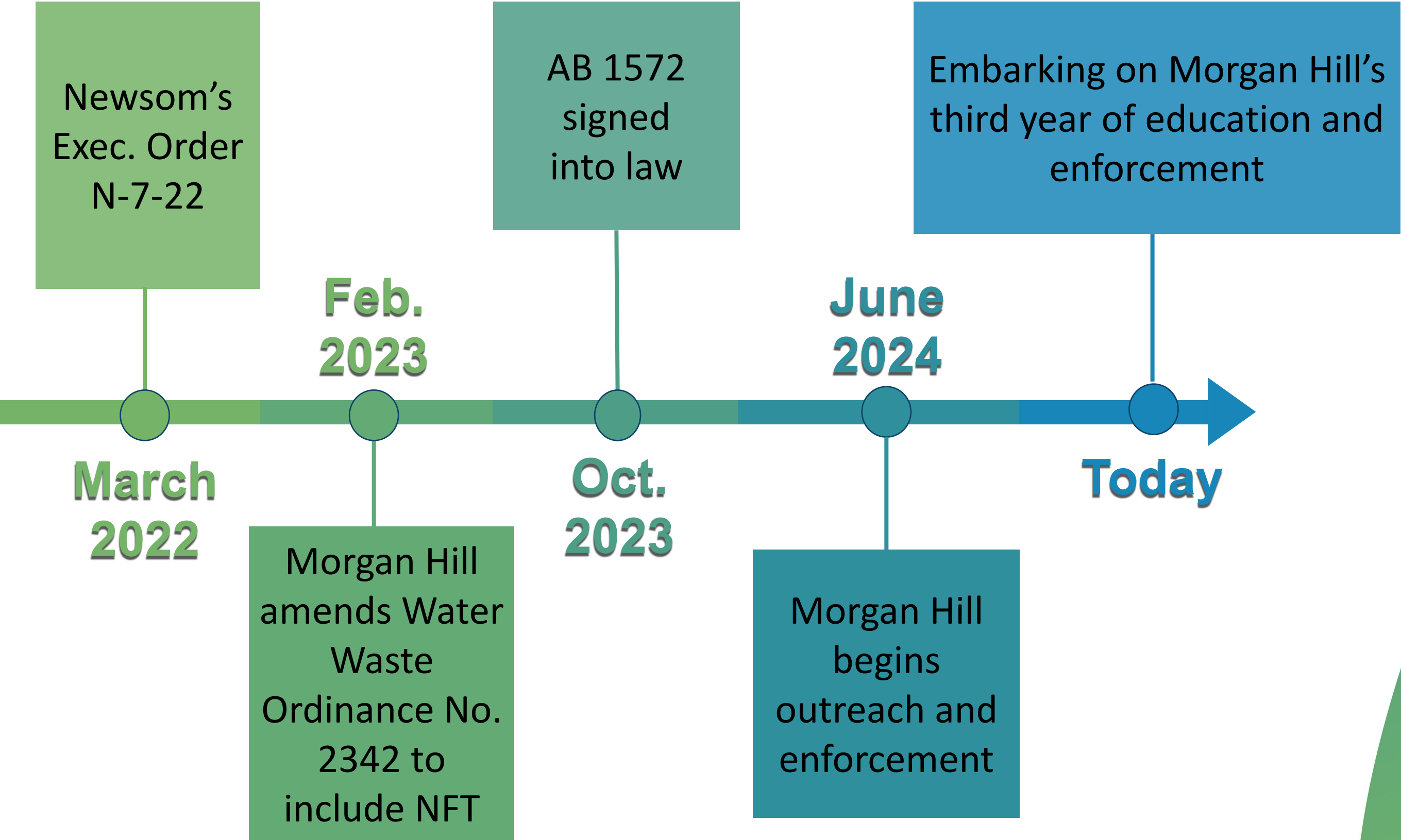
- Residential ~11,000
- Multi-Family Dwellings ~2,300
- Indoor Commercial ~900
- Outdoor Irrigation ~700
- Others ~100

Attractions:

- 30 minutes south of San Jose
- Agriculture & vineyards
- Culinary dining
- Hillside hiking and biking



Morgan Hill's Timeline



Ordinance Amendments

Definitions:

- Added 3 new definitions –
 - “CII Property”, “Functional Turf”, & “Non-Functional Turf”

Code Addition:

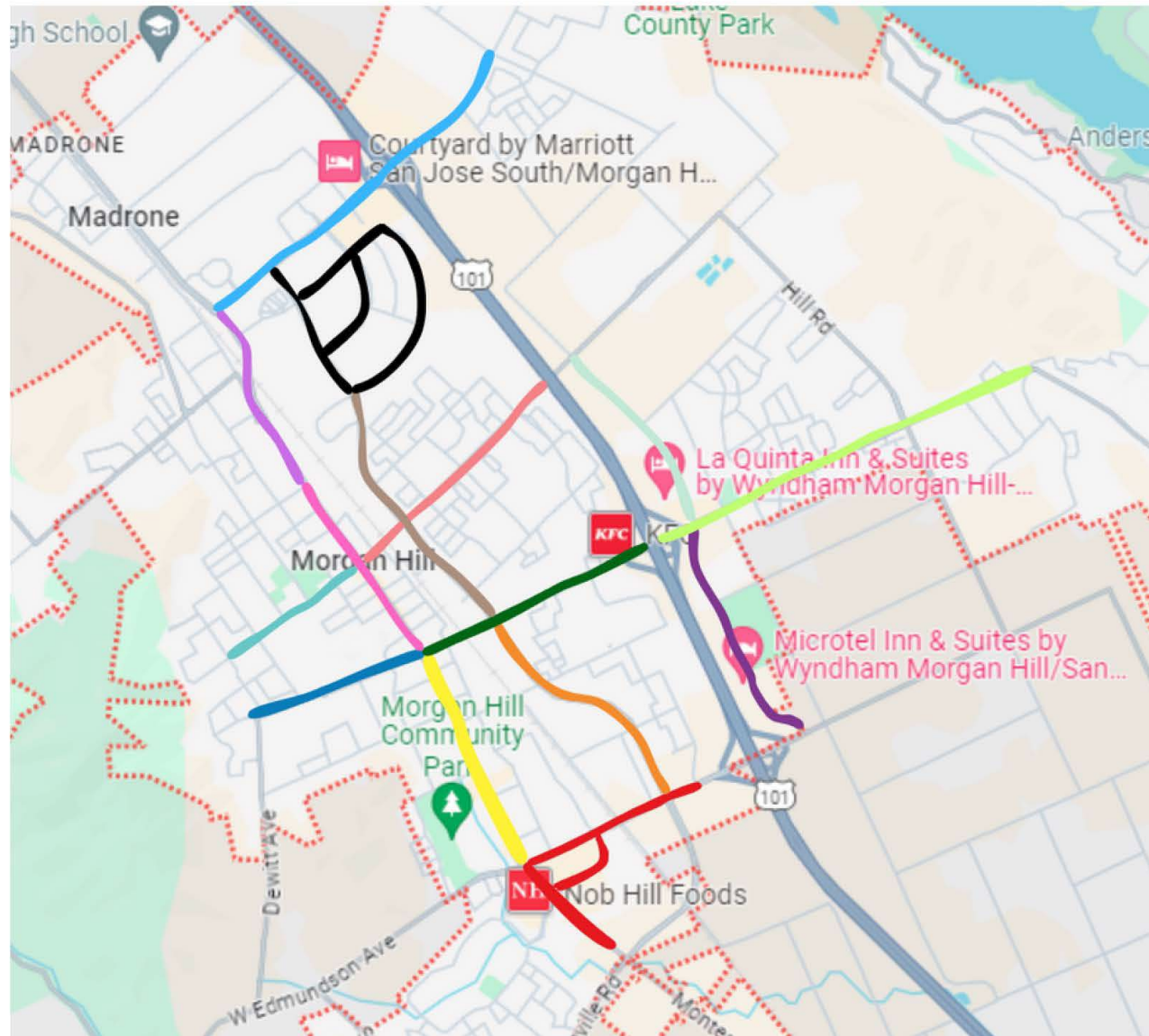
- Section 13.04.330.B.4.

Watering of Turf: Potable water shall not be applied to Non-Functional Turf at commercial, industrial or institutional sites (CII Properties), including Homeowner’s Association-owned property and common areas of mobile home parks, and apartment, condominium, and townhome complexes. The use of potable water on turf is not prohibited to the extent necessary to ensure the health of trees and other perennial nonturf plantings or to the extent necessary to address immediate health and safety, sanitation, or fire protection needs as determined by the fire marshal. Unless otherwise permitted by the fire marshal, all watering permitted must be completed in a manner that prevents runoff.

Differences from AB 1572:

- Effective for all at time of adoption, no phasing in of different property types/sectors
- Included apartments
- Specified common areas at mobile home parks, and included HOAs as a whole
- Pets:
 - Morgan Hill - turf needed for pet relief at veterinarians’ offices, boarding facilities, and animal shelters
 - AB 1572 – pet exercise areas

Enforcement Process



Map of Project Area, Morgan Hill, CA

Legend:

- | | |
|--|--|
| #1 █ Tennant Ave, Vineyard Rd, & Monterey Road | #9 █ Main Ave (from Monterey through Dewitt) |
| #2 █ Monterey Road (from Tennant through Dunne) | #10 █ Main Ave (from Monterey through 101) |
| #3 █ Butterfield Blvd (from Tennant through Dunne) | #11 █ Butterfield Blvd (from Dunne through Jarvis) |
| #4 █ Condit Road (from Tennant through Dunne) | #12 █ Condit Road (from Dunne through Main) |
| #5 █ West Dunne (from Monterey through Dewitt) | #13 █ Monterey Rd (from Wright through Cochrane) |
| #6 █ West Dunne Ave (from Monterey through 101) | #14 █ Butterfield Blvd (from Jarvis through Cochrane), Jarvis Dr, & Sutter Blvd |
| #7 █ East Dunne Ave (from 101 through Gallop Dr) | #15 █ Cochrane Rd (from Monterey through Peet) |
| #8 █ Monterey Rd (from Dunne through Wright) | |

Surveying:

- Identify project area
 - Selected roads with the most visibility/traffic
 - Neighbors look at & talk to neighbors
- City staff physically drive each route, identifying;
 - Current type of landscaping at the CII property
 - Which properties contain NFT
 - Condition of NFT

Education/Enforcement:

- Mail letters to non-compliant properties
 - Follow-up emails and calls

Staff Time:

- 15 hrs/week from June-Nov.

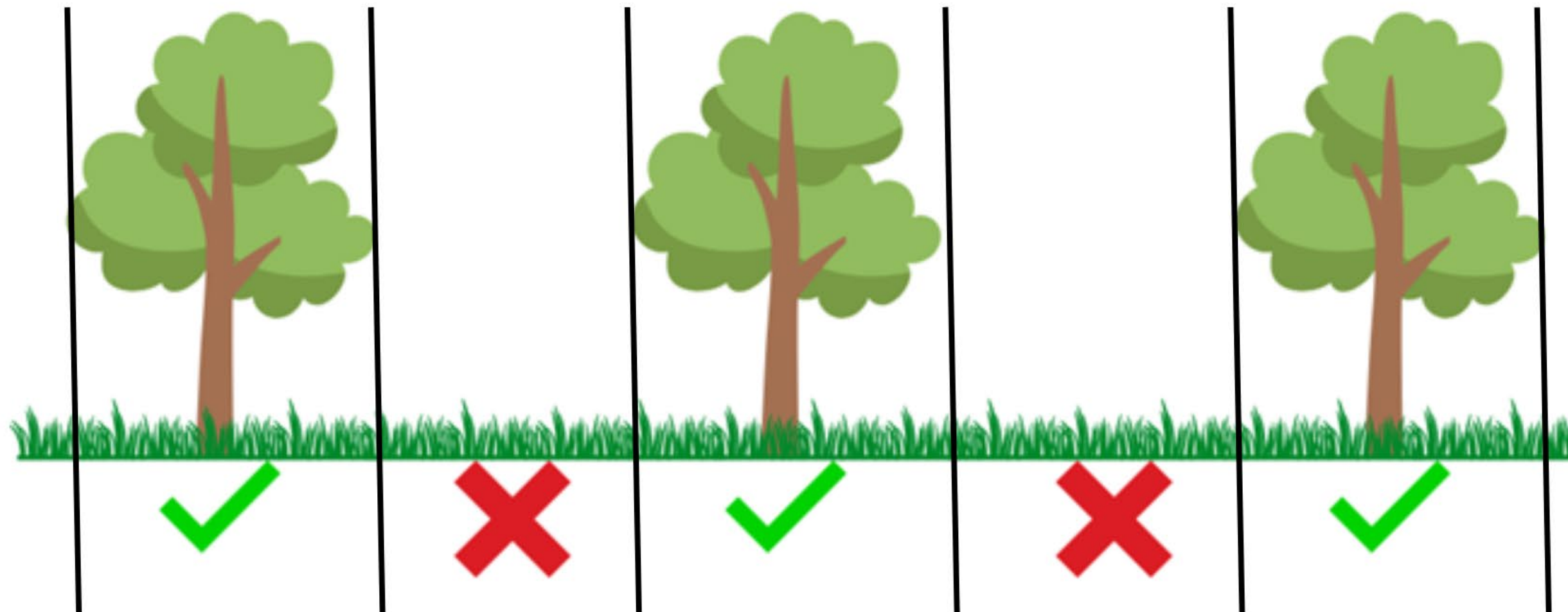
Challenges: Trees on Turf

All turf covered by tree canopy:

- In compliance - considered Functional Turf - do not contact

Some NFT areas that are not covered by the tree canopy:

- Outreach & send letter with a note about watering for tree health
- Cap individual sprinklers – grass will eventually look patchy
- Some properties end up converting the entire area for aesthetic consistency



Trees on Turf



September 2024



September 2025

Moving Forward

Changing Landscapes:

- Update records as properties make a change –
 - landscape conversion to drought tolerant
 - Installation of hardscape (concrete/rocks) and artificial turf
 - Watering of turf stopped, brown grass

Increasing Project Area:

- Just added 3 more streets to the survey routes

Relationships Growth:

- Fostering connection with property owners/managers



Data Report

2025 NFT Windshield Survey Report

Survey Overview:

- Values taken in November 2025 at the end of the year's efforts
- 366 CII properties total surveyed
- Square footage gathered from Waterfluence and Morgan Hill internal GIS mapping system
- 9,131,011 sq ft of surveyed landscaping at CII properties
- ~3 million of properties already contained pre-existing drought tolerant landscaping
- Functional Turf contains school fields and the outdoor sports complex soccer fields

All CII Landscaping Square Footage

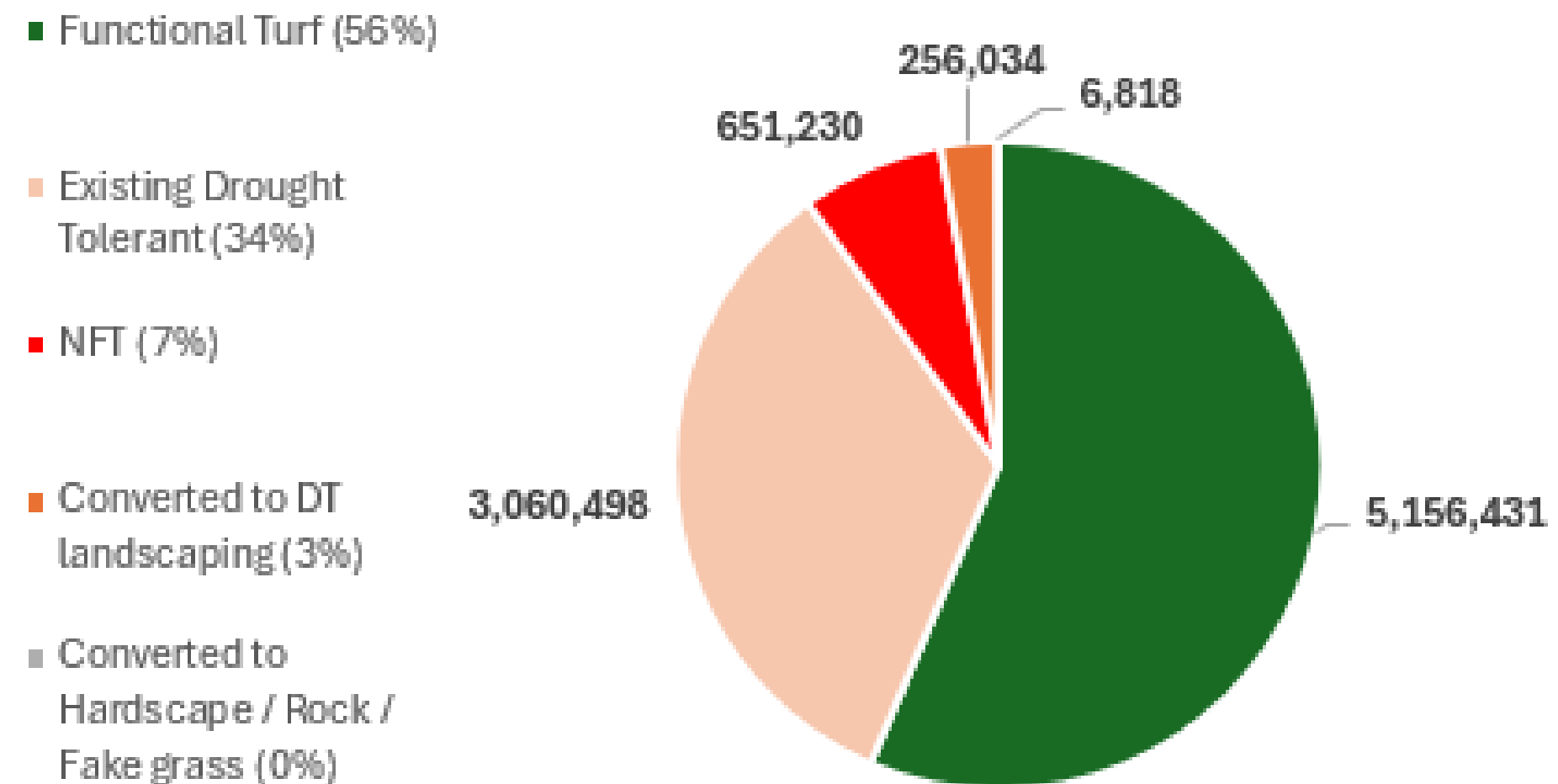


Figure 1

Non-Functional Turf

651,230 sq ft NFT total



Non-Functional Turf

CII Sector	Number of properties with NFT	Number of properties in violation	Square feet of NFT on site	Percentage of NFT
Commercial	51	18	166,980	26%
HOA	11	4	144,209	22%
Industrial	16	12	169,565	26%
Institutional	5	2	61,681	9%
MFD	6	3	11,792	2%
Mixed-Use	1	0	4,914	1%
School	10	8	92,089	14%
Total	97	47	651,230	100%

Figure 4

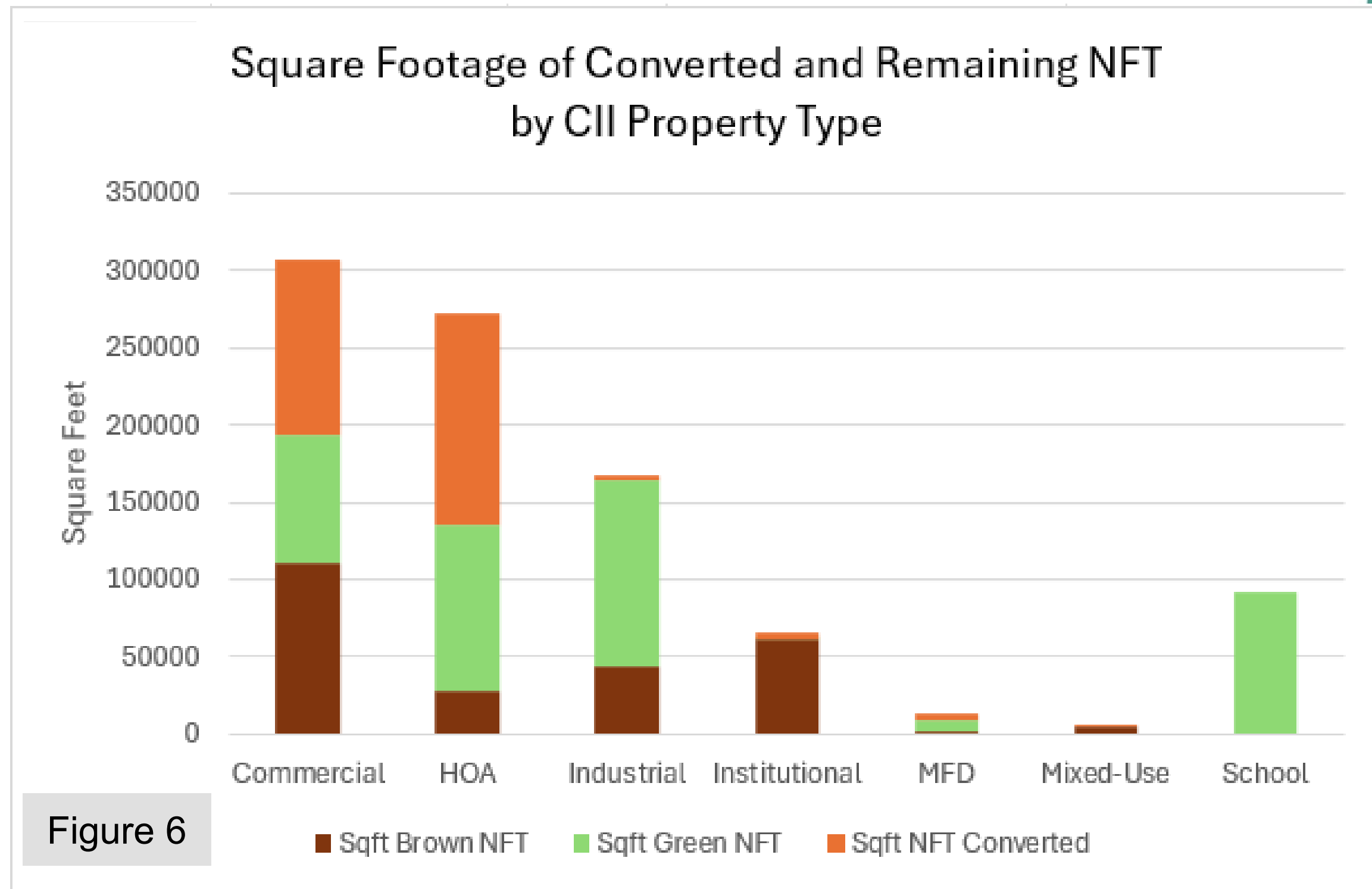
Landscape Conversion

30% of all CII properties with NFT chose to convert, leading to 262,852 sq ft total converted.



Conversion Projects

- 262,852 sq ft = Total NFT converted to something else
 - 256,034 sq ft converted to drought tolerant (36 properties)
 - 6,818 sq ft converted to hardscape (6 properties)
- HOAs have converted the most NFT sq ft to drought tolerant landscaping
- Industrial & HOA sectors are almost tied for amount of NFT sq ft remaining



Conclusion



NFT Compliance 2022-2025:

- 49% NFT is in violation
- 51% of NFT came into compliance
 - 25% turned off irrigation
 - 26% converted
- HOA sector is the most willing to consider a conversion project for overall aesthetics and property values
- Industrial sector contains the largest amount of NFT that is in violation

Thank You

shannon.rossow@morganhill.ca.gov

Non-Functional Turf Trailblazers

Clark Elliott
Conservation Manager
Desert Water Agency



**DESERT
WATER
AGENCY**

Safe Water. Trusted Service. Lasting Impact.

About Desert Water Agency

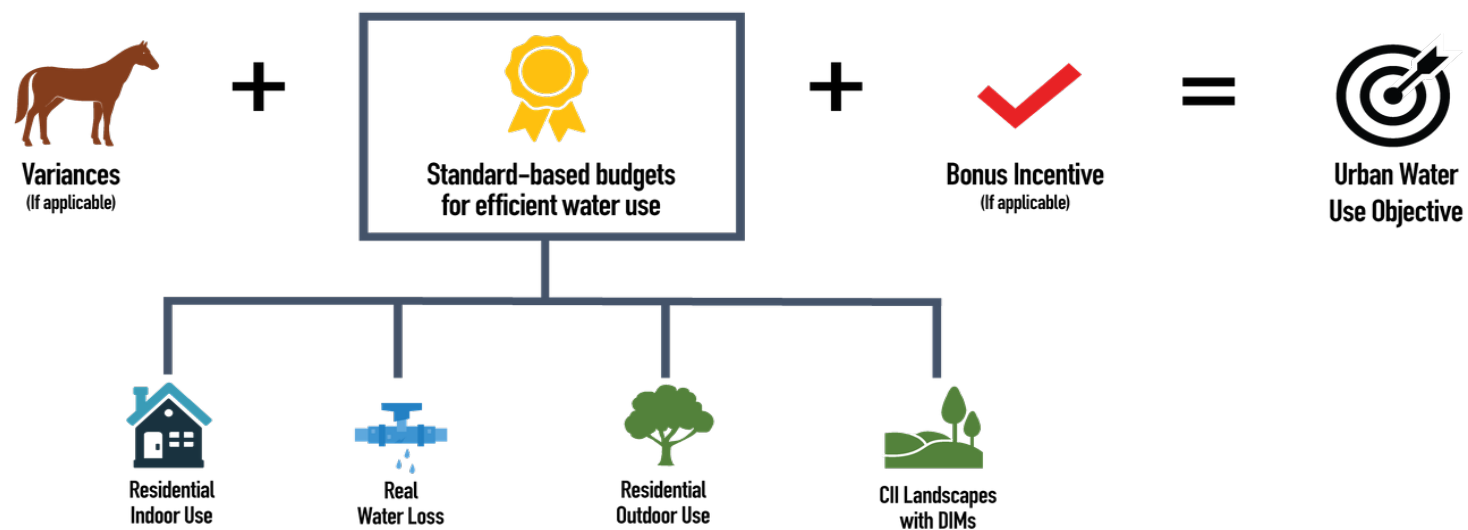
- Formed in 1961 as an independent special district
- Groundwater manager & exclusive groundwater sustainability agency
- One of 29 State Water Project contractors
- DWA provides tap water, recycled water, and wastewater service
- Governed by elected five-member Board of Directors
- Boundary covers 325 square miles
- Utility service provider for Palm Springs & parts of Cathedral City



Background

- DWA adopted our non-functional turf prohibition, Ordinance 80, on August 5, 2025
- The first scheduled discussion for a possible ordinance was March 5, 2025
- Why did we adopt early?

Why Adopt Ordinance 80 Early?



- Making Conservation a California Way of Life Regulation
 - DWA needs approx. 40% reduction in water usage by 2040
 - **Note:** DWA has no short or medium-term supply constraints which makes messaging challenging

Why Adopt Ordinance 80 Early?



- Community Need
 - DWA has about 200 HOA or condo association communities and about 50 additional multi-family properties
 - HOAs became less concerned with irrigation and more concerned with non-functional turf
 - The need for more guidance became obvious as outreach increased

Differences from AB 1572



- Economic Hardship Extensions
 - \$3.5 million divided by 250 units = \$14,000 per unit for assessment
 - A little over 300,000 sq ft removed
 - If financial hardship is demonstrated, DWA's Board has the option to give a 3-year extension

Differences from AB 1572



- Multi-Family Properties
 - DWA chose to include all multi-family properties including apartments

Differences from AB 1572

- Self-Certification
 - DWA is requiring self-certification, 6 months before the January 1st deadlines
 - The form has three purposes:
 - Allows DWA to have up-to-date contact information for each property
 - Distributes the responsibility of identifying non-functional turf
 - Update GIS system concurrently to answer questions of where and how much NFT is in the service area

Desert Water Agency Non-Functional Turf Self-Certification Form

Directions:

1. Enter your property information in the fields below.
2. If your property is not already identified, you can type in, click, or tap your location on the map below.
3. When you are ready, click the Next button on the bottom of this page to proceed.

What type of property are you completing this form for? *

Governmental Property

Commercial, Industrial, or Institutional Property (Business, Religious, Educational, etc.)


Common Area of Homeowner's Association, Mobile Home Park, Apartment, or Other Common Interest Development

What is the name of the property you are submitting the form for? *

🔍

Please enter your 8 digit account number for the property (Optional)

How to find your account number on your bill.



DESERT WATER AGENCY

Office: 1200 S Gene Autry Trl
Palm Springs, CA 92264
Hours: Weekdays: 8am - 5pm
Inquiries: 760-323-4971
Website: www.dwa.org

Mailing: Desert Water Agency
P.O. Box 1710
Palm Springs, CA
92263-1710

CUSTOMER COPY
Please keep this portion
for your records

CUSTOMER NAME	CUSTOMER #	PARCEL ID	ZONE	SERVICE LOCATION
DESERT WATER AGENCY	906399		C	1200 S GENE AUTRY TRL


BILL NUMBER	BILL DATE	ACCOUNT #	ACCOUNT TYPE	DUE DATE
11111	03/14/2025	12220020	PUBLIC	03/29/2025

CHARGE DESCRIPTION	METER NUMBER	PREVIOUS READ DATE	CURRENT READ DATE	PREVIOUS READING	CURRENT READING	USAGE	UOM	RATE	CHARGE AMOUNT
--------------------	--------------	--------------------	-------------------	------------------	-----------------	-------	-----	------	---------------

Please enter your address *

Verify that the map is zoomed into the correct location.

📍 33°50'N 116°33'W



1 of 7



Differences from AB 1572

- Enforcement
 - Penalties
 - “Common Sense” Investigation
 - Non-functional turf should not be green in July or August with 110° heat
 - AMI as an investigative tool




Surprises

PALM VALLEY
SAN DIEGO COUNTY, CALIFORNIA,
THE EARLIEST FRUIT REGION IN THE STATE.

*Perfect Climate
Wonderful Scenery
Pure MOUNTAIN WATER*

*Absolute Cure
for all Pulmonary
and Kindred DISEASES.*



— LANDS in this delightful Valley together with a perpetual Water Right.
for Sale by BRIGGS, FERGUSON & CO. General Agents.
314 California St. SAN FRANCISCO. AND RIVERSIDE CAL.



Surprises

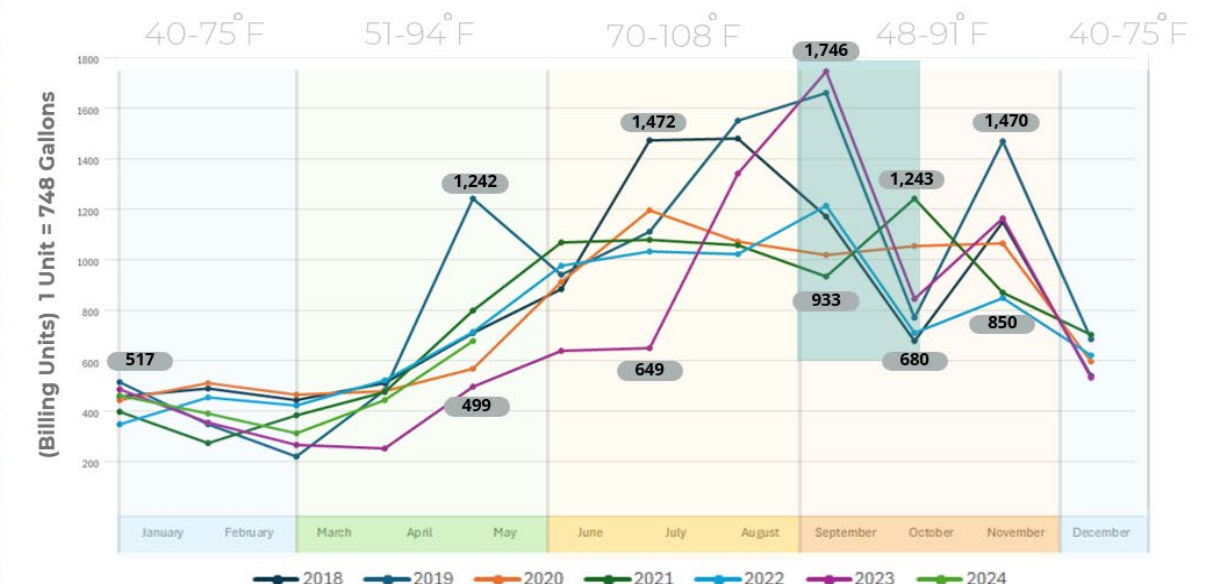
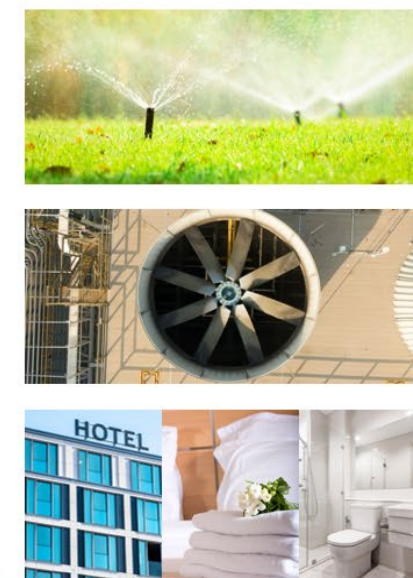


Lessons Learned

- Definitions
 - If you are writing an ordinance with differences from AB 1572, definitions are extremely important
- Sales
- Board buy-in and understanding of NFT prohibition as well as water use objective targets, and related nuances between the two



• **The Data & Research** - We collect information and support it with customer specific water use data.



Partnerships

- Landscapers and Property Managers
 - Workshops and presentations
 - Big impact for a small pool of people
- Community Groups
 - ONE-PS, Hospitality Association, Chambers of Commerce
- Legislative Briefings
 - Bring awareness of any coming changes and advocate for your community
- City Relationships
 - Informing them of expectations for their respective properties
 - Preparing their city council for potential community push back with other timelines
- Direct Contacts
 - Translate the above into action until you are sustained by word of mouth



Making Conservation a California Way of Life

Assemblymember Greg Wallis
Briefing Meeting
August 11, 2025



THANK YOU!



NFT TRAILBLAZERS: GOING BEYOND THE BARE MINIMUM



Moderator: Madeline Wood
City of Santa Barbara



Jenna Shimmin
Eastern Municipal
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Desert Water Agency

NFT TRAILBLAZERS:

ROUNDTABLE DISCUSSIONS

1. Where Are You Now?

Where is your agency in the NFT implementation process, and what is one key barrier you're currently facing?

2. Opportunities & Wins:

What opportunities (funding, partnerships, policy alignment) or early wins could help build momentum for your program?

3. CalWEP Support Needs:

What specific tools or resources would help your agency accelerate NFT implementation, and how can CalWEP support these efforts?

Peer to Peer

Connect. Collaborate. Grow.

COMING UP NEXT:

Rooted on Reality: Tree Health and Landscape Transformations
| 11:15 AM - 12:15 PM | Grand Ballroom

Efficiency Starts Here! Water Loss for Water Efficiency Professionals
| 11:15 AM - 12:15 PM | Napa Ballroom