
SENATE COMMITTEE ON NATURAL RESOURCES AND WATER

Senator Josh Becker, Chair

2025 - 2026 Regular

Bill No:	SB 1062	Hearing Date:	April 21, 2026
Author:	Ochoa Bogh		
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Urgency:	No	Fiscal:	Yes
Consultant:	Katharine Moore		

Subject: Western Joshua Tree Conservation Act: life-sustaining services: project-specific conditions

SUMMARY

This bill would authorize the California Department of Fish and Wildlife, in implementing the Western Joshua Tree Conservation Act, to establish project-specific conditions for certain critical infrastructure, including infrastructure for electricity gas, water, sewer, or telecom service, or related to wildfire hardening, upon request of a state or local agency, and would authorize the project-specific conditions to include projectwide standards for avoidance, minimization, or mitigation measures, a reduction or waiver of in-lieu mitigation fees or other compliance flexibility, or concession, as provided.

BACKGROUND AND EXISTING LAW

*The western Joshua tree (Yucca brevifolia)*¹

The western Joshua tree (WJT) is a member of the agave family. The WJT is a monocot in the subgroup of flowering plants that also includes grasses and orchids. Many birds, mammals, reptiles, and insects depend on the WJT for food and shelter, and it is both culturally and ecologically important.

WJT seeds germinate rarely, and young WJTs may grow quickly in the first five years, then slow down considerably thereafter. WJT grow at rates between 0.5 – 3 inches annually, and the tallest WJT can be more than forty feet high. Some researchers think an average lifespan for a WJT is about 150 years, but some of the largest trees may be older.

WJTs are widely distributed in the Mojave Desert region of California. According to the California Department of Fish and Wildlife's (CDFW's) Status Review of the species, estimates indicate that the abundance of the WJT is currently relatively high, but there is considerable uncertainty in population size estimates.

Threats to the WJT

WJT populations within the state declined following European settlement of the Mojave Desert region, primarily due to habitat loss and degradation related to agricultural conversion and development. CDFW estimates that approximately 30% of the habitat occupied by WJT in California may have been modified between European settlement and the present. Habitat loss, wildfires, aridification, and other climate change effects are major threats to the WJT. For example, in 2020, the Dome Fire incinerated 1.3 million Joshua trees in a part of the Mojave National Preserve called the Cima Dome.

¹ The eastern Joshua tree (*Yucca jaegeriana*) is a distinct variety of Joshua tree found mostly in the eastern Mojave Desert. It is not considered in this bill analysis.

While potentially less immediate than other threats, climate change could represent an existential threat to the WJT. CDFW anticipates that some of the impacts of climate change (e.g., increased temperatures and decreased total water availability locally) is likely to render much of the WJT's existing range to no longer be viable habitat by 2100. In addition, CDFW estimates that over 7% of the WJT range has been developed for other uses.²

Proposed WJT listing under the California Endangered Species Act (CESA)

In response to these threats, the WJT was proposed for listing as threatened under CESA at the Fish and Game Commission (commission) in late 2019. The commission accepted the WJT as a candidate species in 2020, and the WJT remains a candidate species today. While a candidate for listing, the WJT has similar protections to those of a listed species. This includes take prohibitions and take authorization through permits obtained from CDFW. Since becoming a candidate, take permits for WJTs were issued under Fish and Game Code (FGC) §2081 and §2084, and, as applicable, via permits under the WJTCA. The commission is expected to postpone final consideration of the petition to list the WJT until CDFW submits an updated status review to the commission no later than January 1, 2033, as required by the WJTCA.

The Western Joshua Tree Conservation Act (WJTCA)

The WJTCA was enacted to conserve WJT and its habitat while providing pathways for development with appropriate permitting and mitigation, including in-lieu fees for the take of WJT. The WJTCA provides a carefully circumscribed additional and alternative permitting mechanism for “take” of the species. The WJTCA prohibits the import, export, take, possession, purchase, or sale of any WJT in California unless authorized by CDFW. WJTCA authorizes CDFW to issue permits for the incidental take of one or more WJTs if the permittee meets certain conditions. These include that the permittee mitigates all impacts to, and taking of, the WJT, and avoids and minimizes impacts to, and the taking of, the WJT to the maximum extent practicable. Permittees may pay specified fees in lieu of conducting mitigation activities.³ WJTCA also authorizes CDFW to issue permits for the removal of dead WJTs and the trimming of live WJTs under certain circumstances. These two permits are the WJTCA incidental take permit (ITP), and the Hazard Management Permit, respectively.

Pursuant to the WJTCA, CDFW may enter into an agreement with any county or city to delegate limited authority to permit WJT take associated with developing single-family residences, multifamily residences, accessory structures, and public works projects. These so-called delegation agreements limit the number of WJTs that may be taken depending on the type of project. CDFW may similarly enter into delegation agreements with any county or city to permit the removal of dead WJTs and the trimming of live WJTs. The goal of the delegation agreements was to provide a single permitting process for project applicants. No delegation agreements have yet been executed to Committee staff knowledge.

² California Department of Fish and Wildlife (CDFW). 2025. Western Joshua Tree Conservation Plan. Presented to the California Fish and Game Commission, June 12, 2025.

³ The in-lieu fees in the “standard” fee area are currently \$2,609 for a WJT taller than 5 meters, \$521.75 for a WJT between 1 and 5 meters in height, and \$354.75 for WJTs shorter than 1 meter in height. The in-lieu fees for each WJT in the reduced fee area are \$1,043.50, \$208.75, and \$156.50, respectively, for the same size classes. The total in-lieu fee would be the number of WJTs in each size class to be taken multiplied by the fee for that size class summed over all applicable size classes.

Under WJTCA, all in-lieu fees collected will be deposited into the WJT Conservation Fund (Conservation Fund) for appropriation to CDFW solely for the purposes of acquiring, conserving, and managing WJT conservation lands and completing other activities to conserve the WJT. Additionally, WJTCA requires CDFW to develop and implement a WJT conservation plan, as provided. The final conservation plan was approved by the commission in June 2025. CDFW must also compile annual reports assessing WJT conservation status and submit them to the commission and Legislature annually.

WJTCA implementation status

As of the end of Fiscal Year (FY) 2023-2024, CDFW had issued 9 ITPs under the WJTCA and 249 Hazard Management permits authorizing the take of 3,175 WJTs. Most of the authorized take was under the ITPs which provided for the development of 2,888 acres of WJT habitat. In-lieu mitigation fees totaling \$3,075,570 were collected which funded the acquisition of 283 acres of “ecologically core” lands for conservation over 3 parcels. Only 5 WJTs were relocated during FY 2023-2024 as the relocation guidelines had not yet been released.⁴

In addition, as required by the WJTCA, two processes are currently underway:

- The commission is required to review the status of the WJT and the effectiveness of the WJT conservation plan by August 31, 2026 and every two years thereafter. CDFW is required to make recommendations to amend the conservation plan, if needed. A public meeting was held in January 2026, CDFW is currently reviewing comments received and new information, and CDFW is anticipated to provide its recommendations to the commission this summer.
- In addition to authorized indexing, CDFW is authorized, beginning this year, to adopt regulations to adjust the in-lieu mitigation fees to ensure WJT conservation. An informational public forum was held in January and CDFW is currently drafting the Initial Statement of Reasons for a regulatory change which is anticipated to be released by the Spring. The fee adjustment costs will consider restoration, monitoring, land acquisition, conservation easements, and endowments for stewardship of land acquisitions or conservation easements, and do not include CDFW staffing costs. According to its presentation, “CDFW is looking for opportunities to make fees more proportionate to impacts,” and notes that revenues will likely need to increase to ensure WJT conservation.

Additionally, although not required by the WJTCA, CDFW has begun the preparation of a WJTCA Permitting Programmatic Environmental Impact Report (PEIR). WJTCA permitting requires compliance with the California Environmental Quality Act (CEQA), and applicants are generally responsible for CEQA documentation which can cause a disproportionately high financial strain and time delays on homeowners and small projects. The goal of the PEIR preparation is to reduce the time and cost of CEQA compliance for applicants with qualifying projects. Types of qualifying projects include single- and multi-family residences and accessory structures; commercial, industrial, institutional or religious structures; utilities, infrastructure, facilities and buildings; and

⁴ Released in August 2025. A description of the relocation guidelines and protocols can be found in this committee’s bill analysis of SB 1061 (Ochoa Bogh, 2026).

defensible space and on-site safety actions. Qualifying projects may include a limitation on habitat acreage involved and the number of WJTs to be removed. Non-qualifying projects include land development including subdivisions, utility-scale energy generation, transmission or storage projects; or mining operations. Certification of the PEIR is anticipated by the end of the year.

State-mandated conservation and permitting for WJT – either as a candidate species under CESA or through the WJTCA – has been controversial. Of note, and highlighted by the author in materials supplied to the committee, a change in buffer requirements for one water agency project reduced the in-lieu mitigation fees by a factor of 10 from \$11.3 million to \$1.1 million.

Existing law:

- 1) Establishes CDFW and the commission in the California Natural Resources Agency. In general, CDFW implements and enforces the regulations set by the commission and provides data and expertise to inform the commission's decision making.
- 2) Specifies that CDFW has jurisdiction over the conservation, protection, and management of fish, wildlife, native plants, and habitat necessary for biologically sustainable populations of those species. (FGC §1802).
- 3) Defines "take" as hunt, pursue, catch, capture, or kill, or attempt to hunt, pursue, catch, capture, or kill. (FGC §86).
- 4) Prohibits the taking of an endangered or threatened species, except in certain situations. Provides that a candidate species receives CESA protections while its status is pending. (FGC §§2070 *et seq.*).
- 5) Allows CDFW to authorize the taking of listed species pursuant to an ITP if the taking is incidental to an otherwise lawful activity, the impacts are minimized and fully mitigated, and the issuance of the permit would not jeopardize the continued existence of the species. (FGC §§2081; 2084).
- 6) Establishes the WJTCA that enacts the following (FGC §§1927 *et seq.*):
 - a) Prohibits any person or public agency from importing into the state, exporting out of the state, or taking, possessing, purchasing, or selling within the state, a WJT or any part or product of the WJT, except pursuant to the WJTCA, CESA, or the Natural Community Conservation Planning Act (NCCP Act).
 - b) Authorizes WJT take under CESA or by paying certain in-lieu fees specified by the WJTCA when the WJT is a candidate species under CESA.
 - c) Requires the WJTCA to remain operative if the commission determines that listing the WJT under CESA is not warranted. Requires WJT take permitting under CESA or pursuant to the NCCP Act if the commission determines that listing the WJT under CESA is warranted, which would render the WJTCA inoperative.

- d) Authorizes CDFW to issue a permit for the taking of a WJT if specified conditions are met, including, that the permittee mitigates all impacts to, and taking of, the WJT. Authorizes CDFW to include in its permit conditions the requirement that the permittee relocate one or more WJTs. Requires permittees to bear responsibility for implementing measures to assist the survival of relocated WJTs.
- e) Authorizes a permittee, in lieu of completing the mitigation measures on its own, to elect to satisfy the mitigation obligation by paying a fee pursuant to a specified fee schedule.
- f) Requires CDFW to annually adjust the fees for inflation, and to review the fees by December 31, 2026, and every three years thereafter, to ensure the conservation of WJT.
- g) Requires all fees remitted to CDFW to be deposited into the Conservation Fund, as provided, and requires the moneys in the Conservation Fund, upon appropriation by the Legislature, to be used solely for the purposes of acquiring, conserving, and managing WJT conservation lands and completing other activities to conserve the WJT.
- h) Authorizes CDFW to enter into an agreement with any county or city to delegate to the county or city the ability to authorize the taking of a WJT associated with developing single-family residences, accessory structures, and public works projects, as defined, concurrent with the city's or county's approval of the project. Limits the number of WJTs taken associated with single-family residences, multifamily residences, or accessory structures projects to 10 under this delegation.
- i) Authorizes CDFW or its designee to issue a permit to authorize the removal or trimming of a dead WJT or the trimming of a live WJT, as provided.
- j) Requires CDFW to develop and implement a WJT conservation plan, as provided. Specifies that CDFW shall present the final conservation plan at a public meeting of the commission, for its review and approval, by December 31, 2024, and requires the commission to take final action on the plan by June 30, 2025.
- k) Requires CDFW to submit an annual report to the commission and the Legislature addressing the conservation status of the WJT, as provided.
- l) Requires the commission, beginning in 2026, and at least every two years thereafter, to, at a public meeting, review the status of the WJT and the effectiveness of the conservation plan, as specified.
- m) Requires CDFW to submit to the commission an update of the status review required under CESA that incorporates any new scientific information and includes an evaluation of conservation efforts under the WJTCA by January 1, 2033.

This bill would:

- 1) Define “life-sustaining service” to mean an activity related to critical infrastructure, including, but not limited to, infrastructure that provides electricity, gas, water, sewer, or telecom service or work related to wildfire hardening.
- 2) Authorize CDFW to establish project-specific conditions for a project related to a life-sustaining service upon request by a state or local public agency, as specified.
 - a) Project-specific conditions are authorized to include, but not be limited to:
 - i) The creation of projectwide standards for avoidance, minimization, or mitigation measures.
 - ii) A reduction or waiver of in-lieu mitigation fees.
 - iii) Other compliance flexibility or concession CDFW deems appropriate to facilitate timely and cost-effective maintenance, operation, or construction of a project.
- 3) Make additional minor technical amendments.

ARGUMENTS IN SUPPORT

According to the author, “The Western Joshua tree is a native plant species found throughout California’s high desert and is protected by the WJTCA, which prohibits the taking of the species unless authorized by CDFW. While these protections serve an important conservation purpose, public agencies responsible for operating, maintaining, or constructing systems that provide life-sustaining services – such as electricity, gas, water, sewer, or telecoms – face unique challenges in complying with the existing permitting and fee structure.”

“For example, the service territory of a water agency may encompass hundreds of Western Joshau trees that must be removed, relocated, or trimmed for the purpose of completing a district-wide septic-to-sewer conversion project. The payment of fees for each individual tree, broad avoidance buffers, and difficult minimization measures can create significant financial burdens for the agency and can result in millions of dollars in costs passed on to ratepayers.”

“Rather than imposing inflexible conditions that penalize necessary infrastructure work, state law should facilitate collaboration between agencies and CDFW to develop workable, affordable solutions that balance the conservation goals of the WJTCA with critical infrastructure needs, particularly in rural areas.”

“SB 1062 clarifies state law to explicitly authorize CDFW to issue permits with project-specific conditions to public agencies for projects related to life-sustaining services. By allowing CDFW to streamline permitting and establish a single, project-wide mitigation framework, this bill lowers operational costs for agencies and helps maintain reliable, affordable essential services for customers.”

ARGUMENTS IN OPPOSITION

The Center for Biological Diversity, in a joint sign-on opposition letter, writes that this bill “would significantly alter the Western Joshua Tree Conservation Act (WJTCA) by weakening critical protections for the western Joshua Tree and undermining the delicate and carefully negotiated compromise that led to the Act’s passage.”

[...]

SB 1062 “would substantially alter this structure by authorizing CDFW to reduce or waive mitigation fees, or otherwise relax or generalize avoidance, minimization, and mitigation requirements, for projects associated with so-called ‘life sustaining activities.’”

[...]

“The breadth of the activities encompassed by the bill’s definition of ‘life sustaining activities,’ together with the absence of statutory limits on the scope or frequency of mitigation reduction or waivers, raises serious concerns about cumulative impacts. Over time, repeated use of this authority could substantially diminish mitigation funding and weaken the WJTCA’s ability to achieve its conservation objectives.”

[...]

With respect to the PEIR they note, “The proposed permitting program would include coverage for a range of activities directly relevant to SB 1062’s objectives, including the construction and modification of utility and infrastructure projects, upgrades to existing facilities, maintenance and operations of new and existing infrastructure, and wildfire-related activities such as defensible space and on-site fire safety actions.”

[...]

“Appropriate mitigation is essential to achieving the central goal of the WJTCA: conserving the western Joshua tree and its habitat such that listing under CESA will not be warranted. By weakening avoidance, minimization, and mitigation requirements – and by creating broad exemptions and uncertainty – [this bill] undermine[s] this objective and jeopardize[s] the long-term effectiveness of the law, which may result in the need to finalize the listing of the Western Joshua tree under the California Endangered Species Act.”

COMMENTS

Fundamentally undermines the WJTCA. This bill, as written, undermines the WJTCA by authorizing reductions in both permitting requirements and fee waivers for certain activities. As noted by the opposition, the goal of the WJTCA is to promote WJT conservation in order to avoid listing as threatened or endangered under CESA. This bill does not promote that objective.

Streamlined, standardized, and cheaper permitting. The WJTCA authorizes local jurisdictions to seek delegated authority from CDFW to do WJTCA permitting for certain projects. The local jurisdiction could offer concurrent permitting for these projects. No jurisdiction has elected to do so.

CDFW has apparently recognized that implementation of the WJTCA has not progressed smoothly. CDFW’s effort to develop and certify a PEIR – an unusual step to take by an agency for the general public without explicit legislative direction – is an example of its efforts to improve permitting. As noted above, the PEIR is anticipated to be certified later this year or early next year. The PEIR is likely to provide for essentially standardized permitting for those projects that meet certain criteria and may include many of the types of projects that the author seeks to address with this bill.

As CDFW undertakes the mandatory review of the in-lieu mitigation fees, it may be that there is an opportunity within the existing framework of the WJTCA to modify the fee amounts – for example, where the project provides community-wide benefits.

In view of this, the Committee may wish to replace the existing provisions of the bill with language to authorize CDFW to consider tiered in-lieu mitigation fees [Amendment #1], and

It is worth noting that in the instance of the Hi-Desert Water Agency project, CDFW was able to exercise discretion in reducing the permitting fee by approximately \$10 million after review. As more and larger projects are permitted under the WJTCA, implementation may likely further improve.

The AB 1089 veto message. Opponents make a fair point that the WJTCA represented a heavily negotiated balance between competing interests, and changes to the WJTCA have the potential to either delay further implementation or upset the perceived balance between interests.

Last year, Governor Newsom in his veto message for AB 1089 (Carillo, 2025) which would have added no fee WJT take for defensible space to the WJTCA, among other provisions, stated:

I am returning Assembly Bill 1089 without my signature.

This bill authorizes the Department of Fish and Wildlife (CDFW) to enter into an agreement with any city to delegate to the city the taking of a Western Joshua Tree associated with commercial and industrial projects. In addition, this bill revises CDFW's authority to issue a permit for the removal of a Western Joshua Tree around single-family homes.

The Western Joshua Tree Conservation Act (Act) of 2023 was carefully crafted to balance the need to develop housing and clean energy projects in the Mojave Desert region, while creating a robust but practical permitting process aimed at protecting one of California's most iconic species. The Act currently authorizes CDFW to enter into an agreement with any county or city and delegate limited authority to permit the taking of a Western Joshua Tree associated with developing single-family residences, multifamily residences, accessory structures, and public works projects.

While I recognize the desire to expand this delegated authority to include the taking of these trees where commercial and industrial projects are sited, this bill goes too far in authorizing the blanket removal of these trees near single-family homes that will ultimately undermine Western Joshua Tree protections and conservation requirements under the Act. Furthermore, this bill would increase the complexity and time required to manage the permitting process as modified by this measure.

For these reasons, I cannot sign this bill.

While AB 1089 (Carillo, 2025) is a different WJTCA bill than this one, the veto message highlights the reticence of the Newsom Administration to make substantive changes to the WJTCA when it is still in the beginning phases of implementation.

The author may wish to continue working closely with CDFW on this bill's scope and content.

Three bills and one author. Acknowledging the importance of the topic to the author, it remains unusual to have three bills on the same topic by one author. This is particularly true when the bills seek to modify the same code section in multiple ways. The author may wish to consolidate language as the bills move forward.

Recent related legislation

SB 1061 (Ochoa Bogh, 2026) would exempt from WJTCA the relocation of a WJT that is relocated to a site within the same parcel or a contiguous parcel owned by the same owner, and would specify that take under the WJTCA does not include unintentionally or accidentally causing the death of a WJT, as provided. *(This bill is pending before this Committee.)*

SB 1063 (Ochoa Bogh, 2026) would authorize CDFW to permit the taking of a WJT without payment of fees or other mitigation upon demonstration to CDFW that the taking of a WJT is related to the maintenance, operation, or construction of a life-sustaining service, as defined, including through a service connection to a single-family residence or multifamily residence, including distribution infrastructure, as specified. The bill would also require CDFW to grant or deny that permit within 30 days of a request, or within 10 days of a request to address a threat to health or safety, among other provisions. *(This bill is pending before this Committee.)*

AB 1808 (Carillo, 2026) would authorize CDFW to enter into an agreement with any city to delegate to the city the taking of a WJT associated with commercial and industrial projects, and would authorize CDFW to permit, without payment of fees or other mitigation, the removal or trimming of a WJT by the owner of an existing single-family residence or by the developer of a public works project, under certain circumstances, as provided. *(This bill is pending before the Assembly Water, Parks, and Wildlife Committee.)*

AB 1663 (Wallis, 2026) would exempt from the WJTCA a project or activity located within a parcel that contains, or will contain, a single-family residence that has been continuously owned by the same person, as specified, on or before July 10, 2023, and the parcel owner complies with applicable local ordinances regarding WJTs as those local ordinances read on July 10, 2023, as provided. *(This bill is pending before the Assembly Water, Parks, and Wildlife Committee.)*

AB 1089 (Carillo, 2025) would have authorized CDFW to enter into an agreement with any city to delegate to the city the taking of a WJT associated with commercial and industrial projects in certain conditions, and would have revised CDFW's authority to issue a permit for the removal of WJT, including to meet defensible space requirements, among other provisions, as specified. *(This bill was vetoed by Governor Newsom.)*

AB 2443 (Carrillo, 2024) would have addressed commercial and industrial projects under the WJTCA in a similar fashion to this bill. (*This bill was subsequently amended into a bill about transaction and use tax.*)

SB 122 (Committee on Budget and Fiscal Review, Chapter 51, Statutes of 2023), a public resources budget trailer bill, establishes the WJTCA.

SUGGESTED AMENDMENTS (not accepted)

AMENDMENT 1

Delete proposed FGC §1927.1(h) & proposed FGC §1927.3(h)

Amend FGC §1927.8 as follows:

1927.8. (a) Beginning in 2026, and at least every two years thereafter, the commission shall review the status of the western Joshua tree and the effectiveness of the conservation plan in conserving the species at a public meeting to be held prior to August 31. Concurrent with each review conducted pursuant to this section, the department shall make recommendations to the commission, as necessary, for amendments to the conservation plan to ensure the conservation of the western Joshua tree.

(b) The department shall annually adjust the fees provided for in Section 1927.3 pursuant to Section 713. By December 31, 2026, and every three years thereafter, the department shall adopt and subsequently amend regulations pursuant to Section 702 adjusting the fees as necessary to ensure the conservation of the species. **The department shall consider making the fees proportionate to the impact of a project and the use of tiered fees by project type, size, or other criteria.** The department shall utilize total cost accounting when determining the adequacy of the fees for ensuring conservation of the species, including ensuring sufficient funds for land acquisition or conservation easement costs, monitoring costs, restoration costs, transaction costs, and the amount of endowments for land management or easement stewardship costs consistent with Chapter 4.6 (commencing with Section 65965) of Division 1 of Title 7 of the Government Code and Part 7 (commencing with Section 18501) of Division 9 of the Probate Code.

SUPPORT

Bighorn-Desert View Water Agency

CalCIMA

California Building Industry Association

City of Big Bear Lake

Community Water Systems Alliance

County of San Bernardino

Greater High Desert Chamber of Commerce

Hi-Desert Water District

Mojave Water Agency

Morongo Basin Residents for Reasonable Joshua Tree Regulations

Town of Apple Valley

Town of Yucca Valley
Western Manufactured Housing Communities Association

A few individuals

OPPOSITION

California Native Plant Society
Center for Biological Diversity
Defenders of Wildlife
Mojave Desert Land Trust
Native American Land Conservancy
Sierra Club California

One individual

-- END --