



**San Diego County**  
**Local Agency Formation Commission**  
 Regional Service Planning | Subdivision of the State of California

**6b**

**AGENDA REPORT**  
 Public Hearing

February 1, 2021

**TO:** Commissioners

**FROM:** Keene Simonds, Executive Officer  
 Linda Heckenkamp, Analyst II

**SUBJECT: Proposed Sphere of Influence Updates |  
 Resource Conservation Districts in San Diego County**

**SUMMARY**

The San Diego County Local Agency Formation Commission (LAFCO) will consider approving sphere of influence updates for all three resource conservation districts (RCDs) in San Diego County. The updates are being presented as part of the Commission’s five-year study requirement to review and – as needed – make changes to spheres in step with designating the affected agencies’ appropriate and near-term service areas. The updates draw on information included in a recently prepared municipal service review and recommends the Commission proceed to affirm all three RCDs’ – Mission, Greater San Diego County, and Upper San Luis Rey– spheres without changes.

**BACKGROUND**

**Spheres of Influence**

LAFCOs establish and maintain spheres of influence for all cities and most special districts to designate the territory it independently believes represents the appropriate and probable future service areas and jurisdictional boundaries of the affected agencies. Importantly, all jurisdictional changes, such as annexations and detachments, must be consistent with the spheres of the affected local agencies with limited exceptions. Recent legislation also now

<b>Administration</b> Keene Simonds, Executive Officer County Operations Center 9335 Hazard Way, Suite 200 San Diego, California 92123 T 858.614.7755 F 858.614.7766 www.sdlafco.org	<b>Vice Chair Jim Desmond</b> County of San Diego  <b>Nora Vargas</b> County of San Diego  <b>Joel Anderson, Alternate</b> County of San Diego	<b>Mary Casillas Salas</b> City of Chula Vista  <b>Bill Wells</b> City of El Cajon  <b>Paul McNamara, Alternate</b> City of Escondido	<b>Chris Cate</b> City of San Diego  <b>Marni von Wilpert, Alt</b> City of San Diego	<b>Jo MacKenzie</b> Vista Irrigation  <b>Barry Willis</b> Alpine Fire Protection  <b>Erin Lump, Alternate</b> Rincon del Diablo	<b>Chair Andy Vanderlaan</b> General Public  <b>Harry Mathis, Alternate</b> General Public
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requires LAFCOs to review all local agencies' spheres every five years and update as appropriate and based on information generated as part of a municipal service review.

### **Informing Document to Sphere Update | Municipal Service Review on Resource Conservation Districts**

San Diego LAFCO recently prepared a municipal service review on the RCDs consistent with the adopted workplan. The municipal service review is expected to be formally acted on ahead of this item and serves as the Commission's independent evaluation of the availability, need, and adequacy of services provided by the three RCDs operating in San Diego County: Mission; Greater San Diego County; and Upper San Luis Rey. The municipal service review – notably – includes several recommendations and this includes the Commission proceeding to affirm all three affected agencies' spheres without changes.

### **DISCUSSION**

This item is for San Diego LAFCO to consider recommendations to approve updates to the spheres of influence for Mission, Greater San Diego County, and Upper San Luis Rey RCDs. The recommendations are drawn from the associated municipal service review recently prepared on RCDs and would affirm the existing designations without changes for all three affected agencies. Sphere descriptions for all three agencies and related details follows.

- **Mission RCD**

The sphere was established by San Diego LAFCO in 1986 and last affirmed in 2013. The sphere spans approximately 185.2 square miles covering 118,528 acres (parcels and public rights-of-ways) within one contiguous area and an estimated resident population of 123,611. The main population center within the sphere is Fallbrook and Bonsall. The sphere does not include any non-jurisdictional lands. The sphere includes only unincorporated lands that are mostly in semi-rural and general agricultural uses. There are no existing special study areas. Changes to the sphere may be warranted for Mission to better reflect existing and/or needed service activities – including but not limited to expanding into Orange and Riverside Counties – but should be deferred given other priorities identified in the municipal service review. Accordingly, no changes to the sphere are recommended at this time.

- **RCD of Greater San Diego County**

The sphere was established by San Diego LAFCO in 1995 and last affirmed in 2013. The sphere spans approximately 2,889 square miles covering 1,913,312 acres (parcels and public rights-of-ways) within one contiguous area and an estimated resident population of 1.5 million. The main population center within the sphere is the City of San Diego, although less than one-tenth of the City is within the District's jurisdictional boundary. The sphere is approximately 12.0% larger than the District boundary with the inclusion of 257,247 non-jurisdictional acres that are largely concentrated in the Cities of San Diego, Chula Vista, and National City. The sphere does not exclude any existing jurisdictional lands. There are no existing special study areas. Changes to the sphere

may be warranted for Greater San Diego but should be deferred given other priorities identified in the municipal service review. Accordingly, no changes to the sphere are recommended at this time.

- **Upper San Luis Rey RCD**

The sphere was established by San Diego LAFCO in 1986 and last affirmed in 2013. The sphere spans approximately 402 square miles covering 257,280 acres (parcels and public rights-of-ways) within one contiguous area and an estimated resident population of 11,735. The main population center within the sphere is Pauma Valley and Rincon. The sphere includes approximately 30,715 non-jurisdictional acres. The sphere is entirely comprised of unincorporated lands that are largely in semi-rural and agricultural uses. There are no existing special study areas. Changes to the sphere may be warranted for Upper San Luis Rey but should be deferred given other priorities identified in the municipal service review. Accordingly, no changes to the sphere are recommended at this time.

## **ANALYSIS**

Proceeding with updates to affirm all three RCDs' spheres without changes is appropriate and serves to maintain baseline growth expectations where only boundary expansions (i.e. annexations) are contemplated for Greater San Diego County. The other two RCDs – Mission and Upper San Luis Rey – have largely coterminous sphere designations and therefore are not expected to expand in the immediate future. Proceeding to affirm the baseline is consistent with the recommendation of the associated municipal service review and prioritizes resources for the Commission to have a complete and accurate accounting of the location of the agencies' services in relationship to their current jurisdictional boundaries and spheres.

## **RECOMMENDATION**

It is recommended San Diego LAFCO approve updates to affirm without changes the spheres of influence for Mission, Greater San Diego County, and Upper San Luis Rey RCDs. This recommendation is consistent with Alternative One as outlined in the succeeding section.

## **ALTERNATIVES FOR ACTION**

The following alternative actions are available to San Diego LAFCO and can be accomplished through a single-approved motion.

Alternative One (recommended):

Adopt the draft resolution provided as Attachment One approving updates to affirm all three affected special districts' spheres without changes.

Alternative Two:

Continue the item and request additional information from staff as needed.

## PROCEDURES FOR CONSIDERATION

This item has been placed on San Diego LAFCO's agenda for action as part of a noticed public hearing. The following procedures are recommended in the consideration of this item:

- 1) Receive verbal presentation from staff unless waived.
- 2) Initial questions or clarifications from the Commission.
- 3) Open the hearing and invite comments in the following order:
  - representatives from the affected agencies
  - other interested parties and the general public
- 4) Discuss item and consider the staff recommendation.

On behalf of the Executive Officer,



Linda Heckenkamp  
Analyst II

Attachment:

- 1) Draft Resolution Approving Updates to Affirm Existing Spheres
  - Map of Mission Resource Conservation District Shown as Exhibit B
  - Map of Resource Conservation District of Greater San Diego County as Shown as Exhibit C
  - Map of Upper San Luis Rey Resource Conservation District Shown as District D

**RESOLUTION NO.**

**RESOLUTION OF THE  
SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION  
MAKING DETERMINATIONS**

**SPHERE OF INFLUENCE UPDATES  
MISSION RESOURCE CONSERVATION DISTRICT  
RESOURCE CONSERVATION DISTRICT OF GREATER SAN DIEGO  
UPPER SAN LUIS REY RESOURCE CONSERVATION DISTRICT**

**WHEREAS**, the San Diego County Local Agency Formation Commission, herein after referred to as the “Commission”, is a political subdivision of the State of California with regulatory and planning responsibilities to facilitate orderly growth and development under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

**WHEREAS**, the Commission is responsible under Government Code Section 56425 to establish spheres of influence for all local agencies under Commission oversight with the added statutory directive that all jurisdictional changes must be consistent with the affected agencies’ spheres with limited exceptions; and

**WHEREAS**, the Commission is also responsible under Government Code Section 56425 to review and update all local agencies’ spheres of influence every five years as necessary; and

**WHEREAS**, the Commission completed a municipal service review on the resource conservation districts in San Diego County consistent with statute and includes Mission Resource Conservation District, Resource Conservation District of Greater San Diego County, and Upper San Luis Rey Conservation District, hereafter referred as the “affected agencies”; and

**WHEREAS**, the municipal service review on the resource conservation districts serves as the informing document for the Commission to proceed with sphere of influence updates for the affected agencies; and

**WHEREAS**, the Executive Officer’s written report and recommendations on sphere of influence updates for the affected agencies was presented to the Commission in a manner provided by law; and

**WHEREAS**, the Commission heard and fully considered all the evidence presented at a public meeting concerning the sphere of influence updates on the affected agencies on February 1<sup>st</sup>, 2021;

**WHEREAS**, as part of the sphere of influence update process, the Commission is required pursuant to Government Code Section 56425(e) to make a statement of written determinations with regards to certain factors.

**NOW, THEREFORE, BE IT RESOLVED**, the Commission hereby finds, determines, and orders the following:

1. The Commission determines the sphere of influence updates for the affected agencies represents a project under the California Environmental Quality Act but exempt from further review under the “general rule” provided under State Guidelines 15061(b)(3). This exemption appropriately applies given it can be seen with certainty spheres of influence are planning policies and any establishments, amendments, or updates do not make any changes to the environment or authorize any new uses or services.
2. The Commission has considered the Executive Officer’s written report on the sphere of influence updates and recommendations therein for the affected agencies.
3. The Commission makes the statements set forth in Exhibit “A” in determining the spheres of influence for the affected agencies.
4. The Commission APPROVES updates for the affected agencies to affirm with no changes to the existing sphere of influence designations. Further:
  - a) The updated sphere of influence for Mission Resource Conservation District is affirmed with no changes as shown as Exhibit “B”.
  - b) The updated sphere of influence for Resource Conservation District of Greater San Diego County is affirmed with no changes as shown as Exhibit “C”.
  - c) The updated sphere of influence for Upper San Luis Rey Conservation District is affirmed with no changes as shown as Exhibit “D”.

PASSED AND ADOPTED by the Commission on February 1<sup>st</sup>, 2021 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAINING:

ATTEST:

\_\_\_\_\_  
TAMARON LUCKETT  
Executive Assistant

## EXHIBIT A

### SPHERE OF INFLUENCE UPDATES MISSION RESOURCE CONSERVATION DISTRICT RESOURCE CONSERVATION DISTRICT OF GREATER SAN DIEGO UPPER SAN LUIS REY RESOURCE CONSERVATION DISTRICT

#### STATEMENT OF DETERMINATIONS GOVERNMENT CODE SECTION 56425

1. With respect to present and planned land uses in the areas as required under Section 56425(e)(1), the Commission independently determines the following.
  - a) Mission RCD and Upper San Luis Rey RCD's existing spheres of influence are entirely unincorporated and mostly comprise rural residential and commercial agriculture. Land uses within the RCD of Greater San Diego County include greater land use variety and include both unincorporated and incorporated territory. Affirmation of the existing spheres of influence for all three agencies is consistent and/or otherwise compatible with these land uses.
2. With respect to present and probable need for public facilities and services in the area as required under Section 56425(e)(2), the Commission independently determines the following.
  - a) All three agencies – Mission RCD, RCD of Greater San Diego, and Upper San Luis Rey RCD – provide one or more natural resource functions (agricultural enhancement, erosion stabilization, soil erosion, water conservation, water distribution, and wildlife enhancement) consistent with community needs. Affirmation of the existing spheres of influence for all three agencies is consistent and/or otherwise compatible with these needs.
3. With respect to present capacity of public facilities and adequacy of public services the agencies' provide or are authorized to provide as required under Section 56425(e)(3), the Commission independently determines the following.
  - a) A comprehensive evaluation of the municipal functions provided by all three affected agencies and adequacy therein has been separately prepared by the Commission as part of a municipal service review. The Commission relies on the municipal service review in making all related sphere of influence determinations for the affected agencies.
4. With respect to the existence of any relevant social or economic community of interest in the area as required under Section 56425(e)(4), the Commission independently determines the following.
  - a) All three affected agencies have established distinct social and economic communities of interests within their respective spheres of influence that affirmatively reflect and respond to local service needs and priorities of the public. Affirmation of the existing spheres of influence for all three agencies reaffirms these existing communities of interests.
5. With respect to the present and probable need for public water, sewer, and fire protection services of any disadvantaged unincorporated communities within or adjacent to the sphere as

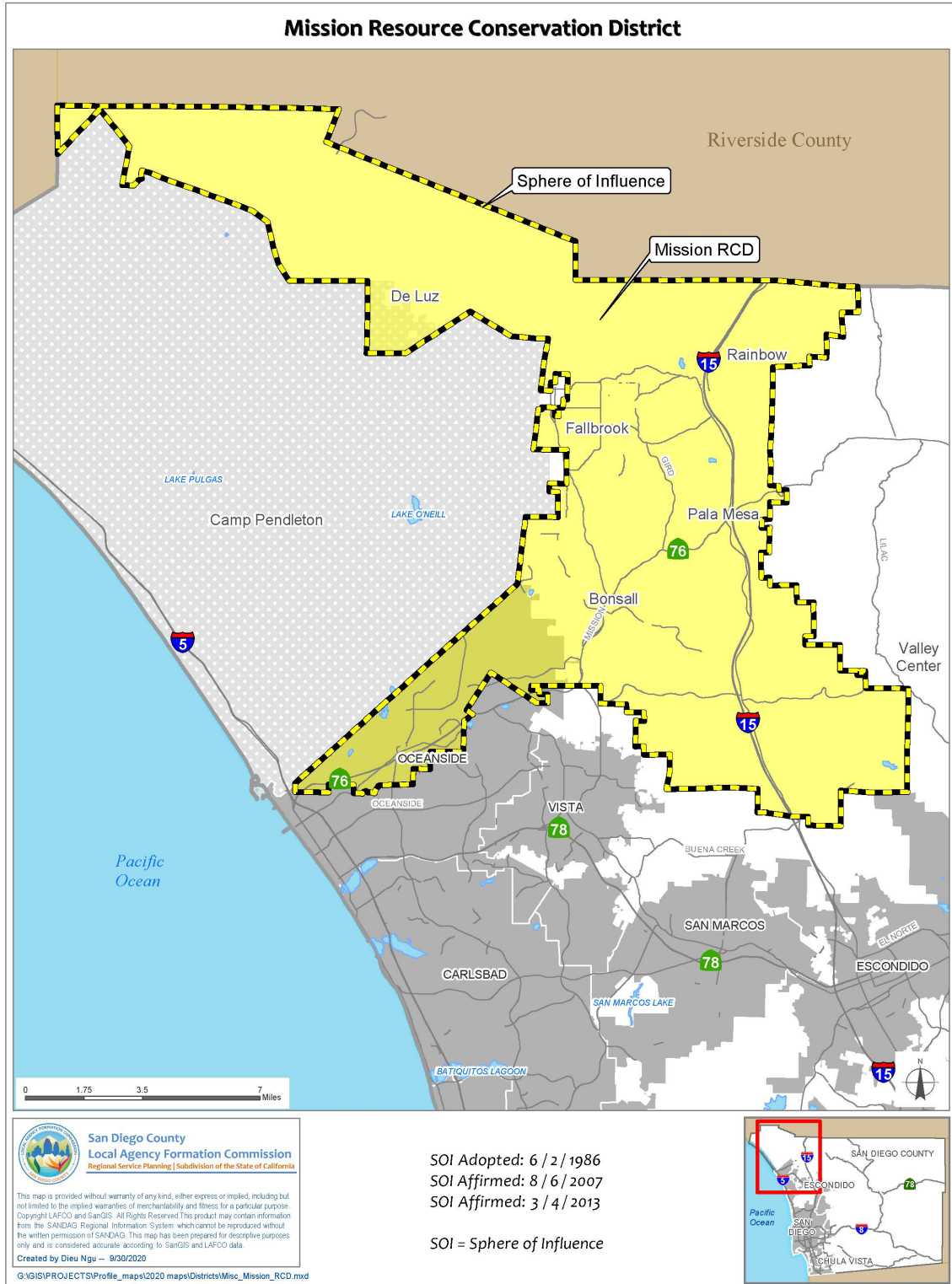
required under Section 56425(e)(5), the Commission independently determines the following.

- a) There are no areas within the existing spheres of influence for all three affected agencies that qualify as disadvantaged unincorporated communities under State and local policy. Affirming the spheres will not impact existing disadvantaged unincorporated communities in San Diego County.



# EXHIBIT B

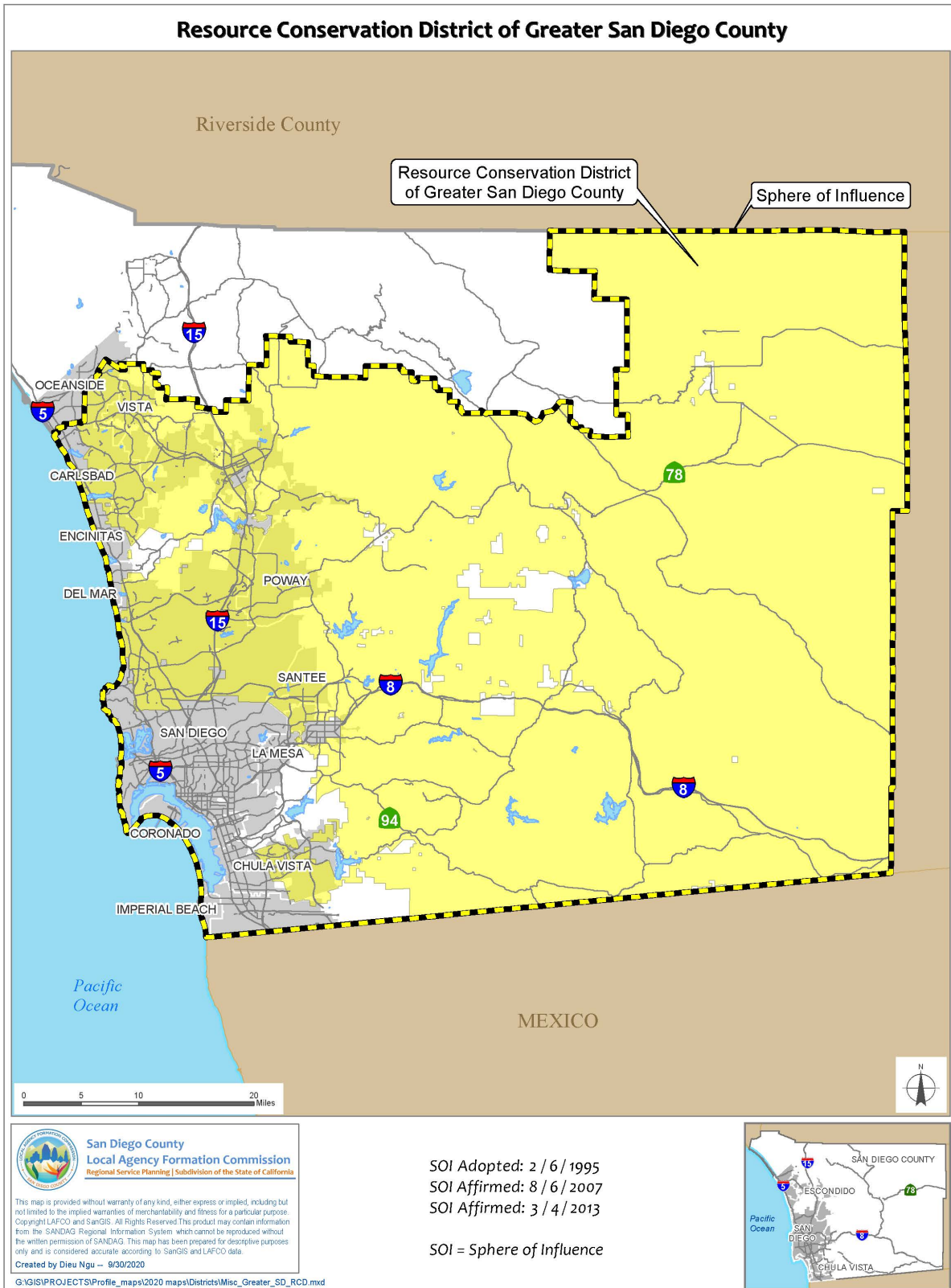
## SPHERE OF INFLUENCE UPDATES FOR THE RESOURCE CONSERVATION DISTRICTS MISSION RESOURCE CONSERVATION DISTRICT



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# EXHIBIT C

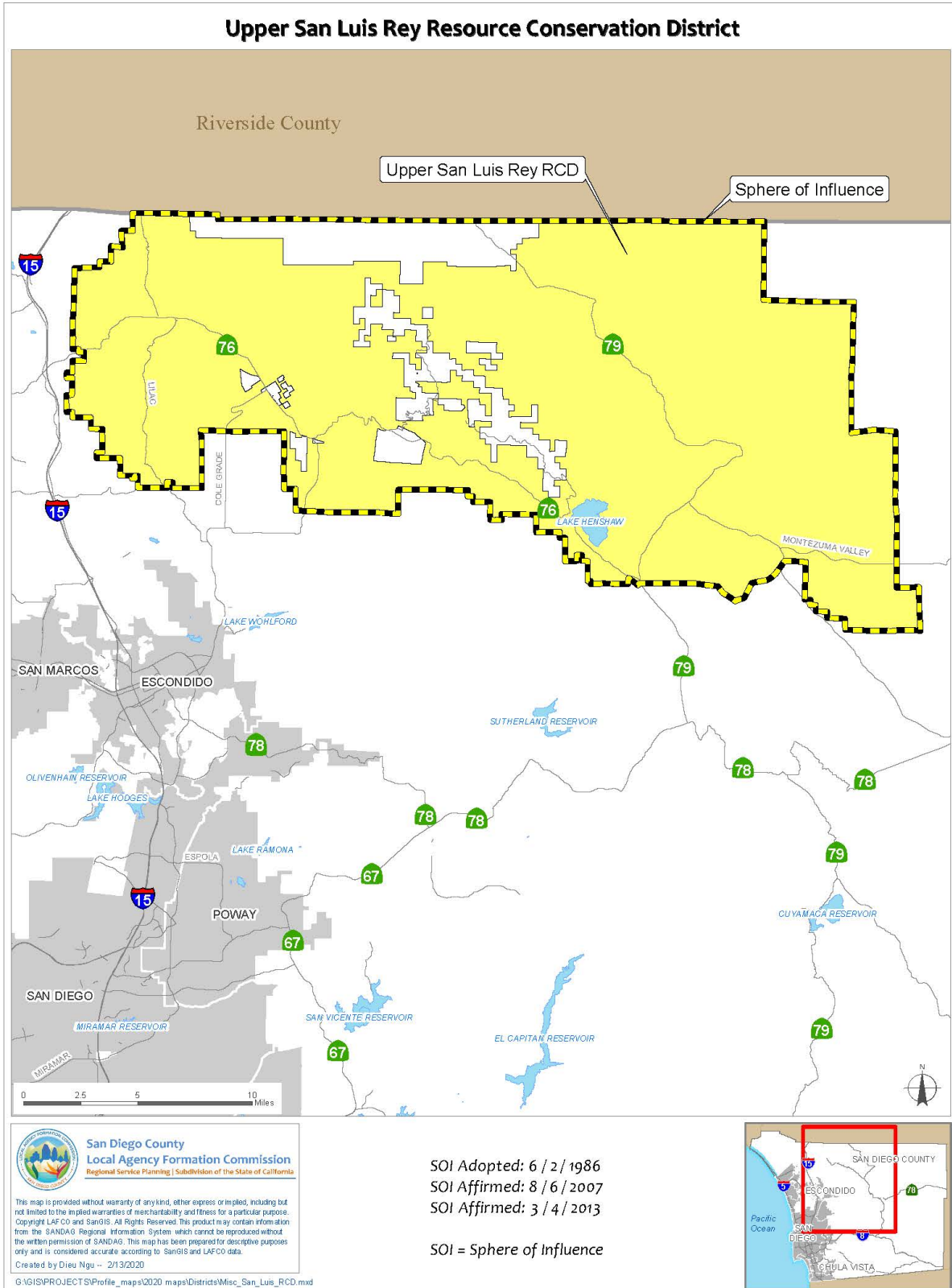
## SPHERE OF INFLUENCE UPDATES FOR THE RESOURCE CONSERVATION DISTRICTS RESOURCE CONSERVATION DISTRICT OF GREATER SAN DIEGO COUNTY



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EXHIBIT D

SPHERE OF INFLUENCE UPDATES FOR THE RESOURCE CONSERVATION DISTRICTS  
UPPER SAN LUIS REY RESOURCE CONSERVATION DISTRICT



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