



San Diego County Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

FINAL SPECIAL MEETING AGENDA SPECIAL DISTRICTS ADVISORY COMMITTEE

Friday, March 19, 2021

VIDEOCONFERENCE ATTENDANCE ONLY

Chair Kimberly Thorne

Vice Chair Jack Bebee

Consistent with the Governor's Executive Order N-29-20, the March 19, 2021 meeting will occur remotely through videoconferencing. The public may watch the meeting live using the link on our website home page (www.sdlafco.org).

The public may submit comments remotely and/or register to speak by:

1. Submitting an eComment at www.sdlafco.org prior to 4:00 P.M. on Thursday, March 18, 2021
 - These comments will be distributed and posted online ahead of the meeting
 - This includes the option to request a call-in to directly comment during the meeting
2. Emailing erica.blom@sdcounty.ca.gov during the meeting on Friday, March 19, 2021
 - These comments will be read by staff into the record and subject to a three-minute limit

1. 9:30 A.M. – CALL TO ORDER BY CHAIR

2. ROLL CALL BY SECRETARY

3. EXECUTIVE OFFICER REPORT

4. CONSENT ITEMS

All items calendared as consent are considered ministerial or non-substantive and subject to a single motion approval. Any member of the Committee can request discussion.

a) Approval of Meeting Minutes | December 18, 2020 (action)

The Committee will consider draft summary minutes prepared for the last meeting held on December 18, 2020. Staff recommends the Committee approve the summary minutes with any changes or clarifications as needed.

b) Progress Report on 2020-2021 Workplan (information)

The Committee will receive a progress report on accomplishing specific projects included in the adopted workplan for 2020-2021. Information only.

5. BUSINESS ITEMS

a) Review of Draft Workplan and Budget for 2021-2022 (discussion)

The Committee will review the Commission's draft workplan and budget for 2021-2022. The item is being presented for discussion and feedback ahead of the Commission considering a final action on both documents at its May 2021 meeting.

Contact: Keene Simonds, Executive Officer

b) Municipal Service Review on Resource Conservation Districts | Proceeding with Recommended Addendum and Other Actions (discussion)

The Committee will receive an update on the Commission's recently completed municipal service review on resource conservation districts (RCDs) and proceeding with related recommendations. This includes direction from the Commission to prepare an addendum to clarify the active service functions and classes of the San Luis Rey RCD and in doing so address the District's standing in providing groundwater management. The Committee will also receive a related report from its own working group (Thorner, Bebee, and Bushee).

Contact: Linda Heckenkamp, Analyst II

c) Current and Pending Proposals (information)

The Committee will receive a report identifying current proposals on file with the Commission as well as pending submittals. Information only.

Contact: Robert Barry, Chief Policy Analyst

d) LAFCO Website Review (discussion)

The Committee will receive a presentation on the current LAFCO website in terms of content and features and provide input on potential changes. Feedback provided will be used by staff in proceeding with a planned update to the website in FY2022. Verbal report only.

Contact: Dieu Ngu, GIS Analyst

6. PUBLIC COMMENTS

7. COMMITTEE MEMBER ANNOUNCEMENTS

8. ADJOURNMENT

Attest to Posting:

Ruth Arellano
Executive Assistant

Any person with a disability under the Americans with Disabilities Act (ADA) may receive a copy of the agenda or a copy of all the documents constituting the agenda packet for a meeting upon request. Any person with a disability covered under the ADA may also request a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting. Please contact the LAFCO office at least three (3) working days prior to the meeting at 858-614-7755 for any requested arraignments or accommodations.



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

4a

AGENDA REPORT
 Consent | Action

March 19, 2021

TO: Special Districts Advisory Committee
FROM: Ruth Arellano, Executive Assistant
SUBJECT: **Approval of Meeting Minutes for December 18, 2020**

SUMMARY

The Special Districts Advisory Committee (“Committee”) will receive action minutes prepared for the last meeting held on Friday, December 18, 2020. The minutes are in draft-form and being presented for formal approval with any desired corrections or clarifications as requested by the Committee.

BACKGROUND

The Ralph M. Brown Act was enacted by the State Legislature in 1953 and established standards for the public to attend and participate in meetings of local government bodies. The “Brown Act” requires – and among other items – public agencies to maintain written minutes for qualifying meetings.

DISCUSSION

This item is for the Committee to consider approving action minutes prepared by staff for the December 18, 2020 meeting consistent with the Brown Act.

<p>Administration 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</p>	<p>Vice Chair Jim Desmond County of San Diego Nora Vargas County of San Diego Joel Anderson, Alt. County of San Diego</p>	<p>Mary Casillas Salas City of Chula Vista Bill Wells City of El Cajon Paul McNamara, Alt. City of Escondido</p>	<p>Chris Cate City of San Diego Marni von Wilpert, Alt. City of San Diego</p>	<p>Jo MacKenzie Vista Irrigation Barry Willis Alpine Fire Protection Vacant, Alt. Special District</p>	<p>Chair Andy Vanderlaan General Public Harry Mathis, Alt. General Public</p>
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ANALYSIS

The attached action minutes for the December 18, 2020 meeting accurately reflect the Committee's deliberations as recorded by staff. An audio recording of the meeting has also been posted on the Commission's website.

RECOMMENDATION

It is recommended the Committee approve the draft action minutes prepared for the December 18, 2020 meeting as presented. This recommendation is consistent with Alternative One in the proceeding section.

ALTERNATIVES FOR ACTION

The following alternatives are available to the Committee through a single motion:

Alternative One (recommended):

Approve the draft action minutes prepared for the December 18, 2020 meeting with any desired corrections or clarifications.

Alternative Two:

Continue to the next regular meeting and provide direction to staff as needed.

PROCEDURES

This item has been placed on the Committee's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Committee.

Respectfully,



Ruth Arellano
Executive Assistant

Attachment: as stated

DRAFT MINUTES

SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION SPECIAL DISTRICTS ADVISORY COMMITTEE SPECIAL MEETING DECEMBER 18, 2020

VIDEOCONFERENCE ATTENDANCE ONLY PURSUANT TO GOVERNOR ORDER N-29-20

1. ROLL CALL

Chair Kimberly Thorner called the virtual meeting to order at 9:30 a.m. and then requested a roll call from the Committee Clerk.

Committee Members Present:

Chair Kimberly Thorner (Olivenhain MWD); Jack Bebee (Fallbrook PUD); Paul Bushee (Leucadia WWD); Bill Haynor (Whispering Palms CSD); Tom Kennedy (Rainbow MWD); James Gordon (Deer Springs FPD); Fred Cox (Rancho Santa Fe FPD); Sheryl Landrum (Resource Conservation District of Greater San Diego County); Hector Martinez (South Bay ID); Marty Miller (Vista Irrigation District); Mark Robak (Otay WD); Oliver Smith (Valley Center MWD); Mike Sims (Bonita-Sunnyside FPD); Robert Thomas (Pomerado CD); and John Van Doorn (North County FPD).

Committee Members Absent:

Joel Scalzitti (Helix WD) and Al Lau (Santa Fe Irrigation District).

The following members of LAFCO staff were also virtually present at roll call: Executive Officer Keene Simonds; Chief Policy Analyst Robert Barry; Analyst Linda Heckenkamp; Analyst Priscilla Allen; GIS Analyst Dieu Ngu; Commission Clerk Tamaron Luckett; Administrative Assistant Erica Blom and Executive Assistant Ruth Arellano serving as Committee Clerk.

2. PLEDGE OF ALLEGIANCE

Chair Kim Thorner led the Pledge of Allegiance.

3. EXECUTIVE OFFICER REPORT

Executive Officer Simonds reported the meeting was being live cast on YouTube and instructions for the viewing public to provide comments to the Committee were provided on the agenda and further detailed on the LAFCO homepage. The Executive Officer also thanked Commission Clerk Luckett for administering the recent election process for the Committee and resulted in the selection of five new members.

4. CHAIR AND MEMBER REPORTS

Chair Thorner welcomed the new members to the Committee and asked for self-introductions from all members present.

5. PUBLIC COMMENTS

Chair Thorner invited public comments. Executive Assistant Arellano and Administrative Assistant Blom reported no registered speakers or emails for general public comment.

6. CONSENT ITEMS

Item No. 6a

Approval of Minutes of September 18, 2020 (Action)

The Committee considered draft summary minutes prepared for the last meeting held on September 18, 2020. Recommend approval.

Item No. 6b

Progress Report on Adopted 2020-2021 Workplan (Information)

The Committee received a report updating the status of projects calendared as part of the adopted workplan. Information only.

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On motion of Tom Kennedy and seconded by Mark Robak, and carried with the majority in favor of the Committee members present, to approve the consent calendar. Three committee members present requested to abstain from approval of the minutes: Paul Bushee, Marty Miller and John Van Doorn. Absent: Joel Scalzitti and Al Lau.

7. BUSINESS ITEMS

Item No. 7a

Draft Municipal Service Review on RCDs (Discussion)

The Committee received a presentation from Local Government Analyst, Linda Heckenkamp on the Commission's draft municipal service review on resource conservation districts. The presentation focused on key themes and recommendations identified in the draft and next steps in the municipal service review process. Discussion and feedback only.

Initial comments and clarifying questions from the Committee.

Chair Thorner invited the following registered speakers to address the Committee:

- Andy Lyall, Resource Conservation District, President, Upper San Luis Rey RCD
- Amy Reeh, General Manager, Yuima MWD
- Jeremy Jungreis, General Counsel, Yuima MWD
- Steve Anderson, Legal Counsel, Pauma Valley Community Services District
- Robert Pelcyger, San Luis Rey Indian Water Authority

Additional Committee discussion followed and general agreement for the Chair to proceed in forming a working group with Jack Bebee and Paul Bushee to assist in reviewing the status of the Upper San Luis Rey RCD with respect to participating in a local GSA.

Item No. 7b

Proposed Amendment to Statute |

Clarifying Exception Determination for Out of Agency Services by Contract (Discussion)

Local Government Analyst Allen presented a draft legislative proposal prepared at the direction of the Commission to clarify LAFCOs' role in determining exception eligibility in statute with respect to local agencies providing extraterritorial services under Section 56133.

General discussion by the Committee followed.

Item No. 7c

Selection of Chair and Vice Chair for 2021 (Action)

The Committee considered appointing officers for Chair and Vice Chair for the upcoming calendar year.

On motion of Tom Kennedy and seconded by Jack Bebee, to nominate Kimberly Thorner as Chairperson for the Committee and carried unanimously in favor of the Committee members present, to approve Ms. Thorner as Committee Chair for the 2021 calendar year. Abstained: Kimberly Thorner. Absent: Joel Scalzitti and Al Lau

On motion of Kim Thorner and seconded by Tom Kennedy, to nominate Jack Bebee as Vice Chairperson for the Committee and carried unanimously in favor of the Committee members present, to approve Ms. Thorner as Committee Chair for the 2021 calendar year. Abstained: Jack Bebe. Absent: Joel Scalzitti and Al Lau

ADJOURNMENT TO NEXT REGULAR MEETING

There being no further business to come before the Special Districts Advisory Committee, the meeting was adjourned at 11:24 a.m. to the next scheduled meeting on March 19, 2021.

Attest:

Ruth Arellano

Executive Assistant

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San Diego County
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4b

AGENDA REPORT
 Consent | Action

March 19, 2021

TO: Special Districts Advisory Committee
FROM: Keene Simonds, Executive Officer
SUBJECT: Progress Report on 2020-2021 Workplan

SUMMARY

The Special Districts Advisory Committee (“Committee”) will receive a progress report with respect to the Commission accomplishing specific projects included in the adopted workplan for 2020-2021. The report is being presented for discussion and feedback along with the opportunity to identify potential amendments and/or other projects in future workplans for subsequent consideration by the Commission.

BACKGROUND

San Diego LAFCO’s current fiscal year workplan includes 27 projects and divided into two distinct categories – statutory and administrative – with the latter representing discretionary activities. The workplan is further distinguished by priority rankings: high; moderate; or low.

DISCUSSION

This item provides the Committee an opportunity to review the status of scheduled workplan projects and provide real-time input before the close of the third quarter of the fiscal year. All workplan projects are detailed in Attachment One along with their status. The item is being presented for discussion and provides the Committee the opportunity to identify potential amendments for the current fiscal year and/or additions to future workplans.

Administration 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	Vice Chair Jim Desmond County of San Diego Nora Vargas County of San Diego Joel Anderson, Alt. County of San Diego	Mary Casillas Salas City of Chula Vista Bill Wells City of El Cajon Paul McNamara, Alt. City of Escondido	Chris Cate City of San Diego Marni von Wilpert, Alt. City of San Diego	Jo MacKenzie Vista Irrigation Barry Willis Alpine Fire Protection Vacant, Alt. Special District	Chair Andy Vanderlaan General Public Harry Mathis, Alt. General Public
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ANALYSIS

San Diego LAFCO has initiated work on 22 of the 27 projects included in the adopted workplan as the third quarter nears completion. Seven projects have been completed and headlined by updating the Agricultural and Open Space Lands Policy and a countywide municipal service review on resource conservation districts. Notwithstanding the overall progress, other projects have lagged and include high priority activities to update Rule No. 4 (special district functions and classes) and municipal service reviews on the Fallbrook-Rainbow, Vista, San Marcos regions. These and other projects will not be completed by the end of the fiscal year and have been added to a draft workplan for 2021-2022 for separate review by the Committee.

RECOMMENDATION

This item is presented to the Committee for information only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

This item has been placed on the Committee's agenda as part of the consent calendar and – if pulled – can be discussed by the members.

Respectfully,



Keene Simonds
Executive Officer

Attachment:

- 1) 2020-2021 Workplan with Status Notations



San Diego County Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

2020-2021 Workplan

Introduction:

Local Agency Formation Commissions' (LAFCOs) operate under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2001 ("CKH") and are delegated regulatory and planning responsibilities by the Legislature to oversee the formation and subsequent development of local government agencies and their municipal service areas. Common regulatory functions include approving jurisdictional changes (annexations, detachments, etc.) and outside service requests. Common planning functions include preparing studies to independently evaluate the availability, performance, and need for municipal services and establishing and updating spheres of influence – which are the Legislature's version of urban growth boundaries and gatekeepers to future jurisdictional changes – for all cities and special districts. All regulatory and planning activities undertaken by LAFCOs may be conditioned and must be consistent with policies and procedures.

Objective:

This document represents San Diego LAFCO's ("Commission") formal 2020-2021 Workplan. The Workplan draws on the recommendations of the Executive Officer as vetted and approved by the Commission. The Workplan is divided into two distinct categories – statutory and administrative – with one of three priority rankings: high; moderate; or low. The underlying intent of the Workplan is to serve as a management tool to allocate Commission resources in a transparent manner over the 12-month period. Further, while it is a stand-alone document, the Workplan should be reviewed in relationship to the adopted operating budget given the planned goals and activities are facilitated and or limited accordingly. Additionally, and as needed, the Commission reserves discretion to amend the Workplan during the fiscal year to address changes in resources and or priorities and to carry-forward projects into subsequent years.

Executive Summary:

The 2020-2021 Workplan continues to guide the Commission to prioritize resources in addressing statutory duties and responsibilities. This includes continuing work on existing projects established – but not yet completed – from earlier fiscal years and marked by completing municipal service reviews for the Escondido, Vista, San Marcos, and Fallbrook-Rainbow regions. Several policy updates are also scheduled and include reviewing LAFCO's existing policies regarding the identification and authorization of special district service functions and classes. Other administrative projects filling the Analyst I/II position and securing a long-term office lease.

Priority	Level	Type	Project	Description and Key Issues	Status
Continual	...	Statutory	Applicant Proposals	LAFCO will prioritize resources to address proposals involving boundary changes and outside service requests.	
Continual	...	Administrative	Targeted LAFCO Presentations	LAFCO will prioritize public outreach; emphasis on informing stakeholders ahead of MSR work	
1	High	Statutory	MSR Fallbrook-Rainbow Region	Reviews of Fallbrook PUD, Rainbow MWD, San Luis Rey MWD, & North County FPD	In progress
2	High	Statutory	MSR Escondido Region Part II	Review of the City of Escondido; follows completion of Part I (Rincon del Diablo MWD and Deer Springs FPD) in 2019-2020	In progress
3	High	Statutory	MSR Resource Conservation Services	Countywide study on RCD services; reviews of Mission RCD, Upper San Luis Rey RCD, & Greater San Diego RCD	Completed
4	High	Administrative	Policy Review Ag and Open Space	Update existing policies and procedures involving ag and open space; incorporate stakeholder outreach (Farm Bureau, etc.)	Completed
5	High	Administrative	Policy Review Rule No. 4	Update Rule No. 4 and its provisions guiding LAFCO's duty to identify and establish special districts' service functions and classes	In progress
6	High	Statutory	MSR Poway Region	Review is specific to the City of Poway	Near completion
7	High	Statutory	MSR San Marcos Region	Reviews of the City of San Marcos, San Marcos FPD, & Vallecitos WD	In progress
8	High	Statutory	MSR Vista Region	Reviews of the City of Vista, Vista ID, Vista FPD, & Buena SD	In progress
9	High	Administrative	Analyst I/II Position	Perform recruitment and hire of a new Analyst I/II	Completed
10	High	Administrative	Office Space	Current lease for office space with County of San Diego expires in August 2020 with no extension options	In progress
11	Moderate	Administrative	Initiate State Grant (Added by Amendment)	Enter into an agreement with RCD of Greater San Diego to establish roles/duties in implementing recent State grant to track ag uses	In progress
12	Moderate	Statutory	MSR Ramona Region	Review is specific to the Ramona MWD	Near completion
13	Moderate	Statutory	MSR Pauma Valley Region	Reviews of Pauma MWD, Pauma CSD, Yuima MWD, Mootamai MWD, and Rincon Ranch CSD	Pending
14	Moderate	Administrative	Cities Advisory Committee	Staff and maintain feedback with Cities Advisory Committee and hold no less than two formal meetings in FY	Near completion
15	Moderate	Administrative	Special Districts Advisory Committee	Staff and maintain feedback with Special Districts Advisory Committee and hold no less than three formal meetings in FY	Near completion
16	Moderate	Administrative	Live-Streaming and On-Demand Video	Expand LAFCO's real-time accessibility to the public to include live streaming meetings with on demand accessibility	Completed
17	Moderate	Administrative	2019-2020 Audit	Coordinate outside consultant's review of financial statements for 2019-2020 and identify opportunities to improve accounting system	In progress
18	Moderate	Administrative	Policy Review Study Schedule	Update study schedule calendaring municipal service reviews to reflect current progress and related observations	Pending
19	Moderate	Administrative	SANDAG	Re-establish regular participation in SANDAG's Technical Working Group (TWG) and prepare an informational report on related topics	In progress
20	Moderate	Administrative	State Groundwater Management Act	Prepare report on State Groundwater Management Act (SGMA) implementation in San Diego County relative to LAFCO duties/interests	Completion
21	Moderate	Administrative	CALAFCO	Participate in CALAFCO through the Board, Leg Committee, and Annual Workshop and Conference in FY	Completed
22	Low	Administrative	Application Procedures	Streamline existing application packet to be more user-friendly; address new statutory requirements	Pending
23	Low	Statutory	MSR Oceanside and Carlsbad Region	Reviews of the Cities of Oceanside and Carlsbad as well as Carlsbad MWD and Morro Hills	In progress
24	Low	Statutory	MSR Encinitas Region	Reviews of the City of Encinitas and Leucadia WWD, Olivenhain MWD, & San Dieguito WD	Pending
25	Low	Administrative	SOI/MSR Annual Report	Prepare annual report to serve as living record of all sphere actions in San Diego County	Pending
26	Low	Administrative	Local Agency Directory	Create user-friendly publication identifying and summarizing local governmental agencies subject to LAFCO oversight	In progress
27	Low	Administrative	Social Media	Establish social media presence as a new communication forum	Completed



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

5a

AGENDA REPORT
 Public Hearing

March 19, 2021

TO: Special Districts Advisory Committee
FROM: Keene Simonds, Executive Officer
SUBJECT: Draft Workplan and Budget for 2021-2022

SUMMARY

The Special Districts Advisory Committee (“Committee”) will review a draft Commission workplan and budget for 2021-2022. Both documents were approved in draft-form by Commission at its March 1st meeting and currently under public review and comment. The draft workplan outlines 30 specific project goals ranging in priority from “high” to “low” with several continued from the current fiscal year. The draft budget draws on the workplan and tallies \$1.941 million in operating expenses, which represents a net increase of 1.3% and largely tied to adjustments in employee benefit costs. A matching amount of revenues are also budgeted with one internal distinction to fix agency apportionments at current levels with the remaining difference being covered by additional reserves. The item is being presented for discussion with feedback – including recommendations – and will be incorporated into final documents for presentation at the Commission’s May 3rd meeting.

BACKGROUND

Annual Budget Process

San Diego LAFCO is responsible under State law to adopt a proposed (draft) budget by May 1st and a final budget by June 15th. A mandatory review by all local funding agencies is required between the two adoption periods. State law also specifies the draft and final budgets shall be equal to the budget adopted for the previous fiscal year unless LAFCO formally finds any reduced costs will allow the membership to meet its regulatory and planning duties.

Administration 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	Vice Chair Jim Desmond County of San Diego Nora Vargas County of San Diego Joel Anderson, Alt. County of San Diego	Mary Casillas Salas City of Chula Vista Bill Wells City of El Cajon Paul McNamara, Alt. City of Escondido	Chris Cate City of San Diego Marni von Wilpert, Alt. City of San Diego	Jo MacKenzie Vista Irrigation Barry Willis Alpine Fire Protection Vacant, Alt. Special District	Chair Andy Vanderlaan General Public Harry Mathis, Alt. General Public
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Notwithstanding other discretionary sources, LAFCO's annual operating costs shall be funded by local agencies based on the following apportionment formula.

- The County of San Diego covers 28.6% of the total apportionment
- The City of San Diego covers 14.3% of the total apportionment
- The other cities cover 28.6% of the total apportionment
 - individual amounts among the 17 cities are based on revenues
- The independent special districts cover 28.6% of the total apportionment
 - individual amounts among the 58 independent districts are based on revenues

DISCUSSION

This item is for the Committee to review and provide feedback on the Commission's draft workplan and budget for 2021-2022. The review is part of a current public review and comment period with final action scheduled by the Commission at its May 3rd meeting. A summary discussion of the main components underlying both documents follows.

Summary | Draft Workplan in 2021-2022

The draft workplan outlines 30 specific projects and detailed as Attachment One. Listed projects include both new and existing tasks continued from the current fiscal year and sequentially listed as high, high-moderate, moderate, moderate-low, or low priority. A "top 10" represents the highest priority projects with several covering the North County region.

Summary | Draft Budget in 2021-2022

The draft operating budget is provided as Attachment Two and sets expenses at \$1.941 million; a net increase of \$25,048 or 1.3% over the current fiscal year. A matching amount of revenues is budgeted with one notable internal distinction. This distinction involves setting agency contributions at the current fiscal year amount to ensure no increases in apportionments.

ANALYSIS

The draft workplan for 2021-2022 is expanded from previous fiscal-years and accommodates several current and meritorious projects that are expected to extend into the new fiscal year, including several high priority municipal service reviews in North County. Several new projects are also accommodated and include proceeding with sponsoring a legislative proposal to clarify LAFCOs' authority in overseeing extraterritorial services and proactively establishing practices to translate key LAFCO documents for Spanish-speaking residents. The draft budget supports the workplan and maintains core resources and marked by preserving staffing levels at 8.0 fulltime employees. This core resource retention underlies overall expenses increasing by 1.3% from \$1.916 million to \$1.941 million and largely attributed to changes in employee benefit costs that are outside the Commission's direct control.

RECOMMENDATION

It is recommended the Committee provide feedback on the draft Commission workplan and budget for 2021-2022 – including recommendations on desired revisions. Staff will incorporate the feedback received from the Committee into preparing final versions of both documents ahead of the Commission taking formal action at its May 3rd meeting.

ALTERNATIVES FOR ACTION

None.

PROCEDURES FOR CONSIDERATION

This item has been placed on the Committee's agenda for discussion as part of the business calendar. The following procedures apply.

- 1) Receive verbal report from staff.
- 2) Initial questions or request for clarifications.
- 3) Discuss item and provide feedback as requested.

Respectfully,



Keene Simonds
Executive Officer

Attachments:

- 1) Draft Workplan
- 2) Draft Budget

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

2021-2022 Draft Workplan

Introduction:

Local Agency Formation Commissions' (LAFCOs) operate under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2001 ("CKH") and are delegated regulatory and planning responsibilities by the Legislature to oversee the formation and subsequent development of local government agencies and their municipal service areas. Common regulatory functions include approving jurisdictional changes (annexations, detachments, etc.) and outside service requests. Common planning functions include preparing studies to independently evaluate the availability, performance, and need for municipal services and establishing and updating spheres of influence – which are the Legislature's version of urban growth boundaries and gatekeepers to future jurisdictional changes – for all cities and special districts. All regulatory and planning activities undertaken by LAFCOs may be conditioned and must be consistent with policies and procedures.

Objective:

This document represents San Diego LAFCO's ("Commission") formal 2021-2022 Workplan. The Workplan draws on the recommendations of the Executive Officer as vetted and approved by the Commission. The Workplan is divided into two distinct categories – statutory and administrative – with sequential priority rankings: high; moderate; or low. The underlying intent of the Workplan is to serve as a management tool to allocate Commission resources in a transparent manner over the 12-month period. Further, while it is a stand-alone document, the Workplan should be reviewed in relationship to the adopted operating budget given the planned goals and activities are facilitated and or limited accordingly. Additionally, and as needed, the Commission reserves discretion to amend the Workplan during the fiscal year to address changes in resources and or priorities and to carry-forward projects into subsequent years.

Executive Summary:

The 2021-2022 Workplan continues to guide the Commission to prioritize resources in addressing statutory duties and responsibilities. This includes continuing work on existing projects established – but not yet completed – from earlier fiscal years and marked by completing municipal service reviews in north and coastal communities. Several projects are also included to expand the scope and effectiveness of LAFCO's outreach efforts and marked by establishing professional translation services to better engage Spanish-speaking members of the public. Planned policy updates include addressing city island annexation criterion, special district service functions and classes, and environmental justice.

Priority	Level	Type	Project	Description and Key Issues
Ongoing	...	Statutory	Applicant Proposals and Requests	LAFCO will prioritize its available resources to address proposals involving boundary changes and outside service requests
Ongoing	...	Administrative	Targeted LAFCO Presentations	LAFCO will prioritize public outreach and agency interactions; emphasis on informing stakeholders ahead of MSR work
1	High	Statutory	MSR Fallbrook-Rainbow Region	Complete the scheduled review of Fallbrook PUD, Rainbow MWD, San Luis Rey MWD, & North County FPD
2	High	Administrative	Fallbrook and Rainbow Ad Hoc Committee	Complete the work of the Ad Hoc Committee in assisting in the administrative review of the associated reorganization proposals
3	High	Administrative	Office Space Needs and Possible Relocation	Review long-term office space needs and options and make appropriate accommodations ahead of current lease expiring in September 2021
4	High	Statutory	MSR Escondido Region Part II	Complete the scheduled review of the City of Escondido; follows completion of Part I (Rincon del Diablo MWD and Deer Springs FPD) in 2019-2020
5	High	Administrative	Legislative Proposal G.C. 56133	Sponsor and/or otherwise facilitate an amendment to clarify LAFCOs' determine when local agencies require formal approval to provide outside services
6	High	Statutory	Policy Review Commission Rule No. 4	Complete a comprehensive update to Rule No. 4 and its provisions to identify and establish special districts' service functions and classes
7	High	Statutory	MSR Oceanside and Carlsbad Region	Complete scheduled reviews of the Cities of Oceanside and Carlsbad as well as Carlsbad MWD and Morro Hills CSD (coordinate with Encinitas region)
8	High	Statutory	MSR Encinitas Region	Initiate and complete scheduled reviews of the City of Encinitas and Leucadia WWD, Olivenhain MWD, and San Dieguito WD (coordinate with Oceanside region)
9	High	Administrative	English to Spanish Translation	Establish procedures and practices to translate key documents for Spanish language residents to enhance community outreach efforts
10	High	Statutory	Policy Establishment Environmental Justice	Consider policy options to address environmental justice in regulatory and planning activities consistent with statutory intent; coordinate with County
11	High-Moderate	Administrative	2020-2021 Audit	Complete outside audit of financial statements for 2020-2021 for and ensure consistency with accounting standards by December 2021
12	High-Moderate	Statutory	2022-2023 Workplan and Budget	Adopt proposed and final workplan and budgets documents by March and May 2022, respectively and with the service of a Budget Committee (new)
13	High-Moderate	Statutory	MSR San Marcos Region	Complete the scheduled reviews of the City of San Marcos, San Marcos FPD, & Vallecitos WD (coordinate with Vista region)
14	High-Moderate	Statutory	MSR Vista Region	Complete the scheduled reviews of the City of Vista, Vista ID, Vista FPD, & Buena SD (coordinate with San Marcos region)
15	High-Moderate	Administrative	Special Districts Advisory Committee	Provide administrative support to the Special Districts Advisory Committee and hold no less than three formal meetings in FY
16	High-Moderate	Administrative	Cities Advisory Committee	Provide administrative support to the Cities Advisory Committee and hold no less than two formal meetings in FY
17	Moderate	Administrative	RCD Ad Hoc Committee	Coordinate work of the Ad Hoc Committee in implementing recommendations included in the final MSR on RCDs in San Diego County (ongoing)
18	Moderate	Administrative	Legislative Proposal RCDs	Facilitate and/or participate in a comprehensive rewrite of RCD law and – among other priorities – clarify service function powers
19	Moderate	Statutory	Policy Review Island Annexations	Consider options to define “substantially surrounded” and provide related mapping to inform update to existing island annexation policies
20	Moderate	Administrative	SALT Grant Ag Trends	Initiate grant award and begin two-year project to identify and track agricultural trends in San Diego County
21	Moderate-Low	Statutory	MSR Pauma Valley Region	Complete the scheduled review of Pauma MWD, Pauma CSD, Yuima MWD, Mootamai MWD, and Rincon Ranch CSD
22	Moderate-Low	Statutory	Informational Report Mutual Water Companies	Prepare a report identifying private mutual water companies in San Diego County and key service characteristics consistent with AB 54
23	Moderate-Low	Administrative	Social Media	Continue to establish and expand social media presence in communicating and receiving information with the public
24	Moderate-Low	Administrative	SANDAG	Participate in SANDAG's Technical Working Group (TWG) and provide annual update to the Commission on shared interests
25	Moderate-Low	Administrative	Application Procedures	Streamline existing application packet to be more user-friendly; address new statutory requirements
26	Low	Administrative	GIS Mapping Outside Utility Services	Establish a new GIS layer to identify existing outside wastewater and water services approved by the Commission
27	Low	Administrative	Website Enhancement SGMA	Add a dedicated page to the LAFCO website addressing SGMA and related GSA activities in San Diego County
28	Low	Administrative	Website Enhancement Video Discussions	Add video discussions on current LAFCO projects and key duties on the website and cross-connected to social media
29	Low	Administrative	Annual Local Agency Directory	Update and publish an annual local agency directory subject to LAFCO oversight
30	Low	Administrative	SOI/MSR Annual Report	Update and publish an annual report documenting all recorded municipal service review and sphere of influence actions in San Diego County



San Diego County Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

OPERATING EXPENSES

Salaries and Benefits Unit

Account No.	Description
51110-51310	Salaries and Wages
51410	Retirement - SDCERA
51415	Retirement - Post Employment Benefits
51421	Retirement - Post Employment Benefits - Bonds
51450	Payroll Taxes: Social Security and Medicare
51510-51550	Group Insurance: Health and Dental Coverage
51560	Unemployment Insurance

Services and Supplies Unit

Account No.	Description
52074	Telecommunications
52138	General Liability Insurance
52178	Vehicle - Maintenance
52182	Vehicle - Fuel
52270	Memberships
52304	Miscellaneous
52330	Office: General
52332	Office: Postage
52334	Office: Printing
52336	Office: Books and Guidelines
52338	Office: Drafting/Engineering
52344	Office: Supplies and Furnishings
52354	Office: County Mail Services
52370	Professional Services: Consultants
52490	Publications and Legal Notices
52504	Leases: Equipment
52530	Leases: Office Space
52550	Special Expenses: County Overhead
52562	Special Expenses: New Hire Backgrounds
52566	Special Expenses: Minor Equipment
52602	Computer Training
52610	Travel and Training In County
52612	Employee Auto
52622	Travel and Training Out of County
52704-52722	Reimbursements: Network
52723	Reimbursements: Data Center
52725	Reimbursements: Financial Systems
52726-52732	Reimbursements: Desktop Computing
52734	Reimbursements: Help Desk
52750-52754	Reimbursements: Catalog Equipment
52758	Reimbursements: Vehicle Lease

		FY 2019-2020		FY 2020-2021		FY 2021-2022		
		Adopted	Actuals	Adopted	Estimates	Draft	Prior FY Difference \$	Prior FY Difference %
		1,189,184	1,153,901	1,249,712	1,286,904	1,292,364	42,652	3.4%
		722,780	695,356	763,339	769,295	756,365	(6,974)	-0.9%
		258,148	255,294	272,668	296,538	301,077	28,408	10.4%
		10,539	10,165	10,977	11,465	9,164	(1,813)	-16.5%
		40,321	38,219	41,998	43,989	37,655	(4,343)	-10.3%
		53,393	49,698	55,613	52,907	55,934	321	0.6%
		100,234	105,031	103,116	112,471	130,169	27,053	26.2%
		3,769	138	2,000	240	2,000	-	0.0%
		3,600	3,829	3,636	5,235	6,336	2,700	74.3%
		-	3,419	-	10,576	10,787	10,787	
		1,500	1,309	980	960	980	-	0.0%
		1,000	245	1,000	300	500	(500)	-50.0%
		28,139	18,049	25,412	19,477	25,510	98	0.4%
		50	10	50	25	50	-	0.0%
		7,420	4,781	7,420	3,742	6,420	(1,000)	-13.5%
		500	275	500	-	250	(250)	-50.0%
		10,000	1,199	10,000	2,500	8,000	(2,000)	-20.0%
		2,000	4,112	2,000	3,500	2,000	-	0.0%
		50	-	50	-	50	-	0.0%
		17,800	8,145	15,800	10,308	14,300	(1,500)	-9.5%
		10,000	8,514	10,000	6,905	10,000	-	0.0%
		234,505	226,762	190,094	236,432	199,740	9,646	5.1%
		4,650	8,088	4,650	8,100	4,650	-	0.0%
		6,600	5,915	6,600	6,094	6,600	-	0.0%
		82,657	81,877	84,764	83,924	84,764	-	0.0%
		100,896	48,613	91,507	57,578	75,346	(16,161)	-17.7%
		-	-	-	1,112	-	-	
		1,000	641	1,000	-	500	(500)	-50.0%
		2,000	-	2,000	-	500	(1,500)	-75.0%
		4,500	7,367	4,500	907	3,000	(1,500)	-33.3%
		9,700	8,779	9,700	7,920	8,700	(1,000)	-10.3%
		23,550	13,271	19,925	19,925	5,000	(14,925)	-74.9%
		30,000	29,065	30,000	31,626	30,000	-	0.0%
		45,000	29,233	45,000	36,653	45,000	-	0.0%
		20,000	23,320	20,000	20,384	20,000	-	0.0%
		25,000	51,246	25,000	44,289	25,000	-	0.0%
		3,000	2,689	3,000	2,538	3,000	-	0.0%
		45,000	38,602	45,000	14,075	45,000	-	0.0%
		2,000	1,986	2,000	1,986	2,000	-	0.0%
		722,117	631,341	661,588	637,070	643,984	(17,604)	-2.7%

OPERATING EXPENSES CONTINUED...

Other Units

Account No. Description

53585 Equipment Depreciation

54955-54961 Fixed Assets

EXPENSE TOTALS

FY 2019-2020	
Adopted	Actuals
2,500	2,500
2,500	-
5,000	2,500
1,916,300	1,787,742

FY 2020-2021	
Adopted	Estimates
2,500	2,500
2,500	-
5,000	2,500
1,916,300	1,926,474

FY 2021-2022		
Draft	Prior FY Difference \$	Prior FY Difference %
2,500	-	0.0%
2,500	-	0.0%
5,000	-	0.0%
1,941,348	25,048	1.3%

OPERATING REVENUES

Intergovernmental Unit

Account No. Description

45918.1 Apportionments | County

45918.2 Apportionments | Cities (less SD)

45918.3 Apportionments | City of San Diego

45918.4 Apportionments | Special Districts

Service Charges Unit

Account No. Description

46234 Application Fees

Earnings Unit

Account No. Description

44105 Interest and Dividends

Miscellaneous Unit

Account No. Description

47540 Transfer from Fund Balance

REVENUE TOTALS

FY 2019-2020	
Adopted	Actuals
486,771	486,771
486,771	486,771
243,386	243,386
486,771	486,771
1,703,700	1,703,700
125,000	201,419
125,000	201,419
15,000	25,812
15,000	25,812
72,600	-
72,600	-
1,916,300	1,930,931

FY 2020-2021	
Adopted	Estimates
483,914	483,914
483,914	483,914
241,957	241,957
483,914	483,914
1,693,700	1,693,700
130,000	196,087
130,000	196,087
20,000	10,444
20,000	10,444
72,600	72,600
72,600	72,600
1,916,300	1,972,831

FY 2021-2022		
Draft	Prior FY Difference \$	Prior FY Difference %
483,914	-	0.0%
483,914	-	0.0%
241,957	-	0.0%
483,914	-	0.0%
1,693,700	-	0.0%
150,000	20,000	15.4%
150,000	20,000	15.4%
15,000	(5,000)	-25.0%
15,000	(5,000)	-25.0%
82,648	10,048	13.8%
82,648	10,048	13.8%
1,941,348	25,048	1.3%

OPERATING NET	-	143,189	46,357	-
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FUND BALANCE (unrestricted)	FY2020	FY2021	FY2022
Committed			
... Stabilization	250,000	250,000	250,000
... Opportunity	300,000	300,000	300,000
Assigned by EO	125,000	125,000	125,000
Unassigned	813,223	786,980	704,332
	1,488,223	1,461,980	1,379,332



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

5b

AGENDA REPORT
 Business | Discussion

March 19, 2021

TO: Special Districts Advisory Committee
FROM: Linda Heckenkamp, Analyst II
SUBJECT: **Municipal Service Review on Resource Conservation Districts |
 Proceeding with Recommended Addendum and Other Actions**

SUMMARY

The Special Districts Advisory Committee (“Committee”) will receive an update on the Commission’s recently completed municipal service review on resource conservation districts (RCDs) and proceeding with related recommendations. This includes direction from the Commission to prepare an addendum to clarify the active service functions and classes of the San Luis Rey RCD and in doing so address the District’s standing in providing groundwater management. The Committee will also receive a related report from its own working group (Thorner, Bebee, and Bushee) to advise on the addendum topic. The update is for discussion and feedback will inform – and among other follow up items to the municipal service review – the presentation of an addendum for Commission action as early as its April 5th meeting.

BACKGROUND

Municipal Service Review Directive

State law directs the Commission to regularly prepare municipal service reviews in conjunction with updating each local agency’s sphere of influence. The legislative intent of the municipal service review and its five-year cycle requirement is to proactively inform the Commission and the general public therein regarding the availability and sufficiency of

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governmental services relative to current and future community needs. Municipal service reviews may also lead the Commission to take other actions under its authority, such as forming, consolidating, or dissolving one or more special districts.

Draft and Final Reports on Municipal Service Review on RCDs

San Diego LAFCO's current workplan was adopted at a noticed hearing in May 2020 and outlines specific project goals for the fiscal year. This includes a high-priority project for the Commission to conduct a comprehensive municipal service review on RCDs ahead of updating all three affected agencies' – Mission, Greater San Diego County, and Upper San Luis Rey – spheres of influence. The municipal service review represents the first municipal service review prepared on any of the three affected agencies. A draft report was presented to the Commission and separately the Committee in December 2020 and immediately preceded the initiation of a 45-day public review and comment period. A final report was presented and formally accepted by the Commission on February 1, 2021 along with adopting a resolution making the required statements under LAFCO statute.

DISCUSSION

This item is for the Committee to receive an update on the now final and complete municipal service review on RCDs and this includes current activities undertaken in addressing recommendations. Most notably, this includes staff proceeding with an addendum to clarify San Luis Rey RCD's active service functions and classes and standing therein with respect to groundwater management. Other recommended actions include coordinating a rewrite of the RCD principal act and working with Mission and Greater San Diego RCDs to ensure their services align with their jurisdictional boundaries and any outliners appropriately addressed in authorized outside service agreements. Discussion and feedback from the Committee will assist staff in proceeding with all recommended actions.

ANALYSIS

Staff defers to the following attachments.

- Attachment One provides a summary of all key conclusions and recommendations included in the final municipal service review.
- Attachment Two is the review to date of the Committee's working group (Thorner, Bebee, and Bushee) assessment in clarifying Upper San Luis Rey RCD's active service functions/classes specific to groundwater management.
- Attachment Three is an administrative draft addendum prepared by LAFCO staff in clarifying Upper San Luis Rey RCD's active service functions/classes – including standing by the District in providing groundwater management.

RECOMMENDATION

This item is presented to the Committee for discussion and feedback only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

This item has been placed on the Committee's agenda as part of the business calendar. It will include a verbal presentation from staff followed by discussion from the Committee.

Respectfully,

Linda Heckenkamp
Analyst II

Attachments:

- 1) Final Municipal Service Review on RCDs | Primer
- 2) Working Group Email on Upper San Luis Rey RCD's Power to Provide Groundwater Management
- 3) Administrative Draft Addendum on Upper San Luis Rey RCD's Active Service Functions/Classes (late posting)



Municipal Service Review

ON RESOURCE CONSERVATION DISTRICTS (RCDS)

FINAL REPORT | February 2021



Legislative Context

LAFCOs have been responsible since 1963 to regulate and plan the formation, expansion, and reorganization of cities and special districts and their service areas in California with limited exceptions. This includes regularly preparing municipal service reviews to assess local government agencies and their services to inform LAFCOs' regulatory and planning activities relative to local needs and conditions.



Focus of this MSR

This report serves as San Diego LAFCO's independent snapshot of the level and range of services provided by the three RCDs in San Diego County – Mission, Greater San Diego County, and Upper San Luis Rey – and within their combined jurisdictions that cover ¾th of all San Diego County and 1.6 million residents. The report draws on information collected and analyzed between 2015 and 2019.



Central Conclusions

Introductory Municipal Service Review...

This report marks the first municipal service review on RCDs in San Diego County and orients the document to focus on establishing baseline information with the intention of expanding the analysis – and specifically providing more quantitative measurements – in future municipal service reviews.



LOCAL AGENCY FORMATION COMMISSION SAN DIEGO COUNTY

And Then There Were Three...

The number of RCDs in San Diego County has decreased from their height in the 1970s from 15 to 3 – Mission, Greater San Diego County, and Upper San Luis Rey – and attributed to restrictions in generating new tax revenues and an expanding urban footprint.

Aging Principal Act...

RCDs' principal act has become increasingly outdated in aligning service powers with current resource conservation practices and needs as well as LAFCOs' oversight role to regulate functions and classes of services. The cumulative effect means higher levels of local discretion being exercised by RCDs and LAFCO that may or may not sync with legislative expectations.

Influence of Grant Funding...

All three RCDs in San Diego County operate similarly to non-profit organizations with grants more so than other factors guiding decision-making in delivering municipal services. The pursuit of grants has also prompted two of the agencies – Mission and Greater San Diego County – to take on service programs beyond the clear and/or explicit provision in statute.

Boundaries Need to Matter...

Two of the three RCDs – Mission and Greater San Diego County – have invested significant resources in providing services outside their jurisdictional boundaries without proper approvals and diminish the function and role of jurisdictional boundaries and have contributed to conflict among the agencies.

Widening Strike Zone...

All three RCDs' formations date to a period where constituency needs were focused on receiving water and soil expertise to protect and enhance farmland. Subsequent demographic and societal changes have measurably expanded these roles to be more holistic and now connect to wildlife habit, wildfire prevention, and climate change through technical, education, and advocacy services.

Stress-Testing Underway...

Two of the three RCDs – Mission and Greater San Diego RCD – finished the five-year report period trending negatively in standard financial measurements. These fiscal stresses were most impactful for Mission RCD as they finished the report period with only one month of reserves to cover average operating costs.

Closer Look at Upper San Luis Rey RCD's Active Functions/Classes...

Additional review is merited to clarify the active functions and classes of the Upper San Luis Rey RCD and in doing so fulfill LAFCO's responsibilities under statute to regulate active and latent services as well as address the District's standing to provide groundwater management.

Purposeful LAFCO Pause...

The introductory role of this municipal service review coupled with other noted factors – including the immediate need to sync services and boundaries – suggest a purposeful pause is merited before proceeding with next level analyses. This includes deferring the evaluation of shared resource opportunities, such as potential functional and/or political consolidations.



LOCAL AGENCY FORMATION COMMISSION SAN DIEGO COUNTY



Actionable Recommendations

- San Diego LAFCO affirms RCD functions are explicit municipal services and support – both through direct and indirect means – orderly growth and development in San Diego County. LAFCO should accordingly incorporate regular reviews of RCD functions as part of future municipal service review cycles.
- San Diego LAFCO should coordinate with all three RCDs in developing performance measurements to help quantify capacity–demand relationships in each jurisdiction to appropriately inform future studies and/or reorganizations.
- San Diego LAFCO should work with stakeholders and local legislators to propose a comprehensive rewrite of the RCD principal act and – among other virtues – clarify service function powers relative to current and anticipated community needs.
- All three RCDs should voluntarily proceed in taking necessary corrective measures to ensure regulatory compliance with San Diego LAFCO and statutory emphasis therein to align municipal services with jurisdictional boundaries.
- All three affected agencies are reminded to request and receive written approval or confirmation of exemption from San Diego LAFCO before entering contracts or agreements to provide municipal services outside their jurisdictional boundaries.
- San Diego LAFCO should expand on the baseline information collected in this introductory municipal service review and provide a more quantified assessment of the three RCD services and related trends. The subsequent review should also – markedly – dutifully explore reorganization options, including functional and/or political consolidation opportunities.



LAFCOs have been responsible since 1963 to regulate and plan the formation, expansion, and reorganization of cities and special districts and their service areas in California with limited exceptions.

- San Diego LAFCO should immediately proceed with an addendum to further account for Upper San Luis Rey RCD’s active service functions and classes and related standing as a member of the Pauma Valley Subbasin Groundwater Sustainability Agency.
- San Diego LAFCO should proceed with updating all three RCDs existing spheres of influences – the State’s official boundary and service area designation for local agencies – without changes.

To read more about this report, go to:
sdlafco.org

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From: [Kim Thorner](#)
To: [Simonds,Keene](#)
Cc: [Jack Bebee](#); [Paul Bushee](#)
Subject: Update from the SDLAFCO SDAC Ad Hoc Subcommittee on the USLRRCD participate in a GSA
Date: Thursday, March 04, 2021 12:00:39 PM

Keene - The *San Diego LAFCO Special District's Advisory Ad Hoc Subcommittee on Upper San Luis Rey RCD's participation in a GSA*, consisting of myself, Jack Bebee, and Paul Bushee, had the opportunity to conduct a second Zoom meeting on 03/02/2021.

The purpose of our meeting was to further discuss and refine the questions that our Ad Hoc Subcommittee had after our first meeting in February and to review and discuss the letters and information from both Mr. Llyod Pelman representing the San Luis Rey Indian Water Authority and also from the Yuima Municipal Water District in conjunction with the Upper San Luis Rey RCD (USLRRCS) and the Pauma Valley Community Services District.

One of the main questions that our Ad Hoc Subcommittee discussed at length was whether or not the Upper San Luis Rey RCD was providing 'water management' functions in the year 2000 or prior. Based on the information provided, we note that Upper San Luis Rey RCD provided documentation that it was providing water management functions back to at least the early 1990's and as shown specifically in 1998 via agreements with National Resource Conservation Services and others thereafter. Water quality, water conservation, watershed education and watershed protection are all water management functions that have been and continue to be offered by the Upper San Luis Rey RCD, as supported by the documentation provided.

We also noted that pursuant to LAFCO's own Rule 4.4, neither groundwater management nor water distribution are listed as functions. Rule 4.4 only lists "Water" with "Retail, Wholesale, Replenishment and Injection" as functions. We again believe that rule 4.4 should be updated to reflect current industry terms and functions.

If USLRRCD planned on extracting water, replenishing water, installing any pipes, etc., we agree that they would need to come to LAFCO to ask for permission to activate these powers. Mere participation at the water management level in a SGMA GSA does not require an additional activation of powers, as we believe that USLR RCD has been practicing water management via conservation, protection and education programs since before 2000.

We wanted to get you our thoughts and input at this time. Please let us know if you would like to have another meeting with the LAFCO staff to follow up and discuss further. Thank you, Kim Kimberly A. Thorner, Esq.

General Manager

Olivenhain Municipal Water District

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San Diego County
Local Agency Formation Commission
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5C

AGENDA REPORT
 Consent | Information

March 19, 2021

TO: Special Districts Advisory Committee

FROM: Robert Barry, Chief Policy Analyst
 Linda Heckenkamp, Analyst II
 Priscilla Allen, Analyst I

SUBJECT: Active Proposals and Related Activities

SUMMARY

The Special Districts Advisory Committee (“Committee”) will receive a report identifying active proposals on file with the Commission as well as a summary of anticipated submittals based on ongoing discussions with local agencies. The report is being presented for purposes of detailing current workload and for information only.

BACKGROUND

LAFCO Processing

LAFCO proceedings for consideration of proposed changes of organization or reorganizations are generally initiated by outside applicants either as subject landowners, registered voters, or local agencies. LAFCOs may also initiate proposals specific to forming, consolidating, or dissolving special districts under certain conditions. LAFCO staff proceeds with administrative reviews and within 30 days provides status letters to applicants advising what – if any – additional information is needed. Once deemed complete, proposals are scheduled for Commission consideration and placed on the agenda as consent, business, or

Administration 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	Vice Chair Jim Desmond County of San Diego Nora Vargas County of San Diego Joel Anderson, Alt. County of San Diego	Mary Casillas Salas City of Chula Vista Bill Wells City of El Cajon Paul McNamara, Alt. City of Escondido	Chris Cate City of San Diego Marni von Wilpert, Alt. City of San Diego Vacant, Alt. Special Districts	Jo MacKenzie Vista Irrigation Barry Willis Alpine Fire Protection Vacant, Alt. Special Districts	Chair Andy Vanderlaan General Public Harry Mathis, Alt. General Public
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hearing items based on noticing requirements.¹ Overall, most proposals are forwarded to the Commission within six months from the date of submittal.

DISCUSSION

This item is being presented to the Committee for information and identifies active proposals on file with the Commission along with pending submittals as detailed in Attachment One.

ANALYSIS

San Diego LAFCO remains active in currently processing 28 proposals with the majority (20) awaiting consideration by the Commission. Most active proposals have been initiated by landowners and involve single lots in the unincorporated area subject to tentative development approvals and as such require annexations to water and/or wastewater providers. Notable outliers include two contested reorganizations separately filed by Rainbow Municipal Water District and Fallbrook Public Utility District to detach from the San Diego County Water Authority and annex to Eastern Municipal Water District and in doing so transfer their wholesale water supplier. Staff also anticipates three substantive proposals to be filed in the near future in the North County region to accommodate relatively large residential subdivision projects and involve Harvest Hills (Escondido), Sager Ranch (Escondido), and Rancho Lomas Verdes (Vista).

RECOMMENDATION

This item is presented to the Committee for information only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

This item has been placed on the Committee's agenda as part of the business calendar. It will include a verbal presentation from staff followed by discussion from the Committee.

On behalf of staff,



Robert Barry, AICP
Chief Policy Analyst

Attachment:

- 1) Active and Pending Proposal Applications as of March 19, 2021

¹ The Executive Officer may also place proposals otherwise meriting consent on the business calendar to solicit additional review and discussion if warranted. Separately, applications involving outside-of-agency service extension requests follow separate proceedings and may be administratively approved by the Executive Officer if addressing documented public health or safety threats.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
ACTIVE PROPOSAL APPLICATIONS PENDING COMMISSION ACTION			
1	RO06-17 "Tobacco Road Reorganization" - City of Escondido (Annexation)	Robert Barry	Application submitted in March 2006 to annex six parcels to the City of Escondido for wastewater service. In 2006, LAFCO approved two out-of-service agreements to allow the City of Escondido to provide wastewater service to two residences with failing septic systems located along Tobacco Road. The agreements between the City and landowners required the annexation of the two parcels. The proposal was deemed incomplete in April 2006 status letter. A new status letter was sent in January 2018 stating the proposal will be considered abandoned unless notified otherwise. Two of the affected landowners have responded to the letter and are now working with the City in determining if the other landowners are interested/willing to proceed with the annexation at this time. Ongoing discussions continue.
2	RO08-09 "South Mollison Ave-Snyder Reorganization" - City of El Cajon (Annexation)	Robert Barry	Application submitted in May 2008 for a proposed annexation to the City of El Cajon. The annexation area includes approximately 1.25 acres and is subject to a proposed multi-family residential project and was deemed incomplete in June 2008 status letter. A new status letter was sent in January 2018 to the applicant, new property owner, and City stating the proposal will be considered abandoned unless notified otherwise. No response from any of the interested parties to date. (Expected abandonment subject to pending policy authorization.)
3	DA08-10 "Avocado Way-Potter Annexation" - Vallecitos WD (Annexation)	Robert Barry	Application submitted in March 2008 for a proposed annexation to Vallecitos WD to obtain wastewater service for two existing residences along Avocado Way but deemed incomplete in April 2008 status letter. A new status letter was sent to the applicant in January 2018 stating the proposal will be considered abandoned unless notified otherwise. The current property owner has responded and conveyed their interest to proceed with the annexation. There have been ongoing discussions with Vallecitos WD as of 2018.
4	RO08-15 SA08-15 "Crestlake Estates Reorganization" - San Diego County SD (Annexation) - Lakeside FPD (Annexation) - CSA 69 (Annexation)	Robert Barry	Application submitted in May 2008 requesting a reorganization to provide wastewater services to an approved Tentative Map allowing the development of 60 single-family residences and was deemed incomplete in June 2008 status letter. A new status letter was sent to the applicant in February 2018 stating the proposal will be considered abandoned unless notified otherwise. No response to date. (Expected abandonment subject to pending policy authorization.)

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
5	DA12-02 "Lorch Annexation" - Borrego WD (Annexation)	Robert Barry	Application submitted in March 2012 to annex approximately 9.4 acres to the Borrego Water District to provide water service to one parcel within the District sphere. Application deemed incomplete in an April 2012 status letter. A new status letter was sent in January 2018 stating the proposal will be considered abandoned unless notified otherwise. Borrego WD responded to the letter and has reinitiated discussions with the landowner regarding possible service terms. Ongoing discussions with Borrego WD continue.
6	DA16-10 "CSA 17 Harmony Grove Annexation" - CSA 17 (Annexation)	Linda Heckenkamp	Application submitted in May 2016 to annex approximately 3,600 acres to CSA 17 for ambulance service and done so as a cross-condition of the Rancho Santa Fe Fire Protection District Reorganization: Dissolution of CSA No. 107 (Elfin Forest/Harmony Grove). The proposal was deemed incomplete in June 2016 status letter. The CSA 17 Advisory Committee has opposed the annexation. A negotiated property tax exchange agreement is also necessary. LAFCO staff met with the applicant in August 2019 to provide assistance and continues to discuss opportunities to proceed forward.
7	RO16-11 "Rancho Hills Annexation" - Rancho Santa Fe CSD (Annexation)	Robert Barry	Application submitted in October 2016 to annex a portion of a 37-lot residential subdivision titled "Rancho Hills" to Rancho Santa Fe CSD for wastewater service. A concurrent latent power expansion for Olivenhain MWD is needed to accommodate sewer to the remaining project site. The proposal was deemed incomplete in November 2016 status letter. Applicant has requested the proposal processing be placed on hold. Staff has remained in contact with the applicant and is awaiting their confirmation to proceed.
8	RO19-04 "Ortega – Olde Highway 80 Change of Organization" - San Diego County Sanitation District (Annexation)	Linda Heckenkamp	Application submitted in February 2019 by landowner petition to annex two residential lots totaling approximately 5.07 acres to San Diego County Sanitation District for wastewater service. The submitted proposal application is incomplete and pending receipt of additional documentation and information from the applicant to complete staff's analysis.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
9 SA19-26 RO19-26 OAS19-26	“Valiano - Eden Valley Reorganization” - City of Escondido (Sphere Amendment and OSA) - San Marcos FPD (Annexation) - Rancho Fe FPD (Sphere Amendment & Detachment)	Robert Barry	Application submitted in November 2019 by landowner petition and the City of Escondido. Proposal involves reorganization of approximately 10.76 acres with annexation to San Marcos Fire Protection District (FPD) and concurrent detachment and sphere exclusion from Rancho Santa Fe FPD; and, amendments to the spheres of influence for the Cities of Escondido (inclusion) and San Marcos (exclusion) for two unincorporated parcels totaling 82.9 acres and subject to a 240.6 acre County of San Diego-approved Specific Plan (TM-5575); and, approval of a contractual wastewater agreement between the landowner of the unincorporated Specific Plan area and the City of Escondido to extend City wastewater service to 326 single-family residences to be constructed within the Escondido sphere. The submitted proposal application is incomplete and pending staff’s analysis. (On January 27, 2020, the San Diego Superior Court overturned the County development approvals for the project. The applicant is appealing the Court decision and has requested LAFCO continue to process the reorganization.)
10 LP(E)19-27	“Fallbrook Public Utility District Latent Power Expansion - Park & Rec et,al.”	Robert Barry	Application submitted in November 2019 by resolution seeking approval to activate Fallbrook PUD’s latent power to exercise park and recreation, street lighting and roads and street functions within its boundaries. The submitted proposal application is incomplete and pending receipt of additional documentation and this includes completion of a scheduled municipal service review for the Fallbrook-Rainbow region.
11 RO20-04	“Rainbow MWD – Eastern MWD Reorganization” – San Diego County Water Authority (Detachment) – Eastern Municipal Water District (Annexation)	Robert Barry	Application submitted April 2020 by resolution from the Rainbow MWD to concurrently detach from the San Diego County Water Authority and annex to the Eastern MWD. The submitted proposal application is incomplete and pending receipt of additional documentation and information from the applicant to complete staff’s analysis. A 10-member advisory committee has also been established by the Commission to assist staff in evaluating the proposal.
12 RO20-05	“Fallbrook PUD – Eastern MWD Reorganization” – San Diego County Water Authority (Detachment) – Eastern Municipal Water District (Annexation)	Robert Barry	Application submitted April 2020 by resolution from the Fallbrook PUD to concurrently detach from the San Diego County Water Authority and annex to the Eastern MWD. The submitted proposal application is incomplete and pending receipt of additional documentation and information from the applicant to complete staff’s analysis. A 10-member advisory committee has also been established by the Commission to assist staff in evaluating the proposal.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
13	RO20-10 “Meadowood Reorganization” - Rainbow Municipal Water District (Annexation) - Valley Center Municipal Water District (Detachment)	Robert Barry	Application submitted in June 2020 by resolution from the Rainbow MWD and involves annexation of approximately 374.7 acres and the development of 844 units for water and wastewater service. A concurrent detachment from Valley Center MWD is also proposed. The submitted proposal application is incomplete and pending receipt of additional documentation and this includes completing a scheduled municipal service review involving Rainbow MWD.
14	RO20-17 “Papp-Olive Street Reorganization” - Vallecitos Water District (Annexation) - Vista Irrigation District (Detachment)	Robert Barry	Application submitted in August 2020 by landowner petition and involves annexation of approximately 1.2 acres for water and wastewater service. The affected territory is developed with a single-family residence. The proposal is scheduled for hearing on the April 5 th agenda.
15	RO20-18 “Plumosa Avenue Reorganization” - City of Vista (Annexation) - Vista Fire Protection District (Detachment)	Linda Heckenkamp	Application submitted in September 2020 by resolution of the City of Vista and involves annexation of approximately 0.7 acres for wastewater service. The affected territory is developed with a single-family residence. The proposal is scheduled for hearing on the April 5 th agenda.
16	CO20-20 OAS20-20 “Estrada – Viejas View Place Change of Organization” - San Diego County Sanitation District (Annexation)	Linda Heckenkamp	Application submitted in September 2020 by landowner petition and involves annexation of approximately 1.0 acres for wastewater service. The affected territory is developed with a single-family residence experiencing a failing septic. The submitted proposal application is incomplete and pending receipt of additional documentation from the applicant to complete staff’s analysis. OAS was ratified by the commission on the February 1 st agenda and annexation is scheduled for the May 3 rd Commission hearing.
17	RO20-21 “Rancho Corrido RV Park Reorganization” - Yuima Municipal Water District (Annexation) - San Diego County Water Authority (Annexation) - Metropolitan Water District (Annexation)	Robert Barry	Application submitted in September 2020 by resolution of the Yuima Municipal Water District and involves annexation of approximately 31.0 acres for water service. The affected territory is developed with 20 mobile homes, 80 time-limited recreational vehicle (RV) spaces, and 20 RV spaces with 90-day time limits. The property includes an office, laundry, and swimming facilities. No new development is anticipated. The proposal is scheduled for hearing on the April 5 th agenda.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
18	"Chinese Bible Church Change of Organization" - Rancho Santa Fe CSD (Annexation)	Robert Barry	Application submitted in November 2020 by landowner petition and involves annexation of approximately 9.09 acres for wastewater service to a religious facility to be developed under a County-approved Major Use Permit. The submitted proposal application is incomplete and pending receipt of additional documentation from the applicant to complete staff's analysis.
19	"Sunset Drive Detachment" - Vista Irrigation District (Detachment) - Vista Irrigation District (Sphere Amendment)	Priscilla Allen	Application submitted in January 2021 by landowner petition and involves detachment of approximately 7.8 acres as a condition of development. The affected territory is undeveloped with a proposed development by the landowner of 48 townhomes. The submitted proposal application is incomplete and pending receipt of additional documentation from the applicant to complete staff's analysis.
20	"Lagasse Change of Organization" - Leucadia Wastewater District (Annexation)	Priscilla Allen	Application submitted in February 2021 by resolution of the Leucadia Wastewater District and involves annexation of approximately 1.03 acres for wastewater service. The affected territory is developed with a single-family residence and is proposed to be subdivided into two parcels for the planned construction of a single-family residence. The submitted proposal application is incomplete and pending receipt of additional documentation from the applicant to complete staff's analysis.
21	"Avion Reorganization" - Olivenhain MWD (Latent Power Expansion) - Olivenhain MWD (Annexation)	Priscilla Allen	Application submitted in March 2021 by resolution of the Olivenhain Municipal Water District (OMWD) seeking approval for latent power expansion of wastewater service and annexation of approximately 41.5 acres for wastewater service from the OMWD's 4S Ranch Sewer Service Area. The affected territory is undeveloped with a proposed development of 84 multi-family residential units known as Avion. The submitted proposal application is incomplete and pending receipt of additional documentation from the applicant to complete staff's analysis.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
ACTIVE PROPOSALS POST COMMISSION ACTION			
22	SA16-20 LP16-20 “CSA 135 Islands Reorganization” - CSA 135 – LP Fire Area (Latent Powers Expansion) - Bonita-Sunnyside FPD (Annexation) - Lakeside FPD (Annexation) - San Miguel FPD (Annexation) - Ramona MWD (Annexation)	Robert Barry	Proposal submitted November 2016 by resolution of the San Diego County Fire Authority. Involved annexation of remaining unserved Islands 2, 3, and 4 via reorganization of local fire service territory among five local agencies: CSA 135; Bonita-Sunnyside FPD; Lakeside FPD; Ramona MWD; and San Miguel FPD. Reorganization involved annexation to the subject agencies and expansion of CSA No. 135’s latent powers to provide fire protection and emergency medical services to three unincorporated and unserved island areas totaling approximately 21,048 acres. Conforming amendments to add the affected territory to the subject agencies’ spheres of influence were also required. The reorganization proposal was approved February 4, 2018 and is now pending recordation once all terms are satisfied. A noticed protest hearing was held on March 13, 2019 at the LAFCO office. No protest was received by affected registered voters or landowners. Other terms remain pending.
23	SA18-07 OAS18-07 “Carmichael Drive – Wyman Service Agreement” - City of La Mesa (Sphere Amendment, OAS)	Robert Barry	Proposal involves an outside-of-agency contractual wastewater service agreement between the property owner and the City of La Mesa. OAS covers extension of City wastewater sewer service to one existing unincorporated single-family residence located outside of the La Mesa sphere of influence. The purpose of the OAS is to allow the landowner to proceed with an intensity improvement to develop an accessory workshop unit, which exceeds the permitted capacity of the existing onsite septic system. The proposal was approved by the Commission on April 8, 2018 and is now pending recordation once all terms are satisfied.
24	RO19-15 OAS19-15 “Hamilton-Felicita Reorganization” - City of Escondido (Annexation) - CSA No. 135 (Detachment) - Rincon del Diablo MWD (ID”E”) (Exclusion)	Linda Heckenkamp	Proposal application submitted in August 2019 by landowner petition requesting reorganization with the City of Escondido of two unincorporated parcels totaling approximately 0.63 acres and each developed with one single-family residence. Both residences provided documentation of failing/failed septic systems. Emergency OAS agreements for wastewater were granted to resolve the health and emergency situation in advance of annexation to Escondido. Reorganization with Escondido also required concurrent detachment from CSA No. 135 (Regional Communications) and exclusion from RDDMWD ID”E.” The proposal was approved by the Commission on June 1st, 2020 and is now pending recordation once all terms are satisfied.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
25	RO20-12 “Ortiz – Olive Avenue Reorganization” - City of Vista (Annexation) - Vista Fire Protection District (Detachment)	Linda Heckenkamp	Application submitted in June 2020 by landowner petition and involves annexation to the City of Vista of approximately 4.94 acres for wastewater service and concurrent detachment from Vista Fire Protection District. The affected territory has proposed development of 15 residential lots. The proposal was approved by the Commission on December 7, 2020 and now pending recordation once all terms are satisfied.
26	Ro20-15 “Sunrise-Barham Drive Reorganization” - City of San Marcos (Annexation) - Vallecitos Water District (Annexation)	Robert Barry	Application submitted in July 2020 by landowner petition and involves annexation to the City of San Marcos and Vallecitos Water District of approximately 14.4 acres for wastewater and fire protection services. The affected territory has proposed development of 192 multi-family units. The submitted proposal application is incomplete and pending receipt of additional documentation and information from the applicant to complete staff’s analysis. The proposal was approved by the Commission on December 7, 2020 and now pending recordation once all terms are satisfied.
27	RO20-16 “Sringeri Vidya Bharati Foundation Temple Reorganization” - Rincon Del Diablo Water District (Annexation)	Robert Barry	Application submitted August 2020 by resolution and involves annexation to the City of San Marcos and Vallecitos Water District of approximately 19.52 acres for water service. The affected territory has proposed development of a temple project. The proposal was approved by the Commission on October 5, 2020 and now pending recordation once all terms are satisfied.
28	RO20-19 “Lakeside Water District – Riverford Reorganization” - Lakeside Water District (Annexation) - Padre Dam Municipal Water District (Detachment)	Priscilla Allen	Application submitted in September 2020 by resolution of the Lakeside Water District and involves annexation of approximately 5.0 acres for water service. The affected territory is undeveloped with a proposed development by the District for a groundwater treatment facility. The proposal was approved by the Commission on March 1 st , 2021 and now pending recordation once all terms are satisfied.

File Number	Proposal Name Affected Agencies	Project Manager	Proposal Summary
<p>PENDING PROPOSAL APPLICATION SUBMITTALS (No project manager; inquiries should be directed to Robert Barry)</p>			
29	Pending “Harvest Hills Reorganization” - City of Escondido		This anticipated reorganization proposal is currently undergoing development and environmental review by the City of Escondido. Submittal to LAFCO anticipated for late 2020-2021 if approved by Escondido. The anticipated proposal involves annexation of approximately 1,098 acres to the City for the primary purpose of developing a 550-lot residential subdivision. All of the affected territory presently lies outside the adopted Escondido sphere. Due to the scope of the proposal area a comprehensive update of the City’s sphere is warranted along with preparing the supporting municipal service review document. These and other service related issues have been communicated to the City and are currently under joint review with other local stakeholders. Project was originally titled as “Safari Highlands.”
30	Pending “Rancho Lomas Verde Reorganization” - City of Vista		This anticipated reorganization proposal is undergoing development and environmental review by the City of Vista. The proposal involves annexation of approximately 300 acres to the City of Vista and concurrent detachments from CSA 135 and the Vista FPD to facilitate a 153-lot residential development. Close to three-fourths of the project area lies outside the adopted Vista sphere. Due to the scope of the proposal area a comprehensive update of the City’s sphere is warranted along with preparing the supporting municipal service review document. These and other service related issues have been communicated to the City and are currently under joint review with other local stakeholders.
31	Pending “Sager Ranch Reorganization” - City of Escondido		This anticipated reorganization involves annexation of approximate 1,800 unincorporated acres to the City of Escondido and concurrent detachments from CSA 135 and the Valley Center FPD. The reorganization would facilitate the proposed development of approximately 200 acres to include 203 residential units and a 225-room resort. Portions of the project area lies outside the current City sphere. Due to the scope of the proposal area a comprehensive update of the City’s sphere is warranted along with preparing the supporting municipal service review document. These and other service related issues have been communicated to the City and are currently under joint review with other local stakeholders.
32	Pending Harmony Grove Village South (TM-626)		This anticipated reorganization involves the unincorporated Harmony Grove Village South project and specific to accommodating sewer services (among a variety of options) for the planned development of approximately 111 acres to include 453 residential units. On January 27, 2020 the San Diego Superior Court overturned the County’s development approvals for the project. Appeals are pending with no update as of this report.