



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

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AGENDA REPORT
 Business | Action

June 7, 2021

TO: Commissioners

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

SUBJECT: Proposed Update to the Study Schedule

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider a proposed update to its Study Schedule previously approved in June 2018. The update ties to the adopted workplan and resets the Commission’s task to regularly prepare municipal service reviews and related sphere of influence updates over the proceeding five-year period beginning in 2021-2022. The update remedies slippage reflected in the current Study Schedule and includes re-calendaring all existing municipal service review commitments as well as adding a limited number of new municipal service reviews with the latter marked by reports on countywide fire protection services and wholesale water districts. A special study is also included in the update to review governance reorganization options in the Escondido region. The proposed update is being presented to the Commission for approval.

BACKGROUND

Study Directive

State law directs San Diego LAFCO to review spheres of influence for all cities and special districts and update as needed every five years and in doing so mark the area the Commission sets the agencies’ appropriate current and future boundaries and service areas. State law also specifies San Diego LAFCO must inform the sphere updates by preparing comprehensive

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evaluations – titled municipal service reviews – to determine the availability and adequacy of local governmental services relative to community needs. The municipal service review process also tasks LAFCO to identify and consider available reorganization options (mergers, consolidations, etc.) to improve accountability and efficiencies.

Current Five-Year Study Schedule

San Diego LAFCO approved its current Study Schedule calendaring municipal service reviews and associated sphere of influence updates in June 2018 and covers a five-year period consistent with the timeframe contemplated in statute beginning in 2018-2019. The establishment of the Study Schedule marked a new Commission approach to systematically calendar municipal service reviews in advance and use these documents to determine the subsequent scope of any related sphere of influence updates for the affected agencies.¹ The Study Schedule was also oriented to focus on subregions beginning in the Julian community, and augmented with a limited number of service-specific and agency specific municipal service reviews. The current Study Schedule is provided as Attachment One.

Commission Direction to Prepare an Update

San Diego LAFCO's annual workplan for 2020-2021 was adopted in May 2020. It includes priority direction for staff to prepare an update to the current Study Schedule to reflect existing progress and related observations based on the first three years of implementation.

DISCUSSION

This item is for San Diego LAFCO to consider a proposed update its Study Schedule calendaring municipal service reviews and sphere of influence updates. The proposed update has been prepared consistent with the adopted workplan and direction to resync the Study Schedule and provide a more accurate accounting of the Commission's planned municipal service review work and related activities over the next five-year period starting in 2021-2022. The update incorporates all existing municipal service review commitments established back in June 2018 that have yet to be completed with some also being revised in terms of placement and/or scope. The update also includes a limited number of new municipal service reviews as well as a special governance study. A summary of all notable features in the proposed update follows and detailed in full as Attachment Two.

- The update calendars five to six municipal service reviews each year.
- All municipal service review commitments in the initial Study Schedule established in June 2018 but not completed are re-calendared in the update.
- A limited number of new municipal service reviews have been added in the update and include countywide fire protection, flood control, and wholesale water districts.

¹ This approach differed from earlier practices to schedule and scope municipal service reviews in response to anticipated sphere of influence actions.

- The update merges the first two years of the Study Schedule (2020-2022 and 2022-2023) to provide added flexibility in bringing forward the calendared reports given most are already underway – albeit at different levels.
- A special governance study is also included in the update consistent with a Commission recommendation to explore reorganization option for shared constituents of the City of Escondido and the Rincon del Diablo Municipal Water District (MWD)

ANALYSIS

The proposed update to the Study Schedule before San Diego LAFCO appropriately serves as a midcourse correction and resets the five-year calendar in preparing municipal service reviews and related sphere of influence updates to sync with current timing expectations. This includes setting new start dates for all municipal service reviews previously calendared in June 2018 but not complete. All policy consideration established with the original Study Schedule continue in the update and marked by prioritizing municipal service reviews as the lead and informing document in determining the appropriate level of any subsequent sphere of influence updates. The update separately and appropriately adds a limited number of new items to the Study Schedule, and this includes addressing the Commission’s recent direction to revisit LAFCO’s 2005 “macro” study on fire protection services as well as to prepare a governance study for the Escondido region. The update also adds a municipal service review on wholesale water districts, which has been placed at the backend of the five-year period but may merit further advancement now or through a future amendment given local conditions.² Approval of the update does not affect or otherwise require substantive amendments to the Commission’s adopted workplan for 2021-2022.

RECOMMENDATION

It is recommended San Diego LAFCO approve the proposed update to the Study Schedule and in doing so replace the current version from June 2018. This recommendation would be accommodated by taking the actions outlined in the proceeding section as Alternative One.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO:

Alternative One (recommended):

Approve the proposed update to the Study Schedule provided as Attachment Two with any desired changes.

Alternative Two:

Continue consideration of the item to a future meeting and provide direction to staff for more information and/or outreach as needed.

² Local conditions are headlined by the Governor recently declaring drought conditions for more than 2/3rds of the state.

Alternate Three:

Take no action.

PROCEDURES

This item has been placed on the agenda for action as part of San Diego LAFCO's business calendar. The following procedures, accordingly, are recommended.

- 1) Receive verbal report from staff unless waived.
- 2) Commission discussion.
- 3) Consider the staff recommendation.

On behalf of staff,



Linda Heckenkamp
Analyst II

Attachments:

- 1) Current Five-Year Study Schedule
- 2) Proposed Update to Five-Year Study Schedule

San Diego Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

Final Study Schedule | FY2019 to FY2023 Cycle

2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
<p>Mid County Focus</p> <p><u>Escondido Region</u> ... City of Escondido ... Rincon del Diablo MWD ... Deer Springs FPD</p> <p><u>San Marcos Region</u> ... City of San Marcos ... San Marcos FPD ... Vallecitos WD</p> <p><u>Vista Region</u> ... City of Vista ... Vista Irrigation District ... Vista FPD ... Buena Sanitation</p> <p><u>San Diego County Sanitation</u> ... Harmony Grove System ... Alpine System ... Campo System ... Julian System ... Winter Gardens System ... Spring Valley System</p> <p><u>Julian Region</u> ... Julian-Cuyamaca FPD ... Julian CSD ... Wynola WD ... Majestic Pines CSD ... Cuyamaca WD ... Lake Cuyamaca PR</p>	<p>North County Focus</p> <p><u>Poway Region</u> ... City of Poway</p> <p><u>Ramona Region</u> ... Ramona MWD</p> <p><u>Fallbrook/Rainbow Region</u> ... Fallbrook PUD ... North County FPD ... Rainbow MWD ... San Luis Rey MWD</p> <p><u>Pauma Valley Region</u> ... Pauma MWD ... Pauma CSD ... Yuima MWD ... Mootamai MWD ... Rincon Ranch CSD</p> <p><u>Valley Center Region</u> ... Valley Center MWD ... Valley Center CSD ... Valley Center FPD</p> <p><u>Resource Conservation Services</u> ... RCD of Greater San Diego ... Mission RCD ... Upper San Luis Rey RCD</p> <p><u>County Fire Services</u> ... CSA No. 135 ... CSA No. 115</p>	<p>Coastal Focus</p> <p><u>Oceanside/Carlsbad Region</u> ... City of Oceanside ... City of Carlsbad ... Carlsbad MWD ... Morro Hills CSD</p> <p><u>Encinitas Region</u> ... City of Encinitas ... Leucadia WD ... Olivenhain MWD ... San Dieguito WD</p> <p><u>Del Mar/Solana Beach Region</u> ... City of Solana Beach ... City of Del Mar ... Santa Fe ID</p> <p><u>Rancho Santa Fe Region</u> ... Rancho Santa Fe FPD ... Rancho Santa Fe CSD ... Questhaven MWD ... Fairbanks Ranch CSD ... Whispering Palms CSD</p> <p><u>Healthcare Services</u> ... Fallbrook HD ... Palomar Health HD ... Tri-City HD ... Grossmont HD</p>	<p>South Focus</p> <p><u>National City/Chula Vista Region</u> ... City of Chula Vista ... City of National City ... South Bay ID ... Otay WD ... Lower Sweetwater FPD ... Bonita-Sunnyside FPD</p> <p><u>Silver Strand Region</u> ... City of Coronado ... City of Imperial Beach</p> <p><u>San Diego Region</u> ... City of San Diego</p> <p><u>San Diego Flood Control</u> ... San Diego Flood Control</p> <p><u>Port Services</u> ... San Diego Unified PD ... Oceanside Small Harbor PD</p> <p><u>Cemetery Services</u> ... North County CD ... Pomerado CD ... Ramona CD ... Valley Center CD</p> <p><u>CSAs Non Fire</u> ... Multiple</p>	<p>East Focus</p> <p><u>El Cajon/Santee Region</u> ... City of El Cajon ... City of Santee ... Padre Dam MWD</p> <p><u>Lemon Grove/La Mesa Region</u> ... City of La Mesa ... City of Lemon Grove ... Helix WD ... Lemon Grove Sanitation</p> <p><u>Heartland Region</u> ... Lakeside FPD ... San Miguel FPD ... Lakeside WD ... CSA No. 69 (Heartland) ... CSA No. 115 (Pepper Drive)</p> <p><u>Alpine Region</u> ... Alpine FPD</p> <p><u>Southeast Region</u> ... Canebrake Co. WD ... Descanso CSD ... Jacumba CSD</p> <p><u>Borrego Region</u> ... Borrego WD ... Borrego Springs FPD ... Coachella Valley WD</p>

Total: 17 agencies

Total: 19 agencies

Total: 20 agencies

Total: 27 agencies

Total: 18 agencies

San Diego LAFCO retains discretion to amend the study schedule to address pertinent changes in resources, priorities, and community needs as determined by the Commission. Amendments will be considered at noticed public meetings.

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Commission Study Schedule

FY2022 THROUGH FY2026

Regional Service Planning
Subdivision of the State of California



Study Directive

State law directs San Diego LAFCO to review spheres of influence for all cities and special districts and update as needed (affirm, expand, reduce, etc.) every five years and by extension mark the agencies' appropriate current and future boundaries and service areas. Pertinently, local agencies cannot annex and/or extend services outside their spheres with limited exceptions. State law also specifies San Diego LAFCO must inform the sphere updates by preparing comprehensive evaluations – titled municipal service reviews – to determine the availability and adequacy of local governmental services as well as governance responsiveness relative to community needs.



Study Schedule

San Diego LAFCO has established a five-year Study Schedule to guide its statutory task to review and update as appropriate the spheres of influence of cities and special districts under the Commission's oversight. The Study Schedule is premised on the Commission's policy interest to proactively calendar municipal service reviews and use these documents to determine the subsequent scope of any related sphere of influence updates for the affected agencies.



Commission Discretion

The Study Schedule serves as a general guide in preparing municipal service reviews and related sphere of influence updates; it does not commit the Commission to any particular approach or scale in preparing these reports. The Commission must also coordinate the initiate of any scheduled municipal service review in conjunction with adopting an annual workplan to ensure appropriate resources are available to proceed relative to other activities and priorities.



2021 – 2023

NORTH COUNTY FOCUS

Escondido Region: Part II

- City of Escondido

Fallbrook–Rainbow Region

- Fallbrook PUD
- Rainbow MWD
- North County FPD
- CSA No. 81 – Fallbrook Parks

Pauma Valley Region

- Mootamai MWD
- Rincon Ranch CSD
- Pauma CSD
- Pauma MWD
- San Luis Rey MWD
- Yuima MWD

Ramona Region

- Ramona MWD

San Marcos Region

- City of San Marcos
- Buena SD*
- San Marcos FPD
- Vallecitos WD
- Vista ID*

Vista Region

- City of Vista
- Vista ID*
- Vista FPD
- Buena SD*

NORTH COAST FOCUS

Carlsbad Region

- City of Carlsbad
- Carlsbad MWD
- Leucadia WD *

Escondido Region: Governance Option

- City of Escondido
- Rincon del Diablo MWD

Del Mar – Solana Beach Region

- City of Del Mar
- City of Solana Beach
- Santa Fe ID
- CSA No. 17 – Ambulance *

Encinitas Region

- City of Encinitas
- Leucadia WWD *
- Olivenhain MWD
- San Dieguito WD
- CSA 17 – Ambulance*

Oceanside Region

- City of Oceanside
- Morreo Hills CSD
- Oceanside Harbor District

*Denotes a special district included in more than one study.

Oceanside California State Beach ▶





Chula Vista is the second largest city in the San Diego metropolitan area. ▶



2023 – 2024

SOUTHWEST COUNTY FOCUS

Macro Fire Service Study

- State: CAL FIRE
- Cities
- Special Districts
- Tribes

Metro San Diego Region

- City of San Diego
- San Diego Unified PD

Rancho Santa Fe Region

- Fairbanks Ranch CSD
- Questhaven MWD
- Rancho Santa Fe CSD
- Rancho Santa Fe FPD
- Whispering Palms CSD
- CSA No. 17 – Ambulance*
- CSA No. 83 – San Dieguito Parks

Silver Strand Region

- City of Coronado
- City of Imperial Beach

South Coast Region

- City of Chula Vista
- City of National City
- Bonita–Sunnyside FPD
- Lower Sweetwater FPD
- Otay WD*
- San Diego County SD*
- South Bay ID
- CSA No. 122 – Planning

*Denotes a special district included in more than one study.



Hiker sitting on a rock in East County. ▶



2024 – 2025

EAST COUNTY FOCUS

Alpine – Lakeside Region

- Alpine FPD
- Lakeside FPD
- Lakeside WD
- Padre Dam MWD*
- San Diego County SD*
- CSA No. 69 – Ambulance
- CSA No. 136 – Sundance Basin

El Cajon – Santee Region

- City of El Cajon
- City of Santee
- Helix WD*
- Padre Dam MWD*

East Laguna Summit Region

- Canebrake WD
- Descanso WD
- Jacumba CSD
- San Diego County SD*
- CSA No. 137 – Live Oak Springs

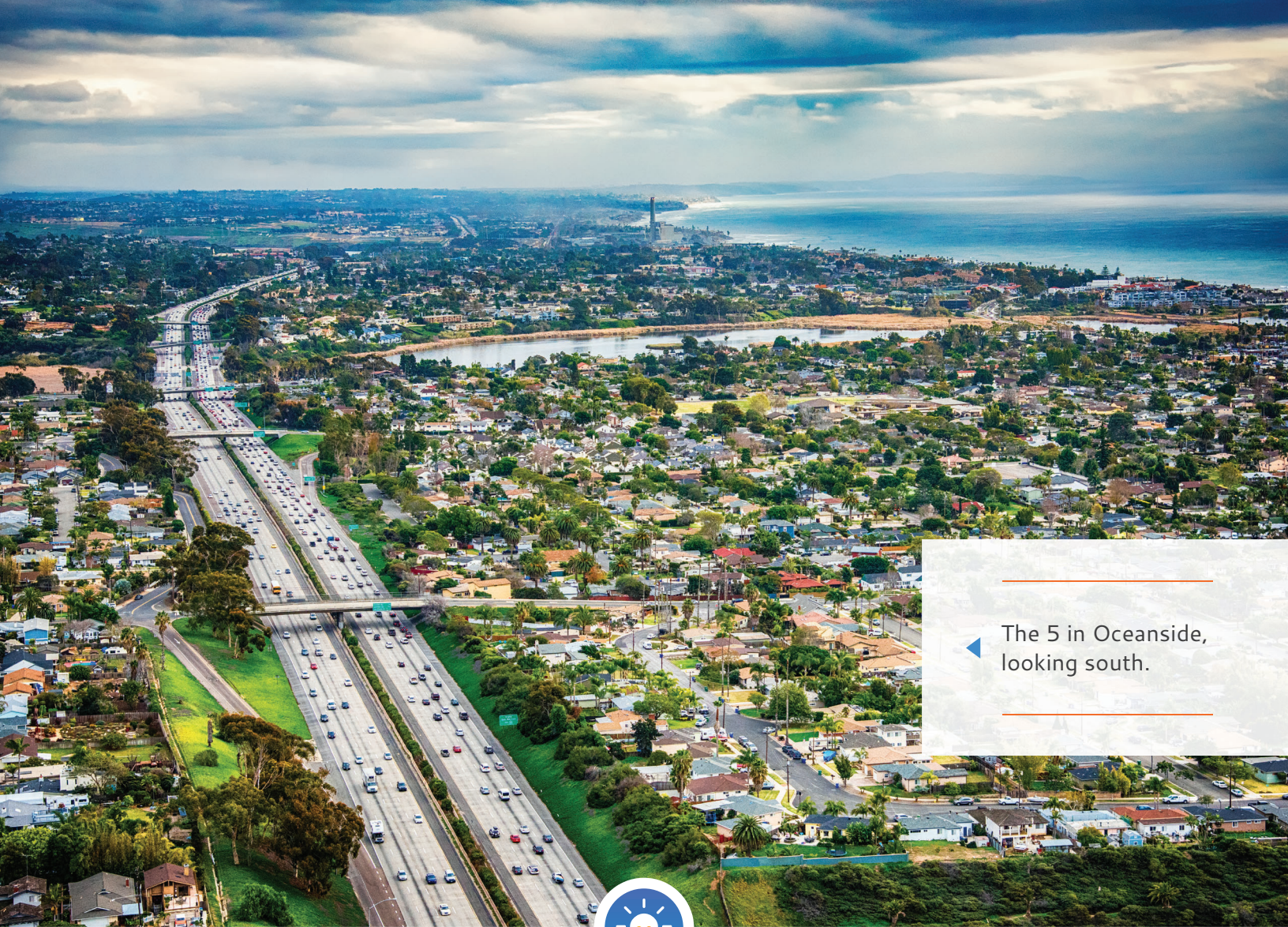
La Mesa – Lemon Grove Region

- City of La Mesa
- City of Lemon Grove
- Helix WD*
- Lemon Grove Roadway LD
- Lemon Grove SD
- San Diego County SD*

Spring Valley Region

- Otay MWD*
- San Miguel FPD
- San Diego County SD*
- CSA No. 69 – Ambulance*
- CSA No. 128 – Parks

*Denotes a special district included in more than one study.



The 5 in Oceanside,
looking south.

2025 – 2026

MISCELLANEOUS

Borrego Region

- Borrego Springs FPD
- Borrego WD
- Coachella Valley WD

Cemetery Services

- North County CD
- Pomerado CD
- Ramona CD
- Valley Center CD

Flood Control Services

- San Diego County FCD
- Cities
- Special Districts

Healthcare Services

- Fallbrook HD
- Palomar Health HD
- Tri-City HD
- Grossmont HD

Transit Services

- North County TD

Wholesale Water Services

- County Water Authority
- Metropolitan WD

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