

**AGENDA**  
**LAFCO EAST COUNTY FIRE PROTECTION COMMITTEE**  
**SEPTEMBER 26, 2016 AT 9:30A.M.**  
**DISTRICT TWO OFFICE (SUPERVISOR DIANNE JACOB)**  
**250 EAST MAIN STREET**  
**EL CAJON, CA 92020**  
**(858) 614-7755**

- |  |                             |
|--|-----------------------------|
| 1. Welcome/Refreshments  | <i>Mike Ott</i>             |
| 2. Introductions   | <i>Mike Ott</i>             |
| 3. Appointment of Committee Officers: Chair/Vice Chair                         | <i>Mike Ott</i>             |
| 4. Review of Draft Committee Resolution and LAFCO Budget Allocation*           | <i>Mike Ott</i>             |
| 5. Draft Committee Meeting Schedule*   | <i>Joe Serrano</i>          |
| 6. CSA No. 115 History and Submittal of Competing Applications*                | <i>Rich Miller</i>          |
| 7. Purpose of Field Visit  | <i>Mike Ott/Joe Serrano</i> |
| 8. Field Visit Itinerary (San Miguel FPD and Lakeside FPD)                     | <i>John Traylor</i>         |
| a. Depart District Two Office at 10am  |                             |
| b. Drive-by San Miguel's Original Fire Station (1273 Clarendon St.)            |                             |
| c. Drive-by Lakeside's Original Fire Station (9726 Riverview Ave.)             |                             |
| d. Arrive and Tour Lakeside's New Fire Station Site (8035 Winter Gardens Blvd) |                             |
| e. Arrive and Tour San Miguel's Proposed Fire Station Site (1105 Pepper Dr.)   |                             |
| <i>(Refer to Attached Field Visit Itinerary*)</i>                              |                             |
| 9. Adjournment to October 3, 2016  | <i>Chair</i>                |
| 10. Lunch (Nicolosi's – 221 East Main Street El Cajon, CA 92020)               | <i>LAFCO Hosted</i>         |

\*Refer to Attached Materials

Agenda and Supporting Documents may be found at:  
[http://sdlafco.org/Webpages/csa\\_115\\_reorg.htm](http://sdlafco.org/Webpages/csa_115_reorg.htm)

*The temporary ad hoc committee consists of Commissioners Vanderlaan, Mackenzie, Sprague, and Supervisor Jacob. Its purpose is to examine the two competing applications and identify the LAFCO budgetary impacts associated with conducting associated service and financial analysis.*

**DIRECTIONS**  
**September 26, 2016 at 9:30 a.m.**  
**LAFCO East County Fire Protection Committee**  
**Field Visit**  
**Supervisor Jacob's East County Office**  
**250 East Main Street, El Cajon, CA 92020**

**Directions From 8 East:** Exit Magnolia Avenue from I-8 E. Head south on Magnolia; Turn left onto Park Ave. (third stop light); Turn right into the first driveway after the yield sign; park in any of the numbered, reserved spaces 64-69. *Note that Supervisor Jacob's office is in the same complex as the East County Superior Court, but you should enter the complex from Park Ave. rather than East Main. There is a set of large stairs that lead directly to Supervisor Jacob's office from the parking lot. As a landmark, there is a business by the name of Motorworld across the street from the East County office with additional court parking and there is street parking along Park Ave.* You may also park at the Police Station off Magnolia and Park.

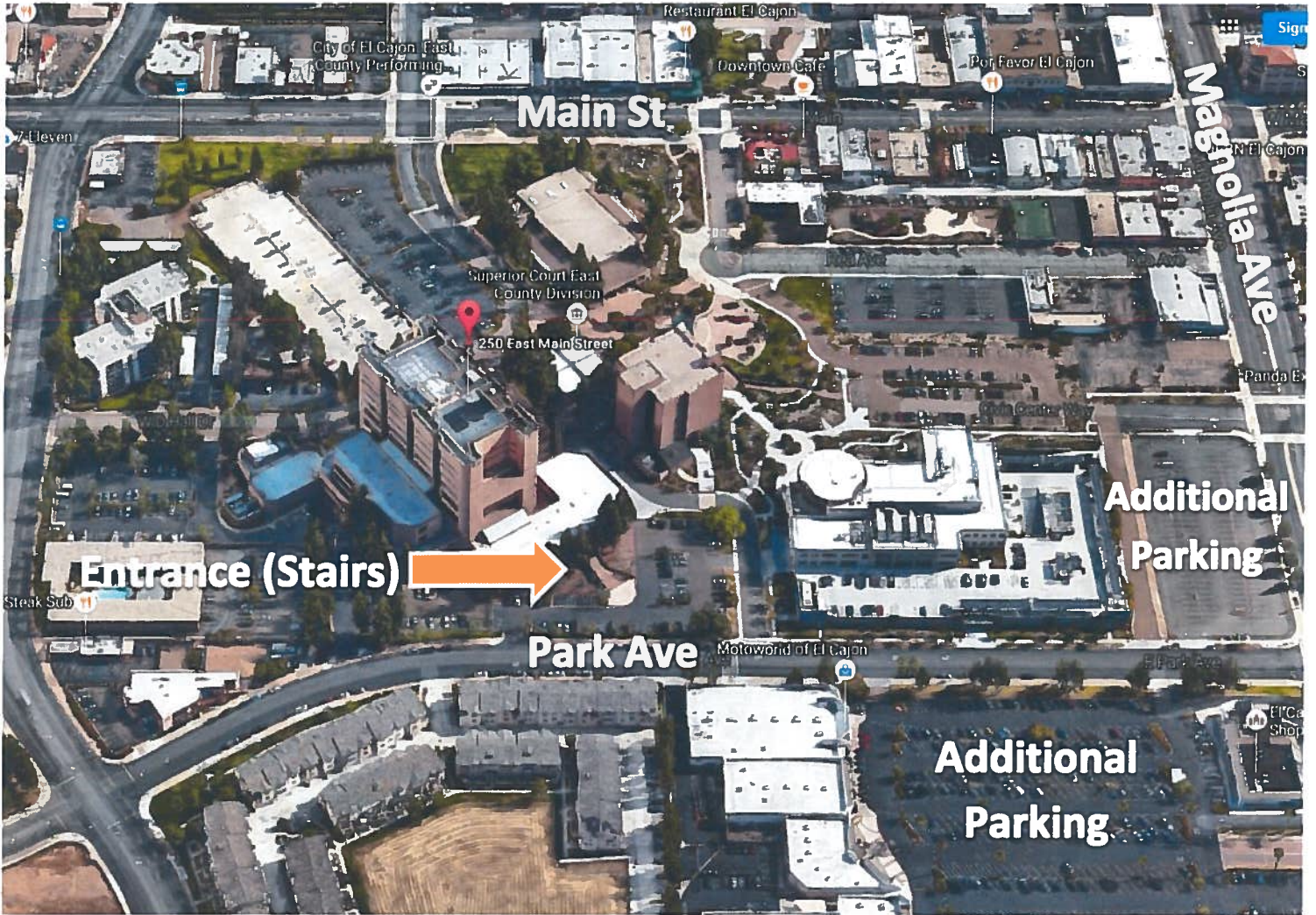
**Directions From I-5 South:** While on I-5 S, follow the signs for I-805 S and merge on to I-805 S; From I-805 S, use the right 2 lanes to take exit 23 for CA-52; Keep to the left at the fork and follow signs for CA-52 E and merge onto CA-52 E; After 13.7 miles use the right 2 lanes and take exist 18B to merge onto CA-67 S; Take the exist toward I-8E/El Centro/El Cajon; Continue on Magnolia Ave. about .5 mile and turn left on to Park Ave.; Turn right into the first driveway after the yield sign; Park in any of the numbered, reserved spaces 64-69; If these space are full, park at either the court parking lot across the street or at the Police Station off Magnolia and Park. There is also limited street parking along Park Ave. As a landmark, there is a business by the name of Motorworld across the street from Supervisor Jacob's office. *Note that Supervisor Jacob's office is in the same complex as the East County Superior Court, but you should enter the complex from Park Ave. rather than East Main.*

*Please allow sufficient time for the field visit and arrive at Supervisor Jacob's East County office at 9:30 am. Upon arriving at Supervisor Jacob's office, you will be directed to a conference room where there will be some light refreshments. We will begin introductions and committee business at 9:45 am. The field visit will begin promptly at 10:00 a.m. at which time attendees will board a bus immediately outside of the conference room. At the conclusion of the field visit, the bus will drop attendees off at Nicolosi's for a LAFCO hosted lunch. All attendees are highly encouraged to stay for lunch.*

**Please Refer to Attached Map for More Information.**

**If any of you get lost or have a schedule conflict, call Mike Ott directly at (619) 925-1492.**

**DIRECTIONS**  
**September 26, 2016 at 9:30 a.m.**  
**LAFCO East County Fire Protection Committee**  
**Field Visit**  
**Supervisor Jacob's East County Office**  
**250 East Main Street, El Cajon, CA 92020**



## Chairman

Bill Horn  
County Board of  
Supervisors

September 26, 2016

4

## Vice Chairman

Sam Abed  
Mayor  
City of Escondido

TO: San Diego LAFCO East County Fire Protection Committee

FROM: Executive Officer  
Local Governmental Analyst

## Members

Dianne Jacob  
County Board of  
Supervisors

SUBJECT: Review of Resolution and Budget Impact Establishing LAFCO's  
East County Fire Protection Committee

Andrew Vanderlaan  
Public Member

Lorie Zapf  
Councilmember  
City of San Diego

Attached is a staff report for committee review that will be considered by the San Diego LAFCO on October 3, 2016 ratifying the establishment of the ad hoc East County Fire Protection Committee (Supervisor Dianne Jacob, plus Commissioners Andy Vanderlaan, Jo MacKenzie, and Ed Sprague). LAFCO staff thought it would be helpful if the committee reviewed and commented on the report prior to consideration by the full Commission on October 3<sup>rd</sup>. As there is only seven days between the September 26<sup>th</sup> and October 3<sup>rd</sup> meetings, the Committee's comments will be verbally transmitted to the full Commission on October 3<sup>rd</sup>.

Lorraine Wood  
Councilmember  
City of Carlsbad

Jo MacKenzie  
Vista Irrigation District

Ed Sprague  
Olivenhain Municipal  
Water District

## Alternate Members

Greg Cox  
County Board of  
Supervisors

Among the topics addressed in the October 3<sup>rd</sup> LAFCO staff report is a budgetary discussion about the impact to LAFCO associated with reviewing and processing the two conflicting CSA No. 115 (Pepper Drive) reorganization proposals. LAFCO staff has projected that a \$100,000 mid-year LAFCO budget adjustment may be necessary in order to complete a thorough review of the two reorganization proposals. The review will involve a comprehensive examination of service, boundary, and financial data. The primary task for the Committee will be to assist LAFCO staff in the review and reconciliation of the two conflicting/competing proposals.

Chris Cate  
Councilmember  
City of San Diego

Racquel Vasquez  
Councilmember  
City of Lemon Grove

Harry Mathis  
Public Member

Judy Hanson  
Leucadia Wastewater  
District

## Executive Officer

Michael D. Ott

## Legal Counsel

Michael G. Colantuono

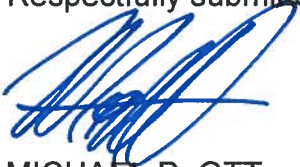
Committee members should also be reminded that a joint meeting of the East County Fire Protection Committee and Stakeholder Committee is scheduled immediately following the October 3<sup>rd</sup> LAFCO meeting. For the Committee's information, the Stakeholder Committee consists of representatives of the San Miguel Consolidated and Lakeside FPDs. In the future, it is likely that the Stakeholder Committee will be expanded to include representatives from the Cities of Santee and El Cajon, plus CSA No. 115. Both the East County Fire Protection and Stakeholder Committees are comprised of less than a quorum of the respective local agencies; therefore, compliance with the Brown Act per Government Code Section 54952(b) is not mandatory.

Therefore, it is:

**RECOMMENDED:** That the Committee,

Review and comment on the attached staff report that will be considered by the San Diego LAFCO on October 3, 2016.

Respectfully submitted,



MICHAEL D. OTT  
Executive Officer



JOE SERRANO  
Local Governmental Analyst

MDO:JS:eb

Attachment: October 3, 2016 LAFCO Staff Report



**Chairman**

Bill Horn  
County Board of  
Supervisors

October 3, 2016

**XX**

**Vice Chairman**

Sam Abed  
Mayor  
City of Escondido

TO: Local Agency Formation Commission  
FROM: Executive Officer  
Local Governmental Analyst

**Members**

Dianne Jacob  
County Board of  
Supervisors

SUBJECT: San Diego LAFCO East County Fire Protection Committee

Andrew Vanderlaan  
Public Member

**EXECUTIVE SUMMARY**

Lorie Zapf  
Councilmember  
City of San Diego

During the Commission's budget discussion at the August 1<sup>st</sup> LAFCO meeting, your Executive Officer informed the Commission that the proposed reorganization of County Service Area No. 115 (Pepper Drive) had become significantly more complex in 2016. As originally submitted in 2015, the San Miguel Consolidated Fire Protection District (FPD) and Lakeside FPD both requested dissolution of CSA No. 115 and annexation of the same territory. The two proposals are considered conflicting per special provisions in State Law (Government Code Sections 56655 and 56657), because both districts cannot annex the same territory. The primary difference between the conflicting proposal provisions and the ordinary procedures for singular proposals is that the Commission cannot approve a conflicting proposal until it has considered the other (conflicting) proposal. In other words, before LAFCO can approve San Miguel Consolidated FPD's proposal it must either disapprove or modify Lakeside FPD's proposal—or vice versa. With respect to fire districts in particular, the same territory cannot be annexed to two fire districts, because a dual annexation would result in duplication and overlap of service responsibilities. As discussed in this memorandum, it appears that the San Miguel Consolidated FPD and Lakeside FPD are interested in having LAFCO modify their respective proposals to eliminate a conflict. The chief element of the modification would be to split the annexation and revenues of the dissolved CSA No. 115 between the two FPDs. Such a modification appears to be promising, but LAFCO staff still needs to conduct a review of associated services and finances of both districts in order to reach an informed decision on overall feasibility.

Lorraine Wood  
Councilmember  
City of Carlsbad

Jo MacKenzie  
Vista Irrigation District

Ed Sprague  
Olivenhain Municipal  
Water District

**Alternate Members**

Greg Cox  
County Board of  
Supervisors

Chris Cate  
Councilmember  
City of San Diego

Racquel Vasquez  
Councilmember  
City of Lemon Grove

Harry Mathis  
Public Member

Judy Hanson  
Leucadia Wastewater  
District

**Executive Officer**

Michael D. Ott

**Legal Counsel**

Michael G. Colantuono

If the above discussion is not cause for confusion, then the following discussion will be, because a number of substantive conditions have changed since the two conflicting proposals were submitted to LAFCO in 2015. In April 2016, the County modified the CSA No. 115 service contract and eliminated a sole source arrangement with the City of Santee where Santee used to receive all of the property tax revenue generated within CSA No. 115 in exchange for providing fire protection. The revised county contract now stipulates that any of the four nearby fire agencies (El Cajon, Santee, San Miguel Consolidated FPD, and Lakeside FPD) can receive reimbursement for responding to incidents within the CSA. LAFCO staff will be meeting with County representatives and stakeholders to obtain a preliminary assessment regarding the effectiveness of the modified contractual arrangement.

Another significant change in 2016 pertains to the San Miguel Consolidated FPD contract with Cal Fire. In 2012, San Miguel Consolidated FPD was experiencing financial difficulties and decided to contract with Cal Fire for fire protection and communications service. In 2016, San Miguel decided to terminate the Cal Fire contract in order to provide services directly to district residents. LAFCO staff is in the process of obtaining San Miguel's FY 2016-17 budget and audits to independently evaluate the financial impacts associated with this service change. LAFCO staff will also be reviewing Lakeside FPD's financial documents to ensure that both districts will have sufficient financial ability to continue service within CSA No. 115. In addition, both the San Miguel Consolidated FPD and Lakeside FPD have purchased new properties in 2016 and are in the process of relocating existing fire stations to the new properties. When operational, the new fire stations will be able to serve Pepper Drive and the surrounding vicinity, but the stations are located less than one mile from one another. These property-related decisions have raised questions about station location, operational redundancy, and whether both districts adequately considered cost avoidance opportunities prior to purchasing and relocating multi-million dollar fire stations.

The above cumulative changes and issues require additional and specialized LAFCO analysis to properly review. LAFCO staff will be evaluating the respective service plans, financial documents, and legal documents prior to issuing a recommendation. To assist with conducting the review, LAFCO staff assembled a consultant team consisting of John Traylor and Rich Miller, plus LAFCO Legal Counsel Michael Colantuono. A stakeholders' working group has also been assembled consisting of FPD board members and staff. In addition, an ad hoc LAFCO committee was recently activated consisting of four LAFCO members (Commissioners Vanderlaan, MacKenzie, Sprague, and Supervisor Jacob). It is expected that the working group, consultant team, and ad hoc committee will fulfill their respective duties in approximately 9-12 months. After that time, the groups will be disbanded and a LAFCO hearing will be held.

In terms of the ad hoc committee of commissioners, the committee is considered temporary and is comprised of less than a quorum of the full commission. As a temporary committee comprised of less than a quorum of the Commission, the committee may, but need not, comply with the Brown act. A draft resolution establishing the ad hoc committee

is attached for Commission review and ratification. Also addressed in this memorandum is the need to make a mid-year budget allocation of approximately \$100,000 in order to complete the necessary LAFCO review. The Commission has a total fund balance of \$1,284,558; therefore, sufficient funds exist for this high priority life safety project. Below is additional detail and background.

## **BACKGROUND**

CSA No. 115 serves as a financing mechanism for the County of San Diego to provide structural fire protection and Emergency Medical Services (EMS) in an unincorporated island between the cities of Santee and El Cajon, bordering Pepper Drive. Refer to attached map. The unincorporated island was created in 1980 when Santee incorporated and assumed responsibility for about 90 percent of the Santee FPD. CSA No. 115 was formed to continue fire protection and EMS services to this unincorporated 440 acre remnant of the former Santee FPD. The particular sub-region where CSA No. 115 is located (e.g., Pepper Drive, Bostonia, South Lakeside, and Gilesie Field) has historically had a high fire protection and EMS call volume. Recent data shows that about 400 calls per month have occurred in the sub-region. In July 2016 alone, the volume peaked at 728 calls. Both fire districts believe that the call volume necessitates two fire stations to serve the area, but there is disagreement regarding the desired location of the stations.

Until 2016, the County had been contracting directly with the City of Santee to provide fire protection services to CSA No. 115, despite the fact that about 45% of the calls were historically responded to by El Cajon with the remainder responded to by Santee (30%), San Miguel Consolidated FPD (24%), and Lakeside FPD (1%). These figures were based on 2012 data and the call volume and distribution has likely changed due to station closures and relocations. Starting in April 2016, the County changed its CSA No. 115 contract from being an exclusive arrangement with Santee to one that reimburses the four nearby first responders, based on quarterly data. The preliminary response data LAFCO staff received from the County for the fourth quarter of 2016 shows that call volume has increased and is distributed among the first responders as follows: El Cajon (31%), Santee (5%), San Miguel Consolidated FPD (46%), and Lakeside FPD (18%).

While the modification to the CSA No. 115 contracting practices has provided a more equitable method of reimbursement, the San Miguel Consolidated and Lakeside FPDs believe a longer term jurisdictional solution is needed. This is the motivation for the initiation of the two conflicting reorganization applications. The problem with this application approach, however, is that both fire districts are seeking annexation of the same territory, and LAFCO cannot approve the annexation of the same territory to both districts. Another complication is that both districts have provided different, but singularly compelling arguments justifying the reorganization of CSA No. 115. Determining which district should be the successor to CSA No. 115 is accordingly a difficult analytical exercise—involving considerable service, financial, and legal analysis.



**JOINT APPLICATION APPROACH**

A possible solution to resolve the competing nature of the two reorganization applications would be for each district to annex respective portions of CSA No. 115. Both fire districts believe this approach has merit and recently notified LAFCO staff that they would agree to a proposal modification whereby LAFCO would name each fire district as successor to CSA No. 115, conditioned on the allocation of a proportionately equal amount of territory and revenue from the predecessor CSA. While concurrence about this joint application approach is promising, LAFCO staff still needs to conduct independent analysis to reach an objective evaluation of the need for two relocated new fire stations; associated financial, service, and legal issues; development of two separate boundary metes and bounds descriptions; and formulation of terms and conditions. Reorganizing fire protection services is a priority for LAFCO and a decision has already been made to waive the \$31,980 processing fees for the two proposals (\$15,990 for each reorganization application). The additional review tasks associated with evaluating the two reorganization applications will total an estimated \$100,000. This is an unbudgeted amount for FY 2016-17, however, there are sufficient funds in LAFCO's fund balance (\$1,284,558) and Special Project Trust Fund Account 46726 (\$200,480) to accommodate a mid-year LAFCO budget adjustment and fund transfer. On September 26<sup>th</sup>, the ad hoc LAFCO committee will be requested to provide comments on this funding proposal. A verbal update will be provided to the Commission on October 3<sup>rd</sup>, regarding committee comments. A breakdown of the estimated LAFCO costs is below:

<b>Cost Detail</b>	
<b>Joint Application Review: CSA No. 115 Reorganization</b>	
<b>Task Description</b>	<b>Cost</b>
Engineering/Legal Description	\$25,000
LAFCO Consulting & Outreach	\$35,000
Service/Finance Review	\$25,000
Legal Support	\$15,000
<b>Total Cost</b>	<b>\$100,000</b>

**CONCLUSION AND RECOMMENDATION**

In summary, LAFCO staff has been spending considerable time conducting outreach and analysis of the two conflicting LAFCO applications for reorganization of CSA No. 115. A number of variables have changed since the applications were submitted in 2015 creating a need for additional analysis and formation of an ad hoc committee of commissioners. A draft resolution ratifying the creation of the ad hoc committee is attached for Commission consideration. It is also recommended that the Committee allocate up to \$100,000 to fund the associated engineering, consultant, outreach, analysis, and legal support necessary to conduct the analysis of the reorganization proposals. Therefore, it is:

**RECOMMENDED:** That your Commission,

1. Ratify the resolution establishing an ad hoc advisory committee regarding two pending, competing proposals to reorganize County Service Area No. 115.
2. Obtain comments from the ad hoc committee on cost estimates for LAFCO support to process the San Miguel Consolidated and Lakeside FPD reorganization applications as a joint application and authorize the Executive Officer to make necessary appropriations adjustments (increases and decreases) and fund transfers not to exceed \$100,000.
3. Direct the Executive Officer to notify the Commission about any appropriations and fund transfers made per Recommendation No. 2.

Respectfully Submitted,

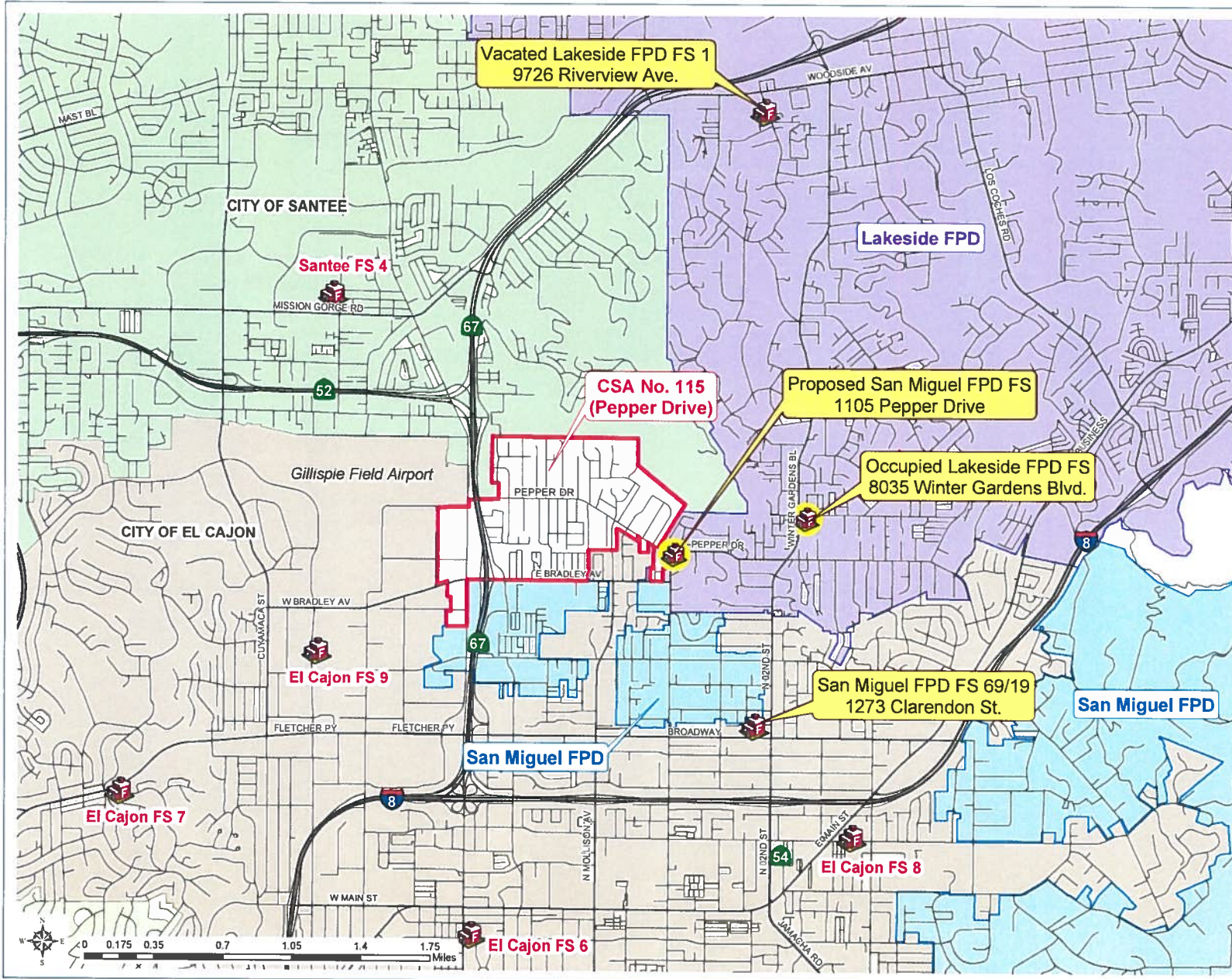
MICHAEL D. OTT  
Executive Officer

JOE A. SERRANO  
Local Governmental Analyst





**Attachments**

- (1) Vicinity Map
- (2) Draft Ad Hoc Advisory Committee Resolution

# County Service Area No. 115 (Pepper Drive)



## LEGEND

-  Fire Stations
-  CSA No. 115 (Pepper Drive)
-  Lakeside FPD
-  San Miguel Consolidated FPD

SAN DIEGO **LAFCO**

**SanGIS**  
We Have San Diego Covered!

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This map has been prepared for descriptive purposes only and is considered accurate according to the GIS and LAFCO data.

File: G:\GIS\Inquiries\CSA\_115 overview route.mxd  
Printed August 2016.

**RESOLUTION NO. \_\_\_\_****A RESOLUTION OF THE SAN DIEGO LAFCO ESTABLISHING AN AD HOC  
ADVISORY COMMITTEE REGARDING COMPETING PROPOSALS TO  
REORGANIZE COUNTY SERVICE AREA NO. 115  
(PEPPER DRIVE)**

**WHEREAS**, the San Diego Local Agency Formation Commission (San Diego LAFCO) has received competing proposals for reorganization of County Service Area No. 115 (Pepper Drive) and to assign CSA No. 115's service responsibilities (Fire Protection and Emergency Medical Services) to other agencies;

**WHEREAS**, study and decision on those competing proposals will require amendment of the LAFCO budget and efforts to resolve differences between the proponents of the competing proposals; and

**WHEREAS**, it will be useful for an ad hoc advisory committee of Commissioners to assist staff in developing the proposals for presentation to the Commission.

**NOW, THEREFORE, BE IT RESOLVED THAT:**

SECTION 1. The Commission hereby confirms the August 1, 2016 formation of an ad hoc advisory CSA 115 Advisory Committee is hereby established to be comprised of Commissioners Jacob, MacKenzie, Sprague and Vanderlaan.

SECTION 2. The Committee is charged with advising LAFCO staff regarding the two pending, competing proposals to reorganize CSA 115. The Committee shall have such support from the General Counsel and other LAFCO staff as the Executive Officer shall direct. The Committee shall be comprised of less than a quorum of the Commission and may meet in conjunction with other ad hoc committees that are comprised of less than a quorum of the respective local agencies.

SECTION 3. The Committee shall provide recommendations and advice to LAFCO staff upon request. Its role shall be advisory only and it shall have no power to bind the Commission or LAFCO. The Committee shall be disestablished without further action of this Commission upon action by the Commission on the competing applications to reorganize CSA 115.

SECTION 4. As a temporary, ad hoc advisory committee comprised of less than a quorum of the Commission, the Committee may, but need not, comply with the Brown Act as authorized by Government Code section 54952, subdivision (b).



Passed and adopted by the Local Agency Formation Commission of the County of San Diego this \* day of \*, 20\_, by the following vote:

AYES: \*

NOES: \*

ABSENT: \*

ABSTAINING: \*

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STATE OF CALIFORNIA)

COUNTY OF SAN DIEGO)

I, MICHAEL D. OTT, Executive Officer of the Local Agency Formation Commission of the County of San Diego, State of California, hereby certify that I have compared the foregoing copy with the original resolution adopted by said Commission at its regular meeting on \*, 20\_, which original resolution is now on file in my office; and that same contains a full, true, and correct transcript therefrom and of the whole thereof.

Witness my hand this \* day of \*, 20\_.

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MICHAEL D. OTT, Executive Officer  
San Diego Local Agency Formation Commission

**Chairman**

Bill Horn  
County Board of  
Supervisors

September 26, 2016

**5**

**Vice Chairman**

Sam Abed  
Mayor  
City of Escondido

TO: San Diego LAFCO East County Fire Protection Committee

FROM: Executive Officer  
Local Governmental Analyst

**Members**

Dianne Jacob  
County Board of  
Supervisors

SUBJECT: 2016-17 Ad hoc Committee Meeting Schedule

Andrew Vanderlaan  
Public Member

Attached is a list of the future meeting dates for the San Diego LAFCO's East County Fire Protection Committee. We anticipate 4 to 6 committee meetings will be scheduled during the next 9 to 12 months. For your convenience, the committee meetings will immediately follow the regularly scheduled LAFCO meeting date. You will be provided with agendas, supporting documents, or other additional information prior to a confirmed meeting date. The agendas and supporting documents will be sent to you electronically, unless you prefer paper copies.

Lorie Zapf  
Councilmember  
City of San Diego

Lorraine Wood  
Councilmember  
City of Carlsbad

Jo MacKenzie  
Vista Irrigation District

Ed Sprague  
Olivenhain Municipal  
Water District

We appreciate your participation as a member of the Commission's East County Fire Protection Committee. LAFCO Analyst Joe Serrano is managing this project with consultant assistance provided by John Traylor and Rich Miller. If you have any questions regarding this memorandum, please contact the undersigned at (858) 614-7755.

**Alternate Members**

Greg Cox  
County Board of  
Supervisors

Respectfully submitted,

Chris Cate  
Councilmember  
City of San Diego

Racquel Vasquez  
Councilmember  
City of Lemon Grove



MICHAEL D. OTT  
Executive Officer



JOE SERRANO  
Local Governmental Analyst

Harry Mathis  
Public Member

Judy Hanson  
Leucadia Wastewater  
District

MDO:JS:eb

**Executive Officer**

Attachment: 2016-17 Committee Meeting Schedule

Michael D. Ott

**Legal Counsel**

Michael G. Colantuono



<b>San Diego LAFCO East County Fire Protection Committee Meeting Schedule</b>
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<b>2016</b>
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October 3, 2016 (confirmed meeting date)
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November 7, 2016
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December 5, 2016
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<b>2017</b>
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February 6, 2017
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March 6, 2017
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April 3, 2017
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May 1, 2017
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June 5, 2017
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August 7, 2017
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October 2, 2017
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November 6, 2017
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December 4, 2017
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## Chairman

Bill Horn  
County Board of  
Supervisors

September 26, 2016

6

## Vice Chairman

Sam Abed  
Mayor  
City of Escondido

TO: San Diego LAFCO East County Fire Protection Committee

FROM: Executive Officer  
Local Governmental Analyst

## Members

Dianne Jacob  
County Board of  
Supervisors

SUBJECT: CSA No. 115 History and Submittal of Competing Applications  
Report

Andrew Vanderlaan  
Public Member

Lorie Zapf  
Councilmember  
City of San Diego

For the past three years, LAFCO staff has been actively involved with a number of fire agencies to address long-term fire protection and emergency medical service issues in the unincorporated Pepper Drive area, located south of the City of Santee and north of the City of El Cajon. Pepper Drive is located within County Service Area No. 115 that is responsible for providing fire protection to this densely populated suburban area consisting of nearly 450 acres. There are over 1,600 housing units and approximately 4,300 residents within the CSA No. 115 service area. Refer to attached map and profile of CSA No. 115 for further information. This report summarizes the LAFCO procedure and application requirements associated with a proposed reorganization of CSA No. 115. For descriptive purposes, the procedures can be divided into four categories: (1) Preapplication, (2) Application, (3) LAFCO Review, and (4) LAFCO Hearing/Conducting Authority Proceedings.

Lorraine Wood  
Councilmember  
City of Carlsbad

Jo MacKenzie  
Vista Irrigation District

Ed Sprague  
Olivenhain Municipal  
Water District

## Alternate Members

Greg Cox  
County Board of  
Supervisors

## PREAPPLICATION

Chris Cate  
Councilmember  
City of San Diego

Racquel Vasquez  
Councilmember  
City of Lemon Grove

Harry Mathis  
Public Member

Judy Hanson  
Leucadia Wastewater  
District

## Executive Officer

Michael D. Ott

## Legal Counsel

Michael G. Colantuono

CSA No. 115 was originally formed in 1985 following the merger of the Santee Fire Protection District with the City of Santee. From 1985 to 2016, CSA No. 115 had been responsible for structural fire protection and emergency medical services within the Pepper Drive area via a contract with the City of Santee. In May 2013, San Diego LAFCO began collecting fire protection call data in response to inquiries from the San Miguel Consolidated Fire Protection District (FPD) and Lakeside FPD, who both expressed interest in dissolution of CSA No. 115 and annexation of the dissolved CSA territory. While the County of San Diego had historically contracted with the City of Santee to serve the predominantly single-family residential area, LAFCO staff's collection of call history data determined that other fire providers, including San Miguel Consolidated FPD, Lakeside FPD, and the City of El Cajon also responded to a number of calls within the unincorporated community.

The County of San Diego subsequently revised its contracting procedures and released a new contract in April 2016 that reimburses first responders based on quarterly response data. Refer to Attachment C and D for an illustration of first responder activity in CSA No. 115. A number of meetings with representatives from LAFCO and the two fire districts occurred from June 2013 to September 2014 to discuss a more efficient method to deliver fire service in the area. To assist the districts in evaluating the merits of a possible reorganization of the CSA, consultant assistance was provided by LAFCO to the San Miguel and Lakeside FPDs through an arrangement with Rich Miller, President of Metro Plan LLC.

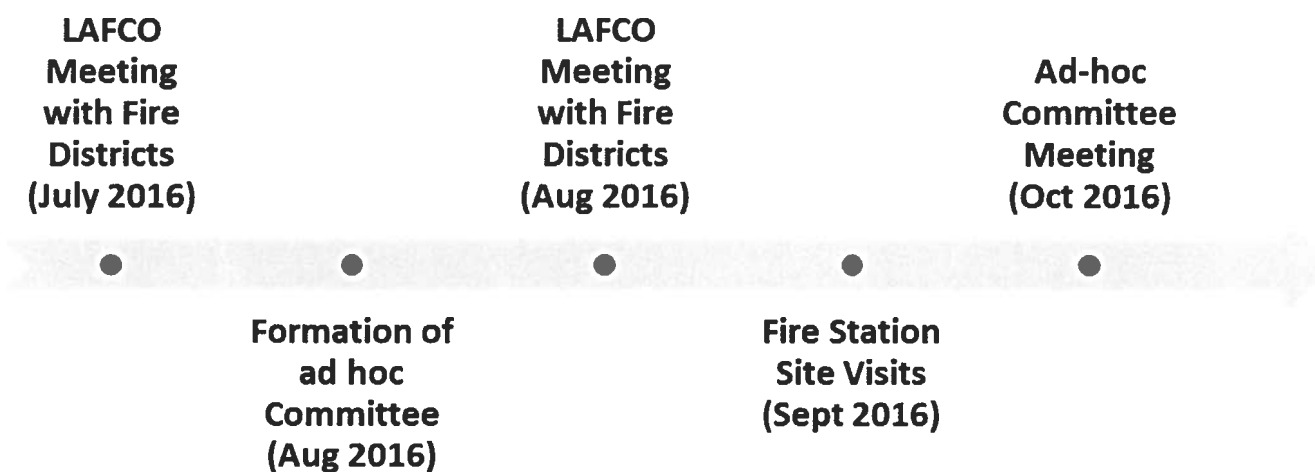


**APPLICATION**

The following year, in March 2015, the Board of Directors for San Miguel Consolidated and Lakeside Fire Protection Districts both submitted separate applications with LAFCO to initiate a reorganization CSA No. 115/Pepper Drive. The reorganization proposals both involved the dissolution of CSA No. 115, the concurrent annexation of the dissolved territory to the respective districts and the completion of any related sphere/service review actions. Pursuant to Government Code Section 56657, LAFCO may not approve a reorganization proposal until it has considered any other proposals that may conflict with the subject proposal, provided that the (other) proposal was submitted to the Commission within 60-days of the submission of the subject proposal. This provision in State Law applied to the two conflicting applications. Therefore, both proposals must be processed and considered by LAFCO together.



Due to the complexity of the proposed reorganizations, San Diego LAFCO staff formed a stakeholder committee consisting of representatives from both fire districts to resolve issues, address concerns of both parties and identify possible alternatives. During the last 60 days, the districts have re-established constructive discussions, and have expressed interest in modifying their applications to equitably divide the CSA territory and revenues. LAFCO staff is in agreement with this cooperative approach and has offered to process the two conflicting applications using a joint application approach. To further assist in the collaborative efforts, the Commission formed an ad hoc committee which is scheduled for two upcoming meetings, including a visit to the districts' new fire station sites on September 26, 2016.



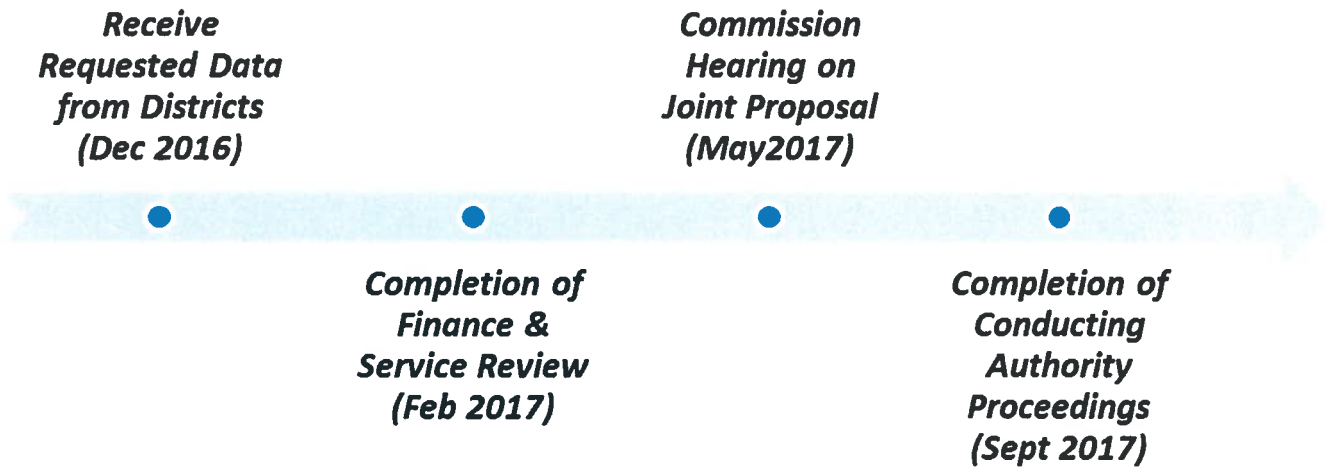
## LAFCO REVIEW

Based on past experience within reorganization proposals, a minimum of six months should be allowed for LAFCO review. However, the length of time depends on a number of factors, primarily the completeness of the submitted application, concurrence on terms and conditions, and any unresolved issues of local concern. Staff is projecting the proposed CSA No. 115 reorganization may take 9-12 months before it is ready for Commission consideration.

At this stage of the LAFCO process, the following actions are taking place: (1) reviewing the boundaries of the proposed reorganization to identify the respective portions of CSA No. 115 will be annexed to each district; (2) identifying issues that need to be addressed through terms and conditions; (3) analyzing the fiscal feasibility of both districts; (4) identifying issue areas/legal questions that may impede reorganization discussions or require further research; (5) evaluating the adopted 4-way contract with the County of San Diego and the East County fire agencies, and (6) coordinating with stakeholders and LAFCO staff on all of the above.

LAFCO HEARING/CONDUCTING AUTHORITY PROCEEDINGS

A public hearing will be scheduled after LAFCO staff has completed its analysis and resolution of reorganization, sphere of influence, and service review-level issues. If any of the affected districts decide to withdraw or modify their applications, a hearing will need to be postponed until an agreement has been reached. If no changes have been made and LAFCO approves the reorganization, an election would be held if at least 25% or more of the registered voters or landowners submit written protests at a conducting authority (protest) hearing. In light of the potential for continuances, requests for reconsideration, or other unforeseen delays, four months should be allowed for the LAFCO hearing and conducting authority proceedings. Below is a projected timeline of the next steps relating to the LAFCO procedure and proposed reorganization.



We hope that the information discussed above will describe the history and ongoing efforts to address past, present, and future service needs within CSA No. 115. LAFCO staff looks forward in working with the Committee and fire agencies on this important public safety matter.

Respectfully submitted,

MICHAEL D. OTT  
Executive Officer

JOE SERRANO  
Local Governmental Analyst

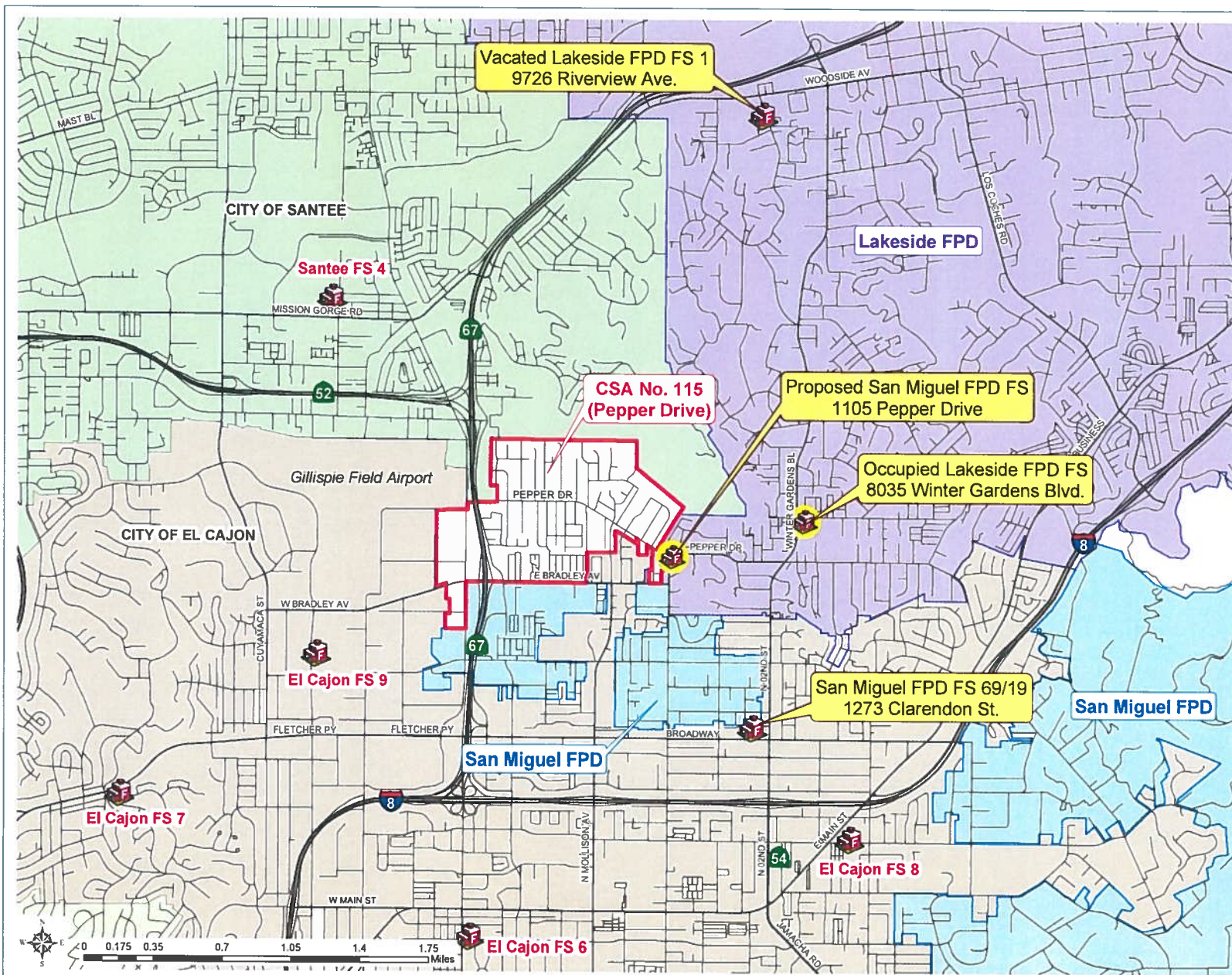
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Attachments:

- 1) Vicinity map
- 2) CSA No. 115 Profile
- 3) First Responder Activity - 2012 Data
- 4) First Responder Activity - 2016 Data



# County Service Area No. 115 (Pepper Drive)



**LEGEND**

- Fire Stations
- CSA No. 115 (Pepper Drive)
- Lakeside FPD
- San Miguel Consolidated FPD



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Printed August 2016.



# CSA No. 115 PEPPER DRIVE

## DISTRICT BACKGROUND

County Service Area (CSA) No. 115 (Pepper Drive) is responsible for structural fire protection and emergency medical services (EMS)

boundary.

A proposed merger of the Santee FPD with the City of Santee required that all district territory be within the City boundary; accordingly, the unincorporated area of the district was detached from the FPD and formed into county-dependent CSA No. 115.

## DISTRICT CHARACTERISTICS

<b>Principal Act:</b>	Government Code § 25210 et seq.
<b>Services:</b>	Structural Fire Protection Advanced life support EMS (Services provided by City of Santee via contract)
<b>Dispatch:</b>	Heartland Communications Authority JPA
<b>Ambulance Transport:</b>	CSA No. 69
<b>Population:</b>	4,280 (2012 SANDAG)
<b>District Area:</b>	0.69 sq. mile
<b>Sphere of Influence:</b>	Transitional
<b>Sphere Adopted:</b>	November 5, 1985
<b>Sphere Affirmed:</b>	May 7, 2007
<b>Sphere Reaffirmed:</b>	August 6, 2007
<b>Revenue Source:</b>	Property tax
<b>Governance:</b>	County Board of Supervisors
<b>Contact:</b>	San Diego County Fire Authority 5510 Overland Avenue, Suite 250 San Diego, CA 92123 858/571-4261
<b>View Map:</b>	<a href="http://sdlafco.org/Webpages/agency_maps_links.htm">sdlafco.org/Webpages/agency_maps_links.htm</a>

The CSA provides a governance structure that is able to contract with the City of Santee for fire protection and advanced life support level EMS services. An increment of the one percent property tax, which the CSA collects, funds the City contract. Ambulance transport services are provided by CSA No. 69 (Heartland Paramedic).

CSA No. 115 occupies unincorporated territory between the City of El Cajon and the City of Santee. The special study area sphere-of-influence designation for the City of El Cajon includes CSA No. 115.

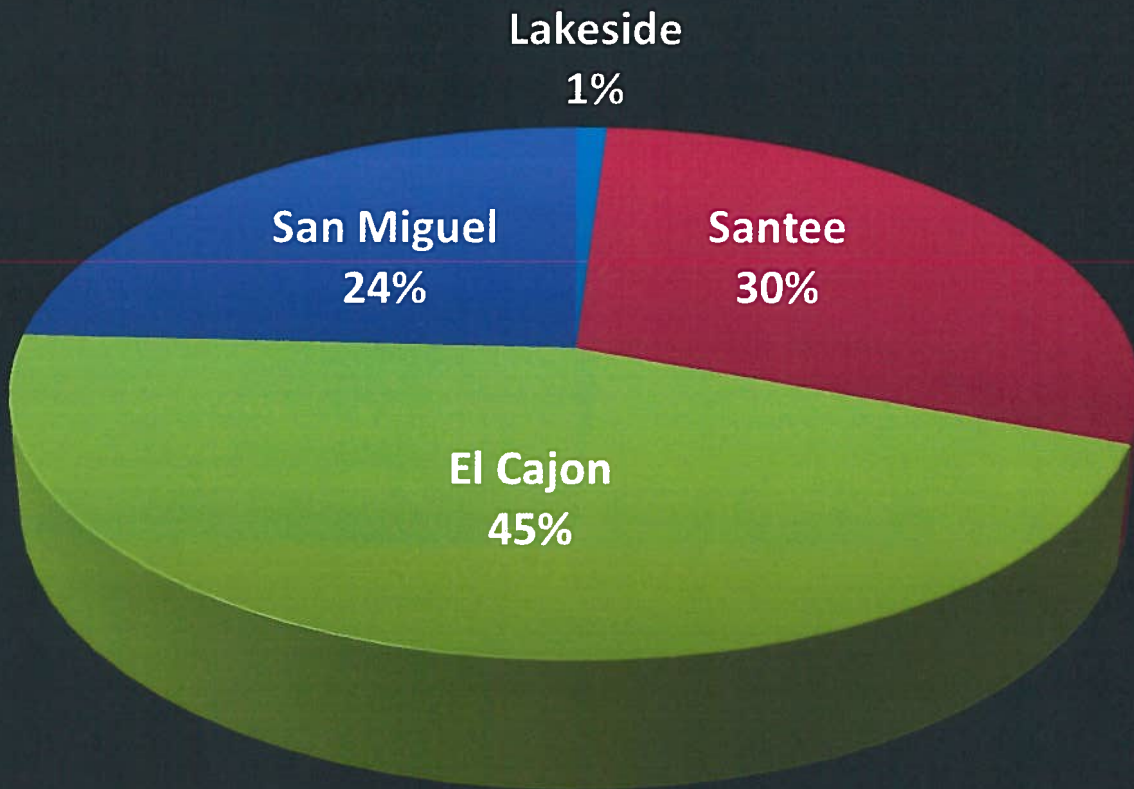
within approximately 0.7 square miles of unincorporated territory that is adjacent to the City of Santee. The area is generally developed with single-family residences.

CSA No. 115 was formed as a component of a 1985 reorganization, which merged the Santee Fire Protection District (FPD) with the City of Santee. The Santee FPD was a subsidiary district of the City and governed by the Santee City Council; however, approximately 0.6 square mile of FPD territory, which contained the Pepper Drive area, was outside the City

LAFCO approved a transitional sphere-of-influence for the District in 1984 based on the district's proximity to potential successor agencies.

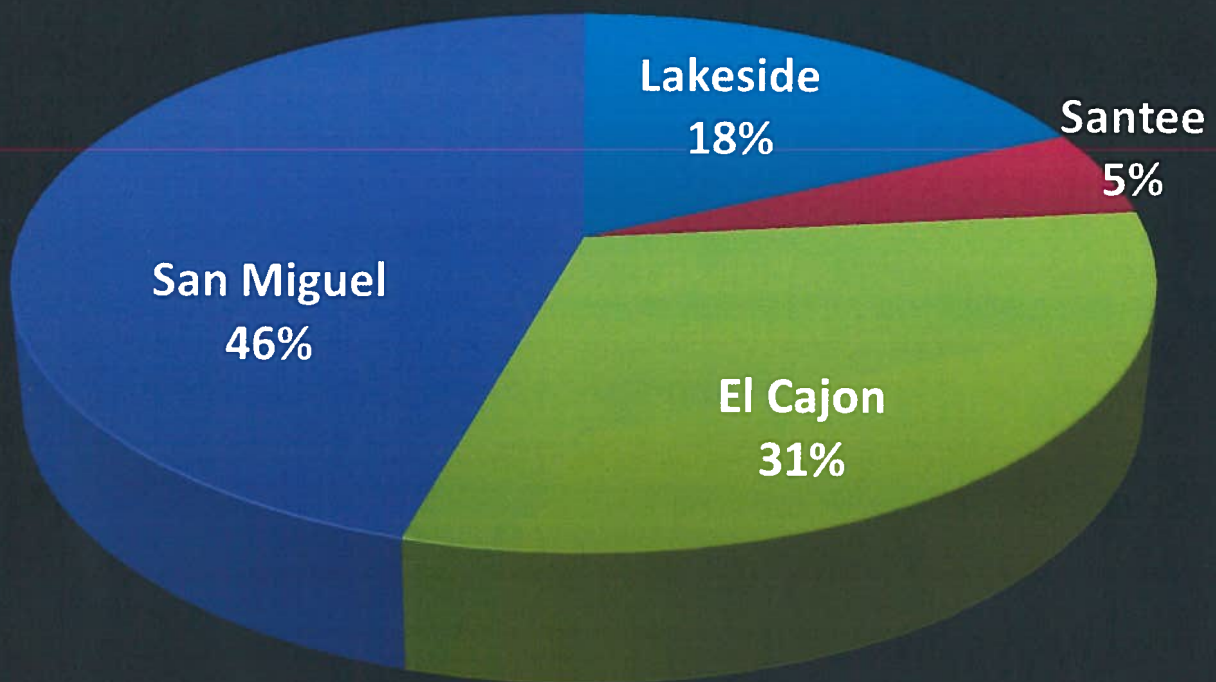
## 2012 Dispatch Data (data provided by HCFA)

### First Responder Calls to CSA 115



## Dispatch 2016 Dispatch Data (data provided by SMCFPD/Lakeside FPD)





### First Responder Calls to CSA 115 Fourth Quarter 2016

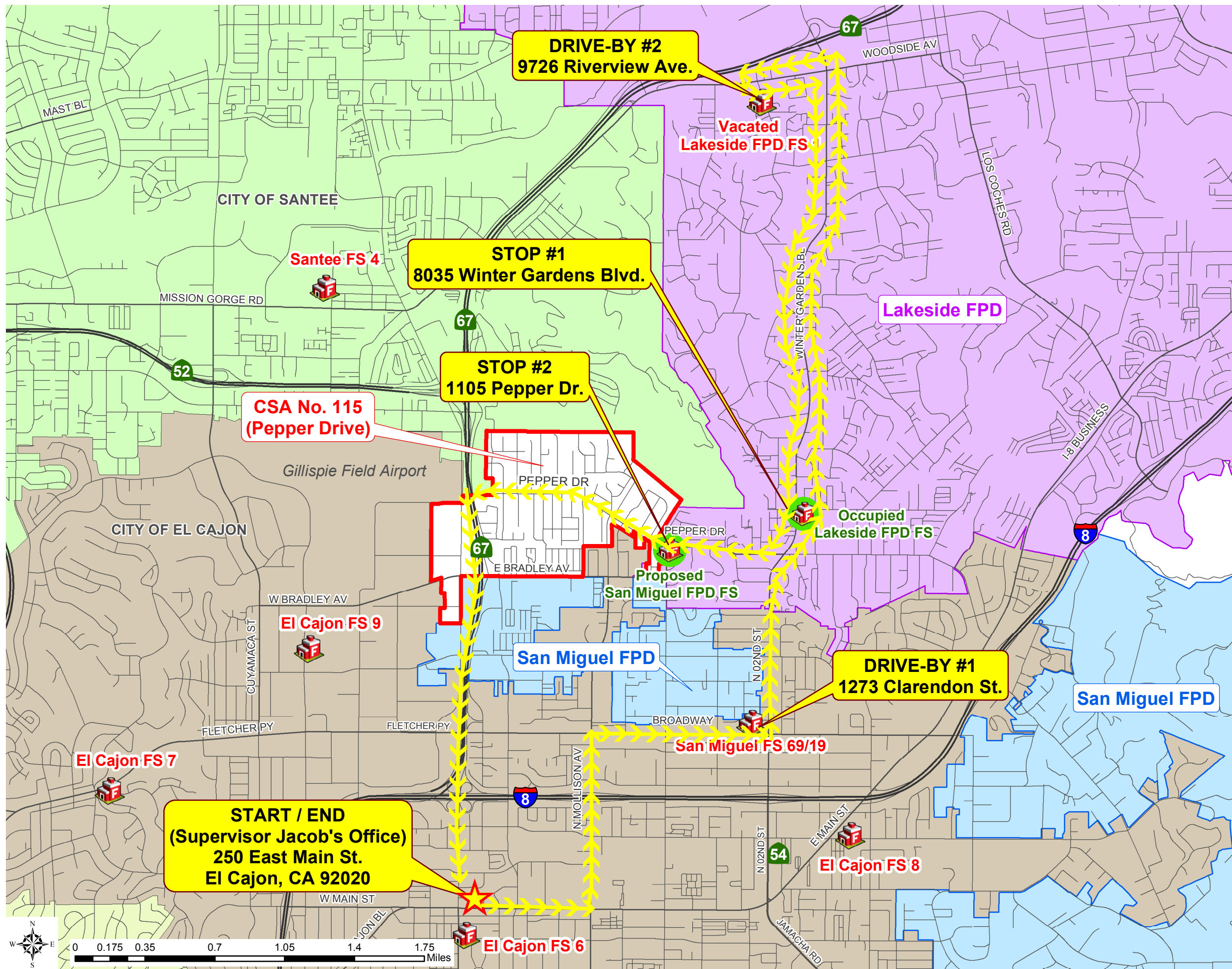


# County Service Area No. 115 (Pepper Drive)

September 26, 2016  
Field Trip Route

## LEGEND

-  Fire Stations
-  CSA No. 115 (Pepper Drive)
-  Lakeside FPD
-  San Miguel Consolidated FPD



SAN DIEGO **LAFCO**



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