



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

**7C**

**AGENDA REPORT**  
 Business | Action

February 6, 2023

**TO:** Commissioners  
**FROM:** Keene Simonds, Executive Officer  
**SUBJECT:** Quarterly Report on Adopted Workplan & Proposed Amendments

**SUMMARY**

The San Diego County Local Agency Formation Commission (LAFCO) will receive a quarterly report on the adopted workplan for 2022-2023. Work through the second quarter shows exactly two-thirds of the 30 targeted projects for the fiscal year have been initiated in some substantive manner with one already complete and six others nearing their completion. The quarterly report is being presented to the Commission to discuss and provide feedback in step with formal filing. The Commission will also consider two related amendments that are headlined by the proposed addition of an informational report to evaluate governance options to expand the public’s recreational use of local reservoirs in unincorporated areas. This addition is consistent with an earlier request from Commissioners Anderson and Desmond and has the support of the City of San Diego Mayor’s Office. A matching amendment to remove an otherwise paused municipal service review is also proposed.

**BACKGROUND**

San Diego LAFCO’s current fiscal year workplan was adopted at a noticed public hearing held in June 2022. The workplan is multi-year planning tool that is developed and updated annually. The current workplan includes 30 projects and is divided into two distinct categories – statutory and administrative – along with priority assignments set by the Commission. No amendments to the workplan have been approved to date.

|   |   |  |  |   |  |
|---|---|--|--|---|--|
| <p><b>Administration</b><br/>         Keene Simonds, Executive Officer<br/>         2550 Fifth Avenue, Suite 725<br/>         San Diego, California 92103<br/>         T 619.321.3380<br/>         www.sdlafco.org<br/>         lafco@sdcounty.ca.gov</p> | <p>Chair Jim Desmond<br/>         County of San Diego<br/>         Joel Anderson<br/>         County of San Diego<br/>         Nora Vargas, Alt.<br/>         County of San Diego</p> | <p>Vacant<br/>         Cities Selection Committee<br/>         Vacant<br/>         Cities Selection Committee<br/>         Kristi Becker, Alt.<br/>         City of Solana Beach</p> | <p>Stephen Whitburn<br/>         City of San Diego<br/>         Marni von Wilpert, Alt.<br/>         City of San Diego</p> | <p>Jo MacKenzie<br/>         Vista Irrigation<br/>         Barry Willis<br/>         Alpine Fire Protection<br/>         David Drake, Alt.<br/>         Rincon del Diablo</p> | <p>Chair Andy Vanderlaan<br/>         General Public<br/>         Harry Mathis, Alt.<br/>         General Public</p> |
|---|---|--|--|---|--|

## DISCUSSION

This item provides San Diego LAFCO with its quarterly update on accomplishing projects calendared in the adopted 2022-2023 workplan. The update tracks the Commission's progress through the close of the second quarter and confirms exactly two-thirds of all projects have been initiated in some substantive manner as detailed in Attachment One. This latter category is marked by seven projects that are either complete or nearing completion and include a municipal service review on the Escondido region (complete) and policy updates on out-of-agency services and municipal service review guidelines (near completion).

Additional discussion on priority projects that are expected to take additional focus in the third quarter follows along with detailing two related amendments.

### Expected Focus in 3<sup>rd</sup> Quarter

LAFCO staff expects several projects will materially advance in the third quarter and most notably this includes three high-priority municipal service reviews covering the Oceanside, San Marcos, and Carlsbad regions. These resource-intensive projects have been earnestly underway for several months with the Oceanside region municipal service review likely to be presented first to the Commission in draft form as early as its April meeting. Staff separately expects completing the planned website redesign and satisfying meeting targets with the Cities and Special Districts Advisory Committees during the third quarter.

### Proposed Amendments

LAFCO staff proposes two related amendments to the workplan. The primary amendment involves adding an informational report evaluating public recreational governance models to expand access and use of local water reservoirs in the unincorporated areas. The amendment follows a recent joint-request from Supervisors Anderson and Desmond for LAFCO to independently advise of potential governance-management opportunities involving several municipal reservoirs owned by the City of San Diego that are largely limited to water storage. If approved, staff would prepare the informational report and assess local governance options – such as possible special district (independent and dependent) and joint-power authority alternatives – at a macro level and for the principal intent of informing potential next steps, whether by LAFCO, County, San Diego or combination therein. Staff has consulted with the Mayor's Office and they support the amendment and approach as outlined. A corresponding amendment to remove a municipal service review on the Vista region that has otherwise been paused due to external factors is recommended.<sup>1</sup> Both proposed amendments are shown in track-change to the workplan as Attachment Two.

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<sup>1</sup> The referenced external factors include the City of Vista's current vacancy and recruitment of a City Manager.

## ANALYSIS

San Diego LAFCO is generally proceeding as planned in the workplan through the close of the second and start of the third quarter. This progression is headlined by 17 of the 20 high to moderate priority projects substantively underway with seven either complete or nearing their completion. Notwithstanding this overall progression, and due to high proposal activity, a number of projects in the moderate to low priority categories remain pending with several of these now expected to roll uninitiated into the next fiscal year. Prominent examples include the scheduled municipal service review of the County Water Authority and governance study on the Escondido region. The proposed amendments to the workplan as outlined in the preceding section counterbalance each other in terms of resource demands and provide a timely opportunity for LAFCO to address a topic for its own benefit while concurrently providing value to the County and City of San Diego.

## RECOMMENDATION

It is recommended San Diego LAFCO discuss the item and provide feedback as appropriate along with approving the proposed amendments identified in the preceding section. This recommendation would be accommodated by taking the actions outlined in the preceding section as Alternative One.

## ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO:

Alternative One (recommended):

- (a) Discuss the item and provide feedback
- (b) Approve the amendments to the workplan as described above.

Alternative Two:

Continue consideration of the item and provide direction to staff as needed.

Alternate Three:

Take no action.

(continued)

## PROCEDURES

This item has been placed on San Diego LAFCO's agenda for discussion with proposed actions as part of the business calendar. The following procedures apply.

- 1) Receive verbal report from staff unless waived.
- 2) Initial questions or request for clarifications.
- 3) Discuss item and consider the staff recommendation.

Respectfully,



Keene Simonds  
Executive Officer

Attachments:

- 1) 2022-2023 Workplan with Status Notations
- 2) 2022-2023 Workplan with Proposed Amendments (Track-Changes)
- 3) Joint Request by Commissioners Anderson and Desmond

## ADOPTED WORKPLAN FOR FY2022-2023

| Priority | Level        | Type           | Project                                      | Description and Key Issues  | Status          |
|----------|--------------|----------------|--|---|-----------------|
| Ongoing  | ...          | Statutory      | Applicant Proposals and Requests             | LAFCO will prioritize resources to address all applicant proposals and related requests   |                 |
| Ongoing  | ...          | Administrative | Targeted LAFCO Presentations                 | LAFCO will prioritize public outreach; emphasis on informing stakeholders ahead of MSR work   |                 |
| Ongoing  | ...          | Statutory      | Workplan and Budget                          | LAFCO will approve a workplan and budget and preform quarterly reviews throughout the fiscal year   |                 |
| 1        | High         | Administrative | Recruiting, Hiring + Onboarding New Staff    | Fill two vacated budgeted positions involving the Administrative Assistant and Analyst I/II/III   | Underway        |
| 2        | High         | Statutory      | Policy Review   MSRs                         | Consider revisions to existing policies on MSRs to enhance community engagement procedures  | Near Completion |
| 3        | High         | Statutory      | Policy Review   Outside Services             | Consider revisions to existing policies on overseeing outside services – including exemptions   | Near Completion |
| 4        | High         | Statutory      | MSR   San Marcos Region                      | Complete the scheduled reviews of the City of San Marcos, San Marcos FPD, & Vallecitos WD   | Underway        |
| 5        | High         | Statutory      | MSR   Vista Region                           | Complete the scheduled reviews of the City of Vista, Vista ID, Vista FPD, & Buena SD  | Underway        |
| 6        | High         | Statutory      | MSR   Oceanside Region                       | Complete scheduled reviews of the City of Oceanside, Oceanside Harbor, and Morro Hills CSD  | Underway        |
| 7        | High         | Statutory      | MSR   Carlsbad Region                        | Complete scheduled reviews of the City of Carlsbad as well as Carlsbad MWD and Leucadia WWD   | Underway        |
| 8        | High         | Administrative | RCD Ad Hoc Committee                         | Coordinate work of the Ad Hoc Committee in implementing recommendations in MSR on RCDs in San Diego County                                | Underway        |
| 9        | High         | Statutory      | Policy Review   Commission Rule No. 4        | Complete a comprehensive update to Rule No. 4 and its provisions to address special districts' service functions and classes              | Underway        |
| 10       | High         | Administrative | Website Refresh                              | Initiate a refresh of the LAFCO website to include more user-friendly tools and expanded content  | Near Completion |
| 11       | Moderate     | Administrative | SALC Grant   Ag Trends                       | Continue second year of SALC grant award to identify and track agricultural trends in San Diego County                                    | Near Completion |
| 12       | Moderate     | Statutory      | MSR   CWA-MET                                | Initiate scheduled review of wholesale water suppliers – CWA (comprehensive) and MET (abbreviated)  | Pending         |
| 13       | 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              | Near Completion |
| 14       | Moderate     | Administrative | Cities Advisory Committee                    | Provide administrative support to the Cities Advisory Committee and hold no less than two formal meetings in FY                           | Near Completion |
| 15       | Moderate     | Statutory      | Special District Elections                   | Conduct special district elections for two seats (regular and alternate) on the Commission  | Underway        |
| 16       | Moderate     | Administrative | 2021-2022 Audit                              | Complete outside audit of financial statements for 2021-2022 for and ensure consistency with accounting standards                         | Underway        |
| 17       | Moderate     | Administrative | Legislative Proposal   G.C. 56133            | Sponsor and/or otherwise facilitate an amendment to clarify LAFCOs' determine exemption eligibility under Section 56133                   | Underway        |
| 18       | Moderate     | Statutory      | Policy Review   Island Annexations           | Consider options to define “substantially surrounded” and provide related mapping to inform update to island annexation policies          | Pending         |
| 19       | Moderate     | Statutory      | MSR   Escondido Region Part II               | Complete the scheduled review of the City of Escondido via an addendum process in partnership with the City and Concordia Homes           | Completed       |
| 20       | Moderate     | Statutory      | Governance Study   Escondido Region          | Prepare study identifying and analyzing the merits of potential reorganizations involving the City of Escondido and Rincon del Diablo MWD | Pending         |
| 21       | Moderate-Low | Administrative | Annual Local Agency Directory                | Update and publish an annual local agency directory subject to LAFCO oversight  | Pending         |
| 22       | Moderate-Low | Administrative | SOI/MSR Annual Report                        | Update and publish an annual report documenting all recorded municipal service review and sphere of influence actions                     | Pending         |
| 23       | Moderate-Low | Administrative | Commissioner Onboarding Packets              | Create onboarding packets for new Commissioners to help orient new members to key roles, duties, and organizational practices             | Pending         |
| 24       | Moderate-Low | Administrative | Informational Report   LAFCO at 60           | Prepare a report on San Diego LAFCO's history and key decisions ahead of its 60th Anniversary in June 2023                                | Underway        |
| 25       | Moderate-Low | Administrative | Informational Report   Property Tax Exchange | Prepare a report primer on current property tax exchange processes in statute and applicable agreements                                   | Pending         |
| 26       | Low          | Administrative | Informational Report   JPAs                  | Prepare a report summarizing JPAs in San Diego County subject to LAFCO reporting under SB 1261  | Pending         |
| 27       | Low          | Administrative | Public Access Television                     | Work with local cable companies and associated non-profits to begin broadcasting LAFCO meetings on local government channels              | Pending         |
| 28       | Low          | Administrative | Application Procedures                       | Streamline existing application packet to be more user-friendly; address new statutory requirements                                       | Pending         |
| 29       | Low          | Administrative | SANDAG                                       | Participate in SANDAG's Technical Working Group (TWG) and provide updates to the Commission on shared interests as needed                 | Underway        |
| 30       | Low          | Administrative | Southern California LAFCOs                   | Participate in quarterly meetings with other Southern California LAFCOs and related projects and/or trainings                             | Underway        |

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| 4        | High         | Administrative | Informational Report   Public Recreation     | Prepare a position report assessing public recreational governance models available to SD/County involving SD-owned reservoirs            |                 |
| 5        | High         | Statutory      | MSR   Vista Region                           | Complete the scheduled reviews of the City of Vista, Vista ID, Vista FPD, & Buena SD  | Underway        |
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**COUNTY OF SAN DIEGO**  
**BOARD OF SUPERVISORS**

1600 PACIFIC HIGHWAY, ROOM 335, SAN DIEGO, CALIFORNIA 92101-2470

**MEMORANDUM**

**DATE:** December 9, 2022  
**TO:** Keene Simonds, Executive Officer, San Diego County LAFCO  
**FROM:** LAFCO Commissioner Joel Anderson, Supervisor, Second District  
LAFCO Chair Jim Desmond, Supervisor, Fifth District  
**SUBJECT:** **Review of City of San Diego-Owned Lakes and Reservoirs Management**

We have been contacted by several constituents expressing an interest in the current management of reservoirs owned by the City of San Diego and managed by the City’s Public Utilities Department. One of the individuals who reached out, Jim Brown, managed the City’s reservoirs via the City of San Diego City Lakes Program for almost 30 years. According to Mr. Brown and others, seven of the ten City-owned reservoirs are located in unincorporated areas of the County.

We have been informed that the City’s Public Utilities Department views the City’s reservoirs primarily as water sources for their constituents with little, if any, attention focused on the recreational value of these resources to the public. As a result, recreational amenities previously available to the public, such as boat rentals and fishing floats, have either been shifted to private concessionaires interested in maximizing profit, rather than providing a public service, or have been discontinued.

There is one example, Lake Morena in Campo, where the City and County have successfully partnered to maximize the recreational potential of the property and facilities available to the public. As a result of this collaboration and the fact that the majority of the City-owned reservoirs are located outside of the City’s boundaries, we are interested in the potential for LAFCO to review the current management model and determine if it would be appropriate for the Commission to conduct a study of the current ownership/management employed by the City to oversee the City’s reservoirs and City Lakes Program. Such a study could provide the Commission insight into potential governance and jurisdictional changes and partnership potential to enhance opportunities for the region’s outdoor enthusiasts to maximize the use of the recreational facilities located at City reservoirs.

Attached for your review is correspondence and information provided by Mr. Brown and a memorandum from the County’s Department of Parks and Recreation outlining potential partnership opportunities to help maximize the use of these recreational resources. We would appreciate your consideration of this request and informing us of any action on this issue that would be appropriate for LAFCO to take regarding this matter.

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