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

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AGENDA REPORT
Business | Action

August 5, 2024

TO: Commissioners

FROM: Keene Simonds, Executive Officer
Priscilla Mumpower, Assistant Executive Officer

SUBJECT: **Proposed Update to the Rolling Five-Year Study Schedule**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider approving a proposed update to its rolling five-year study schedule marked by resetting the coverage period from FY2024-2028 to FY2025-2029. The proposed update is part of an annual process to sync the study schedule to actual authorizations by the Commission in adopting the annual workplan specific to preparing municipal service reviews. The first two years of the proposed update remain largely intact and continue existing practice to capture all municipal service reviews covered in the adopted workplan paired with accommodating the expectation some studies require more than one year to complete. One new study has been added to the first two-year period and involves the previously unscheduled municipal service review on SANDAG and its regional housing, transportation, and climate adaptation service functions. Other changes in the proposed update involve reorganizing certain regional studies to better address multi-city serving special districts and adding a new study on airports in the fifth year. Staff recommends the Commission approve the proposed update with any desired changes.

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David Drake, Alt.
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General Public

BACKGROUND

Study Directive | Municipal Service Reviews and Sphere of Influence Updates

State law directs San Diego LAFCO to review all local agencies' spheres of influence and update as needed approximately every five years and in doing so actively manage what the Commission sets as the agencies' appropriate current and future boundaries and service areas. State law relatedly specifies LAFCO inform sphere updates by preparing municipal service reviews to independently assess the availability and adequacy of local services relative to community needs. The Commission's policies on preparing municipal service reviews are codified as L-106 and include direction to maintain a five-year study schedule.

Rolling Study Schedule + Implementation Practices

San Diego LAFCO annually reviews and resets a five-year rolling study schedule to calendar municipal service reviews and ancillary sphere of influence updates. Approvals to reset the rolling study schedule are typically considered in August and premised on two related implementation practices as summarized below.

1. The first two years of the five-year study schedule are combined and cover all municipal service reviews separately authorized by the Commission under the annual adopted workplan. The combination of the first two years provides LAFCO flexibility to pace work on the municipal service reviews in line with accommodating the agencies' resources and abilities therein to participate in the data collection and review process.

2. The third, fourth, and fifth years of the five-year study schedule serve as telegraphing tools to the affected agencies and other interested stakeholders with respect to the Commission's expectations of initiating future municipal service reviews. Actual work on any municipal service review – however – will not occur until the Commission formally authorizes the expenditure of LAFCO resources as part of the annual workplan.

DISCUSSION

This item is for San Diego LAFCO to consider approving a proposed update to the five-year rolling study schedule calendaring municipal service reviews. Key features follow.

- The proposed update resets the five-year period from FY2024-2028 to FY2025-2029.

- The first two years of the proposed update (Years One and Two) remain largely intact and sync with the adopted workplan in covering all authorized municipal service reviews with a continued emphasis in the north and north-coastal communities The referenced syncing produces one new previously unscheduled municipal service review on SANDAG. The remaining changes are structural to reorganize previously scheduled regional studies into parts to separately cover cities and districts.

- The final three years of the proposed update (Years Three, Four, and Five) also remain largely intact in telegraphing anticipated municipal service reviews in the near future. This includes continued emphasis to group the future municipal service reviews into regions and gradually progressing from the coast to the backcountry area. Structural changes to reorganize previously scheduled regional studies into parts to separately cover cities and districts also apply as well as adding a new study covering airports.

ANALYSIS

The proposed update to the rolling study schedule before San Diego LAFCO is part of an annual process to resync with actual authorizations set by the Commission in adopting the workplan. This proposed update – markedly – resets the five-year calendar in preparing municipal service reviews and any related sphere of influence updates to reflect the recently adopted workplan for FY 2024-2025. The first two years of the proposed update remain largely intact with an exception involving the addition of a previously unscheduled municipal service review on SANDAG. Other changes as detailed in the preceding section include recasting some of the scheduled municipal service reviews with a new emphasis on combining regions while also dividing them into city and special district focuses. Additions to the study schedule include adding new municipal service reviews on the San Diego Metropolitan Transit System and San Diego Airports in the third and fifth year, respectively.

RECOMMENDATION

It is recommended San Diego LAFCO approve the proposed update to the study schedule as shown in Attachment One. This recommendation is consistent with 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 rolling five-year study schedule as detailed and shown in Attachment One with any desired changes with an immediate effective date.

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

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 the Executive Officer,



Priscilla Mumpower
Assistant Executive Officer

Attachments:

1) Proposed Update to the Five-Year Rolling Study Schedule
2) Current Five-Year Study Schedule: FY2023 to FY2028

Proposed Commission Rolling Study Schedule

5-Year Plan

FY 2025 through FY 2029

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 rolling 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 rolling 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. The Commission also regularly draws on the municipal service reviews to inform its' decision-making on boundary changes.

Rolling Study Schedule Format

The Study Schedule is a living or rolling document that the Commission resets yearly in concert with the annual budget and workplan adoptions. The rolling study schedule spans 5 fiscal years with only the first year being set. The second through fifth years are tentatively calendared, and done so to help guide and telegraph future decision-making. This approach allows the Commission the flexibility to redirect staff resources where needed should calendar studies extend beyond one year while also granting staff the ability to prioritize applicant proposals.

SEE THE SCHEDULE »

2024-2025 + 2025-2026

NORTH COUNTY FOCUS

Carlsbad + Encinitas Region

- **Part I | Cities**
  - City of Carlsbad
  - City of Encinitas
- **Part II: Special Districts**
  - Carlsbad MWD
  - Leucadia WWD
  - Olivenhain WD
  - San Dieguito WD

Central 78 Corridor Region

- **Part I | Cities**
  - City of San Marcos
  - City of Vista
- **Part II: Special Districts**
  - Vista ID
  - Buena SD
  - Vallecitos WD
  - San Marcos FPD
  - Vista FPD

San Diego County Healthcare Districts

- **Part I: Macro + Part II: Micro**
  - Palomar HD
  - Tri-City HD
  - Fallbrook HD
  - Grossmont HD

Del Mar + Solana Beach Region

- **Part I | Cities**
  - City of Del Mar
  - City of Solana Beach
- **Part II: Special Districts**
  - Santa Fe ID
  - CSA 17 - Ambulance*

Oceanside Region

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

Wholesale Water Services

- San Diego County Water Authority
- Metropolitan Water District of Southern California

Council of Governments

- San Diego Association of Governments (SANDAG)

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



Oceanside State Beach



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

2026-2027

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

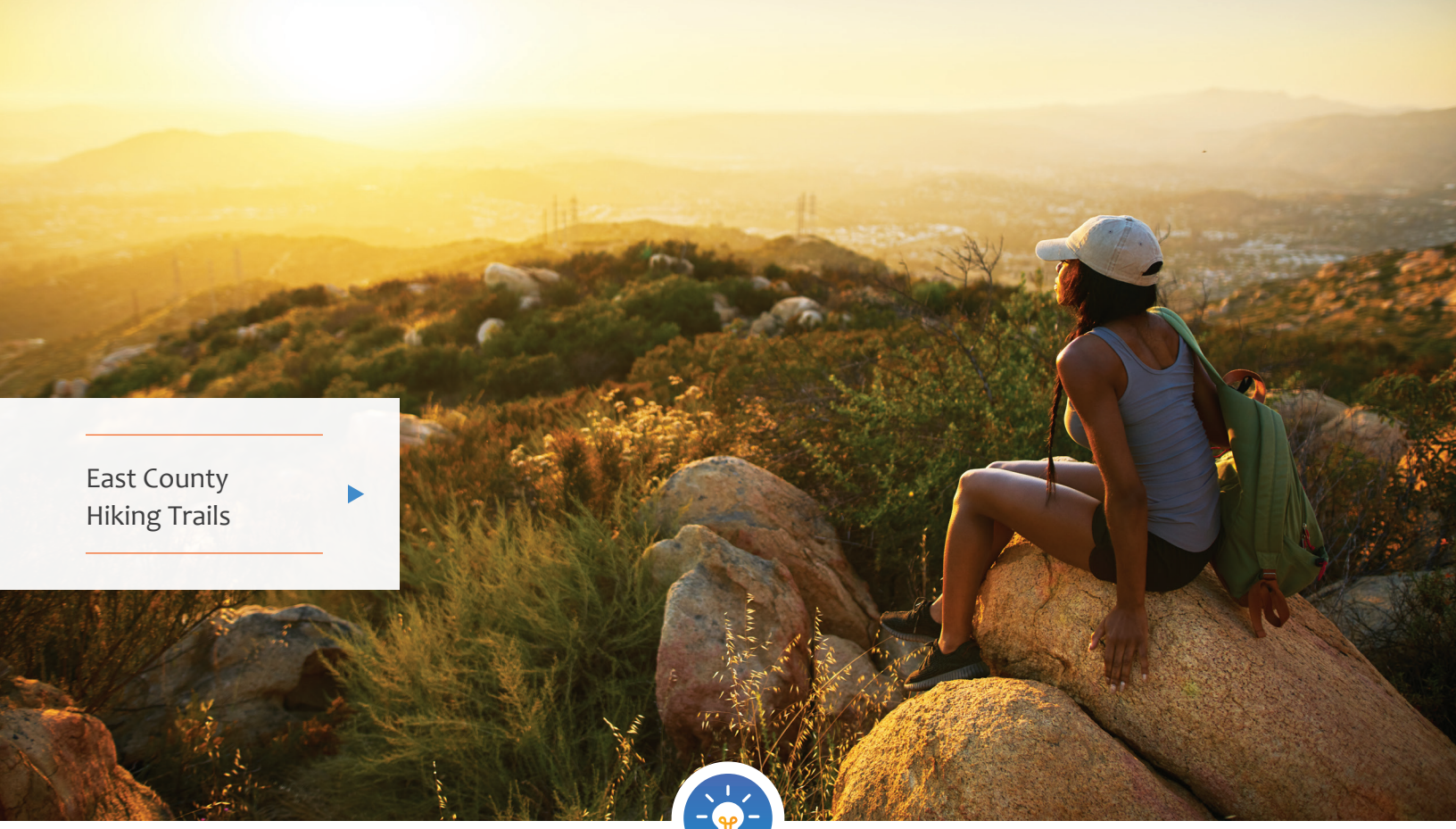
Rancho Santa Fe Region
- Fairbanks Ranch CSD
- Questhaven MWD
- Rancho Santa Fe CSD
- Rancho Santa Fe FPD
- Whispering Palms CSD
- CSA No. 17 - Ambulance*
- CSA No. 83 - San Dieguito Parks

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

Transit Services
- North County Transit District
- Metropolitan Transit System (MTS)

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



East County
Hiking Trails

2027-2028

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*

Pauma Valley Region

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

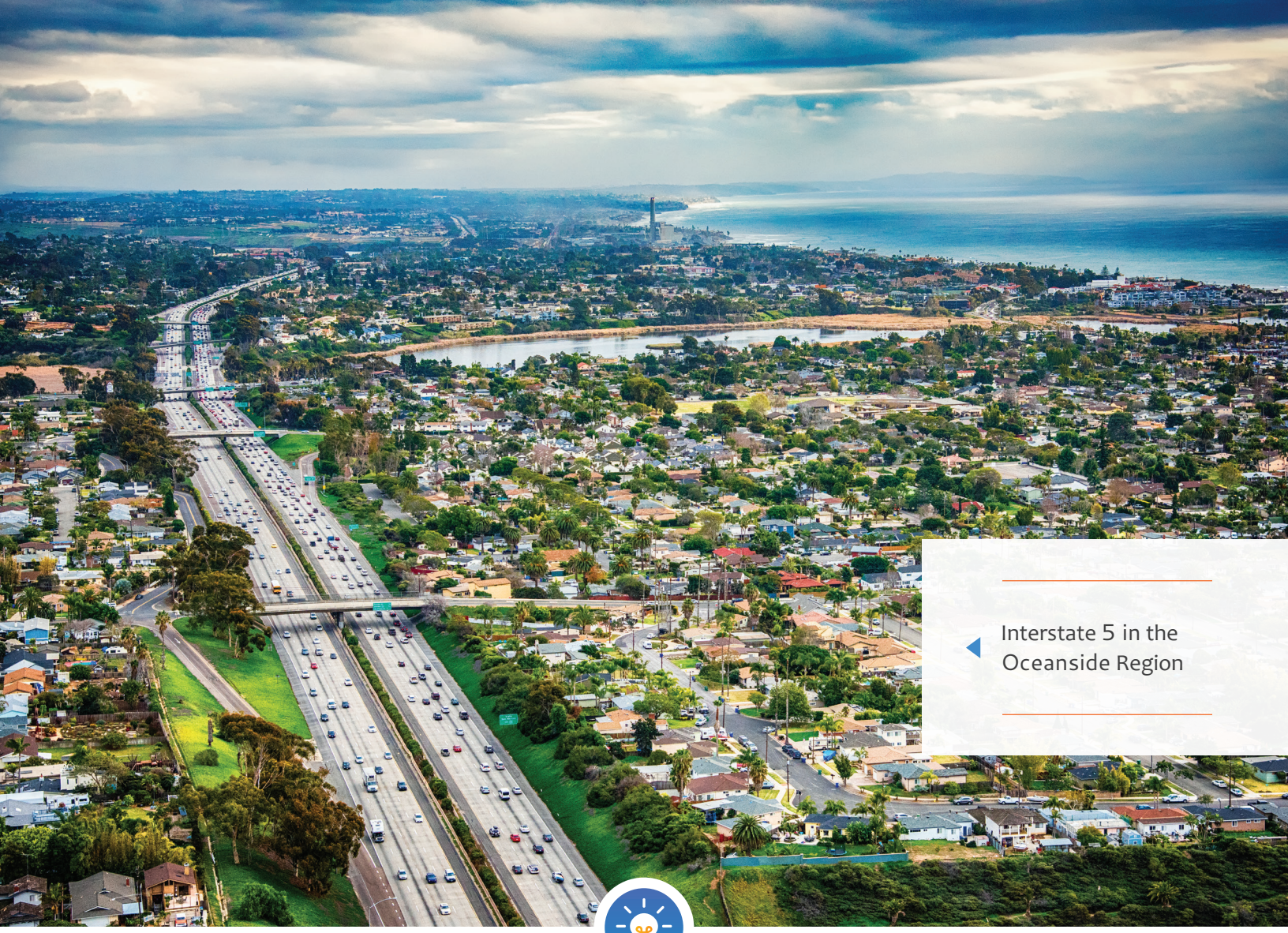
La Mesa - Lemon Grove Region

- 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.



Interstate 5 in the Oceanside Region

2028-2029

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

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

East Laguna Summit Region

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

San Diego County Airports

Commission Study Schedule 5-Year Plan

FY2024 THROUGH FY2028

Regional Service Planning
Subdivision of the State of California



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SEE THE SCHEDULE »

2023-2024 + 2024-2025

NORTH COUNTY FOCUS

Carlsbad Region

- City of Carlsbad
- Carlsbad MWD
- Leucadia WD

Vista Region

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

San Marcos Region

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

Healthcare Districts

- Fallbrook HCD
- Grossmont HCD
- Palomar HCD
- Tri-City HCD

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

Wholesale Water Services

- San Diego County Water Authority
- Metropolitan Water District

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



Oceanside California State Beach ▶



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2025 – 2026

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

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Silver Strand Region

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- City of Imperial Beach

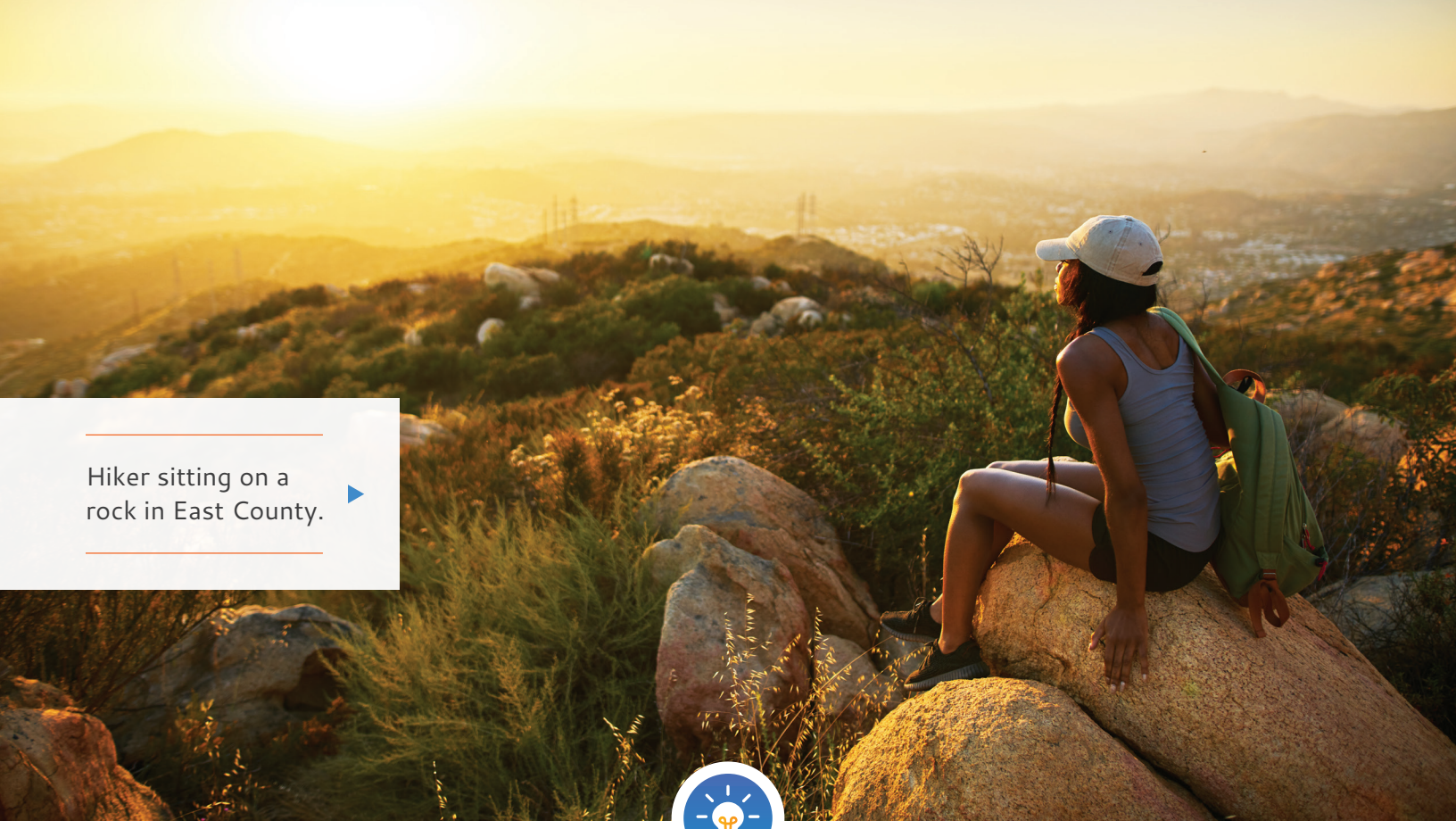
South Coast Region

- 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

Transit Services

- North County TD

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Hiker sitting on a rock in East County.

2026 – 2027

EAST COUNTY FOCUS

Alpine – Lakeside Region

- Alpine FPD
- Lakeside FPD
- Lakeside WD
- Padre Dam MWD*
- San Diego County SD*
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- San Luis Rey MWD
- Yuima MWD

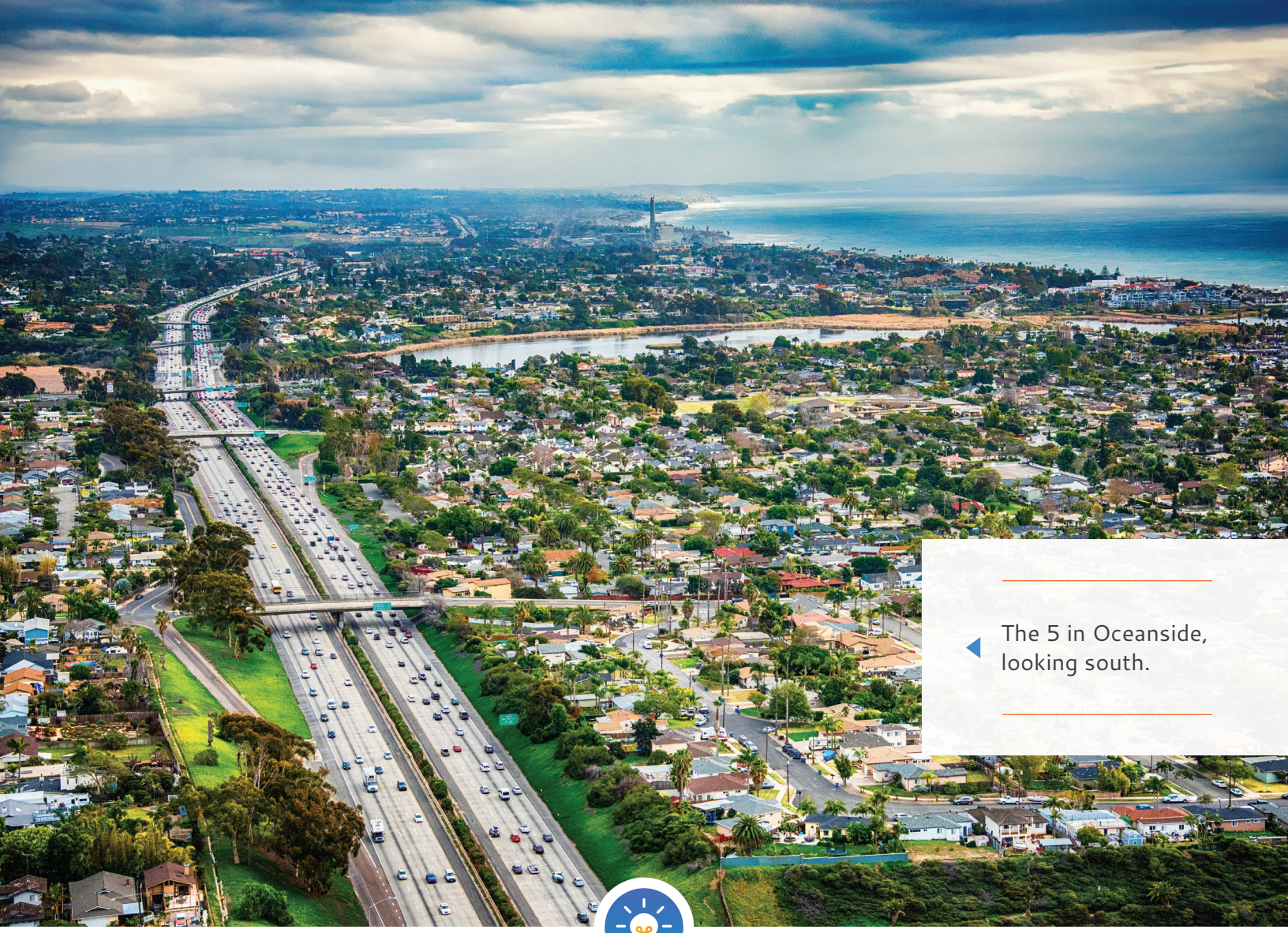
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- Helix WD*
- Lemon Grove Roadway LD
- Lemon Grove SD
- San Diego County SD*

Spring Valley Region

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

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The 5 in Oceanside, looking south.

2027 – 2028

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
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