SAN DIEGO LAFCO EST. 1963

Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

– AMENDED –
REGULAR MEETING AGENDA
Monday, November 2, 2026

Doors Open: 8:00 A.M.
Meeting Starts: 8:15 A.M.

In-Person Participation
County Administration Center
1600 Pacific Highway, Room 302
San Diego, California

Video-Teleconference Participation
https://www.zoom.us/join
Meeting ID 895 6767 7168 | Passcode 508649
(669) 900-9128

Video Viewing Only
@sandiegolafco9909

San Diego LAFCO Commission		
Commissioner	Appointing Authority	Affiliation
Chair Kristi Becker	Cities Selection Committee	City of Solana Beach
Vice Chair Barry Willis	Independent Special Districts	Alpine Fire Protection
Paloma Aguirre	Board of Supervisors	County of San Diego
Joel Anderson	Board of Supervisors	County of San Diego
Brigette Browning	Commission	General Public
Jo Mackenzie	Independent Special Districts	Vista Irrigation
Stephen Whitburn	Mayor of the City of San Diego	City of San Diego
Dane White	Cities Selection Committee	City of Escondido
Alternate Eileen Delaney	Commission	General Public
Alternate David A. Drake	Independent Special Districts	Rincon del Diablo MWD
Alternate John McCann	Cities Selection Committee	City of Chula Vista
Alternate Monica Montgomery Steppe	Board of Supervisors	County of San Diego
Alternate Marni von Wilpert	Mayor of the City of San Diego	City of San Diego

Participation Instructions:

In person attendance by the public is welcomed. LAFCO meets in Room 302 in the County Administration Center (1600 Pacific Highway). Three-hour visitor parking is available using the Ash Street entrance. To provide comments on any item, please turn in a speakers slip to LAFCO staff before the item commences.

Remote participation by video or telephone is welcomed through Zoom by following these instructions.

Comments by Video	Comments by Telephone
Click or type the link found at the top of the agenda	Dial + 1-669-900-9128
Type the Meeting ID identified on the top of this agenda followed by the Passcode	Dial the Meeting ID identified at the top of the agenda followed by the Passcode
Click the raise hand icon	Dial *9 to raise your hand
LAFCO will announce your name as it appears when it is your turn to speak	LAFCO will call out the last 4 digits of your phone number when it is your turn to speak
Click the speaker icon to unmute to speak	Dial *6 to unmute yourself

All comments – whether provided in person or remotely (video and telephone) – are limited to three minutes for individuals and five minutes for agencies and community organizations. The Chair may adjust the time allowance as they deem appropriate in managing the Commission's business.

Remote participation by e-mail is also welcomed by sending comments to Commission Clerk Erica Sellen at erica.sellen@sdcounty.ca.gov.

All e-mails received before 3:00 P.M. one business day before the meeting will be forwarded to the Commission and posted online prior to the start of the meeting.

All e-mails received after 3:00 P.M. one business day before the meeting and up until the conclusion of the item by the Commission will be noted for the record by LAFCO staff with a good-faith summary and subsequently posted online.

The Commission may proceed with the meeting, even where there is a disruption that prevents the Commission from broadcasting the meeting to members of the public or from receiving public comment from members of the public using a call-in option or internet-based service option, unless such disruption prevents a member of the Commission is participating under Government Code Section 54953, subdivision (e) or (f).

Public Accommodations:

Assistance for the disabled is available by contacting LAFCO staff prior to the meeting. To the extent possible, accommodation requests should be submitted at least 72 hours in advance.

Spanish language translation services are readily available at LAFCO meetings. Translation services covering other languages may be made available upon request at least 72 hours prior to the meeting.

Contact Information:

Erica Sellen
Commission Clerk
2550 Fifth Avenue, Suite 725
San Diego, California 92103
T: 619-321-3380 | E: erica.sellen@sdcounty.ca.gov

1. 8:15 A.M. – CALL TO ORDER BY CHAIR

   a) Roll Call of Commissioners Present
   b) Pledge of Allegiance

2. STATEMENT REGARDING REMOTE PARTICIPATION, IF APPLICABLE

3. AGENDA REVIEW
   The Executive Officer will summarize the agenda, advise on any requested changes, and disclose any supplemental communications received. The Chair will also consider requests from Commissioners to rearrange agenda items.

4. PUBLIC EXPRESSION AND
   OPPORTUNITY FOR PUBLIC TO REQUEST DISCUSSION ON CONSENT ITEMS
   Opportunity for members of the public to speak on any subject matter within the Commission's growth management duties and interests that is not on the agenda. Speakers are limited to three minutes. This is also an opportunity to request discussion on a consent calendar item.

5. CONSENT ITEMS

   a) Approval of Meeting Minutes for August 3, 2026 (action)
      The Commission will consider action minutes from the August 3, 2026 meeting prepared by the Commission Clerk. Staff recommends approval as presented. (Pages 7-18)

   b) Commission Ratification | Recorded Payments for July, August, and September 2026 (action)
      The Commission will review a report of all payments made and received for July, August, and September 2026. Staff recommends ratifying payments as presented. (Pages 19-30)

   c) Budget Update for 2026-2027 |
      First Quarter Actuals with Year-End Projections (action)
      The Commission will review a report comparing budgeted and actual transactions through the first quarter of 2026-2027 and related year-end projections. Staff recommends formally accepting the report. (Pages 31-36)

   d) Updating Authorized Signatories on LAFCO Credit Card (action)
      The Commission will consider action to update the authorized signatories on the agency's credit card account with San Diego County Credit Union. Staff recommends the Commission approve signatory authorization by position, specifically the Executive Officer, Assistant Executive Officer, and Commission Clerk, rather than by individual. (Pages 37-46)

   e) Report on Applicant Proposals (information)
      The Commission will receive a status report on active applicant proposals and requests currently on file as well as anticipated filings based on ongoing discussions with proponents. The item satisfies LAFCO's reporting requirement involving petition-initiated proposals. Information only. (Pages 47-58)

CONSENT ITEMS CONTINUED…

f) Proposed "Kukkal – Niemann Ranch Road Change of Organization" | Annexation to Whispering Palms Community Services District and Related Items (LAFCO File No. CO25-12) (action)
The Commission will consider a change of organization proposal initiated by landowner petition to annex 2.1 acres in the unincorporated community of Fairbanks Ranch to the Whispering Palms Community Services District (CSD). The affected territory consists of one vacant parcel – identified as Assessor Parcel Number 305-020-43 – and lies entirely within the CSD's sphere of influence. The purpose of the proposal is to establish public wastewater service to facilitate the planned development of one single-family residence, one accessory dwelling unit, and one accessory structure (pool house). Staff recommends conditional approval of the proposal, waiver of protest proceedings, and adoption of findings supporting an exemption under the California Environmental Quality Act (CEQA) pursuant to State CEQA Guidelines Section 15319(b). Approval is subject to a 30-day reconsideration period. (Pages 59-92)

g) Notice of Executed Professional Services Agreements | South Fork Consulting LLC and Chis Chamberlain (information)
The Commission will receive notice of two new professional services agreements executed by the Executive Officer under the Commission's delegated procurement authority. The first is with South Fork Consulting LLC to provide on-call planning services. The second is with Chris Chamberlain to provide advisory support to staff on the Commission's governance study on public recreation at seven City of San Diego-owned reservoirs in unincorporated communities. This item is provided for information. (Pages 93-126)

h) Final Agency Apportionments for FY 2026-2027 (information)
The Commission will receive a report identifying final local agency apportionments for 2026-2027. The apportionments have been calculated by the County of San Diego Auditor's Office consistent with the prescribed funding formula established under LAFCO law and based on the $2.589 million total contribution amount set by the Commission at its May 4, 2026 meeting. Information only. (Pages 127-130)

i) Legislative Report (information)
The Commission will receive a report on the final outcomes of legislation tracked by LAFCO staff during the 2025–2026 State Legislative Session. With the Legislature in final recess and the Governor's September 30 deadline to sign or veto legislation having passed, this report summarizes measures enacted, vetoed, or not advanced to enactment. It also provides an update on litigation concerning the judicial review of LAFCO decisions. This report is presented for information only with an opportunity to pull for discussion and provide general direction. (Pages 131-142)

j) Report on Recent Committee Meeting | Cities Advisory Committee's September 17, 2026 Meeting (information)
The Commission will receive a report on the most recent meeting of its Cities Advisory Committee held on September 17th. Information only. (Pages 143-148)

CONSENT ITEMS CONTINUED…

k) Renewal of Remote Meeting Authorization for the Cities Advisory Committee (action)
The Commission will consider renewing authorization for its Cities Advisory Committee (CAC) to conduct teleconference meetings pursuant to Senate Bill 707 and Government Code Section 54953.8.6. The Commission first authorized teleconference meetings for the CAC in March 2026. Continued use of this meeting format requires the Commission to renew specified findings every six months. Staff recommends adopting the attached resolution renewing the authorization and required findings. (Pages 149-158)

l) Designation of Labor Negotiators (action)
The Commission will consider designating its labor negotiators for purposes of reviewing – and negotiating if warranted – the salary and benefits of the Executive Officer as part of the annual performance review. Consistent with policy and practice, it is recommended the Commission designate Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn in step with their role as the Executive Officer Compensation Committee. (Pages 159-160)

6. PUBLIC HEARING ITEMS |
COMMISSIONER DISCLOSURE OF EX PARTE COMMUNICATIONS
Public hearing items involve expanded public notification per provisions in State law or have been voluntarily scheduled by the Executive Officer to ensure opportunity for public input. All public hearing items require verbal disclosures by Commissions regarding any material communications.

a) White Paper | "Homeless Services + Governance in San Diego County" (discussion)
The Commission will receive an administrative-draft white paper examining how homelessness services across San Diego County are organized, financed, and held accountable. The paper has been prepared by staff consistent with the Commission's adopted work plan and evaluates whether the region's governance arrangements align oversight and service capacity with the scale of need. This includes assessing the existing local structure alongside three alternatives. Staff recommends the Commission accept and file the white paper with any direction on revisions or additional information, or alternatively direct staff to further evaluate one or more of the alternatives. (Pages 161-272)

7. BUSINESS ITEMS
Business items involve regulatory, planning, or other items that do not require a noticed hearing.

a) CONTINUED TO DECEMBER 7, 2026
Review and Direction of Legislative Policy L-107: Jurisdictional Issues Associated with Proposed or Pending Changes of Organization or Reorganizations (discussion)
The Commission will review Legislative Policy L-107 and consider whether to provide direction to staff on potential amendments. The item is presented consistent with the Commission's adopted work plan and its request to revisit L-107 and its consultation procedure for addressing jurisdictional disputes involving proposals requiring LAFCO approval. Should the Commission wish to proceed with amendments, staff would prepare draft changes for review and comment by its Advisory Committees and return with an action item at a future meeting. (Pages 273-286)

This item is continued to the next regular meeting on December 7, 2026, at *the direction of the Chair. Written public comments received will be held and included with the December agenda materials. Members of the public who attend the November 2nd meeting may still address this item during the general public comment period.*

BUSINESS ITEMS CONTINUED…

b) Report on Adopted 2026-2027 Workplan (discussion)
The Commission will receive an update on the current fiscal year workplan and related activities with a focus on all 10-high priority projects. Discussion only. (Pages 287-294)

c) Consideration and Possible Approval of Ninth Amendment to Executive Officer's Employment Contract, Including Compensation Adjustment (action)
The Commission conducts an annual performance evaluation of its Executive Officer, Keene Simonds, annually. As part of this evaluation, the Commission may propose and consider amendments to the Executive Officer's employment contract. The Executive Officer Compensation Committee will present their recommendation regarding a potential amendment to the Executive Officer's compensation. (Pages 295-308)

8. CLOSED SESSION

a) Public Employee Performance Evaluation
Pursuant to California Government Code Section 54957(b)
Employee: Keene Simonds, Executive Officer

b) Conference with Labor Negotiators
California Government Code section 54957.6
Agency designated representatives: EO Compensation Committee (Chair Becker; Vice-Chair Willis; Immediate Past Chair Whitburn)
Unrepresented Employee: Executive Officer

c) Conference with Legal Counsel -- Anticipated Litigation:
Pursuant to Government Code Section 54956.9(d)(3): Significant exposure to litigation pursuant to paragraph (3) of subdivision (d) of Section 54956.9. (One case.)

9. EXECUTIVE OFFICER REPORT

10. COMMISSIONER ANNOUNCEMENTS & REQUESTS FOR FUTURE ITEMS

11. ADJOURNMENT TO NEXT REGULAR MEETING
December 7, 2026

Attest to Posting:

Erica Sellen
Commission Clerk

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

OFFICERS
Chair Kristi Becker
City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

COMMISSIONERS
Paloma Aguirre
County of San Diego

Joel Anderson
County of San Diego

Monica M. Steppe, Alt.
County of San Diego

Dane White
City of Escondido

John McCann, Alt.
City of Chula Vista

Stephen Whitburn
City of San Diego

Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5a

AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Erica Sellen, Commission Clerk

SUBJECT: Approval of Meeting Minutes | Regular Meeting of August 3, 2026

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider draft minutes prepared for the regular meeting held on August 3, 2026. The minutes are in action form and being presented for formal Commission approval.

BACKGROUND

State law requires public agencies to maintain appropriate records of their meetings. Consistent with this requirement and San Diego LAFCO's own practice, the Commission Clerk prepares draft minutes in action form following each meeting for subsequent Commission approval.

DISCUSSION

This item is for San Diego LAFCO to consider approving action minutes for the most recent regular meeting, which was held on August 3, 2026. The attendance record for the meeting follows.

- All regular Commissioners were present except Paloma Aguirre (County of San Diego), Brigette Browning (Public), and Stephen Whitburn (City of San Diego).
- All alternate Commissioners were present except Monica Montgomery Steppe (County of San Diego) and Marni von Wilpert (City of San Diego).

ANALYSIS

The attached draft minutes for the August 3, 2026 regular meeting accurately reflect San Diego LAFCO's actions as recorded by the Commission Clerk. A video recording of the meeting has also been posted on the Commission's website (www.sdlafco.org).

RECOMMENDATION

It is recommended San Diego LAFCO approve the draft minutes prepared for the August 3, 2026 regular meeting as presented, with staff attesting to their completeness. This recommendation is consistent with Alternative One outlined in the following section.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO:

Alternative One (recommended):
Approve the attached draft minutes prepared for the August 3, 2026 regular meeting as presented.

Alternative Two:
Approve the attached draft minutes prepared for the August 3, 2026 regular meeting with any requested corrections or clarifications.

Alternative Three:
Continue the item to the next regular meeting and provide direction as needed.

PROCEDURES

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

Respectfully,

Erica A. Sellen

Erica Sellen
Commission Clerk

Attachment:

1) Draft Meeting Minutes for August 3, 2026

DRAFT MINUTES
SAN DIEGO LAFCO REGULAR MEETING
August 3, 2026

1. 8:15 A.M. – CALL TO ORDER BY CHAIR

Item 1a
ROLL CALL OF COMMISSIONERS PRESENT

The regular meeting was called to order at 8:17 a.m. by Chair Becker. The Commission Clerk performed the roll call with the following attendance recorded.

Regulars Present:	Joel Anderson, County of San Diego Kristi Becker, City of Solana Beach (CHAIR) Jo MacKenzie, Vista Irrigation District Dane White, City of Escondido Barry Willis, Alpine Fire Protection District (VICE CHAIR)
Alternates Present:	Eileen Delaney, Public David Drake, Rincon del Diablo Municipal Water District John McCann, City of Chula Vista
Members Absent:	Paloma Aguirre, County of San Diego (regular) Brigette Browning, Public (regular) Monica Montgomery Steppe, County of San Diego (alternate) Stephen Whitburn, City of San Diego (regular) Marni von Wilpert, City of San Diego (alternate)

The Commission Clerk confirmed a quorum with six voting members present with Alternate Commissioner Delaney voting in absence of Commissioner Browning.

Also present at the time of roll call were the following LAFCO staff members: Executive Officer Keene Simonds, Assistant Executive Officer Priscilla Mumpower, Commission Counsel Holly Whatley, Local Government Analyst II Michaela Peters, Local Government Analyst I Joelle Burila, Local Government Analyst I Meghan Traynor, Communications Associate Aiden Velasquez, GIS Analyst Dieu Ngu, and Commission Clerk Erica Sellen.

Item 1b
PLEDGE OF ALLEGIANCE

Vice Chair Willis led the Pledge of Allegiance.

2. STATEMENT REGARDING REMOTE PARTICIPATION, IF APPLICABLE

None.

3. AGENDA REVIEW

Chair Becker asked Executive Officer Simonds if there were any requests to remove or rearrange items on the agenda. Executive Officer Simonds stated no changes to the agenda were needed while also noting supplemental correspondence has been posted online and distributed along the dais involving Agenda Item 6a. He also advised Commissioners to use their tent cards to get the Chair's attention when requesting to speak.

4. PUBLIC COMMENT AND OPPORTUNITY FOR PUBLIC TO REQUEST DISCUSSION ON CONSENT ITEMS

Chair Becker invited anyone from the public to address the Commission on a matter not directly related to an agenda item.

The following online speaker addressed the Commission:

- Tedi Jackson, Protect Rural Escondido

The Commission Clerk confirmed there were no other registered speakers (audience or remote) or live e-mail comments.

5. CONSENT ITEMS

Item 5a
Approval of Meeting Minutes for June 15, 2026

Item presented to approve draft action minutes prepared for the Commission's June 15, 2026 meeting. Recommendation to approve.

Item 5b
Commission Ratification | Recorded Payments for May and June 2026

Item presented to ratify recorded payments made and received by the Executive Officer for the months of May and June 2026. Recommendation to ratify.

Item 5c
4th Quarter Budget Report for 2025-2026 | Administrative Close of the Fiscal Year

Item presented to review a report comparing budgeted and actual transactions through the fourth quarter as part of the administrative close of the fiscal year. The report details the Commission finished June 30th with an overall net surplus of $92,932 or 3.5%. No correcting budget amendments are needed, as all expense units concluded the year within their authorized balances. Recommendation to formally accept the report.

CONSENT ITEMS CONTINUED…

Item 5d
Report on Adopted 2026-2027 Workplan
Item presented to receive its first update on the adopted Fiscal Year 2026–2027 workplan. Recommendation to receive and file the report, with the opportunity to pull the item for discussion and feedback.

Item 5e
Report on Applicant Proposals
Item presented to receive a status report on active and anticipated applicant proposals. Information only.

Chair Becker invited public comments from the following online speaker:

- Tedi Jackson, Protect Rural Escondido

The Commission Clerk confirmed there were no other registered speakers (audience or remote) or live e-mail comments.

Item 5f
Proposed "Palacharla – Artesian Road Change of Organization" | Annexation to Rancho Santa Fe Community Services District and Related Actions (CO26-03)
Item presented to consider a change of organization proposal initiated by landowner petition to annex 5.0 acres in the unincorporated community of San Dieguito to the Rancho Santa Fe Community Services District. The affected territory consists of one undeveloped parcel (267-147-10) and lies entirely within the District's sphere of influence. The purpose of the proposal is to extend public wastewater service to the affected territory to facilitate the construction of a single-family residence and attached accessory dwelling unit. Recommendation to approve the proposal as submitted, including waiver of protest proceedings, and adoption of findings supporting a California Environmental Quality Act (CEQA) exemption. Adoption is subject to 30-day reconsideration.

Item 5g
Proposed Fund Balance Designations for Fiscal Year 2026-2027
Item presented to conduct an annual review of fund balance designations for the new fiscal year as required by policy. As of July 1, 2026, the spendable cash fund balance is $1,420,344. Staff proposes reducing committed monies by $300,000 to ensure unassigned monies satisfy the policy minimum of 33.3% of budgeted operating expenses. Recommendation to approve.

CONSENT ITEMS CONTINUED…

Item 5h
Notice of Executed Professional Services Agreement with London Moeder Advisors | Comprehensive Fiscal Analysis for Proposed Incorporation of La Jolla
Item presented to receive notice the Executive Officer has executed a professional services agreement with London Moeder Advisors to prepare the comprehensive fiscal analysis (CFA) required for the proposed special reorganization to incorporate the community of La Jolla, with concurrent detachment from the City of San Diego. The Commission authorized the agreement at its June 15, 2026 special meeting. The executed document is substantively consistent with the version presented at that hearing, with one modification to the payment schedule made at the consultant's request. Information only.

Item 5i
Report on Recent Committee Meeting |
Special Districts Advisory Committee's July 17, 2026 Meeting
Item presented to receive a report on the most recent meeting of its Special Districts Advisory Committee held on July 17th. Information only.

Item 5j
Legislative Report
Item presented to receive an update on active legislation relevant to the Commission's regulatory and planning responsibilities. Information only.

Item 5k
Biennial Review | Conflict of Interest Code
Item presented to review its adopted Conflict of Interest Code as part of a required biennial review. No amendments are proposed at this time. Recommendation to approve and file with the County of San Diego Board of Supervisors, which serves as LAFCO's code-reviewing body.

**

Commissioner Willis motioned with a second from Commissioner Anderson to approve the consent calendar with staff recommendations (Alternative One) as presented.

Roll call requested:

AYES:	Anderson, Becker, Delaney (voting), MacKenzie, White and Willis
NOES:	None
ABSENT:	Aguirre, Browning and Whitburn
ABSTAINING:	None

The Commission Clerk confirmed the motion was approved 6-0.

6. PUBLIC HEARING ITEMS | COMMISSIONER DISCLOSURE OF EX PARTE COMMUNICATIONS

Item 6a
Proposed Sphere of Influence Actions:
City of Carlsbad, Carlsbad Municipal Water District, and City of Oceanside

Item presented to consider two related sets of sphere of influence actions involving the City of Carlsbad, Carlsbad Municipal Water District (MWD), and the City of Oceanside, both drawing from the recently completed review on the Carlsbad Subregion. The first set of recommended actions updates the spheres for Carlsbad and Carlsbad MWD, without change, satisfying LAFCO's review duty under statute. The second set establishes a matching special study area consisting of three subareas totaling 123 acres for the spheres of Carlsbad, Carlsbad MWD, and Oceanside. The recommended special study area – which captures lands along and near to SR-78 corridor that are either inside Oceanside but more naturally aligned with Carlsbad, or inside Carlsbad but more naturally aligned with Oceanside – would serve under policy to encourage the subject agencies to discuss a future reorganization. Should mutual interest emerge, the designation lets the Commission consider a concurrent sphere amendment and boundary change without a new municipal service review. A draft resolution approving these actions, including finding that the actions are exempt under the "general rule" exemption in the California Environmental Quality Act Guidelines, Section 15061(b)(3), is provided as an attachment. Adoption of the draft resolution and associated actions is subject to a 30-day reconsideration period.

Chair Becker requested any disclosures from Commissioners on material ex parte communications. No disclosures were reported.

Staff presentation provided by Local Government Analyst II Peters.

Chair Becker opened the hearing and invited public comments. The Commission Clerk confirmed there were no registered speakers (audience or remote) or live e-mail comments.

Chair Becker invited questions and comments from the Commissioners. No discussion.

Chair Becker closed the hearing.

**

Commissioner Willis motioned with a second from Commissioner MacKenzie to approve the staff recommendation (Alternative One) as listed in the agenda report.

PUBLIC HEARING ITEMS CONTINUED…

Item 6a Continued…

Roll call requested:

AYES:	Anderson, Becker, Delaney (voting), MacKenzie, White and Willis
NOES:	None
ABSENT:	Aguirre, Browning and Whitburn
ABSTAINING:	None

The Commission Clerk confirmed the motion was approved 6-0.

Item 6b
Proposed "Turner – Oak Creek Drive Reorganization" | Annexation to the Lakeside Water District and Concurrent Detachment from Padre Dam Municipal Water District with Related Actions (File No. RO26-01)

Item presented to consider a reorganization proposal initiated by resolution of the Lakeside Water District (WD) involving two adjoining and undeveloped parcels totaling 2.37 acres in the unincorporated community of Lakeside. The proposal involves annexation to Lakeside WD, concurrent detachment from Padre Dam Municipal Water District (MWD), and conforming sphere amendments. The primary purpose of the proposal is to extend public potable water service to the undeveloped parcel at 10780 Oak Creek Drive (APN 379-040-66) for a planned single-family residence. Recommendation to conditionally approve the proposal along with conforming sphere of influence amendments, waiver of protest proceedings, waiver of the municipal service review requirement under Policy L-106, and adoption of findings supporting an exemption under the California Environmental Quality Act (CEQA). Adoption is subject to 30-day reconsideration.

Chair Becker requested any disclosures from Commissioners on material ex parte communications. No disclosures were reported.

Staff presentation provided by Local Government Analyst I Burila.

Chair Becker opened the hearing and invited public comments from the following registered speaker:

- Brett Sanders, General Manager, Lakeside Water District

The Commission Clerk confirmed there were no other registered speakers (audience or remote) or live e-mail comments.

Chair Becker invited questions and comments from the Commissioners. General discussion ensued.

Chair Becker closed the hearing.

PUBLIC HEARING ITEMS CONTINUED…

Item 6b Continued…

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Commissioner Willis motioned with a second from Commissioner Delaney to approve the staff recommendation (Alternative One) as listed in the agenda report.

Roll call requested:

AYES:	Anderson, Becker, Delaney (voting), MacKenzie, White and Willis
NOES:	None
ABSENT:	Aguirre, Browning and Whitburn
ABSTAINING:	None

The Commission Clerk confirmed the motion was approved 6-0.

7. BUSINESS ITEMS

Item 7a
Outside Audit Report on Fiscal Year 2024-2025

Item presented to receive an outside audit report on the financial statements for Fiscal Year 2024-2025. The audit was performed by Davis Farr LLP (Irvine) and results in an unmodified – or "clean" – opinion, with no material weaknesses in internal control and no instances of reportable noncompliance identified. The audit report and accompanying required communications from the outside auditor are presented to the Commission for formal acceptance and filing and to provide direction to staff on related matters moving forward.

Staff presentation provided by Executive Officer Simonds.

Chair Becker invited public comments. The Commission Clerk confirmed there were no registered speakers (audience or remote) or live e-mail comments.

Chair Becker invited questions and comments from the Commissioners. General discussion followed, including a question from Commissioner Anderson regarding the length of time an auditor typically performs San Diego LAFCO's annual audit. Executive Officer Simonds responded that Davis Farr prepared the Fiscal Year 2024-2025 audit under a one-year contract with the Commission and will also prepare the next four annual audits based on the results of a competitive bid conducted through San Diego LAFCO's membership in the Alliance of California LAFCOs.

**

Commissioner Willis motioned with a second from Commissioner Anderson to approve the staff recommendation (Alternative One) as listed in the agenda report.

Roll call requested:

BUSINESS ITEMS CONTINUED…

Item 7a Continued…

AYES:	Anderson, Becker, Delaney (voting), MacKenzie, White and Willis
NOES:	None
ABSENT:	Aguirre, Browning and Whitburn
ABSTAINING:	None

The Commission Clerk confirmed the motion was approved 6-0.

Item 7b
Proposed Update to the Rolling Five-Year Study Schedule

Item presented to consider a proposed update to the Commission's rolling five-year municipal service review (study) schedule. The proposed update follows the Commission's adoption of the FY 2026-2027 workplan and advances the existing schedule forward by one year, resetting the planning horizon to FY 2027 through FY 2031 to maintain alignment. The proposed update was reviewed by the Special Districts Advisory Committee at their July 17th meeting without any resulting requests or suggestions to revise. Recommendation to approve the proposed update, subject to any desired modifications.

Staff presentation provided by Assistant Executive Officer Mumpower.

Chair Becker invited public comments. The Commission Clerk confirmed there were no registered speakers (audience or remote) or live e-mail comments.

Chair Becker invited questions and comments from the Commissioners. General discussion ensued, including comments from Commissioners Drake and Delaney regarding the Commission's decision to defer work on the Wholesale Water Agencies Municipal Service Review until Fiscal Years 2030 and 2031.

**

Commissioner Willis motioned with a second from Commissioner Becker to approve the staff recommendation (Alternative One) as listed in the agenda report.

Roll call requested:

AYES:	Anderson, Becker, Delaney (voting), MacKenzie, White and Willis
NOES:	None
ABSENT:	Aguirre, Browning and Whitburn
ABSTAINING:	None

The Commission Clerk confirmed the motion was approved 6-0.

8. CLOSED SESSION

Item 8a
Conference with Legal Counsel -- Anticipated Litigation:
Pursuant to Government Code Section 54956.9(d)(3): Significant exposure to litigation pursuant to paragraph (3) of subdivision (d) of Section 54956.9. (One case.)

The Commission Clerk confirmed there were no registered speakers and no live email comments. Chair Becker then adjourned the meeting into closed session.

In returning from closed session, Commission Counsel Whatley reported a unanimous vote to determine significant exposure to litigation exists and that there was no reportable action.

9. EXECUTIVE OFFICER REPORT

Executive Officer Simonds noted the following:

- Matthew Romero, a recent graduate of San Diego State University, was present and shadowing staff.
- With the approval of Chair Becker, the special meeting scheduled for September 14th has been canceled.

10. COMMISSIONER ANNOUNCEMENTS & REQUESTS FOR FUTURE ITEMS

- Commissioner Willis inquired about the status of the Alliance of LAFCOs. Assistant Executive Officer Mumpower reported that the Alliance continues to hold quarterly meetings, with current efforts focused on establishing a nonprofit organization.
- Commissioner MacKenzie inquired about CALAFCO. Executive Officer Simonds reported that staff continues to monitor CALAFCO activities and remain informed on matters of interest.

11. ADJOURNMENT TO NEXT MEETING

Chair Becker adjourned the meeting in memory of former County Supervisor and LAFCO Commissioner Bill Horn.

With no further business, the meeting was adjourned at 9:45 a.m.

I hereby attest the minutes above accurately reflect the actions of the Commission at its August 3, 2026 meeting.

ATTEST,

Erica Sellen
Commission Clerk

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

OFFICERS
Chair Kristi Becker
City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

COMMISSIONERS
Paloma Aguirre
County of San Diego

Joel Anderson
County of San Diego

Monica M. Steppe, Alt.
County of San Diego

Dane White
City of Escondido

John McCann Alt.
City of Chula Vista

Stephen Whitburn
City of San Diego

Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5b

AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Erica Sellen, Commission Clerk

SUBJECT: Commission Ratification |
Recorded Payments for July, August, and September 2026

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive a financial report covering transactions for July, August, and September 2026 – the first three months of the fiscal year. The report documents $667,204 in total expenses authorized by the Executive Officer and $2,665,653 in payments received, the latter primarily reflecting the collection of agency apportionments for 2026-2027. Some July activity – including payments for services received on or before June 30 – is attributable to the prior fiscal year and has been accrued back to 2025-2026. All transactions are consistent with the adopted budget. Staff recommends the Commission ratify these payments with the option to pull the item for discussion if needed.

BACKGROUND

San Diego LAFCO's policies require the Executive Officer to maintain appropriate accounting controls for all Commission financial transactions. Competitive bidding applies for purchases between $10,000 and $124,999, unless waived under specified circumstances. Transactions of $125,000 or more require Commission approval.

DISCUSSION

This item seeks San Diego LAFCO's ratification of all payments made and received by the Executive Officer in July, August, and September 2026. Detailed transactions appear in Attachments One (July), Two (August), and Three (September). The Commission may pull the item for discussion.

ANALYSIS

Nearly three-fourths – $491,975 – of all expenses over the three-month period involves payments to the County of San Diego. These payments chiefly cover seven payroll periods totaling $441,414 plus administrative support services pursuant to the Commission-approved memorandum of understanding, including information technology at $17,849 and the first-quarter A-87 overhead charge at $17,624.[1] LAFCO's office lease and building parking represent the next largest expense at $54,772 and include two rent postings in July. Professional service expenses total $36,456, with about two-thirds involving consultant agreements managed directly by the Executive Officer and detailed in Appendix A.

Revenues received during the three-month period total $2,665,653, with close to 97% – $2,573,096 – comprising agency apportionments for 2026-2027 remitted through the County. The remaining revenues collected over the period largely comprise application and processing fees from five new proposals totaling $54,122 and the State's SALC grant reimbursement of $33,318.

All transactions are consistent with the adopted budget.

RECOMMENDATION

It is recommended San Diego LAFCO ratify the payments made and received in July, August, and September 2026 as presented, consistent with Alternative One below.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO:

1. Alternative One (Recommendation):
   Ratify recorded payments made and received by the Executive Officer for July, August, and September 2026 as shown in Attachments One, Two, and Three.

2. Alternative Two:
   Continue consideration of the item to a future meeting and provide direction to staff on any transactions identified by the Commission for further review.

[1] Payments to the County of San Diego also include an $11,648 Sustainable Agricultural Lands Conservation (SALC) grant disbursement to Planning and Development Services.

3. Alternative Three:
   Take no action. [2]

PROCEDURES

This item has been placed on San Diego LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation unless otherwise directed.

On behalf of the Executive Officer:



Erica Sellen
Commission Clerk

Appendix:

A) Consultant Contract Payments

Attachments:

1) July 2026 Transactions
2) August 2026 Transactions
3) September 2026 Transactions

[2] Payment ratifications are not required under LAFCO policy but are presented to the Commission per practice.

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Appendix A

SAN DIEGO LAFCO · EXECUTIVE OFFICER CONTRACTS

Consultant Contract Payments, Fiscal Year 2026-27

Payments Made Through September 30, 2026

PAID TO DATE	ACTIVE AGREEMENTS	SHARE OF LIMITS USED
$24,488.76	13	3.8%
8 invoices from 6 consultants	$642,015.25 in contract limits	$617,526.49 remaining

Paid · Contract limit

AT-LARGE CONSULTANTS

ADW Consulting LLC Intergovernmental Relations 2 invoices		$19,875.00 of $90,000.00 · 22.1% used
RGS Human Resources 2 invoices		$1,682.51 of $28,976.50 · 5.8% used
Michael Stein Fire Services 1 invoice		$200.00 of $50,000.00 · 0.4% used
South Fork Consulting Planning No payments yet		$0.00 of $100,000.00 · 0.0% used
Arena Public Affairs Intergovernmental Relations No payments yet		$0.00 of $90,000.00 · 0.0% used
Kennedy Water Consulting LLC Utility Services No payments yet		$0.00 of $60,000.00 · 0.0% used
Christine O'Rourke Climate + Environmental Justice No payments yet		$0.00 of $50,000.00 · 0.0% used
Tri-Star Advisors Bookkeeping No payments yet		$0.00 of $10,000.00 · 0.0% used

PROJECT-SPECIFIC CONSULTANTS

TAC Homeless Services White Paper 1 invoice		$1,710.00 of $6,107.50 · 28.0% used
RSG Oceanside SCHD Governance Study 1 invoice		$946.25 of $64,981.25 · 1.5% used
Christopher Chamberlain Public Recreation White Paper 1 invoice		$75.00 of $4,950.00 · 1.5% used
Progressive Healthcare Healthcare Districts MSR No payments yet		$0.00 of $66,000.00 · 0.0% used
Bill Fulton SANDAG MSR No payments yet		$0.00 of $21,000.00 · 0.0% used

GRAND TOTAL · 13 AGREEMENTS
8 invoices paid · $642,015.25 in contract limits · 3.8% used
$24,488.76

Illustration made by LAFCO with Anthropic

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SAN DIEGO LAFCO
Expenses by Vendor Detail
July 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Ace Parking						
	7/20/2026	52530 · Office Lease	1,207.00	Monthly Parking Rent & Guest Parking Validations	electronic	1000 · County Account (44595)
E | ADW Consulting LLC						
	7/20/2026	52370.F · Professional Services	10,275.00	Consultant Services | Intergovernmental	electronic	1000 · County Account (44595)
E | After Effects (Adobe)						
	7/15/2026	52270 · Memberships	19.99	Monthly Adobe DC Pro Upgrade	debit card	3558 · SDCCU Checking
E | Aiden Velasquez						
	7/23/2026	52330 · Office Expense	45.00	Reimbursement | SDAC Meeting Refreshments	check	3558 · SDCCU Checking
	7/23/2026	52610 ·Non-Travel/In-County	25.00	Reimbursement | ESRI Conference Parking	check	3558 · SDCCU Checking
			70.00			
E | Ambius						
	7/23/2026	52344 · Stores Unallocated	476.39	Monthly Plant Maintenance	check	3558 · SDCCU Checking
E | Anne Allen						
	7/23/2026	46234 · Applications	100.00	Reimbursement | Overpayment for OAS26-05	check	3558 · SDCCU Checking
E | Anthropic						
	7/29/2026	52270 · Memberships	125.00	Monthly Subscription - Graphic Design: MSR Illustrations	credit card	3558-60 · SDCCU Visa Credit Card
E | Assura Software						
	7/24/2026	52074 · Telecommunications	750.00	Website Hosting Support Services	electronic	1000 · County Account (44595)
E | AT&T Mobility						
	7/30/2026	52074 · Telecommunications	546.16	Monthly Cell Phone Bill | LAFCO Staff	check	3558 · SDCCU Checking
E | BJ's						
	7/16/2026	52330 · Office Expense	92.04	Briefing | EO, AEO & Commissioner ED	credit card	3558-60 · SDCCU Visa Credit Card
	7/31/2026	52330 · Office Expense	122.07	Vice Chair Briefing | EO, AEO, MP & VC-BW	credit card	3558-60 · SDCCU Visa Credit Card
			214.11			
E | Boujiemana						
	7/26/2026	52330 · Office Expense	115.90	EO Meeting with Taxpayers Association: EO, C-PB, and MK	debit card	3558 · SDCCU Checking
E | Canva						
	7/8/2026	52270 · Memberships	30.00	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | Chevron						
	7/8/2026	52182 · Vehicle Fuel	72.32	LAFCO Vehicle Fuel	debit card	3558 · SDCCU Checking
E | Copy 2 Copy						
	7/30/2026	52334 · Printing	406.16	Carlsbad MSR Prospectus	check	3558 · SDCCU Checking
E | Corodata						
	7/23/2026	52330 · Office Expense	63.96	Monthly Document Storage	check	3558 · SDCCU Checking
E | County of San Diego						
	7/1/2026	52354 · Mail/Postage ISF	0.00	Mail/Postage Services	electronic	1000 · County Account (44595)
	7/1/2026	52178 · Vehicle Maintenance	146.89	Vehicle Maintenance Services	electronic	1000 · County Account (44595)
	7/1/2026	52182 · Vehicle Fuel	0.00	Vehicle Fuel	electronic	1000 · County Account (44595)
	7/1/2026	52758 · Vehicle Lease	165.47	Vehicle Lease	electronic	1000 · County Account (44595)
	7/1/2026	52721 et al. · Communications (IT) Services	6,040.19	County IT Services (ITRACK)	electronic	1000 · County Account (44595)
	7/13/2026	52504 · Equipment Rental	1.59	County Surcharge | Xerox	electronic	1000 · County Account (44595)
	7/2/2026	51110 et al. · Employee Payroll	66,808.55	Payroll | Pay Period 2027-01	electronic	1000 · County Account (44595)
	7/17/2026	51110 et al. · Employee Payroll	67,806.27	Payroll | Pay Period 2027-02	electronic	1000 · County Account (44595)
	7/31/2026	51110 et al. · Employee Payroll	54,125.38	Payroll | Pay Period 2027-03	electronic	1000 · County Account (44595)
	7/31/2026	52370 · Professional Services	776.00	County Internal Agreement - GIS Layers	electronic	1000 · County Account (44595)
			195,870.34			
E | CSDA						
	7/3/2026	52270 · Memberships	250.00	FY26-27 Membership - San Diego Chapter	debit card	3558 · SDCCU Checking
	7/12/2026	52622 · Training/Registration Out-County	2,300.00	Registration | Clerks Conference (MP & ES)	debit card	3558 · SDCCU Checking
	7/15/2026	52622 · Training/Registration Out-County	890.00	Registration | Annual Conference (PM)	debit card	3558 · SDCCU Checking
			3,440.00			
E | Dieu Ngu						
	7/23/2026	52610 ·Non-Travel/In-County	138.21	Reimbursement | ESRI Conference Parking & Lunches	check	3558 · SDCCU Checking
E | Doodle Poll						
	7/26/2026	52270 · Memberships	15.45	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | DZ Atkins						
	7/12/2026	52330 · Office Expense	61.51	EO Meeting with Santee CDD Director	debit card	3558 · SDCCU Checking

SAN DIEGO LAFCO
Expenses by Vendor Detail
July 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Manchester Financial 5th Ave LP						
	7/15/2026	52530 · Office Lease	12,552.94	Office & Storage Rent	electronic	1000 · County Account (44595)
	7/29/2026	52530 · Office Lease	12,880.84	Office & Storage Rent	electronic	1000 · County Account (44595)
			25,433.78			
E | Marriott						
	7/26/2026	52622 · Training/Registration Out-County	364.82	Deposit | Accomodations for CSDA Annual Conference (JB & PM)	credit card	3558-60 · SDCCU Visa Credit Card
E | Meghan Traynor						
	7/23/2026	52330 · Office Expense	40.75	Reimbursement | SDAC Meeting Refreshments	check	3558 · SDCCU Checking
	7/23/2026	52344 · Stores Unallocated	140.16	Reimbursement | WFH WiFi Pod	check	3558 · SDCCU Checking
			180.91			
E | News Library						
	7/20/2026	52270 · Memberships	25.95	SD Tribune Archives Monthly Service	debit card	3558 · SDCCU Checking
E | Omelette Factory						
	7/8/2026	52330 · Office Expense	50.96	EO Meeting with CWA Incoming Chair	debit card	3558 · SDCCU Checking
E | Postal Annex						
	7/29/2026	52332 · Postage	26.82	Agenda Packet (ED)	credit card	3558-60 · SDCCU Visa Credit Card
E | Priscilla Mumpower						
	7/23/2026	52330 · Office Expense	45.98	Reimbursement | Refreshments for Staff Meeting	check	3558 · SDCCU Checking
E | QuickBooks						
	7/5/2026	52330 · Office Expense	115.00	Monthly Service for Online QuickBooks	credit card	3558-60 · SDCCU Visa Credit Card
E | Ready Refresh Water						
	7/17/2026	52330 · Office Expense	113.93	Monthly Water Services	credit card	3558-60 · SDCCU Visa Credit Card
E | Sunny Side Solana Beach						
	7/14/2026	52330 · Office Expense	64.21	Chair Briefing | EO & C-KB	credit card	3558-60 · SDCCU Visa Credit Card
E | The Market Place						
	7/21/2026	52330 · Office Expense	11.99	Intern Lunch	debit card	3558 · SDCCU Checking
E | Voice of San Diego						
	7/19/2026	52270 · Memberships	184.36	Annual Subscription	debit card	3558 · SDCCU Checking
E | WP Engine						
	7/14/2026	52270 · Memberships	65.00	Monthly Web Hosting	debit card	3558 · SDCCU Checking
E | YouTube						
	7/12/2026	52270 · Memberships	26.99	Monthly Streaming Support Services	debit card	3558 · SDCCU Checking
EXPENSE TOTAL			240,708.20			
R | County of San Diego						
	7/31/2026	45918 · LAFCO Apportionment	1,245,564.84	FY26-27 Apportionment	electronic	1000 · County Account (44595)
	7/31/2026	49200 · Interest & Dividends	98.45	Interest Payment to Account 46725	electronic	1001 · Committed - Stabilization
	7/31/2026	49200 · Interest & Dividends	151.73	Interest Payment to Account 46726	electronic	1002 · Committed - Opportunity
	7/31/2026	49200 · Interest & Dividends	198.88	Interest Payment to Account 46727	electronic	1003 · Assigned - Executive Office
			1,246,013.90			
REVENUE TOTAL			1,246,013.90			

SAN DIEGO LAFCO
Expenses by Vendor Detail
August 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Aaron Brothers						
	8/25/2026	52344 · Stores Unallocated	775.80	Frames for Office Wall Art	credit card	3558-60 · SDCCU Visa Credit Card
E | Ace Parking						
	8/7/2026	52610 ·Non-Travel/In-County	14.00	AEO Parking | Grand Jury Presentation	credit card	3558-60 · SDCCU Visa Credit Card
	8/21/2026	52530 · Office Lease	1,207.00	Monthly Parking Rent & Guest Parking Validations	electronic	1000 · County Account (44595)
			1,221.00			
E | ADW Consulting LLC						
	8/21/2026	52370.F · Professional Services	9,600.00	Consultant Services | Intergovernmental	electronic	1000 · County Account (44595)
E | After Effects (Adobe)						
	8/14/2026	52270 · Memberships	19.99	Monthly Adobe DC Pro Upgrade	debit card	3558 · SDCCU Checking
E | Amazon						
	8/25/2026	52344 · Stores Unallocated	419.25	General Office Supplies	credit card	3558-60 · SDCCU Visa Credit Card
E | Ambius						
	8/18/2026	52344 · Stores Unallocated	476.39	Monthly Plant Maintenance	check	3558 · SDCCU Checking
E | ARCC (Assessor Recording County)						
	8/3/2026	52490 · Publications	200.00	4 NOE Fees | Carlsbad MSR SOI; RO26-01: Annex, Detach & SOI	check	3558 · SDCCU Checking
	8/10/2026	52490 · Publications	150.00	3 NOE Fees | Carlsbad MSR & Special Study Area; RO26-03	check	3558 · SDCCU Checking
			350.00			
E | Canva						
	8/9/2026	52270 · Memberships	30.00	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | Chase Design						
	8/26/2026	52074 · Telecommunications	16,050.00	Website Redesign Services	electronic	1000 · County Account (44595)
E | CivicPlus LLC						
	8/21/2026	52074 · Telecommunications	5,300.00	Annual Subscription | Doc Access	electronic	1000 · County Account (44595)
E | Copy 2 Copy						
	8/18/2026	52334 · Printing	3,484.86	Carlsbad MSR	check	3558 · SDCCU Checking
E | County of San Diego						
	8/1/2026	52354 · Mail/Postage ISF	0.00	Mail/Postage Services	electronic	1000 · County Account (44595)
	8/1/2026	52178 · Vehicle Maintenance	132.30	Vehicle Maintenance Services	electronic	1000 · County Account (44595)
	8/1/2026	52182 · Vehicle Fuel	0.00	Vehicle Fuel	electronic	1000 · County Account (44595)
	8/1/2026	52758 · Vehicle Lease	165.49	Vehicle Lease	electronic	1000 · County Account (44595)
	8/1/2026	52721 et al. · Communications (IT) Services	5,995.71	County IT Services (ITRACK)	electronic	1000 · County Account (44595)
	8/14/2026	51110 et al. · Employee Payroll	75,676.06	Payroll | Pay Period 2027-04	electronic	1000 · County Account (44595)
	8/28/2026	51110 et al. · Employee Payroll	59,131.52	Payroll | Pay Period 2027-05	electronic	1000 · County Account (44595)
	8/31/2026	52550.B · County Overhead Costs	17,606.37	A-87 1st Quarter	electronic	1000 · County Account (44595)
	8/31/2026	52550.B · County Overhead Costs	17.20	County Surcharge | A-87 1st Quarter	electronic	1000 · County Account (44595)
			158,724.65			
E | CSDA						
	8/5/2026	52610 ·Non-Travel/In-County	80.00	Registration | Quarterly Dinner (PM)	debit card	3558 · SDCCU Checking
E | Davis Farr LLP						
	8/26/2026	52370.H · Professional Services	4,900.00	FY25 Audit Services	electronic	1000 · County Account (44595)
E | Doodle Poll						
	8/25/2026	52270 · Memberships	15.45	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | Fisherman's Landing						
	8/26/2026	52622 · Training/Registration Out-County	135.19	Dinner | CSDA Annual Conference (JB & PM)	credit card	3558-60 · SDCCU Visa Credit Card
E | Joelle Burila						
	8/18/2026	52330 · Office Expense	44.00	Reimbursement | Commission Meeting Refreshments	check	3558 · SDCCU Checking
E | Los Angelses Times						
	8/17/2026	52270 · Memberships	97.76	Annual Subscription | Digital Newspaper	debit card	3558 · SDCCU Checking
E | Manchester Financial 5th Ave LP						
	8/26/2026	52530 · Office Lease	12,880.84	Office & Storage Rent	electronic	1000 · County Account (44595)
E | Marriott						
	8/26/2026	52622 · Training/Registration Out-County	478.82	Final Payment | Accomodations for CSDA Annual Conference (JB & PM)	credit card	3558-60 · SDCCU Visa Credit Card
E | Meghan Traynor						
	8/18/2026	52330 · Office Expense	40.75	Reimbursement | Commission Meeting Refreshments	check	3558 · SDCCU Checking

SAN DIEGO LAFCO
Expenses by Vendor Detail
August 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Michael Stein						
	8/26/2026	52370.F · Professional Services	200.00	Consultant Services | Fire	electronic	1000 · County Account (44595)
E | News Library						
	8/20/2026	52270 · Memberships	25.95	SD Tribune Archives Monthly Service	debit card	3558 · SDCCU Checking
E | QuickBooks						
	8/4/2026	52330 · Office Expense	140.00	Monthly Service for Online QuickBooks	credit card	3558-60 · SDCCU Visa Credit Card
E | Ready Refresh Water						
	8/14/2026	52330 · Office Expense	113.93	Monthly Water Services	credit card	3558-60 · SDCCU Visa Credit Card
E | RSG						
	8/26/2026	52370 · Professional Services	946.25	OSCHD Governance Study	electronic	1000 · County Account (44595)
E | San Diego Union Tribune						
	8/18/2026	52490 · Publications	5,164.49	PHNs | RO26-01 & Carlsbad MSR (English & Spanish)	check	3558 · SDCCU Checking
E | Talitha Coffee						
	8/21/2026	52330 · Office Expense	20.00	Contribution | Central Payroll's National Payroll Week	debit card	3558 · SDCCU Checking
E | Technical Assistance Collaborative Inc						
	8/26/2026	52370 · Professional Services	1,710.00	Consultant Services | Homelessness WP	electronic	1000 · County Account (44595)
E | The Brigantine						
	8/28/2026	52330 · Office Expense	143.63	RCD 2.0 Briefing | EO, MP, AW & BL	debit card	3558 · SDCCU Checking
E | The Market Place						
	8/18/2026	52610 ·Non-Travel/In-County	120.98	Tutorial Lunch Training | LAFCO Staff & PB	debit card	3558 · SDCCU Checking
E | WP Engine						
	8/14/2026	52270 · Memberships	65.00	Monthly Web Hosting	debit card	3558 · SDCCU Checking
	8/28/2026	52270 · Memberships	49.00	Annual Fee | Website Plug-In	debit card	3558 · SDCCU Checking
			114.00			
E | YouTube						
	8/12/2026	52270 · Memberships	26.99	Monthly Streaming Support Services	debit card	3558 · SDCCU Checking
EXPENSE TOTAL			223,850.97			
R | Cajon Valley Union School District						
	8/31/2026	46234 · Applications	6,405.00	Processing Fees (CO26-11)	check	3558 · SDCCU Checking
R | County of San Diego						
	8/31/2026	45918 · LAFCO Apportionment	765,759.13	FY26-27 Apportionment	electronic	1000 · County Account (44595)
	8/31/2026	49200 · Interest & Dividends	47.74	Interest Payment to Account 46725	electronic	1001 · Committed - Stabilization
	8/31/2026	49200 · Interest & Dividends	73.58	Interest Payment to Account 46726	electronic	1002 · Committed - Opportunity
	8/31/2026	49200 · Interest & Dividends	96.43	Interest Payment to Account 46727	electronic	1003 · Assigned - Executive Office
			765,976.88			
R | CR Questhaven LLC						
	8/25/2026	46234 · Applications	7,686.00	Processing Fees (CO26-09)	check	1000 · County Account (44595)
R | Dechner						
	8/31/2026	52490 · Publications	50.00	Recording Fees (OAS25-17)	check	3558 · SDCCU Checking
R | Leucadia WWD						
	8/25/2026	46234 · Applications	10,568.25	Processing Fees (CO26-08)	check	1000 · County Account (44595)
R | Los Angeles LAFCO						
	8/25/2026	52270 · Memberships	2,200.00	Alliance Reimbursement | Politico Group Inv # JUN-JUL2026	check	1000 · County Account (44595)
R | Orange County LAFCO						
	8/25/2026	52270 · Memberships	2,200.00	Alliance Reimbursement | Politico Group Inv # JUN-JUL2026	check	1000 · County Account (44595)
R | Pine Street Park LLC						
	8/25/2026	46234 · Applications	23,058.00	Processing Fees (RO26-10)	check	1000 · County Account (44595)
REVENUE TOTAL			818,144.13			

SAN DIEGO LAFCO
Expenses by Vendor Detail
September 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Aaron Brothers						
	9/9/2026	52344 · Stores Unallocated	623.23	Frames for Office Wall Art	debit card	3558 · SDCCU Checking
E | Ace Parking						
	9/10/2026	52610 ·Non-Travel/In-County	15.00	AEO Parking | SW Meeting	credit card	3558-60 · SDCCU Visa Credit Card
	9/18/2026	52530 · Office Lease	1,163.00	Monthly Parking Rent & Guest Parking Validations	electronic	1000 · County Account (44595)
			1,178.00			
E | After Effects (Adobe)						
	9/15/2026	52270 · Memberships	19.99	Monthly Adobe DC Pro Upgrade	debit card	3558 · SDCCU Checking
E | Amazon						
	9/23/2026	52344 · Stores Unallocated	231.96	General Office Supplies	credit card	3558-60 · SDCCU Visa Credit Card
E | Ambius						
	9/17/2026	52344 · Stores Unallocated	476.39	Monthly Plant Maintenance	check	3558 · SDCCU Checking
E | Anthropic						
	9/25/2026	52270 · Memberships	200.00	Monthly Subscription | Graphic Design: MSR Illustrations	credit card	3558-60 · SDCCU Visa Credit Card
E | Assura Software						
	9/16/2026	52074 · Telecommunications	1,500.00	Website Hosting Support Services (Two Months)	electronic	1000 · County Account (44595)
E | AT&T Mobility						
	9/10/2026	52074 · Telecommunications	670.49	Monthly Cell Phone Bill | LAFCO Staff	check	3558 · SDCCU Checking
E | CALAFCO						
	9/17/2026	52622 · Training/Registration Out-County	1,680.00	Registration | Annual Conference (PM)	check	3558 · SDCCU Checking
E | Canva						
	9/7/2026	52270 · Memberships	30.00	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | Chase Design Inc						
	9/18/2026	52074 · Telecommunications	9,437.50	Website Redesign Services	electronic	1000 · County Account (44595)
E | Christopher Chamberlain						
	9/18/2026	52370.F · Professional Services	75.00	Consultant Services | Reservoirs WP	electronic	1000 · County Account (44595)
E | Colantuono, Highsmith & Whatley						
	9/23/2026	52370.B · Professional Services	7,067.71	Commission Counsel Services	electronic	1000 · County Account (44595)
E | Corodata						
	9/17/2026	52330 · Office Expense	63.96	Monthly Document Storage	check	3558 · SDCCU Checking
E | Costco						
	9/11/2026	52344 · Stores Unallocated	138.39	General Office Supplies	debit card	3558 · SDCCU Checking
E | County of San Diego						
	9/1/2026	52354 · Mail/Postage ISF	1,702.81	Mail/Postage Services (Three Months)	electronic	1000 · County Account (44595)
	9/1/2026	52178 · Vehicle Maintenance	132.30	Vehicle Maintenance Services	electronic	1000 · County Account (44595)
	9/1/2026	52182 · Vehicle Fuel	52.32	Vehicle Fuel	electronic	1000 · County Account (44595)
	9/1/2026	52758 · Vehicle Lease	165.49	Vehicle Lease	electronic	1000 · County Account (44595)
	9/1/2026	52721 et al. · Communications (IT) Services	5,813.02	County IT Services (ITRACK)	electronic	1000 · County Account (44595)
	9/8/2026	52304 · Miscellaneous	11,647.57	SALC Grant Payment to County PDS	electronic	1000 · County Account (44595)
	9/11/2026	51110 et al. · Employee Payroll	59,456.04	Payroll | Pay Period 2027-06	electronic	1000 · County Account (44595)
	9/25/2026	51110 et al. · Employee Payroll	58,410.54	Payroll | Pay Period 2027-07	electronic	1000 · County Account (44595)
			137,380.09			
E | Doodle Poll						
	9/24/2026	52270 · Memberships	15.45	Monthly Subscription	credit card	3558-60 · SDCCU Visa Credit Card
E | GovernmentJobs.com						
	9/30/2026	52562 · Investigative/Recruitment	199.00	Neogov.com | For Analyst I Recruitment	electronic	1000 · County Account (44595)
E | Grindhouse						
	9/1/2026	52330 · Office Expense	20.01	EO/AEO Meeting with Chula Vista CDD Director	debit card	3558 · SDCCU Checking
	9/1/2026	52330 · Office Expense	8.00	EO/AEO Meeting with Chula Vista CDD Director	credit card	3558-60 · SDCCU Visa Credit Card
			28.01			
E | Joelle Burila						
	9/10/2026	52622 · Training/Registration Out-County	64.70	Reimbursement | CSDA Annual Conference Travel Expenses	check	3558 · SDCCU Checking
E | Labor Law Center						
	9/23/2026	52330 · Office Expense	51.56	2026 CA State Law Poster	credit card	3558-60 · SDCCU Visa Credit Card
E | Lazy Dog						
	9/17/2026	52330 · Office Expense	99.64	Vice Chair Briefing | EO, AEO, MP & BW	credit card	3558-60 · SDCCU Visa Credit Card

SAN DIEGO LAFCO
Expenses by Vendor Detail
September 2026

Payable | Receivable Party	Date	Account	Amount	Purpose	Type	Funding Account
E | Manchester Financial 5th Ave LP						
	9/30/2026	52530 · Office Lease	12,880.84	Office & Storage Rent	electronic	1000 · County Account (44595)
E | News Library						
	9/20/2026	52270 · Memberships	25.95	SD Tribune Archives Monthly Service	debit card	3558 · SDCCU Checking
E | Parc Bistro Brasserie						
	9/6/2026	52330 · Office Expense	109.28	Project Briefing | EO, AEO & AW	debit card	3558 · SDCCU Checking
E | Politico Group						
	9/18/2026	52270 · Memberships	8,800.00	Alliance Legislative Advocacy (Two Months)	electronic	1000 · County Account (44595)
E | QuickBooks						
	9/3/2026	52330 · Office Expense	140.00	Monthly Service for Online QuickBooks	credit card	3558-60 · SDCCU Visa Credit Card
E | Ready Refresh Water						
	9/8/2026	52330 · Office Expense	113.93	Monthly Water Services	credit card	3558-60 · SDCCU Visa Credit Card
E | RGS						
	9/4/2026	52370 · Professional Services	347.63	HR Services to the AEO	electronic	1000 · County Account (44595)
	9/30/2026	52370 · Professional Services	1,334.88	HR Services to the AEO	electronic	1000 · County Account (44595)
			1,682.51			
E | Rick Engineering						
	9/16/2026	52304 · Miscellaneous	17,183.25	SALC Grant Payment	electronic	1000 · County Account (44595)
E | SDCCU						
	9/29/2026	52304 · Miscellaneous	28.00	Service Charge (Two Checks)	electronic	3558 · SDCCU Checking
E | Southwest Airlines						
	9/17/2026	52622 · Training/Registration Out-County	231.80	Airfare | CALAFCO Annual Conference (PM)	credit card	3558-60 · SDCCU Visa Credit Card
E | Sunnyside Solana Beach						
	9/23/2026	52330 · Office Expense	126.06	Chair Briefing | EO, AEO, MP and C-KB	debit card	3558 · SDCCU Checking
E | WP Engine						
	9/14/2026	52270 · Memberships	65.00	Monthly Web Hosting	debit card	3558 · SDCCU Checking
E | YouTube						
	9/15/2026	52270 · Memberships	26.99	Monthly Streaming Support Services	debit card	3558 · SDCCU Checking
EXPENSE TOTAL			202,644.68			
R | County of San Diego						
	9/30/2026	45918 · LAFCO Apportionment	561,771.96	FY26-27 Apportionment	electronic	1000 · County Account (44595)
R | State of California						
	9/10/2026	45281 · State Aid Agriculture	33,318.32	SALC Grant	check	1000 · County Account (44595)
R | Stevens						
	9/24/2026	46234 · Applications	6,405.00	Processing Fees (CO26-12)	check	3558 · SDCCU Checking
REVENUE TOTAL			601,495.28			

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

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AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer

SUBJECT: Budget Update for 2026-2027 | First Quarter Actuals with Year-End Projections

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will review a report comparing budgeted and actual transactions through the first quarter of 2026-2027 and related analysis. The total budget for the fiscal year – operating and non-operating – is $2.904 million. The Commission finished the first quarter expending 26% of total budgeted expenses while collecting 91% of total budgeted revenues; the latter reflects the front-loaded invoicing and collection of member agency apportionments. The report projects the Commission is on pace to finish the fiscal year generally as expected with a modest surplus of $54,584 or 1.9%. No amendments are recommended at this time. The report is being presented to the Commission to formally accept with the opportunity to pull for additional discussion as needed.

BACKGROUND

San Diego LAFCO's adopted budget for 2026-2027 totals $2.904 million with the majority – $2.804 million – allocated to operating expenses covering labor and service/supply costs. Matching revenue amounts are budgeted for both operating and non-operating units. The total unrestricted cash balance as of July 1, 2026 was $1.420 million with $0.970 million unassigned.

DISCUSSION

This item is for San Diego LAFCO to receive a comparison of budget to actual expenses and revenues through the close of the first quarter (September 30, 2026). A detailing of all recorded expenses and revenues plus projected year-end totals is provided as Attachment One. The report provides the Commission with the opportunity to track early trends in the current fiscal year and provide related directions by pulling the item for discussion.

Expenses Through First Quarter

LAFCO's budgeted expense total for 2026-2027 is $2.904 million divided between $2.804 million in operating and $0.100 million in non-operating units. Through the first quarter, actual expenses total $0.743 million or 25.6% of budget. Staff analysis projects year-end expenses of $2.839 million, yielding savings of $0.065 million or 2.2%. Unit details of budgeted and actual amounts through the first quarter with year-end projections follow.

Operating: Salaries and Benefits

LAFCO has budgeted $1.720 million in salaries and benefits largely tied to funding 9.0 full-time equivalent positions. First quarter actuals total $0.431 million or 25.1% of budget. Staff projects year-end actuals of $1.709 million, yielding a savings of $0.010 million or 0.6% less any amendments.

Operating: Services and Supplies

LAFCO has budgeted $1.085 million in services and supplies largely tied to professional service expenses (legal and consultants) as well as payments to the County of San Diego for overhead and information technology. First quarter actuals total $0.279 million or 25.7% of budget. Staff projects year-end actuals of $1.030 million, yielding a savings of $0.054 million or 5.0% less any amendments.

Non-Operating: Grants

LAFCO has budgeted $0.100 million in non-operating costs covering grant award payments and entirely associated with winding down SALC 2.0 transactions. First quarter expenses total $0.033 million or 33.3% of budget. Staff projects year-end actuals will match the budgeted amount.

Revenues Through First Quarter

LAFCO's budgeted revenue total for 2026-2027 is $2.904 million and similarly divided between $2.804 million in operating and $0.100 million in non-operating units. First quarter revenues total $2.657 million or 91.5% of budget. Staff projects year-end revenues of $2.894 million, yielding a shortfall of ($0.010 million) or (0.3%) attributed to lower-than-budgeted interest earnings. Unit details of budgeted and actual revenues with year-end projections follow.

Operating: Intergovernmental Fees

LAFCO has budgeted $2.589 million in intergovernmental fees divided among the agency's four membership categories based on statutory formula. First quarter collections total $2.573 million or 99.4% of budget. The remaining $0.016 million involves the special district category and is expected to be collected by year-end.

Operating: Service Charges

LAFCO has budgeted $0.200 million in application fees. First quarter actuals total $0.054 million or 27% of budget -- already exceeding the $0.035 million collected through the first two quarters of the prior year. Staff projects year-end fees will meet the budgeted amount.

Operating: Miscellaneous

LAFCO has budgeted $0.015 million in miscellaneous revenues entirely tied to interest earnings; the adopted budget does not include a draw on reserves. First quarter actuals total $0.001 million or 4% of budget. Staff projects year-end collections of $0.005 million, yielding a deficit of ($0.010 million) or (67.6%) less any amendments.[1]

Non-Operating

LAFCO has budgeted $0.100 million in non-operating revenues for anticipated grant awards associated with the wind-down of SALC 2.0. First quarter actuals total $0.029 million or 29% of budget. Staff projects the full budgeted amount will be received, offset by matching grant payments.

ANALYSIS

First quarter activity shows San Diego LAFCO is generally proceeding as planned, with total revenues on pace to modestly exceed total expenses. Staff projects a year-end net surplus of $54,584 or 1.9%. With no reserves budgeted, this surplus would add to the unrestricted fund balance rather than draw it down as in recent fiscal years. The surplus draws principally from $54,360 in estimated savings within services and supplies, reflecting a concerted effort to control consultant costs. This effort began with the adopted budget, which reduced professional services by 12.6% and, for the first time, budgeted consultants separately from legal at $0.415 million. It continues through active contract management, with consultant spending at 20.1% of budget through 25.0% of the year. These savings are modest in dollar terms but meaningful in context. They would serve to grow the fund balance to approximately $1.475 million, or 52.6% of budgeted operating expenses. This outcome aligns with the expectation set in the August fund balance designations that the balance would stabilize this year and begin to recover. It also follows several years of budgeted reserve draws to moderate member agency apportionments.

[1] Any net year-end surplus will accrue to the unrestricted fund balance.

RECOMMENDATION

It is recommended San Diego LAFCO accept and file the report and provide related direction to staff as needed. This recommendation is consistent with Alternative One outlined below.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO through a single motion:

Alternative One (recommended):
Accept and file the report with any additional direction to staff as needed.

Alternative Two:
Continue to a future meeting and provide direction to staff with respect to any additional analysis or information requested.

PROCEDURES

This item has been placed on the agenda as part of the consent calendar. Accordingly, a successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



Keene Simonds
Executive Officer

Attachment:

1) First Quarter Budget Ledger with Year-End Projections

San Diego County Local Agency Formation Commission

Regional Service Planning | Subdivision of the State of California

		FY2026		FY2027				
EXPENSES		Adopted	Actuals	Adopted	Actuals Through 1st Quarter	Percent Expended	Projected Year End	Projected YE Percentage
Salaries and Benefits Unit								
Account	Description							
51110 +	Salaries and Per Diems	986,200	963,314	1,144,898	284,205	24.82%	1,144,273	99.95%
51410	Retirement - SDCERA	384,503	369,035	316,454	86,597	27.36%	317,054	100.19%
51415	Retirement - OPEB	11,112	6,515	12,521	253	2.02%	9,362	74.77%
51450	Payroll Taxes	71,457	67,725	79,762	20,125	25.23%	78,202	98.04%
51510 +	Group Insurance	134,394	124,822	164,931	39,626	24.03%	160,153	97.10%
51560	Unemployment Insurance	1,000	245	1,000	67	6.70%	300	30.00%
		1,588,667	1,531,656	1,719,566	430,873	25.06%	1,709,343	99.41%
Services and Supplies Unit								
Account	Description							
52074	Communications	50,726	27,202	46,960	34,798	74.10%	47,700	101.58%
52138	General Liability Insurance	15,599	16,775	16,775	-	-	16,775	100.00%
52178	Vehicle - Maintenance	1,000	1,944	1,100	411	37.36%	1,100	100.00%
52182	Vehicle - Fuel	500	255	500	125	25.00%	500	100.00%
52270	Memberships	34,807	27,696	48,893	10,191	20.84%	36,393	74.43%
52304	Miscellaneous	50	8	50	28	56.00%	50	100.00%
52330	Office: General Support	13,217	12,989	7,500	2,477	33.02%	7,500	100.00%
52332	Office: Postage USPS	250	423	250	27	10.73%	250	100.00%
52334	Office: Design + Printing	22,500	27,330	24,500	16,041	65.47%	30,000	122.45%
52344	Office: Supplies + Furnishings	10,300	14,054	10,500	3,758	35.79%	8,000	76.19%
52354	Office: County Mail Services	10,000	9,292	10,000	1,703	17.03%	10,000	100.00%
52370.1	Professional Services - Consultants	566,600	455,986	415,000	83,594	20.14%	405,000	97.59%
52370.2	Professional Services - Legal	-	-	80,000	12,341	15.43%	72,000	90.00%
52490	Publications + Legal Notices	7,000	13,462	7,700	5,464	70.97%	10,000	129.87%
52504	Leases: Equipment	4,000	2,684	4,000	239	5.99%	2,900	72.50%
52530	Leases: Office Space	158,688	152,600	166,959	54,772	32.81%	166,959	100.00%
52550	Special: AB87 County Overhead	58,000	60,739	60,739	17,624	29.02%	70,494	116.06%
52562	Special: New Hire Checks	-	125	-	199		200	
52566	Special: Minor Equipment	-	2,530	-	-	0.00%	-	
52610	Training-Continued Education	2,700	2,805	8,040	-	0.00%	5,000	62.19%
52612	Employee Auto + Reimbursements	8,700	10,936	8,700	2,518	28.94%	8,700	100.00%
52622	Out of County Training-Outreach	15,050	8,474	21,000	6,145	29.26%	17,500	83.33%
52721	IT Reimbursements: Network	18,000	19,322	18,000	4,614	25.63%	18,457	102.54%
52723	IT Reimbursements: Data Center	27,000	8,827	27,000	2,265	8.39%	9,060	33.56%
52725 +	IT Reimbursements: Financial Systems	23,000	16,771	23,000	3,639	15.82%	14,557	63.29%
52732	IT Reimbursements: Desktop	30,000	28,139	30,000	6,982	23.27%	27,929	93.10%
52734	IT Reimbursements: Help Desk	2,331	1,479	2,331	342	14.65%	1,366	58.62%
52750	IT Reimbursements: Equipment	10,000	7,604	10,000	7	0.07%	7,650	76.50%
51421	Debt Service: OPEB Bonds	33,000	33,265	33,000	8,024	24.32%	32,096	97.26%
52758	Fleet Reimbursement: Auto Lease	2,000	1,986	2,000	496	24.80%	2,000	100.00%
		1,125,018	965,700	1,084,497	278,825	25.71%	1,030,137	94.99%
	OPERATING EXEPENSE TOTAL	2,713,685	2,497,356	2,804,064	709,698	25.31%	2,739,480	97.70%

EXPENSES CONTINUED…

		FY2026		FY2027				
		Adopted	Actuals	Adopted	Actuals Through 1st Quarter	Percent Expended	Projected Year End	Projected YE Percentage
Non Operating Unit								
Account	Description							
85000	Grant Award Payments	450,000	51,807	100,000	33,318	33.32%	100,000	100.00%
		450,000	51,807	100,000	33,318	33.32%	100,000	100.00%
	EXPENSE TOTALS	3,163,685	2,549,163	2,904,064	743,016	25.59%	2,839,480	97.78%

REVENUES

		FY2026		FY2027				
		Adopted	Actuals	Adopted	Actuals Through 1st Quarter	Percent Collected	Projected Year End	Projected YE Percentage
Intergovernmental Unit								
Account	Description							
45918.1	Apportionments | County	654,902	654,902	739,696	739,696	100.00%	739,696	100.00%
45918.2	Apportionments | Cities (less SD)	654,902	654,902	739,696	739,696	100.00%	739,696	100.00%
45918.3	Apportionments | San Diego	327,566	327,566	369,977	369,977	100.00%	369,977	100.00%
45918.4	Apportionments | Special Districts	544,113	544,113	739,696	723,728	97.84%	739,696	100.00%
		2,181,483	2,181,483	2,589,064	2,573,096	99.38%	2,589,064	100.00%
Service Charges Unit								
Account	Description							
46234	Application Fees	200,000	80,340	200,000	54,022	27.01%	200,000	100.00%
		200,000	80,340	200,000	54,022	27.01%	200,000	100.00%
Miscellaneous								
Account	Description							
44105	Interest and Dividends	15,000	2,005	15,000	667	4.45%	5,000	33.33%
47540	Reserves	317,202	317,202	-	-		-	
		332,202	319,207	15,000	667	4.45%	5,000	33.33%
	OPERATING REVENUE TOTAL	2,713,685	2,581,030	2,804,064	2,627,785	93.71%	2,794,064	99.64%
Non-Operating Unit								
Account	Description							
85000	Grant Awards	450,000	61,065	100,000	28,831	28.83%	100,000	100.00%
		450,000	61,065	100,000	28,831	28.83%	100,000	100.00%
	REVENUE TOTALS	3,163,685	2,642,095	2,904,064	2,656,616	91.48%	2,894,064	99.66%
TOTAL NET		-	92,932	-			54,584	

LAFCO Fund Balance: Unrestricted	
Beginning Cash Balance, July 1 2026	1,420,344
... Committed Monies	350,000
… Assinged Monies	100,000
… Unassigned Monies	970,344

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

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AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Erica Sellen, Commission Clerk

SUBJECT: Updating Authorized Signatories on LAFCO Credit Card

SUMMARY

This item is for the San Diego County Local Agency Formation Commission (LAFCO) to consider formally updating the authorized signatories on the agency's credit card account with San Diego County Credit Union (SDCCU). The account was opened following Commission authorization in October 2017 and continues to list two former employees as signatories despite their departures in 2020 and 2024, respectively. SDCCU requires formal action by the Commission, as the agency's governing body, to remove these individuals. Staff recommends the Commission adopt a resolution assigning signatory authority by position, specifically the Executive Officer, Assistant Executive Officer, and Commission Clerk, rather than by individual. This removes the former employees and is intended to keep future staffing changes from requiring further Commission action.

BACKGROUND

Commission Authority and May 2002 Credit Line Authorization

State law authorizes LAFCOs to make their own arrangements for staffing, facilities, and services necessary to fulfill their regulatory and planning responsibilities. In step with this authority, San Diego LAFCO adopted a resolution in May 2002 authorizing then Executive Officer Michael D. Ott to establish an independent expenditure account with a federally insured banking institution, along with an associated credit card, to cover relatively minor overhead costs. These costs include routine support services, office supplies, and staff reimbursements. Mr. Ott subsequently opened a checking account and associated credit line with Wells Fargo with a maximum spending balance of $15,000. The 2002 authorization, however, named Mr. Ott individually, and Wells Fargo declined to transfer signatory authority to his successor without a new action by the Commission. Mr. Ott cancelled the Wells Fargo credit card on August 30, 2017 ahead of his retirement.

October 2017 Reauthorization

The Commission reauthorized a credit line on October 2, 2017 following the appointment of the current Executive Officer the prior month. The adopted resolution authorized the Executive Officer, by position rather than by individual, to establish and maintain a credit line on behalf of the agency with a federally insured banking institution and a maximum spending balance of $15,000. The resolution also designated the Executive Officer as the principal signatory with authority to authorize co-signers consistent with adopted policies and procedures. The October 2017 agenda report and resolution are attached for reference.

The Executive Officer subsequently opened the current credit card account with SDCCU and, as provided under the 2017 resolution, designated two senior staff members at the time as co-signatories: Robert Barry, then Analyst III, and Tamaron Luckett, then Commission Clerk. Mr. Barry and Ms. Luckett left the agency in 2020 and 2024, respectively.

DISCUSSION

This item is for San Diego LAFCO to consider formal action to update the authorized signatories on the Commission's credit card account with SDCCU by removing two former employees, Mr. Barry and Ms. Luckett, and assigning signatory authority to the current holders of their positions. Although Mr. Barry and Ms. Luckett were both designated as signatories on the account, only Ms. Luckett was issued a credit card, and staff cancelled her card when she left consistent with standard practice. Staff did not realize, however, signatory status on the account is separate from holding a card, and cancelling a card does not remove the cardholder as a signatory. As a result, Mr.

Barry has remained a signatory since 2020 despite never holding a card, and Ms. Luckett has remained a signatory since her card was cancelled in 2024. This came to light in September 2026 when SDCCU issued and mailed a new credit card in Ms. Luckett's name to the LAFCO office. Staff received the card and destroyed it without activating it, and staff has verified that no unauthorized transactions have occurred on the account since Ms. Luckett's departure.

The Executive Officer subsequently contacted SDCCU to remove Mr. Barry and Ms. Luckett from the account. SDCCU has advised it will add or remove signatories only with formal authorization from the agency's governing body. This is the same position Wells Fargo took in 2017 and reflects standard practice among financial institutions. The 2017 resolution resolved the issue for the Executive Officer by assigning authority by position, but co-signers continued to be designated by individual name. As a result, the account records have not kept pace with staffing changes.

ANALYSIS

The credit card account with SDCCU continues to provide value to San Diego LAFCO by giving the agency an efficient way to pay for routine overhead expenses, such as office supplies, support services, and conference and travel costs. It also allows staff to make purchases from vendors that accept only card payments, and it reduces the need for staff to pay out of pocket and seek reimbursement. Updating the Commission's authorization to remove the two former employees and assign signatory authority by position will preserve these benefits. It will also strengthen internal controls over the account, ensure coverage during absences and transitions, and avoid further Commission action as staffing changes occur. This approach is also consistent with SDCCU's direction that changes to account signatories be made through formal action by the Commission as the governing body.

RECOMMENDATION

It is recommended the Commission approve Alternative One as identified in the following section. This would adopt the draft resolution provided as Attachment One, which authorizes the Executive Officer, Assistant Executive Officer, and Commission Clerk positions as signatories on the Commission's credit card account with SDCCU and removes all previously designated individuals.

ALTERNATIVES FOR ACTION

The following alternatives are available to the Commission:

1. Alternative One (Recommendation):
   Adopt the draft resolution provided as Attachment One authorizing the Executive Officer, Assistant Executive Officer, and Commission Clerk positions as signatories on the Commission's credit card account with SDCCU and removing all previously designated individuals.

2. Alternative Two:
   Adopt a modified version of the draft resolution provided as Attachment One in authorizing signatories on the Commission's credit card account with SDCCU as specified, and removing all previously designated individuals.

3. Alternative Three:
   Continue consideration of the item to a future meeting and provide direction to staff as needed.

PROCEDURES

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

Respectfully,



Keene Simonds
Executive Officer

Attachments:

1) Draft Resolution
2) October 2017 Agenda Materials

RESOLUTION NO.___
SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION
UPDATING SIGNATORIES ON THE AGENCY CREDIT CARD

WHEREAS, the San Diego County Local Agency Formation Commission (LAFCO) is a State Mandated Government Agency (Taxpayer ID# 95-6000934W) established pursuant to State Law (Government Code Section 56000 et seq.); and

WHEREAS, LAFCO is responsible for appointing an Executive Officer to – and among other purposes – manage and transact the day to day business of the agency under Government Code Section 56384; and

WHEREAS, by resolution dated October 2, 2017, LAFCO authorized the Executive Officer by position to establish and maintain a credit line (i.e., credit card) on behalf of the agency with a maximum spending balance of $15,000, and to serve as principal signatory with the authority to authorize co-signers; and

WHEREAS, the Executive Officer subsequently established a credit card account on behalf of San Diego LAFCO with San Diego County Credit Union (SDCCU) and designated Robert Barry and Tamaron Luckett as co-signers, both of whom are no longer employed by the agency; and

WHEREAS, SDCCU requires formal action by San Diego LAFCO as the governing body to make changes to the signatories on the account;

NOW, THEREFORE, BE IT RESOLVED, that on November 2, 2026, San Diego LAFCO:

(a) The positions of Executive Officer, Assistant Executive Officer, and Commission Clerk are authorized as signatories on the San Diego LAFCO credit card account with SDCCU, with the Executive Officer continuing to serve as principal signatory.

(b) Signatory authority attaches to the position and not the individual and shall end automatically when an individual no longer holds an authorized position.

(c) Robert Barry and Tamaron Luckett are removed as signatories on the account.

(d) All other provisions of the October 2, 2017 resolution remain in effect.

(e) The Executive Officer is delegated authority to update signatories on the account consistent with this resolution, including notifying SDCCU of changes in the individuals holding the authorized positions and executing any documents SDCCU requires.

Passed and adopted by San Diego LAFCO on this 2nd day of November 2026, by the following vote:

AYES: _____

NOES: _____

ABSENT: _____

ABSTAIN: _____

_____
KEENE SIMONDS
Executive Officer

Adopted: November 2, 2026

San Diego, California

LAFCO
San Diego Local Agency Formation Commission

9335 Hazard Way • Suite 200 • San Diego, CA 92123
(858) 614-7755 • FAX (858) 614-7766
Website: www.sdlafco.org

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Harry Mathis
Public Member

Judy Hanson
Leucadia Wastewater District

Executive Officer

Keene Simonds

Counsel

Michael G. Colantuono

October 2, 2017

7

TO: Local Agency Formation Commission

FROM: Executive Officer
Executive Assistant

SUBJECT: Reauthorization for the Executive Officer to Establish a Credit Card on behalf of San Diego LAFCO

This item is for the San Diego Local Agency Formation Commission (LAFCO) to reauthorize the Executive Officer to establish a credit card for ministerial overhead expenses. Reauthorization is needed to augment a prior approval by the Commission in May 2002 in establishing an independent expenditure fund and associated credit card that named the former Executive Officer and not transferable to successors.

Background

State law authorizes Local Agency Formation Commissions (LAFCOs) to enter into agreements or contracts with public and private parties for services necessary to meet their regulatory and planning responsibilities. Towards this end, San Diego LAFCO ("Commission") approved a series of related actions by resolution in May 2002 and marked by authorizing then Executive Officer, Michael D. Ott, to establish an independent expenditure fund on behalf of the agency with a federally insured banking institution. This approval preceded the establishment of a checking account and associated credit line with Wells Fargo to cover relatively minor overhead costs, such as routine support services, office supplies, and staff reimbursements. (Per Commission approval the account balance shall not exceed the adopted expense line dedicated for special department expenses, which totals $0.045 million in FY 2018).

Discussion

As detailed in the preceding section the Commission authorized the previous Executive Officer Michael D. Ott to establish – and among other items – a credit card to cover routine overhead expenses at San Diego LAFCO in May 2002. The subsequent credit card opened with Wells Fargo provided the Commission with a maximum spending balance of $15,000 with payments made out of one of two general checking accounts also opened with Wells Fargo. The credit card, however and after several attempts to remedy, was cancelled by Executive Officer Ott on August 30, 2017 given Wells Fargo would not transfer signatory authority to the incoming appointee. Wells Fargo stated any signatory changes would require a formal action request by the Commission as the governing body. Outreach to other banking institutions with respect to establishing a new credit card indicated the same formal approval by the Commission would be needed.

Analysis

The proposed reauthorization serves as a needed update to the Commission's earlier approval from May 2002 for the new Executive Officer to establish and administer a credit card on behalf of San Diego LAFCO to cover routine overhead expenses. This would involve the Commission adopting a new resolution that assigns authorization to the Executive Officer by position rather than by specific appointee to open a new credit card account with a banking institution. All existing procurement policies and safeguards established by the Commission would remain unchanged.

Recommendation

It is recommended the Commission adopt the attached draft resolution authorizing the Executive Officer to establish and administer a credit card on behalf of San Diego LAFCO with a selected banking institution.

Respectfully submitted,

KEENE SIMONDS
Executive Officer

TAMARON LUCKETT
Executive Assistant

KS:tl:ra

Attachment:

A) Draft Resolution

Attachment A

RESOLUTION OF THE
SAN DIEGO LOCAL AGENCY FORMATION COMMISSION
AUTHORIZING THE ESTABLISHMENT OF A CREDIT CARD

WHEREAS, the San Diego Local Agency Formation Commission (LAFCO) is a State Mandated Government Agency (Taxpayer ID# 95-6000934W) established pursuant to State Law (Government Code Section 56000 et seq.); and

WHEREAS, San Diego LAFCO is responsible for appointing an Executive Officer to – and among other purposes – manage and transact the day to day business of the agency under Government Code Section 56038; and

WHEREAS, and by resolution dated May 6, 2002, San Diego LAFCO authorized the Executive Officer (Michael D. Ott) to establish a federally insured interest-bearing checking and market rate account or other similar type of account(s) with a banking institution for the purpose of minor claims payment; and

WHEREAS, the prior approval made by San Diego LAFCO on May 6, 2002, included authorization for the then Executive Officer to establish a credit card for general overhead expenses and subject to all other procurement policies;

NOW, THEREFORE, BE IT RESOLVED, that on October 2, 2017, San Diego LAFCO:

(a) The Executive Officer by position is authorized to establish and maintain a credit line (i.e., credit card) on behalf of San Diego LAFCO with a federally insured banking institution with a maximum spending balance of $15,000.

(b) The Executive Officer shall serve as the principal signatory for any credit line established on behalf of San Diego LAFCO with the authority to authorize co-signers consistent with adopted policies and procedures.

Passed and adopted by San Diego LAFCO on this 2nd day of October 2017, by the following vote:

AYES: _____

NOES: _____

ABSENT: _____

ABSTAIN: _____

_____
KEENE SIMONDS, Executive Officer

Adopted: October 2, 2017

San Diego, California

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SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION

Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5e

AGENDA REPORT
Consent | Information

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Priscilla Mumpower, Assistant Executive Officer
Michaela Peters, Local Government Analyst II

SUBJECT: Report on Applicant Proposals

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive a status report on active applicant proposals and requests currently on file as well as anticipated filings based on ongoing discussions with proponents. The item is informational and concurrently satisfies LAFCO's reporting requirement involving petition-initiated proposals.

BACKGROUND

Procedures and Timelines

Most jurisdictional changes begin with petitions filed by landowners or voters, though local agencies may also initiate by resolutions. LAFCO can independently initiate changes to form, consolidate, or dissolve special districts following approved municipal service reviews. Jurisdictional changes typically require four to six months before hearing, while out-of-agency service requests are processed in about two months.

DISCUSSION

This item updates San Diego LAFCO on active proposals and previews pending submissions anticipated in the near term. The report also satisfies the Commission's statutory obligation to provide agenda notice for petition-initiated jurisdictional changes. Commissioners may pull the item for clarifications if needed.

Twenty-six (26) active proposals are currently on file. Twenty-two (22) are under review, pending Commission consideration, while four (4) have been approved by the Commission and are pending completion of terms and conditions.[1] Staff have also identified five (5) pending proposals with prospective applicants that merit attention. A complete listing of all active and pending proposals is provided in Attachment One.

ANALYSIS

None.

RECOMMENDATION

This item is presented to San Diego LAFCO for information only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

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

On behalf of the Assistant Executive Officer,

Michaela Peters

Michaela Peters
Local Government Analyst II

Attachment:

1) Active and Pending Proposals as of October 26, 2026

[1] Six additional proposals remain on file with the Commission; however, discussions have been inactive for an extended period. The Commission anticipates taking future action to formally abandon these proposals pending adoption of related authorizing policies. All proposal files are available for public review upon request at the San Diego LAFCO office.

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
ACTIVE PROPOSAL APPLICATIONS | PENDING COMMISSION ACTION					
1	CO21-09	"Otay Lakes Road Change of Organization" - City of Chula Vista: Annexation	Michaela Peters	Application submitted in October 2022 by landowner petition to annex approximately 1,870 acres of unincorporated territory to the City of Chula Vista. (The petitioners originally filed an application in October 2021 seeking approval to annex into the San Diego County Sanitation District. This previous application has since been withdrawn.) The affected territory comprises 6 parcels within the Baldwin and Moller communities and is presently undeveloped. The proposal is intended to facilitate the development of a 1,938 residential-unit subdivision with various ancillary uses as part of the "Otay Ranch Resort Village 13" project. The submitted proposal application is incomplete and pending receipt of additional documentation and information from the applicant – including an agreement with LAFCO to proceed with a targeted/informing municipal service review. Staff last corresponded with the applicant in May 2024.	Chula Vista, CA Otay Lakes Road and Wueste Road APNs: 598-130-04 through -06, 598-140-04 through -06, 647-020-14, and 647-030-05.
2	RO22-08 OAS22-08	"Martinez - North Avenue Reorganization" - City of Escondido: Annexation - County Service Area No. 135: Detachment - Deer Springs Fire Protection District: Detachment	Joelle Burila	Application submitted in April 2022 by landowner petition and involves an out-of-agency service agreement for wastewater services to a single-family residence totaling 0.25 acres to remedy a failing septic system. The Executive Officer administratively approved the service request on May 3, 2022 with a conditional approval to annex into the City of Escondido. The application is incomplete pending receipt of additional documentation and related information. Staff last corresponded with the applicant in May 2026.	Escondido, CA APN: 224-153-17
3	RO22-11	"Tummala - Rincon MWD Reorganization" - Rincon del Diablo MWD: Annexation - Metropolitan Water District: Annexation - San Diego County Water Authority: Annexation	Michaela Peters	Application submitted in October 2022 by landowner petition involving annexation of approximately 20 acres of unincorporated territory to make available public water services. The affected territory is currently vacant and undeveloped. The proposal's purpose is to position the landowner to proceed in the future with a development plan with the County of San Diego. The application is incomplete pending receipt of fees, additional documentation and related information. Staff last corresponded with the applicant in July 2023.	Escondido, CA APN: 241-081-12

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
4	CO23-11	"Nencini Associates Change of Organization" - San Diego County Sanitation District: Annexation	Joelle Burila	Application submitted in July 2023 by landowner petition and involves annexation of approximately 20.6 acres to the San Diego County Sanitation District (SD) for the primary purpose of establishing wastewater service. The affected territory is partially developed with one single-family residence, with plans to develop an additional 7 single-family residences through subdivision. Conditional approval for future annexation to the City of Chula Vista is recommended and the applicant has been notified. The application is incomplete pending receipt of additional documentation and related information. Staff last corresponded with the applicant in August 2026.	Bonita, CA APN: 585-113-22
5	CO23-15	"Maclachlan - Old Highway 80 Change of Organization" - San Diego County Sanitation District: Annexation	Michaela Peters	Application submitted in December 2023 by landowner petition and involves annexation of approximately 0.60 acres to the San Diego County Sanitation District for the primary purpose of establishing wastewater service. The affected territory is currently undeveloped with plans to develop a commercial building and parking lot. The application is incomplete pending receipt of CEQA documentation and related information. Staff last corresponded with the applicant in November 2024.	El Cajon, CA APN: 396-030-30
6	RO24-07	"Lake Wohlford Resort Reorganization" - Valley Center Municipal Water District: Annexation	Meghan Traynor	Fee submitted in March 2024 for an anticipated reorganization application involving the annexation of approximately 127 acres to the Valley Center Municipal Water District for the purpose of receiving potable water service. The affected territory is presently developed with 137 mobile homes and one restaurant currently served by an onsite water system. The application is incomplete pending receipt of a complete application and related information. Staff last corresponded with the applicant in May 2024.	Escondido, CA North side of Lake Wohlford and Lake Wohlford Road, halfway between Valley Parkway and Woods Valley Parkway. Multiple APNs

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
7	RO24-08 OAS24-08	"Shen – Pinecrest Reorganization" - City of Escondido: Annexation - County Service Area No. 135: Detachment	Meghan Traynor	Application submitted in August 2024 by landowner petition involving an out-of-agency service agreement to establish wastewater services to a single-family residence totaling 1.09 acres to remedy a failing septic system. The Executive Officer administratively approved the service request on September 6, 2024 and received by the Commission as an information item as part of the Commission's October 7, 2024 meeting. The administrative approval is conditioned on the landowner submitting a complete change of organization application to LAFCO for formal annexation into the City of Escondido within one calendar year unless a time extension is authorized. The application is incomplete pending receipt of a complete application and related information. Staff last corresponded with the applicant in September 2026.	Escondido, CA APN: 235-110-10
8	RO24-12 OAS24-12	"Delgado-Andrade – 24th Street Reorganization" - City of National City: Annexation - City of National City: Sphere Action (+) - County Service Area No. 135: Detachment - Lower Sweetwater Fire Protection District: Detachment - South Bay Irrigation District: Detachment	Joelle Burila	Application submitted in August 2024 by landowner petition involving an out-of-agency service request for wastewater services to a developed single-family residence on less than an acre to remedy a failing septic system. The Executive Officer administratively approved the service request on October 23, 2024 and the proposal was approved as a consent item as part of the Commission's November 4, 2024 meeting. The administrative approval is conditioned on the landowner submitting a complete application to LAFCO for formal annexation into the City of National City within one calendar year unless a time extension is authorized. The application is incomplete pending receipt of a complete application and related information. Staff last corresponded with the applicant in June 2026.	National City, CA APN: 564-010-12
9	SRO24-15	"La Jolla Incorporation" - La Jolla: Incorporation - City of San Diego: Detachment - City of San Diego: Sphere Action (-)	Priscilla Mumpower	Notice of Intent to Circulate Petition was submitted May 2024 in anticipation of a special reorganization application filing. The proposal involves the detachment of approximately 8,371 acres from the City of San Diego and the incorporation of the community of La Jolla, along with conforming sphere of influence amendments. LAFCO staff has confirmed the proponents have collected enough valid petitions equal to no less than 25% of all registered voters within the proposed municipal boundary, which largely covers the 92037 zip code with an estimated population of 47,000. LAFCO staff will now proceed in initiating the administrative review on the proposal and headlined by selecting an outside consultant to prepare a comprehensive fiscal analysis evaluating the ability of La Jolla to fund a sufficient level of municipal services while assessing monetary impacts to the City of San Diego. A Request for Proposals was issued in January 2026, with proposals due on March 10, 2026. Staff completed consultant interviews in coordination with a selection committee and, with unanimous consensus from the committee, initiated contract negotiations with London Moeder Advisors. The Commission approved the proposed agreement at its June 15, 2026 meeting.	The proposed City of La Jolla falls largely in the 92037 zip code, bordering the City of San Diego and the City of Del Mar. The main campus of UC San Diego is excluded. Multiple APNs

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
10	CO25-01 OAS25-01	"Hallam – Lovely Lane Change of Organization" - Buena Sanitation District: Annexation	Meghan Traynor	Application submitted in January 2025 by a landowner for an out-of-agency service agreement to service wastewater to a single-family residence totaling 0.67 acres to remedy a failing septic system. The Executive Officer administratively approved the service request on January 22, 2025 and received by the Commission as an information item as part of the Commission's February 3, 2025 meeting. The administrative approval is conditioned on the landowner submitting a complete application to annex to the Buena Sanitation District within one calendar year unless a time extension is authorized. The application is incomplete pending receipt of a complete application and related information. Staff last corresponded with the applicant in October 2026.	Vista, CA APN: 183-060-22
11	OAS25-02	"Garza – Touchstone Communities Out-of-Agency Wastewater Services" - City of Escondido: OAS	Michaela Peters	Application submitted in January 2025 by the City of Escondido for an out-of-agency service agreement involving a 10.35-acre unincorporated parcel currently developed with one single-family residence. The proposal is intended to facilitate the development of a 42-unit single-family residential subdivision by "Touchstone Communities" and abate an impending public health and safety threat given the size of the proposed development. The application is incomplete pending receipt of CEQA documentation and related information. Staff last corresponded with the applicant in October 2026.	Escondido, CA APN: 234-160-25
12	RO25-03 OAS25-03	"Lopez – Bear Valley Parkway Reorganization" - City of Escondido: Annexation - County Service Area No. 135: Detachment	Joelle Burila	Application submitted in January 2025 by the City of Escondido on behalf of the landowner requesting an out-of-agency service agreement to establish wastewater services to remedy a failing septic system. The affected territory spans 1.37 acres and is developed with a single-family residence and ADU. The Executive Officer administratively approved the service request on February 7, 2025 and the proposal was approved as a consent item as part of the Commission's March 3, 2025 meeting. The administrative approval is conditioned on the landowner submitting a complete application to LAFCO for formal annexation into the City of Escondido within one calendar year unless a time extension is authorized. The proposal is currently under administrative review and considered incomplete. Staff last corresponded with the applicant in July 2026.	Escondido, CA APN: 239-051-03

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
13	CO25-12	"Kukkal – Niemann Ranch Road Change of Organization" - Whispering Palms Community Service District: Annexation	Joelle Burila	Application submitted in February 2026 by landowner petition involving annexation of approximately 2.07 acres to the Whispering Palms Community Services District for the primary purpose of establishing wastewater services. The affected territory is currently undeveloped with plans to develop one single-family residence, one ADU and accessory structure (pool house). Staff last corresponded with the applicant in October 2026. The proposal is scheduled for consideration at a public hearing as part of the Commission's November 2, 2026 calendar.	Del Mar, CA APN: 305-02-043
14	RO26-02	"Tipton – Rock Springs Road Reorganization" - Vallecitos Water District: Annexation - Vista Irrigation District: Detachment	Michaela Peters	Application submitted in January 2026 by landowner petition involving annexation of 0.72 acres of unincorporated territory in Escondido to the Vallecitos Water District (VWD) with a concurrent detachment from the Vista Irrigation District (VID). The proposed annexation is intended to facilitate the provision of public wastewater service to an existing single-family residence currently served by a septic system, allowing for conversion to public sewer service. The subject parcel is presently served by VID for potable water; however, detachment from VID is required, as VWD would provide both water and wastewater services under the proposal. The proposal is currently under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in October 2026.	Escondido, CA APN: 226-130-38
15	CO26-06	"Leon – Sweetwater Road Change of Organization" - San Diego County Sanitation District: Annexation	Meghan Traynor	Application submitted in March 2026 by landowner petition involving annexation of 2.6 acres of unincorporated territory in the Bonita community to the San Diego County Sanitation District for the purpose of receiving wastewater service to facilitate the planned development of a single-family residence and attached accessory dwelling unit on both parcels. The proposal is currently under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in October 2026.	Bonita, CA APNs: 591-210-19 and 591-210-29

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
16	CO26-07	"Inland Valley – Lemon Crest Drive Change of Organization" - San Diego County Sanitation District: Annexation	Joelle Burila	Application submitted in April 2026 by landowner petition involving annexation of 17.2 acres of unincorporated territory in the Lakeside community to the San Diego County Sanitation District for the purpose of receiving wastewater service to facilitate the planned development of a 24-lot single family residential development. The application is incomplete pending receipt of CEQA documentation and related information. Staff last corresponded with the applicant in September 2026.	Santee, CA APN: 394-290-28
17	CO26-08	"Honda – Ocean View Avenue Change of Organization" - Leucadia Wastewater District: Annexation - Leucadia Wastewater District: Sphere Action (+)	Michaela Peters	Application submitted in July 2026 by landowner petition involving annexation of approximately 0.53 acres to the Leucadia Wastewater District. The change of organization would facilitate connectivity to public wastewater service and in doing so accommodate an existing SFR and proposed development of an ADU on the affected territory. The entire project lies within the City of Encinitas' sphere of influence. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in August 2026.	Encinitas, CA APN: 256-151-25
18	CO26-09	"Gabriel – San Elijo Road Change of Organization" - Vallecitos Water District: Annexation	Meghan Traynor	Application submitted in July 2026 by landowner petition involving annexation of approximately 90 acres to the Vallecitos Water District. The change of organization would facilitate connectivity to public wastewater service and in doing so accommodate the proposed development of a 76-lot residential subdivision. The entire project lies within the Vallecitos WD's sphere of influence. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in September 2026.	San Marcos, CA APNs: 223-080-46, 223-070-07, & -08
19	RO26-10	"Halgren – La Perla Way Reorganization" - City of La Mesa: Annexation - City of La Mesa: Sphere Action (+) - San Miguel Consolidated FPD: Detachment - San Miguel Consolidated FPD: Sphere Action (-) - County Service Area No. 135: Detachment	Michaela Peters	Application submitted in August 2026 by landowner petition involving annexation of approximately 1.87 acres to the City of La Mesa. The application materials indicate that the affected territory comprises three assessor parcels. Two of the subject parcels are currently developed with single-family residences, while the third contains a detached garage and vineyard. The requested service would accommodate the two existing single-family residences and a proposed accessory dwelling unit at 4841 La Perla Way. The subject parcels currently lie within the County of San Diego and adjacent to the City of La Mesa's sphere of influence. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in August 2026.	La Mesa, CA 4821, 4831, and 4841 La Perla Way APNs: 495-423-10, -13, -14

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
20	CO26-11	"Cajon Valley Union School District – Fuerte Drive Change of Organization" - San Diego County Sanitation District: Annexation	Meghan Traynor	Application submitted in August 2026 by landowner petition involving annexation of approximately 9.7 acres to the San Diego County Sanitation District. The proposed annexation is intended to facilitate the provision of public wastewater service to an existing elementary school currently served by a septic system, allowing for conversion to public sewer service. The entire project lies within the San Diego County Sanitation District's sphere of influence. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in October 2026.	El Cajon, CA APN: 498-100-69
21	CO26-12	"Stevens – East Olive Avenue Change of Organization" - Vallecitos WD: Annexation	Michaela Peters	Application submitted in October 2026, by landowner petition, proposing the annexation of approximately 1.14 acres to the Vallecitos Water District. The property contains an existing single-family residence that currently receives potable water from Vista Irrigation District under an outdated out-of-agency service agreement. The property owner is seeking annexation to VWD for both potable water and sewer service. The affected territory lies entirely within VWD's sphere of influence. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in October 2026.	San Marcos, CA APN: 182-101-30
22	CO26-13	"Highland Court – Santa Fe Irrigation District Change of Organization" - Santa Fe Irrigation District: Annexation - Santa Fe irrigation District: Sphere Action (+)	Michaela Peters	Application submitted in October 2026, by resolution of application from the Santa Fe Irrigation District requesting annexation of approximately 1.55 acres to SFID. The affected territory is developed with six single-family residences that presently receive potable water service from SFID, but without a formal service agreement in place. The annexation would formalize that existing service. The proposal is under administrative review and considered incomplete at this time. Staff last corresponded with the applicant in October 2026.	San Diego, CA APNs: 298-300-37, -38, -39, -40, -41, -42

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
ACTIVE PROPOSALS | POST COMMISSION ACTION					
23	CO22-20	"Camino De La Fuente - Wick Change of Organization" - San Diego County Sanitation District: Annexation	Michaela Peters	Application submitted in November 2022 by landowner petition and involves annexation of approximately 35.3 acres of unincorporated and undeveloped territory to the San Diego County SD to make available public wastewater services. The proposal's purpose is to position the landowner to proceed in the future with a development plan to grade the land for future industrial and outdoor storage uses. The proposal was approved on October 2, 2023. The applicant has since requested extensions to September 18, October 2, 2025, and most recently to October 2, 2027, to complete terms and conditions of the adopted resolution.	San Diego, CA APNs: 648-040-40 and 648-040-42
24	RO19-26	"Valiano - Eden Valley Reorganization" - San Marcos FPD: Annexation - Rancho Santa Fe FPD: Detachment - Rancho Santa Fe FPD: Sphere Action (-) - Rancho Santa Fe FPD: Extraterritorial Fire	Michaela Peters	Application resubmitted in January 2025 by landowner petition and the City of Escondido involving a reorganization as part of the "Valiano" planned development in Harmony Grove. The resubmittal replaced the 2019 application and incorporated settlement-related mitigation measures associated with litigation concerning the County of San Diego's 2024 approval. The reorganization involves the concurrent annexation of 10.8 unincorporated acres to San Marcos FPD with detachment from Rancho Santa Fe FPD and related sphere amendments. The proposal was approved by the Commission on October 6, 2025 and is pending completion of terms and conditions as set forth by the Commission.	Escondido, CA APN: 232-500-24
25	CO25-15	"Jaiswal – Rio Vista Road Change of Organization" - Rancho Santa Fe Community Service District: Annexation	Meghan Traynor	Application submitted in October 2025 by landowner petition involving annexation of approximately 2.6 acres of unincorporated territory in the San Dieguito community to the Rancho Santa Fe Community Services District for the primary purpose of establishing wastewater service. The affected territory consists of four parcels: three are developed with single-family residences, while one remains undeveloped with no current plans for development on any of the parcels. The proposal was approved by the Commission on April 6, 2026 and is pending completion of terms and conditions set forth by the Commission.	San Diego, CA APNs: 267-145-16, 267-145-19, 267-145-20 and 267-146-05
26	RO26-01	"Turner – Oak Creek Drive Reorganization" - Lakeside Water District: Annexation - Lakeside Water District: Sphere Action (+) - Padre Dam Municipal Water District: Detachment - Padre Dam Municipal Water District: Sphere Action (-)	Joelle Burila	Application submitted in January 2026 by the Lakeside Water District on behalf of the landowner involves the annexation of approximately 2.3 acres of unincorporated territory in the Lakeside community to the Lakeside Water District for the primary purpose of establishing potable water service. The affected territory consists of two parcels: both are undeveloped, with plans for the construction of a single-family residence on one parcel while the other parcel is a minor parcel adjustment to remedy an illogical boundary for jurisdictional consistency. The proposal was approved by the Commission on August 3, 2026 and is pending completion of terms and conditions set forth by the Commission.	Lakeside, CA APNs: 379-040-66 and 379-040-67

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
PENDING PROPOSAL APPLICATION SUBMITTALS (No project manager; inquiries should be directed to Keene Simonds)					
	Pending	"Harvest Hills Reorganization" - City of Escondido: Annexation		This anticipated reorganization proposal is currently undergoing development and environmental review by the City of Escondido. Submittal to LAFCO anticipated for late 2026-2027 if approved by Escondido. The anticipated proposal involves annexation of approximately 1,098 acres to the City for the primary purpose of developing a 550-lot residential subdivision. All the affected territory presently lies outside the adopted Escondido sphere. Due to the scope of the proposal area a comprehensive update of the City's sphere is warranted along with preparing the supporting municipal service review document. These and other service-related issues have been communicated to the City and are currently under joint review with other local stakeholders. The project was originally titled as "Safari Highlands".	Escondido, CA East of Rancho San Pasqual, northeast of the Rancho Vistamonte Community and north of the San Diego Zoo Safari Park. Multiple APNs
	Pending	"Rancho Lomas Verde Reorganization" - City of Vista: Annexation		This anticipated reorganization proposal is undergoing development and environmental review by the City of Vista. The proposal involves annexation of approximately 300 acres to the City of Vista and concurrent detachments from CSA 135 and the Vista FPD to facilitate a 153-lot residential development. Close to three-fourths of the project area lies outside the adopted Vista sphere. Due to the scope of the proposal area a comprehensive update of the City's sphere is warranted along with preparing the supporting municipal service review document. These and other service-related issues have been communicated to the City and are currently under joint review with other local stakeholders.	Vista, CA Located near intersection of East Vista Way and Gopher Canyon Rd. Multiple APNs
	Pending	"Sager Ranch Reorganization" - City of Escondido: Annexation		This anticipated reorganization involves annexation of approximately 1,800 unincorporated acres to the City of Escondido and concurrent detachments from CSA 135 and the Valley Center FPD. The reorganization would facilitate the proposed development of approximately 200 acres to include 203 residential units and a 225-room resort. Portions of the project area lie outside the current City sphere. Fire protection services remain a key discussion point and the source of ongoing discussions with the proponents.	Escondido, CA East of, and contiguous to, the Daley Ranch Open Space Preserve, on the west side of Valley Center Road. Multiple APNs

	File Number	Proposal Name | Affected Agencies	Project Manager	Proposal Summary	Proposal Location
	Pending	"Harmony Grove Village South" (TM-626) - Rincon del Diablo MWD: Latent Powers Expansion - Rincon del Diablo MWD: Sphere Action (+)		This anticipated reorganization involves the unincorporated Harmony Grove Village South project and specific to accommodating sewer services (among a variety of options) for the planned development of approximately 111 acres to include 453 residential units. On January 27, 2020 the San Diego Superior Court overturned the County's development approvals for the project. Appeals are pending with no update as of this report.	Escondido, CA West of Interstate 15, south of State Route 78, and directly south of the Harmony Grove Village (HGV) community. APNs: 235-011-06, 238-021-08, 238-021-09 and 238-021-10
	Pending	"Aldea Project - Reorganization" - City of Escondido: Annexation		This anticipated reorganization involves annexation of approximately 17 unincorporated acres to the City of Escondido. The reorganization would facilitate connectivity to public wastewater service and in doing so accommodate the proposed development of approximately 200 residential units on the affected territory. The entire project lies within the City of Escondido sphere of influence. Complete application is pending.	Escondido, CA San Pasqual Valley Road and Idaho Avenue APNs: 234-210-12, 234-220-20, 234-231-01

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Executive Officer
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Commission Counsel

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AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Joelle Burila, Local Government Analyst I

SUBJECT: "Kukkal – Niemann Ranch Road Change of Organization" | Proposed Annexation to Whispering Palms Community Services District and Related Actions
(LAFCO File No. CO25-12)

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider a change of organization proposal initiated by landowner petition to annex 2.1 acres in the unincorporated community of Fairbanks Ranch to the Whispering Palms Community Services District (CSD). The affected territory consists of one vacant parcel and lies entirely within the CSD's sphere of influence. The purpose of the proposal is to establish public wastewater service to facilitate the planned development of one single-family residence, one accessory dwelling unit (ADU), and one accessory structure (pool house). Other supporting municipal services are already available, including water from Olivenhain Municipal Water District and fire protection from Rancho Santa Fe Fire Protection District. Staff recommends conditional approval of the proposal, waiver of protest proceedings, and adoption of an exemption finding under State California Environmental Quality Act (CEQA) Guidelines Section 15319(b). Approval is subject to a 30-day reconsideration period.

BACKGROUND

Applicant Request

San Diego LAFCO has received a change of organization proposal initiated by interested landowners – Pankaj and Neeru Kukkal – requesting approval to annex 2.1 acres of unincorporated territory in the community of Fairbanks Ranch to the Whispering Palms CSD. The affected territory comprises one vacant legal parcel identified by the County of San Diego as Assessor Parcel Number (APN) 305-020-43, with a situs address of 6676 Niemann Ranch Road.

Regional Setting

The affected territory is located in northwestern San Diego County in the unincorporated community of Fairbanks Ranch, north of State Route 56. Access is provided by a private, unnamed road off Niemann Ranch Road, approximately 950 feet east of its intersection with Rancho Santa Fe Farms Road. The surrounding area is residential and includes the master-planned Pacific Highlands Ranch community within the City of San Diego to the nearby west and south. The affected territory lies within County Supervisorial District No. 3 (Terra Lawson-Remer), Assembly District No. 76 (Darshana Patel), and Senate District No. 38 (Catherine Blakespear). An aerial map showing the affected territory and its regional setting is provided below, with a more detailed map depicting the subject parcel and its relationship to the CSD's jurisdictional boundary provided as Attachment One.



Google Maps

Subject Agency

The proposed change of organization filed with San Diego LAFCO involves one subject agency: Whispering Palms CSD.[1] The following summarizes the subject agency's governance, demographics, municipal functions, and financial standing.

- Whispering Palms CSD is an independent special district formed in 1987 as successor agency to the dissolution of the Whispering Palms Sanitation District and County Service Area No. 1. Governance is provided by a five-member board of directors, with Dudek contracted to serve as General Manager and responsible for day-to-day services, including operation of the CSD-owned Whispering Palms Water Pollution Control Facility. Active service functions include wastewater (collection, treatment, and disposal) as well as roadside, street sign, and lighting maintenance. Wastewater is the CSD's primary function and is provided throughout its jurisdictional boundary. The jurisdictional boundary spans approximately 3.5 square miles with a LAFCO-estimated resident population of 2,310. LAFCO established a larger-than-agency sphere of influence for the CSD in 1987 and last affirmed it in 2013. Whispering Palms CSD's audited total net position was $6.2 million as of June 30, 2025, with an unrestricted balance of $2.4 million and an ending cash balance of $2.6 million. The unrestricted balance reflects a 4.2% decrease over the last three audited fiscal years.

Affected Local Agencies

The affected territory presently lies within the jurisdictional boundaries and/or spheres of influence of 11 local agencies directly subject to San Diego LAFCO's planning and regulatory responsibilities. These agencies qualify as "affected agencies" relative to the proposed change of organization and are listed below.[2]

- County Service Area No. 17 (San Dieguito: EMS)
- County Service Area No. 83 (San Dieguito Local Parks)
- County Service Area No. 135 (Regional Communications)
- Metropolitan Water District of Southern California
- Olivenhain Municipal Water District
- Rancho Santa Fe Fire Protection District
- Resource Conservation District of Greater San Diego County
- San Diego County Flood Control District
- San Diego County Street Lighting District
- San Diego County Water Authority
- Whispering Palms CSD (sphere only)

[1] State law defines "subject agency" to mean any district or city for which a change of organization or reorganization is proposed.
[2] State law defines "affected local agency" as any entity that contains, or would contain, or whose sphere contains or would contain, any territory for which a change of organization is proposed or ordered. Notice of the proposal and hearing were provided to the agencies.

The affected territory also lies within the following school and college districts and accordingly have received notice of the proposal as part of the administrative review: MiraCosta Community College District, San Dieguito Union High School District, and Solana Beach School District.

DISCUSSION

This item is for San Diego LAFCO to consider approving – with or without discretionary modifications – the change of organization proposal to annex the affected territory to the Whispering Palms CSD, which would establish public wastewater to the parcel. The Commission may apply approval conditions provided they do not directly regulate land use, property development, or subdivision requirements. The following discussion addresses the applicable statutory requirements and staff's analysis.

Proposal Purpose + Timing

The purpose of the proposed change of organization is to establish Whispering Palms CSD's public wastewater service to the affected territory to facilitate the planned development of one single-family residence, one ADU, and one accessory structure (pool house), consistent with County zoning. Annexation would also, as an incidental matter of inclusion in the CSD, extend the agency's roadside, street sign, and lighting maintenance services to the affected territory. The proposal's timing is tied to the landowners electing to secure public wastewater service in lieu of an on-site septic system ahead of submitting development permit applications to the County of San Diego. No other municipal service changes are proposed, as the affected territory already lies within Olivenhain Municipal Water District for potable water and Rancho Santa Fe Fire Protection District for fire protection and emergency medical services.

Current and Planned Land Uses

The affected territory is entirely unincorporated and subject to the County of San Diego's land use policies. Development standards are established under the San Dieguito Community Plan (2011), with advisory input from the San Dieguito Community Planning Group. The affected territory is designated Semi-Rural Residential (SR-2) and zoned Rural Residential with a minimum lot size of 2.0 acres and a maximum density of one dwelling unit per two acres. The combination of zoning and parcel size precludes further land division.[3] Development may include a primary single-family residence, one accessory dwelling unit, and one junior accessory dwelling unit, along with accessory structures, subject to County review and applicable development standards.

[3] Additional development may be permitted through a lot split allowance under Senate Bill 9. Only potential development under local land use policies is addressed in this report.

ANALYSIS

San Diego LAFCO's current sphere of influence designation for the Whispering Palms CSD includes the affected territory. This designation focuses the analysis on three considerations: (a) timing of the boundary change, (b) whether discretionary modifications or terms are appropriate, and (c) other relevant statutes.

Change of Organization Timing

San Diego LAFCO's consideration of timing draws on baseline factors required by statute and applicable Commission policies. An analysis of these factors follows.[4]

- Timing Factor No. 1:
  Baseline Considerations: Regional Policies + Service Relationships

  State law requires consideration of multiple factors when reviewing jurisdictional changes, ranging from basic disclosures to discretionary policy analyses evaluating the proposal's relationship to community needs, service capacities, and the receiving agency's financial resources. Analysis of these core policy factors follows.

  - With respect to **need**, the planned residential land uses warrant public wastewater service and represent an orderly expansion of Whispering Palms CSD's jurisdictional boundary and wastewater service area – marked by accommodating a relatively modest planned development of a single-family residence, ADU, and accessory structure as allowed under current zoning. The proposal also supports environmental justice objectives by avoiding reliance on an on-site septic system near impaired water bodies, with additional details provided in Appendix A. Collectively, these factors support both the need for and timing of the proposed change of organization.

  - With respect to **service availability and capacities,** Whispering Palms CSD has sufficient wastewater treatment capacity to accommodate the projected demands of the affected territory based on its anticipated uses. An existing Whispering Palms CSD easement is located approximately 20 feet east of the affected territory and is accessible from the private road right-of-way. The planned development would generate an estimated 500 gallons of wastewater per day, based on two equivalent dwelling units at 250 gallons per day each, representing about 0.45% of the CSD's available treatment capacity.[5]

[4] Most of the baseline factors in statute focus on disclosing compatibility issues with goals and policies of other state, regional, and local agencies, as well as assessing the ability of subject agencies to provide services. (See Government Code Section 56668).

[5] Whispering Palms CSD's average daily wastewater flow is 290,000 gallons per day, which equals 0.45% of the 400,000 gallons per day capacity at its Whispering Palms Water Pollution Control Facility.

- With respect to **related financial considerations**, Whispering Palms CSD has adequate financial resources and related administrative controls to provide wastewater services to the affected territory without adversely impacting current ratepayers. This comment is supported by staff analysis of recent audited statements, which show the CSD maintaining strong liquidity (short-time financial standing) and capital (long-term financial standing) levels. This is further reflected in an ending current ratio of 9.8 to 1 (i.e., $9.80 in current assets for every $1.00 in current liabilities) and debt ratio of 16.2% (i.e., $16.20 out of every $100.00 in net assets financed) for the fiscal year ending on June 30, 2025. These measurements provide reasonable assurances of the agency's effective financial management and help lessen concerns related to recent operating losses, which have averaged a total margin of (10.7%) over the last three fiscal years.[6] Establishing wastewater service is premised on the landowner paying a connection fee of $5,362 to Whispering Palms CSD. Ongoing service will be subject to annual service charges, collected through the County tax roll. These charges are estimated at $1,078 for FY 2026-27 and $1,347 for FY 2027-2028.

- Timing Factor No. 2:
  Consideration of Policy L-107

  San Diego LAFCO adopted L-107 in May 2010 to require all applicants to disclose jurisdictional disputes or related items that are associated with their proposal filings.[7] No jurisdictional disputes have been disclosed by Whispering Palms CSD. Similarly, LAFCO staff has not identified any disputes or related concerns in the administrative review.

CONCLUSION |
MERITS OF CHANGE OF ORGANIZATION TIMING

The timing of the change of organization is warranted. Justification is supported by the preceding analysis: the proposal timely syncs a planned need with available and adequate public services and presents no impacts on existing ratepayers. Additional analysis supporting the conclusion is provided in Appendix A.

Potential Modifications and Terms

San Diego LAFCO staff has identified no physical modifications to the submitted change of organization warranting Commission consideration. The change of

[6] CSD finished FY 2023 with a total margin of (15.35%), FY 2024 with a total margin of (4.93%) and FY 2025 with a total margin of (11.84%).
[7] The Executive Officer retains discretion to determine the extent of consultation needed.

organization as proposed by the applicant would not generate any corridors or other illogical jurisdictional boundaries. Other standard terms are also recommended to ensure payment of any charges necessary to complete the proposal processing under the LAFCO fee schedule.

CONCLUSION |
MERITS OF MODIFICATIONS AND TERMS

No modifications to the proposal are warranted. Standard approval terms are recommended and include receipt of all remaining payments associated with the processing of the proposal by the Commission through recordation.

Other Statutory Considerations

Exchange of Property Tax Revenues

San Diego LAFCO has confirmed with the County of San Diego that the proposed change of organization is subject to the Board of Supervisors' 1982 master resolution on property tax exchanges for jurisdictional changes. The resolution provides that no property tax exchange occurs for proposals consisting solely of annexations to agencies to provide sewer and/or water service where the application indicates no exchange is requested – both of which apply here. Noticing during the administrative review also confirmed Whispering Palms CSD did not exercise its right to request the proposal be docketed individually by the Board. Accordingly, no property taxes would transfer to Whispering Palms CSD following annexation of the affected territory.

Environmental Review

San Diego LAFCO is obligated under CEQA to assess whether environmental impacts would result from activities approved under the Commission's authority, either as a lead or responsible agency. Accordingly, LAFCO is tasked with making findings under CEQA in consideration of the proposed change of organization. Staff analysis follows.

- LAFCO serves as the lead agency for assessing potential environmental impacts under CEQA for the proposed change of organization. Staff believes the proposal qualifies as a project under CEQA but is categorically exempt from further environmental review pursuant to State CEQA Guidelines Section 15319(b) and its cross-reference to Section 15303. This exemption appropriately applies given the affected territory is an individual parcel within the minimum lot size allowed under zoning, and its development potential is limited to one single-family residence, one accessory dwelling unit, and accessory structures – all within the scope of Section 15303(a) and (e).

Protest Proceedings

Protest proceedings for the proposed change of organization may be waived by LAFCO should the Commission proceed with approval under Government Code Section 56662. The waiver appropriately applies under this statute given all of the following: the affected territory is uninhabited as defined under LAFCO law, the subject agency has not filed an objection to the waiver, and the landowners have provided written consent.[8]

RECOMMENDATION

Staff recommends conditional approval of the change of organization proposal as submitted along with other related findings as detailed. This recommendation is consistent with the action outlined as Alternative One in the following section.

ALTERNATIVES FOR ACTION

The following alternative actions are available to San Diego LAFCO:

Alternative One (recommended):
Adopt the attached draft resolution conditionally approving the change of organization proposal as submitted. Adoption of the draft resolution as presented also includes waiving protest proceedings and CEQA findings, as detailed.

Alternative Two:
Continue consideration to the next regular meeting.

Alternative Three:
Disapprove the change of organization proposal with direction to staff to return at the next regular meeting with a conforming resolution for adoption.

PROCEDURES FOR CONSIDERATION

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

On behalf of the Executive Officer,

Joelle Burila
Local Government Analyst I

Appendix:

A) Analysis of Proposal Review Factors

Attachments:

1) Vicinity Map of the Affected Territory
2) Draft Resolution of Approval
3) Application Materials

[8] LAFCO law defines uninhabited as territory in which less than 12 registered voters reside.

APPENDIX A
Government Code Section 56668
Mandatory Proposal Review Factors

a) Population and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent areas, in the next 10 years.

The affected territory as submitted comprises a 2.07-acre unincorporated vacant parcel in the community of Fairbanks Ranch. The subject parcel is currently undeveloped and located at 6676 Niemann Ranch Road and identified by the County of San Diego Assessor's Office as 305-020-43-00 with a current assessed *land* value of $1,271,857 with the last transaction recorded in June 2021.

b) The need for municipal services; the present cost and adequacy of municipal services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.

The County of San Diego serves as the primary provider of general governmental services to the affected territory. Other pertinent service providers include Olivenhain Municipal Water District (domestic water) and Rancho Santa Fe Fire Protection District (fire protection, rescue, and emergency medical). These services include community planning, roads, drainage, and law enforcement. This proposal focuses on wastewater service, which is the subject of the succeeding analysis.

- Extending Public Wastewater to Affected Territory
  The affected territory is undeveloped with no active wastewater system. Connection to the Whispering Palms CSD's wastewater infrastructure can be achieved by an existing easement is located approximately 20 feet east of the affected territory and is accessible from the private road right-of-way. The planned development would generate an estimated 500 gallons of wastewater per day, based on two equivalent dwelling units at 250 gallons per day each, representing about 0.45% of the CSD's available treatment capacity.

c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on local governmental structure.

Approval of the change of organization proposal and annexation to Whispering Palms CSD would establish and strengthen economic and social ties between the agency and the affected territory that tie back to LAFCO placing the lands within its sphere of influence. This designation signals the policy expectation that the lands will receive

wastewater service from Whispering Palms CSD when the timing is appropriate.

d) The conformity of the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies/priorities set forth in G.C. Section 56377.

Approving the proposed change of organization and annexation to Whispering Palms CSD would facilitate the orderly expansion of the District's jurisdictional boundary consistent with its sphere of influence. The affected territory does not contain "open space" as defined under LAFCO law and no conflicts exist under Government Code Section 56377.

Additional analysis concerning conformance with germane Commission policies follows.

- San Diego LAFCO Policy L-107 requires applicants to disclose and address potential jurisdictional issues associated with their proposals, and if applicable, requires a consultation process with affected agencies, interested parties, or organizations to help discuss and potentially remedy concerns, unless waived by the Executive Officer. No jurisdictional disputes or related concerns were identified or disclosed by the applicant, affected agencies, or interested parties in the review of the proposal.

e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by G.C. Section 56016.

The affected territory does not contain "prime agricultural land", or "agricultural land" as defined under LAFCO law. Specifically, the affected territory does not contain land currently used for any of the following purposes: producing an agricultural commodity for commercial purposes; left fallow under a crop rotational program; or enrolled in an agricultural subsidy program. Approval of the change of organization proposal would not adversely affect the physical or economic integrity of agricultural lands.

f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment, the creation of islands or corridors of unincorporated territory, and other similar matters.

LAFCO is in receipt of a draft map and geographic description of the affected territory that details metes and bounds that appear consistent with the standards of the State Board of Equalization and conforming with lines of assessment. LAFCO approval would be conditioned on approval of the final map and geographic description by the County Assessor's Office and address any modifications enacted by the Commission. Proposal approval would not create any irregular or illogical boundary features.

g) A regional transportation plan adopted pursuant to Section 65080.

The proposed change of organization would provide wastewater services to accommodate the planned construction of a single-family residence and attached accessory dwelling unit consistent with current zoning. The proposal and its anticipated outcomes do not generate any known conflicts with 2025 Regional Plan, the regional transportation plan adopted by the San Diego Association of Governments (SANDAG).

h) Consistency with the city or county general and specific plans.

See the agenda report.

i) The sphere of influence of any local agency affected by the proposal.

See the agenda report.

j) The comments of any affected local agency or other public agency.

Notice of the submitted change of organization proposal was distributed to all affected and subject agencies as required under LAFCO law. Notices were also provided to all local college and school districts. No written comments on the proposal were received ahead of preparing this agenda report for distribution on October 23, 2026.

k) The ability of the newly formed or receiving entity to provide the services that are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.

Information collected and reviewed as part of this proposal indicates Whispering Palms CSD has sufficient and available financial resources and administrative controls therein relative to serving the affected territory without adversely impacting existing constituents. This statement is supported by the following factors.

- Whispering Palms CSD's last audit covers FY 2024-2025 and shows the District finished with strong liquidity levels with an agency-wide current ratio of 9.8 to 1 (i.e., $9.80 in current assets for every $1.00 in current liabilities).
- Whispering Palms CSD finished FY 2024-2025 with strong capital levels and marked by a low debt ratio of 16.2% (i.e., $16.20 out of every $100.00 in net assets are financed).
- Whispering Palms CSD finished FY 2024-2025 with an overall total margin of (11.8%).
- Establishing wastewater service is premised on the landowner paying a connection fee of $5,362 to Whispering Palms CSD. Ongoing service will be subject to annual service charges, collected through the County tax roll. These charges are estimated at $1,078 for FY 2026-27 and $1,347 for FY 2027-2028.

l) Timely availability of adequate water supplies for projected needs as specified in G.C. Section 65352.5.

The affected territory already lies within Olivenhain MWD's jurisdictional boundary, and as such is eligible to proceed with a connection to the potable water system at any time. Similarly, the affected territory lies within the two regional wholesale providers boundaries: San Diego County Water Authority and Metropolitan Water District of Southern California.

m) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments.

The proposed change of organization does not impact any local agencies in accommodating their regional housing needs.

n) Any information or comments from the landowners, voters, or residents.

The affected territory is considered uninhabited as defined by LAFCO law (containing 11 registered voters or less). The landowners support the proposed change of organization and have provided written consent to the proceedings as the petitioner.

o) Any information relating to existing land use designations.

See above analysis for (h).

p) The extent to which the proposal will promote environmental justice.

The change of organization is expected to have a positive impact on environmental justice by enhancing wastewater services within the affected territory and for any groups that are susceptible to pollution burdens and their effects. Consideration of existing environmental justice factors within the affected territory draws on staff analyzing data available from the California Environmental Protection Agency through its online assessment tool (CalEnviroScreen 5.0). Two composite percentile rankings for the affected territory are generated within this analysis and involve (a) pollution burdens and (b) susceptible population to pollution burdens relative to all census tracts in California.

- The affected territory's **composite pollution burden ranking** falls in the 36th percentile. Three individual indicators exceed the 50th percentile and are considered noteworthy: diesel particulate matter (89.74), pesticides (56.89), and impaired waters (67.49). Diesel particulate matter is particularly high, approaching the 90th percentile.

- Notably, the impaired water bodies indicator ranks at the 67th percentile. Providing permanent public wastewater service would support the collection and treatment of wastewater from the planned development without reliance on an on-site septic system, helping to protect groundwater and local waterways.

- The affected territory's **composite susceptible population** ranking falls below the 1st percentile at 0.28, with no indicators exceeding the 50th percentile. Housing burden is the highest population indicator, ranking at near the 20th percentile.

A summary of all tracked pollution burdens and susceptible populations follows.

Census Tract No. 6073017062
Pollution Burdens and Susceptible Population
(Source: California Environmental Protection Agency and SD LAFCO)

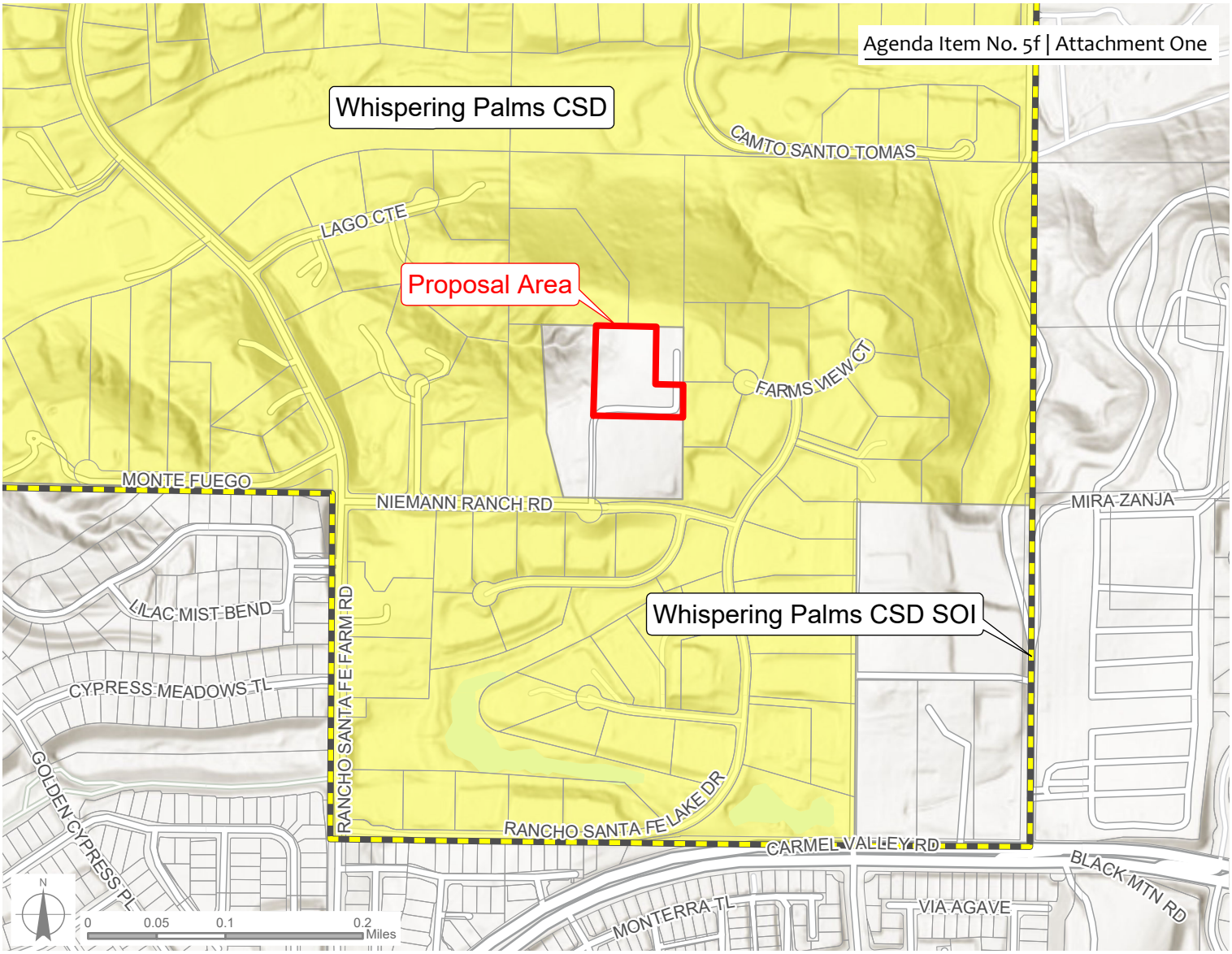
	Affected Territory + Surrounding Lands
Census Tract No.	6073017062
Estimated Population	4,767
Pollution Burden	Weighted Percentile
… Percentile	36.45
Indicator | Air Quality: Ozone	43.33
Indicator | Air Quality: PM 2.5:	48.67
Indicator | Air Quality: Diesel PM:	**89.74**
Indicator | Pesticides:	**56.89**
Indicator | Toxic Releases:	12.08
Indicator | Traffic:	37.62
Indicator | Drinking Water Contaminants:	38.55
Indicator | Child's Lead in Housing:	7.00
Effects | Cleanup Sites:	7.41
Effects | Groundwater Threats:	22.48
Effects | Hazardous Waste:	16.17
Effects | Impaired Water:	**67.49**
Effects | Small Air Toxic Sites:	30.01
Effects | Solid Waste:	46.93
Sensitive Population	Weighted Percentile
… Percentile	0.28
Population | Asthma:	3.58
Population | Low Birth Weight:	12.41
Population | Cardiovascular Disease:	7.74
Population | Diabetes:	14.49
Population | Education:	13.14
Population | Linguistic Isolation:	0.00
Population | Poverty:	0.74
Population | Unemployment:	4.09
Population | Housing Burden:	19.97

q) Information contained in a local hazard mitigation plan, information contained in a safety element of a general plan, and any maps that identify land as a very high fire hazard zone or maps that identify land determined to be in a state responsibility area, if it is determined that such information is relevant to the affected territory.

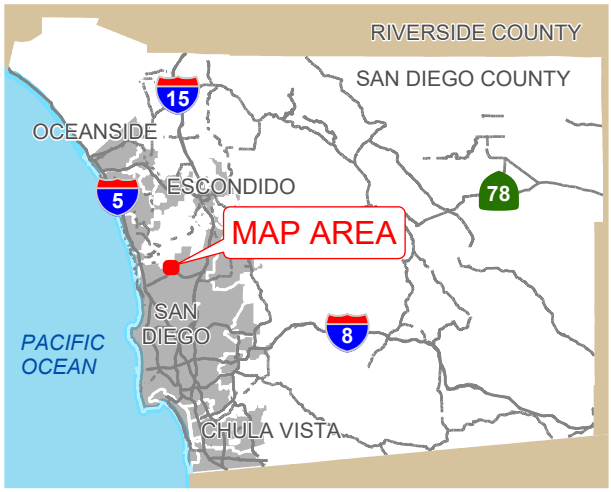
The County of San Diego General Plan includes a hazard mitigation plan addressing risks related to wildfire, flooding, and seismic activity. The affected territory is designated a "Very High" fire hazard severity zone and a "Medium" earthquake hazard zone, and located outside both the tsunami hazard zones and 100-year floodplain.

r) Section 56668.3(a)(1) Whether the proposed annexation will be for the interest of the landowners or present or future inhabitants within the district and within the territory proposed to be annexed to the district.

Approval of the change of organization for the affected territory would serve the best interests of current and future landowners and visitors by providing permanent access to reliable public wastewater service.







CO25-12 "KUKKAL - NIEMANN RANCH ROAD CHANGE OF ORGANIZATION" | ANNEXATION TO THE WHISPERING PALMS CSD

- Proposal Area
- Whispering Palms CSD
- Whispering Palms CSD SOI

SOI = Sphere of Influence

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

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G:\GIS\Vicinity_Maps\agendamaps2025\25-12 Kukkal Whispering Palms CSD CO.aprx

Created by Dieu Ngu -- 3/16/2026

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DRAFT RESOLUTION NO. _____

SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION

MAKING DETERMINATIONS, APPROVING, AND ORDERING
A CHANGE OF ORGANIZATION

"KUKKAL – NIEMANN RANCH ROAD CHANGE OF ORGANIZATION"
ANNEXATION TO THE WHISPERING PALMS COMMUNITY SERVICE DISTRICT
AND RELATED ACTIONS (LAFCO FILE NO: CO25-12)

WHEREAS, on February 9, 2026, interested landowners – Pankaj and Neeru Kukkal – filed a petition to initiate proceedings and an application with the San Diego County Local Agency Formation Commission, hereinafter referred to as "Commission", pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, the application seeks approval of a change of organization to annex 2.07 acres of unincorporated territory in the County of San Diego to the Whispering Palms Community Services District (CSD); and

WHEREAS, the affected territory as submitted comprises one vacant and undeveloped unincorporated parcel identified by the County of San Diego's Assessor's Office as 305-020-43-00 with an assigned situs of 6676 Niemann Ranch Road; and

WHEREAS, under the County of San Diego Board of Supervisors' 1982 Master Resolution, annexations undertaken solely for the provision of sewer and/or water service for which no property tax exchange is requested do not trigger a property tax allocation, and therefore no property tax revenue would transfer to Whispering Palms CSD as a result of the annexation; and

WHEREAS, the Commission's Executive Officer has reviewed the proposed change of organization and prepared a report with recommendations; and

WHEREAS, the Executive Officer's report and recommendations on the proposal have been presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a noticed public meeting on the proposal on November 2, 2026; and

WHEREAS, the Commission considered all the factors required by law under Government Code Section 56668 as well as adopted local policies and procedures.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

1. The public meeting was held on the date set therefore, and due notice of said meeting was given in the manner required by law.

2. At the public meeting, the Commission considered the Executive Officer's report.

3. With respect to considering the effects of the proposed change of organization under the California Environmental Quality Act (CEQA), the Commission makes the following finding:

    - San Diego LAFCO serves as the lead agency for assessing potential environmental impacts under CEQA for the proposed change of organization. Staff believes the proposal qualifies as a project under CEQA but is categorically exempt from further environmental review pursuant to State CEQA Guidelines Section 15319(b) and its cross-reference to Section 15303. This exemption appropriately applies given the affected territory is an individual parcel within the minimum lot size allowed under zoning, and its development potential is limited to one single-family residence, one accessory dwelling unit, and accessory structures – all within the scope of Section 15303(a) and (e).

4. The Commission CONDITIONALLY APPROVES the change of organization to the District without modifications subject to conditions as provided and subject to recordation of a certificate of completion for the proposal. Approval involves all the following:

    a) Annexation of the affected territory to the Whispering Palms CSD as shown in "Exhibit A" and described in "Exhibit B".

5. The Commission CONDITIONS approval on the following terms being satisfied by November 2, 2027 unless an extension is requested in writing and approved by the Executive Officer:

    a) Completion of the 30-day reconsideration period provided under Government Code Section 56895.

    b) Submittal to the Commission of final map and geographic description of the affected territory as approved by the Commission conforming to the requirements of the State Board of Equalization – Tax Services Division.

    c) Submittal to the Commission of the following payments:

        - A check made payable to LAFCO in the amount of $50.00 for the County of San Diego-Clerk Recorder to reimburse for filing one CEQA Notice of Exemption consistent with the findings in the resolution.

        - A check made payable to the State Board of Equalization for processing fees in the amount of $350.00.

6. The Commission assigns the proposal the following short-term designation:

   "Kukkal – Niemann Ranch Road Change of Organization".

7. The affected territory as designated by the Commission is uninhabited as defined in Government Code Section 56046.

8. The Commission waives conducting authority proceedings under Government Code Section 56662.

9. The District is a registered-voter district.

10. The District utilizes the County of San Diego assessment roll.

11. The affected territory will be liable for any existing bonds, contracts, and/or obligations of the Whispering Palms Community Services District as provided under Government Code Section 57328, and will be subject to any previously authorized taxes, benefit assessments, fees or charges of the District as provided under Government Code Section 57330.

12. The effective date of approval shall be the date of recordation but not before the completion of a 30-day reconsideration period and only after all terms have been completed as attested by the Executive Officer.

13. As allowed under Government Code Section 56107, the Commission authorizes the Executive Officer to make non-substantive corrections to the resolution to address any technical defects, errors, irregularities, or omissions.

14. The Executive Officer is hereby authorized and directed to transmit copies of this resolution as provided in Sections 56880-56882 of the Government Code.

15. The Executive Officer is further authorized and directed to prepare, execute, and record a Certificate of Completion, make the required filings with the County Assessor, County Auditor, and the State Board of Equalization as required by Section 57200, et seq., of the Government Code.

**

PASSED AND ADOPTED by the Commission on November 2, 2026 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAINING:

**

ATTEST:

_____
Keene Simonds
Executive Officer

EXHIBIT A
MAP OF AFFECTED TERRITORY

-Placeholder-

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EXHIBIT B

GEOGRAPHIC DESCRIPTION OF THE AFFECTED TERRITORY

-Placeholder-

Blank for Photocopying

Part IVb: LANDOWNER PETITION

Petitions must meet minimum signature requirements (see Part V). Signatures must be secured within six months of the date on which the first signature was affixed. Petitions must be submitted to the LAFCO Executive Officer within 60 days after the last signature is affixed (Govt. Code § 56705).

Each of the undersigned states:

- I personally signed this petition.
- I am a landowner of the affected territory.
- I personally affixed hereto the date of my signing this petition and the Assessor's Parcel Number(s), or a description sufficient to identify the location of my land.

Name of Signer	Assessor's Parcel Number(s)	Date Signed	Official Use
Sign Pankaj Kukkal Print Pankaj Kukkal	305-02-043-00	8/26/26	
Sign Neeru Kukkal Print ~~Neeru Kukkal~~	305-02-043-00	8/26/26	
Sign Print			
Sign Print			
Sign Print			
Sign Print			

LEGAL DESCRIPTION

Real property in the unincorporated area of the County of San Diego, State of California, described as follows:

PARCEL A:

PARCELS 1 AND 2 OF PARCEL MAP NO. 20297, IN THE COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, AS PER PLAT FILED IN THE OFFICE OF THE COUNTY RECORDER OF SAN DIEGO COUNTY, CALIFORNIA ON JULY 13, 2007 AS FILE NO. 2007-0471353 OF OFFICIAL RECORDS.

PARCEL B:

A NON-EXCLUSIVE EASEMENT FOR ROAD AND FOR PURPOSES INCIDENTAL THERETO OVER, UNDER, ALONG AND ACROSS THE EASTERLY 30.00 FEET OF THE WEST HALF OF THE SOUTHEAST QUARTER OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 10, TOWNSHIP 14 SOUTH, RANGE 3 WEST, SAN BERNARDINO BASE AND MERIDIAN, IN THE COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, ACCORDING TO UNITED STATES GOVERNMENT SURVEY, APPROVED AUGUST 14, 1876.

PARCEL C:

A NON-EXCLUSIVE EASEMENT FOR ROAD AND FOR PURPOSES INCIDENTAL THERETO OVER, UNDER, ALONG AND ACROSS THE SOUTHERLY 30.00 FEET OF THE WEST HALF OF THE SOUTHEAST QUARTER OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 10, TOWNSHIP 14 SOUTH, RANGE 3 WEST, SAN BERNARDINO BASE AND MERIDIAN, IN THE COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, ACCORDING TO UNITED STATES GOVERNMENT SURVEY APPROVED AUGUST 14, 1876. EXCEPTING THEREFROM THE EASTERLY 30.00 FEET.

PARCEL D:

AN EASEMENT FOR ROAD AND FOR PURPOSES INCIDENTAL THERETO OVER, UNDER, ALONG AND ACROSS THE NORTHERLY AND WESTERLY 30.00 FEET OF THE EAST HALF OF SOUTHEAST QUARTER OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 10, TOWNSHIP 14 SOUTH, RANGE 3 WEST, SAN BERNARDINO BASE AND MERIDIAN, IN THE COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, ACCORDING TO UNITED STATES GOVERNMENT SURVEY APPROVED AUGUST 14, 1876. EXCEPTING FROM SAID NORTHERLY 30.00 FEET, THE EASTERLY 105.00 FEET THEREOF.

PARCEL E:

AN EASEMENT FOR ROAD PURPOSES AND INCIDENTAL PURPOSES THERETO OVER THE EAST ONE HALF OF THE SOUTHEAST QUARTER OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 10, TOWNSHIP 14 SOUTH, RANGE 3 WEST, SAN BERNARDINO MERIDIAN, IN THE COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, ACCORDING TO THE UNITED STATES GOVERNMENT SURVEY APPROVED AUGUST 14, 1876, LYING WITHIN A STRIP OF LAND 30.00 FEET IN WIDTH, THE CENTERLINE THEREOF BEING DESCRIBED AS FOLLOWS:

BEGINNING AT THE NORTHWEST CORNER OF SAID EAST ONE-HALF OF THE SOUTHEAST QUARTER OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER; THENCE SOUTHERLY ALONG THE WESTERLY LINE THEREOF 205.00 FEET TO THE TRUE POINT OF BEGINNING; THENCE EASTERLY PARALLEL WITH THE NORTHERLY LINE OF SAID EAST ONE-HALF TO A POINT WHICH IS WESTERLY 215.00 FEET WESTERLY OF THE EAST LINE OF SAID EAST ONE- HALF; THENCE NORTHERLY PARALLEL WITH THE EAST LINE OF SAID EAST ONE-HALF 205.00 FEET TO THE NORTHERLY LINE OF SAID EAST ONE-HALF.

EXCEPTING FROM SAID EASEMENT THAT PORTION LYING WITHIN THE NORTHERLY AND WESTERLY 30.00 FEET OF SAID EAST ONE-HALF.

APN: 305-020-78-00 and 305-020-79-00

ANNEXATION No. _____
ANNEXATION TO WHISPERING PALMS COMMUNITY SERVICES DISTRICT
GEGRAPHIC DESCRIPTION

All that certain real property situated in the east half of the southeast quarter of the northwest quarter of the northeast quarter of Section 10, Township 14 South, Range 3 West, San Bernardino Meridian, in the County of San Diego, State of California, described as follows:

Beginning at the center point of the north line of the northeast quarter of Section 10;

Thence, (1) South 00°05'05" East 661.33 feet to the centerline of the northwest quarter of the northeast quarter of Section 10 and the existing district boundary;

Thence, (2) South 89°21'04" East 105.01 feet along the existing district boundary to the **True Point of Beginning;**

Thence, (3) continuing on said existing district boundary line South 89°21'04" East 231.37 feet;

Thence, (4) South 00°04'35" East 332.00 feet along the existing district boundary;

Thence (5) South 89°28'05" East 336.42 feet along the existing district boundary;

Thence (6) North 00°05'05" West 126.30 feet along the existing district boundary;

Thence (7) North 89°21'02" West 105.01 feet;

Thence (8) North 00°05'05" West 205.02 feet to the **True Point of Beginning.**

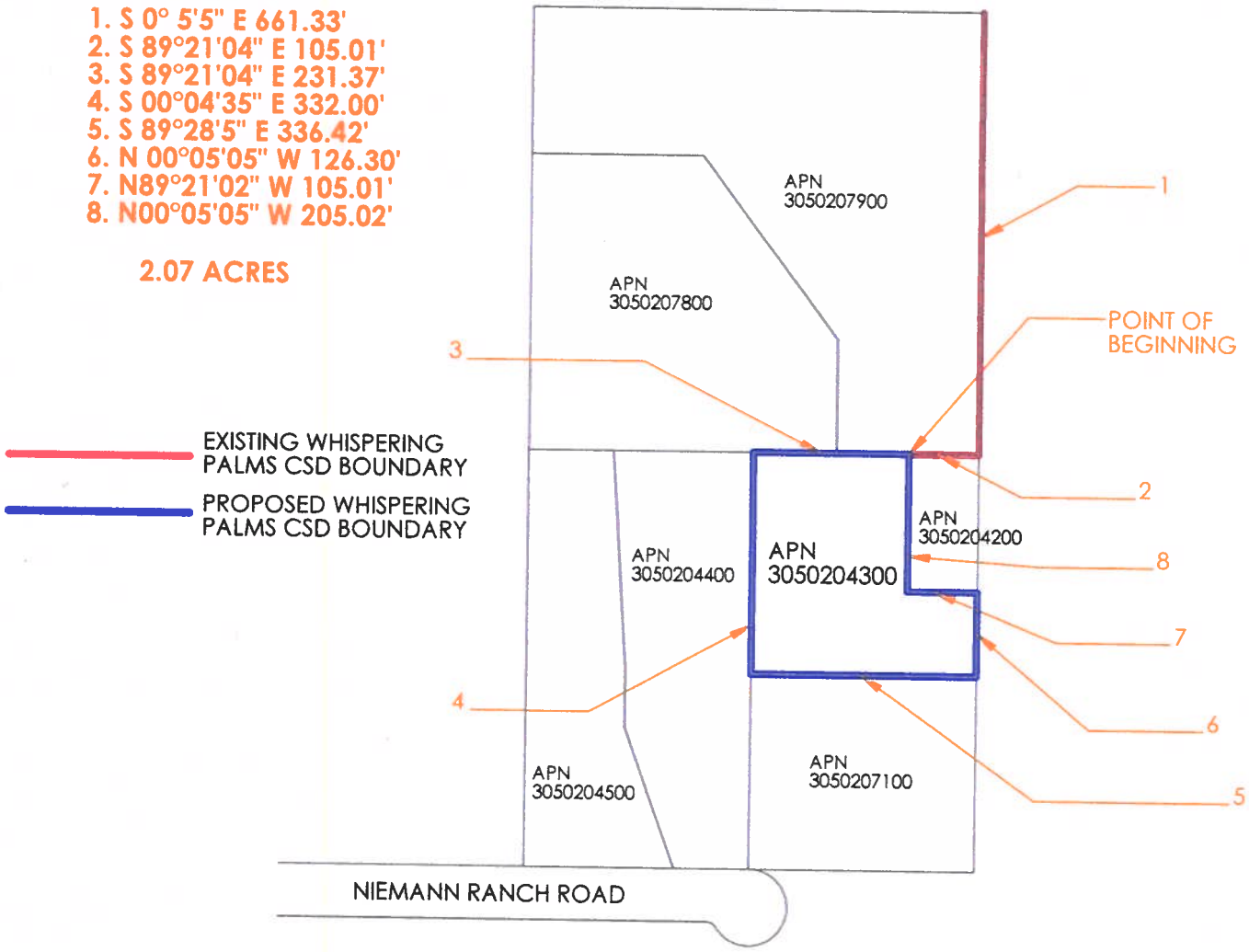
Containing 2.07 acres of land, more or less.

N

COURSES

1. S 0° 5'5" E 661.33'
2. S 89°21'04" E 105.01'
3. S 89°21'04" E 231.37'
4. S 00°04'35" E 332.00'
5. S 89°28'5" E 336.42'
6. N 00°05'05" W 126.30'
7. N89°21'02" W 105.01'
8. N00°05'05" W 205.02'

2.07 ACRES



SCALE: 1" = 250'

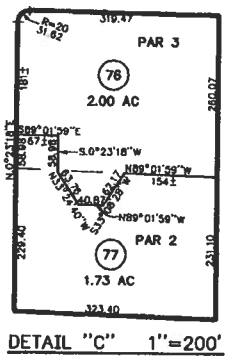
08 Provided by: PARCELQUEST

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSES ONLY. NO LIABILITY IS ASSUMED FOR THE ACCURACY OF THE DATA SHOWN. ASSESSOR'S PARCELS MAY NOT COMPLY WITH LOCAL SUBDIVISION OR BUILDING ORDINANCES.

305-02
SHT 1 OF 4

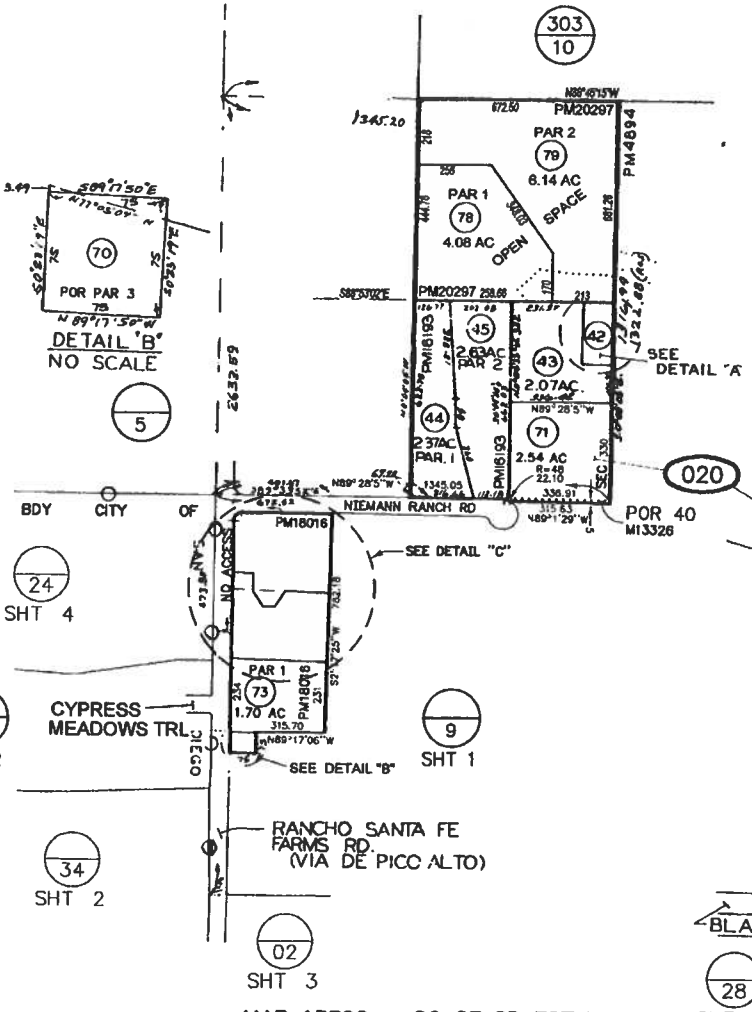
1"=400'

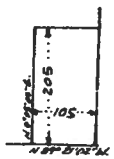
305-2

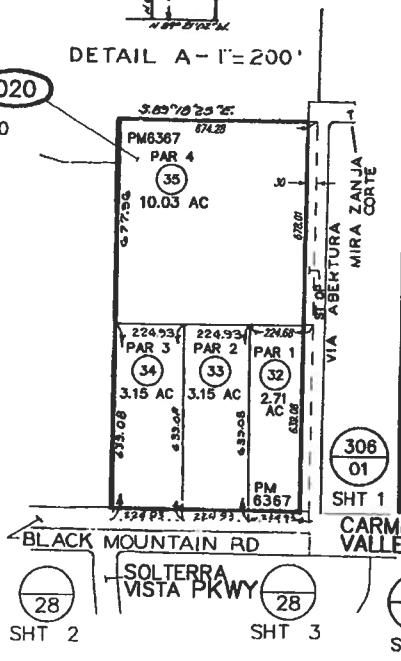


DETAIL "C" 1"=200'

DETAIL "B"
NO SCALE




DETAIL A- 1"=200'



12/28/19 TR

CHANGES				
BLK	OLD	NEW	YR	CUT
020	14		92	1698
	14		92	4416
			94	5563
			84	70
	14		91	5723
			86	1890
	2		86	1891
	36		90	1664
	1		90	5688
	1		91	10
	34		91	1725
	36		91	2115
			92	1633
			93	1390
	43		93	3595
			94	5540
			96	
			97	1307
			97	1308
			97	18
			97	1090
			98	1772
			98	1586
			99	1115
			02	2039
	17		08	5607
020	17		08	1439
022	1		08	5631
022	1		12	8
022	2		13	26
022	03		13	4851
022	03		15	10
022	04		17	18
022	05		17	26
020	35		19	4728
022	6		20	45

P.T.-A 8879

SAN DIEGO COUNTY
ASSESSOR'S MAP
BOOK 305 PAGE 02 SHT 1 OF 2

MAP 13326 – CO OF SD TCT NO 4875
SEC 10–T14S–R3W– N 1/2
ROS 7822, 8632, 8699, 9915, 13783, 15278

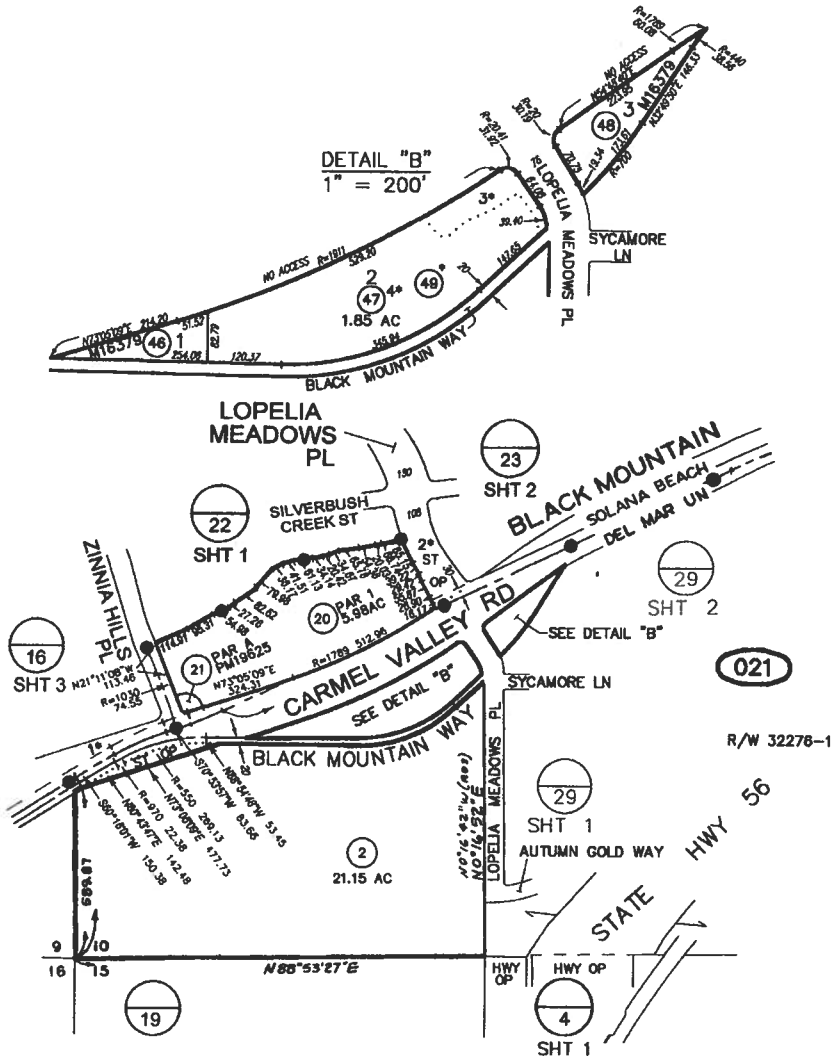
08

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PARCELQUEST

305-02
SHT 2 OF 5

1"=400'



10/22/2021 CS

CHANGES				
BLK	PRIOR APN	NEW APN	YR	CUT NO
	47	47 505 & 49	22	507

* COMMON AREA
1* SEE DOC03-1154955 PAR D FOR BRGS & DISTS
2* LOPELIA MEADOWS PL SEE DOC05-1080844 FOR BRGS & DISTS
3* PEDESTRIAN & NON-MOTOR VEHICULAR RIGHT OF WAY
4* CONDO RANCHO MILAGRO DOCS 2020-0784160 & 2021-0363262 (SEE SHT 5)

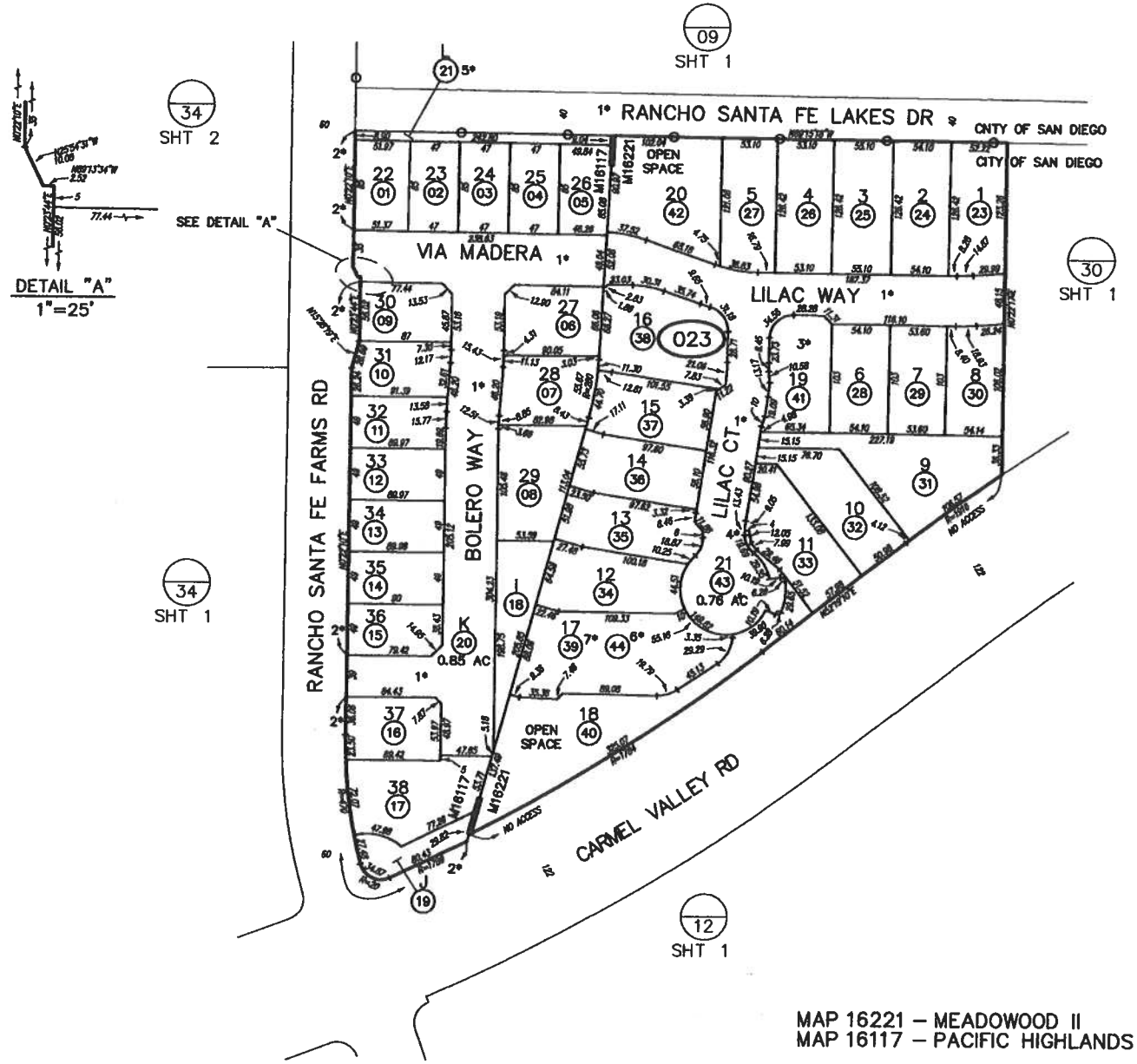
CHANGES				
BLK	OLD	NEW	YR	CUT
021	8	SAME & ST OP	02	4655
	11	SAME & ST OP	02	4782
	14&15	17 & PG 12	02	173
	8	18 & HWY OP	02	1988 CAN
	12&13	SAME & ST OP	04	4731
	2&12	SAME & ST OP	05	4602
	12	13&POR PGS8 9HTS	05	24
	19	20-22	05	1985
	17	23&POR PG 12 HTS 1&2	06	15
	11&23	24,25& HWY OP	06	1094 CAN
	20&22	SAME & ST OP & B/L CHG	06	4757
	25	CUL HWY OP 21 & PG 22	07	1091
	22		08	73
	24	SAME & ST OP	08	4627
	27	SAME & COND ESM	08	5631
	18	28&HWY CLSD& HWY OP	10	1274 CAN
	5	SAME & ST OP	11	4720
	13&27	29,30& PG 23 SHTS 1&2	12	8
	26	31&32	12	1081
	28&30	SAME & ST OP	12	4686
	16&32	33	12	1614
	30	34 FROM SHT 1	13	28
	31	SAME & ST CLSD	13	5546
	31	AC & BL CORD PG 12 SHT 3	13	5568
	31		13	30
	28	35&36	14	1076
	35	SAME & ST OP	15	5504
	35		15	19
	34		15	10
	37		15	24
	39		15	41
	PICKUP	41&42	15	1405
	40	43&44	16	1314
	24	PG 29 SHTS 1&2	16	15
	29	SAME & ST OP	16	4686
	7 & 35	PG 30	18	42
	43	PG 29 SHTS 1-4	18	52
	38	45&PG 02 SHT 1	17	25
	5	PG 02 SHT 3	18	45
	45	PG 34 SHT 1&2	20	45
	29	46-47	20	57
	33, 41, 42 & 44	-261-49 &-50, -262-74 &-75	20	10021

SAN DIEGO COUNTY
ASSESSOR'S MAP
BOOK 305 PAGE 02 SHT 2 OF 2

MAP 16379 – RANCHO MILAGRO
ROS 7822,9915,10578,15986,17891

Provided by:
PARCELQUEST

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SAN DIEGO COUNTY ASSESSOR'S MAP
305 — 02
SHT 3 OF 4
1" = 100'
12/26/2019 TR ✓

CHANGES

BLK	PRIOR APN	NEW APN	YR	CUT NO
023		01 THRU 22	17	25
		23 THRU 43	18	45
	22	KILL	18	1187
	39	39 SPLIT & 44	20	519

1* (PRIVATE ST)
2* NO ACCESS
3* OPEN SPACE
4* FOR BRS & DIST REFER TO REC MAP
5* CTRL#6080 TPM PTS 580575
6* COMMON AREA
7* CONDO MEADOWOOD II DOC 2018-0341135 (SEE SHT 4)

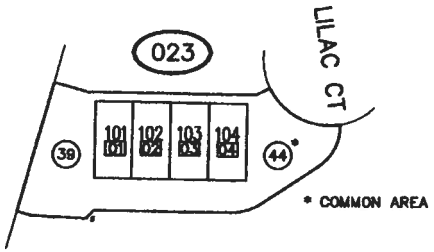
MAP 16221 — MEADOWOOD II
MAP 16117 — PACIFIC HIGHLANDS RANCH UNIT 22C

Provided by:
PARCELQUEST

08

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SAN DIEGO COUNTY ASSESSOR'S MAP
305 — 02
SHT 4
1" = 80'
Drawn: 07/25/2019 By: SORIANO



MEADOWOOD II
DOC 18 – 0341135
LOT 17, MAP 16221

ASSESSMENT PAR NO
305–023–39 SUB ID 01 – 04

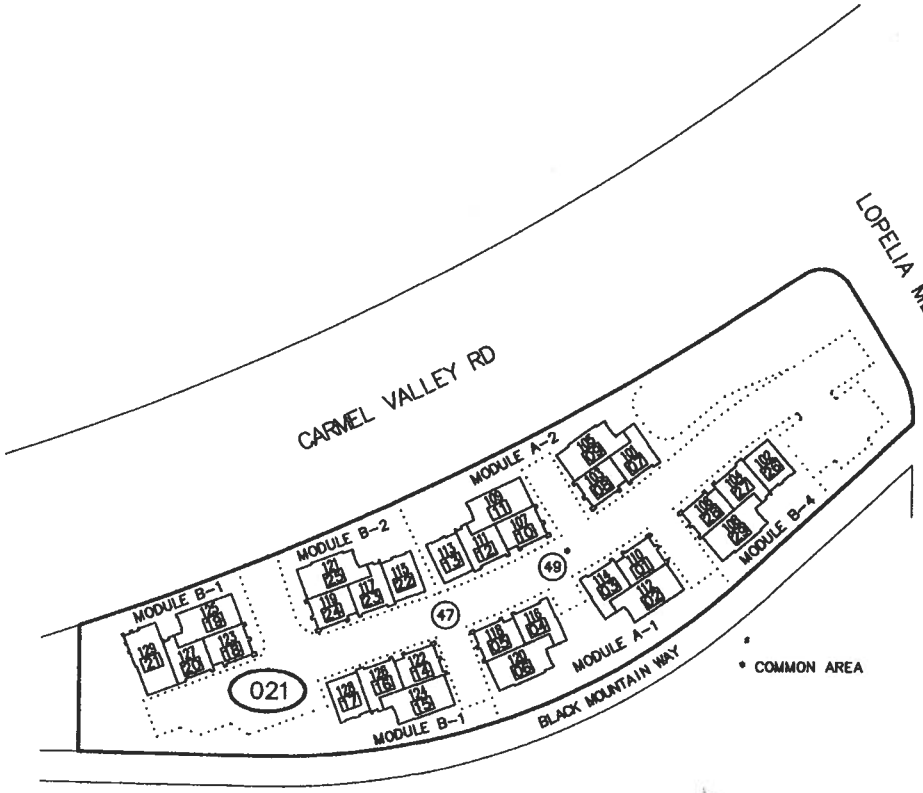
CONDOMINIUM

Provided by:
PARCELQUEST

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08

SAN DIEGO COUNTY ASSESSOR'S MAP
305 — 02
SHT 5
N
1" = 80'
Drawn: 10/13/2021 By: SORIANO



RANCHO MILAGRO
DOCS 2020-0784160 &
2021-0363262
LOT 2, MAP 16379

ASSESSMENT PAR NO
305-021-47 SUB ID 01 - 29

CONDOMINIUM

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

OFFICERS
Chair Kristi Becker
City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

COMMISSIONERS
Paloma Aguirre
County of San Diego

Joel Anderson
County of San Diego

Monica M. Steppe, Alt.
County of San Diego

Dane White
City of Escondido

John McCann Alt.
City of Chula Vista

Stephen Whitburn
City of San Diego

Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5g
AGENDA REPORT
Consent | Information

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Joelle Burila, Local Government Analyst I

SUBJECT: Notice of Executed Professional Services Agreements | South Fork Consulting LLC and Chis Chamberlain

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive notice of two new professional services agreements executed by the Executive Officer under the Commission's delegated procurement authority. The first is with South Fork Consulting LLC to provide on-call planning services, including municipal service review assistance and coverage of work assignments during an analyst's anticipated family leave, in an amount not to exceed $100,000 over a one-year term. The second is with Chris Chamberlin to provide strategic advisory and peer review support to staff on the Commission's governance study on public recreation at seven City of San Diego-owned reservoirs in unincorporated communities, in an amount not to exceed $4,950. Both agreements advance the Commission's adopted workplan. This item is provided for information only, with the opportunity for Commissioners to pull it for discussion as needed.

BACKGROUND

San Diego LAFCO's Executive Officer is authorized to enter into professional services agreements under $125,000 consistent with Rule 8.5. Consistent with Commission direction, staff provides notice of new agreements executed under this delegation to keep Commissioners and the public informed.

DISCUSSION

This item is for San Diego LAFCO to receive notice of two professional services agreements recently executed by the Executive Officer under the Commission's delegated procurement authority, each approved as to form by Commission Counsel. The two agreements are described below.

- South Fork Consulting LLC | On-Call Planning Services
  This one-year agreement provides on-call planning assistance to assist with the Commission's municipal serviced review program and supplement staff capacity in carrying out assigned work. This includes covering work assignments – including active municipal service reviews – during the anticipated family leave of one of the Commission's analysts beginning in late November 2026. Individual assignments will be coordinated through the Executive Officer as agreement administrator, and Amanda Ross, Principal, serves as the consultant's project administrator. Compensation is based on an hourly rate of $165 with a do-not exceed limit of $100,000, with any additional expenses subject to the approved fee schedule. The executed agreement is provided as Attachment One.

- Chris Chamberlin | Reservoir Recreation Governance Study
  This one-year agreement provides strategic advisory and peer review support to LAFCO staff in preparing the Commission's governance study on public recreation at seven City of San Diego-owned reservoirs in unincorporated communities – a high-priority project in the adopted workplan that builds on the informational report presented to the Commission in December 2024. Drawing on Mr. Chamberlin's expertise in municipal parks and recreation and experience as a university educator, the scope is organized in three phases: confirming the currency of the December 2024 findings; advising on the framework for assessing recreational service levels and gaps; and reviewing staff's evaluation of potential governance alternatives. The analytical phases are scheduled for completion by December 2026, with presentation of the draft report to the Commission anticipated in April 2027. Compensation is based on an hourly rate of $150 with a not-to-exceed limit of $4,950. The executed agreement is provided as Attachment Two.

Consistent with policy, both agreements were executed after staff sought and considered proposals from other potential consultants.

ANALYSIS

None.

RECOMMENDATION

This item is presented to San Diego LAFCO for information only, reflecting the Commission's interest in keeping its members and the public informed of new consultant arrangements executed under the Executive Officer's delegation.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

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

On behalf of the Executive Officer,

Joelle Burila
Local Government Analyst I

Attachments:

1) Agreement with South Fork Consulting
2) Agreement with Chris Chamberlain

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PROFESSIONAL SERVICES AGREEMENT
FOR CONSULTANT SERVICES
(San Diego County Local Agency Formation Commission / South Fork Consulting LLC)

1. IDENTIFICATION

This PROFESSIONAL SERVICES AGREEMENT ("Agreement") is entered into by and between San Diego County Local Agency Formation Commission, a California public agency, corporate and politic ("Commission"), and South Fork Consulting LLC, a California limited liability company ("Consultant").

2. RECITALS

2.1. Commission has determined that it requires the following professional services from a consultant: on-call planning services.

2.2. Consultant represents that it is fully qualified to perform such professional services by virtue of its experience and the training, education and expertise of its principals and employees. Consultant further represents that it is willing to accept responsibility for performing such services in accordance with the terms and conditions set forth in this Agreement.

2.3. Consultant represents that it has no known relationships with third parties, Commissioners, or employees of the Commission which would (1) present a conflict of interest with the rendering of services under this Agreement under Government Code Section 1090, the Political Reform Act (Government Code Section 81000 *et seq.*), or other applicable law, (2) prevent Consultant from performing the terms of this Agreement, or (3) present a significant opportunity for the disclosure of confidential information.

NOW, THEREFORE, for and in consideration of the mutual covenants and conditions herein contained, the Commission and Consultant agree as follows:

3. DEFINITIONS

3.1. "Scope of Services": Such professional services as are set forth in Exhibit A below.

3.2. "Approved Fee Schedule": Consultant's compensation rates are set forth in the fee schedule attached hereto as Exhibit B and incorporated herein by this reference. This fee schedule shall remain in effect for the duration of this Agreement unless modified in writing by mutual agreement of the parties.

3.3. "Maximum Amount": The highest total compensation and costs payable to Consultant by Commission under this Agreement. The Maximum Amount under this Agreement is One Hundred Thousand Dollars ($100,000.00).

3.4. "Commencement Date": August 15, 2026.

3.5. "Termination Date": August 15, 2027.

3.6. "Commission Agreement Administrator" means Keene Simonds, Executive Officer.

3.7. "Consultant Project Administrator" means Amanda Ross, Principal

4. TERM

The term of this Agreement shall commence at 12:00 a.m. on the Commencement Date and shall terminate at 11:59 p.m. on the Termination Date, unless terminated earlier under Section 15 ("Termination") below.

5. CONSULTANT'S DUTIES

5.1. **Services**. Consultant shall perform the services identified in the Scope of Services. Commission shall have the right to request, in writing, changes in the Scope of Services. Any such changes mutually agreed upon by the parties, and any corresponding increase or decrease in compensation, shall be incorporated by written amendment to this Agreement.

5.2. **Coordination with Commission**. In performing services under this Agreement, Consultant shall coordinate all contact with Commission through its Agreement Administrator.

5.3. **Budgetary Notification**. Consultant shall notify the Agreement Administrator, in writing, when fees and expenses incurred under this Agreement have reached eighty percent (80%) of the Maximum Amount. Consultant shall concurrently inform the Agreement Administrator, in writing, of Consultant's estimate of total expenditures required to complete its current assignments before proceeding, when the remaining work on such assignments would exceed the Maximum Amount.

5.4. **Business License.** Consultant shall obtain and maintain in force a Commission business license for the duration of this Agreement.

5.5. **Professional Standards.** Consultant shall perform all work to the standards of Consultant's profession and in a manner reasonably satisfactory to Commission. Consultant shall keep itself fully informed of and in compliance with all local, state, and federal laws, rules, and regulations in any manner affecting the performance of this Agreement, including all Cal/OSHA requirements, the conflict of interest provisions of Government Code § 1090 and the Political Reform Act (Government Code § 81000 et seq.).

5.6. **Avoid Conflicts.** During the term of this Agreement, Consultant shall not perform any work for another person or entity for whom Consultant was not working at the Commencement Date if such work would present a conflict interfering with performance under this Agreement. However, Commission may consent in writing to Consultant's performance of such work.

5.7. **Campaign Contributions.** This Agreement is subject to Government Code Section 84308. Consultant shall disclose any contribution in an amount of more than five hundred dollars ($500) made within the preceding 12 months by the Consultant or the Consultant's agent to a Commission Officer or his or her committee. In the case of a contribution, Consultant shall request and provide a signed copy of the Campaign Contribution Disclosure Form to the Commission prior to, or concurrent with, the Consultant's execution of this Agreement.

5.8. **Appropriate Personnel.** Consultant has, or will secure at its own expense, all personnel required to perform the services identified in the Scope of Services. All such services shall be performed by Consultant or under its supervision, and all personnel engaged in the work shall be qualified to perform such services. No change shall be made in Consultant's project administrator without Commission's prior written consent.

5.9. **Substitution of Personnel.** Any persons named in the proposal or Scope of Services constitutes a promise to the Commission that those persons will perform and coordinate their respective services under this Agreement. Should one or more of such personnel become unavailable, Consultant may substitute other personnel of at least equal competence upon written approval of Commission. If Commission and Consultant cannot agree as to the substitution of key personnel, Commission may terminate this Agreement for cause.

5.10. **Permits and Approvals.** Consultant shall obtain, at its sole cost and expense, all permits and regulatory approvals necessary for Consultant's performance of this Agreement. This includes, but shall not be limited to, professional licenses, encroachment permits and building and safety permits and inspections.

5.11. **Notification of Organizational Changes.** Consultant shall notify the Agreement Administrator, in writing, of any change in name, ownership or control of Consultant's firm or of any subcontractor. Change of ownership or control of Consultant's firm may require an amendment to this Agreement.

5.12. **Records.** Consultant shall maintain any and all ledgers, books of account, invoices, vouchers, canceled checks, and other records or documents evidencing or relating to charges for services or expenditures and disbursements charged to Commission under this Agreement for a minimum of three (3) years, or for any longer period required by law, from the date of final payment to Consultant under this Agreement. All such documents shall be made available for inspection, audit, and/or copying at any time during regular business hours, upon oral or written request of Commission. In addition, pursuant to Government Code Section 8546.7, if the amount of public funds expended under this Agreement exceeds ten thousand dollars, all such documents and this Agreement shall be subject to the examination and audit of the State Auditor, at the request of Commission or as part of any audit of Commission, for a period of three (3) years after final payment under this Agreement.

5.13. **Skilled and Trained Workforce Requirement.** When the use of a skilled and trained workforce is required to complete a contract pursuant to existing law, this contract is subject to such requirement and Consultant agrees to use a skilled and trained workforce.

5.14. **Conflict of Interest Disclosure**. Pursuant to Government Code Section 1097.6, subdivision (c)(1), "[The] [C]onsultant's duties and services under this agreement shall not include preparing or assisting the public entity with any portion of the public entity's preparation of a request for proposals, request for qualifications, or any other solicitation regarding a subsequent or additional contract with the public entity. The public entity entering this agreement shall at all times retain responsibility for public contracting, including with respect to any subsequent phase of this project. [C]onsultant's participation in the planning, discussions, or drawing of project plans or specifications shall be limited to conceptual, preliminary, or initial plans or specifications. [C]onsultant shall cooperate with the public entity to ensure that all bidders for a subsequent contract on any subsequent phase of this project have access to the same information, including all conceptual, preliminary, or initial plans or specifications prepared by [Consultant] pursuant to this agreement."

6. SUBCONTRACTING

6.1. **General Prohibition.** This Agreement covers professional services of a specific and unique nature. Except as otherwise provided herein, Consultant shall not assign or transfer its interest in this Agreement or subcontract any services to be performed without amending this Agreement.

6.2. **Consultant Responsible.** Consultant shall be responsible to Commission for all services to be performed under this Agreement.

6.3. **Identification in Fee Schedule.** All subcontractors shall be specifically listed and their billing rates identified in the Approved Fee Schedule, Exhibit B. Any changes must be approved by the Agreement Administrator in writing as an amendment to this Agreement.

6.4. **Compensation for Subcontractors.** Commission shall pay Consultant for work performed by its subcontractors, if any, only at Consultant's actual cost plus an approved mark-up as set forth in the Approved Fee Schedule, Exhibit B. Consultant shall be liable and accountable for any and all payments, compensation, and federal and state taxes to all subcontractors performing services under this Agreement. Commission shall not be liable for any payment, compensation, or federal and state taxes for any subcontractors.

7. COMPENSATION

7.1. **General.** Commission agrees to compensate Consultant for the services provided under this Agreement, and Consultant agrees to accept payment in accordance with the Fee Schedule in full satisfaction for such services. Compensation shall not exceed the

Maximum Amount. Consultant shall not be reimbursed for any expenses unless provided for in this Agreement or authorized in writing by Commission in advance.

7.2. **Invoices.** Consultant shall submit to Commission an invoice, on a monthly basis or as otherwise agreed to by the Agreement Administrator, for services performed pursuant to this Agreement. Each invoice shall identify the Maximum Amount, the services rendered during the billing period, the amount due for the invoice, and the total amount previously invoiced. All labor charges shall be itemized by employee name and classification/position with the firm, the corresponding hourly rate, the hours worked, a description of each labor charge, and the total amount due for labor charges.

7.3. **Taxes.** Commission shall not withhold applicable taxes or other payroll deductions from payments made to Consultant except as otherwise required by law. Consultant shall be solely responsible for calculating, withholding, and paying all taxes.

7.4. **Disputes.** The parties agree to meet and confer at mutually agreeable times to resolve any disputed amounts contained in an invoice submitted by Consultant.

7.5. **Additional Work.** Consultant shall not be reimbursed for any expenses incurred for work performed outside the Scope of Services unless prior written approval is given by the Commission through a fully executed written amendment. Consultant shall not undertake any such work without prior written approval of the Commission.

7.6. **Commission Satisfaction as Precondition to Payment.** Notwithstanding any other terms of this Agreement, no payments shall be made to Consultant until Commission is satisfied that the services are satisfactory.

7.7. **Right to Withhold Payments.** If Consultant fails to provide a deposit or promptly satisfy an indemnity obligation described in Section 10, Commission shall have the right to withhold payments under this Agreement to offset that amount.

8. OWNERSHIP OF WRITTEN PRODUCTS

All reports, documents or other written material, and all electronic files, including computer-aided design files, developed by Consultant in the performance of this Agreement (such written material and electronic files are collectively known as "written products") shall be and remain the property of Commission without restriction or limitation upon its use or dissemination by Commission except as provided by law. Consultant may take and retain copies of such written products as desired, but no such written products shall be the subject of a copyright application by Consultant.

9. RELATIONSHIP OF PARTIES

9.1. General. Consultant is, and shall at all times remain as to Commission, a wholly independent contractor.

9.2. **No Agent Authority.** Consultant shall have no power to incur any debt, obligation, or liability on behalf of Commission or otherwise to act on behalf of Commission as an agent. Neither Commission nor any of its agents shall have control over the conduct of Consultant or any of Consultant's employees, except as set forth in this Agreement. Consultant shall not represent that it is, or that any of its agents or employees are, in any manner employees of Commission.

9.3. **Independent Contractor Status.** Under no circumstances shall Consultant or its employees look to the Commission as an employer. Consultant shall not be entitled to any benefits. Commission makes no representation as to the effect of this independent contractor relationship on Consultant's previously earned California Public Employees Retirement System ("CalPERS") retirement benefits, if any, and Consultant specifically assumes the responsibility for making such a determination. Consultant shall be responsible for all reports and obligations including, but not limited to: social security taxes, income tax withholding, unemployment insurance, disability insurance, and other applicable federal and state taxes.

9.4. **Indemnification of CalPERS Determination.** In the event that Consultant or any employee, agent, or subcontractor of Consultant providing services under this Agreement claims or is determined by a court of competent jurisdiction or CalPERS to be eligible for enrollment in CalPERS as an employee of the Commission, Consultant shall indemnify, defend, and hold harmless Commission for the payment of any employee and/or employer contributions for CalPERS benefits on behalf of Consultant or its employees, agents, or subcontractors, as well as for the payment of any penalties and interest on such contributions, which would otherwise be the responsibility of Commission.

10. INDEMNIFICATION

10.1. **Definitions.** For purposes of this Section 10 , "Consultant" shall include Consultant, its officers, employees, servants, agents, or subcontractors, or anyone directly or indirectly employed by either Consultant or its subcontractors, in the performance of this Agreement. "Commission" shall include Commission, its officers, agents, employees and volunteers.

10.2. **Consultant to Indemnify Commission.** To the fullest extent permitted by law, Consultant shall indemnify, hold harmless, and defend Commission from and against any and all claims, losses, costs or expenses for any personal injury or property damage arising out of or in connection with Consultant's alleged negligence, recklessness or willful misconduct or other wrongful acts, errors or omissions of Consultant or failure to comply with any provision in this Agreement.

10.3. **Commission to Indemnify Consultant.** To the fullest extent permitted by law, Commission shall indemnify, hold harmless, and defend Consultant from and against any and all claims, losses, costs or expenses for any personal injury or property damage arising out of or in connection with Consultant's services to the extent that the allegations arise out of Commission's alleged negligence, recklessness or willful

misconduct or other wrongful acts, or Commission's failure to comply with any provision in this Agreement.

10.4. **Scope of Indemnity.** Personal injury shall include injury or damage due to death or injury to any person, whether physical, emotional, consequential or otherwise, Property damage shall include injury to any personal or real property. Consultant shall not be required to indemnify Commission for such loss or damage as is caused by the negligence or willful misconduct of the Commission.

10.5. **Attorneys Fees.** Such costs and expenses shall include reasonable attorneys' fees for counsel of the indemnified party's choice, expert fees and all other costs and fees of litigation. Neither party shall be entitled to any refund of attorneys' fees, defense costs or expenses in the event that it is adjudicated to have been non-negligent.

10.6. **Defense Deposit.** The indemnified party may request a deposit for defense costs from the indemnifying party with respect to a claim. If the indemnified party requests a defense deposit, the indemnifying party shall provide it within 15 days of the request.

10.7. **Waiver of Statutory Immunity.** The obligations of Consultant under this Section 10 are not limited by statute. Consultant expressly waives its statutory immunity under such statutes or laws as to Commission.

10.8. **Indemnification by Subcontractors.** Consultant agrees to obtain executed indemnity agreements with provisions identical to those set forth here in this Section 10 from each and every subcontractor or any other person or entity involved in the performance of this Agreement on Consultant's behalf.

10.9. **Insurance Not a Substitute.** Commission does not waive any indemnity rights by accepting any insurance policy or certificate required pursuant to this Agreement. Consultant's indemnification obligations apply regardless of whether or not any insurance policies are determined to be applicable to the claim, demand, damage, liability, loss, cost or expense. Notwithstanding the foregoing, in the event that an indemnity obligation of Consultant is covered by an insurance policy, the indemnification obligation of Consultant shall be limited to the coverage limit of said insurance policy.

11. INSURANCE

11.1. **Insurance Required.** Consultant shall maintain insurance as described in this section and shall require all of its subcontractors, consultants, and other agents to do the same. Approval of the insurance by the Commission shall not relieve or decrease any liability of Consultant Any requirement for insurance to be maintained after completion of the work shall survive this Agreement.

11.2. **Documentation of Insurance.** Commission will not execute this agreement until it has received a complete set of all required documentation of insurance coverage. However,

failure to obtain the required documents prior to the work beginning shall not waive the Consultant's obligation to provide them. Consultant shall file with Commission:

- Certificate of Insurance, indicating companies acceptable to Commission, with a Best's Rating of no less than A:VII showing. The Certificate of Insurance must include the following reference: MSR Consulting Services.
- Documentation of Best's rating acceptable to the Commission.
- Original endorsements effecting coverage for all policies required by this Agreement.
- Complete, certified copies of all required insurance policies, including endorsements affecting the coverage.

11.3. **Coverage Amounts.** Insurance coverage shall be at least in the following minimum amounts:

- Professional Liability Insurance: $1,000,000 per occurrence, $2,000,000 aggregate

Any available insurance proceeds broader than or in excess of the specified minimum insurance coverage requirements or limits shall be available to the additional insured. Furthermore, the requirements for coverage and limits shall be the greater of (1) the minimum coverage and limits specified in this Agreement, or (2) the broader coverage and maximum limits of coverage of any insurance policy or proceeds available to the named insured

11.4. **Professional Liability Insurance or Errors & Omissions Coverage.** The deductible or self-insured retention may not exceed $50,000. If the insurance is on a Claims-Made basis, the retroactive date shall be no later than the commencement of the work. Coverage shall be continued for two years after the completion of the work by one of the following: (1) renewal of the existing policy; (2) an extended reporting period endorsement; or (3) replacement insurance with a retroactive date no later than the commencement of the work under this Agreement.

11.5. **Claims-Made Policies.** If any of the required policies provide coverage on a claims-made basis the Retroactive Date must be shown and must be before the date of the contract or the beginning of contract work. Claims-Made Insurance must be maintained and evidence of insurance must be provided for at least five (5) years after completion of the contract of work. If coverage is canceled or non-renewed, and not replaced with another claims-made policy form with a Retroactive Date prior to the contract effective date, the Consultant must purchase "extended reporting" coverage for a minimum of five (5) years after completion of contract work.

11.6. **Failure to Maintain Coverage.** In the event any policy is canceled prior to the completion of the project and the Consultant does not furnish a new certificate of insurance prior to cancellation, Commission has the right, but not the duty, to obtain the required insurance and deduct the premium(s) from any amounts due the Consultant

under this Agreement. Failure of the Consultant to maintain the insurance required by this Agreement, or to comply with any of the requirements of this section, shall constitute a material breach of this Agreement.

11.7. **Notices.** Consultant shall provide immediate written notice if (1) any of the required insurance policies is terminated; (2) the limits of any of the required policies are reduced; (3) or the deductible or self-insured retention is increased. Consultant shall provide no less than 30 days' notice of any cancellation or material change to policies required by this Agreement. Consultant shall provide proof that cancelled or expired policies of insurance have been renewed or replaced with other policies providing at least the same coverage. Such proof will be furnished at least two weeks prior to the expiration of the coverages. The name and address for Additional Insured Endorsements, Certificates of Insurance and Notices of Cancellation is: San Diego County Local Agency Formation Commission , Attn: Keene Simonds, Executive Officer, 2550 Fifth Avenue, Suite 725, San Diego, California 92103-6624.

11.8. **Consultant's Insurance Primary.** The insurance provided by Consultant, including all endorsements, shall be primary to any coverage available to Commission. Any insurance or self-insurance maintained by Commission and/or its officers, employees, agents or volunteers, shall be in excess of Consultant's insurance and shall not contribute with it.

11.9. **Waiver of Subrogation.** Consultant hereby waives all rights of subrogation against the Commission. Consultant shall additionally waive such rights either by endorsement to each policy or provide proof of such waiver in the policy itself.

11.10. **Report of Claims to Commission.** Consultant shall report to the Commission, in addition to the Consultant's insurer, any and all insurance claims submitted to Consultant's insurer in connection with the services under this Agreement.

11.11. **Premium Payments and Deductibles.** Consultant must disclose all deductibles and self-insured retention amounts to the Commission. The Commission may require the Consultant to provide proof of ability to pay losses and related investigations, claim administration, and defense expenses within retention amounts. Ultimately, Commission must approve all such amounts prior to execution of this Agreement. Commission has no obligation to pay any premiums, assessments, or deductibles under any policy required in this Agreement. Consultant shall be responsible for all premiums and deductibles in all of Consultant's insurance policies. The amount of deductibles for insurance coverage required herein are subject to Commission's approval.

11.12. **Duty to Defend and Indemnify.** Consultant's duties to defend and indemnify Commission under this Agreement shall not be limited by the foregoing insurance requirements and shall survive the expiration or early termination of this Agreement.

12. MUTUAL COOPERATION

12.1. **Commission Cooperation in Performance.** Commission shall provide Consultant with all pertinent data, documents and other requested information as is reasonably available for the proper performance of Consultant's services under this Agreement.

12.2. **Consultant Cooperation in Defense of Claims.** If any claim or action is brought against Commission relating to Consultant's performance in connection with this Agreement, Consultant shall render any reasonable assistance that Commission may require in the defense of that claim or action.

13. NOTICES

Any notices, bills, invoices, or reports required by this Agreement shall be deemed received on: (i) the day of delivery if delivered by hand, email, or overnight courier service during Consultant's and Commission's regular business hours; or (ii) on the third business day following deposit in the United States mail if delivered by mail, postage prepaid, to the addresses listed below (or to such other addresses as the parties may, from time to time, designate in writing).

If to Commission
Keene Simonds
Executive Officer
San Diego Local Agency Formation Commission
2550 Fifth Avenue, Suite 725
San Diego, California 92103-6624
Phone: 858-614-7755
Email: Keene.Simonds@sdcounty.ca.gov

With courtesy copy to:
Holly O. Whatley, Esq.
General Counsel
Colantuono, Highsmith & Whatley, PC
790 E. Colorado Blvd.., Ste. 850
Pasadena, Angeles, CA 91101
Telephone: (213) 542-5700
Email: hwhatley@chwlaw.us

If to Consultant
Amanda Ross
Principal
9830 Oakplace West
Folsom, CA 95630
Telephone: 916-938-1134
Email: aross@southforkconsulting.com

14. SURVIVING COVENANTS

The parties agree that the covenants contained in Section 5.12 (Records), Section 9.4 (Indemnification of CalPERS Determination), Section 10 (Indemnification), Section 11.8 (Claims-Made Policies), paragraph 11.13 (Waiver of Subrogation), Section 12.2 (Consultant Cooperation in Defense of Claims), Section 14 (Surviving Covenants), Section 16 (Interpretation of Agreement), and Section 19 (General Provisions) of this Agreement shall survive the expiration

or termination of this Agreement, subject to the provisions and limitations of this Agreement and all otherwise applicable statutes of limitations and repose.

15. TERMINATION

15.1. **Commission Termination.** Either party may terminate this Agreement for any reason on thirty (30) calendar days' written notice to the other party. Consultant agrees to cease all work under this Agreement on or before the effective date of any notice of termination. All Commission data, documents, objects, materials or other tangible things shall be returned to Commission upon the termination or expiration of this Agreement.

15.2. **Compensation Following Termination.** Upon termination, Consultant shall be paid based on the work performed at the time of termination. In no event shall Consultant be entitled to receive more than the amount that would be paid to Consultant for the full performance of the services required by this Agreement. The Commission shall have the benefit of such work as may have been completed up to the time of such termination.

15.3. **Remedies.** Commission retains any and all available legal and equitable remedies for Consultant's breach of this Agreement.

16. INTERPRETATION OF AGREEMENT

16.1. **Governing Law.** This Agreement shall be governed and construed in accordance with the laws of the State of California.

16.2. **Integration of Exhibits.** All documents referenced as exhibits in this Agreement are hereby incorporated into this Agreement. In the event of any material discrepancy between the provisions of this Agreement and its exhibits, the provisions of this Agreement shall prevail. In the event of any material discrepancy between the express provisions of this Agreement and the exhibits of this Agreement, the provisions of this Agreement shall prevail. This instrument contains the entire Agreement between Commission and Consultant with respect to the transactions contemplated herein. No other prior oral or written agreements are binding upon the parties. Amendments hereto or deviations herefrom shall be effective and binding only if made in writing and executed on by Commission and Consultant.

16.3. **Headings.** The headings and captions appearing at the commencement of the sections hereof, and in any paragraph thereof, are descriptive only and for convenience in reference to this Agreement. Should there be any conflict between such heading, and the section or paragraph thereof at the head of which it appears, the language of the section or paragraph shall control and govern in the construction of this Agreement.

16.4. **Pronouns.** Masculine or feminine pronouns shall be substituted for the neuter form and vice versa, and the plural shall be substituted for the singular form and vice versa, in any place or places herein in which the context requires such substitution(s).

16.5. **Severability.** If any term or provision of this Agreement or the application thereof to any person or circumstance shall, to any extent, be invalid or unenforceable, then such term or provision shall be amended to, and solely to the extent necessary to, cure such invalidity or unenforceability, and shall be enforceable in its amended form. In such event, the remainder of this Agreement, or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be affected, and each term and provision of this Agreement shall be valid and be enforced to the fullest extent permitted by law.

16.6. **No Presumption Against Drafter.** Each party had an opportunity to consult with an attorney in reviewing and drafting this agreement. Any uncertainty or ambiguity shall not be construed for or against any party based on attribution of drafting to any party.

17. CONFLICT OF INTEREST DISCLOSURE

Pursuant to Government Code Section 1097.6, subdivision (c)(1), "[The] [C]onsultant's duties and services under this agreement shall not include preparing or assisting the public entity with any portion of the public entity's preparation of a request for proposals, request for qualifications, or any other solicitation regarding a subsequent or additional contract with the public entity. The public entity entering this agreement shall at all times retain responsibility for public contracting, including with respect to any subsequent phase of this project. [C]onsultant's participation in the planning, discussions, or drawing of project plans or specifications shall be limited to conceptual, preliminary, or initial plans or specifications. [C]onsultant shall cooperate with the public entity to ensure that all bidders for a subsequent contract on any subsequent phase of this project have access to the same information, including all conceptual, preliminary, or initial plans or specifications prepared by [Consultant] pursuant to this agreement."

18. GENERAL PROVISIONS

18.1. **Confidentiality.** All data, documents, discussion, or other information developed or received by Consultant for performance of this Agreement are deemed confidential and Consultant shall not disclose it without prior written consent by Commission. Commission shall grant such consent if disclosure is legally required. All Commission data shall be returned to Commission upon the termination or expiration of this Agreement.

18.2. **Conflicts of Interest.** Consultant maintains and warrants that it has not employed nor retained any company or person, other than a bona fide employee working solely for Consultant, to solicit or secure this Agreement. Further, Consultant warrants that it has not paid nor has it agreed to pay any company or person, other than a bona fide employee working solely for Consultant, any fee, commission, percentage, brokerage fee, gift or other consideration contingent upon or resulting from the award or making of this Agreement. Consultant further agrees to file, or shall cause its employees or subcontractor to file, a Statement of Economic Interest with the Commission's Filing Officer if required under state law in the performance of the services. For breach or violation of this warranty, Commission shall have the right to rescind this Agreement without liability. For the term of this Agreement, no member, officer, or employee of

Commission, during the term of his or her service with Commission, shall have any direct interest in this Agreement, or obtain any present or anticipated material benefit arising therefrom.

18.3. **Non-assignment.** Consultant shall not delegate, transfer, subcontract or assign its duties or rights hereunder, either in whole or in part, without Commission's prior written consent, and any attempt to do so shall be void and of no effect. Commission shall not be obligated or liable under this Agreement to any party other than Consultant.

18.4. **Binding on Successors.** This Agreement shall be binding on the successors and assigns of the parties.

18.5. **No Third-Party Beneficiaries.** Except as expressly stated herein, there is no intended third-party beneficiary of any right or obligation assumed by the parties.

18.6. **Time of the Essence.** Time is of the essence for each and every provision of this Agreement.

18.7. **Non-Discrimination.** Consultant shall not discriminate against any employee or applicant for employment because of race, sex (including pregnancy, childbirth, or related medical condition), creed, national origin, color, disability as defined by law, disabled veteran status, Vietnam veteran status, religion, age (40 and above), medical condition (cancer-related), marital status, ancestry, or sexual orientation. Employment actions to which this provision applies shall include, but not be limited to, the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; or in terms, conditions or privileges of employment, and selection for training. Consultant agrees to post in conspicuous places, available to employees and applicants for employment, the provisions of this nondiscrimination clause.

18.8. **Waiver.** No provision, covenant, or condition of this Agreement shall be deemed to have been waived by Commission or Consultant unless in writing signed by one authorized to bind the party asserted to have consented to the waiver. The waiver by Commission or Consultant of any breach of any provision, covenant, or condition of this Agreement shall not be deemed to be a waiver of any subsequent breach of the same or any other provision, covenant, or condition.

18.9. **Excused Failure to Perform.** Consultant shall not be liable for any failure to perform if Consultant presents acceptable evidence, in Commission's sole judgment, that such failure was due to causes beyond the control and without the fault or negligence of Consultant.

18.10. **Remedies Non-Exclusive.** Each right, power and remedy provided for herein or now or hereafter existing at law, in equity, by statute, or otherwise shall be cumulative and shall be in addition to every other right, power, or remedy provided for herein or now or hereafter existing at law, in equity, by statute, or otherwise. The exercise, the commencement of the exercise, or the forbearance from the exercise by any party of

any one or more of such rights, powers or remedies shall not preclude the simultaneous or later exercise by such party of any or all of such other rights, powers or remedies.

18.11. **Attorneys' Fees.** If legal action shall be necessary to enforce any term, covenant or condition contained in this Agreement, the prevailing party shall be entitled to an award of reasonable attorneys' fees and costs expended in the action.

18.12. **Venue.** The venue for any litigation shall be San Diego County, California and Consultant hereby consents to sole jurisdiction in San Diego County for purposes of resolving any dispute or enforcing any obligation arising under this Agreement.

18.13. **Counterparts; Electronic Signatures.** This Agreement may be signed in one or more counterparts, each of which shall be deemed an original, but all of which together shall be deemed one and the same instrument. The parties acknowledge and agree that this Agreement may be executed by electronic signature, which shall be considered as an original signature for all purposes and shall have the same force and effect as an original signature. Without limitation, "electronic signature" shall include faxed or emailed versions of an original signature, electronically scanned and transmitted versions (e.g., via pdf) of an original signature, or a digital signature.

TO EFFECTUATE THIS AGREEMENT, the parties have caused their duly authorized representatives to execute this Agreement on the dates set forth below.

"COMMISSION"	"CONSULTANT"
San Diego County Local Agency Formation Commission	South Fork Consulting
Authorized Signatories:	
Signature:	Signature:
Printed: Keene Simonds	Printed: Amanda Ross
Title: Executive Officer	Title: Principal
Date: 8-14-26	Date: 8/12/26

Attest:

Signature:

Printed: Erica Sellen

Title: Commission Clerk

Date: 8/18/2026

Approved as to Form: Signature:

Printed:

Title: Aleks Giragosian

Date: Deputy General Counsel

August 18, 2026

EXHIBIT A
Scope of Services

- On-call planning services to be performed remotely except as authorized;
- Assistance with Municipal Service Reviews
- Other tasks as assigned

EXHIBIT B
Approved Fee Schedule

• Labor:	Cost
• Principal Land Use & LAFCO Planner	$165.00/hour
• Direct Expenses	
• Pre-approved Travel	Hourly + Current IRS Rate
• Copies	Actual Cost + 15%
• Shipping	T&M + 15%
• Sub-Consultants Cost	Rate + 20%

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PROFESSIONAL SERVICES AGREEMENT
FOR CONSULTANT SERVICES
(San Diego County Local Agency Formation Commission / Chris Chamberlain, DMgt)

1. IDENTIFICATION

This PROFESSIONAL SERVICES AGREEMENT ("Agreement") is entered into by and between San Diego County Local Agency Formation Commission, a California public agency, corporate and politic ("Commission"), and Chris Chamberlain, DMgt, an individual ("Consultant").

2. RECITALS

2.1. Commission requires highly specialized coaching and strategic advisory services to support Commission staff who are conducting a public recreation study of city-owned reservoirs in San Diego County.

2.2. Consultant represents that they are qualified to perform such advisory, coaching, and peer-reviewed services by virtue of experience and expertise.

2.3. Consultant's role is strictly limited to providing strategic guidance, coaching, and reviewing work prepared by Commission staff. Commission staff shall remain solely responsible for executing, validating, and taking ownership of all physical deliverables, data, reports, and administrative decisions.

NOW, THEREFORE, for and in consideration of the mutual covenants and conditions herein contained, the Commission and Consultant agree as follows:

3. DEFINITIONS

3.1. "Scope of Services": Such professional services as are set forth in Consultant's proposal as revised by staff, attached hereto as Exhibit A and incorporated herein by this reference.

3.2. "Approved Fee Schedule": Consultant's compensation rates as are set forth in Exhibit B, attached hereto and incorporated herein by this reference This fee schedule shall remain in effect for the duration of this Agreement unless modified in writing by mutual agreement of the parties.

3.3. "Maximum Amount": The highest total compensation and costs payable to Consultant by Commission under this Agreement. The Maximum Amount under this Agreement is Four Thousand Nine Hundred Fifty Dollars ($4,950).

3.4. "Commencement Date": August 1, 2026.

3.5. "Termination Date": August 1, 2027.

3.6. "Commission Agreement Administrator" means Priscilla Mumpower, Assistant Executive Officer.

3.7. "Consultant Project Administrator" means Chris Chamberlain.

4. CONSULTANT'S DUTIES & LIABILITY LIMITATION

4.1. **Advisory Role Only**. Consultant shall perform coaching and review services identified in Exhibit A. Under no circumstances will Consultant be required to draft, author, calculate, or physically produce raw data, public reports, or formal policy recommendations for the Commission.

4.2. **No Liability for Staff Output.** Because the Consultant is acting solely as a coach to Commission staff, the Commission agrees that **Commission staff retains 100% ownership and liability for the accuracy, legality, and execution of all work products.** Consultant shall not be held liable for any errors, omissions, or financial projection mistakes made by Commission employees who receive coaching under this Agreement.

4.3. **Standard of Care**. Consultant will perform coaching via telephone, Zoom or Teams in accordance with professional coaching standards. Consultant makes no warranties, express or implied, regarding the ultimate success or political/operational viability of the governance models developed by Commission Staff.

4.4. **No Guarantee/Disclaimer.** Consultant is providing strategic coaching and advisory services only. Consultant does not provide legal, engineering, environmental, or certified financial accounting services. Commission is advised to have its own legal counsel and technical experts review all final report elements.

5. COMPENSATION & SATISFACTION STANDARD

5.1. **Hourly Billing**. Commission shall compensate Consultant at the hourly rate of $150.00, billed in 15-minute increments, not to exceed the Maximum Amount.

5.2. **Payment Contingency.** Invoices shall be submitted monthly. Because Consultant is providing advisory hours rather than tangible physical products, "satisfactory performance" is defined strictly as **the documented delivery of scheduled coaching and advisory sessions**, rather than Commission satisfaction with the final reports written by Commission staff.

6. INTELLECTUAL PROPERTY & PROPRIETY TOOLS

6.1 **Pre-Existing IP**. Commission agrees that any pre-existing coaching frameworks, strategic diagnostic templates, proprietary methodologies, or training materials utilized by Consultant during this engagement remain the sole and exclusive property of the Consultant.

6.2 **License**. Consultant grants the Commission a non-exclusive, non-transferable, royalty-free license to utilize such materials internally for the duration of this project. Any reports or documents generated physically by Commission staff using these coaching concepts shall be owned by the Commission.

7. INDEMNIFICATION

7.1. **Mutual Indemnity.** To the fullest extent permitted by California law, Consultant shall indemnify the Commission only for damages directly resulting from the Consultant's sole active negligence or willful misconduct during the delivery of advisory sessions.

7.2. **Exclusion of Liability**. Consultant is expressly not liable for any third-party claims, environmental issues, water supply disruptions, or regulatory challenges arising from the physical operations of the reservoirs or the governance decisions subsequently made by the Commission's Board based on the staff reports.

8. TERMINATION

8.1. **Termination for Convenience.** Either Consultant or Commission can terminate this agreement for any reason with 15 calendar days written notice. Consultant agrees to cease all work under this Agreement on or before the effective date of notice of termination. All Commission data, documents, objects, materials or other tangible things shall be returned to Commission upon the termination or expiration of this Agreement.

8.2. **Compensation Following Termination.** Upon termination, Consultant shall be paid based on the work satisfactorily performed at the time of termination. In no event shall Consultant be entitled to receive more than the amount that would be paid to Consultant for the full performance of the services required by this Agreement. The Commission shall have the benefit of such work as may have been completed up to the time of such termination.

9. INTERPRETATION OF AGREEMENT

9.1. **Governing Law.** This Agreement shall be governed and construed in accordance with the laws of the State of California.

9.2. **Integration of Exhibits.** All documents referenced as exhibits in this Agreement are hereby incorporated into this Agreement. In the event of any material discrepancy between the provisions of this Agreement and its exhibits, the provisions of this Agreement shall prevail. In the event of any material discrepancy between the express provisions of this Agreement and the exhibits of this Agreement, the provisions of this Agreement shall prevail. This instrument contains the entire Agreement between Commission and Consultant with respect to the transactions contemplated herein. No other prior oral or written agreements are binding upon the parties. Amendments hereto or deviations herefrom shall be effective and binding only if made in writing and executed on by Commission and Consultant.

9.3. **Headings.** The headings and captions appearing at the commencement of the sections hereof, and in any paragraph thereof, are descriptive only and for convenience in reference to this Agreement. Should there be any conflict between such heading, and the section or paragraph thereof at the head of which it appears, the language of the section or paragraph shall control and govern in the construction of this Agreement.

9.4. **Pronouns.** Masculine or feminine pronouns shall be substituted for the neuter form and vice versa, and the plural shall be substituted for the singular form and vice versa, in any place or places herein in which the context requires such substitution(s).

9.5. **Severability.** If any term or provision of this Agreement or the application thereof to any person or circumstance shall, to any extent, be invalid or unenforceable, then such term or provision shall be amended to, and solely to the extent necessary to, cure such invalidity or unenforceability, and shall be enforceable in its amended form. In such event, the remainder of this Agreement, or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be affected, and each term and provision of this Agreement shall be valid and be enforced to the fullest extent permitted by law.

9.6. **No Presumption Against Drafter.** Each party had an opportunity to consult with an attorney in reviewing and drafting this agreement. Any uncertainty or ambiguity shall not be construed for or against any party based on attribution of drafting to any party.

10. CONFLICT OF INTEREST DISCLOSURE

Pursuant to Government Code Section 1097.6, subdivision (c)(1), "[The] [C]onsultant's duties and services under this agreement shall not include preparing or assisting the public entity with any portion of the public entity's preparation of a request for proposals, request for qualifications, or any other solicitation regarding a subsequent or additional contract with the public entity. The public entity entering this agreement shall at all times retain responsibility for public contracting, including with respect to any subsequent phase of this project. [C]onsultant's participation in the planning, discussions, or drawing of project plans or specifications shall be limited to conceptual, preliminary, or initial plans or specifications. [C]onsultant shall cooperate with the public entity to ensure that all bidders for a subsequent contract on any subsequent phase of this project have access to the same information, including all conceptual, preliminary, or initial plans or specifications prepared by [Consultant] pursuant to this agreement."

11. GENERAL PROVISIONS

11.1. **Confidentiality.** All data, documents, discussion, or other information developed or received by Consultant for performance of this Agreement are deemed confidential and Consultant shall not disclose it without prior written consent by Commission. Commission shall grant such consent if disclosure is legally required. All Commission data shall be returned to Commission upon the termination or expiration of this Agreement.

11.2. **Conflicts of Interest.** Consultant maintains and warrants that it has not employed nor retained any company or person, other than a bona fide employee working solely for Consultant, to solicit or secure this Agreement. Further, Consultant warrants that it has not paid nor has it agreed to pay any company or person, other than a bona fide employee working solely for Consultant, any fee, commission, percentage, brokerage fee, gift or other consideration contingent upon or resulting from the award or making of this Agreement. Consultant further agrees to file, or shall cause its employees or subcontractor to file, a Statement of Economic Interest with the Commission's Filing Officer if required under state law in the performance of the services. For breach or violation of this warranty, Commission shall have the right to rescind this Agreement without liability. For the term of this Agreement, no member, officer, or employee of Commission, during the term of his or her service with Commission, shall have any direct interest in this Agreement, or obtain any present or anticipated material benefit arising therefrom.

11.3. **Non-assignment.** Consultant shall not delegate, transfer, subcontract or assign its duties or rights hereunder, either in whole or in part, without Commission's prior written consent, and any attempt to do so shall be void and of no effect. Commission shall not be obligated or liable under this Agreement to any party other than Consultant.

11.4. **Binding on Successors.** This Agreement shall be binding on the successors and assigns of the parties.

11.5. **No Third-Party Beneficiaries.** Except as expressly stated herein, there is no intended third-party beneficiary of any right or obligation assumed by the parties.

11.6. **Time of the Essence.** Time is of the essence for each and every provision of this Agreement.

11.7. **Non-Discrimination.** Consultant shall not discriminate against any employee or applicant for employment because of race, sex (including pregnancy, childbirth, or related medical condition), creed, national origin, color, disability as defined by law, disabled veteran status, Vietnam veteran status, religion, age (40 and above), medical condition (cancer-related), marital status, ancestry, or sexual orientation. Employment actions to which this provision applies shall include, but not be limited to, the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; or in terms, conditions or privileges of employment, and selection for training. Consultant agrees to post in conspicuous places, available to employees and applicants for employment, the provisions of this nondiscrimination clause.

11.8. **Waiver.** No provision, covenant, or condition of this Agreement shall be deemed to have been waived by Commission or Consultant unless in writing signed by one authorized to bind the party asserted to have consented to the waiver. The waiver by Commission or Consultant of any breach of any provision, covenant, or condition of this Agreement shall not be deemed to be a waiver of any subsequent breach of the same or any other provision, covenant, or condition.

11.9. **Excused Failure to Perform.** Consultant shall not be liable for any failure to perform if Consultant presents acceptable evidence, in Commission's sole judgment, that such failure was due to causes beyond the control and without the fault or negligence of Consultant.

11.10. **Remedies Non-Exclusive.** Each right, power and remedy provided for herein or now or hereafter existing at law, in equity, by statute, or otherwise shall be cumulative and shall be in addition to every other right, power, or remedy provided for herein or now or hereafter existing at law, in equity, by statute, or otherwise. The exercise, the commencement of the exercise, or the forbearance from the exercise by any party of any one or more of such rights, powers or remedies shall not preclude the simultaneous or later exercise by such party of any or all of such other rights, powers or remedies.

11.11. **Attorneys' Fees.** If legal action shall be necessary to enforce any term, covenant or condition contained in this Agreement, the prevailing party shall be entitled to an award of reasonable attorneys' fees and costs expended in the action.

11.12. **Venue.** The venue for any litigation shall be San Diego County, California and Consultant hereby consents to sole jurisdiction in San Diego County for purposes of resolving any dispute or enforcing any obligation arising under this Agreement.

11.13. **Counterparts; Electronic Signatures.** This Agreement may be signed in one or more counterparts, each of which shall be deemed an original, but all of which together shall be deemed one and the same instrument. The parties acknowledge and agree that this Agreement may be executed by electronic signature, which shall be considered as an original signature for all purposes and shall have the same force and effect as an original signature. Without limitation, "electronic signature" shall include faxed or emailed versions of an original signature, electronically scanned and transmitted versions (e.g., via pdf) of an original signature, or a digital signature.

TO EFFECTUATE THIS AGREEMENT, the parties have caused their duly authorized representatives to execute this Agreement on the dates set forth below.

"COMMISSION" San Diego County Local Agency Formation Commission	"CONSULTANT" Chris Chamberlain
Authorized Signatories:	
Signature: Keene Simonds	Signature: Chris Chamberlain
Printed: Keene Simonds	Printed: Chris Chamberlain
Title: Executive Officer	Title: Consultant
Date: 8-17-26	Date: Aug 5, 2026

Attest:

Signature: Erica A. Sellen

Printed: Erica Sellen

Title: Commission Clerk

Date: 8/18/2026

Approved as to Form:

Signature:

Printed: Aleks Giragosian

Title: Deputy General Counsel

Date: August 5, 2026

EXHIBIT A
Scope of Services

Core Objective (Northstar)
This scope of work is guided by one policy question:

> *Does the current ownership and service dynamic of the seven City of San Diego-owned reservoirs leave the surrounding unincorporated communities under-served in recreational access — and if so, what governance options could close the gap?*

Role of the Consultant
Staff will conduct the research, prepare the report, and retain full ownership and responsibility for the analysis and recommendations presented to the Commission. The Consultant's role is to bring specialized technical expertise to help shape the design of the analysis, identify issues that should be examined, apply professional standards and industry best practices, and exercise independent professional judgment in evaluating whether the available evidence supports particular findings. Because Commission staff do not have direct operational experience managing public recreation services at reservoirs, the Consultant is being engaged to provide subject-matter expertise throughout the process. The final product will remain Commission staff's work, informed and strengthened by the Consultant's technical guidance.

PHASE 1
Baseline Review and Research Foundation (August–September 2026)
Commission staff will review the November 25, 2024 staff report to validate its baseline findings and identify any material changes that have occurred since its preparation. This effort will include confirming the current status of recreational services, operating agreements, concession arrangements, and fee structures at each reservoir, as well as identifying any changes that may affect the Commission's analysis. Staff will also compile and review relevant surveys, studies, and needs assessments to better understand public demand and expectations for reservoir recreation opportunities.

The Consultant will provide technical direction by identifying the information necessary to establish a complete and reliable baseline, including the operational data, performance metrics, contractual documents, and other supporting information that should be assembled. Throughout this phase, the Consultant will serve in an advisory and peer-review capacity, evaluating the completeness of staff's research, recommending additional lines of inquiry where appropriate, and providing written feedback on staff's compiled findings.

Consultant Deliverable**.** A written memorandum identifying the data, operating metrics, contractual agreements, and other background information staff should assemble, together with the rationale for each. Following staff's completion of the baseline research, the Consultant will provide technical comments evaluating the completeness and sufficiency of the assembled information and identifying any recommended refinements before the project advances to the next phase.

PHASE 2

Assessing Gaps (October–November 2026)

Building on the Phase 1 baseline, Commission staff will evaluate whether recreational opportunities at the seven reservoirs meet the level of service that could reasonably be expected. The analysis will identify any material gaps across four dimensions:

- **Service.** Are recreational opportunities materially less comprehensive than those offered at comparable water-based recreation facilities in peer California counties?
- **Equity.** Do City and County residents receive comparable access to recreational opportunities and amenities, including in comparison with the City's three in-city reservoirs?
- **Standards.** Do existing facilities and services align with CPRS and NRPA benchmarks and best practices?
- **Capacity.** Are any of the seven reservoirs providing materially less recreation than their physical and operational characteristics reasonably support?

The Consultant will provide the technical framework for the analysis, advise staff on the application of professional standards and comparison methodologies, and independently evaluate whether the available evidence supports conclusions and/or observations. Staff will also research governance models used elsewhere in California to address similar recreational service gaps.

Consultant Deliverable**.** A technical memo documenting the Consultant's independent gap assessment and suggestions for incorporation into the draft report.

PHASE 3

Addressing Gaps via Governance Alternatives (December 2026)

Commission staff will evaluate each governance model identified in Phase 2 from a long-term operational and fiscal perspective to determine its ability to sustainably address identified service gaps. Each alternative will be assessed using a four-part test:

a) Does it close or meaningfully reduce the service gap identified in Phase 2?
b) Does it preserve the reservoir's primary function as a municipal water supply?
c) Does it protect the City of San Diego's infrastructure and financial investment?
d) Does it provide a practical/manageable transition for operations and staff?

The Consultant will review staff's evaluation, test the underlying assumptions and conclusions, and identify strategic considerations or potential blind spots for staff to address before finalizing the report.

Consultant Deliverable. Facilitate technical reviews and provide comments to Commission staff identifying opportunities to refine and strengthen the draft report.

Timeline

- Execute LAFCO Professional Services Agreement by August 1, 2026
- Phase 1 through September 2026
- Phase 2 through November 2026
- Phase 3 through December 2026
- Courtesy review by the City of San Diego through January 2027
- Revisions based on the City review through February 2027
- Present draft report to the Commission in April 2027

EXHIBIT B
Approved Fee Schedule

Hourly rate: $150

Phase 1	Estimated Hours
Total: 3 hours	$450.00
Phase 2	
Total: 17 hours	$2,550
Phase 3	
Total:13 hours	$1,950
Total project work is estimated to not exceed 33 hours for a total of:	**$4,950**

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SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

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Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5h

AGENDA REPORT
Consent | Information

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Erica Sellen, Commission Clerk

SUBJECT: **Final Agency Apportionments (FY2027)**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive a report identifying actual local agency apportionments for 2026-2027. The apportionments are final and have been calculated by the County of San Diego Auditor's Office consistent with the prescribed funding formula established under LAFCO law and based on the $2.589 million total contribution amount set by the Commission at its May 4, 2026 meeting. The report is being presented for information only.

BACKGROUND

Prescribed Funding

State law requires LAFCO operating costs to be funded annually by the local agencies represented on the Commission. San Diego LAFCO's costs are accordingly divided among four membership categories collectively comprising 76 local agencies, with shares proportional to each category's seats on the Commission: the County of San Diego (28.57%), the independent special districts (28.57%), the cities other than San Diego (28.57%), and the City of San Diego (14.29%), which holds a dedicated seat under special legislation. Within the independent special district and city categories, individual apportionments are calculated by the County Auditor based on each agency's share of total revenues reported to the State Controller.

DISCUSSION

This item is for San Diego LAFCO to receive a report identifying final local agency apportionments for 2026-2027 based on the contribution total of $2.589 million previously adopted by the Commission at its May 4, 2026 meeting. The four funding categories are shown below with a full listing of individual agency apportionments is provided as Attachment One.

Funding Category	Agencies	Share	FY 2026-27 Apportionment	Largest Contributor
County of San Diego	1	28.57%	$739,692.00	—
Independent Special Districts	57	28.57%	$739,691.00	San Diego Unified Port District $165,298.63
Cities (excluding San Diego)	17	28.57%	$739,691.00	City of Carlsbad $110,704.53
City of San Diego	1	14.29%	$369,975.00	—
Total	**76**	**100.00%**	**$2,589,049.00**	

ANALYSIS

None.

RECOMMENDATION

This item is presented to San Diego LAFCO for information only.

ALTERNATIVES FOR ACTION

This item is being presented for information only; no action.

PROCEDURES

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

Respectfully,

Erica A. Sellen

Erica Sellen
Commission Clerk

Attachment:

1) Final 2026-2027 Agency Apportionments

Auditor and Controller/Property Tax Services
LAFCO Payment Log FY 2026-27
(Fund 44595, Org. 91050, Account 45918)

Invoice Numbers	Date Received	Date of Deposit	Oracle Batch #	Fund #	Taxing Agencies	LAFCO Cost 2026/27	Amount Paid	Amount Outstanding
Special Districts								
LC26-01				**3101-00**	Alpine Fire Protection District	3,152.64		3,152.64
LC26-02				**3102-00**	Bonita-Sunnyside Fire Protection	2,624.98		2,624.98
LC26-03				**6415-00**	Borrego Water District	4,716.52		4,716.52
LC26-04				**6508-00**	Canebrake County Water District	42.93		42.93
LC26-05				**6425-00**	Cuyamaca Water District	81.06		81.06
LC26-06				**3105-00**	Deer Springs Fire Protection	4,125.14		4,125.14
LC26-07				**6820-00**	Descanso Community Services District or Community Water District	442.03		442.03
LC26-08				**6825-00**	Fairbanks Ranch Community Services District	504.41		504.41
LC26-09				**6136-00**	Fallbrook Regional Health District	1,685.45		1,685.45
LC26-10				**6240-00**	Fallbrook Public Utility District	22,733.05		22,733.05
LC26-11				**6150-00**	Grossmont Healthcare District	7,635.46		7,635.46
LC26-12				**6350-00**	Helix Water District	64,361.17		64,361.17
LC26-13				**6830-00**	Jacumba Community Services District	156.63		156.63
LC26-14				**6840-00**	Julian Community Services District	366.81		366.81
LC26-15				**3860-00**	Lake Cuyamaca Recreation & Park District	959.07		959.07
LC26-16				**3119-00**	Lakeside Fire Protection District	13,028.90		13,028.90
LC26-17				**6360-00**	Lakeside Water District	6,311.04		6,311.04
LC26-18				**6535-00**	Leucadia Wastewater District	9,915.72		9,915.72
LC26-19				**3121-00**	Lower Sweetwater Fire Protection	306.93		306.93
LC26-20				**6847-00**	Majestic Pines Community Services District	-		-
LC26-21				**3546-00**	Mission Resource Conservation District	31.48		31.48
LC26-22				**6645-00**	Mootamai Municipal Water District	17.73		17.73
LC26-23				**6851-00**	Morro Hills Community Services District	63.27		63.27
LC26-24				**3616-00**	North County Cemetery District	2,510.81		2,510.81
LC26-25				**3107-00**	North County Fire Protection District	15,265.92		15,265.92
LC26-26				**6650-00**	Olivenhain Municipal Water District	43,473.16		43,473.16
LC26-27				**6655-00**	Otay Water District	73,271.23		73,271.23
LC26-28				**6677-00**	Padre Dam Municipal Water District	52,872.59		52,872.59
LC26-29				**6160-00**	Palomar Medical Center	-		-
LC26-30				**6657-00**	Pauma Municipal Water District	21.79		21.79
LC26-31				**6860-00**	Pauma Valley Community Services District	1,020.85		1,020.85
LC26-32				**3650-00**	Pomerado Cemetery District	1,142.29		1,142.29
LC26-33				**6665-00**	Questhaven Municipal Water District	4.51		4.51
LC26-34				**6670-00**	Rainbow Municipal Water District	28,813.46		28,813.46
LC26-35				**3658-00**	Ramona Cemetery District	294.83		294.83
LC26-36				**6673-00**	Ramona Municipal Water District	19,260.56		19,260.56
LC26-37				**6870-00**	Rancho Santa Fe Community Services District	2,761.20		2,761.20
LC26-38				**3123-00**	Rancho Santa Fe Fire Protection District	11,702.25		11,702.25
LC26-39				**3552-00**	Resource Conservation District of Greater SD County	397.49		397.49
LC26-40				**6675-00**	Rincon Del Diablo Muni Water District	14,969.01		14,969.01
LC26-41				**6875-00**	Rincon Ranch Community Services District	11.32		11.32
LC26-42				**6990-00**	San Diego Unified Port District	165,298.63		165,298.63
LC26-43				**6680-00**	San Luis Rey Municipal Water District	24.73		24.73
LC26-44				**3128-00**	San Miguel Consolidated Fire Protection District	19,095.48		19,095.48
LC26-45				**6363-00**	Santa Fe Irrigation District	19,122.96		19,122.96
LC26-46				**6364-00**	South Bay Irrigation District	16.96		16.96
LC26-47				**6180-00**	Tri City Hospital District	-		-
LC26-48				**3571-00**	Upper San Luis Rey Resource Conservation District	22.40		22.40
LC26-49				**6570-00**	Vallecitos Water District	47,179.31		47,179.31
LC26-50				**3665-00**	Valley Center Cemetery District	98.56		98.56
LC26-51				**3150-00**	Valley Center Fire Protection District	2,441.31		2,441.31
LC26-52				**6690-00**	Valley Center Municipal Water District	27,686.62		27,686.62
LC26-53				**6230-00**	Vista Fire Protection District	3,218.09		3,218.09
LC26-54				**6368-00**	Vista Irrigation District	35,052.42		35,052.42
LC26-55				**6930-00**	Whispering Palms Community Services District	859.92		859.92
LC26-56				**6490-00**	Wynola Water District	102.96		102.96
LC26-57				**6698-00**	Yuima Municipal Water District	8,414.96		8,414.96
					Special Districts Total	**739,691.00**	**0.00**	**739,691.00**

Auditor and Controller/Property Tax Services
LAFCO Payment Log FY 2026-27
(Fund 44595, Org. 91050, Account 45918)

Invoice Numbers	Date Received	Date of Deposit	Oracle Batch #	Fund #	Taxing Agencies	LAFCO Cost 2026/27	Amount Paid	Amount Outstanding
Cities								
LC26-58				**6010XX**	City of Carlsbad	110,704.53		110,704.53
LC26-59				**6014XX**	City of Chula Vista	108,689.21		108,689.21
LC26-60				**6017XX**	City of Coronado	37,389.06		37,389.06
LC26-61				**6022XX**	City of Del Mar	10,701.73		10,701.73
LC26-62				**6035XX**	City of El Cajon	43,236.11		43,236.11
LC26-63				**6036XX**	City of Encinitas	45,016.52		45,016.52
LC26-64				**6038XX**	City of Escondido	52,063.56		52,063.56
LC26-65				**6045XX**	City of Imperial Beach	11,500.99		11,500.99
LC26-66				**6050XX**	City of La Mesa	30,271.22		30,271.22
LC26-67				**6060XX**	City of Lemon Grove	9,871.83		9,871.83
LC26-68				**6065XX**	City of National City	32,257.51		32,257.51
LC26-69				**6070XX**	City of Oceanside	92,874.60		92,874.60
LC26-70				**6075XX**	City of Poway	28,438.91		28,438.91
LC26-71				**6090XX**	City of San Marcos	38,233.24		38,233.24
LC26-72				**6091XX**	City of Santee	25,282.77		25,282.77
LC26-73				**6093XX**	City of Solana Beach	14,316.00		14,316.00
LC26-74				**6095XX**	City of Vista	48,843.21		48,843.21
					Cities Total	**739,691.00**	**0.00**	**739,691.00**
LC26-75				**6085XX**	**City of San Diego**	369,975.00		369,975.00
LC26-76				**100100**	**County of San Diego**	739,692.00		739,692.00
					Total	**2,589,049.00**	**0.00**	**2,589,049.00**

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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City of San Diego

Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

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AGENDA REPORT
Consent | Information

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Joelle Burila, Local Government Analyst I
Patrick Bouteller, LAFCO Consultant

SUBJECT: Legislative Report

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive a report on the final outcomes of legislation tracked by LAFCO staff during the 2025-2026 State Legislative Session. With the Legislature in final recess and the Governor's September 30 deadline to sign or veto legislation having passed, this report summarizes measures enacted, vetoed, or not advanced to enactment. It also provides an update on litigation concerning the judicial review of LAFCO decisions. This report is presented for information only with an opportunity to pull for discussion and provide general direction.

BACKGROUND

San Diego LAFCO staff monitors proposed legislation affecting the Commission's regulatory and planning responsibilities and related interests, consistent with the adopted workplan. These efforts are supported through the Commission's membership in the Alliance of LAFCOs (Alliance), including assistance from its contracted lobbyist, Politico Group, and government affairs consultant, Patrick Bouteller.

California State Legislature | 2025–2026 Final Recess

The California Legislature completed its consideration of bills for the 2025–26 Legislative Session on August 31, 2026, and entered final recess. The Governor's deadline to sign or veto bills was September 30, 2026. The Legislature formally adjourns its 2025-2026 session on November 30, 2026. The 2027-2028 Legislative Session convenes on December 7, 2026. Statutes enacted during 2026 generally take effect on January 1, 2027, except for urgency measures and other legislation subject to different effective dates.

DISCUSSION

This item presents legislative updates on bills of interest to San Diego LAFCO for the Commission's receipt and consideration. A total of fourteen (14) bills were being tracked and categorized as follows:

14	7	1	6
BILLS TRACKED	CHAPTERED	VETOED	DID NOT ADVANCE

BILL	AUTHOR	TITLE	OUTCOME
ASSEMBLY BILLS • 5 bills			
AB 1600	Arambula	Disadvantaged Communities: Farmworker Communities	Chaptered
AB 1821	Pacheco	California Public Records Act: Agency Response Time	Chaptered
AB 259	Rubio	Open Meetings and Continued Access to Teleconferences	Did Not Advance
AB 356	Patel	Healthcare Districts in Northern San Diego County	Did Not Advance
AB 2083	Jackson	Moreno Valley-Perris Childcare Special District	Did Not Advance
SENATE BILLS • 4 bills			
SB 802	Ashby	Sacramento Regional Housing and Homelessness Joint Powers Authority Act	Chaptered
SB 994	Cabaldon	Local Government: Nondisclosure Agreements	Chaptered
SB 910	Seyarto	Municipal Water Districts Water Service: Indian Lands	Did Not Advance
SB 1291	Gonzalez	Mutual Water Companies	Did Not Advance

BILL	AUTHOR	TITLE	OUTCOME
MONITOR ONLY • 5 bills			
AB 2296	Papan	Planning and Zoning: Housing Element: Regional Housing Needs Allocation	Chaptered
AB 2433	Alvarez	Housing Development: Density Bonus	Chaptered
SB 1085	Durazo	Water Supply Planning: Housing Developments	Chaptered
AB 1383	McKinnor	Public Employees' Retirement Benefits	Vetoed
SB 866	Blakespear	Planning and Zoning: Annual Report: Emergency Shelter	Did Not Advance

Chaptered = signed by the Governor and filed with the Secretary of State.

A summary and status of each bill is provided in Attachment One.

Amicus Brief Update | Monterey Peninsula Water Management District v. Monterey LAFCO

San Diego LAFCO is participating as amicus curiae in Monterey Peninsula Water Management District v. Monterey LAFCO, a case involving the denial of the Monterey Peninsula Water Management District's request to activate latent powers to provide retail water service within a portion of Monterey County. The appeal centers on the appropriate judicial standard of review under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) and has broader implications for LAFCO decision-making statewide.

On July 28, 2026, outside counsel Nossaman LLP submitted an amicus brief supporting Monterey LAFCO on behalf of CALAFCO and the LAFCOs of Los Angeles, Marin, Orange, Placer, Sacramento, San Bernardino, San Diego, and San Joaquin counties. The brief urges the appellate court to reaffirm that judicial review of LAFCO decisions is limited to determining whether substantial evidence supports the action and to reject a separate "rational connection" inquiry that could invite courts to independently reassess LAFCOs' quasi-legislative policy determinations.

The appellate court also recently approved requests from the California Water Association and California Special Districts Association to submit a joint amicus brief supporting the Monterey Peninsula Water Management District. Their brief takes the opposing position, arguing that the traditional arbitrary-and-capricious standard – including review for a rational connection between the relevant factors, the decision made, and the purposes of the governing statute – applies to LAFCO decisions.

ANALYSIS

The current legislative session concluded without any measure that would substantively alter San Diego LAFCO's authority or core procedures. Of the nine bills directly affecting LAFCO, four bills were signed into law by the Governor while the others did not advance this session – including AB 259, AB 356, AB 2083, SB 910 and SB 1291.

With legislative outcomes finalized, staff will focus on implementation needs and preparation for the 2027–28 Legislative Session. Consistent with the adopted workplan, staff has resumed work with stakeholders to refine the U.C. Berkeley proposal for potential introduction in 2027.

RECOMMENDATION

This item is presented to San Diego LAFCO for information only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

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

On behalf of LAFCO staff,

Joelle Burila
Local Government Analyst I

Attachment:

1) LAFCO Tracked CA Legislative Bills as of October 23, 2026

CALIFORNIA STATE LEGISLATURE | 2025-2026							
	Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
ASSEMBLY BILLS							
1	AB 259	Rubio, Blanca	Open Meetings and Continued Access to Teleconferences	This bill is of statewide interest and would extend the authorization for legislative bodies of local agencies – including LAFCOs – to use modified teleconferencing procedures during declared emergencies through January 1, 2030. It preserves existing requirements related to public notice and agenda posting. San Diego LAFCO adopted a support position in March 2025. The bill passed the Assembly in 2025 and remains in the Senate Local Government Committee with no new hearing scheduled at this time.	Senate Local Government Committee - **Dead**	Introduced in January 2025; Last amended in April 2025	6/27/2025 In committee: Hearing postponed by committee. This bill did not advance by legislative deadlines.
2	AB 356	Patel, Darshana	Healthcare Districts in Northern San Diego County	This bill is of local interest and was initially introduced to establish a state-directed working group to assess healthcare access in northern San Diego County, with a focus on the Palomar Healthcare District's service area. In response to the Commission taking a support-if-amended position in June 2025, the bill has been amended to include LAFCO as a listed stakeholder, and in doing so connecting to the Commission's oversight of Palomar and current municipal service review activities. LAFCO Consultant Adam Wilson provided supportive testimony for the author in conjunction with them accepting the Commission's amendments. The bill passed the Assembly in 2025 and remains in the Senate Committee on Local Government with no new hearings scheduled at this time.	Senate Local Government Committee - **Dead**	Introduced in February 2025; Last amended in June 2025	7/10/2025 Re-referred to Com. on L. GOV. This bill did not advance by legislative deadlines.
3	AB 1600	Arambula, Joaquin	Disadvantaged Communities: Farmworker Communities	This bill requires CalEPA, in consultation with the Office of Environmental Health Hazard Assessment, to assess whether designating farmworker communities as disadvantaged communities would improve access to state funding, identify related data and eligibility barriers, publicly report its findings, and develop a strategy to engage farmworker communities on environmental, health, and socioeconomic concerns. After clearing both houses and enrolled on September 9, 2026, the bill was signed by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in January 2026; Last amended in August 2026	9/27/2026 Approved by the Governor and Chaptered by Secretary of State - Chapter 529, Statutes of 2026.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026							
	Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
4	AB 1821	Pacheco, Blanca	California Public Records Act: Agency Response Time	This bill revises the California Public Records Act to change agency response deadlines from calendar days to business days, allowing agencies 10 business days to determine whether requested records are disclosable and up to 14 additional business days under specified unusual circumstances. Following enrollment on August 31, 2026, the bill was signed by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2026; Last amended in June 2026	9/30/2026 Approved by the Governor and Chaptered by Secretary of State - Chapter 899, Statutes of 2026.
5	AB 2083	Jackson, Corey	Moreno Valley-Perris Childcare Special District	This bill is locally focused with statewide implications and, as the Moreno Valley Perris Childcare Special District Act, would establish a new special district covering the Cities of Moreno Valley and Perris and their spheres of influence for the purpose of expanding childcare capacity and operating universal childcare programs. The district would be governed by a five-member board appointed by the two cities and other designated entities. The board would develop a plan of services for LAFCO and oversee district operations, including authority to hire staff and operate or contract for childcare facilities. Notably, the bill would establish the district directly by statute, with LAFCO oversight applying thereafter. After being placed on the Assembly Appropriations suspense file in late April, the committee held the measure under submission during its May 14, 2026 fiscal review hearing, halting its advancement for the remainder of the legislative session.	Assembly Appropriations Committee – **Dead**	Introduced in February 2026; Last amended in April 2026	5/14/2026 In committee: Held under submission. This bill did not advance by legislative deadlines.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026							
	Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
SENATE BILLS							
6	SB 802	Ashby, Angelique	Sacramento Regional Housing and Homelessness Joint Powers Authority Act	This bill requires Sacramento County and five cities to establish a joint powers authority by January 1, 2028, to coordinate regional housing and homelessness efforts, oversee Continuum of Care functions, establish performance goals, and align funding while preserving local jurisdictions' authority over land use and locally administered programs. After enrollment on September 2, 2026, the bill was signed by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2025; Last amended in August 2026	9/20/2026 Approved by the Governor and Chaptered by Secretary of State. Chapter 417, Statutes of 2026.
7	SB 910	Seyarto, Kelly	Municipal Water Districts Water Service: Indian Lands	The bill is of statewide interest with local implications and would extend, from January 1, 2027 to January 1, 2032, the sunset on existing authority for municipal water districts to apply to LAFCO for authorization to provide water service to eligible Indian lands located outside district boundaries. If approved, the extension preserves an existing pathway utilized on multiple occasions by tribes in San Diego County. Following the cancellation of its March 18 hearing at the author's request, the bill remained in the Senate Committee on Local Government with no additional action taken. It did not return for further consideration and did not advance out of committee prior to the legislative deadline.	Senate Local Government Committee – **Dead**	Introduced in January 2026	3/12/2026 March 18 set for first hearing canceled at the request of author. This bill did not advance by legislative deadlines.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026							
	Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
8	SB 994	Cabaldon, Christopher	Local Government: Nondisclosure Agreements	This bill prohibits local agency officials and employees from entering into nondisclosure agreements that prevent them from sharing information about public business with their governing body or fellow officials, requires disclosure and recusal for violations, and makes such agreements void and unenforceable if entered into on or after January 1, 2027, subject to specified exceptions. After passing both houses and being enrolled on August 21, 2026, the bill was approved by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2026; Last amended in August 2026	9/27/2026 Approved by the Governor and Chaptered by Secretary of State. Chapter 669, Statutes of 2026.
9	SB 1291	Gonzalez, Lena	Mutual Water Companies	This bill is of statewide interest and would strengthen transparency and accountability for mutual water companies (MWCs) operating public water systems by requiring larger MWCs to offer teleconference meeting access, post notices and documents online at no charge, and annually distribute consumer confidence reports to customers. It also directs the State Water Resources Control Board to assess MWC governance and compliance by December 31, 2027, with a focus on disadvantaged communities, and recommends governance alternatives if current structures are found inadequate. After being placed on the suspense file in early May, the bill was taken up during the May 14, 2026 Senate Appropriations fiscal review hearing. The committee held the measure in committee and under submission, halting its advancement for the remainder of the legislative session.	Senate Appropriations Committee – **Dead**	Introduced in February 2026; Last amended in March 2026	5/14/2026 May 14 hearing: Held in committee and under submission. This bill did not advance by legislative deadlines.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026							
	Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
MONITOR ONLY (ASSEMBLY AND SENATE BILLS)							
10	AB 1383	McKinnor, Tina	Public Employees' Retirement Benefits	This bill would have revised public employee pension rules by updating pensionable compensation limits and establishing new safety-member retirement formulas effective January 1, 2027, including retirement benefit calculations at age 55 and allowing employers and employees to collectively bargain for higher or lower safety benefit plans. After passing both houses and being enrolled on September 9, 2026, the bill was vetoed by Governor Newsom on September 20, 2026.	Governor – **Vetoed**	Introduced in February 2025; Last amended in August 2026.	9/20/2026 Vetoed by Governor.
11	AB 2296	Papan, Dianne	Planning and Zoning: Housing Element: Regional Housing Needs Allocation	This bill extends various key timelines for the Regional Housing Needs Allocation (RHNA), adjusts housing element update schedules to better align with regional transportation plan updates, and requires earlier notification of estimated transportation plan adoption dates, with specified exceptions for the seventh housing element cycle. Following enrollment on September 3, the bill was approved by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2026; Last amended August 2026	9/29/2026 Approved by the Governor and Chaptered by Secretary of State - Chapter 798, Statutes of 2026.
12	AB 2433	Alvarez, David	Housing Development: Density Bonus	This bill expands California's Density Bonus Law to streamline approvals for qualifying affordable housing projects, increase incentives for for-sale affordable housing, and allow additional flexibility in calculating density bonuses and applying development standards. After passing both houses and being enrolled on September 10, 2026, the bill was approved by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2026; Last amended August 2026	9/29/2026 Approved by the Governor and Chaptered by Secretary of State - Chapter 800, Statutes of 2026.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026							
Bill Number [1]		**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
13	SB 866	Blakespear, Catherine	Planning and Zoning: Annual Report: Emergency Shelter	For local governments that do not receive Homeless Housing, Assistance, and Prevention (HHAP) program funding, this bill would require the General Plan Housing Element to include data on the unhoused population and a description of key actions the jurisdiction will take to reduce homelessness. The bill passed the Senate on May 27, 2026 and was read for the first time by the Assembly. On August 5, 2026, the bill was set for its first hearing and was placed on suspense file. By August 13, 2026, the bill was held in committee and under submission.	Assembly Committee on Appropriations – **Dead**	Introduced in January 2026; Last amended June 2026	8/13/2026 August 13 hearing: Held in committee and under submission. This bill did not advance by legislative deadlines.
14	SB 1085	Durazo, Maria	Water Supply Planning: Housing Developments	This bill requires cities and counties to identify potential water suppliers earlier in the housing development review process and establishes a 45-day deadline for water supply assessments for specified housing projects, streamlining review while maintaining evaluation of water supply sufficiency. After passing both houses and being enrolled on September 3, 2026, the bill was approved by Governor Newsom and chaptered by the Secretary of State.	Secretary of State – **Chaptered**	Introduced in February 2026; Last amended August 2026	9/30/2026 Approved by the Governor and Chaptered by Secretary of State. Chapter 1004, Statutes of 2026.

[1] Bill numbers are hyperlinked to their respective legislative information pages

CALIFORNIA STATE LEGISLATURE | 2025-2026						
Bill Number [1]	**Author**	**Title**	**Summary / Notes**	**Current Status**	**Introduced / Last Amended**	**Last Action**
PENDING LEGISLATION						
15	UC Berkely Report Legislation		Developed under the Commission's current adopted workplan and informed by a University of California, Berkeley report, the proposal sought to strengthen LAFCO authority and accountability in addressing water and wastewater-related public health and safety concerns, while expanding transparency requirements for affected agencies and mobile home park community water systems. Although the bill did not advance this legislative session, the item has been continued to the upcoming workplan, and LAFCO staff will continue refining the proposal with stakeholders for potential introduction in 2027.			

[1] Bill numbers are hyperlinked to their respective legislative information pages

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[1] Bill numbers are hyperlinked to their respective legislative information pages

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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Eileen Delaney, Alt.
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ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

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AGENDA REPORT
Consent | Information

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Erica Sellen, Commission Clerk

SUBJECT: Cities Advisory Committee | Report on September 17, 2026 Meeting

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive a report on the September 17, 2026 meeting of its Cities Advisory Committee. The report is in the form of draft minutes and is presented for information only.

BACKGROUND

Cities Advisory Committee

San Diego LAFCO's Cities Advisory Committee (CAC) advises the Commission on developing and implementing its adopted workplan, with increasing input on municipal service reviews. All 18 cities in San Diego County are represented on the Committee by their city manager or designee, with moderator duties assigned to the Executive Officer. The Committee meets twice a year, typically in March and September, and is authorized by the Commission to meet remotely or in a hybrid format under Senate Bill 707 and Government Code Section 54953.8.6.

DISCUSSION

This item is for San Diego LAFCO to receive a report – in the form of the attached minutes – on the CAC's September 17, 2026 meeting. Fourteen of 18 cities attended in a hybrid format. Two items highlighted the agenda: a discussion of the recently completed Carlsbad Subregion MSR, and LAFCO's intention to restart work on a legislative proposal drawn from a 2024 U.C. Berkeley report. The first item, presented by Local Government Analyst II Michaela Peters, used the Carlsbad review as a working example of how staff approaches a city-focused MSR, from scoping and engagement through service evaluations and determinations. Time constraints prevented discussion of the second item. The proposal would authorize LAFCOs to initiate annexations or service extensions to address documented water and wastewater health and safety threats, with a focus on economically disadvantaged communities, and would expand public engagement in MSRs. Members expressed interest in a special meeting to take it up, and staff is coordinating availability.

ANALYSIS

None.

RECOMMENDATION

This item is presented to San Diego LAFCO for information only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

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

Respectfully,

Erica A. Sellen

Erica Sellen
Commission Clerk

Attachment:

1) DRAFT: Cities Advisory Committee Meeting Minutes – September 17, 2026

DRAFT
SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION
AD HOC CITIES ADVISORY COMMITTEE SPECIAL MEETING

SEPTEMBER 17, 2026

REMOTE and IN PERSON ATTENDANCE
- Consistent with SB 707 -
County Administration Center
1600 Pacific Highway, Room 302
San Diego, California

1. 10:00 A.M. – CALL TO ORDER

Executive Officer Keene Simonds called the meeting to order at 10:03 a.m.

Item 1a
ROLL CALL

Committee Secretary Erica Sellen performed the roll call with the following attendance recorded. Fourteen cities were represented and a quorum was accordingly confirmed.

Regular Members Present:

Chula Vista | Roy Sapa'u
Encinitas | Jennifer Campbell
Imperial Beach | Tyler Foltz
La Mesa | Lynnette Santos
National City | Martin Reeder (joined at 10:08 a.m.)
Oceanside | Jonathan Borrego (left at 11:20 a.m.)
Poway | Tracy Stevens
San Diego | Dave Rolland
Santee | Wendy Kaserman
Solana Beach | Alyssa Muto
Vista | John Conley

Alternate Members Present (voting):

Del Mar | Clem Brown
Escondido | Chris McKinney
San Marcos | Isaac Etchamendy

Regular Members Absent:

Carlsbad | Paz Gomez
Coronado | Tina Friend
Del Mar | Ashley Jones
El Cajon | Vince DiMaggio
Escondido | Sean McGlynn
Lemon Grove | Tony Winney
San Marcos | Michelle Bender

The following members of San Diego LAFCO staff were present at roll call: Executive Officer Keene Simonds; Assistant Executive Officer Priscilla Mumpower; Analyst II Michaela Peters; Analyst I Joelle Burila; Analyst I Meghan Traynor; Communications Associate Aiden Velasquez; and Commission Clerk Erica Sellen serving as Committee Secretary. LAFCO Consultant Adam Wilson was also present at the meeting.

Item 1b
PLEDGE OF ALLEGIANCE

Executive Officer Keene Simonds led the Pledge of Allegiance.

2. AGENDA REVIEW

Executive Officer Keene Simonds provided an overview and stated no changes were needed to the agenda. He highlighted Agenda Item No. 4a. He also provided instructions for Committee members and the public on how to comment.

3. CONSENT ITEMS

a) Approval of Meeting Minutes for March 19, 2026
The Committee considered draft summary minutes prepared for the last meeting held on March 19, 2026. Recommendation to approve as presented.

b) Report on Adopted 2026-2027 Workplan
The Committee received a report on the adopted workplan and activities related to the 30 special projects scheduled for 2025-2026. Information only.

c) Legislative Report
The Committee received an update on legislation relevant to the Commission's oversight and related interests – tracked by LAFCO staff during the 2025–2026 State Legislative Session. Information only.

d) Approval of 2027 Meeting Calendar
The Committee considered approving its regular meeting schedule for the 2027 calendar year. Recommendation to approve biannual meetings on the third Thursday of March and September 2027.

**

On motion by Martin Reeder (National City), seconded by Jennifer Campbell (Encinitas), the Committee unanimously approved the Consent Calendar.

4. BUSINESS ITEMS

a) Final Report | Municipal Service Review on the Carlsbad-Encinitas Region (Part I: Carlsbad Subregion): City of Carlsbad and Carlsbad Municipal Water District
The Committee received a presentation on the final Municipal Service Review (MSR) for the Carlsbad Subregion, accepted by the Commission at its June 15, 2026 special meeting. The MSR fulfills LAFCO's statutory responsibility to independently evaluate the availability and performance of public-serving services relative to community needs and make related determinations. The report covers two agencies under LAFCO's jurisdiction: the City of Carlsbad and its subsidiary district, the Carlsbad Municipal Water District (CMWD). The item is presented as a practical preview for

BUSINESS ITEMS CONTINUED…

Item 4a Continued…

member cities ahead of their own upcoming MSRs, with Carlsbad serving as a working example of how LAFCO approaches a city-focused review, from agency engagement and data collection through service evaluations and written determinations. The Committee is invited to share feedback on the approach, including what members find useful, what they would like to see done differently, and why. Committee input will be considered in scoping and preparing future city MSRs.

Staff presentation provided by Analyst II Michaela Peters.

Comments were received from the following members:

- Jonathan Borrego, Oceanside
- Wendy Kaserman, Santee
- Alyssa Muto, Solana Beach
- Chris McKinney, Escondido
- Clem Brown, Del Mar
- Dave Rollan, San Diego
- Jennifer Campbell, Encinitas
- Isaac Etchamendy, San Marcos

b) Legislative Proposal Update | UC Berkeley Initiative

Due to time constraints, this Agenda Item was not heard by the Committee.

Executive Officer Keene Simonds stated this Agenda Item would be emailed to Committee members for their feedback. He also noted a special meeting could be held to discuss this Agenda Item before being heard by the Commission.

c) Adopted Rolling Five-Year Study Schedule

The Committee received an update on the Commission's rolling five-year study schedule. The update follows the Commission's action in August 2026 to advance the existing schedule by one year, resetting the planning horizon to FY 27 through 31 to maintain alignment with the adopted FY 2026–2027 workplan, while also incorporating refinements based on recently completed studies, prior Commission direction, and evolving service delivery models. Information only.

Staff presentation provided by Assistant Executive Officer Priscilla Mumpower.

Comments were received from the following members:

- Wendy Kaserman, Santee
- Lynnette Santos, La Mesa

5. COMMITTEE MEMBER REPORTS

None.

6. LAFCO EXECUTIVE OFFICER REPORT

None.

7. OPEN EXPRESSION

None.

8. ADJOURNMENT

The Cities Advisory Committee meeting was adjourned at 11:23 a.m.

Attest:

Erica Sellen
Committee Secretary

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

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ADMINISTRATION

Keene Simonds
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Holly O. Whatley
Commission Counsel

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AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Holly O. Whatley, Commission Counsel
Priscilla Mumpower, Assistant Executive Officer

SUBJECT: Cities Advisory Committee |
Renewal of Remote Meeting Authorization

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider renewing authorization for its Cities Advisory Committee (CAC) to meet by teleconference under Senate Bill 707. The Commission first granted authorization in March 2026, and the statute requires the supporting findings to be renewed every six months. Staff recommends adopting the attached resolution renewing the authorization and required findings.

BACKGROUND

Remote Meetings & State Law

SB 707, effective January 1, 2026, allows a legislative body to authorize an eligible advisory body to meet by teleconference. Government Code Section 54953.8.6, provided as Attachment One, requires the legislative body to adopt specified findings, designate a primary physical meeting location open to the public, and renew the findings every six months. Remote meetings remain subject to all Brown Act notice, agenda, and public access requirements.

Cities Advisory Committee

The CAC is a standing advisory committee created by the Commission and reconstituted in 2018 after a period of dormancy beginning in the 1990s. All 18 cities in San Diego County are represented by their city manager or designee, with the Executive Officer serving as moderator. The CAC advises the Commission on developing and implementing its adopted workplan, with increasing input on municipal service reviews. It qualifies under SB 707 because it serves in a purely advisory capacity, has no authority to take final action, and has no primary jurisdiction over elections, budgets, or spending proposals.

DISCUSSION

This item is for San Diego LAFCO to consider renewing the CAC's teleconference authorization. The Commission first authorized remote meetings in March 2026 to address recurring quorum challenges, including cancellation of the CAC's March 2025 meeting. Participation has since improved, with 14 of 18 cities attending the CAC's September 17, 2026 meeting. Renewal is requested at this time following cancellation of the Commission's September and October meetings.

ANALYSIS

Continued authorization would support consistent participation and timely city input on San Diego LAFCO's workplan, while preserving both in-person and remote opportunities for public participation. The following findings support the Commission in renewing teleconference authorization under Government Code Section 54953.8.6:

1. The Commission has considered the circumstances of the Cities Advisory Committee, including past challenges in achieving a quorum and improved participation since remote meetings were authorized.

2. Teleconference meetings would enhance public access to Committee meetings. The public has been informed that remote audio-visual participation will be available at regularly scheduled meetings and was given the opportunity to comment on this renewal at the Commission's November 2, 2026 meeting.

3. Teleconference meetings would promote the attraction, retention, and diversity of city representatives on the Committee.

4. The Commission designates the San Diego LAFCO offices at 2550 Fifth Avenue, Suite 725, San Diego, California 92103, as the primary physical meeting location under Government Code Section 54953.8.6(a)(1), where agendas will be posted and where Committee members and the public may attend in person.

Staff will return for renewal within six months and every six months thereafter while the format continues, timed to precede each scheduled CAC meeting.

RECOMMENDATION

Staff recommends San Diego LAFCO adopt the attached resolution renewing teleconference authorization for the CAC and the required findings. This recommendation is consistent with Alternative One in the following section.

ALTERNATIVES FOR ACTION

The following alternative actions are available to San Diego LAFCO:

Alternative One (recommended):
Adopt the resolution provided as Attachment Two renewing teleconference authorization for the Cities Advisory Committee.

Alternative Two:
Continue the item to a future meeting with direction to staff on any additional information requested.

Alternative Three:
Take no action, in which case the Cities Advisory Committee would resume in-person meetings.

PROCEDURES

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

Respectfully,



Priscilla Mumpower
Assistant Executive Officer

Attachments:

1. Government Code Section 54953.8.6 Text
2. Proposed Resolution Renewing CAC Teleconference Meeting Authorization

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STATE OF CALIFORNIA
LEGISLATIVE COUNSEL BUREAU
AUTHENTICATED
ELECTRONIC LEGAL MATERIAL

State of California

GOVERNMENT CODE

Section 54953.8.6

54953.8.6. (a) An eligible subsidiary body may conduct a teleconference meeting pursuant to Section 54953.8, provided that it complies with the requirements of that section and all of the following additional requirements:

(1) The eligible subsidiary body shall designate one physical meeting location within the boundaries of the legislative body that created the eligible subsidiary body where members of the subsidiary body who are not participating remotely shall be present and members of the public may physically attend, observe, hear, and participate in the meeting. At least one staff member of the eligible subsidiary body or the legislative body that created the eligible subsidiary body shall be present at the physical meeting location during the meeting. The eligible subsidiary body shall post the agenda at the physical meeting location, but need not post the agenda at a remote location.

(2) (A) A member of the eligible subsidiary body shall visibly appear on camera during the open portion of a meeting that is publicly accessible via the internet or other online platform, except if the member has a physical or mental condition not subject to subdivision (c) of Section 54953 that results in a need to participate off camera.

(B) The visual appearance of a member of the eligible subsidiary body on camera may cease only when the appearance would be technologically infeasible, including, but not limited to, when the member experiences a lack of reliable broadband or internet connectivity that would be remedied by joining without video.

(C) If a member of the eligible subsidiary body does not appear on camera due to challenges with internet connectivity, the member shall announce the reason for their nonappearance prior to turning off their camera.

(3) An elected official serving as a member of an eligible subsidiary body in their official capacity shall not participate in a meeting of the eligible subsidiary body by teleconferencing pursuant to this section unless the use of teleconferencing complies with the requirements of paragraph (3) of subdivision (b) of Section 54953.

(4) (A) In order to use teleconferencing pursuant to this section, the legislative body that established the eligible subsidiary body by charter, ordinance, resolution, or other formal action shall make the following findings by majority vote before the eligible subsidiary body uses teleconferencing pursuant to this section for the first time, and every six months thereafter:

(i) The legislative body has considered the circumstances of the eligible subsidiary body.

(ii) Teleconference meetings of the eligible subsidiary body would enhance public access to meetings of the eligible subsidiary body, and the public has been made aware of the type of remote participation, including audio-visual or telephonic, that will be made available at a regularly scheduled meeting and has been provided the opportunity to comment at an in-person meeting of the legislative body authorizing the subsidiary body to meet entirely remotely.

(iii) Teleconference meetings of the eligible subsidiary body would promote the attraction, retention, and diversity of eligible subsidiary body members.

(B) (i) An eligible subsidiary body authorized to use teleconferencing pursuant to this section may request to present any recommendations it develops to the legislative body that created it.

(ii) Upon receiving a request described in clause (i), the legislative body that created the subsidiary body shall hold a discussion at a regular meeting held within 60 days after the legislative body receives the request, or if the legislative body does not have another regular meeting scheduled within 60 days after the legislative body receives the request, at the next regular meeting after the request is received.

(iii) The discussion required by clause (ii) shall not be placed on a consent calendar, but may be combined with the legislative body's subsequent consideration of the findings described in subparagraph (A) for the following 12 months.

(iv) The legislative body shall not take any action on any recommendations included in the report of a subsidiary body until the next regular meeting of the legislative body following the discussion described in clause (ii).

(C) After the legislative body makes the findings described in subparagraph (A), the eligible subsidiary body shall approve the use of teleconferencing by majority vote before using teleconference pursuant to this section.

(D) The legislative body that created the eligible subsidiary body may elect to prohibit the eligible subsidiary body from using teleconferencing pursuant to this section at any time.

(b) (1) For purposes of this section, "eligible subsidiary body" means a legislative body that meets all of the following:

(A) Is described in subdivision (b) of Section 54952.

(B) Serves exclusively in an advisory capacity.

(C) Is not authorized to take final action on legislation, regulations, contracts, licenses, permits, or any other entitlements, grants, or allocations of funds.

(D) Does not have primary subject matter jurisdiction, as defined by the charter, an ordinance, a resolution, or any formal action of the legislative body that created the subsidiary body, that focuses on elections, budgets, police oversight, privacy, removing from, or restricting access to, materials available in public libraries, or taxes or related spending proposals.

(2) An eligible subsidiary body may include members who are elected officials, members who are not elected officials, or any combination thereof.

(c) This section shall remain in effect only until January 1, 2030, and as of that date is repealed.

(Added by Stats. 2025, Ch. 327, Sec. 14. (SB 707) Effective January 1, 2026. Repealed as of January 1, 2030, by its own provisions.)

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RESOLUTION NO._____

A RESOLUTION OF THE SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION AUTHORIZING THE CITIES ADVISORY COMMITTEE TO CONDUCT FULLY REMOTE TELECONFERENCE MEETINGS

WHEREAS, pursuant to Senate Bill No. 707 ("SB 707"), effective January 1, 2026, a legislative body may authorize an eligible subsidiary body to conduct its meetings via teleconference under the Brown Act; and

WHEREAS, the Cities Advisory Committee is an eligible legislative body for purposes of SB 707 because it is a committee created by the Commission that serves in an exclusively advisory capacity, with no authority to take final action, and without primary subject matter jurisdiction over elections, budgets, or spending proposals; and

WHEREAS, the Commission first authorized the Cities Advisory Committee to conduct fully remote teleconference meetings pursuant to Government Code Section 54953.8.6 at its March 2, 2026, regular meeting; and

WHEREAS, Government Code Section 54953.8.6(a)(4)(A) requires the Commission to renew specified findings every six months for the Cities Advisory Committee to continue using teleconferencing under that section; and

WHEREAS, the Commission desires to renew authorization for the Cities Advisory Committee to conduct fully remote teleconference meetings, subject to the required findings.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

1. RECITALS. The Recitals above are true and correct and incorporated herein by reference.

2. FINDINGS. Per Government Code Section 54953.8.6(a)(4)(A), the Commission hereby makes the following findings:

    a) The Commission has considered the challenge in establishing quorum among the membership of the Cities Advisory Committee and its successful completion of two teleconference meetings following the Commission's initial authorization;

    b) Teleconference meetings of the Cities Advisory Committee would enhance public access to meetings, and the public has been made aware that remote participation by the public will include the opportunity for audio-visual participation that will be made available at a regularly scheduled meeting and has been provided the opportunity to comment at the Commission's November 2, 2026, regular meeting considering renewal of authorization for Committee members to participate entirely remote; and

    c) Teleconference meetings of the Cities Advisory Committee would promote the attraction, retention, and diversity of eligible city representatives.

3. MEETING LOCATION. Per Government Code Section 54953.8.6(a)(1), the Commission designates the offices of the San Diego County Local Agency Formation Commission, located at 2550 Fifth Ave #725, San Diego, CA 92103, as the location where all meeting agendas of the Cities Advisory Committee shall be posted and where any members of the Commission, Cities Advisory Committee, or the public may attend in person.

4. EFFECTIVE DATE. This Resolution shall take effect immediately upon adoption, and shall be reconsidered every six months thereafter.

5. CORRECTIONS. As allowed under Government Code Section 56107, the Commission authorizes the Executive Officer to make non-substantive corrections to this resolution to address any technical defects, errors, irregularities, or omissions.

**

PASSED AND ADOPTED by the Commission on November 2, 2026 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

**

Attest:

_____
Keene Simonds
Executive Officer

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

OFFICERS

Chair Kristi Becker
City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

COMMISSIONERS

Paloma Aguirre
County of San Diego

Joel Anderson
County of San Diego

Monica M. Steppe, Alt.
County of San Diego

Dane White
City of Escondido

John McCann Alt.
City of Chula Vista

Stephen Whitburn
City of San Diego

Marni von Wilpert, Alt.
City of San Diego

Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION

Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

5I

AGENDA REPORT
Consent | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Holly O. Whatley, Commission Counsel

SUBJECT: **Designation of Labor Negotiators**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider designating its labor negotiators for purposes of reviewing – and negotiating if warranted – the salary and benefits of the Executive Officer as part of the annual performance review. Consistent with policy and practice, it is recommended the Commission formally designate Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn as its negotiators in step with their role as the Executive Officer Compensation Committee.

DISCUSSION

The Brown Act, the State's open meeting law, authorizes LAFCO to discuss its Executive Officer's compensation and benefits in closed session. "However, prior to the closed session, the legislative body of the local agency shall hold an open and public session in which it identifies its designated representatives" who will negotiate on behalf of LAFCO (Gov. Code, § 54957.6, subd. (a).) LAFCO's internal rules establish a procedure for negotiating the Executive Officer's compensation and benefits. Under LAFCO Rule No. 6.20(6)(b), "The Executive Officer Compensation Committee shall periodically review and rate the performance of the Executive Officer and make

recommendations to the full Commission for any adjustments to the Executive Officer's compensation." LAFCO Rule No. 6.20(6)(a) states:

> "The Executive Officer Compensation Committee shall consist of three members of the Personnel Committee as provided under Rule No. 1.11 with the option of the Chair to add a fourth member at his or her discretion." LAFCO Rule No. 1.11 reads, "The Commission establishes the Personnel Committee to review matters relating to the Personnel Rules outlined in Section 6. The Committee shall be composed of three members of the Commission consisting of the Chair, Vice Chair, and Immediate Past Chair. The Chair shall make an appointment to fill the Immediate Past Chair seat on the Personnel Committee should the Immediate Past Chair no longer be on the Commission."

RECOMMENDATION

It is recommended San Diego LAFCO designate by minute order Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn to serve as labor negotiators to negotiate the Executive Officer's salary and benefits.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO through a single motion:

Alternative One (recommended):
Designate by minute order Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn to serve as labor negotiators to negotiate the Executive Officer's salary and benefits.

Alternative Two:
Continue the agenda item to another meeting.

Respectfully,

Holly O. Whatley
General Counsel

SAN DIEGO LAFCO EST. 1963
Local Agency Formation Commission
Regional Service Planning | Subdivision of the State of California

OFFICERS
Chair Kristi Becker
City of Solana Beach

Vice Chair Barry Willis
Alpine Fire Protection

COMMISSIONERS
Paloma Aguirre
County of San Diego

Joel Anderson
County of San Diego

Monica M. Steppe, Alt.
County of San Diego

Dane White
City of Escondido

John McCann Alt.
City of Chula Vista

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Jo MacKenzie
Vista Irrigation

David Drake, Alt.
Rincon del Diablo

Brigette Browning
General Public

Eileen Delaney, Alt.
General Public

ADMINISTRATION
Keene Simonds
Executive Officer

Holly O. Whatley
Commission Counsel

6a

AGENDA REPORT
Public Hearing | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Priscilla Mumpower, Assistant Executive Officer
Meghan Traynor, Local Government Analyst I

SUBJECT: Administrative Draft White Paper | "Homeless Services + Governance in San Diego County"

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive an administrative-draft white paper examining how homelessness services across San Diego County are organized, financed, and held accountable to residents, taxpayers, and businesses. The paper has been prepared by staff consistent with the Commission's adopted work plan and evaluates whether the region's governance arrangements align oversight and service capacity with the scale of need. This includes assessing the existing Continuum of Care (CoC) structure alongside three alternatives – a county or city agency, a joint powers authority, and a special district – and considering how each could affect the service-governance alignment. Staff recommends the Commission accept and file the white paper, with any direction on revisions, additional information, or further inquiry; alternatively, the Commission may direct staff to evaluate one or more of the alternatives in greater depth as a separate work plan item. Following Commission consideration, staff will publish the white paper in final form.

BACKGROUND

Adopted Workplan & White Paper on Homeless Services + Governance

San Diego LAFCO's current fiscal year work plan includes 30 special projects organized into two categories – statutory and administrative – with priority assignments established by the Commission. One of the 10 high-priority projects is a white paper assessing homelessness services in San Diego County. The project ties to the Commission's duty to independently assess the scope and performance of municipal services relative to community needs, present and future, as homelessness response has become a permanent municipal function.

DISCUSSION

This item is for San Diego LAFCO to receive the administrative draft of its calendared white paper evaluating homelessness services and their associated governance, with the opportunity to formally accept the draft should the Commission deem it sufficiently complete. The white paper assesses whether the governance of the region's homelessness response aligns oversight and service capacity with community need – framed as a governance question rather than a judgment on service models. It is organized in five parts. Parts I and II set the context, framing homelessness response as a permanent municipal function and profiling the region's current system – its demand, its Continuum of Care structure, and how services are funded and delivered. Part III reviews how peer regions govern comparable responses through a county agency, a joint powers authority, and a special district. Part IV establishes seven governance criteria and applies them to the existing structure and the three alternative models. Part V presents the paper's closing observations.

A copy of the draft white paper is provided as Attachment One.

ANALYSIS

See attachment.

RECOMMENDATION

It is recommended San Diego LAFCO accept and file the draft white paper, completing the adopted work plan project and subject to any revisions it directs. This recommendation is presented as Alternative One in the following section.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO and can be accomplished through a single-approved motion:

Alternative One (recommended):

Accept and file the draft white paper as completion of the adopted work plan project, subject to any revisions the Commission directs and any further direction it wishes to provide – including, at its discretion, directing staff to further evaluate one or more of the governance alternatives.

Alternative Two:

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

PROCEDURES

This item has been placed on San Diego LAFCO's agenda for action as part of a voluntarily noticed public hearing. The following procedures are recommended in the consideration of this item:

1) Commissioner disclosures, if any.
2) Receive verbal presentation from staff unless waived.
3) Open the hearing and invite comments and close at the Chair's discretion.
4) Discuss and consider the staff recommendation.

On behalf of LAFCO staff,

Meghan Traynor
Local Government Analyst I

Attachment:

1) White Paper: "Homeless Services + Governance in San Diego County"

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Homeless Services + Governance in San Diego County

WHITE PAPER

Examining how the San Diego region organizes, funds, and answers for its response to homelessness with a comparison to similar regions

Administrative Draft
November 2026

Pending Commission Review and Acceptance

Prepared by LAFCO Staff
Meghan Traynor, Local Government Analyst

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I. INTRODUCTION

The Question and the Approach

San Diego LAFCO's governance white paper examines how homelessness services are organized, financed, and held accountable to the public – residents, taxpayers and businesses – across San Diego County. This involves reviewing the region's Continuum of Care (CoC) system – the network of agencies, programs, and funding the U.S. Department of Housing and Urban Development (HUD) loosely defines as all of the people and programs contributing to the end of homelessness in a given place – through a structural rather than programmatic assessment. The paper describes how the CoC is governed, traces where decision-making authority and funding reside, measures operational capacity and demand, and considers structural alternatives against the baseline – a county or city agency model, a joint powers authority, or a special district with its own governing body.

This assessment follows the Commission's inclusion of homelessness services in LAFCO's adopted work plan – the formal step placing the function within LAFCO's review of municipal services. Consistent with LAFCO's mandate to review the governance of municipal services and discourage duplication, the paper is concerned with how the system is organized and held accountable, not with the merits of any particular service model. The aim is to give Commissioners and the public a clear, neutral assessment of whether the existing governance structure overseeing homelessness services is well-matched to community needs, present and future.

The Fit Question...

Homelessness response has become a permanent municipal function in San Diego County. Prepared as part of the Commission's adopted work program, this white paper asks a governance question, not a service one: does the way the region is organized to govern that function match the scale of the need it exists to meet.

Local Homeless Services: San Diego County's Three-Part Ecosystem

San Diego County's homelessness response can be understood as an ecosystem of three groups. The first is the people experiencing homelessness, whom the system exists to serve. The second is the providers – the agencies, programs, and funders that plan, pay for, and deliver services to reduce and respond to homelessness. The third is the public – the residents, taxpayers and businesses who finance the response and to whom it is ultimately accountable. This paper is concerned with the relationship among

these three groups: whether the governance system is organized in a way that lets the public hold it accountable for meeting the needs of those it serves.

Connectivity to LAFCO's Responsibilities + Powers: Homeless Services Have Become a Municipal Function

Over the past decade, responding to homelessness has moved from an episodic, largely charity-driven effort to a permanent, publicly financed function of local government in San Diego County. The evidence is concrete. The City of San Diego alone has increased its homelessness spending roughly elevenfold over the decade – from $9.5 million in FY2017 to $109.5 million in FY2027 – and now maintains a dedicated body of programs, a standing council policy, and a permanent administrative home for the function in its Homelessness Strategies and Solutions Department. The County established a dedicated Department of Homeless Solutions and Equitable Communities in 2021 to lead its prevention and response efforts (now the Office of Homeless Solutions). That the region's two largest general-purpose governments have each built a standing organizational home for this work – a department at the City, an office at the County – is itself telling. Alongside them, the Regional Task Force on Homelessness, the region's housing authorities, and the other 17 cities each carry their own responsibilities and budgets – albeit at different levels. Consequently, what was once handled at the margins has clearly become a core, recurring, tax-supported service – in short, a municipal function.

Nonprofit and charitable organizations have long been central to this work – historically the earliest providers of relief and shelter, and increasingly formal partners in a publicly financed system, delivering services under government contracts and alongside public agencies. This continuing role does not place the function outside government. Many services the region now treats as core municipal functions began as private or volunteer efforts – fire protection among them – and became governmental responsibilities as the need grew permanent and communitywide; homelessness response has followed the same arc. Measured against established functions such as water, fire, and public safety, it now shares their defining features: a permanent administrative home, standing policy direction, and a recurring claim on local General Funds. That nonprofit providers remain central to delivery reflects the mixed public-private model common to many public services and, given the scale of public funding now involved, strengthens rather than weakens the case for examining how the overall response is organized and overseen.

This shift brings the subject within LAFCO's purview. LAFCO's enabling mandate, set by the Legislature, is to promote the orderly formation and governance of local agencies and the efficient provision of services, consistent with community needs – present and future. A service that has become a permanent municipal function, delivered across numerous independent jurisdictions, is precisely the kind of arrangement LAFCOs are tasked to evaluate in the interest of effective and accountable local government – and, where warranted, to act on through their authority to form new local agencies, including special districts. Recognizing this, the Commission has calendared and prioritized this white paper as a discretionary study within its adopted work program. Consistent with this mandate, the paper is neutral on service model: it does not ask whether government should respond to homelessness, nor which service approach is best, but whether the governance of an established municipal function is well-matched to the need it must meet.

Connection to LAFCO...

The Legislature created LAFCOs in all 58 counties, delegating boundary authority and charging them to evaluate how local agencies are formed, governed, and coordinated to deliver public services. Homelessness response has become exactly this – a permanent public service, delivered across dozens of independent jurisdictions. This service dynamic makes it a governance question LAFCO is chartered to examine.

The Governance Question: Does the Way the Region Governs its Homelessness Response Match Need

To make this structural assessment – whether the governance of homelessness services in San Diego County meets current and future community needs – the white paper examines the region's response across four related dimensions. The paper begins with the scale of need, since demand gives rise to the function itself, while oversight, capacity, and performance all exist in response to it.

- Demand: the scale of need – how many people experience homelessness, the demographics of that population, and how the data trends over time.
- Oversight: who holds responsibility and authority over the response: who plans, who prioritizes funding, who monitors performance, who can raise revenue for services, and who is ultimately accountable to the public.
- Capacity: the services and programs actually in place to meet the need: housing, shelter, outreach, prevention, and the funding that sustains them.

- Performance: the degree of fit among the first three: whether the oversight structure, the scale of demand, and the available capacity are aligned, or whether authority, need, and resources pull in different directions.

Performance, framed this way, is a question of alignment. The paper proceeds from a simple premise: a system can have capable providers and real resources and still fall short when no one holds authority equal to the need, or when capacity sits where demand does not. Accordingly, the fundamental governance question this paper explores is one of fit – does the way the region currently governs its homelessness response match the scale and reach of the need it exists to meet?

Roadmap to Governance Question

The paper is built to answer that question section by section, each part laying the groundwork for the next. It begins with the scale of need (Context), turns to the oversight structure and the region's programs and capacity (the San Diego CoC Structure), examines alternative governance structures (Peer CoCs), and asks whether oversight, demand, and capacity sufficiently align within the San Diego CoC (Observations & Alternatives). The paper closes without making recommendations on how to deliver services, but with observations on governance: whether the current structure matches oversight to demand and capacity, and which structural alternatives might improve the match going forward.

Observations, Not Recommendations...

This paper recommends neither a service model nor a structure. It offers observations on governance – whether oversight matches demand and capacity – and flags the structural paths worth weighing, among them a countywide joint powers authority or special district.

II. CONTEXT:
Scale and Character of the Need in San Diego County

Continuums of Care + Data Sources on Homelessness

Understanding homelessness begins with understanding how it is measured – and that starts with the federal government. The U.S. Department of Housing and Urban Development requires communities across the country to organize into geographically defined Continuums of Care (CoCs) – the network of people and organizations responding to homelessness within a given geographic area – and to meet certain conditions to receive federal funding. Every California county falls within a HUD-recognized CoC, though CoC boundaries do not necessarily follow county lines: some CoCs cover a single city or county, while others – particularly in less populated areas – span multiple counties. The San Diego CoC covers the entire county, including all 18 incorporated cities and unincorporated areas. The governance structure of the San Diego CoC, including its board and core responsibilities, is examined later in this paper.

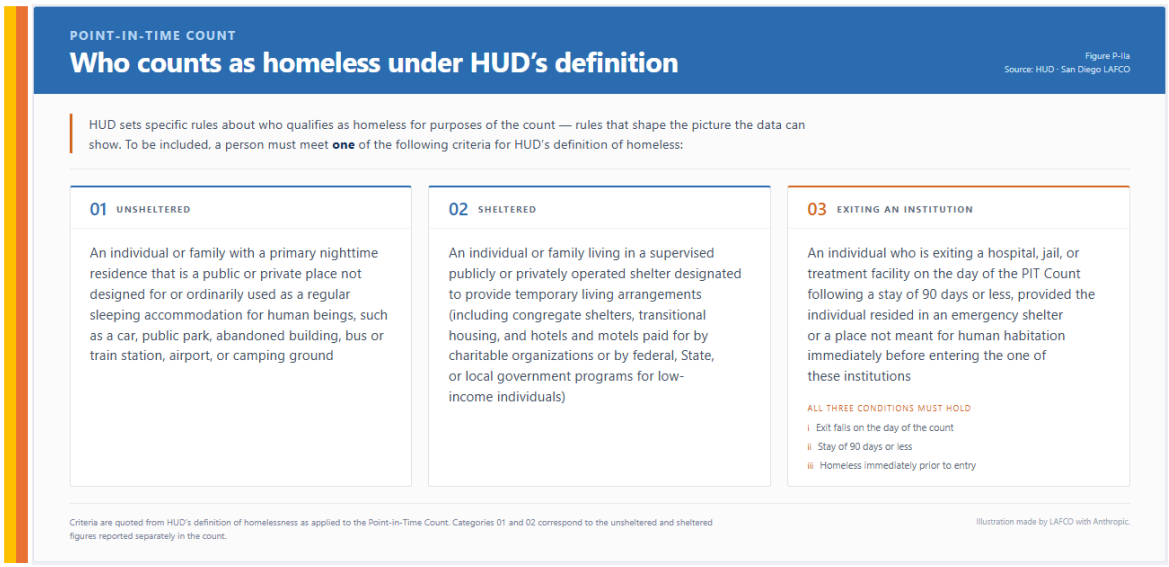
How the System Fits Together...

The federal government (HUD) requires each region to organize into a Continuum of Care (CoC) and, as a condition of funding, to count homelessness two ways: a one-night annual census (the PIT Count) and a continuous year-round record of who uses services (HMIS). San Diego's CoC spans the entire county. This section draws on both data sources.

Regardless of how CoCs are bounded, they share two core responsibilities for tracking homelessness: conducting an annual Point-in-Time (PIT) Count of people experiencing homelessness and operating a Homeless Management Information System (HMIS) to track service use year-round. The two serve different purposes. The PIT Count is a single-night census – a standardized snapshot that HUD uses to compare regions and measure change over time, while only capturing a metric of homelessness on one night. HMIS, by contrast, is a continuous record: it tracks individuals as they move through the region's shelters, housing, and services across the full year, offering depth and flow that a one-night count cannot. Read together, they give the region both a comparable benchmark and a fuller picture. Each is described in turn below, along with its strengths and limitations.

Annual Point-in-Time (PIT) Count

The San Diego County PIT Count, locally known as "WeAllCount," is an annual census of the homeless population led by the Regional Task Force on Homelessness (RTFH), the nonprofit organization responsible for coordinating the region's homelessness planning, data collection, and federal funding applications on behalf of the San Diego CoC at-large. The PIT Count is a countywide effort with participation from local jurisdictions, homeless-service providers, community organizations, and volunteers throughout the region. The count is conducted on a single night in late January and is designed to provide a one-day snapshot of the number of people experiencing homelessness. Not everyone lacking stable housing is counted, however. HUD sets specific rules about who qualifies as homeless for purposes of the count – rules that shape the picture the data can show. For purposes of the PIT Count, a person qualifies as homeless if, on the night of the count, they are living in a place not meant for habitation (such as a car, park or underpass), or in an emergency shelter, transitional housing, or safe haven (including hotels or motels paid for by charity or government). A person who has recently left an institution – a hospital, jail, or treatment facility where they stayed 90 days or less, having been homeless before entering – is also counted, but only if they are living on the street or in shelter on the night of the count.[1]



[1] Source: The 2024 Annual Homelessness Assessment Report (AHAR to Congress) Part 1: Point-In-Time Estimates of Homelessness, December 2024, page 11.

Individuals living in permanent housing supported by rental assistance – such as Housing Choice Vouchers (Section 8) – or in permanent supportive housing programs do not meet HUD's definition of "lacking a fixed, regular, and adequate nighttime residence", and, consequently, are not included in the PIT Count.

The PIT Count has limitations. Most notably, because the count is limited to following HUD's definition of homelessness, it necessarily leaves some people out who otherwise lack stable housing. These populations include individuals who are temporarily staying with friends or family ("doubled up"), paying for a temporary hotel or motel stay, and individuals who are inside a hospital, jail, or treatment facility on the night of the count – even if they were homeless before entering or are expected to be discharged into homelessness – because they are not on the street or in shelter that night. As a result, the PIT Count provides a standardized snapshot of homelessness on a single night but does not present a complete picture within each community. And even among those who do qualify, data quality varies, because not all shelters consistently – if at all – enter their data into the Homeless Management Information System, the regional database that tracks people receiving homelessness services. Despite these data limitations, the PIT Count continues to serve as an important reference point for measuring changes in homelessness across time within U.S. communities, employing a standardized methodology to capture the size, composition, and geographic distribution of each CoC's homeless population.[2]

An expanded discussion of groups excluded from PIT Count reporting, and suggestions for ensuring that homelessness statistics reporting reflects the total homeless population, are provided in Appendix D.

Homeless Management Information System (HMIS)

If the PIT Count is a single-night snapshot, HMIS data provides a broader, more continuous view – tracking individuals as they interact with the region's homelessness response system throughout the year, including the number of active clients, the services they received, and the number of people housed in a given month and over time. Operating an HMIS database is not optional: HUD requires every CoC to operate one as a condition of funding, and homelessness

[2] The PIT Count's methodology has been refined over the past decade - including expanded coverage areas, a dedicated youth count, and a shift towards direct engagement. These changes improve accuracy, but mean year-to-year figures are not strictly uniform; see Appendix C.

service providers receiving federal dollars must enter client-level data into it. The system serves as the region's central database for homelessness services – the source from which nearly all local homelessness reporting, including the federal performance reports described below, is ultimately drawn.

HUD requires each CoC to submit two annual reports utilizing data entered into HMIS – the System Performance Measures (SPM) and the Longitudinal Systems Analysis (LSA) reports. Locally, RTFH compiles data contained within these two reports into an annual "Homelessness Crisis Response System Data and Performance Report," which analyzes four of the seven key performance indicators used to assess the San Diego CoC system. Beyond these federal requirements, and although not required by HUD, since 2022 RTFH has also published monthly data reports – likewise derived from HMIS – showing the number of people entering and exiting homelessness along with other trends and demographic data.[3] The SPM and LSA are discussed further in Appendix G.

10 Years of Data on Homelessness: San Diego CoC PIT Counts, 2016 to 2025

The ten-year period from 2016 through 2025 provides a useful baseline for understanding how homelessness has changed in San Diego County and, importantly, where the most consequential shifts have occurred. While the annual PIT Count is a single-night snapshot, its standardized methodology offers a consistent measure for assessing changes in the size, composition, and geographic distribution of the region's homeless population over time. Considered alongside HMIS data and broader housing and economic conditions, these counts help distinguish longer-term trends from shorter-term fluctuations germane to governance considerations.

With respect to total counts, and viewed across the 10-year period, the region-wide count has moved through three distinct phases. The first phase was a net decline from 2016 to 2020: after a brief rise in 2017, the one-night total fell to 7,638 by 2020 – a 12.1% decrease from 8,692 in 2016. The second phase corresponds with COVID-19 and a sharp post-pandemic reversal, with the count rising 38.8% to a decade high of 10,605 in 2024. The third phase began in 2025, when the count showed a one-year decline of (6.6%) to 9,905, with reductions among both sheltered and unsheltered populations. This represented a notable break from the post-pandemic increase in

[3] Source: Reports & Data – Regional Task Force on Homelessness San Diego

homelessness, though whether this marks the start of a sustained downward trend remains an open question.

Beyond the total counts, other meaningful metrics of the state of homelessness in San Diego County – including rates of unsheltered homelessness, the types of shelter beds available, and the regional distribution of homelessness – have shifted in ways that influence this paper's assessment of governance fit. Five standalone takeaways follow.

1. Total homelessness is higher than it was a decade ago. The overall homeless count fell through the late 2010s, then reversed in step with the start of the pandemic; even after easing in 2025, it remains above its 2016 level.

2. The San Diego CoC has high rates of unsheltered homelessness. Unsheltered homelessness rose significantly post-pandemic – from 4,106 in 2022 to 6,110 in 2024. In 2025, 57.7% of the homeless population was unsheltered.

3. More people are staying in emergency shelter than transitional housing. In 2016, there were twice as many people staying in transitional housing compared to emergency shelters; by 2025 this composition reversed, with emergency shelter holding roughly three times as many people.

4. The demand for homeless services is concentrating in new places. Homelessness remains concentrated in the region's urban center - City of San Diego, but the decade's biggest geographic move is in East County, whose share of the regional total has nearly doubled over the decade. One caveat applies across these measures: the public's sense of need is shaped partly by visibility, so shifts in where the unsheltered population concentrates can change perceived demand in a given community independent of the underlying count.

5. The 2025 decline in homelessness is an open question. The 2025 count broke the post-pandemic climb, with both sheltered and unsheltered numbers down – though it remains well above the 2016 level. It is still to be determined whether this is the start of a trend or a one-year outlier.

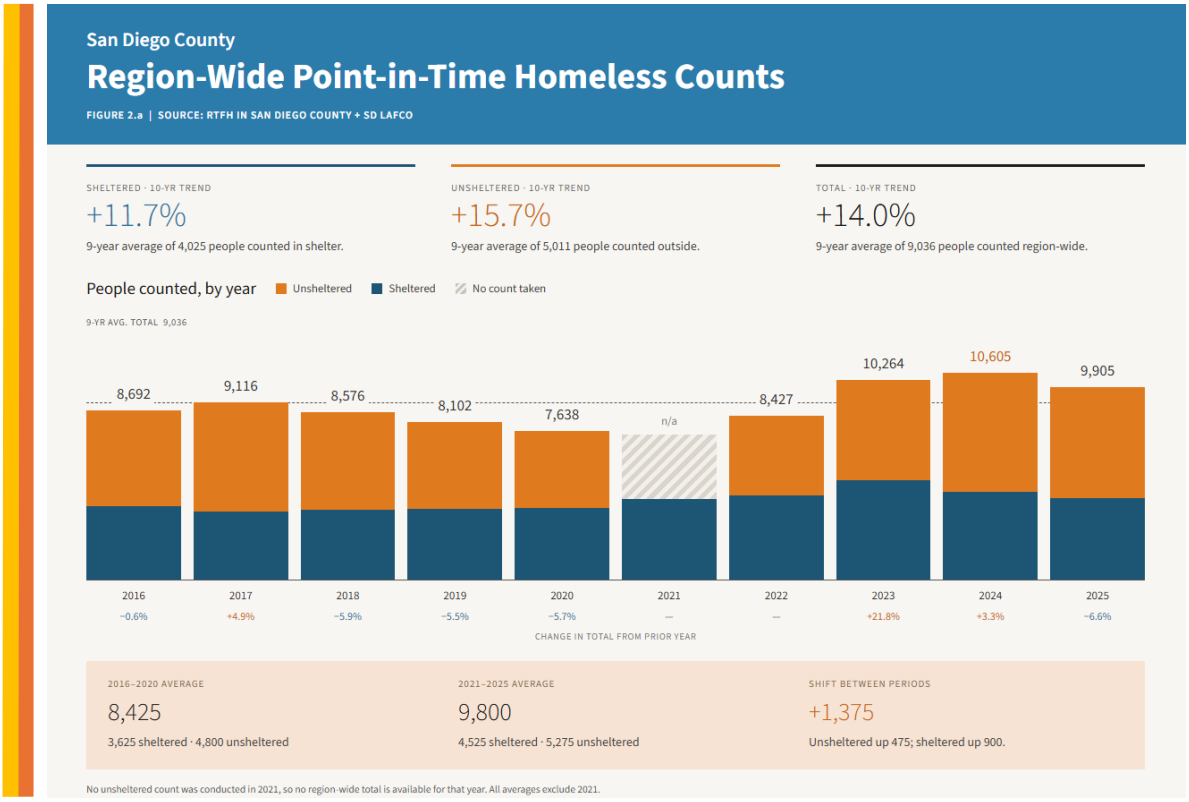
Additional details follow.

Total Homeless Counts

Total homelessness has increased. The total number of homeless individuals increased by 14.0% over the 10-year period between 2016 and 2025.

The recent increase in homelessness is attributed in large part to post-2020 conditions. The region's homeless count experienced a decade-low count of 7,638 in January 2020. The homeless count increased by 29.7% thereafter, despite a sizable decline in the final year, from 2024 to 2025. This post-pandemic rise coincided with the expiration of emergency rental protections and broader economic pressures.

Distinctions beyond the endpoints. Over the full decade, the sheltered and unsheltered populations grew at similar rates – unsheltered up 15.7% and sheltered up 11.7% – but with key distinctions beyond the endpoints. Most notably, sheltered homelessness increased substantially through 2023 and then declined, while unsheltered homelessness surged after 2022 before declining in 2025.

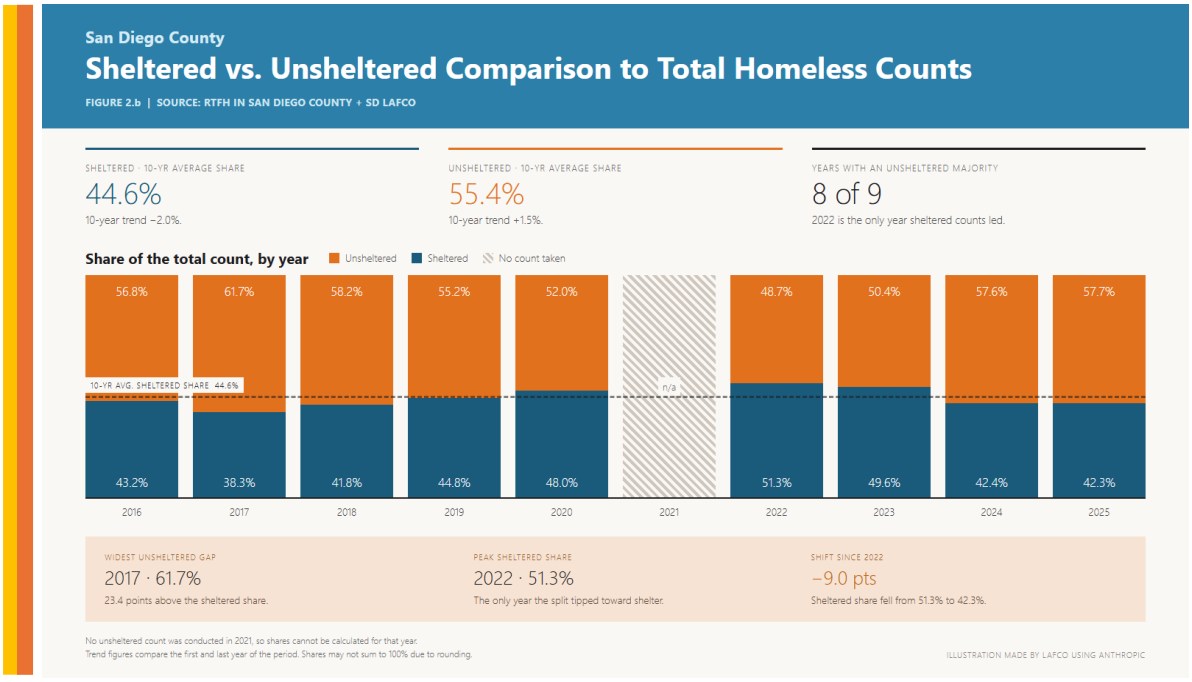


Sheltered vs. Unsheltered Counts

There are high rates of unsheltered homelessness within the San Diego CoC. Across the 10-year reporting period, the average composition has been 55.4% unsheltered and 44.6% sheltered with the former category being the majority in all but one year.

The sheltered share of the count peaked in 2022. It generally increased during the first several years of the reporting period, rising from a low of 38.3% in 2017 to a peak of 51.3% in 2022 – the only year in which sheltered individuals made up a majority of the PIT Count.

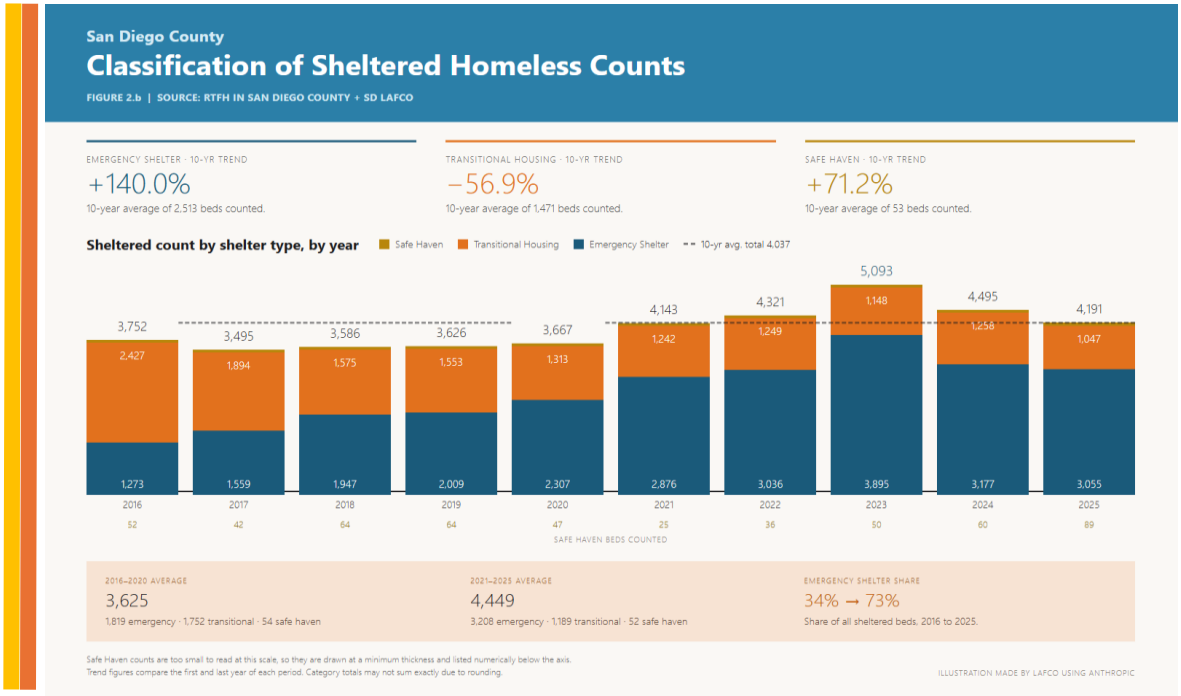
The sheltered share has reversed course since 2022. It declined steadily to 42.3% by 2025 – a drop of 9.0 percentage points in three years. The decline coincided with the wind-down of COVID-19 stimulus funding that had expanded shelter capacity between 2020 and 2023, and with a reduction in shelter beds between 2023 and 2025.



Deeper Dive: Sheltered Counts

Emergency shelter has become the dominant form of shelter. The composition of the sheltered homeless population has changed substantially over the decade, shifting away from transitional housing towards emergency shelters with the latter's share of the total sheltered count rising from 34% in 2016 to 73% in 2025.

Increases in people staying in emergency shelters correlated with the COVID-19 pandemic. The total number of people staying in emergency shelters increased from 2,307 in 2020 to a decade high of 3,895 in 2023 before declining to 3,055 by 2025. Even with the recent decline, the 2025 emergency shelter count remains approximately one-third higher than in 2020 and more than twice the 2016 count.

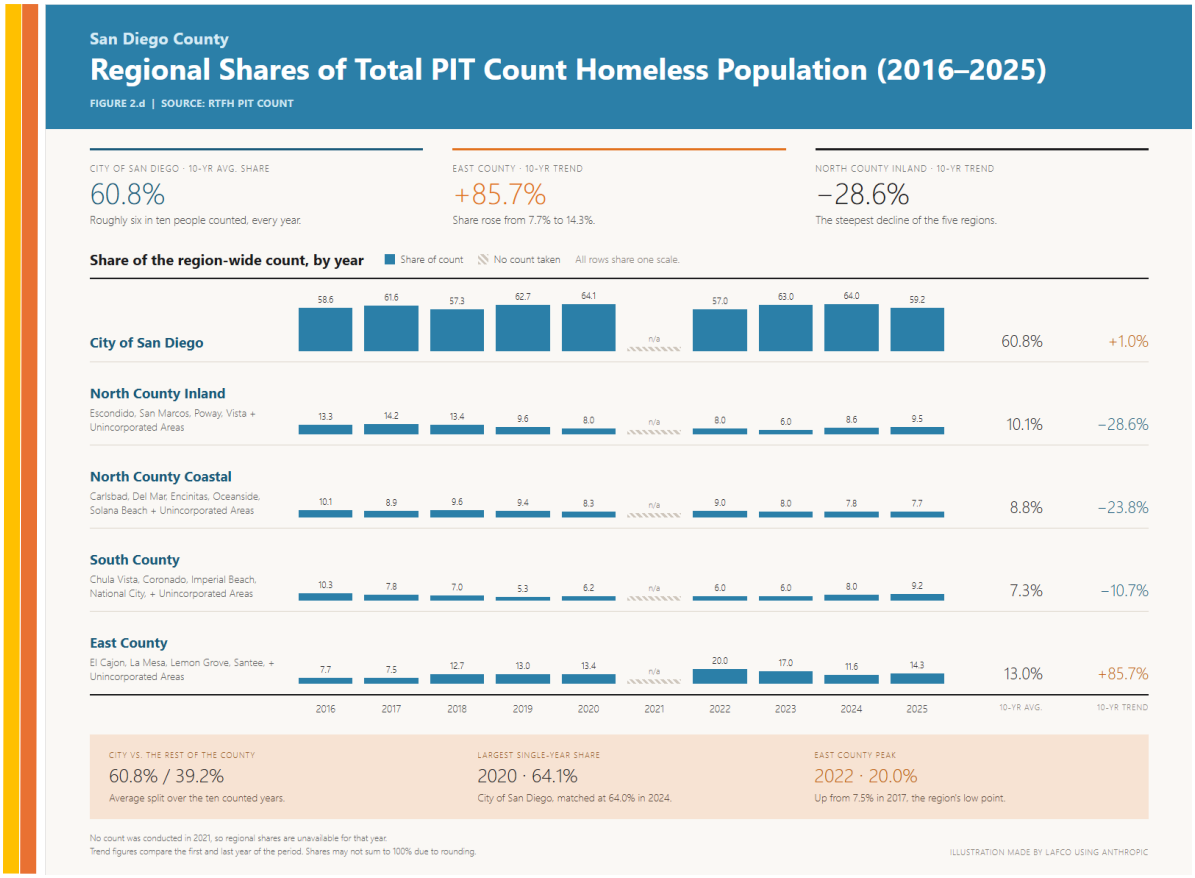


Homelessness by Subregion

Homelessness remains concentrated in the City of San Diego. Approximately six in ten individuals counted as homeless are in the City of San Diego, a remarkably consistent share over the 10-year report period. The City's share changed modestly

from 58.6% in 2016 to 59.2% in 2025, and its period average of 60.8% remains well above its approximately 42.6% share of the countywide population.[4]

East County has experienced the most significant geographic shift. The total share of the homeless population for East County nearly doubled during the 10-year period, increasing from 7.7% in 2016 to 14.3% in 2025, and temporarily reaching 20.0% in 2022. By comparison, the shares attributed to North County Inland, North County Coastal, and South County are all lower in 2025 than in 2016.



10 Years of Housing Inventory Counts
San Diego CoC HIC Counts, 2016 to 2025

While the PIT Count measures the number of people experiencing homelessness on a single night, the Housing Inventory Count (HIC) concurrently measures the region's capacity to respond – identifying the number of beds available across shelter and

[4] The County of San Diego had an estimated population of 3,293,316 in 2025 according to ESRI and its analysis of countywide census tracts. The City of San Diego had a population of 1,404,452 people.

permanent housing programs. The subsequent analysis examines the overall count and composition of available beds within the region's homelessness response system. Three standalone takeaways follow.

1. Overall housing capacity has nearly doubled.
   The total housing inventory in the region has increased from 9,305 beds in 2016 to 17,258 in 2025, a net increase of 85.5%. This increase includes absorbing recent declines in 2024 and 2025.

2. Permanent housing is driving growth in overall housing capacity.
   Permanent housing capacity increased 164.3% from 4,617 beds in 2016 to 12,205 in 2025. Despite dips in 2019 and 2024, the 2025 total represents peak capacity.

3. Shelter housing capacity grew over the 10-year period, with recent reductions.
   Total shelter capacity increased from 4,688 beds in 2016 to a peak of 6,406 in 2023 before falling to 5,053 in 2025, however still a 7.8% increase from 2016.

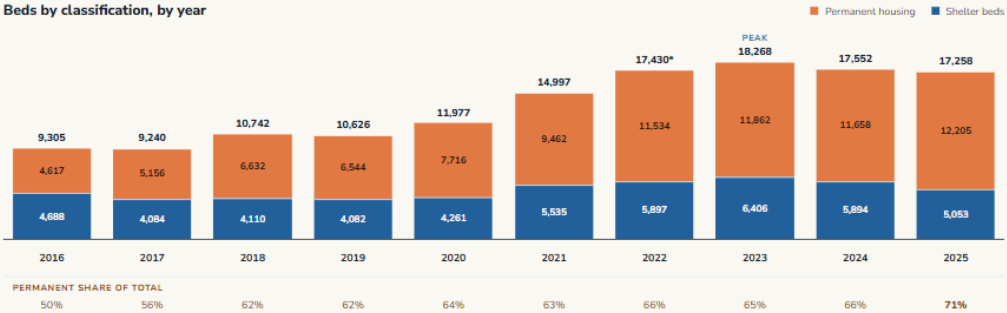
San Diego County

Housing Inventory Counts, 2016–2025

FIGURE 3 · SOURCE: REGIONAL TASK FORCE ON HOMELESSNESS, HOUSING INVENTORY COUNT

TOTAL INVENTORY, 2025	=	PERMANENT HOUSING	+	SHELTER BEDS	PERMANENT SHARE
17,258		12,205		5,053	50% → 71%
+7,953 beds · +85.5%		+7,588 beds · +164.3%		+365 beds · +7.8% · peak 6,406 (2023)	Share of all beds, 16 vs. 25

Beds by classification, by year



PERMANENT SHARE OF TOTAL	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
	50%	56%	62%	62%	64%	63%	66%	65%	66%	**71%**

Beds by type

TYPE	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	NET CHANGE	% CHANGE
Emergency Shelter	1,566	1,736	2,201	2,138	2,508	3,878	4,185	4,525	3,900	3,630	+2,064	+131.8%
Transitional Housing	3,065	2,306	1,818	1,873	1,700	1,622	1,652	1,808	1,921	1,328	−1,737	−56.7%
Safe Haven	57	42	91	71	53	35	59	73	73	95	+38	+66.7%
Total shelter beds	**4,688**	**4,084**	**4,110**	**4,082**	**4,261**	**5,535**	**5,897***	**6,406**	**5,894**	**5,053**	**+365**	**+7.8%**
Permanent Supportive Housing	3,709	3,883	4,403	4,177	4,887	6,299	6,449	6,865	7,287	7,722	+4,013	+108.2%
Rapid Re-Housing	579	504	1,372	1,525	1,876	2,116	2,527	2,814	2,383	2,528	+1,949	+336.6%
Other Permanent Housing	329	769	857	842	953	1,047	2,557	2,183	1,988	1,955	+1,626	+494.2%
Total permanent housing	**4,617**	**5,156**	**6,632**	**6,544**	**7,716**	**9,462**	**11,534***	**11,862**	**11,658**	**12,205**	**+7,588**	**+164.3%**
Total housing inventory	**9,305**	**9,240**	**10,742**	**10,626**	**11,977**	**14,997**	**17,430***	**18,268**	**17,552**	**17,258**	**+7,953**	**+85.5%**

Illustration made by LAFCO with Anthropic

10 Years of Housing Inventory Count Trends: San Diego CoC Utilization, 2016 to 2025

HIC data also reveals rates of utilization within the region's housing and shelter programs. Between 2016 and 2025, utilization varied by program type. Emergency shelter (the largest source of shelter) shows on-target utilization rates for seven out of ten years, while permanent supportive housing (the largest source of permanent housing) showed slight under-performance since 2020. Trends in utilization rates by response type (shelter or housing) compared to available target utilization rates follow.

1. **Among shelter programs, emergency shelter beds show on-target utilization rates, while transitional housing shows slight under-performance.** Utilization of emergency shelter – the region's largest source of shelter, as noted above – averaged 83% over the 10-year period, met or exceeded its 75% target floor in seven of the 10 years, and increased from 71% in 2016 to 84% in 2025, suggesting the region is generally making effective use of this capacity. By comparison, transitional housing averaged 78% utilization – slightly below the 80% minimum benchmark.

2. **Among permanent housing programs, Rapid Re-housing consistently exceeds target utilization rates, while permanent supportive housing programs show slight under-performance.** Rapid Re-housing reported 100% utilization throughout the entire period, significantly exceeding the 88% target floor, indicating both high demand and high utilization. Permanent supportive housing – which accounts for nearly two-thirds of the region's permanent housing inventory in 2025 – has fallen short of its targeted utilization benchmark since 2020. Utilization has averaged 82% over the 10-year period, 3 percentage points below its 85% target floor – indicating challenges in fully utilizing the region's permanent housing resource.

These regional rates should be read alongside signs of constrained access at the local level. In the City of San Diego, the San Diego Housing Commission (SDHC) reports portions of its shelter system operated at 98%–99% occupancy between April and June 2026, leaving little room to place additional clients. Over FY2025–26, SDHC recorded more than 16,000 shelter referrals, roughly 9% of which resulted in a placement.[5]

[5] Source: SDHC August 31, 2026 Shelter System Update

Accessing shelter and permanent supportive housing programs depends on both the capacity of these programs (the number of beds available) and operational constraints (the types of beds available). The most frequently reported reasons for incomplete referrals for shelter included the unavailability of male and female top and bottom bunks, as well as family beds.[6] Accordingly, the combination of unmet demand and underutilized housing resources suggests that capacity alone does not determine access. Referral and placement barriers, unit turnover, maintenance delays, eligibility requirements, and geographic mismatches may also limit use of available resources.

Governance Blind Spot: Measuring Response Capacity...

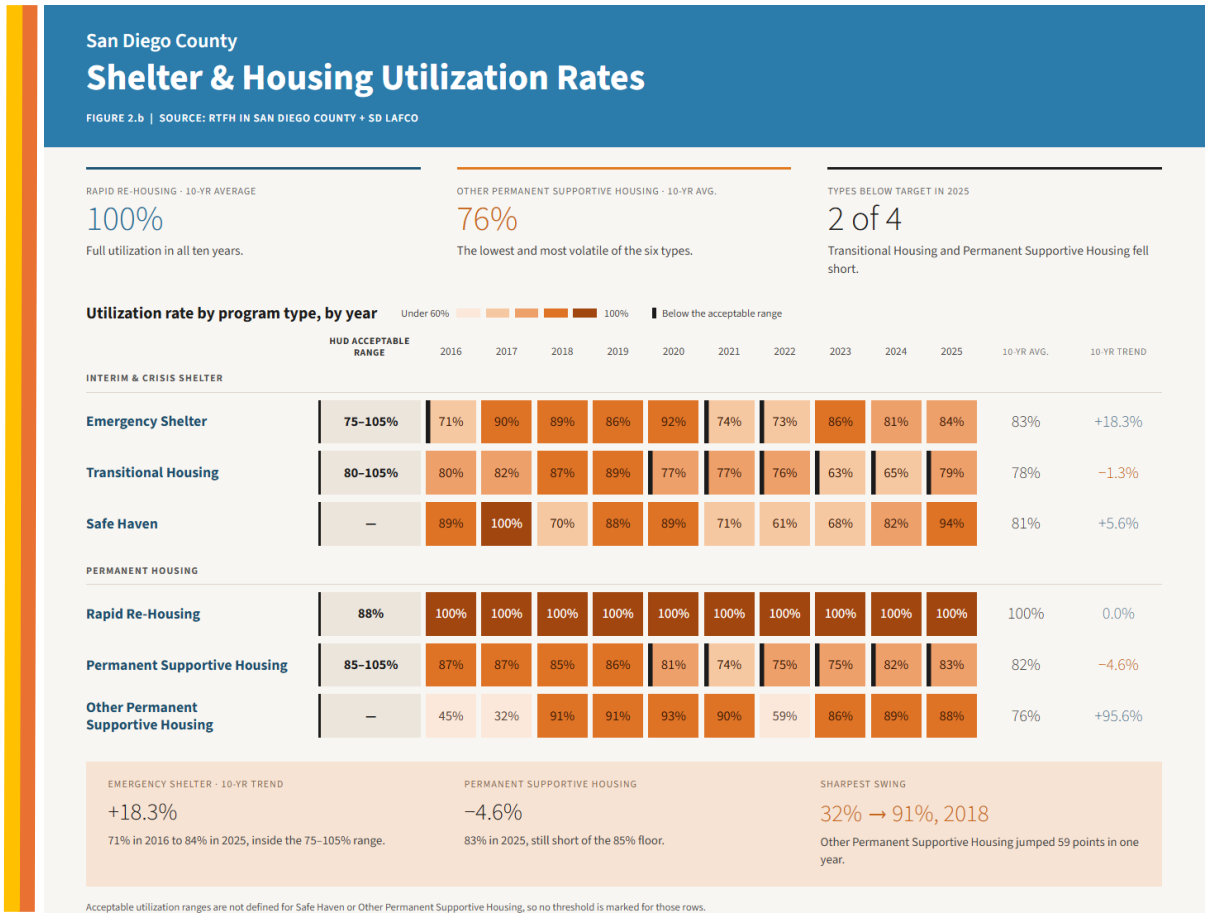
No single entity holds a complete, consistent view of the region's homelessness capacity. Beds, services, and funding come from both public agencies and nonprofit organizations and are counted in separate systems. Without a unified measure, the region cannot readily tell whether a shortfall reflects too little capacity or too little coordination of the capacity it already has – a governance question as much as a resource one.

Utilization rates for housing and shelter programs should also be considered alongside HUD's metrics of program success – including exits from homelessness and returns to homelessness – which are reported within System Performance Measures (SPM) and Longitudinal Systems Analysis (LSA) reports. An analysis of these reports for the San Diego CoC can be found in Appendix G.

Taken together, usage patterns frame a governance question as much as a resource one. RTFH is responsible for requesting PIT Count data from shelters that don't enter data into the local HMIS. However, not all private shelters are required to enter data into HMIS, making it difficult to assess the region's full capacity, inflow and outflow from the system.[7] Continued collaboration between regional entities to collect data on system performance and utilization is essential to monitoring the success of programs within the San Diego CoC.

[6] Source: SDHC August 31, 2026 Shelter System Update

[7] If a CoC is unable to obtain these numbers, it is best practice to disclose this information or extrapolate their numbers to include an estimate of these individuals. See Appendix D for further discussion of suggested improvements to PIT Count reporting.



San Diego County

Shelter & Housing Utilization Rates

FIGURE 2.b | SOURCE: RTFH IN SAN DIEGO COUNTY + SD LAFCO

RAPID RE-HOUSING · 10-YR AVERAGE
100%
Full utilization in all ten years.

OTHER PERMANENT SUPPORTIVE HOUSING · 10-YR AVG.
76%
The lowest and most volatile of the six types.

TYPES BELOW TARGET IN 2025
2 of 4
Transitional Housing and Permanent Supportive Housing fell short.

Utilization rate by program type, by year Under 60% 100% Below the acceptable range

	HUD ACCEPTABLE RANGE	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	10-YR AVG.	10-YR TREND
INTERIM & CRISIS SHELTER													
Emergency Shelter	75–105%	71%	90%	89%	86%	92%	74%	73%	86%	81%	84%	83%	+18.3%
Transitional Housing	80–105%	80%	82%	87%	89%	77%	77%	76%	63%	65%	79%	78%	−1.3%
Safe Haven	–	89%	100%	70%	88%	89%	71%	61%	68%	82%	94%	81%	+5.6%
PERMANENT HOUSING													
Rapid Re-Housing	88%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	0.0%
Permanent Supportive Housing	85–105%	87%	87%	85%	86%	81%	74%	75%	75%	82%	83%	82%	−4.6%
Other Permanent Supportive Housing	–	45%	32%	91%	91%	93%	90%	59%	86%	89%	88%	76%	+95.6%

EMERGENCY SHELTER · 10-YR TREND
+18.3%
71% in 2016 to 84% in 2025, inside the 75–105% range.

PERMANENT SUPPORTIVE HOUSING
−4.6%
83% in 2025, still short of the 85% floor.

SHARPEST SWING
32% → 91%, 2018
Other Permanent Supportive Housing jumped 59 points in one year.

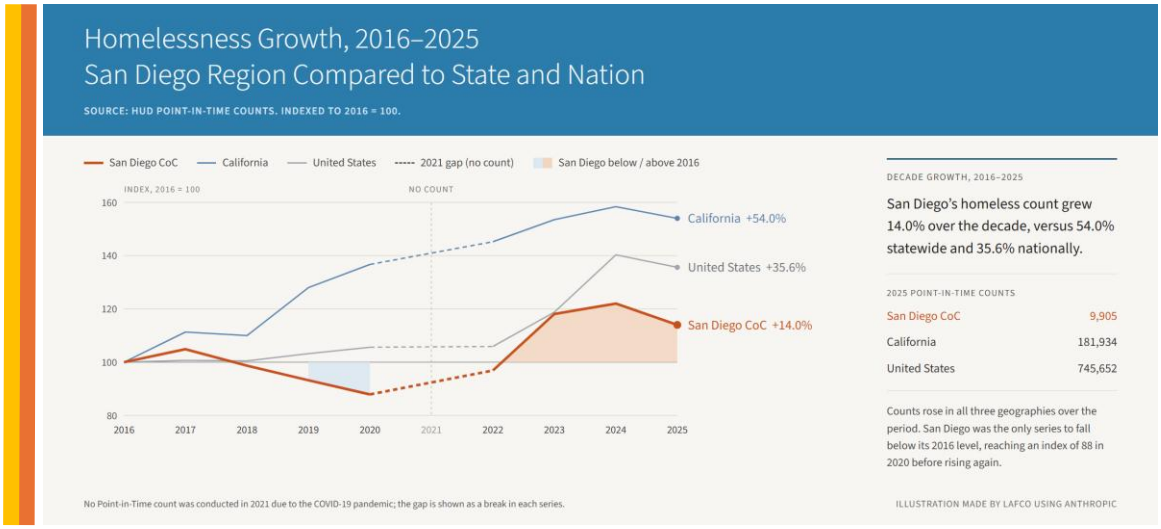
Acceptable utilization ranges are not defined for Safe Haven or Other Permanent Supportive Housing, so no threshold is marked for those rows.

Comparing San Diego to Other Jurisdictions

Homelessness has risen across the nation over the past decade, and as detailed above, the San Diego region is no exception. Its increase, however, has been more contained than the state and national trends. Drawing from HUD's annual reporting, homelessness has risen 35.6% nationally and 54.0% across California over the past decade between 2016 and 2025, while the San Diego region's increase has been 14.0%. Substantively, while the regional problem has grown, and its local effects are real, it has grown less steeply than in most comparable places.

The broader trajectory underlying HUD's Point-in-Time Counts sets important context. National homelessness has climbed steadily over the decade, with a sharp 18.1% increase between 2023 and 2024 before a 3.3% decline in 2025. California has risen more slowly than the nation in the near term but far more over the decade, and it too declined in 2025, by 2.8%. California has accounted for close to one-quarter of the nation's homeless population – 24.4% in 2025 – and a disproportionate share of these individuals experience unsheltered homelessness.

San Diego's slower relative growth is visible in its national standing. The region ranked among the nation's largest CoCs throughout the decade – 4th by overall count from 2016 through 2018 – but as homelessness grew faster elsewhere, San Diego has been gradually overtaken, ranking 8th by 2025 despite its own increases. Its per-capita rate tells a similar story: at 30.1 homeless people per 10,000 residents, San Diego ranks 19th of 48 major-city CoCs – above the median, though not among the most severe.



Homeless Population Demographics

The composition of the homeless population provides context for understanding homelessness throughout the San Diego CoC system. The following discussion compares age, chronic homelessness, family composition, and veteran status in 2016 and 2025 using RTFH's countywide PIT reports, with a shorter comparison period used for young adults based on available data.

The Big Shift: Chronic Homelessness...

Among the demographic groups examined, trends were mixed – veteran and family homelessness fell, while chronic homelessness nearly tripled, rising 194.5% from 1,345 people in 2016 to 3,961 in 2025, with two-thirds unsheltered.

Young Adults Ages 18–24: RTFH's 2025 Youth Count identified 682 young adults experiencing homelessness, divided between 302 unsheltered and 380 sheltered individuals. This represents a (7.7%) decrease from the 739 young adults reported for 2023 (baseline year) in RTFH's 2024 Youth Count Report. Among unsheltered young adults who completed the 2025 youth survey, 31% were neither attending school nor employed. Respondents identified rental subsidies, affordable housing, and deposit assistance as resources that would help them secure stable housing.

Adults Ages 55 and Older: Older adults represented a substantial share of the unsheltered population. In 2016, RTFH estimated that 1,334 unsheltered individuals, 27% of the unsheltered population, were ages 55 or older. RTFH described approximately one-third of the unsheltered population as belonging to this age group in 2025, equivalent to roughly 1,905 individuals. RTFH's accompanying discussion identified rising rents, limited incomes, loss of a spouse or employment, and medical emergencies as challenges facing older adults.

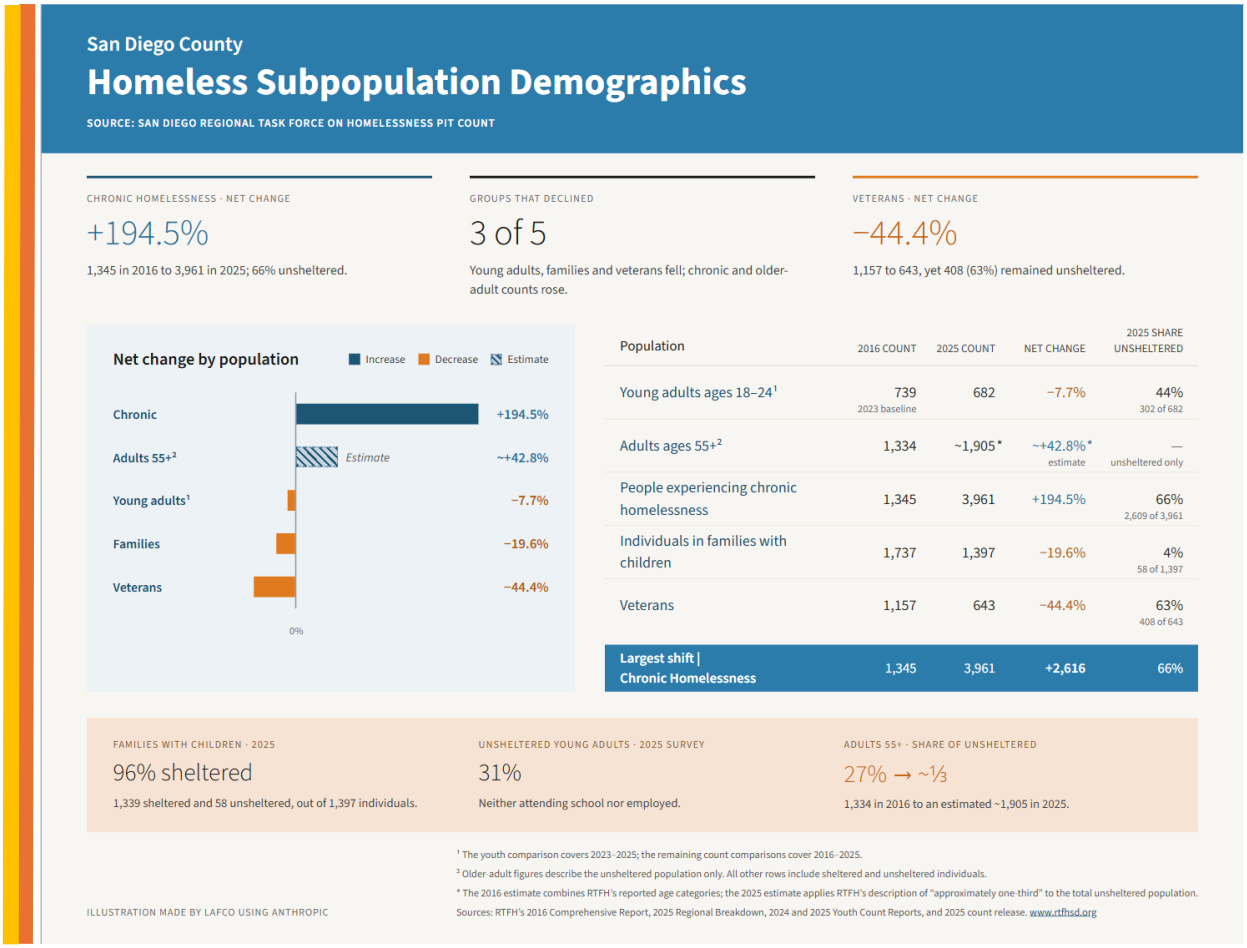
Chronic Homelessness: RTFH reported 1,345 people experiencing chronic homelessness in 2016, compared with 3,961 in 2025, an increase of 194.5%. Of those counted in 2025, 2,609, or approximately 66%, were unsheltered. Chronic homelessness involves a qualifying disability together with prolonged or repeated homelessness, conditions that may present additional barriers to maintaining employment and securing stable housing.

Individuals in Families with Children: The number of individuals experiencing homelessness as members of families with children decreased from 1,737 in 2016 to 1,397 in 2025, a decline of (19.6%). In 2025, the count was divided between 1,339 sheltered and 58 unsheltered, placing approximately 96% of this population in sheltered settings. Family homelessness raises considerations such as accommodation that keeps families together, appropriately sized housing, childcare, and continuity in children's education.

Veterans: Veteran homelessness decreased from 1,157 individuals in 2016 to 643 in 2025, a decline of (44.4%). Nevertheless, 408 veterans – approximately 63% of the total – remained unsheltered in 2025. This remaining population is served largely through federal veterans' programs – notably VA healthcare and benefits.

Racial Disparities: The San Diego CoC has identified the disproportionate representation of Black residents among people experiencing homelessness as a regional concern, and in 2022 adopted an action plan addressing racial disparities in the homeless services system, including barriers to equitable access to assistance.[8]

[8] The San Diego CoC's *Action Plan: Addressing Homelessness Among Black San Diegans* (September 2022) identifies the disproportionate representation of Black residents among people experiencing homelessness and recommends actions to address racial disparities in the regional homeless services system. See "Letter to the Community."



Causes of Homelessness: Setting the Stage for Governance

Understanding the causes of homelessness assists in framing the governance questions that follow. Researchers consistently identify housing affordability and related economic pressure as the central structural factors shaping the scale of homelessness, while behavioral health conditions, disability, and trauma increase an individual's vulnerability to housing loss. San Diego County's standing among the most expensive housing markets in California is consistent with this research: countywide median home values equal $927,598 by the end of 2025 – a 75.5% increase over the prior decade. Average rents have increased 70% over the reporting period from $1,730 to $2,946. Within the City of San Diego metropolitan area, monthly mortgage payments increased even more, up 104.8%, from $3,390 to $6,943.[9]

[9] Sources: Zillow, (a) Home Value Index and (b) Total Monthly Payment with 10% Down Payment Index. Accessed September 2026. https://www.zillow.com/research/data/

As discussed further, 70% of HUD funds awarded to the San Diego CoC in 2024 went to programs operated by nonprofit service providers. While required to submit mandated reporting on program performance to HUD, these service providers do not have direct decision-making power over housing affordability pressures, rising rents, income insecurity, and other structural factors. Conversely, cities and the County of San Diego, as land use authorities, govern land-use decisions that can affect the housing market. Under state housing element law, they must plan for and accommodate their Regional Housing Needs Allocation (RHNA) across all income levels through the housing elements of their general plans.[10] Beyond their land-use authority, cities and the County also have funding tools to support affordable housing construction, including allocating existing revenues, securing grants, and collecting authorized housing-related fees, although their use can be constrained by available resources, legal requirements, and competing budget priorities. With the growth of homelessness, cities have increasingly dedicated General Fund revenue to fuel homelessness responses – discussed further beginning on page 45.

This paper takes no position on the relative weight of factors contributing to homelessness, nor does it draw conclusions from them about how services should be delivered. The white paper instead approaches the following central question: does the way the region governs its homelessness response fit the need, current and future? The fair measure of governance of the CoC system is whether it is organized, financed, and held accountable to do its actual work – sheltering, housing, and serving people – as effectively as its authority allows.

[10] For further discussion of RHNA implementation within San Diego County, see Appendix F.

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III. THE SAN DIEGO CONTINUUM OF CARE STRUCTURE:
Who Governs, and What's in Place

Levels of Government + Rule-Setting

Responsibility for addressing homelessness is organized across three levels of government. The federal government sets rules for HUD program funding awarded to CoCs. States add their own mandates and funding sources. At the local CoC level, counties, cities and nonprofits receive state and federal funding to deliver on-the-ground homelessness response. Counties and cities can supplement these resources with existing local revenues and pursue additional funding through authorized fees or voter-approved taxes to subsidize affordable housing construction or acquisition. Most publicly funded homeless services, including street outreach and the operation of permanent housing and shelter programs, are carried out by nonprofit service providers as opposed to public agencies. Acknowledgement of this framework underlies consideration of governance fit, because each question about how homelessness response is governed begins with the authority each level does, and does not, hold.

HUD is the leading federal agency that distributes and regulates federal funding for homelessness response. The HEARTH Act, signed into law in 2009, consolidated HUD's competitive homelessness grants into a single Continuum of Care Program that CoCs apply for each year, and federal law sets the baseline governance structure and requirements all CoCs must follow. Through the annual competition, HUD shapes local programs and policies by determining which types of projects are funded. Beginning in 2025, HUD has moved to shift the framework away from a Housing First orientation towards a treatment-first orientation. These efforts are being contested, leaving the direction of federal homeless policy unsettled.

The State of California adds a second layer of mandates and funding. State law conditions state homelessness funding on a Housing First model (SB 1380), channels resources through a range of programs, and shapes local action by state agencies through executive measures such as encampment clearance. California has held to its Housing First requirement even as federal policy has moved to step back from it. Where the State funds homelessness response, it attaches its own conditions, which may or may not align with federal requirements – a divergence that local providers, answerable to both, must navigate.

At the local level sit the entities this white paper is chiefly concerned with – the San Diego CoC and its Collaborative Applicant, RTFH; the County; the City of San Diego; and the region's other 17 cities. These agencies play an important role in coordinating efforts to provide housing, shelter and services to people experiencing homelessness, with nonprofit providers delivering most services. Cities and the County also hold influence through their land-use authority and funding decisions, giving them a broader role in addressing the conditions that contribute to homelessness.

The question this part of the paper examines is how well those local responses to homelessness are organized, financed, and held accountable, given the federal and state constraints within which they must work. One consequence worth noting early: an agency able to raise its own revenue is less bound by these external conditions – a point this paper returns to in weighing structural alternatives.

Responses to Homelessness

Within the preceding framework, local governments are left to decide how to respond to homelessness within the confines of their authority and funding resources – and jurisdictions do not always align in their approach. The debate over how best to do it shapes nearly every funding decision, program design, and policy choice. Understanding these approaches matters to the governance questions this paper examines, because how a homelessness-response system is organized often reflects the service philosophy – or combination of philosophies – around which it is built.

At the federal level, HUD's 2022–2026 Strategic Plan frames the overarching goal as making homelessness "rare, brief, and nonrecurring". There is recurring public discourse over how to achieve the goal and largely centers on the tension between Housing First and treatment-first approaches, with enforcement measures adding another dimension. Housing First and treatment-first programs generally share the ultimate objectives of improving housing stability and sustainability; they differ principally in the timeline to entering permanent housing and the associated conditions of accessing permanent housing.

In practice, however, homeless response systems often employ methods from all of these approaches, in addition to increasing investments in homelessness diversion. Regardless of philosophy, there appears to be general agreement among practitioners that the strongest systems are typically those offering a range of interventions, recognizing that no single program model fits every person or household.

Consequently, many CoCs maintain a portfolio that may include low-barrier Housing First interventions, Permanent Supportive Housing, Rapid Re-housing, recovery-oriented housing, transitional housing, and treatment-focused programs. A system can combine lower-barrier and treatment-focused programs without conflict, as long as people can move between them toward stable housing as their goals indicate.

The above framing shifts the systems-level questions away from identifying a single correct intervention and towards whether the overall response system has sufficient range, capacity, and coordination to move people towards sustained housing. From a governance perspective, this distinction is important in highlighting that the effectiveness of a regional homelessness system depends not only on which programs are offered, but also on whether accountability is organized in a way that allows those interventions to function coherently across multiple jurisdictions.

The remainder of this subsection examines this landscape. It begins with the two principal service philosophies - Housing First and treatment-first - followed by an overlay of enforcement models and the growing emphasis on prevention and diversion. It then moves from the national policy debate to local pr-actice, examining the approaches taken by the City of San Diego and the San Diego CoC.

Housing First Approach

At its core, Housing First holds that stable housing should come first – not as a reward for progress, but as a foundation that makes other progress possible. The term was popularized in the 1990s and describes an approach that permanently houses people experiencing homelessness as quickly as possible, without requiring addiction or mental health treatment as a precondition. Housing First does not mean 'housing only'; in practice, it pairs housing with coordinated treatment and supportive services.[11]

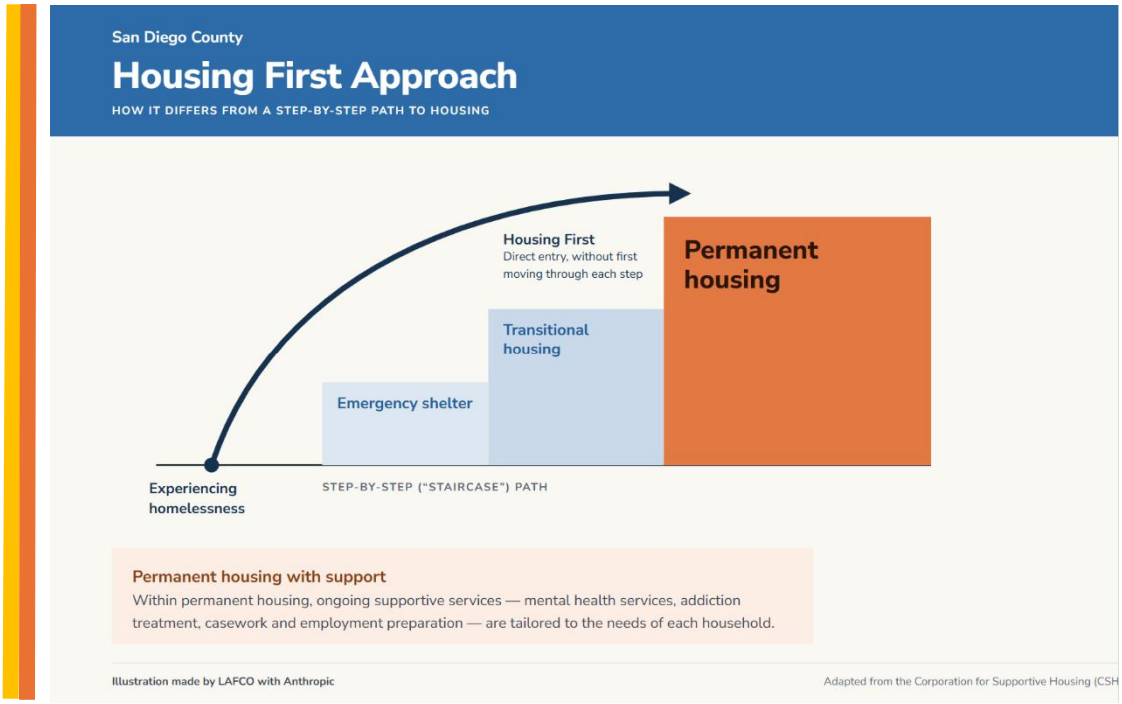
Following early Housing First programs in New York, Pennsylvania, Washington, D.C., and Seattle, the federal government began funding Housing First pilot programs in 2003.[12] By the mid-2000s, the Bush administration had adopted Housing First across federal agencies, and it became the core strategy of the CoC funding formula going forward. A 2023 evidence review by HUD described Housing First as an evidence-

[11] Source: Effects of Housing First approaches on health and well-being of adults who are homeless or at risk of homelessness: systematic review and meta-analysis of randomised controlled trials - PMC

[12] Source: Potential Changes in US Homelessness by Ending Federal Support for Housing First Programs - JAMA Health Forum

based approach that has demonstrated strong housing stability outcomes, particularly for people experiencing chronic homelessness and people with co-occurring behavioral health or substance use conditions.[13] At the same time, critics contend Housing First under-emphasizes treatment of the addiction and behavioral-health conditions many participants face – a critique at the center of the recent federal reorientation toward treatment-first approaches.

Within Housing First programs, services are matched to the level of support each participant requires. HUD defines permanent supportive housing as programs aimed at housing stability and retention, in which leasing or rental assistance and supportive services are provided to households where at least one member (adult or child) has a disability.[14] Participants who do not meet the eligibility requirements for permanent supportive housing may be better suited to Rapid Re-housing, in which they receive an apartment with short-to-medium-term rental assistance and moderate services until they can independently afford rent.



[13] Source: Housing First: A Review of the Evidence – HUD (2023)
[14] Source: CoC Program Components - Permanent Supportive Housing (PSH) - HUD Exchange

Treatment-First Approach

At its core, a treatment-first philosophy holds that addressing specific conditions of the homeless population (alcohol/drug dependency, mental health conditions, employment status and other self-sufficiency metrics) should be conditions for accessing permanent housing. A treatment-first model – sometimes called housing-readiness or linear continuum – predates the rise of the Housing First model. While the existence of higher-barrier or treatment-focused programs does not necessarily conflict with a broader Housing First oriented system, treatment-first programs that mandate sobriety or participation in self-sufficiency programs have historically been largely ineligible for HUD and State of California homelessness funding.

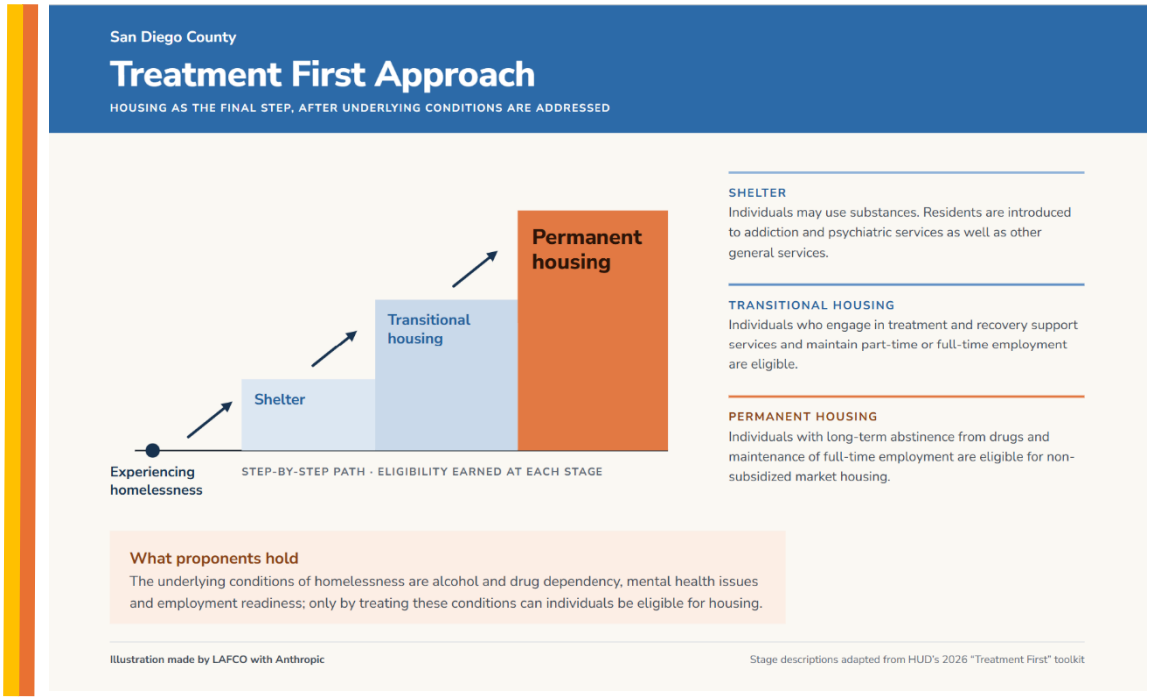
Under a treatment-first approach, people experiencing homelessness are generally expected to demonstrate sobriety, psychiatric stability, treatment compliance, employment readiness, or other indicators of self-sufficiency before gaining access to permanent housing. Individuals often move through a sequence of placements in emergency shelter, transitional housing, treatment programs, and eventually permanent housing. Proponents of treatment-first assert people need to become ready for housing before they can sustain it. Accessing permanent housing is framed as an incentive for homeless individuals to participate in recovery, psychiatric treatment, employment readiness and other self-sufficiency programs – a structure that critics view as a barrier to housing, particularly for unsheltered individuals with complex needs.

As discussed earlier, the federal government has recently moved to reorient homelessness funding away from Housing First and towards treatment-first approaches – a shift begun in 2025 and now being challenged in the courts. While supportive housing or Rapid Re-housing projects are not categorically ineligible for federal funding, available new project funding has shifted towards shelter and supportive-services-only projects.

The federal government additionally launched a topical toolkit in August 2026 published by the Substance Abuse and Mental Health Services Administration, a federal agency within the U.S. Department of Health and Human Services outlining a plan for the national implementation of a treatment-first approach.[15] The toolkit argues that Housing First has provided housing without sufficient integration of

[15] Source: Best Practices Toolkit: Addressing Homelessness and Addiction through Treatment First - SAMHSA (August 2026)

addiction treatment services. The toolkit promotes a treatment-first oriented continuum wherein homeless individuals progress from shelter to transitional housing and recovery housing to non-subsidized permanent housing based on their recovery status. The toolkit places emphasis on measuring program success by recovery-oriented outcomes, including sustained abstinence from drugs, improved mental health, employment, and retention of non-subsidized housing, as opposed to predominantly evaluating housing placement or service utilization.[16]



Enforcement

The enforcement of policies regulating visible homelessness in public spaces, including the anti-camping ordinances, differs from the two approaches described above. Housing First and treatment-first are service philosophies that often take form as public policies – competing answers to how a system moves people out of homelessness and into permanent housing. Enforcement is not a strategy for ending homelessness but rather a response carried out by public agencies to manage conditions in public spaces. Encampment bans are primarily a matter of state and local government policy. In this context, enforcement concerns specific conduct rather than homelessness itself, which is not a crime. Conduct such as trespassing,

[16] A discussion of performance metrics for Continuums of Care, as historically established by HUD, can be found in Appendix G.

unlawful lodging, obstruction of public passage, or unauthorized camping may constitute an offense when the requirements of the applicable law are met.

Prior to the implementation of CoC systems and Housing First approaches, it was often nonprofit service providers that predominantly funded services for the homeless. Local governments often relied on anti-camping ordinances, trespass enforcement, anti-vagrancy laws, public intoxication statutes, and other quality-of-life regulations to manage homelessness in public spaces.[17] While these measures could reduce the visible presence of homelessness in specific locations, they generally did not address the housing, behavioral health, or economic conditions contributing to homelessness itself.

As homelessness increased across the United States in the 1980s, attention gradually increased towards funding shelters, housing, and supportive services, though law enforcement has remained the primary responder to many encampments, public safety, sanitation, and behavioral health crises. National law enforcement guidance notes that law enforcement agencies continue to serve as the default responder to many homelessness-related complaints, even as communities increasingly invest in coordinated outreach teams, crisis response shelter options, and housing navigation services.[18]

A major turning point occurred in June 2024 when the U.S. Supreme Court decided *City of Grants Pass v. Johnson*, holding that enforcement of generally applicable camping restrictions does not automatically constitute cruel and unusual punishment under the Eighth Amendment. One month later, Governor Newsom signed Executive Order N-1-24, directing state agencies (including CalTrans and State Parks) to develop policies, similar to the existing policy of CalTrans, to clear encampments on state property.[19] The Executive Order encouraged local jurisdictions to adopt similar policies and use available state funding to enforce.[20]

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17 Source: The New Homelessness – California Law Review

18 Source: Homelessness Response Guide

19 The CalTrans encampment resolution model allows for encampments to be cleared within 24 to 48 hours, regardless of whether adequate shelter capacity and housing resources are available. Source: National Alliance to End Homelessness Statement on Governor Gavin Newsom's Executive Order on Homeless Encampments - National Alliance to End Homelessness

20 Source: Governor Newsom orders state agencies to address encampments in their communities with urgency and dignity | Governor of California

Following the Supreme Court decision, many jurisdictions have expanded encampment removal activities. A recent publication by the American Public Health Association studying the City of Oakland and its response to the Supreme Court decision found that encampment removals have more than doubled, increasing from an average of 14.4 encampment sweeps per month, before the ruling, to 32.2 per month afterward.[21] The study also found that numerous encampment sites were repeatedly cleared, raising questions about whether these removals were resolving homelessness or displacing people to different locations.

Opinions on the impact of enforcement in leading to meaningful exits from homelessness remain mixed, and the debate centers on the distinction between reducing the visible presence of homelessness and reducing homelessness itself. Supporters contend that communities have a legitimate responsibility to keep public spaces safe and accessible, that enforcement addresses genuine health and safety hazards, and that it can prompt engagement with services rather than replace them. Critics point to research finding that encampment sweeps can harm health and disrupt the outreach relationships needed to connect unsheltered people to housing, particularly when removals are not paired with shelter and services.[22] A local example illustrates a middle ground: in 2025, Oceanside and Carlsbad used State Encampment Resolution Funding to offer two years of permanent supportive housing to 70 residents of an encampment along the Buena Vista Creek, nearly all of whom accepted – an outcome participating agencies cite as evidence that encampment resolution can lead to meaningful exits from homelessness when paired with coordinated outreach and permanent housing options.[23]

Prevention and Diversion Approach

Prevention and diversion operate on a different level from the approaches described above. Where Housing First and treatment-first approaches concern how to move people out of homelessness, and enforcement concerns the management of public space, prevention and diversion efforts work upstream – to keep people from entering homelessness in the first place. They are complementary to, not in competition with, approaches a local jurisdiction takes to house those already homeless.

[21] Source: Homeless Encampment Closures Before and After City of Grants Pass v Johnson | AJPH | Vol. 116 Issue 9
[22] Source: Harms of encampment abatements on the health of unhoused people - ScienceDirect
[23] Source: From encampment to housing: Coordinated effort in Oceanside first of its kind in county – Regional Task Force on Homelessness San Diego

Prevention and diversion efforts rely on two main tools: case management and subsidies. Case management may include helping people find new housing, move in with family or friends, or resolve household conflicts to stay housed. Subsidies may cover temporary rental assistance, security deposits, car repairs, or medical bills – the kinds of expenses that can push a household at the financial margin into losing its housing. Proponents note that preventing a household from losing its housing is often less costly than rehousing a person after they become homeless.

Locally, San Diego's RTFH began promoting targeted diversion strategies and pilot programs in 2018. Initial efforts focused primarily on training and technical assistance, with RTFH contracting with the Cleveland Mediation Center to train local providers in diversion practices and later expanded into a formal initiative, Resolution Strategies, funded by $1.5 million in philanthropic contributions along with support from the County and City of San Diego. As of RTFH's most recent report (August 2025, reflecting activity through 2024), the initiative had served 600 people across 489 eligible households, with the average household receiving one-time assistance of $3,150. Of the assistance distributed, roughly 80% went to rental assistance and rental deposits. RTFH states 96% of people served remained stably housed and estimates the initiative has saved $1.3 million annually in shelter-operation costs.[24]

The San Diego CoC Homelessness Response System

Drawing from the preceding coverage of the levels of government setting the rules and the service philosophies shaping program design, this subsection turns to the actual structure through which San Diego County responds to homelessness. Pertinently, this local response system is not a single organization but a network of entities with distinct roles. At its core is the San Diego CoC – defined by HUD as the network of individuals and agencies involved with the regional homelessness response – governed by a CoC Board and administered by RTFH, a nonprofit that serves as its "Collaborative Applicant."[25] Around the core are general-purpose governments: the County of San Diego, which funds behavioral health and social services and now houses a dedicated Office of Homeless Solutions; the City of San Diego, the region's largest jurisdiction, with its own Homelessness Strategies and Solutions Department; and the 17 other cities,

[24] Source: San Diego Homeless Diversion Fund and Resolution Strategies – RTFH (2025)

[25] HUD defines the Collaborative Applicant as the entity designated by the CoC to apply for and manage CoC Program funding on the CoC's behalf – collecting and combining the required applications from member projects into a single consolidated submission. (Source: Title 24, Code of Federal Regulations, Part 578 et al.). While the CoC coordinates regional planning and funding priorities, HUD generally awards federal funds directly to grant recipients and monitors their compliance, rather than assigning those functions to the Collaborative Applicant.

each responsible for its own local response. Connected among them is a broad set of nonprofit service providers tasked to deliver much of the actual sheltering, housing, and outreach. As further detailed, no single entity governs the whole response system; instead, authority, funding, and service delivery are distributed across these entities, and the effectiveness of the regional response depends on how well their interdependent roles are coordinated. The sections that follow examine each in turn.

The San Diego CoC

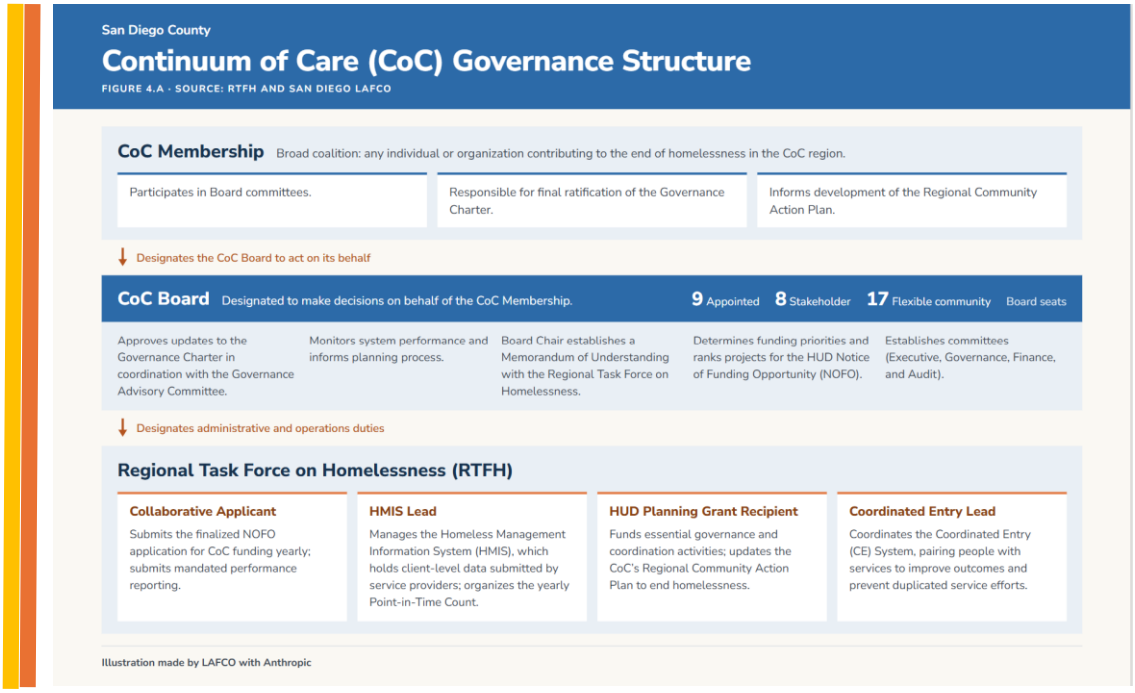
The San Diego CoC serves as the region's coordinating network for addressing homelessness, bringing together public agencies, nonprofit providers, and other stakeholders throughout San Diego County. Under federal law, HUD requires each designated region within the United States – whether spread across multiple communities or a single community – to organize into a Continuum of Care to coordinate homelessness responses and participate in the CoC funding process. In California, CoC collaborative applicants are also often designated as lead administrative entities for state homelessness funding, including the HHAP program.[26] Thus, the Continuum of Care governance structure plays an important role in prioritizing and planning the use of both federal and state funding streams for homelessness services. San Diego is one of 44 CoCs in California and one of 386 nationally. Additional features follow.

Full Membership. At the foundation of the San Diego CoC is its full membership – a broad coalition of stakeholders involved in addressing homelessness in the San Diego region. HUD states that full membership should be representative of the range of individuals that interact with the homelessness response system, and mandates that full membership meetings be held at least semi-annually (twice a year), with public invitations to join issued at least annually.[27] [28] As of July 2026, the San Diego CoC's membership consists of 80 active members divided between 51 organizations – nonprofits, local governments, housing agencies, health systems, and service providers – and 29 individuals, including people with lived experience of homelessness. Membership is open to any individual residing in San Diego County who is involved with the regional homelessness response, subject to applying for membership and paying annual dues of $50, with fee

[26] California distributes much of its homelessness funding through the CoC structure. Under the Homeless Housing, Assistance and Prevention (HHAP) program, funds are allocated to CoCs, with the CoC's designated lead agency serving as the state Administrative Entity responsible for administering them.
[27] Source: CoC Governance – Membership - HUD Exchange
[28] Source: Title 24, Code of Federal Regulations, Part 578.7(a).

waivers available to persons currently or previously experiencing homelessness.[29] The membership is the CoC's base of authority: it adopts the HUD-required Governance Charter that defines how the CoC operates as well as elects the governing CoC Board.[30] Materially, the base of authority is self-selecting. Membership is not apportioned among jurisdictions, populations, or geographies, and no local agency holds a seat by right; the membership consists of those who have applied and paid membership dues.

CoC Board Governance. A CoC is not itself a single government agency or a corporation; it is a network designated by HUD comprising all the individuals and entities dedicated to responding to homelessness within a given geographic area. HUD requires that all CoCs establish a board to act on behalf of the full membership. The CoC Board must be representative of all relevant organizations serving the homeless population and must include at least one formerly homeless individual. CoC Boards are responsible for setting funding priorities, adopting written standards, monitoring system performance, and ranking projects for HUD's annual funding competition. The governance structure of the San Diego CoC is determined by its charter, last amended in June 2026.[31]



[29] SD CoC Governance Charter, Section 4.3.

[30] HUD's implementing regulations require each CoC to adopt and annually update a Governance Charter defining the CoC's structure, composition, roles, and decision-making procedures, and to establish a code of conduct and recusal process. (Source: Title 24, Code of Federal Regulations, Part 578 et al.)

[31] Source: San Diego CoC Governance Charter – Amended June 2026

As outlined within the San Diego CoC's Governance Charter, the San Diego CoC has a 34-member Board with established standing and ad hoc committees, currently including Governance, Executive, and Finance and Audit committees. The 34 Board seats are structured to represent different entities in the response system – government agencies, housing authorities, workforce organizations, and people with firsthand experience of homelessness – through a mix of 9 appointed seats, 8 designated community-stakeholder seats, and 17 flexible seats.[32] Board members may designate a proxy from the same stakeholder group, sector, or provider region to attend and vote on their behalf, meaning the composition of the voting body can shift from meeting to meeting without any change in Board membership.[33] The practical effect is that the Board's membership is fixed while the body exercising its authority on any given meeting date is not. The Board generally holds regular meetings on the third Thursday of even months.[34] The current Board Chair is Akilah Templeton.[35]

Funding. The San Diego CoC's central financial function is to help direct federal resources within the region by establishing funding priorities and ranking projects for HUD's annual funding award. Within the San Diego CoC, recipients of HUD funds (nonprofits and public agencies) have a direct contractual relationship with HUD, and as such, their awarded funds flow directly from HUD to sub-recipients and are monitored by HUD.[36] The CoC Board and Full Membership are not incorporated entities, and as such, do not have budgets or staff. The CoC Board and Full Membership meet for decision-making and information-sharing purposes, but all administrative functions of the CoC are delegated to RTFH as Collaborative Applicant , HMIS lead and CES lead. RTFH additionally serves a coordinating role for state resources.

In 2024 – the most recent year for which HUD has released comprehensive award data – HUD awarded roughly $44.1 million to the San Diego CoC. By project type, most of it – approximately 71%, or $31.2 million – went to permanent

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32 The 8 designated community-stakeholder seats include two reserved for individuals currently or formerly experiencing homelessness. Source: San Diego CoC Governance Charter – Amended June 2026

33 SD CoC Governance Charter, Section 4.4.

34 Meetings are generally held at 3:00 P.M. at RTFH's office, 4699 Murphy Canon Road, Suite 106, San Diego.

35 CoC Chair Templeton is one of the 17 flexible members on the Board and serves as the CEO of Veterans Village of San Diego – a local nonprofit focused on ending veteran homelessness.

36 This model, in which HUD funds are distributed directly to sub-recipients and monitored by HUD, is the model followed by most CoCs within the United States. Remaining CoCs have a Unified Funding Agency (UFA) model, in which HUD signs one grant agreement with the UFA, then redistributes funds to individual project sponsors. UFAs must demonstrate strong financial and grants management capacity to be liable for the oversight of all CoC projects under one entity.

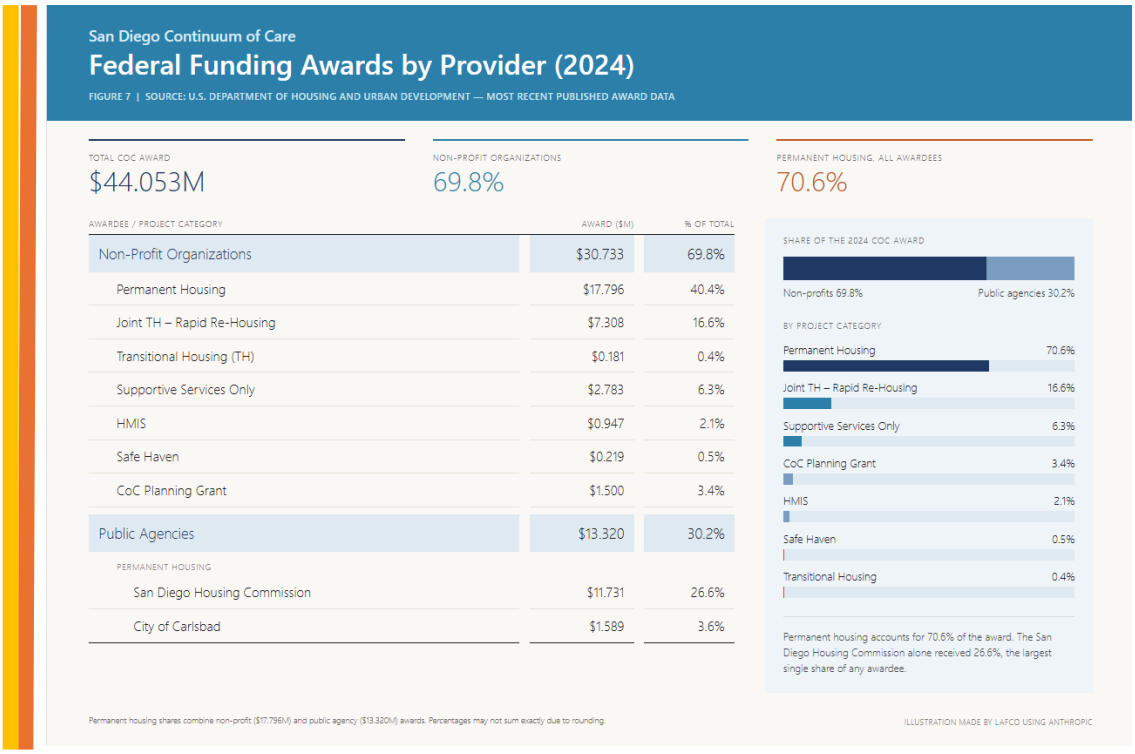
housing (permanent supportive housing and Rapid Re-housing).[37] Three features characterize the CoC's relationship to this funding. First, as mentioned, the money largely passes by the CoC rather than through it: HUD's awards go directly to individual project recipients, and RTFH – though it runs the competition – neither receives nor redistributes most of the funds. Second, the funding is overwhelmingly renewal funding – 80.7% of the 2024 award – which sustains existing projects rather than providing a capital source for acquiring, constructing, or rehabilitating new housing. Third, since this funding originates with the federal government, it comes with its own associated conditions. Program outcomes are monitored by the federal government, and this funding can be renewed, re-competed or re-allocated each cycle.

The 2024 award also illustrates who ultimately delivers the region's federally funded response. By recipient, roughly 70% – $30.7 million – went to nineteen nonprofit providers, with the five largest together receiving about 44% of the total; RTFH is among those five. The remaining 30% – $13.3 million – went to two public agencies: the City of San Diego (Housing Commission) at 26.6% and the City of Carlsbad at 3.6%. The bulk of federal CoC Program funding prioritized through the regional process therefore flows to entities independently governed by their own boards. Notably, the Rating & Ranking Sub-Committee of the CoC, responsible for ranking projects for HUD funding, excludes HUD-funded agencies, safeguarding against conflicts of interest in the ranking process.[38]

The regional homelessness response also receives federal funding through HUD's Emergency Solutions Grants (ESG) Program. Unlike the competitive CoC Program, ESG is distributed by formula directly to eligible states, metropolitan cities, and urban counties, which administer the funds themselves or subgrant them to local providers for qualifying activities – including street outreach, emergency shelter, homelessness prevention, Rapid Re-housing, and HMIS. Although ESG recipients are required to consult with the CoC in determining how the funds are allocated, the funding does not pass through the CoC. In San Diego, direct ESG allocations flow to the County of San Diego and eligible cities at a considerably smaller scale than CoC Program funding: in 2024, HUD allocated approximately $372,000 to the County of San Diego, $1.0 million to City of San Diego (Housing Commission), and $204,000 to City of Chula Vista.[39]

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37 Source: San Diego CoC 2024 HUD Award
38 Source: San Diego CoC Governance Charter – Amended June 2026
39 In 2024, HUD's direct ESG allocations in the region were $371,576 to the County of San Diego, $1,023,627 to the City of San Diego, and $204,011 to the City of Chula Vista; the County also received additional ESG funding from the State of California.



San Diego Continuum of Care

Federal Funding Awards by Provider (2024)

FIGURE 7 | SOURCE: U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT — MOST RECENT PUBLISHED AWARD DATA

TOTAL COC AWARD
$44.053M

NON-PROFIT ORGANIZATIONS
69.8%

PERMANENT HOUSING, ALL AWARDEES
70.6%

AWARDEE / PROJECT CATEGORY	AWARD ($M)	% OF TOTAL
Non-Profit Organizations	$30.733	69.8%
Permanent Housing	$17.796	40.4%
Joint TH – Rapid Re-Housing	$7.308	16.6%
Transitional Housing (TH)	$0.181	0.4%
Supportive Services Only	$2.783	6.3%
HMIS	$0.947	2.1%
Safe Haven	$0.219	0.5%
CoC Planning Grant	$1.500	3.4%
Public Agencies	$13.320	30.2%
PERMANENT HOUSING		
San Diego Housing Commission	$11.731	26.6%
City of Carlsbad	$1.589	3.6%

Permanent housing shares combine non-profit ($17.796M) and public agency ($13.320M) awards. Percentages may not sum exactly due to rounding.

ILLUSTRATION MADE BY LAFCO USING ANTHROPIC

Staffing. The CoC's day-to-day work is performed by RTFH under contract. RTFH is the CoC's professional staff: the entity that executes what the Board directs, administering the funding application, maintaining the region's data system, and operating the process that connects people to services.

Services. The role of the CoC system is to organize regional entities around ranking projects for federal funding, to track how the system performs, develop regional plans for homelessness response and submit annual reports to HUD. The actual services are delivered by others: the nonprofit providers, cities, and county agencies that receive CoC-administered funding and operate the shelters, housing, and outreach programs.

Designated Parties. The operational functions HUD requires of every CoC – applying for and managing funding, maintaining the data system, and coordinating access to services – must be assigned to designated parties. HUD does not dictate how these functions are distributed; each CoC decides through its Governance Charter whether to consolidate them in a single entity or spread

The City of Escondido last received a direct ESG allocation ($155,124) in 2021. Sources: County of San Diego; HUD Exchange, Awards and Allocations.

them across several.[40] Within the San Diego CoC, all three functions are consolidated – Collaborative Applicant, HMIS Lead, and Coordinated Entry System (CES) Lead – within a single organization, RTFH.

RTFH

RTFH carries the largest implementing role in the regional response to homelessness throughout San Diego County – a position it holds as the entity the San Diego CoC has designated to serve as its Collaborative Applicant, HMIS Lead, and Coordinated Entry System Lead. In these three roles, it prepares and submits the region's federal funding application, maintains its homelessness data system, and operates the process that connects people experiencing homelessness to frontline services. It does so as an independent nonprofit agency under contract to the CoC, with its own governing board. RTFH has served as the region's principal coordinating and planning entity for homelessness response initiatives since 1998, while also acting in a more limited role as a direct grantee of state and federal funds and program administrator for certain homelessness projects.[41]

Additional features follow.

Governance. RTFH is a 501(c)(3) nonprofit governed by its own Board of Directors, separate and distinct from the CoC Board. As of its 2025 annual report, RTFH's Board comprises 15 members and is chaired by Veronica Dela Rosa.[42] The two boards currently share one common member: CoC Board Chair Akilah Templeton also serves on RTFH's Board. RTFH's Board governs the nonprofit itself – including its finances, internal operations, organizational policies, executive leadership, and contractual and grant obligations – while the CoC Board is responsible for regional strategy, funding, and system performance. RTFH's day-to-day operations are currently led by a five-person executive team, headed by Chief Executive Officer Tamera Kohler. The nonprofit's Board is self-constituting: its most recent federal tax filing identifies all voting directors as independent and reports that no outside member or entity holds authority to appoint them.[43]

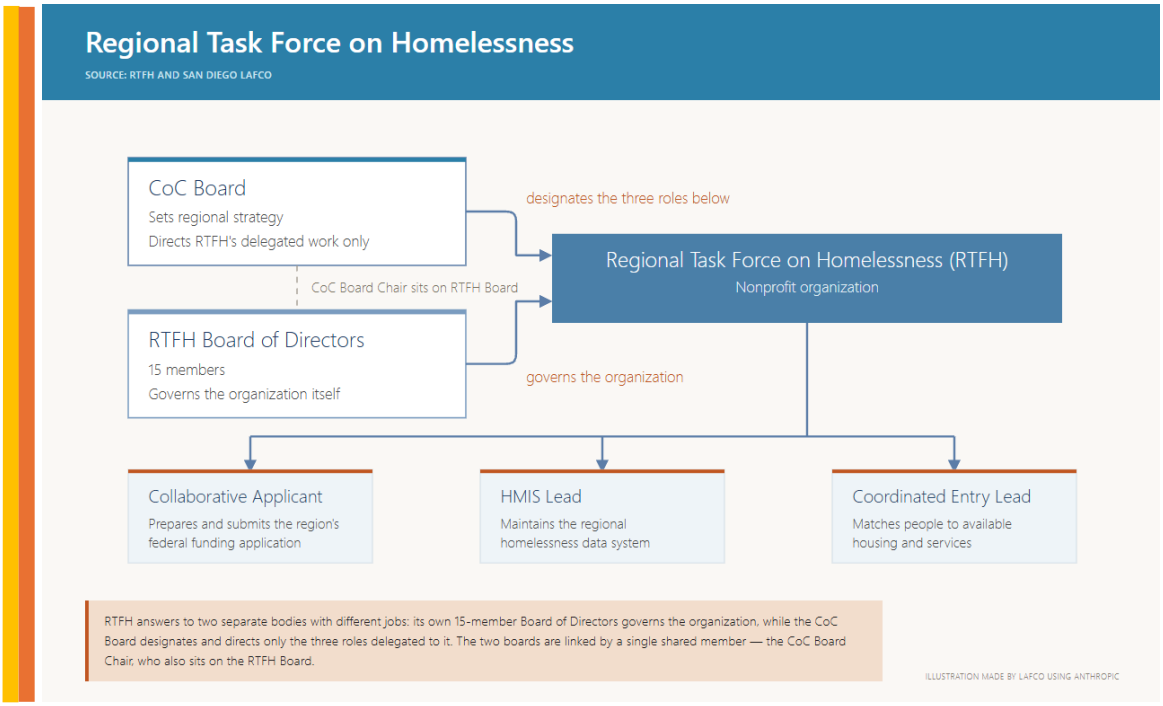
[40] HUD requires each CoC to designate a Collaborative Applicant, an HMIS Lead, and a Coordinated Entry System, but leaves to each CoC's Governance Charter whether one entity or several perform these functions. (Source: Title 24, Code of Federal Regulations, Part 578 et al.)

[41] RTFH was first established as a mayoral task force to address homelessness by the City of San Diego in 1983. This task force expanded in partnership with the County of San Diego and the United Way of San Diego County in 1985. In 1998, the task force formed into a Regional Continuum of Care Council (RCCC) to receive funding for homelessness services from HUD. In 2004, the Regional Task Force on Homelessness incorporated as a nonprofit benefit corporation.

[42] Board Chair Dela Rosa is currently identified by RTFH as the Executive Vice President of San Ysidro Health – a local nonprofit organization that provides medical, dental, and behavioral health services.

[43] Source: RTFH's 2025 Form 990 Filing

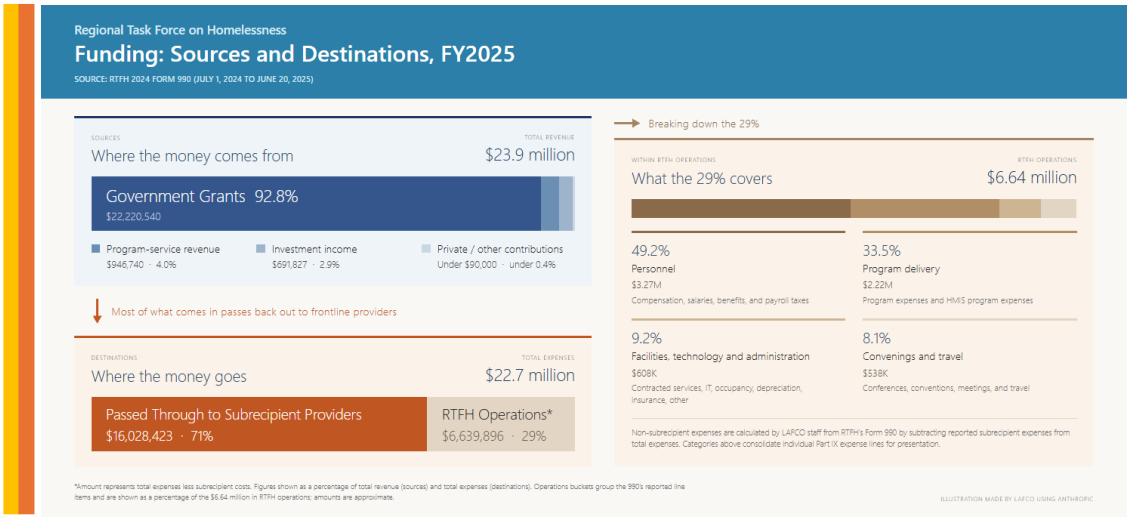
Board meetings are not subject to California's open-meeting requirements and therefore not subject to agenda-noticing, public-participation, and record provisions that apply to legislative bodies of local agencies.



Funding. RTFH is mainly publicly funded, based on financial information reported in its most recent federal Form 990 filing.[44] For the period covering FY2025, RTFH reported approximately $23.9 million in total revenue, of which $22.2 million, or 92.8%, came from government grants; most of the remainder consisted of approximately $947,000 in program-service revenue and $692,000 in investment income. RTFH reported approximately $22.7 million in total expenses, resulting in a $1.3 million increase in net assets. This broader financial footprint is distinct from RTFH's own organizational operations. Approximately $16.0 million, or 71%, of total expenses are identified as subrecipient expenses, leaving approximately $6.6 million in non-subrecipient expenses associated with RTFH's own programs, staffing, and administration. Within this non-subrecipient amount, approximately $3.3 million, or 49%, is attributable to personnel costs, including employee compensation, salaries, benefits, and payroll taxes, while another $2.2 million, or 34%, is attributable to program and HMIS expenses. The remaining approximately $1.2 million, or 17%, supports contracted services,

[44] Source: ProPublica Nonprofit Explorer: Online Database (https://projects.propublica.org/nonprofits/organizations/113723093)

information technology, occupancy, insurance, conferences and meetings, travel, and other organizational expenses.



Staffing. RTFH is staffed by 33 employees, led by a five-person executive team comprising its chief executive, operations, program, data, and financial officers according to its 2025 Annual Report. More than half of RTFH's workforce – 19 of 33 employees – is assigned to the roles tasked by the CoC with 11 of this grouping assigned to HMIS – though it is unclear what portion of their work is attributable specifically to San Diego given that RTFH also serves as HMIS Lead Agency for the Imperial County CoC.[45] The rest of the staff are distributed among executive leadership, fiscal, administrative, and communications functions.

Services. Specific to its designated roles in supporting the CoC, RTFH provides three core service functions tied to the region's homeless response system:

- *As Collaborative Applicant,* RTFH is responsible for coordinating and submitting the region's annual consolidated application for HUD CoC Program funding. Other related administrative and planning responsibilities include all of the following: preparing and submitting mandatory HUD reporting; facilitating the annual PIT Count; preparing the Regional Community Action Plan to Prevent and End Homelessness; supporting the CoC Board and committees; convening and training regional stakeholders on regional priorities; and serving as the State of California Administrative Entity for state funding allocated to the CoC.

[45] Source: RTFH, 2025 Annual Report, page 12.

- *As HMIS Lead,* RTFH is responsible for managing the web-based system that stores client-level data entered by homelessness service providers in the region. In this role, RTFH administers the system, trains participating providers, monitors data quality and compliance, and uses HMIS data to evaluate project and systemwide performance.

- *As CES Lead,* RTFH is responsible for managing the Coordinated Entry System, the process by which people experiencing homelessness are matched with the frontline services and providers that best meet their needs, to avoid service duplication and improve outcomes. As part of this role, RTFH coordinates the policies, procedures, technology, and participating providers.

County of San Diego

The County's role in the homelessness response ties to its longstanding function as the local administrator of California's health and human services programs. The State relies on all 58 counties to deliver its major safety-net programs — health, behavioral health, income support, and social services — many of which serve people experiencing or at risk of homelessness. The County substantively expanded its role beginning in April 2021 when it created the Department of Homeless Solutions and Equitable Communities within the Health and Human Services Agency, taking on a larger role in the regional response. In 2025, the County subsequently reorganized these efforts into the Office of Homeless Solutions (OHS) under Housing and Community Development Services, operating under a countywide framework that is premised on homelessness prevention and addressing root causes of homelessness.[46]

Role/Services. The County's role in the regional response divides into three distinct parts: external collaborator, internal connector, and direct provider — each formalized under its adopted Homelessness Solutions and Prevention Action Plan (2024). As an external collaborator, the County works with RTFH and the region's eighteen cities to organize shared responses, coordinate and jointly pursue state and federal funding, and negotiate agreements with individual cities on programming. As an internal connector, and through OHS, it serves as the single point of coordination across the many County services that reach people at risk of or experiencing homelessness - behavioral health, public health, child welfare, probation, the courts, and social services. This connector role reflects the

[46] Source: County of San Diego Framework for Ending Homelessness

County's distinctive contribution to the regional response: it is the primary funder of the behavioral health and social services that support housing stability - the wraparound services that shelters and housing programs rely on but do not themselves provide. As a direct provider, the County operates outreach and frontline services, including safe-parking and shelter programs, in the unincorporated areas it directly serves, and it facilitates the development of interim and permanent housing across the region.

Funding/Investment. As previously discussed, the County funds significant safety-net programs – health, behavioral health, income support, and social services – that support people experiencing or at risk of homelessness. Additionally, the County reported it budgeted approximately $93.2 million for affordable and supportive housing and rental assistance; approximately $88 million for a continuum of housing options serving people receiving treatment and supportive services; and approximately $29.2 million through the Land Use and Environment Group for affordable and alternative housing, accessory dwelling units, and related efforts in FY2027. However, it is important to separate out which of this spending is homelessness-specific, and which of it is not, such as spending that relates exclusively to the promotion of affordable housing.[47] General Fund spending specifically related to homelessness totaled $35.9 million through the Office of Homeless Solutions within the Housing and Community Development Services Department.

City of San Diego

The City of San Diego serves as a large-scale coordinator and operator of homelessness services – a role commensurate with its position as the county's largest municipality. Its response system has developed incrementally with greater formality in recent years. Responsibilities were initially distributed primarily among the Mayor, City Council, and San Diego Housing Commission (SDHC), with greater coordination beginning in 2010, when the City entered an agreement for SDHC to administer City-funded homelessness programs.[48] This framework largely held through the late 2010s: the City funded front-end services – emergency shelter, outreach, and housing assistance – while SDHC administered its major housing and homelessness programs. In 2019, the City's Community Action Plan on

[47] For scale, the County's FY2027 budget totaled approximately $9.16 billion, of which the Health and Human Services Agency (24.3%) and Behavioral Health Services (15.4%) are the largest agencies; roughly 49% of the County budget is funded by federal, state, and other intergovernmental sources. These are total agency budgets spanning services well beyond homelessness.

[48] Source: City of San Diego, Resolution No. R-305962 (July 8, 2010)

Homelessness identified fragmented governance and the absence of a City-specific coordinating structure, and called for a more coordinated, client-centered response.[49] The City responded by creating the Homelessness Strategies and Solutions Department (HSSD) in 2022 to consolidate its homelessness planning, oversight, and coordination. One year later, the City established its Safe Sleeping Program and adopted an Unsafe Camping Ordinance – which restricts where individuals may camp when there is shelter availability, and in designated sensitive areas, restricts encampments regardless of shelter availability.[50]

Role/Services. The City maintains an expansive role in the homelessness response, supporting interventions across the system – from diversion and street outreach at the front end, to shelter and interim housing, and ultimately permanent housing. Most of its programs are funded through the City budget and overseen by HSSD but delivered through contracted service providers: the shelter system operates largely through provider contracts; the Coordinated Street Outreach Program includes more than 40 contracted outreach workers; the Safe Parking Program is operated by Jewish Family Service; until recently, the Neil Good Day Center, operated by Father Joe's Villages, provided daytime services for adults experiencing homelessness.[51] [52] The City also performs a coordinating role within its limits, principally through HSSD, which works across City departments and with SDHC, the County, RTFH, and service providers to align programs, funding, and operations.

Funding/Investment. The City's homelessness spending is readily identifiable and has grown sharply over the past decade – increasing roughly elevenfold, from budgeting $9.5 million in FY2017 to $109.5 million in FY2027 (see figure 3.e).[53] Including spending on permanent supportive housing and federal housing vouchers, the City budgeted $234.5 million in FY2027 (see Figure 3.d). Of this $234.5 million, just under 55% is directed to permanent housing – most of it is federally funded and delivered through SDHC – with the remainder spread

[49] Source: Community Action Plan, 2019

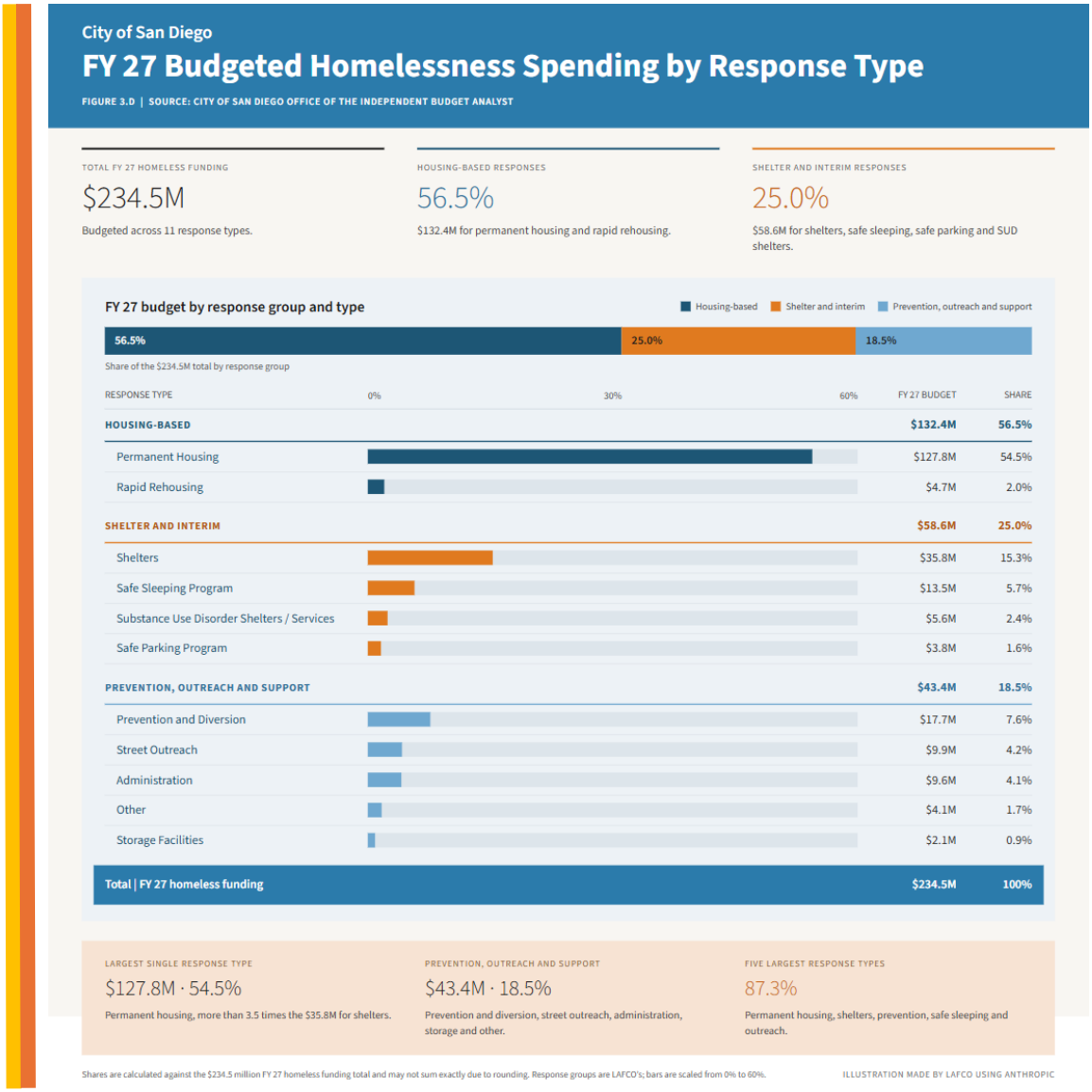
[50] Under this ordinance, encampments are banned citywide when shelter beds are available and banned regardless of shelter availability in designated sensitive areas (within parks, canyons, and within two blocks of schools, transit hubs and shelters). Encampments are also banned in areas where there is a determined threat to public health and safety.

[51] Source: City "Outreach" page for Homelessness Strategies and Solutions (https://www.sandiego.gov/homelessness-strategies-and-solutions/services/outreach)

[52] After 35 years of service, the Neil Good Day Center closed on September 30, 2026, following the City's decision to discontinue funding and prioritize limited resources for shelter capacity and permanent housing connections. Father Joe's Villages relocated services to a smaller facility at its Joan Kroc Center, with operating costs funded by the nonprofit.

[53] This reported spending excludes permanent supportive housing and federal housing vouchers due to their one-time nature and significant magnitude. Source: City of San Diego Independent Budget Analyst Office's FY 27 Report on Homelessness Programs and Funding.

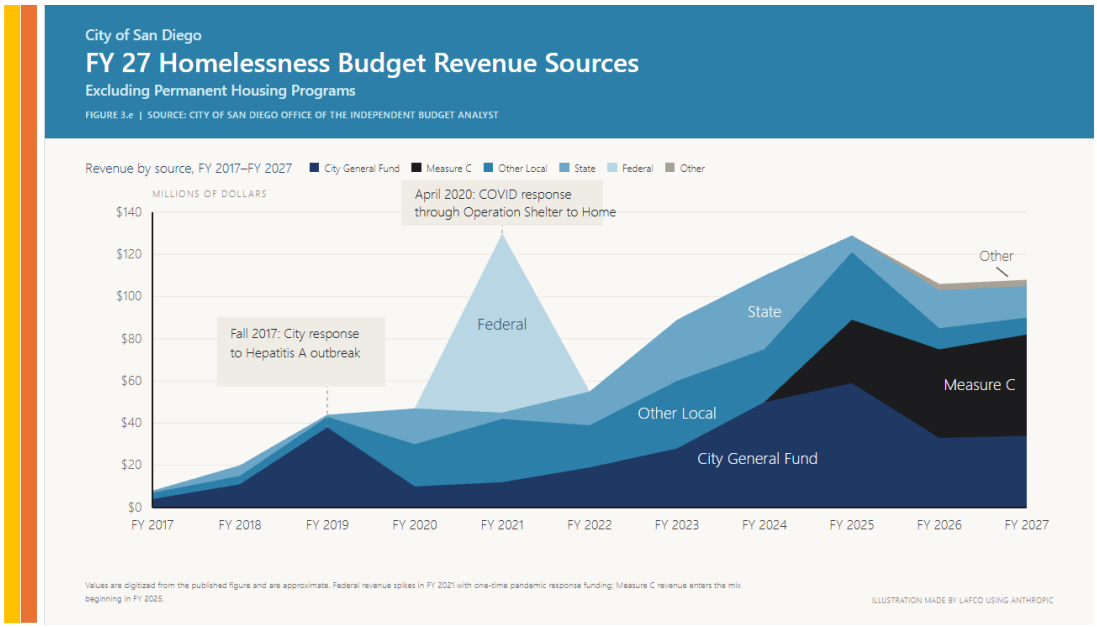
across shelters (1,680 beds), the safe sleeping program (760 safe sleeping spaces), safe parking (350 spaces), and outreach and diversion. Significantly, a growing share of this spending draws on the City's General Fund – its own discretionary revenue, including both resident property and sales taxes. In FY2027, $35.2 million of General Fund revenue was dedicated to homelessness services, representing just 1.6% of the City's total General Fund spending.[54] Additionally, funding for homeless services has been generated by the visitor-paid hotel tax introduced by Measure C.[55]



54 The City of San Diego's General Fund budget totaled $2.167 billion in FY2027. Source: FY 27 City Budget Overview

55 Measure C (2020) was a citizens' initiative ballot measure that increased the City's Transient Occupancy Tax (TOT) and is expected to generate $82M in 2026. For the first 5 years, 59% of funds must be dedicated to modernizing San Diego's convention center, and 41% must be used to address homelessness.

Beyond the General Fund, the City's recent growth was driven by one-time state and federal funds – including COVID-era and Homekey resources – and by recurring but unguaranteed state HHAP dollars. The City has been working to reduce its dependence on non-recurring grants, which had fallen to roughly $25.0 million in FY2027, about 78% of it from HHAP. Should HHAP funds contract, the City projects it would face further homelessness-spending cuts unless $19.4 million in General Fund spending were dedicated to offset this loss – a tradeoff that would set homelessness spending against the other services the General Fund supports.[56]



Role of the 17 Other Cities

The remaining 17 cities in San Diego County fund and administer local homelessness responses within the broader regional framework established by the CoC's Regional Community Action Plan to Prevent and End Homelessness. Their programs, organizational arrangements, and investments vary by jurisdiction. Cities outside San Diego have representation on the CoC Board and participate in RTFH committees, workshops, and regional workgroups to share practices and coordinate efforts. An expanded discussion of these coordination efforts can be found in Appendix E.

[56] City of San Diego budget; City of San Diego Office of the Independent Budget Analyst. In FY2027, City homelessness spending declined roughly 7% amid a broader budget deficit, including a 27% reduction in permanent-housing spending following the expiration of one-time Homekey funds used to acquire property in FY2026.

Role/Services. The cities collectively support interventions across the homelessness response system, including prevention and diversion, street outreach, shelter, transitional housing, and permanent housing assistance. Services are administered through municipal departments and staff, contracted providers, and partnerships with the County and neighboring cities. Carlsbad and Chula Vista have Housing and Homeless Services departments, while Vista and La Mesa assign homelessness responsibilities to divisions within departments. Other cities incorporate these responsibilities into broader housing, community development, public safety, or community services functions.

Cities also perform a coordinating role within their boundaries, connecting municipal staff with providers, County services, and regional housing resources. Some participate in shared programs rather than operating separate facilities, including Vista and Encinitas' partnership supporting the Buena Creek Navigation Center and cities' participation in regional shelter networks.

Funding/Investment. The cities' homelessness spending draws on a combination of General Fund resources, state and federal grants, restricted housing funds, and other revenues. LAFCO's budget review identified explicit homelessness allocations within the General Fund of six of the 17 cities: Carlsbad, Encinitas, La Mesa, Lemon Grove, Oceanside, and Vista. LAFCO estimates approximately $6.3 million in total budgeted allocations within the General Fund reporting category across all 17 cities, including $3.7 million for Carlsbad and $1.1 million for Oceanside.[57] Separately, Oceanside, Chula Vista, and Escondido have voter-approved general sales taxes whose stated priorities include homelessness or related activities. These revenues can supplement other funding, although they are not exclusively reserved for homelessness.[58]

[57] General Fund spending on homelessness by the 17 other cities in the County was reported consistent with the City of San Diego Independent Budget Analyst Office's FY 27 Report on Homelessness Programs and Funding. General Fund spending included unrestricted General Fund, American Rescue Plan Act (ARPA) COVID-19 relief funds, and Opioid Settlement Funds. General Fund expenditures related to encampment abatement or police spending other than designated homeless-outreach teams were not included. Revenue generated from ballot measures in Oceanside, Chula Vista and Escondido was excluded.

[58] The California State Auditor's office recommends cities consolidate reporting on homelessness revenues and expenditures and develop performance metrics to track program outcomes. These practices can help cities connect spending decisions with service outcomes. Source: 2023-102.2 Homelessness in California - California State Auditor

Concluding Remarks: Homelessness Spending by the County and its 18 Cities

LAFCO estimates six cities budgeted approximately $6.3 million in FY2027, compared with $35.2 million by the City of San Diego and $35.9 million by the County. Carlsbad and Oceanside account for approximately three-quarters of the six-city total. These figures illustrate differences in budget commitments and while these figures remain subject to reporting limitations, they indicate concentration in a few jurisdictions.[59] Each jurisdiction independently determines its allocations, yet the services funded may benefit multiple jurisdictions. This creates a regional governance challenge: aligning separately determined local investments with shared priorities and establishing responsibility for addressing service gaps and sustaining services across the region.

The broader point is structural. Across the County of San Diego and its eighteen cities, local approaches range from dedicated departments with budgeted funding to an embedded or minimal role. This variation reflects local choice; one consequence is that service availability differs across jurisdictions in ways that do not consistently align with where need is concentrated. Each jurisdiction decides its own role, yet no single body is accountable for the sum of those decisions – so no one is positioned to assess whether the region's combined response matches the region's combined need.

[59] A limitation of this comparison is that each city's homelessness spending may be distributed across departments and broader programs, limiting the ability to isolate total expenditures. The review therefore captures only explicitly identified allocations.

IV. PEER CONTINUUMS OF CARE:
How Other Regions Govern Responses to Homelessness

This section looks outward and examines three comparable CoCs chosen by LAFCO staff that organize their homeless response systems differently from San Diego. Each was selected because it shares geographic similarities with San Diego – a large, high-cost, urban-suburban county – and because it represents a distinct governance model: a county-administration agency (Santa Clara County), a regional authority agency (King County), and a semi-autonomous integrated agency with a dedicated revenue source (Miami-Dade County). These comparative examples collectively help define a range of structural alternatives to governing the homeless response system this paper takes up later. Each is examined through the same structure – its model, community demographics, governance structure, and funding streams. Material observations relative to San Diego are also provided. Drawing from the latter, three standalone takeaways from the three comparisons follow, with each peer then examined in turn.

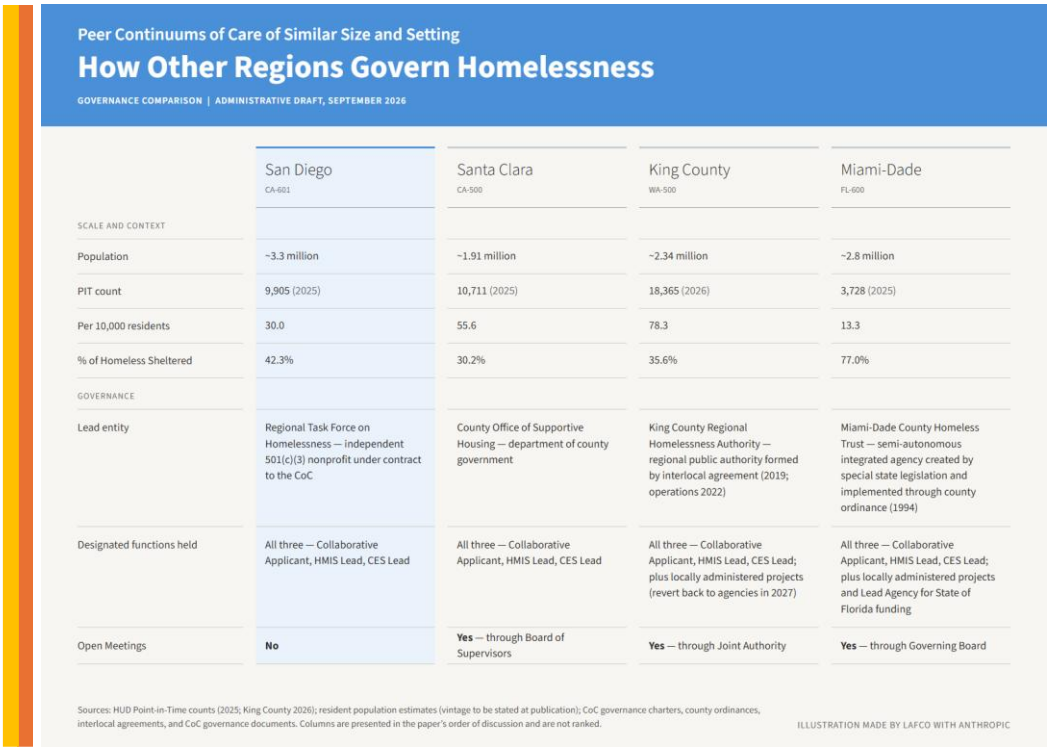
1. Each peer CoC's Collaborative Applicant model raises a different accountability question. As administrative leads of the CoC, all Collaborative Applicants are accountable to CoC Boards as outlined in their Governance Charters. However, their administrative operations are primarily directed by the boards of the nonprofits or public agencies they are seated within. Where a county agency serves as Collaborative Applicant and manages the region's homeless response system on behalf of other jurisdictions (Santa Clara County CoC), the Collaborative Applicant is directed by the Board of Supervisors. Where two principal member agencies (the City of Seattle and King County) create a separate entity to serve as Collaborative Applicant (the King County Regional Homelessness Authority), the collaborative applicant is directed by elected officials from different agencies. Where the Collaborative Applicant is a semi-autonomous agency of the County (Miami-Dade CoC), the CoC Board is designated to oversee its operations, which includes both service providers and elected officials.[60] San Diego's arrangement differs in that the Collaborative Applicant is a nonprofit agency, so its administrative functions are directed by a nonprofit board that is self-constituting and does not include the representation of public agencies.

[60] The Board of County Commissioners retains veto power over budgetary decisions, as further discussed in the Miami-Dade CoC section below.

2. Consolidating functions is distinct from consolidating accountability. The King County CoC brought all three designated HUD functions – Collaborative Applicant, HMIS Lead, and CES Lead – into a single regional entity in 2019 (with operations beginning in 2022), together with responsibility for administering the homelessness service contracts funded by its two member jurisdictions. Following a forensic evaluation published in 2026 that identified significant concerns with financial management, the two agencies making up the authority agreed to narrow the authority's responsibility to carrying out main HUD-designated Collaborative Applicant functions, while returning the management of City and County funded contracts back to the City and County.[61] What the restructuring did not appear to initially resolve was the coordination problem between the two largest jurisdictions in the County that prompted consolidation in the first place due to scattered HUD program monitoring.[62] These findings reveal the need for stable finances, clear public oversight, strong internal controls, and well-defined responsibility for locally funded contracts in establishing a regional authority.

3. Dedicated revenue is the sharpest dividing line. Only Miami-Dade controls a revenue source of its own – a one-percent food and beverage tax, secured through special state legislation in 1992 – which insulates it from the federal grant cycle and was budgeted to generate $47.4 million in FY2025–26. Neither Santa Clara nor King County holds a revenue source dedicated to homelessness, and KCRHA identified that absence as a contributor to its deficit. Nonetheless, both can draw on their general-purpose revenues. San Diego's nonprofit model has the least access of the four: it depends on external federal and state grants, with no taxing authority and no claim on any government's General Fund.

[61] Source: "All options are on the table" following forensic investigation of KCRHA - Office of the Mayor
[62] Source: King County 2018 Audit of Regional Homelessness Response



Peer Continuums of Care of Similar Size and Setting

How Other Regions Govern Homelessness

GOVERNANCE COMPARISON | ADMINISTRATIVE DRAFT, SEPTEMBER 2026

	San Diego CA-601	Santa Clara CA-500	King County WA-500	Miami-Dade FL-600
SCALE AND CONTEXT				
Population	~3.3 million	~1.91 million	~2.34 million	~2.8 million
PIT count	9,905 (2025)	10,711 (2025)	18,365 (2026)	3,728 (2025)
Per 10,000 residents	30.0	55.6	78.3	13.3
% of Homeless Sheltered	42.3%	30.2%	35.6%	77.0%
GOVERNANCE				
Lead entity	Regional Task Force on Homelessness — independent 501(c)(3) nonprofit under contract to the CoC	County Office of Supportive Housing — department of county government	King County Regional Homelessness Authority — regional public authority formed by interlocal agreement (2019; operations 2022)	Miami-Dade County Homeless Trust — semi-autonomous integrated agency created by special state legislation and implemented through county ordinance (1994)
Designated functions held	All three — Collaborative Applicant, HMIS Lead, CES Lead	All three — Collaborative Applicant, HMIS Lead, CES Lead	All three — Collaborative Applicant, HMIS Lead, CES Lead; plus locally administered projects (revert back to agencies in 2027)	All three — Collaborative Applicant, HMIS Lead, CES Lead; plus locally administered projects and Lead Agency for State of Florida funding
Open Meetings	**No**	**Yes** — through Board of Supervisors	**Yes** — through Joint Authority	**Yes** — through Governing Board

Sources: HUD Point-in-Time counts (2025; King County 2026); resident population estimates (vintage to be stated at publication); CoC governance charters, county ordinances, interlocal agreements, and CoC governance documents. Columns are presented in the paper's order of discussion and are not ranked.

ILLUSTRATION MADE BY LAFCO WITH ANTHROPIC

Santa Clara County CoC (CA-500)

Model. The Santa Clara CoC has consolidated its three principal administrative functions within county government, designating the County of Santa Clara's Office of Supportive Housing (OSH) as the Collaborative Applicant, HMIS, and CES.

Demographics and most recent PIT Count. Santa Clara County is a large, high-cost metropolitan county with multiple incorporated cities and several unincorporated communities. The estimated county population is approximately 1.9 million residents with one half residing within the City of San Jose. Its 2025 PIT Count identified 10,711 people experiencing homelessness, divided between 7,472 unsheltered and 3,239 sheltered individuals. The total count results in a per-capita homeless rate of 55.6 per 10,000 residents.

Governance. Santa Clara CoC retains regional governance responsibilities through its own CoC Board consistent with its governance charter, with its principal administrative functions fully delegated to OSH – which, in turn, is an office within the County of Santa Clara that answers to the Board of Supervisors. While the Board of Supervisors does not exercise direct governance over the CoC, its oversight of OSH occurs within the County's public governance structure. OSH matters requiring

governing-body action are brought before the Board of Supervisors as part of its regular publicly noticed meetings.

Funding streams. The CoC draws on HUD CoC Program funding, state homelessness resources, and county housing investments. Because the County Office of Supportive Housing also participates in the county's broader housing and supportive-housing financing, the CoC's activities are more tightly linked to county budgeting and capital planning than under a nonprofit-administered model — potentially improving alignment among programs, services, and permanent-housing financing. OSH received $1.5 million and $1.6 million, respectively, for its Planning Grant and HMIS responsibilities from HUD in 2024. OSH received an additional $29.8 million to fund 17 housing and supportive service projects.

Observations. Santa Clara CoC and its designations illustrate the benefits and tradeoffs of housing CoC capacity within a single member jurisdiction. The benefits are integration and visibility: CoC operations connect directly to county housing, health, and fiscal systems, and matters requiring governing-body action are decided in publicly noticed meetings by a body that answers to an electorate. The tradeoff follows from the same arrangement. The governing body accountable for the administrative functions of the CoC answers first to the Board of Supervisors, while the other jurisdictions and the broader CoC Membership hold no vote over an entity administering a service on their behalf – a condition that would arise equally had the City of San Jose, or any other single member jurisdiction, been designated.

King County CoC (WA-500)

Model. The King County CoC has consolidated via designations its three principal administrative functions – Collaborative Applicant, HMIS, and CES Lead – within the King County Regional Homelessness Authority (KCRHA), a joint authority created by King County and the City of Seattle. KCRHA also administers locally funded homelessness programs on behalf of its two member jurisdictions, although this latter arrangement will largely revert to the County and City beginning in 2027.

Demographics and most recent PIT Count. King County serves a high-cost metropolitan region of a large urban center surrounded by suburban, unincorporated, and tribal areas. The estimated county population is approximately 2.34 million residents with more than one-third residing in the City of Seattle. Its 2026 count reported 18,365 people experiencing homelessness, divided between

11,829 unsheltered and 6,536 sheltered individuals. The total count results in a per-capita homeless rate of 78 per 10,000 residents.[63]

Governance. King County CoC retains regional governance authority through its own CoC Board consistent with its governance charter, while its principal administrative responsibilities are delegated to KCRHA – the regional authority jointly created by King County and the City of Seattle in 2019. KCRHA is separately governed by its own Governing Board, which includes representatives of King County, the City of Seattle, the Sound Cities Association (SCA) and 3 individuals with lived experience of homelessness each appointed by King County, the City of Seattle and the SCA. KCRHA staff, in turn, carry out the authority's designated administrative functions as well as locally funded homelessness programs on behalf of the County and City. The KCRHA Governing Board meets monthly in meetings open to the public.

Additional governance context. Before 2019, the nonprofit All Home was the CoC's designated Collaborative Applicant while a county department held the HMIS and CES Lead roles – a split arrangement that a 2018 county audit found had scattered HUD program monitoring across multiple entities. Additionally, the Coordinated Entry system and Rapid Re-housing placement were found to be underperforming.[64] In 2019, King County and the City of Seattle signed an interlocal agreement forming KCRHA, and in doing so consolidating all three HUD designated functions in one agency plus assuming homeless programs that previously were funded and administered by each agency. KCRHA has since undergone repeated governance restructuring in response to accountability findings, ultimately consolidating direction under a single governing board.[65] Most recently, following a forensic evaluation published in 2026 that identified significant concerns with financial management, governance, and internal controls, the County and City adopted a transition plan that will return most locally funded contract administration to the two jurisdictions beginning in 2027, effectively narrowing KCRHA's focus to its core regional responsibilities.[66]

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63 2026 PIT Count data is provided because the Seattle-King CoC only conducts unsheltered PIT Counts in even-numbered years.

64 Source: King County 2018 Audit of Regional Homelessness Response

65 At inception it operated under a three-part structure: an 11-member Governing Committee of elected officials and people experiencing homelessness, the HUD-mandated CoC Board, and an Implementation Board of homelessness-program practitioners. In 2024, Seattle and King County approved a new interlocal agreement sunsetting the Implementation Board and vesting sole direction of KCRHA's Collaborative Applicant, HMIS, and Coordinated Entry responsibilities in a 12-member Governing Board.

66 The April 2026 forensic evaluation, commissioned by the City of Seattle and covering 2021 through 2025, then identified $8 million in public funds unaccounted for amid a growing $44.7 million cash deficit and $4.3 million in administrative overspending.

Funding streams. In 2025, KCRHA's roughly $206.9 million budget was funded 53% by the City of Seattle, 26% by King County, and only 11% by HUD CoC funds – leaving it heavily dependent on two jurisdictions' annual contributions and lacking a dedicated revenue source of its own.[67] The above-mentioned forensic evaluation found $8 million in unreconciled balances amid a negative cash balance of $44.7 million and $4.3 million in administrative overspend, which KCRHA attributed in part to the absence of dedicated revenue.[68] In response, King County and Seattle moved to stabilize the authority, bolster its financial controls, refocus it on core CoC functions, and transition management of locally funded contracts back to the two governments. Prior to the transferring of contract management back to the City and County alone, KCRHA received $1.5 million and $0.4 million, respectively, for its Planning Grant and HMIS responsibilities from HUD in 2024, an additional $24.9 million to fund 24 housing and supportive service projects. In total, KCRHA received 40.1% of the award, while the King County Department of Community and Human Services received 58% of the award. The remaining 1.9% of the award went directly to nonprofit organizations.

Observations. King County CoC illustrates that consolidating functions and consolidating accountability are separate measures. The 2019 decision to bring all three designated HUD functions into a single regional entity – together with responsibility for substantial contracts funded by its two member jurisdictions – appears well-intended in strengthening countywide coordination. However, the 2026 forensic evaluation reveals that consolidated regional authority must be paired with mature internal controls, clear contract management, and a fallback plan for the continuity of homeless services and federal funding. The decision by King County and the City of Seattle to return most locally funded contract administration to their respective governments beginning in 2027 underlines the importance of determining which entities are best suited to carry out CoC Collaborative Applicant, HMIS and CES Lead functions, and which entities have the financial controls in place to manage funding contracts.

Miami – Dade County CoC (FL-600)

Model. The Miami-Dade County Homeless Trust (MDCHT), a semi-autonomous county agency, serves as the Miami-Dade CoC's Collaborative Applicant, HMIS and CES Lead. Since the Miami-Dade CoC Board and the MDCHT Board are the same

[67] Source: KCRHA 2025 Budget Presentation to Governing Board
[68] Source: Forensic Evaluation of King County Regional Homelessness Authority by Clark Nuber P.S. (2026).

entity, there is one oversight board responsible for overseeing both the administrative functions of the Collaborative Applicant as well as all other CoC Board functions. MDCHT also administers the region's local homelessness programs and funding, including proceeds of a dedicated one-percent Food and Beverage Tax.

Demographics and most recent PIT Count. Miami-Dade County serves a high-cost metropolitan region of a large urban center surrounded by suburban communities. The estimated county population as of 2025 is 2.8 million residents with 17.4% residing in the City of Miami.[69] Its 2025 PIT Count identified 3,728 people experiencing homelessness, divided between 2,870 sheltered and 858 unsheltered. The total count results in a per-capita homeless rate of 13.3 per 10,000 residents.

Governance. MDCHT serves as the single governing body for the regional homelessness response system while also overseeing substantial local homelessness programs and funding within Miami-Dade County. Its governmental framework originates in special State enabling legislation; the County subsequently implemented this authority by ordinance, creating the Trust in 1994 to oversee implementation. The Trust's 27-member Board is also the CoC Board with designated seats representing a range of providers dedicated to responding to homelessness regionally, including County and City elected officials.[70] While the Board of Trustees oversees homeless response programs, including the use of the dedicated tax revenue, the County retains the ability to veto budget and award selections by an "affirmative vote of a majority plus one additional vote of the Board of County Commissioners."[71]

Funding streams. Similar to the Santa Clara County CoC, the Miami-Dade CoC benefits from system accountability reinforced by belonging to County accounting and auditing systems. The Trust (through Miami-Dade County) received $1.5 million for its Planning Grant responsibilities from HUD in 2024 and did not receive an award to fund its HMIS functions. The Trust received an additional $50.1 million to fund 32 housing and supportive service projects. The Trust received 96% of the CoC award, as the Miami-Dade CoC follows a Unified Funding Agency (UFA) model and oversees all subrecipient expenditures.

69 Source: Miami-Dade County 2025 Population Estimate; City of Miami 2025 Population Estimate
70 Source: Miami-Dade CoC Governance Charter
71 Source: Miami-Dade County Ordinance 94-66, Section 2-753

The Trust's defining feature is a dedicated revenue source: a one-percent Food and Beverage Tax, which was budgeted to generate roughly $47.4 million in FY2025–26, of which 85% is dedicated to homeless housing and services and 15% to the construction and operation of domestic violence centers. The tax applies to restaurants grossing more than $400,000 annually that are licensed for on-premises alcohol sales, and does not reach hotels and motels. This dedicated stream, combined with federal, state, and local funds, gives the Trust a funding base independent of the annual federal grant cycle. The model is not without friction: three municipalities – Miami Beach, Surfside, and Bal Harbour – sit outside the tax's geographic reach and contribute little despite benefiting from the services it funds.

Observations. Of the three comparison models examined, MDCHT represents the most complete effort to consolidate both administrative function and political accountability within a single institutional structure. Its standalone governing board holds authority to plan, budget, fund, and oversee the regional homelessness response, while remaining institutionally anchored within a single county government and supported by a dedicated local revenue source. Miami-Dade also reports the lowest homeless rate and the highest sheltered share of the three peers – 13.3 per 10,000 residents, with approximately three-quarters of its counted homeless population sheltered on a given night. While this outcome cannot be attributed to governance alone, the model itself shows that a single body can consolidate a region's homeless response – and, in Miami-Dade's case, has done so under a structure that has remained substantially intact for more than 30 years. Nonetheless, a tradeoff exists where some local jurisdictions benefit from the Trust's services but remain outside the dedicated tax's geographic reach, creating an imbalance between regional service benefits and contributions to this funding source. Their leverage in shaping service priorities or resolving disagreements depends on their representation within the Trust's governance structure.

V. OBSERVATIONS & ALTERNATIVES:
What Could Fit Better

Evaluation Criteria

The CoC system was created to coordinate homeless-service providers, develop regional plans to respond to homelessness, rank projects for HUD funding, and track system-wide performance. As already shown, CoCs do not all operate under the same Collaborative Applicant model: some designate county agencies, others regional authorities, and others nonprofits. Each CoC selects its Collaborative Applicant through its own governance process and documents that choice in its Governance Charter. Across these models, governance effectiveness depends less on whether the Collaborative Applicant is governmental or nonprofit than on whether seven qualities summarized the following table are present

San Diego Continuum of Care

Evaluation Framework: Seven Criteria

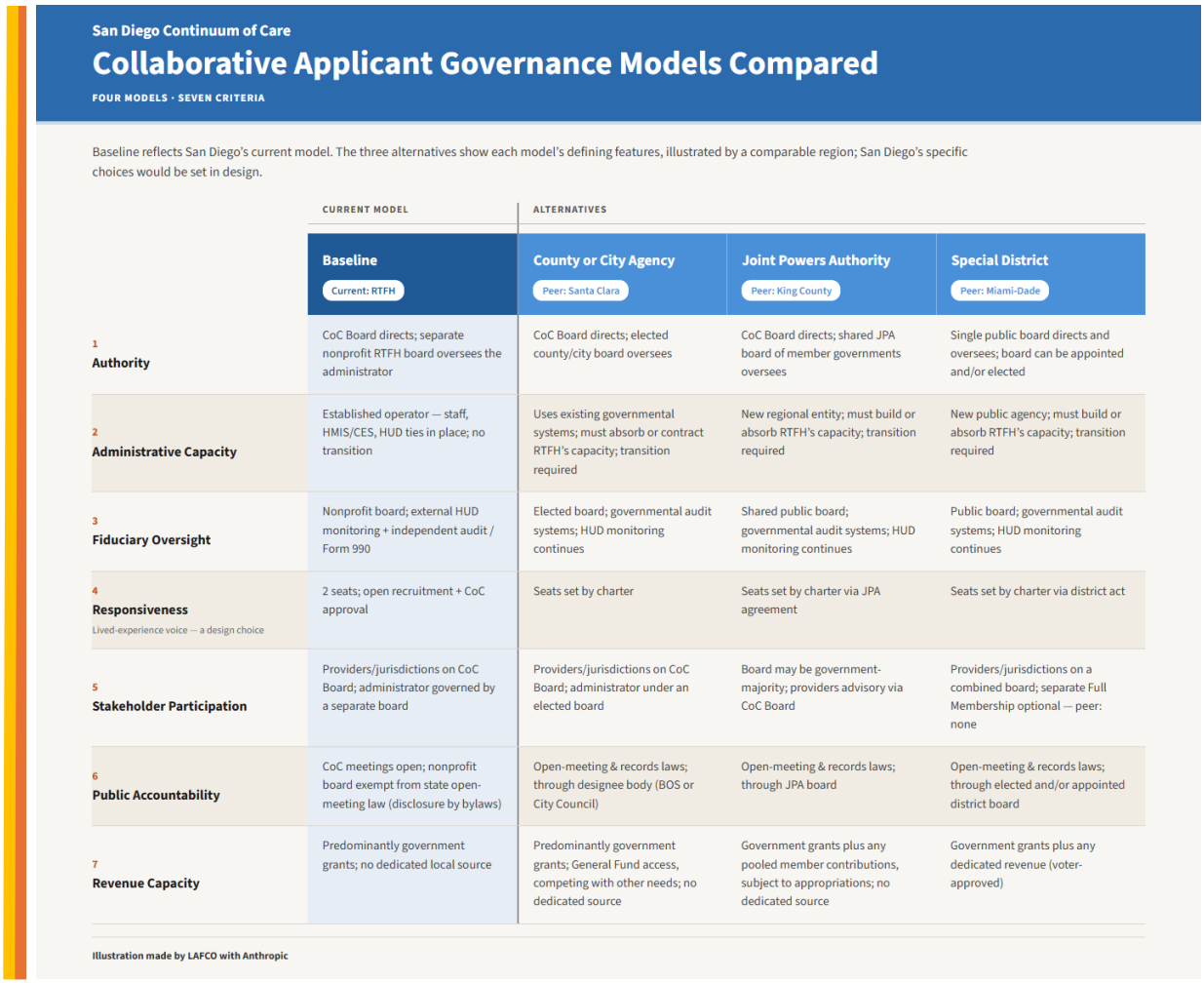
COLLABORATIVE APPLICANT GOVERNANCE · WHAT EACH CRITERION ASKS

CRITERION	WHAT IT ASKS
1 **Authority**	Is decision-making authority clearly held by an identifiable body or bodies, so it is evident to all parties who is in charge and answerable?
2 **Administrative Capacity**	Does the structure provide capable, well-organized administration — with clear internal responsibilities and performance tracking — accountable to the governing board that sets its direction?
3 **Fiduciary Oversight**	Does the structure provide sound, independent oversight of how funds are spent and tracked?
4 **Responsiveness to the Homeless Population**	Does the structure give the people who receive services a meaningful role in how it is governed and how services are designed?
5 **Stakeholder Participation**	Do the front-line providers and jurisdictions that carry out the response have a meaningful voice in how it is governed?
6 **Public Accountability**	Is the structure answerable to the public — residents, taxpayers, and businesses — through open-meeting and public-records obligations and accountability to elected or appointed officials?
7 **Revenue Capacity**	Can the structure generate its own dedicated, stable revenue, or does it depend solely on external funding streams — federal, state, and local — that it does not control?

Illustration made by LAFCO with Anthropic

Comparison of Four Models: Baseline + Three Alternatives

Drawing on the preceding analysis, this section evaluates four Collaborative Applicant models for the San Diego CoC – the baseline nonprofit model and three alternatives: a county or city agency, a joint powers authority, and a special district – against the seven established criteria. The matrix below compares the four at a glance; each model is then examined in turn.



San Diego Continuum of Care

Collaborative Applicant Governance Models Compared

FOUR MODELS · SEVEN CRITERIA

Baseline reflects San Diego's current model. The three alternatives show each model's defining features, illustrated by a comparable region; San Diego's specific choices would be set in design.

	CURRENT MODEL	ALTERNATIVES		
	Baseline Current: RTFH	**County or City Agency** Peer: Santa Clara	**Joint Powers Authority** Peer: King County	**Special District** Peer: Miami-Dade
1 **Authority**	CoC Board directs; separate nonprofit RTFH board oversees the administrator	CoC Board directs; elected county/city board oversees	CoC Board directs; shared JPA board of member governments oversees	Single public board directs and oversees; board can be appointed and/or elected
2 **Administrative Capacity**	Established operator — staff, HMIS/CES, HUD ties in place; no transition	Uses existing governmental systems; must absorb or contract RTFH's capacity; transition required	New regional entity; must build or absorb RTFH's capacity; transition required	New public agency; must build or absorb RTFH's capacity; transition required
3 **Fiduciary Oversight**	Nonprofit board; external HUD monitoring + independent audit / Form 990	Elected board; governmental audit systems; HUD monitoring continues	Shared public board; governmental audit systems; HUD monitoring continues	Public board; governmental audit systems; HUD monitoring continues
4 **Responsiveness** Lived-experience voice — a design choice	2 seats; open recruitment + CoC approval	Seats set by charter	Seats set by charter via JPA agreement	Seats set by charter via district act
5 **Stakeholder Participation**	Providers/jurisdictions on CoC Board; administrator governed by a separate board	Providers/jurisdictions on CoC Board; administrator under an elected board	Board may be government-majority; providers advisory via CoC Board	Providers/jurisdictions on a combined board; separate Full Membership optional — peer: none
6 **Public Accountability**	CoC meetings open; nonprofit board exempt from state open-meeting law (disclosure by bylaws)	Open-meeting & records laws; through designee body (BOS or City Council)	Open-meeting & records laws; through JPA board	Open-meeting & records laws; through elected and/or appointed district board
7 **Revenue Capacity**	Predominantly government grants; no dedicated local source	Predominantly government grants; General Fund access, competing with other needs; no dedicated source	Government grants plus any pooled member contributions, subject to appropriations; no dedicated source	Government grants plus any dedicated revenue (voter-approved)

Illustration made by LAFCO with Anthropic

Baseline: Nonprofit Model

The San Diego CoC has a nonprofit Collaborative Applicant model in which RTFH serves as the Collaborative Applicant, Coordinated Entry System Lead and HMIS Lead. In carrying out these administrative functions, RTFH receives direction from the CoC Board. Before turning to the seven criteria, it is worth noting what the existing

model already provides. The baseline is an established, functioning system rather than a concept: RTFH is a known organization with dedicated staff, built-out data infrastructure (HMIS and the Coordinated Entry System), and direct contractual relationships with HUD. Because it is already in place, the baseline requires no transition – a clear advantage – whereas a change in Collaborative Applicant would raise the question of how that existing capacity is retained, contracted for, or transferred to the new lead, rather than recreated. The baseline also convenes the region's broadest governance body, seating front-line providers, jurisdictions, and individuals with lived experience, the last selected through open recruitment rather than political appointment. And it adds no new layer of government, carrying the lowest cost and least disruption to maintain. The criteria below assess the baseline's strengths and weigh them against its most significant constraints: limited public accountability and no dedicated revenue source.

Authority. Authority is clearly assigned to identifiable bodies, and the Governance Charter documents how it is held. Full Membership adopts the Charter and designates the composition of the CoC Board, which sets regional strategy, establishes policies, ranks funding priorities, and monitors system performance. RTFH, in turn, carries out its responsibilities as Collaborative Applicant under the oversight of its own Board of Directors. The CoC Board thus directs the regional response, while RTFH's Board of Directors oversees the organization's day-to-day operations and financial solvency. This separation of regional direction from organizational oversight is not unique to the baseline: it also exists in the Santa Clara and King County models, while Miami-Dade combines both within a single board subject to County oversight. The distinction the baseline carries is that the CoC Board directs the regional response without holding governing authority over the entity that carries it out. So long as direction and implementation stay aligned the division is workable; its limitation surfaces if the two diverge, since no single body holds authority over both.

Administrative Capacity. The baseline's principal capacity strength is operational: RTFH is an established administrative lead with dedicated staff and built-out systems, already performing the core functions the Governance Charter assigns. The San Diego CoC Governance Charter distributes decision-making, performance tracking, and other administrative responsibilities among Full Membership, the CoC Board, and RTFH, with RTFH carrying most of them – leading the annual PIT Count, collecting system-performance data, and submitting mandated reporting to HUD. RTFH also presents performance

reports to the CoC membership, which inform regional planning and funding priorities, with the CoC Board and Full Membership providing feedback and direction. Its one structural qualification, which can present as a limitation, is noted above: the administrative lead answers to its own Board of Directors, so the body that sets regional direction is not the body that oversees the administration carrying it out.

Fiduciary Oversight. Within the San Diego CoC, recipients of HUD funds – nonprofits and public agencies alike – hold a direct contractual relationship with HUD, so awarded funds flow directly from HUD to the receiving agencies and are monitored by HUD. In 2024, 82% of the $44.1 million awarded to the San Diego CoC passed from HUD directly to nonprofits and two public agencies, while the balance went to RTFH.[72] The CoC Board and Full Membership are not incorporated entities and hold no budgets or staff of their own.

RTFH, a 501(c)(3) nonprofit governed by its own Board of Directors, is subject to HUD grant monitoring and reporting, files an annual federal Form 990, and undergoes an annual independent audit; its dual role as Collaborative Applicant and funding recipient is further checked by Charter safeguards that exclude funded agencies from the Rating & Ranking Subcommittee and from Evaluation Advisory Committee discussions of its recommendations. Taken together – direct HUD monitoring of each award, independent audit, and charter conflict safeguards – these mechanisms place the baseline's fiduciary oversight largely in external and independent hands rather than relying on self-monitoring, and they are safeguards any alternative lead would likewise need to replicate. A newly designated entity would not automatically assume oversight of every HUD grant; as King County and Miami-Dade illustrate, either arrangement depends on effective internal controls and clear responsibility for financial management.

Responsiveness. Efforts by CoCs to create mechanisms through which individuals with lived experience can participate in decision-making processes (through participation in Full Membership, the CoC Board and Committees) help make systems more responsive to those individuals' needs, regardless of the Collaborative Applicant model. RTFH uses PIT and HMIS data, performance reports, and targeted studies to assess needs and outcomes. Two CoC Board seats are reserved for individuals with lived experience of homelessness, who

[72] Source: San Diego CoC 2024 Award.

also participate through Full Membership and public comment.[73] Individuals with lived experience also inform regional decision making through participating on RTFH's working groups and subcommittees. These members are selected through open recruitment and CoC approval – a more accessible path to the CoC Board than the appointment of seats by elected officials, as in the Seattle-King County CoC. This process supports broader, more representative participation by people with lived experience of homelessness.

Stakeholder Participation. Front-line providers and jurisdictions that carry out the regional homelessness response are represented within both Full Membership and on the CoC Board, which combines appointed, designated community-stakeholder, and flexible seats. This broad representation gives stakeholders a formal voice in regional priorities, although it does not give them direct governing authority over RTFH's internal operations. The nonprofit model therefore separates stakeholder participation in CoC decisions from organizational oversight of the administrative lead. Any alternative would need to determine how providers and jurisdictions participate in both.

Public Accountability. CoC Board and Full Membership meetings are open to the public, agendas are published online, and RTFH's federal role brings HUD reporting requirements and a publicly filed Form 990 – public records that residents, taxpayers, and businesses can review. Access is uneven, however. Past meeting and committee materials are not consistently archived, and RTFH's nonprofit status does not subject its own Board meetings to California's open-meeting requirements, so public access to those proceedings depends on the nonprofit's bylaws and disclosure policies. Further, RTFH administers the Collaborative Applicant, HMIS Lead, and CES Lead functions, as well as HHAP funds allocated to the CoC – placing substantial regional administration within a private nonprofit whose governing board is not selected through public election or governmental appointment.

Under the existing model, the public can raise concerns about RTFH's operations through public comment at CoC Board and Full Membership meetings. A public-agency model would instead place day-to-day administrative oversight of the Collaborative Applicant with elected officials or their appointees, connecting

[73] Source: San Diego CoC Governance Charter – Amended June 2026

decisions about spending, service approaches, and performance more directly to representatives who report to the public.

Revenue Capacity. RTFH is primarily publicly funded. For the period covering FY2025, RTFH reported approximately $23.9 million in total revenue, of which $22.2 million, or 92.8%, came from government grants; most of the remainder consisted of program-service revenue and investment income. However, 71% of this budget was identified as subrecipient expenses, passing through RTFH to service providers, leaving RTFH with $6.6 million to carry out its own Collaborative Applicant, HMIS Lead and CES Lead responsibilities. As a nonprofit, RTFH can seek grants, donations, and other revenues, but cannot levy taxes and has no dedicated local funding source. Its funding therefore depends largely on budgetary decisions made by other entities. A model in which the Collaborative Applicant falls under a county or city could provide access to general-purpose revenues, while a regional authority could pool member contributions. Miami-Dade's dedicated tax illustrates the separate benefit of a recurring revenue source reserved for homeless response, though this benefit can be attributed to the public decision to approve a tax for homeless services, rather than to the inherent benefit of a public agency administering it. The latter examples are further explored below.

Alternative: County or City-Agency Model

Under a county or city agency model, the San Diego CoC would designate a governmental agency as Collaborative Applicant, potentially also assigning it the Coordinated Entry System Lead and HMIS Lead functions. Santa Clara uses this model, with its Office of Supportive Housing (OSH) carrying out all three functions. An analysis of this model under the seven established criteria follows.

Authority. Under a county or city agency model, the CoC Board would continue to set regional strategy, establish policies, rank funding priorities, and monitor system performance. In Santa Clara, the CoC Board also reviews and approves annual work plans for the CoC, its committees, and OSH's designated CoC functions.[74] OSH carries out those functions under the Board of Supervisors' oversight, placing CoC administration within the County's broader housing and

[74] Source: Santa Clara County CoC Governance Charter (updated November 2024), "CoC Board Responsibilities" and "Membership of the CoC Board."

homelessness operations.[75] As in San Diego, regional direction and organizational oversight rest with separate bodies; the distinction is that an elected governing body oversees the administering agency rather than a nonprofit board. For San Diego, a similar model would place administrative authority within the County or a single city and could strengthen coordination with that agency's broader housing and homelessness programs. Realizing these benefits would require establishing or transferring the data infrastructure and personnel capacity that RTFH currently provides as Collaborative Applicant, CES Lead, and HMIS Lead. Other jurisdictions and providers would retain influence through CoC governance without gaining direct governing authority over the administering agency. A clear division of responsibilities would therefore remain necessary to implement regional priorities and resolve disagreements.

Administrative Capacity. Under a county or city agency model, the Governance Charter would assign decision-making, performance tracking, and administrative responsibilities among Full Membership, the CoC Board, and the designated Collaborative Applicant. In Santa Clara, OSH sets performance targets, prepares monthly and annual reports, conducts participant surveys, provides technical assistance, and takes or recommends action when benchmarks are not met.[76] These activities inform CoC Board direction, while OSH's internal management operates within the County's administrative structure. Within San Diego, having the operations of the Collaborative Applicant seated within a county or city model could support CoC functions through existing governmental management, staffing, procurement, and technology systems, but would still need to be supplemented by the specialized capacity currently provided by RTFH. As in the existing model, accountability and oversight would remain divided between the CoC Board and the entity carrying out operations as Collaborative Applicant. Clear reporting relationships would therefore be needed to translate regional priorities into administrative work and establish who addresses performance concerns when they arise.

Fiduciary Oversight. Under a county or city agency model, HUD would continue to award funds directly to grant recipients and monitor their use (unless the Collaborative Applicant follows a Unified Funding Agency model, further

[75] Sources: Board of Supervisors Management Audit Division, Management Audit of the Office of the County Executive (July 2023); County of Santa Clara, Office of Supportive Housing Releases Ending Homelessness: The State of the Supportive Housing System Report.

[76] Sources: Santa Clara County CoC Governance Charter, FY 2024 CoC Application (draft). OSH's annual State of the Supportive Housing System reports are available on OSH's website.

described in the special district section below). The CoC Board and Full Membership do not maintain separate organizational budgets or staff; administrative expenditures would be managed through the designated agency's budget. In Santa Clara, OSH operates within County budgeting, accounting, procurement, and auditing systems, with additional independent, citizen-led oversight of its administration of the 2016 Measure A housing bond. For San Diego, this model would shift oversight of the administering entity's finances from RTFH's nonprofit Board to the County of San Diego Board of Supervisors or a City Council. Governmental procedures would govern expenditure approvals, audits, and responses to findings, without automatically transferring responsibility for monitoring other recipients' HUD grants. As in the existing model, sound oversight would depend on effective internal controls and clear financial responsibilities.

Responsiveness. In Santa Clara, OSH uses PIT and HMIS data, monthly performance reports, and annual participant surveys to assess needs, outcomes, and whether services are person-centered and culturally appropriate.[77] It also administers a grievance process, with patterns of complaints elevated to the CoC Board. Participant and stakeholder feedback has informed changes to coordinated entry assessment and shelter and outreach standards, illustrating how these channels can lead to adjustments in services.[78] The Governance Charter requires at least three at-large CoC Board members to have lived experience of homelessness, including one aged 26 or younger, with additional participation through CoC Board Committees. For San Diego, a similar model could preserve existing lived-experience participation while connecting feedback with the administering agency's broader housing and service programs. Surveys and grievance procedures could also be strengthened under the current nonprofit model, if concerns with the existing process were identified. The relevant consideration is whether people receiving services have accessible ways to influence decisions and whether their feedback leads to changes, rather than whether the Collaborative Applicant is governmental or nonprofit.

Stakeholder Participation. In Santa Clara, providers and jurisdictions participate in the CoC through Full Membership, the CoC Board, and committees. The Board includes three to eight at-large members and four ex officio members representing the County, City of San José, Santa Clara Housing Authority, and

[77] Source: FY 2024 CoC Application (draft)
[78] Source: FY 2024 CoC Application (draft)

nonprofit Destination: Home. Its October 2025 roster included service providers and a small-city representative, although San José is the only city with a standing seat.[79] Broad membership access and committee participation supplement the smaller Board's seven to 12 seats, compared with San Diego's 34. For San Diego, the central consideration would be whether providers and jurisdictions outside the administering government (whether the County or a single city) retain a meaningful role in setting priorities. This consideration appears sharper in San Diego than in Santa Clara. The City of San Diego is the region's largest municipality, but it holds under half the county's population, and – unlike Santa Clara, where the County is the single regional homelessness operator – San Diego's response is already divided between two major governmental operations, the City's and the County's. Designating the County as Collaborative Applicant would place all 18 cities outside the administering entity, while designating the City of San Diego would place the County and the other 17 cities outside it. Either choice would leave a considerable portion of the region, and one of its two principal existing operators, participating only through CoC governance - making the division of responsibilities and the terms of jurisdictional representation a central question to resolve at the outset. The Governance Charter and agreements with the administering agency would need to define how CoC decisions inform work plans, how the agency reports its response, and how disagreements are addressed.

Public Accountability. In Santa Clara, OSH presents reports and funding proposals to the Board of Supervisors and its policy committees through public meetings, and its records are subject to the California Public Records Act. These processes allow residents, taxpayers, and businesses to review spending and performance and raise concerns with elected representatives. However, access to published CoC Board and Executive Committee materials is more limited, illustrating that public oversight of the administering agency does not necessarily provide the same visibility into regional CoC decisions.[80] For San Diego, this model would shift administrative oversight from a nonprofit board to elected officials, giving the public a more direct avenue to seek changes in operations. However, gaps in access to CoC Board agendas, minutes, and committee materials would need to be separately addressed through the CoC governance

[79] Source: CoC Membership Meeting slides, October 10, 2025
[80] Sources: Santa Clara County CoC Governance Charter and County of Santa Clara, Continuum of Care archived meeting minutes.

charter. Clear disclosure and public participation procedures would remain important for both the agency and the CoC Board.

Revenue Capacity. In Santa Clara, OSH receives HUD funding for its CoC responsibilities alongside County resources for broader housing and homelessness programs. In 2024, OSH received a $1.5 million Planning Grant out of the region's $47.9 million HUD award.[81] A distinguishing feature of the county model is its access to general-purpose revenues; in Santa Clara, the County allocated $29 million in discretionary General Fund resources in FY2026 to offset anticipated reductions in federal funding for direct housing support.[82] Voter-approved funding has also contributed, most notably the $950 million 2016 Measure A affordable-housing bond; a separate general sales tax approved by county voters in 2025 – directed primarily towards hospital funding but deposited in the County General Fund – is among the discretionary sources that may support homeless services.[83] [84] For San Diego, a similar model could provide greater access to local revenues than the nonprofit arrangement, but would not automatically establish recurring funding reserved for homelessness. General Fund support would compete with other priorities, and voter-approved revenues would remain subject to their authorized uses and duration.

Alternative: Joint Powers Authority

Under a joint powers authority (JPA) model, participating public agencies in San Diego would establish a separate entity to serve as Collaborative Applicant, potentially also assigning it the Coordinated Entry System Lead and HMIS Lead functions. Seattle-King County illustrates this potential model through King County Regional Homelessness Authority (KCRHA), which carries out CoC administration under a Governing Board separate from the CoC Board. An analysis of this model under the seven established criteria follows.

Authority. In Seattle-King County, Full Membership approves the Governance Charter and CoC Board members. The CoC Board sets HUD funding priorities, ranks projects, and defines designated administrative responsibilities.[85] KCRHA's separate Governing Board sets organizational policy, approves its budget, and

81 Sources: HUD, FY 2024 CoC Competition Homeless Assistance Award Report, California
82 Source: A 'Spotlight' on Santa Clara County's efforts to address federal cuts - Cupertino Today
83 Source: San José Spotlight, Santa Clara County fights to stop homelessness.
84 Sources: Ballotpedia, Santa Clara County Measure A (November 2025), KTVU, Santa Clara County's Measure A sales-tax passes
85 Source: Seattle-King CoC Governance Charter – Amended January 2025

oversees the CEO.[86] It includes government representatives from King County, Seattle, and other cities, alongside individuals with lived experience of homelessness. As in San Diego, the CoC Board retains responsibility for designated CoC decisions, while a separate board oversees the administering entity. The distinction is that KCRHA's organizational oversight rests with a public board representing multiple governments and individuals with lived experience, rather than a nonprofit board. For San Diego, a JPA would shift organizational oversight from RTFH's nonprofit Board to a public governing board shared by participating agencies. Unlike the county or city model, administrative authority would not rest within a single jurisdiction. This directly addresses a limitation of the single-government model in San Diego (Santa Clara version): rather than placing administration within the County or the City of San Diego and leaving the rest of the region outside it, a joint powers board could seat the County, the City of San Diego, and other participating cities together, giving the region's principal governments shared ownership of the administering entity. This shared ownership carries a corresponding risk. Because a JPA is governed collectively and no single parent agency is responsible for its continued existence, members may each act to protect their own interests when difficulties arise, with no one entity positioned to defend the authority itself. King County illustrates the dynamic: when the 2026 forensic evaluation surfaced financial-control failures, Seattle and the County moved to pull functions back to their own departments rather than shore up the shared entity. A San Diego joint powers agreement would need to anticipate this — addressing not only contribution formulas and withdrawal procedures but how the authority is sustained when members' priorities diverge. Additionally, the joint powers agreement and Governance Charter would still need to distinguish the CoC Board's regional responsibilities from the JPA board's authority over administration, including how regional priorities are implemented and disagreements resolved.

Administrative Capacity. KCRHA consolidates the Collaborative Applicant, HMIS, and Coordinated Entry functions within a regional organization – or JPA – managed by its CEO and overseen by its Governing Board. It has also administered substantial locally funded service contracts. The announced transition of many of those contracts back to Seattle and King County beginning in 2027 illustrates that CoC administration and local contract management can be assigned separately. For San Diego, a JPA could place the administrative

[86] Source: Revised-and-Amended_Interlocal-Agreement_November-7-2024.pdf

functions currently carried out by RTFH under shared governmental oversight, but would require establishing or transferring its specialized personnel and data systems. Responsibilities would need to align with staffing, systems, and funding, particularly contract management infrastructure if the JPA also assumed local service contracts. As in the existing model, clear management responsibilities and reporting to both the CoC Board and the JPA's governing board would remain necessary to track performance and determine who addresses concerns.

Fiduciary Oversight. Within the Seattle-King County CoC, HUD awards funds directly to grant recipients and monitors their use. The CoC Board and Full Membership do not maintain separate organizational budgets or staff. KCRHA's Governing Board oversees the authority's budget, contracts, and fiscal management, while its HUD-funded functions remain subject to federal monitoring and reporting requirements. Its 2026 forensic evaluation identified weaknesses in financial systems and internal controls, including a negative cash position of $44.7 million, $8 million in unreconciled balances and $4.3 million in administrative overspend.[87] Seattle and King County subsequently announced stronger fiscal controls and the return of many locally funded contracts to their respective governments. For San Diego, a JPA would shift oversight of the administering entity's finances from RTFH's nonprofit Board to a shared public governing board, without automatically assuming responsibility for monitoring other recipients' HUD grants. Governmental accounting and auditing procedures would need to be supported by clear responsibility for budget approvals, administrative costs, financial obligations, and corrective action. KCRHA's experience illustrates that changing the oversight structure does not replace the need for effective internal controls and arrangements to address funding shortfalls and maintain services. These requirements would become particularly important if the authority administered local service funding with CoC functions.

Responsiveness. KCRHA uses HMIS and PIT data to assess needs and outcomes and operates an Office of the Ombuds to receive concerns from service recipients, providers, and community members. Its Governing Board reserves three seats for individuals with lived experience, appointed by King County, Seattle, and the Sound Cities Association.[88] People with lived experience also participate through the CoC Board and workgroups, including the Youth Action Board, which reviews youth-related policy and program recommendations

87 Source: Forensic Evaluation of King County Regional Homelessness Authority by Clark Nuber P.S. (2026).
88 Source: KCRHA Interlocal Agreement (Amended, 2024).

before they reach the CoC Board.[89] A similar model in San Diego could retain existing data and participation functions while establishing a formal complaint process linked to the JPA's administration. The joint powers agreement and Governance Charter would need to define how lived-experience representatives are selected, how participant concerns reach the appropriate board or staff, and who is responsible for responding. Meaningful responsiveness would depend on whether this input leads to changes in services and priorities, with participants able to see how their concerns were addressed.

Stakeholder Participation. Seattle-King County providers can participate through Full Membership, the CoC Board, and workgroups. The CoC Board permits no more than six direct service providers, and only one of its two co-chairs may be a provider.[90] KCRHA's original structure also included a 13-member Implementation Board of housing, health, and homelessness practitioners. Its responsibilities were transferred to the Governing Board in 2024, a change proponents viewed as streamlining decisions and opponents viewed as reducing practitioner expertise in oversight.[91] Providers continue to influence regional decisions through the CoC, but their role in overseeing KCRHA's operations is primarily advisory. For San Diego, a JPA could offer participating governments a direct role in overseeing regional administration, but provider participation would depend on the board and advisory arrangements established. A structure composed primarily of government representatives could leave providers with influence over CoC priorities but a mainly advisory role in JPA operations. The agreements would therefore need to preserve meaningful participation by front-line providers and jurisdictions outside the JPA's membership, including how their recommendations inform work plans and agency decisions.

Public Accountability. The KCRHA Governing Board is subject to Washington's Open Public Meetings Act and Code of Ethics for Municipal Officers, and KCRHA records are subject to the Public Records Act. Its website publishes meeting agendas, packets, and recordings, allowing residents, taxpayers, and businesses to review decisions about spending, service approaches, and performance. Participating governments exercise oversight through their Board representatives, and the CEO reports annually to the Seattle City Council and

89 Source: Seattle-King CoC Governance Charter – Amended January 2025
90 Source: Seattle-King CoC Governance Charter – Amended January 2025
91 Source: City and County Plan to Eliminate Homelessness Authority's Implementation Board - PubliCola

King County Council on performance against Board-established metrics.[92] For San Diego, a JPA would shift administrative oversight from a nonprofit board to a public board representing multiple jurisdictions. The public could raise concerns before that board and through participating governments' elected representatives. Shared oversight would require clear responsibility for responding to concerns and explaining performance. As with the county or city model, this change would not automatically resolve gaps in access to a separate CoC Board's agendas, minutes, and committee materials; those would still require clear disclosure practices.

Revenue Capacity. KCRHA depends primarily on funding from Seattle and King County rather than a dedicated revenue source, such as property taxes, sales taxes, or service fees.[93] In 2025, 53% of the KCRHA $206.9 million budget was provided by the City of Seattle, 26% was provided by King County, and 11% consisted of HUD CoC funds.[94] Member funding is requested annually under separate Master Services Agreements, remains subject to appropriations, and may be reduced if available homelessness funding declines.[95] Separately, HUD awarded approximately $67.0 million across 54 regional CoC projects in FY2024; this award is distinct from KCRHA's organizational budget.[96] A similar model in San Diego could pool participating agencies' resources under a shared funding agreement, but would still depend on those agencies' budget decisions unless a dedicated source were separately established. Compared with the nonprofit model, a JPA could formalize how governments share administrative costs without necessarily increasing the amount or stability of funding. The joint powers agreement would need to specify contribution formulas, payment schedules, and procedures for funding reductions or withdrawal. Unlike RTFH's nonprofit model, a JPA could establish these commitments among its member governments, while its revenue powers would depend on California law and the agreement.

92 Source: Revised-and-Amended_Interlocal-Agreement_November-7-2024.pdf
93 Source: 2024 ILA; State Auditor 2024 Accountability Audit Report
94 Source: KCRHA 2025 Annual Budget Presentation to Governing Board
95 Source: Revised-and-Amended_Interlocal-Agreement_November-7-2024.pdf
96 Source: Seattle-King County CoC 2024 Award

Alternative: Special District Model

Under a special district model, San Diego could establish a public entity to serve as Collaborative Applicant, potentially also assigning it the Coordinated Entry System Lead and HMIS Lead functions. Miami-Dade illustrates a comparable arrangement through its Homeless Trust, a semi-autonomous County agency that performs all three functions, combines CoC governance and administrative oversight within one board, and administers dedicated local revenue. Within the San Diego CoC, a comparable model would be a special district with a dedicated revenue source. An analysis of this model under the seven established criteria follows.

Authority. Within the Miami-Dade CoC, all decision making and authority over the activities of the Collaborative Applicant (Miami-Dade Homeless Trust) are delegated to the CoC Board (also called the "Trust Board"), with the exception of certain financial contracting decisions, which are delegated to the Miami-Dade Board of County Commissioners (BCC). Unlike San Diego and most CoCs in the country, the structure does not provide a separate Full Membership body to adopt the Governance Charter and CoC Board. These responsibilities instead operate through the Trust Board and its County-established selection procedures. This consolidates regional direction and organizational oversight, while limiting a wider membership's formal role in governance. For San Diego, a special district model could give one board authority to set regional priorities and oversee their implementation, limiting the existing separation between the CoC Board and RTFH's governing body. Its governing framework would need to define any retained County or city authority and preserve meaningful opportunities for the broader CoC Full Membership to influence the Charter, Board composition, and regional decisions.

Administrative Capacity. Administrative functions are carried out by the Miami-Dade Homeless Trust, a semi-independent agency of Miami-Dade County. The Homeless Trust is responsible for monitoring the spending of more than 100 grant-funded programs with more than 20 organizations, managing the region's HMIS, conducting the PIT Count, collecting data on the performance of the CoC system, submitting mandated reporting to HUD, and serving as staff to the Trust / CoC Board and the Board of County Commissioners.[97] For San Diego, a special district model could place the functions currently performed by RTFH under a

[97] Source: Miami-Dade County FY 2025-26 Adopted Budget and Multi-Year Capital Plan, Homeless Trust.

governing board responsible for both regional direction and administrative oversight. Realizing this arrangement would require establishing or transferring specialized personnel and data systems. Unlike the baseline or the county or city model, a special district would also be a new unit of local government. As a public entity it would operate within the full framework of public-sector regulation – open-meeting and public-records law, public procurement, personnel rules, audit and reporting requirements. These requirements are the source of the accountability and stability discussed under the criteria below, but they also carry administrative overhead and less operational flexibility than the nonprofit baseline. The relevant question is not whether the district would operate as a public bureaucracy – by design, it would – but whether the trade-off is warranted by the governance and revenue capacity it would provide.

Fiduciary Oversight. Financial oversight within the Miami-Dade CoC is distinguished from other CoCs in that it follows a Unified Funding Agency (UFA) model. The Miami-Dade Homeless Trust receives HUD CoC funding, contracts with subrecipients, and monitors their expenditures, alongside programs supported by the dedicated Food and Beverage Tax (County's Homeless Tax).[98] County approval requirements and fiscal systems provide additional oversight. [99] In FY2026, $97.3 million – approximately 93% of its $105.0 million operating budget – was allocated to grants for service providers, leaving the Trust with $7.7 million to support other expenditures and 29 full-time staff.[100] This substantial pass-through role requires effective and ongoing monitoring of subrecipient spending. A 2017 HUD Inspector General audit identified $98,433 in unsupported program costs. More recently, a former housing director at Citrus Health Network faced charges from the Miami-Dade State Attorney involving allegedly fraudulent reimbursements; the organization reimbursed the County $1.2 million.[101] Together, these examples illustrate that consolidated funding administration still requires effective controls within both the administering agency and its subrecipients. For San Diego, a special district model would place fiscal oversight with a public governing board responsible for approving budgets, reviewing audits, and addressing financial findings. If structured to administer regional funding and service contracts as Miami-Dade does, the

98 Source: Sec. 2-753. - Powers and duties. | Code of Ordinances | Miami - Dade County, FL | Municode Library

99 The Trust recommends to the Board of County Commissioners, in accordance with the Miami-Dade County Community Homeless Plan, award recipients for funds generated by the Homeless Tax. The County Manager collects and ranks these proposals and makes recommendations to the Trust regarding final approvals. Source: Miami-Dade County FY 2025-26 Adopted Budget and Multi-Year Capital Plan, Homeless Trust.

100 Source: Miami-Dade County FY 2025-26 Adopted Budget and Multi-Year Capital Plan, Homeless Trust.

101 Source: Non-profit's housing director accused in $1.2M theft from Miami-Dade Homeless Trust – NBC 6 South Florida

district would also be responsible for verifying provider expenditures and enforcing grant requirements. This could consolidate financial accountability, while requiring sufficient staffing, effective internal controls, and independent review to oversee both its own spending and funds distributed to providers.

Responsiveness. Similar to other CoCs, the Miami-Dade CoC uses PIT and HMIS data, performance reports, and other targeted studies to assess needs and outcomes. Two of its 27 CoC Board seats are reserved for individuals who were formerly homeless. Miami-Dade reserves these seats for formerly homeless individuals rather than those currently experiencing homelessness, a design choice that shapes whose direct, current experience informs the board's decisions.[102] Additional perspectives reach the Trust through public comment, the Youth Voice Council, and lived-experience and racial-equity working groups.[103] For San Diego, a special district model could preserve participation by people currently experiencing homelessness, alongside those formerly homeless, and would help reflect different service needs and experiences. Accessible recruitment, working groups, and feedback procedures would remain important, particularly if governance no longer included a separate Full Membership body. Responsiveness, as noted for other models, would depend on how this input shapes services and decisions, rather than consolidation alone.

Stakeholder Participation. Miami-Dade's 27-member Trust Board is representative of a wide variety of stakeholders – including seven designated seats for public agencies, seven business and civic seats, six seats for homeless providers or advocates, two seats exclusively for formerly homeless individuals, three seats from religious organizations, one seat from a housing nonprofit, and one academic seat.[104] Stakeholders also participate through committees and workgroups addressing finance, housing, performance, lived experience, youth, and the CoC application process, although some committees are restricted to Board members.[105] Notably, however, given the Miami-Dade model does not include a separate Full Membership body, the broader participant network, outside the Trust Board, has a less direct role in adopting the Governance Charter and shaping Board composition. Unlike San Diego's separate CoC and nonprofit boards, represented stakeholders participate in both regional priorities and oversight of the administering agency. Conflict safeguards rely on disclosure and

102 Source: Miami-Dade CoC Governance Charter
103 Source: Miami-Dade County Sunset Review of County Boards for FY 25
104 Source: Miami-Dade CoC Governance Charter
105 Source: Miami-Dade County Sunset Review of County Boards for FY 25

recusal, rather than San Diego's exclusion of CoC-funded agencies from its Rating & Ranking Subcommittee.[106] For San Diego, a special district model could give providers and jurisdictions a direct role in overseeing administration if its governing structure included their representation. Board selection and committee access would determine whose perspectives inform decisions, particularly for stakeholders without designated seats. Combining funding and administrative authority would also require clear conflict safeguards so providers can contribute expertise without participating in decisions affecting their own awards.

Public Accountability. Miami-Dade's Trust Board is subject to Florida's "Sunshine Law," public meeting laws, public records laws and the Miami-Dade County Conflict of Interest and Code of Ethics Ordinance.[107] Meeting agendas, packets, and recordings are published on its website, promoting the accessibility of public participation. Additionally, the Trust's budget is adopted each year by the BCC, and the Trust is subject to a biennial review process alongside all other boards created by the BCC to determine whether County boards should continue, be modified or dissolved. For San Diego, a special district model could place regional CoC decisions and administrative oversight within one public governing structure, making it clearer where residents, taxpayers, and businesses can seek explanations and changes in spending or performance. Accountability would reflect whether directors are elected or appointed, supported by California's open meeting and public records requirements. For a dependent special district, the County's or city's retained oversight responsibilities would also need to be defined.

Revenue Capacity. The Miami-Dade Homeless Trust combines HUD and state funding with proceeds from the County's dedicated one-percent Food and Beverage Tax. Projected FY2026 tax revenue of $47.4 million was equivalent to approximately 45% of the Trust's $105.0 million operating budget. Of those tax proceeds, 85% – approximately $40.3 million – was reserved for homeless housing and services, with the remaining 15% for domestic violence services.[108] This recurring local source supports the response beyond annual grant awards, although revenues remain subject to changes in taxable spending. For San Diego, a special district with dedicated revenue could provide more predictable

[106] Source: Miami-Dade CoC Governance Charter
[107] Source: Miami-Dade CoC Governance Charter
[108] Source: Miami-Dade County FY 2025-26 Adopted Budget and Multi-Year Capital Plan, Homeless Trust.

funding for regional administration and services, reducing reliance on grants and annual contributions from other agencies. The benefit would depend on establishing an authorized funding source with applicable voter approvals, rather than district formation alone. Its permitted uses would need to address both service delivery and the administrative capacity required to manage funds, monitor providers, and assess performance.

Governance Observations: What Could Fit Better in San Diego County

San Diego County's homelessness response has developed substantial administrative infrastructure, service capacity, and public investment, delivered through an extensive public-private partnership of government agencies and nonprofit providers. These resources operate through independently governed organizations and jurisdictions, each with distinct responsibilities and funding commitments. The central governance question is whether these arrangements sufficiently align regional oversight, demand, and capacity to meet current and future needs.

The assessment finds established capacity alongside divided authority. The CoC Board sets regional priorities; RTFH maintains regional data systems and administrative functions; and local governments and providers independently govern significant funding and services. In structural terms, the model is neither top-down – a central authority setting regional direction and holding every participant accountable – nor bottom-up, with front-line providers steering the system and the CoC responding; authority is shared, and no single actor directs the whole. This division does not, by itself, establish that another model would perform better – but it makes the connections among regional direction, implementation, and financial commitments central to evaluating governance fit.

A final scoping note frames what follows. Governance can shape how HUD funding is distributed, how providers coordinate, and how programs are monitored – but the scale of homelessness is driven largely by housing-market and economic conditions beyond the response system's control. Even with mature CoC governance in place, demand for affordable housing in San Diego County continues to outpace supply. The observations below are accordingly concerned with the fit of the governance structure, not the forces (positive and negative) that set the size of the need.

Connecting Regional Direction to Implementation

Under the current model, the CoC Board directs designated regional functions while RTFH's own Board governs the organization that carries them out. The arrangement works so long as regional priorities and organizational decisions stay aligned; when they diverge, the CoC Board must act through its designated authority, agreements, and relationships rather than direct control of RTFH's staffing, budget, or operations. A county or city model would retain a similar separation but place an elected body over administration – as in Santa Clara, where the CoC Board approves work plans for the Office of Supportive Housing's CoC functions while the Board of Supervisors oversees the agency. A joint powers authority would extend that oversight to participating governments; a special district could combine regional direction and administrative oversight within a single board. For San Diego, the county or city model carries a particular complication: the response is already divided between the County of San Diego and the City of San Diego, so designating either would place the other – and much of the region – outside the administering entity. A JPA speaks directly to that problem by giving the County, the City, and other cities shared ownership of the administering entity. In each case, the value of the change would depend on whether it offers a clearer means of implementing regional priorities and resolving disagreements.

Making Public Accountability More Direct

RTFH holds the Collaborative Applicant, HMIS Lead, and CES Lead functions and administers state HHAP funding, placing substantial operational responsibility within a private nonprofit whose governing board is not publicly appointed. This model carries real accountability features – an annual independent audit and federal Form 990, broad stakeholder representation on the CoC Board, lived-experience members selected through open recruitment rather than political appointment. Its limits are equally structural: the nonprofit's board meetings are not subject to California's open-meeting law, and past CoC Board materials are not consistently archived online (a gap also seen in Santa Clara). Several of these limits could be narrowed within the existing model – through consistent publication of meeting materials, budgets, work plans, and performance reports, and defined procedures for responding to public concerns. A public administering entity would change the relationship more directly: a county or city agency would answer to its elected body, a JPA to a public board of participating agencies, and a special district to its directors, each through public processes – though gaps in access to separate CoC Board

materials would still require attention, and shared oversight would need to fix responsibility for responding to the public.

Connecting Local Funding to Regional Needs

The CoC sets regional priorities, but local governments independently determine their homelessness investments — spending that may serve residents of other jurisdictions, and reductions that may shift demand elsewhere. RTFH's own funding illustrates a related dependence: roughly 93% of its FY2025 revenue came from government grants, with no dedicated local source. Changing the Collaborative Applicant alone would do little on this front absent funding commitments and defined service responsibilities. A county or city agency could align CoC administration with its own housing and service programs but could not direct other jurisdictions' budgets, and its General Fund support would compete with other priorities. A JPA could set contribution formulas, shared responsibilities, and procedures for reductions or withdrawal, though its reach would still depend on members' appropriations. A special district with authorized functions and dedicated revenue could fund regional priorities beyond separately determined local appropriations — Miami-Dade's Food and Beverage Tax supplies roughly 45% of its Homeless Trust's budget — but for San Diego that benefit would depend on a separately voter authorized funding mechanism, not on district formation alone.

Preserving Capacity and Participation

RTFH's personnel, HMIS and Coordinated Entry systems, provider relationships, and funding processes are assets any alternative would need to maintain or delegate through its Governance Charter. Significant restructuring would require retaining, contracting for, or transferring that capacity while the response continues to effectively operate. The benefits of a new structure would therefore need to be weighed against transition risks and requirements, including potential interruptions to services and funding processes, as well as ongoing administrative costs. Notably, several of the baseline's limitations, such as broader oversight of operations and consistent archiving of meeting records, can be addressed through Charter amendments without that disruption, though the CoC has not adopted such changes to date. A public structure would also need to preserve meaningful participation by front-line providers and people with lived experience; a board composed mainly of government representatives could leave providers in a largely advisory role, so board composition, Full Membership, committees, and recruitment

would determine how those perspectives shape decisions. Consolidation would further require sound financial controls: KCRHA's experience is instructive. A 2026 forensic evaluation found a $44.7 million negative cash position. Rather than shore up the authority, Seattle and King County pulled service contracts back to their own departments. Two lessons follow. Shared ownership can leave no single member positioned to defend the authority when it falters. Any entity that distributes service funds needs matching contract-management and subrecipient-monitoring capacity.

Across all four models, effectiveness depends less on whether the Collaborative Applicant is governmental or nonprofit than on whether the governance provides clear authority, capable administration, appropriate funding, sound internal controls, and meaningful participation by providers and people with lived experience. Some of these can be strengthened within the current framework; others are shaped by structure itself.

A Closing Observation

The San Diego region has a working governance system for its homelessness response – one that is serving people today and, by several of the measures presented in this paper, performing reasonably well. The nature of homelessness and of homelessness services, nonetheless, has evolved since the current CoC governance model was first established. Recent years have brought an influx of new resources beyond federal and state grant funding, heightened public attention and scrutiny, and the integration of homelessness into public officials' priorities and public agencies' budgets. These are the marks of what has become a permanent municipal function.

The current model's strongest advantages are largely those of incumbency and demonstrated performance. Its clearest limitation, by contrast, is structural. The region's response runs through a three-part ecosystem: the public agencies that fund it, the Collaborative Applicant that leads and coordinates it, and the providers that deliver services. Because the coordinating role sits with a nonprofit, the public resources and responsibilities at the system's center are not matched by the accountability obligations inherent to a governmental body. On the governance criteria alone, the three models subject to analysis by this paper – a county or city agency, a joint powers authority, or a special district – would each, to varying degrees, bridge the gap. They would do so by seating the coordinating role in a publicly accountable body with the authority of government. This structure can, variously, encourage involvement and support of regional leaders, pool member-agency appropriations, forge regional collaboration, and directly set policies that can bring in dedicated resources.

As this paper has shown, regions across the state and nation have wrestled with the same governance question as homelessness response has become more of a permanent municipal function. At its core is a question of balance. On one side, a public entity that is transparent and directly accountable to voters; on the other, an independent nongovernmental one that can set policy and more nimbly pursue a sustained mission with a buffer from electoral pressures. Striking the appropriate balance is a judgment beyond the scope of this paper. It rests with the Commission and, even more concretely, with the region's governments.

APPENDIX A
Terminology

This appendix defines key terms and acronyms used in the report.

Term	Definition
Collaborative Applicant	The entity designated by a CoC to coordinate and submit its consolidated HUD funding application.
Continuum of Care (CoC)	The regional network of organizations and individuals coordinating a response to homelessness. A CoC is distinct from the organization(s) designated to administer its functions (Collaborative Applicant, CES and HMIS Lead).
Coordinated Entry System (CES)	The intake and referral process by which people experiencing homelessness are matched with the services and providers that best meet their unique needs. The CES Lead administers this process on behalf of the CoC.
Emergency shelter (ES)	Temporary and immediate accommodation for people experiencing homelessness, often in a congregate setting, that may offer services and assistance finding housing.
Emergency Solutions Grants (ESG)	HUD formula grants given to eligible states and local governments for activities including outreach, shelter, prevention, Rapid Re-housing, and HMIS.
Full Membership	The broad network of individuals and organizations dedicated to responding to homelessness within a given CoC. Requirements to join are designated under a CoC's Governance Charter. In San Diego, Full Membership adopts the Governance Charter and designates CoC Board seats.
Governance Charter	The document establishing a CoC's membership, board structure, decision-making procedures, committee roles, and assigned administrative responsibilities.
Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act	The Homeless Emergency Assistance and Rapid Transition to Housing Act of 2009, which amended federal homelessness law and consolidated several HUD competitive grant programs into the CoC Program.
Homeless Housing, Assistance and Prevention (HHAP)	A California grant program providing eligible cities, counties, and CoCs with funding to prevent and address homelessness.
Homeless Management Information System (HMIS)	The regional information system recording client-level service and housing data from participating programs. The HMIS Lead administers the system, supports users, and oversees data quality and reporting.
Housing First	An approach that connects people to permanent housing without requiring sobriety or treatment participation as a precondition, while offering supportive services to help them remain housed.
Housing Inventory Count (HIC)	An annual inventory of beds and units available or occupied by people experiencing homelessness, including shelter and permanent housing programs, conducted at the time of the PIT Count.

Term	Definition
Joint powers authority (JPA)	A public entity established by agreement among public agencies to exercise authorized shared powers, and defines participating agencies' governance, financial commitments, and assigned responsibilities.
Longitudinal Systems Analysis (LSA)	An annual HUD report generated from HMIS data examining who uses the homelessness response system and patterns of service use, housing placements, and outcomes over time.
Notice of Funding Opportunity (NOFO)	The application guide for HUD CoC program funding, released annually. Describes program goals, application eligibility and components, and selection criteria. Some agencies or earlier documents refer to this as Notice of Funding Availability (NOFA).
Permanent supportive housing (PSH)	Permanent housing combined with supportive services for eligible people with disabilities experiencing homelessness.
Point-in-Time (PIT) Count	A count of sheltered and unsheltered homelessness on a single night in January. The San Diego CoC's annual count is called WeAllCount.
Rapid Re-housing (RRH)	Assistance to obtain permanent housing through housing search, short- or medium-term rental assistance, and services.
Regional Housing Needs Allocation (RHNA)	California's process for allocating regional housing needs among local jurisdictions by income level. Cities and counties must plan through their housing elements to accommodate their assigned housing need.
Regional Task Force on Homelessness (RTFH)	The nonprofit designated as San Diego's Collaborative Applicant, HMIS Lead, and CES Lead. Its own Board of Directors governs the organization separately from the CoC Board.
Safe Haven (SH)	A supportive housing program type serving hard-to-reach people experiencing homelessness with severe mental illness who have been unable or unwilling to participate in other housing or services. New funding for Safe Haven programs has been phased out by HUD in recent years.
Special district	A separate unit of local government established under state law to provide specified services within defined boundaries. Its powers, board structure, and revenue authority depend on its governing law.
System Performance Measures (SPM)	HUD measures of CoC-wide outcomes, including length of homelessness, returns to homelessness, income changes, and housing outcomes. They assess the CoC response system as a whole rather than individual programs.
Transitional housing (TH)	Time-limited housing with services intended to help people move into permanent housing, generally within 24 months.
Treatment-first approach	An approach requiring progress in treatment, sobriety, or other indicators of housing readiness before access to permanent housing.
U.S. Department of Housing and Urban Development (HUD)	The federal department administering and regulating the CoC Program, ESG, and other housing and community development assistance.
Unified Funding Agency (UFA)	A Collaborative Applicant selected by its CoC and approved by HUD to receive consolidated CoC funding, distribute it to subrecipients, and carry out expanded financial management and monitoring duties.

APPENDIX B
Public Opinion Surveys Regarding Homelessness

State and local polling in recent years have ranked homelessness among residents' top concerns, as summarized below.

Statewide. California residents stated that homelessness should be one of the state's top three priorities in each survey conducted by the Public Policy Institute of California (PPIC) between January 2021 and December 2023.[109] However, stated concern about homelessness reduced in PPIC's October 2025 poll: while eight in ten California residents said they were at least somewhat concerned about homelessness in their community, just 37% said they were very concerned, down from 58% in November 2019.[110]

San Diego County. The University of San Diego Nonprofit Institute's 2023 polling of county residents identified homelessness as a primary area of concern, alongside housing, hunger and poverty, climate change and mental health.[111]

City of San Diego. The City's Fiscal Year 2027 Resident Budget Priorities Survey received 9,702 responses between February 26 and March 25, 2026. Asked to choose up to three top concerns, 3,800 selected homelessness – second only to poor street and sidewalk conditions (4,517) and ahead of housing costs (3,328).[112]

Conclusion. Across sources and methods, homelessness consistently ranks among residents' top two or three concerns, typically trailing only cost of living or core infrastructure. Statewide intensity of concern has softened since 2019, but 2025–2026 local surveys still place homelessness second among San Diego residents' priorities.

[109] Source: Overwhelming Majorities Are Concerned about Homelessness, Support Many Policies to Address It - Public Policy Institute of California (2024)
[110] Source: Californians' Concern about Homelessness Has Softened - Public Policy Institute of California (2025)
[111] Source: 2023 State of Nonprofits and Philanthropy Annual Report – USD
[112] Source: City of San Diego, Office of the Mayor, Memorandum to City Council, Fiscal Year 2027 Resident Budget Priorities Survey, March 26, 2026.

APPENDIX C
PIT Count Methodology

The San Diego County Point-in-Time (PIT) Count, locally known as "WeAllCount," is an annual census of the homeless population conducted by the Regional Task Force on Homelessness (RTFH). The methodology is primarily governed by requirements from the U.S. Department of Housing and Urban Development (HUD) but is strengthened by local efforts. The PIT Count is conducted on a single night in late January and is designed to provide a one-day snapshot of the minimum number of people experiencing homelessness. It consists of three main parts:

1. Unsheltered Street Count (Physical Observation and Engagement)

   Volunteers and outreach workers are deployed before sunrise across pre-identified census tracts covering all cities and unincorporated areas in the County. Teams walk or drive assigned areas, observing and counting individuals in places not meant for human habitation (e.g., streets, parks, tents, vehicles, abandoned buildings). The count is focused on direct engagement, with teams attempting to interact with and survey individuals/households to collect demographic information and gain a deeper understanding of their circumstances.

2. Sheltered Count (Data Validation)

   This count utilizes and validates data from the Homeless Management Information System and other outside shelter provider data. It tallies individuals staying in emergency shelters, transitional housing, Safe Havens, and other temporary housing designated for homeless persons on the night of the count.

3. Survey and Subpopulation Data

   In-depth demographic surveys are conducted with a sample of the unsheltered population (e.g., approximately 20% in some years) and combined with HMIS data for sheltered individuals. This allows for the reporting of required subpopulations, including Veterans, Chronically Homeless, Families, and Transitional Age Youth (TAY).

Key PIT Count Methodological Refinements (Approx. 2015-2025)

PIT methodology has evolved over time, and from community to community based on local needs and conditions, within HUD's requirements and guidance. In recent years, RTFH methodology has been marked by a shift to direct engagement, a dedicated youth count, expanded use of technology and coverage areas, and new data collaboration.

Shift to Direct Engagement

RTFH notes a shift towards direct observation and engagement rather than assumptions per tent/vehicle and provides methodology guidance on its Reports & Data page. Before 2019, vehicles and tents were sometimes counted, and an assumption of 2 people per vehicle/tent was used for the population. The count now prioritizes recording the actual number of people visibly seen or engaged with in vehicles, tents, or other locations.

Dedicated Youth Count

A separate Youth Count effort has been integrated to specifically focus on street outreach utilizing youth service providers, recognizing that unaccompanied homeless youth are often more difficult to locate through general street counts. This separate effort helped to improve the count of this subpopulation, with noted improvements in 2017.

Use of Technology

Teams utilize mobile apps (often with offline capability and provided by support systems like Simtech Solutions) to conduct the count and surveys, which improves data collection efficiency, accuracy, and geo-location tracking.

Expanded Coverage Areas

Expanded count areas encompassing CalTrans land contributed to the 2023 spike in the number of homeless people. CalTrans-specific counts appear in RTFH breakdowns.[113]

[113] Source: San Diego CoC 2024 PIT Count Summary – RTFH

Data Collaboration

Since 2017, RTFH has partnered with entities like the San Diego County Sheriff's Office to collect data on individuals who were incarcerated on the night of the count but were experiencing homelessness immediately prior to their incarceration.

Methodological Impact on Data

2023 Count Spike

The spike in 2023 was partially attributed to expanded count areas, specifically including known encampments on CalTrans property that may have been missed in prior years. This means the actual change might be slightly smaller than the reported jump, as some of those individuals were already homeless.

2020-2022 Gap

The lack of a 2021 count and the methodological difficulties of the 2022 count (conducted during COVID-19 with heavy rain) make direct year-over-year comparisons challenging in that specific period.

Accuracy

The shift to Direct Engagement in the street count methodology (away from broad assumptions about people per tent/vehicle) over the last few years has increased the reliability of the raw unsheltered population data.

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APPENDIX D
PIT Count: Uncounted or Undercounted Populations and Suggestions for Improved Reporting

Certain groups of individuals who fall outside of HUD's definition of homelessness, but are otherwise lacking a fixed, regular nighttime residence fit for human habitation, are undercounted or not counted at all in the annual PIT Count. These include individuals who are living "doubled up" or paying for a temporary hotel or motel stay, and individuals who were homeless before a stay in a medical or correctional facility and have been there 90 days or less, and individuals who meet HUD's definition of unsheltered.

"Doubling up" or Staying within Hotels or Motels

The definition of people experiencing homelessness does not include those who are "doubled up", or living with family and friends, potentially in overcrowded homes, due to economic hardship. The Point-in-Time Count also does not include people who are paying to temporarily stay in hotels or motels. Individuals staying in hotels or motels paid for by charitable or public funds, however, are counted in the PIT Count.

The McKinney-Vento Homeless Assistance Act, a federal law mandating the provision of educational rights to children and youth experiencing homelessness, includes these conditions within its definition of homeless children or youth. As a result, during the 2023-2024 school year, 17,226 students *alone* were recorded as experiencing homelessness at some point in time.[114]

Individuals within Correctional Facilities, Hospitals or Residential Treatment Facilities

Individuals staying within correctional facilities, hospitals or other residential treatment facilities for 90 days or less who are otherwise unhoused are not included in the annual PIT Count unless they are exiting the institution on the day of the count. Thus, the PIT Count undercounts otherwise unhoused individuals staying in correctional and medical facilities for 90 days or less. Consequently, individuals who are incarcerated at higher rates, including Black and Latino men, are undercounted.[115]

[114] 2023-2025 Persons Experiencing Homelessness in San Diego County
[115] Source: San Diego County Jail Incarceration Rate

Correctional Facilities

Since 2017, RTFH has partnered with the San Diego County Sheriff's Office in January to estimate the number of inmates who were homeless before becoming incarcerated. In 2025, all 7 of the San Diego County Sheriff Office's Detention Facilities participated. On the night of the PIT Count, "3,956 persons were incarcerated, and 1,009 persons (26%) were asked to participate in the count. Of those surveyed, 37%, totaling 376 persons, reported experiencing *unsheltered* homelessness prior to their arrest"[116].

A 2023 San Diego Association of Governments (SANDAG) study on alternatives to incarceration commissioned by the San Diego County Board of Supervisors involved a Substance Abuse Monitoring study in which a random sampling of individuals were interviewed within 48 hours of being booked into County jails. 70% of detainees reported having been homeless, while 31% said they were homeless prior to being booked into jail, revealing the relationship between homelessness, poverty and the criminal justice system.[117]

Hospitals

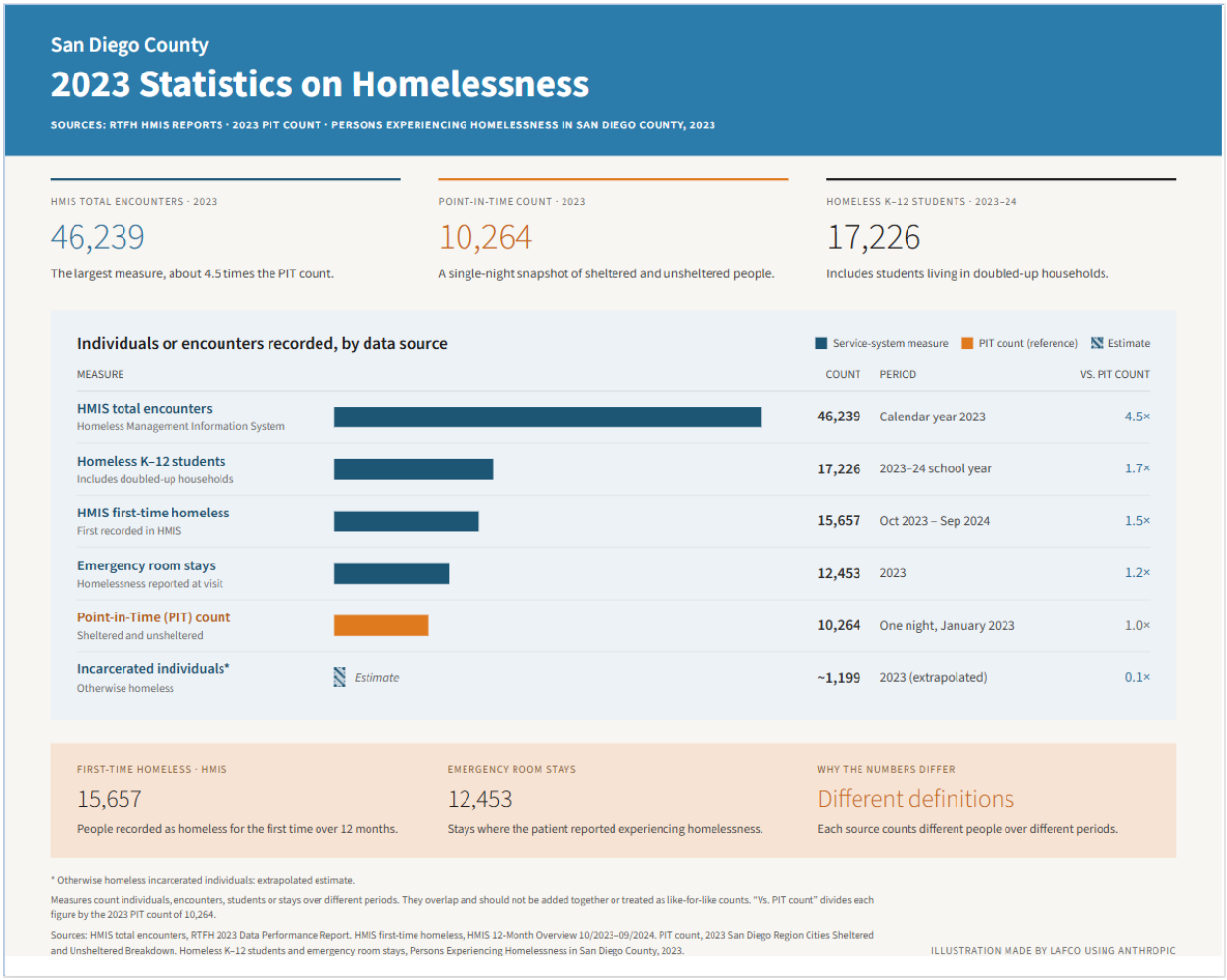
RTFH does not publish data on the number of people who are otherwise unhoused but staying within hospital or other residential treatment facilities on the night of the PIT Count. Hospitals in San Diego County have begun to identify homelessness as a determinant of health in patients' medical records. A report published by the County of San Diego examined hospital and emergency department discharge data for people experiencing homelessness in 2023. That year, 12,453 unique individuals experiencing homelessness were discharged from an emergency department and 5,572 were discharged from a hospital. There were 240 deaths recorded among people experiencing homelessness, with unsheltered people disproportionately making up 83.8% of those deaths.[118] Unsheltered people represented 50.4% of the total homeless population in the 2023 PIT Count.

The Unsheltered Population

While the San Diego CoC provides volunteers with training and support for the PIT Count, the wide use of volunteers inherently brings with it gaps in expertise and natural

116 2025 Jail Survey Data (RTFH)
117 Source: A Data-Driven Approach to Protecting Public Safety, Improving and Expanding Rehabilitative Treatment and Services, and Advancing Equity Through Alternatives to Incarceration – SANDAG (2023)
118 2023-2025 Persons Experiencing Homelessness in San Diego County

constraints around safety and coordination in counting the unsheltered population. Volunteers may be reluctant to approach cars that appear inhabited, dark alleys, underpasses and difficult-to-reach areas in parks and riverbeds for their safety. Unsheltered homeless people in San Diego County are especially likely to reside in these areas where there are encampment bans in place, which restrict encampments in public spaces and displace homeless people to less accessible areas.[119]



Suggestions for Improving Homelessness Statistics Reporting

Compiling data on groups excluded from the PIT Count each year – including the number of unique individuals who access homelessness services throughout the year, homeless K-12 students, individuals who report being homeless during ER stays, and otherwise homeless incarcerated individuals – reveals an expanded count of

119 "Homeless Encampments and Involuntary Displacement", National Institutes of Health (2025)

homelessness in the County and assists in estimating the magnitude of homelessness in the County.

To ensure that reporting on PIT Count homelessness statistics more accurately reflects the total homeless population, the following suggestions are identified:

Data Collection

When publishing supplemental data not required by HUD alongside the yearly Point-in-Time Count data report, the Regional Task Force on Homelessness, in partnership with other public and private entities, should:

1. Request from the San Diego County Sheriff and publish data on the number of inmates who report experiencing *sheltered* homelessness (staying in a shelter, transitional housing, or a hotel paid for by a charitable organization) rather than solely inquiring about inmates' prior *unsheltered* homelessness status.

2. Request from the San Diego County Sheriff and publish data on whether inmates lived in "doubled up" accommodation (temporarily living with family and friends, potentially in overcrowded homes) or stayed within hotels or motels before becoming incarcerated, which falls under the U.S. Department of Education's definition of student homelessness, but does not fall under HUD's definition of homelessness.

3. Analyze and publish hospital and emergency department (ED) discharge data on the number of patients who report experiencing homelessness prior to receiving emergency medical care.

Data Reporting

In reporting PIT Count data, RTFH should more clearly communicate the limitations of the PIT Count in estimating the total number of homeless individuals in San Diego County. It is suggested that RTFH:

1. Report on any ways in which PIT Count data was extrapolated.[120]

2. Report statistics, where possible, on populations that are excluded from PIT Count data due to not falling under HUD's definition of homelessness – including those who are living "doubled up" or paying for a temporary hotel or motel stay, as well as individuals who were homeless before a stay of 90 days or less in a medical or correctional facility.

    - The San Francisco Continuum of Care's PIT Count Dashboard exemplifies reporting on PIT Count data that discloses excluded populations and includes options to toggle between PIT Count numbers, homelessness population demographics and numbers of homeless individuals excluded from HUD's definition of homelessness.

    - RTFH could additionally include within a homelessness statistic dashboard yearly summary HMIS data on the numbers of unique individuals who sought homelessness services, with website links to RTFH's monthly and real-time reports.

[120] CoCs are responsible for requesting PIT Count data from shelters that don't enter data into the local HMIS. If a CoC is unable to obtain these numbers, it is best practice to disclose this information or extrapolate their numbers to include an estimate of these individuals.

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APPENDIX E
Efforts by RTFH and Cities to Coordinate Regional Homeless Response

RTFH supports implementation of the CoC's Regional Community Action Plan to Prevent and End Homelessness, adopted in 2022, through HUD Planning Grant funds. The Regional Plan combines federal, state and local homelessness response plans into a regional framework with measurable outcomes. Beginning in 2024, RTFH began publishing updates on implementation progress and priorities.[121]

RTFH determined approximately 40% of the Regional Plan's 113 actions required close coordination between the County of San Diego, local jurisdictions and nonprofits. Regional coordination can be achieved by attending RTFH trainings and regional workgroups, such as LiveWell San Diego, an initiative funded by the County, which has supported working groups in North, South, and Central San Diego.[122] The Alliance for Regional Solutions and East County Homeless Task Force provide additional forums.

Beyond these meetings and workgroups, RTFH identifies the use of shared "By-Name-Lists" (BNLs) as a streamlined pathway for regional coordination.[123] BNLs are a coordinated entry system tool containing comprehensive lists of everyone experiencing homelessness within a community.[124] According to a report by the UC San Diego Homelessness Hub, BNLs, when paired with housing resources and coordinated case management, show promise in reducing unsheltered homelessness. They also support data reporting and performance tracking and help reduce duplication of services across jurisdictional boundaries. RTFH and the County have supported cities' implementation of BNLs; however, limited staff capacity can impede implementation of BNLs and other efforts. [125]

To strengthen coordination, the UCSD Homelessness Hub recommends increased BNL data sharing, including cross-jurisdictional reporting on homelessness spending, and a regional plan with reduction targets for each of the 18 cities. Collaboration, the sharing of resources and filing joint funding applications across jurisdictions can alleviate coordination challenges.[126]

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121 Source: Regional Community Action Plan to Prevent and End Homelessness – Regional Task Force on Homelessness San Diego
122 Source: North County Community Leadership Team | Live Well San Diego
123 Source: Regional Plan Community Update – RTFH (October 2025)
124 By-name-list data is subject to the same privacy protections applied by HUD and local CoC Lead Agencies to HMIS data. Source: Frequently Asked Questions: By-Name Data and Privacy - Community Solutions; What is a by-name list? - VA Homeless Programs
125 Source: UC San Diego 2026 Report on San Diego County's Homelessness Services Ecosystem
126 Source: UC San Diego 2026 Report on San Diego County's Homelessness Services Ecosystem

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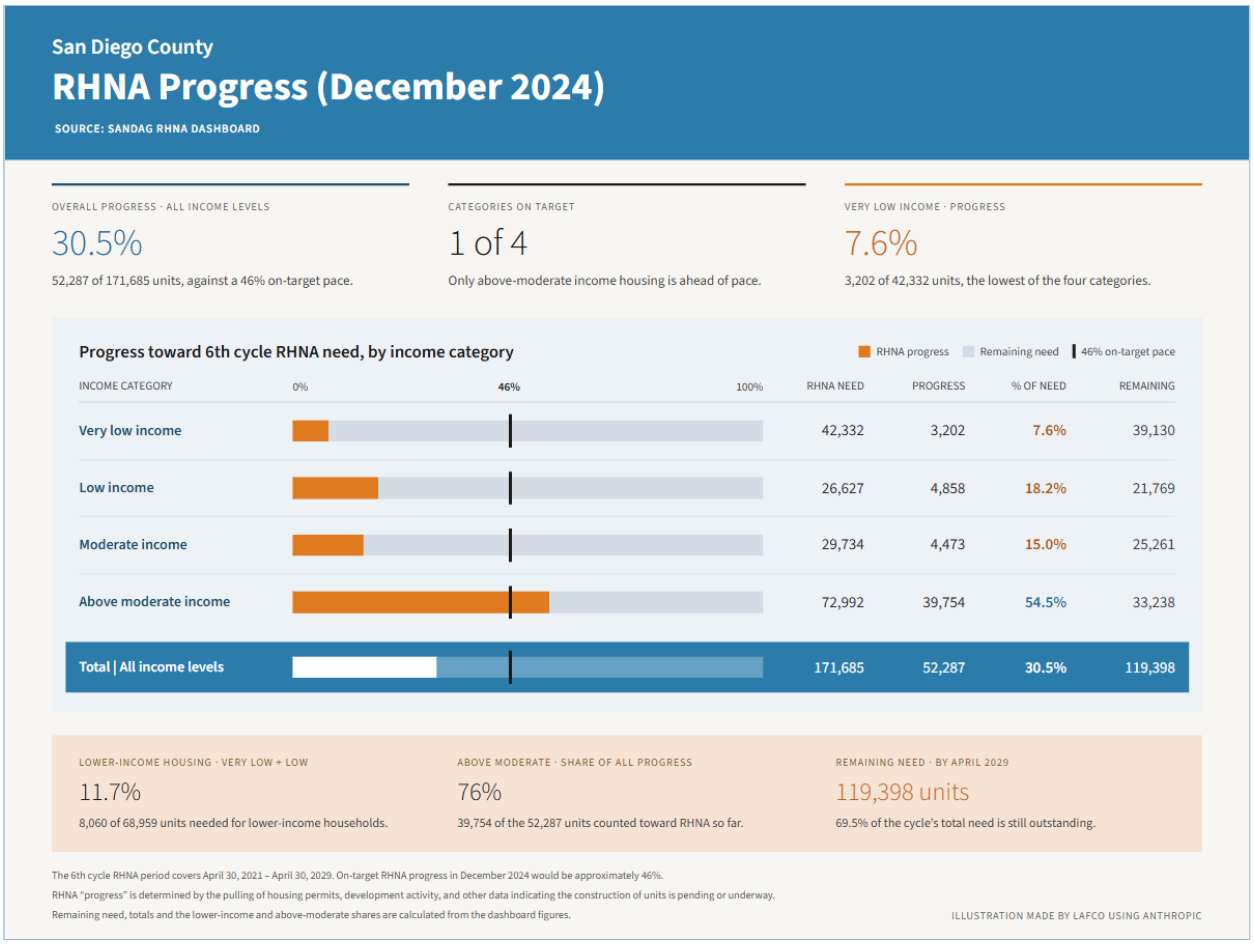
APPENDIX F
AFFORDABLE HOUSING DEMAND AND RHNA PROGRESS

As established within this white paper, research supports that in many high-cost markets, inflow into homelessness is generally driven by housing affordability pressures, rising rents, limited availability of affordable housing, income insecurity, and other structural factors.[127] County of San Diego homelessness planning documents identify the expansion of extremely low-income housing and permanent supportive housing as critical long-term strategies to reduce homelessness and alleviate pressure throughout the crisis response system. Without sufficient permanent housing exits, households remain longer in shelter and interim settings, reducing turnover and limiting the system's ability to accommodate new demand. A 2026 study conducted by the California Housing Partnership Corporation determined that 79% of extremely low-income households in San Diego County are extremely cost-burdened and spend more than half of their income on rent. Additionally, 129,829 low-income renter households do not have access to an affordable home.

The Regional Housing Needs Allocation (RHNA) is a state-mandated process in California that promotes the accommodation of housing within the land use plans of cities and unincorporated areas based on the existing and projected income levels and demographics of residents. In December 2024, San Diego County met 54.5% of its above moderate income housing need, above the 46% target progress at that time. However, the County of San Diego and its 18 jurisdictions fell behind target for all other income levels. This is due in large part to a lack of state and federal support for moderate, low and very low-income housing projects. State and federal funding for housing production and preservation in San Diego County declined by 9% in 2026 to $740 million.[128] State Low-Income Housing Tax Credits, the Affordable Housing Sustainable Communities Program and the Prop 1 Housing Bond of 2018 are the main sources of state funding for affordable housing construction in California. However, only 20% of these funds are permanent within the state budget.[129] The Veterans and Affordable Housing Bond on the state ballot for November 2026, if passed, would generate additional state revenues for affordable housing construction.[130]

The graphic below illustrates progress within San Diego County on the 6th RHNA Cycle (April 2021 – April 2029).

[127] Source: How Housing Costs Drive Levels of Homelessness | The Pew Charitable Trusts
[128] Source: San Diego County 2026 Housing Needs Report – California Housing Partnership
[129] Source: California Affordable Housing Needs Report – California Housing Partnership (2026)
[130] Source: California leaders announce historic Veterans and Affordable Housing Bond Act of 2026 to expand homeownership and build affordable housing for generations of Californians | Governor of California



Progress towards RHNA goals for moderate-, low-, and very low-income housing depends in large part on the availability of state and federal funding. Funding levels, together with development costs, market conditions, and local policies, influence the feasibility and pace of affordable housing development.

APPENDIX G
System Performance Measures

Introduced in 2015, HUD System Performance Measures (SPMs) are standardized metrics used to evaluate how effectively a CoC's homelessness response system is functioning. The SPMs focus on system-wide outcomes rather than individual program performance and are required annually under the CoC Program Interim Rule. HUD uses SPM reports, in addition to annual Point-in-Time (PIT) data, to evaluate CoCs and can be used as a competitive element of awarding funding to CoCs. HUD does not publish one-size-fits-all goals for System Performance Measures (SPMs). Local CoCs are encouraged to set local targets for reducing homelessness. The San Diego CoC's Regional Community Action Plan to Prevent and End Homelessness, authored by RTFH as the collaborative applicant, is the best reference for local targets.

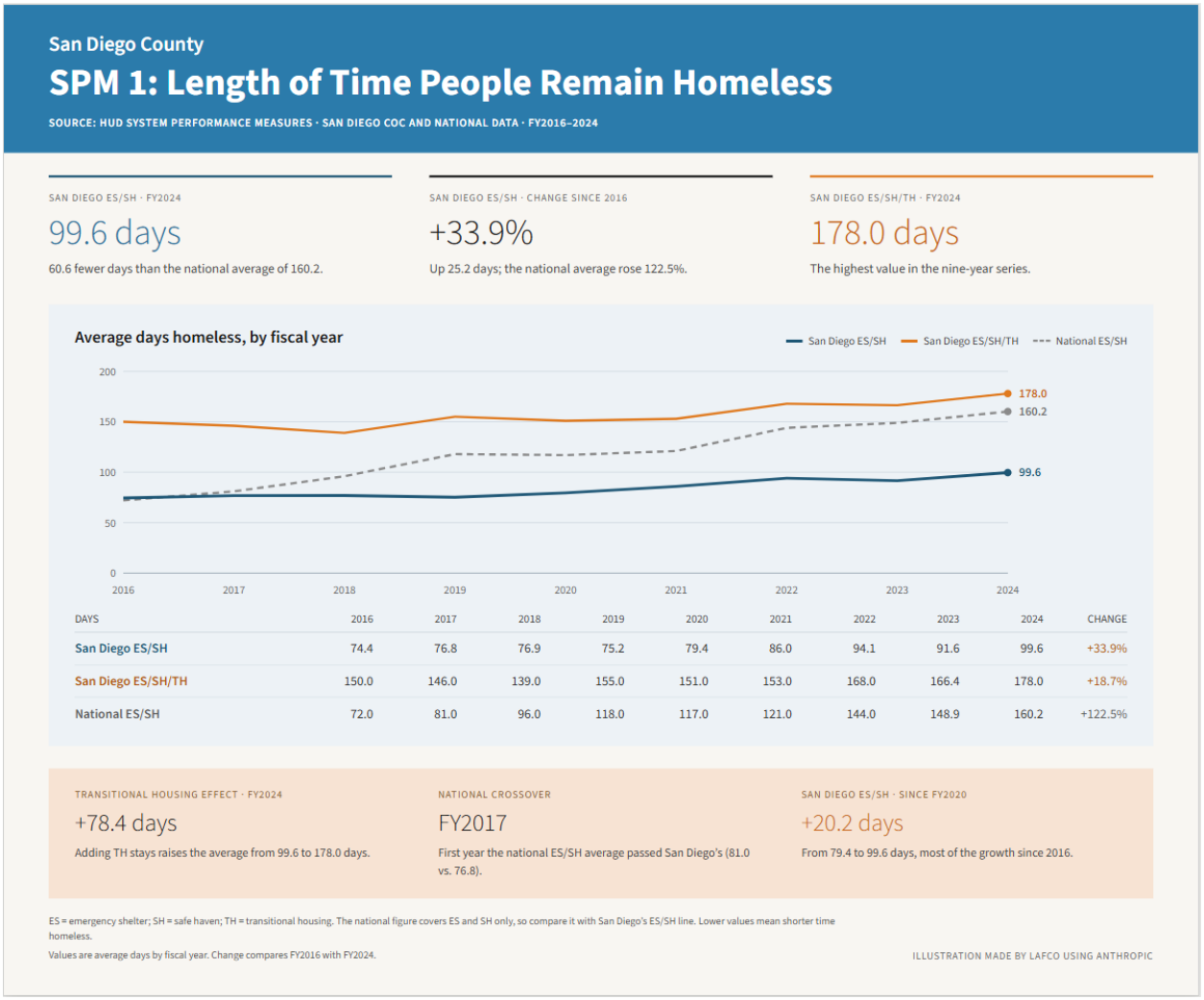
System Performance Measures focus on how a community system is operating across programs and services to measure aggregate outcomes from outreach, shelter, and housing services. SPMs are heavily dependent on high-quality, complete data from all local organizations providing homelessness services. Data limitations, including incomplete reporting from homelessness service providers, affect the overall usefulness of SPMs as a planning tool. SPMs are designed to answer important system-level questions, including:

- How quickly are people experiencing homelessness being permanently housed?
- Are people successfully remaining housed after they exit homelessness?
- Is the overall number of homeless households decreasing over time?
- Are income and employment outcomes improving over time?
- Are prevention and diversion efforts reducing first-time homelessness and/or helping people maintain housing?

Long-range data on System Performance Measures in San Diego County are as follows[131]:

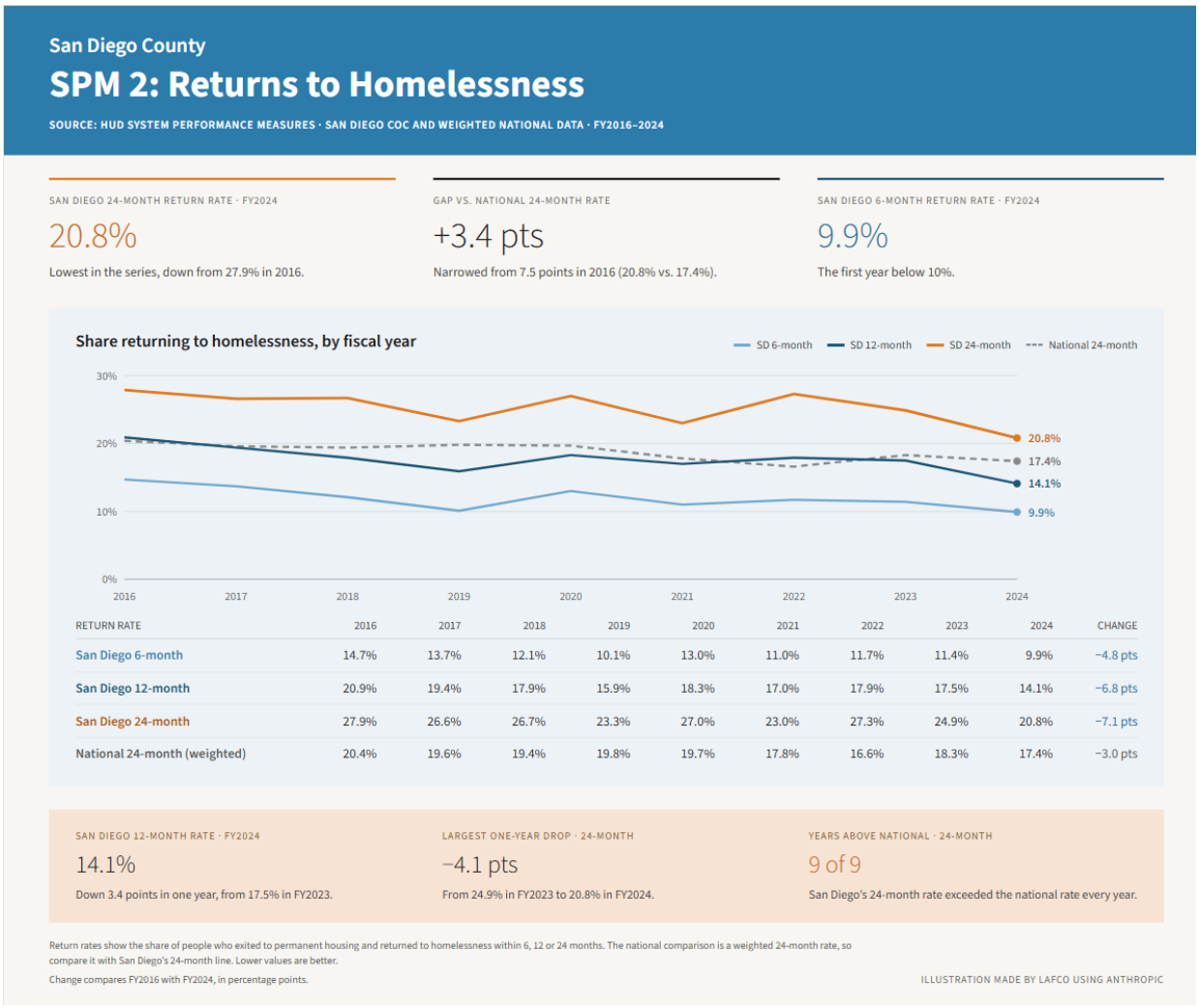
[131] Data from fiscal year 2025 is not included as this data has not yet been published by HUD.

Measure 1: Length of Time Persons Remain Homeless. Calculates the average number of days from project entry to exit to permanent housing. Lower values indicate faster placement into housing.



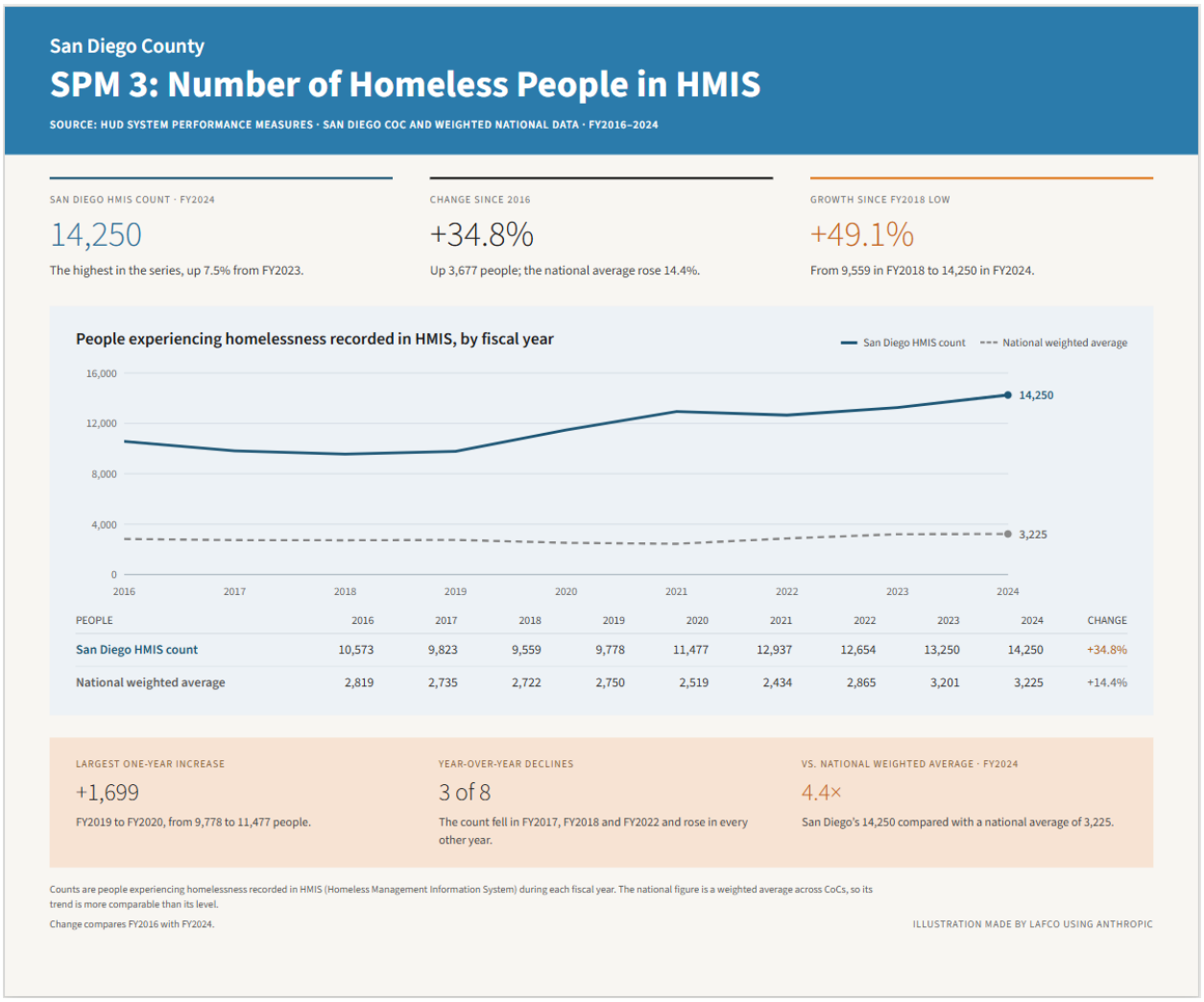
The average number of days people spent in Emergency Shelter (ES) and Safe Haven (SH) programs in 2024 was 100 days, or approximately 3 months. The average number of days spent in ES and SH programs before entering permanent housing increased by 34% from 2016-2024, while the average number of days spent in Emergency Shelter, Safe Haven and Transitional Housing programs increased by 19%. This data indicates that there is still a need to provide streamlined access to permanent housing options for individuals staying in shelters or short-term housing projects.

Measure 2: Returns to Homelessness. Measures the percentage of people who exited homelessness programs within the CoC (Street Outreach, Emergency Shelter, Transitional Housing, Safe Havens, or Permanent Housing Programs) to Permanent Housing Destinations, then returned to homelessness within 6, 12, and 24 months. Lower percentages indicate greater housing stability.



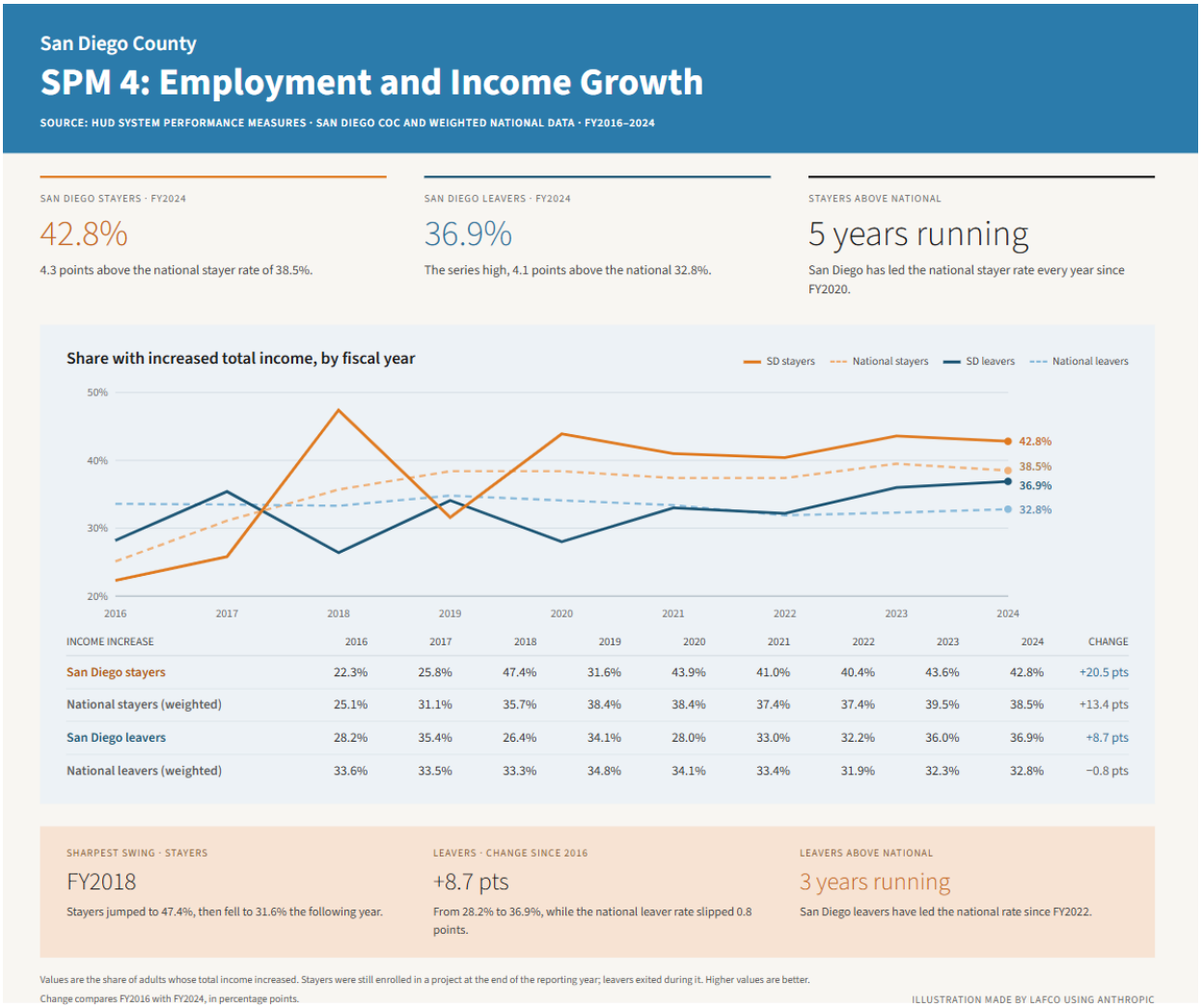
This data indicates that within the San Diego CoC system in 2024, one in 5 people who enter permanent housing destinations from another homelessness program return to homelessness within two years. This number is slightly higher than the national average of 17.4%. While rates of returns to homelessness continue to decline within the San Diego CoC, this data indicates that there is still a need to better coordinate supportive services with permanent housing to ensure clients can maintain their permanent housing.

Measure 3: Number of Homeless Persons. Tracks changes in the total number of people experiencing homelessness using both PIT Count data (Metric 3.1) and the number of unique active clients within the HMIS system (Metric 3.2). An analysis of PIT Count data can be found beginning on page 12; an analysis of HMIS data follows.



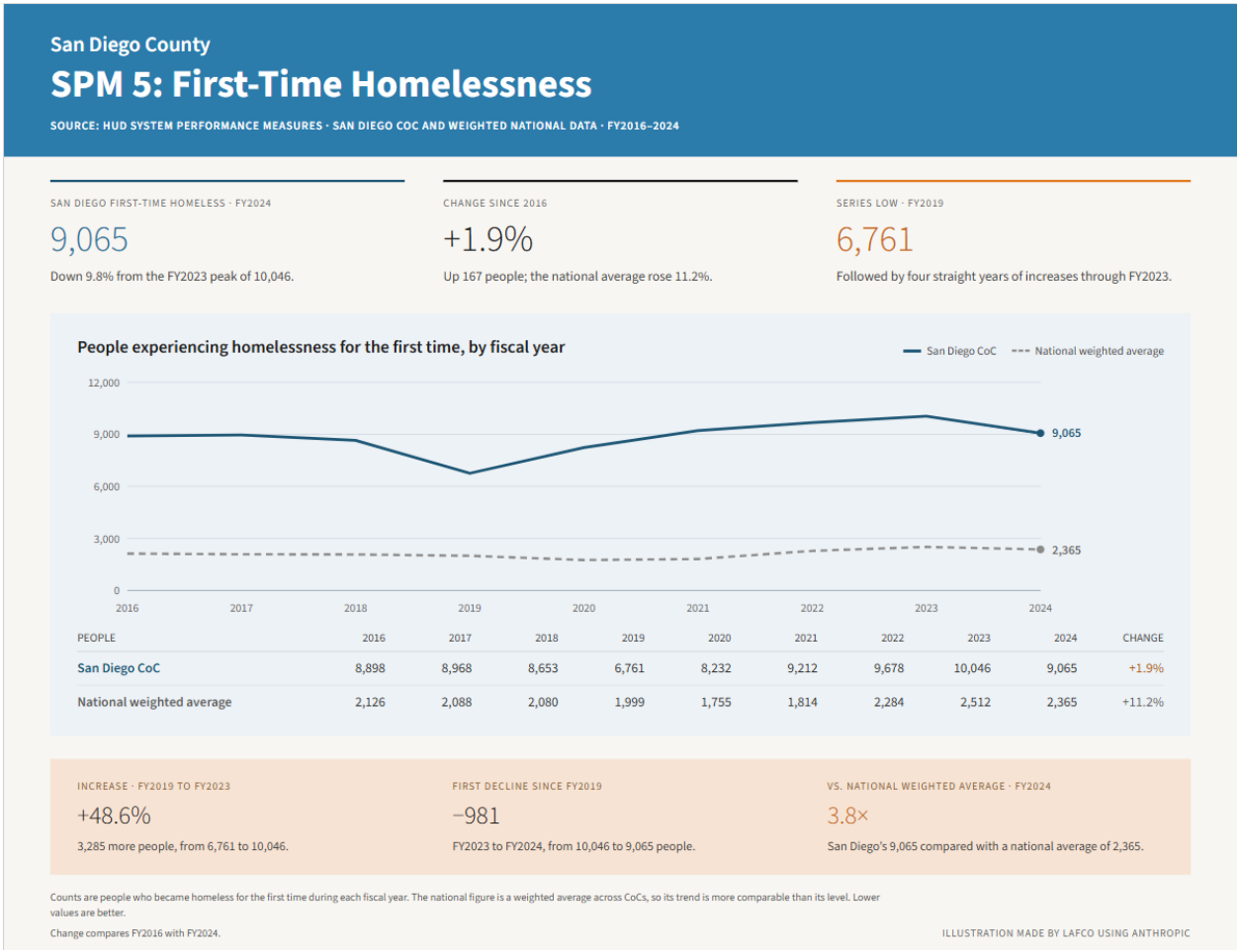
The number of unique people reported to be actively receiving services within the San Diego CoC HMIS system increased by 35% from 2016 to 2024, more than double the national rate increase of 14%.

Measure 4: Employment and Income Growth. Assesses whether adults increased employment income or non-employment income between project entry and exit. Higher values indicate that more adults are increasing their income.



The San Diego CoC has made positive progress in promoting employment and income growth among adults who are enrolled in homelessness programs. The percentage of people who see their income increase within CoC programs nearly doubled from 22.3% in 2016 to 42.8% in 2024. Among people who leave CoC programs, the percentage of people who experienced increased income or employment rose from 28.2% in 2016 to 36.9% in 2024. Both metrics outperform national averages. This data suggests that the San Diego CoC is increasingly providing sufficient supportive services and job training for individuals to obtain jobs and increase their income.

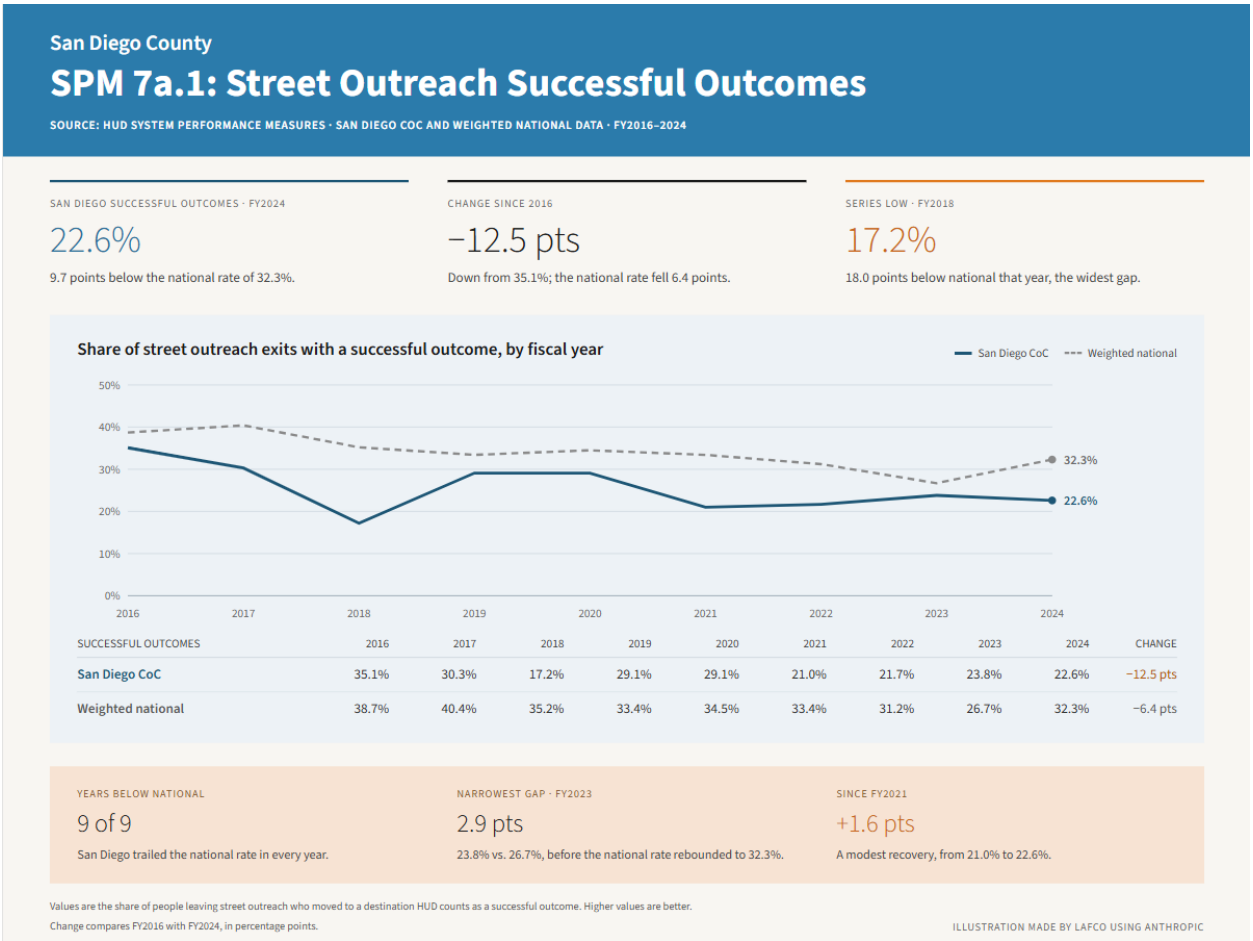
Measure 5: First-Time Homelessness. This metric counts the number of people entering the homeless system for the first time according to the HMIS system and tracks trends over time.



The number of people experiencing first-time homelessness as recorded within the HMIS system increased by just 2% from 2016 to 2024 and declined from 2023 to 2024. This finding concurs with reports from RTFH that the number of people entering permanent housing from a period of homelessness has outpaced the number of San Diegans falling into homelessness in recent years. RTFH attributes this data to robust investments in homelessness diversion and the region's recent strides in housing homeless veterans.[132] From October 2024 to September 2025, 20 veterans were reported to have found housing for every 10 veterans who experienced homelessness for the first time.[133]

[132] Source: San Diego's Homelessness Math Problem Narrows | Voice of San Diego
[133] Source: Veteran HMIS 12-Month Overview 10/2024 to 09/2025

Measure 7a.1: Successful Placement from Street Outreach. Measures the percentage of people engaged through street outreach who are placed into shelter or permanent housing. Higher values indicate more successful street outreach outcomes.



This data indicates that in 2024, approximately one in five people engaged through street outreach were successfully placed into permanent housing or shelter. Successful street outreach outcomes within the San Diego CoC have declined by 12.5 percentage points since 2016, compared to a 6.4-point decrease nationally. This data suggests that more investment in supportive services and housing options for those who are unsheltered is needed to improve unsheltered homelessness regionally.

Measure 7b: Successful Placement in or Retention of Permanent Housing. This metric measures the percentage of people who exit short-term housing and shelter situations (emergency shelter, transitional housing, safe haven or Rapid Re-housing projects), as well as permanent housing programs, to independent permanent housing situations.

San Diego County

SPM 7b.1: ES/TH/SH/RRH Exits to Permanent Housing

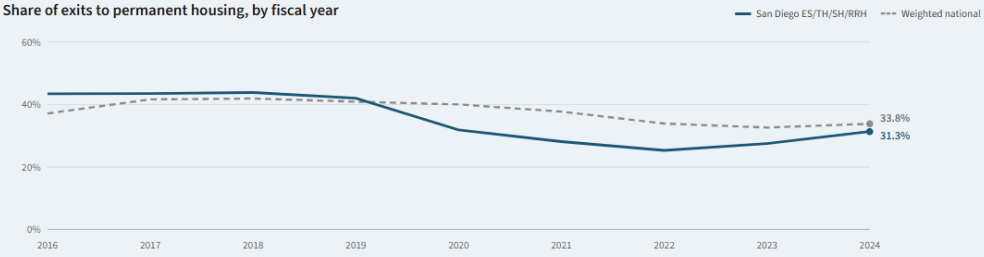
SOURCE: HUD SYSTEM PERFORMANCE MEASURES · SAN DIEGO COC AND WEIGHTED NATIONAL DATA · FY2016–2024

SAN DIEGO PERMANENT EXITS · FY2024
31.3%
2.5 points below the national rate of 33.8%.

CHANGE SINCE 2016
−12.1 pts
Down from 43.4%; the national rate fell 3.3 points.

RECOVERY SINCE FY2022 LOW
+6.0 pts
From 25.3% to 31.3% over two years.

Share of exits to permanent housing, by fiscal year



EXITS TO PERMANENT HOUSING	2016	2017	2018	2019	2020	2021	2022	2023	2024	CHANGE
San Diego ES/TH/SH/RRH	43.4%	43.5%	43.8%	42.0%	31.9%	28.1%	25.3%	27.5%	31.3%	−12.1 pts
Weighted national	37.1%	41.6%	41.9%	40.9%	40.0%	37.7%	33.9%	32.6%	33.8%	−3.3 pts

LARGEST ONE-YEAR DROP
−10.1 pts
FY2019 to FY2020, from 42.0% to 31.9%.

YEARS ABOVE NATIONAL
FY2016–2019
San Diego led the national rate for four years, then trailed from FY2020 on.

WIDEST GAP · FY2021
−9.6 pts
28.1% vs. 37.7%; the gap has since narrowed to 2.5 points.

Change compares FY2016 with FY2024, in percentage points.
ES = emergency shelter; TH = transitional housing; SH = safe haven; RRH = rapid re-housing. Values are the share of exits from these programs to permanent housing destinations. Higher values are better.

ILLUSTRATION MADE BY LAFCO USING ANTHROPIC

San Diego County

SPM 7b.2: Permanent Housing Retention or Exits

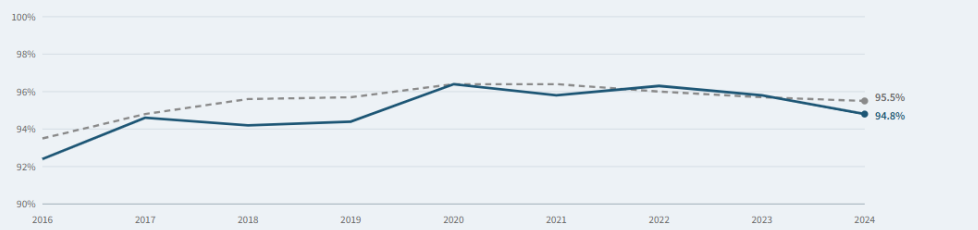
SOURCE: HUD SYSTEM PERFORMANCE MEASURES · SAN DIEGO COC AND WEIGHTED NATIONAL DATA · FY2016–2024

SAN DIEGO PH RETENTION OR EXITS · FY2024
94.8%
0.7 points below the national rate of 95.5%.

CHANGE SINCE 2016
+2.4 pts
Up from 92.4%; the national rate rose 2.0 points.

WITHIN 1.5 POINTS OF NATIONAL
9 of 9 years
San Diego tracked the national rate closely throughout.

Share retaining permanent housing or exiting to it, by fiscal year



RETENTION OR EXITS	2016	2017	2018	2019	2020	2021	2022	2023	2024	CHANGE
San Diego PH	92.4%	94.6%	94.2%	94.4%	96.4%	95.8%	96.3%	95.8%	94.8%	+2.4 pts
Weighted national	93.5%	94.8%	95.6%	95.7%	96.4%	96.4%	96.0%	95.7%	95.5%	+2.0 pts

SERIES PEAK · FY2020
96.4%
Matched the national rate that year.

YEARS AT OR ABOVE NATIONAL
3 of 9
FY2020 (tied), FY2022 and FY2023.

CHANGE SINCE FY2022
−1.5 pts
Two years of slight decline, from 96.3% to 94.8%.

PH = permanent housing. Values are the share of people in permanent housing projects who stayed housed or exited to another permanent housing destination. Higher values are better. The vertical axis begins at 90% to show small differences.
Change compares FY2016 with FY2024, in percentage points.

ILLUSTRATION MADE BY LAFCO USING ANTHROPIC

In 2024, 31.3% or just under one third of people placed in emergency shelter, transitional housing, safe haven or Rapid re-housing projects exited to permanent housing situations, while 94.8% of individuals placed in permanent housing programs retained their housing or successfully exited to another permanent housing situation. Within both the San Diego CoC and nationally, placement into permanent housing programs, as opposed to short-term housing or shelters, is tied to higher housing retention and exits to permanent housing.

Longitudinal Systems Analysis

HUD's Longitudinal Systems Analysis (LSA) report is one of the most comprehensive data sets available for evaluating how a Continuum of Care (CoC) functions over time. Generated from a community's Homeless Management Information System (HMIS) and submitted annually to HUD through the Homelessness Data Exchange (HDX), the LSA focuses on the performance of the homelessness response system as a whole. Rather than measuring homelessness at a single Point-in-Time, the LSA tracks how people move through the system over the course of an entire year, providing insight into system inflow, outflow, utilization, and housing outcomes.

The LSA is closely related to HUD's System Performance Measures (SPMs), but the two tools serve different purposes. SPMs are designed to provide standardized indicators of overall system performance, such as the average length of time people remain homeless, returns to homelessness, successful exits to permanent housing, and overall system inflow and outflow. These measures are used by HUD to evaluate CoC performance and inform competitive funding decisions under the CoC Program. The LSA contains much of the underlying information but in greater detail and with more reporting ability.

For planning purposes, the LSA is often most useful as a strategic planning tool rather than a day-to-day tracker or performance set. It can identify trends over time; however, because the report is highly technical, includes extensive data tables, and was designed to support federal reporting requirements, it can be more difficult for policymakers and stakeholders to navigate than PIT, HIC, or SPM reports. Regardless, the LSA provides one of the most comprehensive pictures available of how a local homelessness response system is functioning over time and whether its capacity is keeping pace with community demand.

Reporting Requirements and Compliance

CoCs submit their SPMs annually to cover the Federal Fiscal Year through HUD's HDX using system-wide HMIS data, PIT data and longitudinal HMIS data over time. This includes data from CoC Program, ESG program and other local projects. CoC and ESG programs are required to enter data into HMIS and are generally fully covered in SPM data. Other federal, state and local homeless service programs are strongly encouraged to enter data into HMIS, and thus be included in overall data management practices, but there is wide variability in CoCs as to their overall HMIS coverage and accuracy.

Summary

While HUD does not publish desired targets for the System Performance Measures of CoCs, the San Diego CoC's performance does not differ significantly from national trends. Notably, the length of time people remain homeless in shelters and safe haven programs has increased. Additionally, while rates of returns to homelessness continue to decline in the region, 1 in 5 people who enter permanent housing destinations from another homelessness program return to homelessness within two years. This data indicates that there is still a need to provide streamlined access to permanent housing options for individuals staying in shelters or short-term housing programs. Additionally, in 2024, approximately 1 in 5 people engaged through street outreach were successfully placed into permanent housing or shelter, and successful street outreach outcomes have declined by 12.5% since 2016. This data indicates that increased resources are needed to offer successful pathways to permanent housing for unsheltered people.[134]

Significantly, first-time homelessness declined within the San Diego CoC in 2025. RTFH attributes this data to robust investments in homelessness diversion and housing homeless veterans.[135] Thus, while increasing funding for housing, homelessness services and homelessness diversion remains urgent within the region, System Performance Measures indicate positive recent progress on behalf of the CoC.[136]

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[134] The Encampment Resolution Funding (ERF) program is an example of available state funding being used to successfully create pathways for unsheltered people to access permanent housing.

[135] Source: January 2026 Regional Plan Update

[136] Quarterly updates on the implementation of RTFH's regional plan and targeted goals for system improvement are accessible on RTFH's website: Regional Community Action Plan to Prevent and End Homelessness – Regional Task Force on Homelessness San Diego

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7a

AGENDA REPORT
BUSINESS | DISCUSSION

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Keene Simonds, Executive Officer
Joelle Burila, Local Government Analyst I

SUBJECT: **Review and Direction of Legislative Policy L-107: Jurisdictional Issues Associated with Proposed or Pending Changes of Organization or Reorganization**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will review Legislative Policy L-107 and consider whether to provide direction to staff on potential amendments. The item is presented consistent with the Commission's adopted workplan and its request following the April 6, 2026 meeting to revisit L-107 and its consultation procedure for addressing jurisdictional disputes involving proposals requiring LAFCO approval. This review traces the policy's adoption in 2010 and revision in 2016 and describes how the policy is administered today. It also addresses the concerns raised by the Lower Sweetwater Fire Protection District (FPD) and identifies related topics for the Commission's consideration. Should the Commission wish to proceed with amendments, staff would prepare draft changes for review and comment by the Cities and Special Districts Advisory Committees and return with an action item at a future meeting.

BACKGROUND

May 2010 Approval: Addressing "Jurisdictional Shopping"

San Diego LAFCO adopted L-107, *Jurisdictional Conflicts Associated with Proposed Development*, on May 3, 2010. The policy responded to a recurring issue in the Commission's review of development-related annexations, in which land use, financial, or service disputes between affected jurisdictions were complicating and delaying LAFCO proceedings. Among the most prominent of these was a late 1990s dispute between the City of El Cajon and the County of San Diego over the City's proposal to annex a 14-acre unincorporated site for a 130,000-square-foot Home Depot store. The Commission disapproved the proposal, which then proceeded to litigation. The matter was characterized at the time as an example of "jurisdictional shopping," in which developers negotiated with competing land use jurisdictions to secure the most favorable terms. Similar disputes followed, which often surfaced only after a proposal reached the Commission, and led LAFCO to develop the early-consultation procedure formalized as L-107.[1]

As adopted, L-107 focused on jurisdictional conflicts arising from proposed development, principally land use disputes between the County and cities and the related service and financial impacts, with special districts included primarily as service providers. It required the affected agencies to meet before a proposal was formally submitted, allowed the Executive Officer to waive consultation for routine proposals with no significant jurisdictional impacts, and provided that unresolved disputes be reported to the Executive Officer before the proposal proceeded.

April 2016 Revisions: Broadening to Address Other Jurisdictional Issues

On April 4, 2016, the Commission approved revisions to L-107 bridging a gap between the policy language and evolving staff practice. The accompanying agenda report explained staff had informally used the L-107 process for issues beyond development and land use, including community character, service effects, and financial impacts. Staff accordingly recommended the Commission broaden the policy to match this expanded practice and give it a formal policy basis going forward. The policy was retitled *Jurisdictional Issues Associated with Proposed or Pending Changes of Organization or Reorganization*, and its scope was extended to interested parties and to both proposed and pending LAFCO actions. "Pending" is understood to mean proposals on file but not yet considered by the Commission. The revised text also included changes the staff report did not separately discuss:

[1] Adoption of L-107 followed the Commission's December 7, 2009 acceptance of a draft policy for a 60-day review period, during which the draft was circulated to all 18 cities, the County, and special districts. Staff also presented the draft to the Special Districts Advisory Committee on February 19, 2010, and to the Cities Advisory Committee on February 22, 2010.

- The applicant or proponent became responsible for initiating consultation.
- The waiver standard changed from "significant jurisdictional impacts" to "identified and unresolved jurisdictional issues."

DISCUSSION

This item is for San Diego LAFCO to consider what changes, if any, it wishes to make to Policy L-107 and its provisions for identifying and addressing jurisdictional disputes associated with proposals. The review is part of the Commission's adopted workplan. To inform the discussion, the following sections summarize the current policy and its administration, review the concerns raised by the Lower Sweetwater FPD, and identify related topics for the Commission's consideration.

Current Policy and Administration

Policy L-107 addresses jurisdictional issues associated with proposed or pending changes of organization and reorganization and comprises six provisions:

1. Consultation. Before filing, the applicant must meet with affected agencies and interested parties to identify and attempt to resolve jurisdictional issues. The Executive Officer may waive this requirement only when it can be determined with certainty that there is "no possibility" the proposal will result in "identified and unresolved jurisdictional issues."

2. Topics. Consultation should address disputes involving development standards, land use and zoning, governmental services and their financial sustainability, and other community or governmental concerns.

3. Agreement. Any agreement reached must be confirmed in the application by the signatures of the parties.

4. Commission consideration. The Commission considers any agreement to the extent it is consistent with State law and LAFCO policy.

5. No agreement. If the parties cannot agree, they notify the Executive Officer in writing of the dispute and their desired outcomes, and the proposal proceeds.

6. Communication. Agencies are encouraged to improve communication on proposed changes.

LAFCO staff administers L-107 mainly through the Jurisdictional Consultation Form in the agency's application packet, which was revised alongside the policy in 2016. The form functions as a self-disclosure. Applicants complete and sign it when jurisdictional issues have been identified for a proposed or pending application, reporting the

issues, the outreach undertaken, and their status. Like any self-disclosure, the form reflects only what the applicant knows at the time it is completed, and not all disputes are known at filing. Jurisdictional issues typically surface at three distinct stages:

- Before filing. Pre-application meetings routinely identify affected agencies, likely service and boundary issues, and potential opposition. When significant issues arise at this stage, applicants typically resolve them with the affected agencies, restructure the proposal, or decide not to file. Many disputes that would once have required an L-107 disclosure never reach a formal application, or their filing is delayed while pre-application discussions continue.

- At the time of filing. When a dispute is known at the time of filing, the L-107 disclosure has worked as intended and, in major cases, has led to a more structured process. In 2020, Rainbow Municipal Water District and Fallbrook Public Utility District filed coordinated proposals to detach from the San Diego County Water Authority and annex to Eastern Municipal Water District. Both disclosed that the Water Authority would object, principally on financial and governance grounds. Those disclosures led to the creation of an ad hoc committee of all three agencies to inform LAFCO's administrative review. The committee's work directly informed staff's recommendation that any approval be conditioned on separate multi-million-dollar exit fees paid by each district to the Water Authority. The Commission conditionally approved both proposals in July 2023.

- After filing. Most disputes are not known to the applicant or LAFCO at the time of filing. They surface during the LAFCO administrative review, usually when affected agencies receive notice of the proposal. The two-part Valiano proposal (OAS/RO19-26) is a recent example:

  - *Wastewater*. Notice of the request for the City of Escondido to provide outside wastewater service to the development by contract prompted Rincon del Diablo Municipal Water District to assert that it was better positioned to serve the site. Consistent with the spirit of L-107, staff met individually with the parties. The dispute was analyzed in the agenda report, and the Commission approved service by Escondido in August 2025.

  - *Fire protection*. The proposal also sought detachment from Rancho Santa Fe FPD and annexation to San Marcos FPD so one agency would handle building code enforcement, although Rancho Santa Fe FPD remained the likely first responder given its adjacent station. Consistent with the spirit of L-107, the Executive Officer required consultation, and staff convened the parties, who agreed to an approval condition requiring an outside service agreement. The Commission conditionally approved the reorganization in October 2025.

Objections Raised by Lower Sweetwater FPD: Executive Officer Waiver Authority

Lower Sweetwater FPD provides fire protection and emergency medical services to the unincorporated Lincoln Acres community through a contract with the City of National City. The FPD has objected to the Executive Officer's recent waiver of L-107 consultation for an anticipated reorganization of 2616 East 24th Street, which would detach the property from the FPD and annex it to the City of National City. The filing stems from a condition the Commission imposed in November 2024, consistent with L-113, when it approved an emergency out-of-agency wastewater service extension to address a failed septic system serving the existing residence. After the FPD requested consultation in November 2025, the Executive Officer issued a waiver. Among the reasons cited were that the Commission requires the filing, and the FPD remains able to participate as an affected agency during administrative review and, if it wishes, to state its opposition directly to the Commission at the hearing. At the FPD's request, the waiver was presented as an information item on April 6, 2026.

As with most policies, L-107 leaves certain matters to administrative interpretation. Setting aside the merits of the specific matter, the FPD's objections highlight two such areas for the Commission's discussion as part of this scheduled review:

- Commission-conditioned filings. Does Policy L-107 and its pre-submittal consultation process apply to filings required by the Commission? Staff interpret the policy as not applying to these filings because the applicant has no discretion over whether to submit them. The Lower Sweetwater FPD, however, takes the position that the policy does not provide for such an exception.

- Waiver standard. What threshold governs a waiver, and what may the Executive Officer consider in applying it? The policy allows a waiver when there is "no possibility" of jurisdictional issues that are both identified and unresolved. In practice, this means either that no issue exists or that the issue has been resolved. The policy does not say how an issue may be resolved. In the FPD's case, the Executive Officer concluded the Commission had already resolved the FPD's dispute when it assigned the FPD a zero sphere of influence, reflecting the Commission's determination that the FPD should ultimately be dissolved and its service responsibilities transferred. The question is whether "resolved" may include resolution through the Commission's adopted policies and determinations, or only agreement among the parties. A related question is whether the standard should apply to any identified issue, as it does now, or only to significant issues, as the original 2010 standard did.

Related Policy Questions

Beyond the concerns raised by the Lower Sweetwater FPD, staff have identified five additional topics for the Commission's consideration as part of this scheduled review. Each involves a matter the policy currently leaves to the Executive Officer's administrative discretion, which the Commission could choose to address more specifically. The Commission may identify others.

- Meaning of "jurisdictional issue." The policy does not define the term. The 2010 policy narrowed the topic by addressing conflicts between land use jurisdictions over development, services, and boundaries. The 2016 revision broadened its reach to include concerns of residents, property owners, and interested parties, as well as community character and environmental impacts. As a result, the term now covers nearly any objection to a proposal, and it offers no clear threshold for when consultation is warranted.

- Meaning of "interested parties." The policy references interested parties, organizations, and local community or governmental concerns as part of the process for identifying and discussing issues. However, it does not clearly define which specific individuals or entities should be involved or contacted.

- Meaning of "consultation." The policy establishes a consultation requirement but does not clearly define what the process entails, including who must be consulted, the appropriate form or setting for communication, how consultation should be documented, or what constitutes adequate consultation. Since 2016, the policy has placed responsibility for consultation on the applicant. However, in practice, staff has facilitated most consultations, often regarding issues the applicant was not aware of when filing. This may place additional responsibilities on applicants, particularly individual landowners, who may be expected to identify relevant parties, coordinate outreach, and address concerns without clear guidance on the scope or expectations of the process.

- Post-submittal disputes. Although the 2016 revision extended the policy to "proposed or pending" actions, every provision assumes consultation occurred before filing. As described above, most disputes now surface post filing (pending) during the administrative review and are handled through a process the policy neither describes or governs.

- Disclosure to the Commission. Unresolved disputes are reported only to the Executive Officer. The policy does not provide for presenting them, or the parties' positions, to the Commission. The 2010 Cities Advisory Committee had originally recommended that the Commission itself be informed.

Any revisions would also address administrative items, including aligning the Jurisdictional Consultation Form with the policy's signature requirement and updating statutory references.

ANALYSIS

L-107's purpose remains sound. Since 2010, it has given San Diego LAFCO a policy basis for expecting applicants to identify and work through jurisdictional disputes before a proposal reaches the Commission, rather than presenting the Commission with unresolved conflicts to sort out at the hearing. It has also given affected agencies a recognized avenue to raise reasonable concerns early, when they are most likely to be resolved. Recent examples, from Rainbow and Fallbrook to Valiano, show both purposes at work, even when the specific steps occurred outside the policy's literal pre-filing framework.

While L-107 has served the Commission well, refinements are worth considering. The policy's open-ended language indirectly delegates considerable discretion to the Executive Officer in deciding when consultation is warranted, who is involved, and when a waiver is appropriate. Staff believe it has generally exercised this discretion successfully. L-107 remains the Commission's policy, however. Applicants benefit when decision-makers make their expectations known in advance, particularly when they are investing significant resources in proposals that ultimately require LAFCO approval. Clear expectations also benefit affected agencies by clarifying when and how their concerns will be considered, while promoting transparency and predictability for the public. If the Commission would like clearer benchmarks, staff requests direction on which questions identified in this report should be addressed to prepare draft amendments for future Commission consideration.

RECOMMENDATION

This item is presented to San Diego LAFCO for discussion only. Staff recommends the Commission receive the report and provide direction to staff as appropriate. Should the Commission wish to pursue amendments, staff will prepare draft changes addressing the questions identified by the Commission, present them to the Cities and Special Districts Advisory Committees and other stakeholders for review and comment, and return with an action item at a future meeting.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

This item has been placed on San Diego LAFCO's agenda for discussion as part of the business calendar. The following procedures are recommended in the consideration of this item:

1) Receive verbal presentation from staff unless waived.
2) Invite comments from interested audience members.
3) Discuss item and provide feedback and any direction.

On behalf of the Executive Officer,

Joelle Burila

Joelle Burila
Local Government Analyst I

Attachments:

1) Policy L-107
2) Applicant Form Disclosing Jurisdictional Disputes

LEGISLATIVE POLICY L–107

Subject

JURISDICTIONAL ISSUES ASSOCIATED WITH PROPOSED OR PENDING CHANGES OF ORGANIZATION OR REORGANIZATION

Purpose

To establish a procedure for cities, special districts, the County of San Diego, and other interested parties and organizations to identify and discuss potential jurisdictional issues associated with proposed or pending LAFCO discretionary actions.

Background

Proposed changes of organization or reorganization may involve issues of concern for affected local residents, property owners, registered voters, interested parties, and organizations, as well as potential jurisdictional issues for affected cities, special districts, counties, and other public agencies.

While LAFCO is prohibited by State Law from directly regulating land use density or intensity, property development, or subdivision requirements [Government Code § 56375(a)(6)], LAFCO is required to consider a number of factors in the review of a proposal, including: the effects of a proposal on adjacent areas (Government Code § 56668(c); the proposal's consistency with city or county general and specific plans (Government Code § 56668(h); the comments of any affected local agency or other public agency (Government Code § 56668(j); any information or comments from the landowner or owners, voters, or residents of the affected territory (Government Code § 56668(n); and, any information relating to existing land use designations (Government Code § 56668(o).

When there are potential jurisdictional issues associated with proposed or pending jurisdictional changes, LAFCO staff has historically encouraged the lead agency and applicant to consult with all affected jurisdictions and interested parties to identify, discuss, and resolve the jurisdictional issues prior to LAFCO submittal. Proposal-related jurisdictional issues may involve questions about community character and/or cohesion; the ability of an agency to extend public services; potential environmental impacts; appropriate transitional areas between jurisdictions; special district detachment issues; or other local community or governmental concerns.

Therefore, the following policy has been adopted to encourage and facilitate early identification, discussion and potential resolution of any jurisdictional issues associated with proposed or pending LAFCO changes of organization of reorganization. While the identified jurisdictional issues may not be ultimately resolved to the satisfaction of all interested parties, the policy requires the proposal applicant or proponent to engage the interested parties and/or jurisdictions, to address the concerns associated with the proposal, and to determine if the identified issues have been resolved, or if additional discussions would allow for resolution.

Policy

It is the policy of the San Diego Local Agency Formation Commission that:

1. Prior to submission of a proposal requesting LAFCO consideration of a change of organization or reorganization, the proposal applicant and representatives from affected public agencies, interested parties, and/or organizations, shall meet at the earliest possible stage for the purpose of identifying and attempting to resolve any issues associated with the proposed jurisdictional change(s). The Executive Officer may waive the consultation procedure outlined in this provision when it can be determined with certainty that there will be no possibility that the proposal in question will result in identified and unresolved jurisdictional issues.

2. The consultation process described in provision no. 1 should identify any jurisdictional issues or concerns related to:

    a. Differing development standards;

    b. Existing and/or planned land uses and zoning, including densities, community character, and appropriate jurisdictional transition areas;

    c. Existing and/or planned provision of governmental services, including any potential impacts to service levels or financial ability to sustain service levels; and,

    d. Any other local community or governmental concerns.

3. If an agreement is reached regarding provision no. 2, the subject proposal's

LAFCO application shall include signed confirmation by representatives of the agencies or interested parties. LAFCO applications shall include signature confirmation forms documenting the agreement.

4. The Commission shall consider the agreement in its evaluation of the proposed jurisdictional change(s) to the extent that it is consistent with State Law and San Diego LAFCO policies and procedures.

5. If the parties have consulted in accordance with this policy and are unable to reach agreement, the parties shall, in writing, inform the Executive Officer of the areas in which they are unable to reach agreement and the desired outcome. Thereafter, the proposal shall proceed in accordance with State Law and applicable San Diego LAFCO policies and procedures.

6. Affected local agencies shall be encouraged to explore additional methods to improve future inter- and intra-departmental and jurisdictional communications for the purpose of discussing and commenting on proposed or pending jurisdictional changes at the earliest possible stage.

Adopted: May 3, 2010
Revised: April 4, 2016

Cross-reference:

SAN DIEGO LAFCO POLICY:
-L-100 CITY ANNEXATION OF UNINCORPORATED TERRITORY WITHIN SPECIAL DISTRICTS
-L-103 RECOGNITION OF UNINCORPORATED COMMUNITIES

SAN DIEGO LAFCO PROCEDURES:
-SPHERES OF INFLUENCE
-LAFCO-INITIATED PROPOSALS

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SAN DIEGO LAFCO
JURISDICTIONAL CONSULTATION
Policy L-107 Form

Completion of this Jurisdictional Consultation Form is necessary if there are jurisdictional issues associated with a pending or future LAFCO application. The purpose of the jurisdictional consultation procedure is to encourage the early identification and resolution of jurisdictional issues and concerns. To assist LAFCO staff in the review of your LAFCO application and to determine whether adequate measures have been taken to identify and resolve issues, please respond to the following questions.

1. What jurisdictional issues pertain to the LAFCO proposal or pending LAFCO action?

   ☐ a. Differing development standards between existing and proposed service providers or jurisdictions;

   ☐ b. Existing and/or planned land uses and zoning, including densities, community character, and appropriate jurisdictional transition areas;

   ☐ c. Existing and/or planned provision of governmental services, including any potential impacts to service levels or financial ability to sustain service levels;

2. What parties (local agencies or organizations) are opposed to the proposed LAFCO action? _____

3. Are there any other local community or governmental concerns associated with the LAFCO proposal or pending LAFCO action: ☐ Yes ☐ No

Please specify: _____

4. Respond to the following for efforts that have been taken to resolve jurisdictional issues:

   a. List the dates of any meetings/discussions held to resolve jurisdictional issues: _____

   b. List the jurisdictions and organizations that participated in the meetings/discussions: _____

   _____

   c. What was the outcome of the meetings/discussions: _____

   _____

5. If the jurisdictional issues were not resolved, discuss whether additional consultation is needed and a preferred outcome: _____

_____

6. If the parties resolved the issues associated with the pending or future LAFCO action, then sign the statement (below) and return this form and any applicable agreements that have been reached.

As a representative/proponent of the proposed LAFCO action (e.g., annexation, detachment, sphere change, etc.), I believe the jurisdictional issues associated with this LAFCO proposal:

☐ have been resolved
☐ have not been resolved

Attached is a copy of the related agreement or other document demonstrating that jurisdictional issues have been satisfactorily resolved.

_____ _____

Signature of proponent ***Print name***

_____ _____

Telephone ***Date***

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Regional Service Planning | Subdivision of the State of California

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Commission Counsel

7b

AGENDA REPORT
Business | Discussion

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Priscilla Mumpower, Assistant Executive Officer

SUBJECT: Report on Adopted 2026-2027 Workplan

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will receive an update on the current fiscal year workplan and related activities as part of its business calendar. This item is for discussion only, and offers the Commission an opportunity to provide feedback on current and future workplan activities.

BACKGROUND

San Diego LAFCO adopted its Fiscal Year 2026-2027 workplan at a noticed public hearing in May 2026. The workplan includes 30 special projects organized into two categories – statutory and administrative – with priority assignments established by the Commission.

DISCUSSION

This item is for San Diego LAFCO to discuss the status of the adopted workplan with particular focus on the 10 high-priority projects. Specific status details for each high-priority project follow and will be expanded on during the staff presentation. A complete status update covering all 30 projects is provided as Attachment One.

Priority No. 1 | Municipal Service Review: Healthcare Services (Part I)

This study evaluates the performance and governance of the four healthcare districts serving San Diego County: Fallbrook, Grossmont, Palomar, and Tri-City. Consistent with the Commission's direction to update MSR data, outside consultant Progressive Healthcare, LLC, is updating its technical analysis, resulting in a seven-year reporting period. LAFCO staff is also updating the administrative draft to the new report period window and anticipates circulating it to the subject agencies for their 60-day reviews as early as Spring 2027.

Priority No. 2 | Municipal Service Review: SANDAG

This study reviews SANDAG's core regional functions – transportation (planning, funding, and construction); housing coordination; and climate adaptation – through a hybrid municipal service review and special study framework. Outside consultants William Fulton Group and Christine O'Rourke have completed most of the technical analysis. LAFCO staff is also updating the data within the administrative draft to a seven-year report period, consistent with Commission direction. Staff anticipates circulating the administrative draft to SANDAG for its 60-day review as early as January 2027.

Priority No. 3 | Municipal Service Review: Encinitas Subregion

The second part of this two-part subregional review covers the City of Encinitas, Olivenhain Municipal Water District, Leucadia Wastewater District, and San Dieguito Water District. Staff updated the data window before circulating administrative drafts to the subject agencies, each of which is now conducting its 60-day internal review. Staff anticipates presenting a draft report to the Commission at its December 7, 2026 meeting.

Priority No. 4 | Proposed Incorporation: La Jolla Comprehensive Fiscal Analysis

This Comprehensive Fiscal Analysis (CFA) will evaluate the financial viability of incorporating La Jolla as a city and the potential fiscal impacts on the City of San Diego. Consultant London Moeder Advisors is collecting data and developing the assumptions and benchmarks that will guide the analysis. Staff anticipates convening the working group in November 2026 to review these inputs and consider alternative boundary scenarios, informing the consultant's continued preparation of the CFA. A draft CFA is anticipated as early as June 2027.

Priority No. 5 | White Paper on Homeless Services

This informational report evaluates the scale, organization, and governance of homeless services throughout San Diego County, and assesses governance frameworks that could improve coordination within the regional continuum of care. With assistance from consultant Technical Assistance Collaborative, LAFCO staff has developed a draft white paper, presented under the public hearing calendar as Agenda Item No. 6a.

Priority No. 8 | White Paper on Public Recreation at City Reservoirs

This informational report assesses public recreation opportunities at reservoirs owned by the City of San Diego located within unincorporated areas of the county. The project comprises three phases: (1) reviewing existing services, facilities, and related capacities; (2) evaluating service delivery and governance alternatives; and (3) assessing long-term fiscal sustainability and planning risks. The first phase of the project has been completed, and phase two is now underway in consultation with LAFCO consultant Chris Chamberlain. Staff anticipates completing the white paper by the end of 2026, engaging interested stakeholders, including the City of San Diego, and presenting a draft report to the Commission as early as April 2027.

Priority No. 9 | Recruit + Onboard New Analyst

This project will expand San Diego LAFCO staffing from 8.0 to 9.0 full-time equivalent positions through the recruitment and onboarding of a new local government analyst. Recruitment is underway, with staff scheduling interviews and anticipating a hire before the end of 2026.

Priority No. 10 | Special Study: Oceanside Small Craft Harbor District

This special study evaluates governance options for the Oceanside Small Craft Harbor District, a dependent district of the City of Oceanside. Consultant RSG and LAFCO staff have completed the first phase of the two-phase study, which included engagement with residents and the City. The second phase is underway and will assess the District's finances and current governance structure to inform the evaluation of potential alternatives. Staff anticipates completion of Phase II as early as within the next 90 days, with full project completion in Spring 2027.

A complete listing of all 30 workplan projects is provided as Attachment One.

ANALYSIS

None.

RECOMMENDATION

This item is presented to the Commission for discussion only.

ALTERNATIVES FOR ACTION

None.

PROCEDURES

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

1) Receive verbal presentation from staff unless waived.
2) Invite comments from interested audience members if any.
3) Discuss and provide general feedback as needed.

On behalf of the Executive Officer,



Priscilla Mumpower
Assistant Executive Officer

Attachment:

1) 2026-2027 Workplan Status

ADOPTED WORKPLAN FY2026-2027

Status as of October 23, 2026

■ Pending ■ Underway ■ Near Complete ■ Complete

Ongoing Priorities

Type	Project	Description
Statutory	Applicant Proposals and Requests	Prioritize resources to address applicant proposals and related requests
Administrative	Targeted LAFCO Presentations	Coordinate timely public outreach; emphasis on informing stakeholders ahead of MSR work
Statutory	Workplan and Budget Management	Actively manage the workplan and budget resources with regular updates to the Commission

FY2026-2027 Priorities

#	Type	Project	Description	Status
HIGH PRIORITY				
1	*Statutory*	MSR | Healthcare Services: Part I	Part I of Regional study covering the four healthcare districts in San Diego County	**Underway**
2	*Statutory*	MSR | SANDAG	Agency-specific study of SANDAG (transportation, housing, + climate adaption planning)	**Underway**
3	*Statutory*	MSR | Carlsbad-Encinitas Region: Part II	Part II of Regional Study Covering Encinitas, Leucadia WD, Olivenhain MWD + San Dieguito WD	**Near Complete**
4	*Statutory*	Proposed Incorporation: La Jolla CFA	Independent assessment of financial viability and developing key assumptions + benchmarks	**Underway**
5	*Administrative*	White Paper | Homeless Services	Evaluate the scope-scale of homeless services in SD County + potential governance options	**Near Complete**
6	*Statutory*	MSR | San Marcos Region	Regional study on City of San Marcos + special districts (Vallecitos and San Marcos FPD)	**Pending**
7	*Statutory*	MSR | Vista Region	Regional study on City of Vista + special districts (Buena SD and Vista ID)	**Pending**
8	*Administrative*	White Paper | Recreation @ City Reservoirs	Examine public recreation at City of SD's unincorporated reservoirs + governance alternatives	**Underway**
9	*Administrative*	Recruit + Onboard New Analyst	Expand staffing from 8.0 to 9.0 FTE through recruitment and onboarding	**Near Complete**
10	*Statutory*	Special Study | Oceanside SCHD	Financial analysis of SCHD revenues/expenses + governance alternatives with stakeholder group	**Underway**

FY2026-2027 Priorities *(continued)*

#	Type	Project	Description	Status
MEDIUM PRIORITY				
11	*Statutory*	MSR | City of San Diego	Agency-specific study covering core municipal functions (water, wastewater, public safety, etc.)	**Pending**
12	*Administrative*	Alliance of LAFCOs	Formalize Alliance organization, scope, and deliverables with member partners	**Underway**
13	*Administrative*	Website Refresh + Content Expansion	Consultant-led redesign with enhanced end-user features and expanded content	**Near Complete**
14	*Administrative*	Policy Update | L-107	Review and potential update to policy covering jurisdictional disputes + applicant proposals	**Underway**
15	*Statutory*	MSR | San Diego Unified Port District	Agency-specific study covering harbor, recreation, public safety, + community development	**Pending**
16	*Statutory*	MSR | Solana Beach – Del Mar Region	Regional study on mid coast I-5 municipalities (Solana Beach + Del Mar) & Santa Fe ID	**Pending**
17	*Administrative*	Special Districts Advisory Committee	Administrative support with benchmark of holding three SDAC meetings in FY2027	**Underway**
18	*Administrative*	Cities Advisory Committee	Administrative support with benchmark of holding two CAC meetings in FY2027	**Underway**
19	*Statutory*	MSR | South Coast Region I – Cities	Region-specific study on Cities of Chula Vista and National City	**Pending**
20	*Statutory*	MSR | South Coast Region II – Districts	Region-specific study on South Bay WD, Sweetwater, Bonita Sunnyside FPD, Sweetwater FPD	**Pending**
LOW PRIORITY				
21	*Administrative*	Legislative | Adding a Ninth Member	Work with legislature to add 9th voting member to resolve the structural tie-vote vulnerability	**Pending**
22	*Administrative*	Outside Audit | FY2026	Independent audit of FY26 financial statements with supplemental information	**Pending**
23	*Administrative*	Nominations + Elections | Special Districts	Process ISDSC nominations/elections for new four-year Regular + Alternate seat terms	**Pending**
24	*Administrative*	Alternate Public Member	Process noticing and recruitment for new four-year term for Alternate	**Pending**
25	*Administrative*	Legislative Proposal | UC Berkeley Report	Develop bill with stakeholders consistent with UCB report and find author for 2027 session	**Underway**
26	*Administrative*	Legislative Proposal | AB 356 (Patel)	Support two-year bill and stakeholder group assessing north county healthcare needs	**Pending**
27	*Statutory*	MSR | Healthcare Services: Part II	Part II of Regional Study covering major quasi-public healthcare providers (i.e., Sharp + UCSD)	**Pending**
28	*Administrative*	Annual Local Agency Directory	Update and publish annual local agency directory subject to LAFCO oversight	**Pending**
29	*Statutory*	RCD Ad Hoc Committee: Part II	Complete part II of RCD boundary true ups to inform sphere updates for local RCDs	**Underway**
30	*Administrative*	Annual SOI-MSR Registry	Update and publish annual registry of all recorded SOI and MSR actions	**Pending**

Bullpen – Queued for Future Consideration and/or Action

Type	Project	Description
Statutory	Policy Review | Health + Safety Fee Reductions	Review options to revise existing fee reductions for proposals/requests involving public health or safety threats
Statutory	Special Study | Escondido + Rincon	Study options to consolidate (functional and political) the City of Escondido and Rincon del Diablo MWD services
Administrative	Commissioner Onboarding	Develop digital toolkit to orient new Commissioners to LAFCO operations
Administrative	Legislator Outreach	Launch formal outreach program with benchmark of meeting with each local State representative in FY27
Administrative	Website and Social Media Tracking	Launch digital performance tracking program to measure visits, media reach, + engagement; establish baselines
Administrative	County Planning Groups	Establish formal communications with County Planning/Sponsor Groups; benchmark of three presentations in FY2026
Administrative	Digital Outreach	Produce videos spotlighting special projects and explaining LAFCO duties
Statutory	Policy | Budget Committee	Adopt policies establishing and tasking a standing budget committee and related guiding provisions
Statutory	Pilot Grant Program	Establish pilot program to explore grant opportunities to help fund special projects at LAFCO
Statutory	MSR | Silver Strand Cities	Region specific study covering Cities of Imperial Beach and Coronado
Administrative	Policy | Officer Rotations	Adopt policies formalizing chair and vice chair rotation system and related guiding provisions
Administrative	Legislative Proposal | SD LAFCO Composition	Explore options and pursue preferred composition change to establish odd number of voting members
Statutory	MSR | San Diego County Wastewater JPAs	Service-specific study covering three JPAs providing public wastewater services: Encinitas, San Elijo, and Metro
Statutory	White Paper | Community Choice	Evaluate the scope and scale of CCAs in SD County and connectivity to LAFCO duties and interests
Statutory	Outreach to Sunset/Melrose "Island"	Targeted outreach to the island between Oceanside + Vista to assess service needs + possible annexation interests
Administrative	Service + Fiscal Indicators	Develop online browser feature to depict service + fiscal indicators among local agencies in SD County
Administrative	Liaison with Local Tribes	Establish communication protocols with respect to shared interests in regional services + CEQA consultations
Statutory	Morro Hills CSD Follow Up	Coordinate and/or otherwise facilitate discussions with County Sheriff to enhance traffic enforcement within the CSD
Administrative	LAFCO Meeting Room	Explore opportunities to secure a dedicated LAFCO meeting room with scaled dais and A/V enhancements
Statutory	White Paper | Garbage + Landfill Services	Evaluate the scope and scale of garbage collection and disposal services in SD County
Statutory	White Paper | School Districts	Evaluate scope and scale of school districts and their baseline capacities for reference in municipal service reviews
Statutory	Policy Review | Island Annexations	Consider options to define "substantially surrounded" and provide related mapping services
Administrative	LAFCO Workshop	Organize a special workshop for the Commission to discuss strategic objectives over the next five-year period
Administrative	Public Access Television	Establish public broadcasting LAFCO meetings on local government channels
Administrative	Procedural Flow Charts	Create user friendly flow charts for various LAFCO statutory processes for online publication
Statutory	Policy | Fee Schedule Update	Review and update fee schedule to sync with current costs and related considerations
Statutory	Policy | CEQA Guidelines	Review and update existing CEQA Implementation guidelines relative to current statute and best practices
Statutory	Disadvantaged Unincorporated Communities	Update DUC mapping designations (DUC) in San Diego County based on current census information
Statutory	Applicant Procedures	Streamline application materials and establish updated filing protocols
Administrative	Local Agency Finder Tool	Develop online feature for users to enter address to identify all overlapping local jurisdictions (cities and districts)
Statutory	Policy | Commission Rule No. 4	Modernize Rule No. 4 and its provisions to regulate special districts' service functions and classes
Statutory	White Paper | JPAs	Evaluate the status of JPA filings in SD County relative to LAFCO's task in SB 1261
Administrative	Policy | Cities Advisory Committee	Coordinate with CAD in updating bylaws and related procedures to sync with current interests/priorities
Statutory	Legislative Proposal | G.C. 56133	Sponsor/facilitate amendments to clarify LAFCOs' authority to determine out-of-agency exemptions in (e)

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Holly O. Whatley
Commission Counsel

7c

AGENDA REPORT
Business | Action

November 2, 2026

TO: Chair Becker and Commissioners

FROM: Holly O. Whatley, Commission Counsel

SUBJECT: **Consideration and Possible Approval of Ninth Amendment to Executive Officer's Employment Contract, Including Compensation Adjustment**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) conducts an annual performance evaluation of its Executive Officer, Keene Simonds and typically during its October meeting. As part of this evaluation, delayed slightly to November, the Commission may propose and consider amendments to the Executive Officer's employment contract. The Executive Officer Compensation Committee – including Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn – will present their recommendation regarding a potential amendment to the Executive Officer's compensation. The proposed amendment is provided as Attachment One, the final form of which will depend on the approved action, if any.

DISCUSSION

Section 11 of the Employment Agreement Between the San Diego LAFCO and Keene Simonds, dated September 11, 2017 ("Agreement") requires the Commission to evaluate the Executive Officer's ("EO") performance at least once annually. The Agreement is an attachment to Exhibit A, the proposed amendment.

Under Rule 6 (Appendix B) of the LAFCO Personnel Rules, the Commission may consider an adjustment of the Executive Officer's current salary dependent on the EO Compensation Committee's performance evaluation and recommendation. Rule 6 also authorizes the Commission to consider a one-time annual payment between 1-10% (in increments of 1% of base salary based on the Committees recommendation).

The EO's current salary is $259,209.60 which includes the recent 3.0% cost-of-living adjustment provided to all employees. The established salary range for the position is $161,116.80 to 285,792.00.

The EO Compensation Committee consists of Chair Becker, Vice Chair Willis, and Immediate Past Chair Whitburn. The Committee met on October 23, 2026, as part of the Executive Officer's annual performance review process and will present their recommendation to the full Commission for consideration during the meeting.

FISCAL IMPLICATIONS

The changes to compensation provided by this amendment are within existing budget appropriations.

ALTERNATIVES FOR ACTION

The Commission may refuse to approve the amendment, request changes to the amendment, or give other appropriate direction on this subject.

Respectfully,

Holly O. Whatley,
Commission Counsel

Attachment:

1) Proposed Ninth Amendment to Employment Agreement (including attached original agreement)

NINTH AMENDMENT TO EMPLOYMENT AGREEMENT

RECITAL

On December 1, 2025, the San Diego Local Agency Formation Commission approved amending the Employment Agreement Between the San Diego Local Agency Formation Commission (hereafter "LAFCO") and Keene Simonds ("Executive Officer") dated September 11, 2017 ("Employment Agreement"), attached as Exhibit A. The Employment Agreement has been amended eight times. This Ninth Amendment followed the Executive Officer's annual performance review and is made as permitted by Paragraph 19 of the Employment Agreement and Rule 6 (Appendix B) of the LAFCO Personnel Rules. The Parties agree as follows:

AMENDMENT

1. Paragraph 4 ("Compensation"), subparagraph "A" is hereby amended to add the following provision to the end of subparagraph "A":

A. Additionally, as permitted by Rule 6 of LAFCO's Personnel Rules, the Executive Officer shall be paid a one-time payment of $_____, via a lump sum payment issued as soon as practicable following execution of the Ninth Amendment to the Employment Agreement.

2. All other recitals, paragraphs, subparagraphs and clauses of the Employment Agreement, and the Vacation Leave amendments in the First and Seventh Amendments to Employment Agreement remain unchanged by this Ninth Amendment to Employment Agreement.

EXECUTIVE OFFICER

Dated: _____ _____

Keene Simonds

LAFCO

Dated: _____ _____

Kristi Becker, Chair

Approved as to form:

_____ Dated: _____

Holly O. Whatley
General Counsel

Attest:

_____ Dated: _____

Erica Sellen
LAFCO Commission Clerk

EXHIBIT A

EMPLOYMENT AGREEMENT
BETWEEN THE SAN DIEGO LOCAL AGENCY FORMATION COMMISSION AND KEENE SIMONDS

RECITAL

On August 7, 2017 the San Diego Local Agency Formation Commission selected Keene Simonds (hereafter "Executive Officer") to serve as Executive Officer of the San Diego Local Agency Formation Commission ("LAFCO"), and Executive Officer accepted such employment. Executive Officer and LAFCO are referenced in this Agreement as Parties and, individually, as a Party. Accordingly, the Parties agree as follows:

AGREEMENT

1. **Effective Date**

This agreement shall become effective when it has been executed by Executive Officer and duly approved by the LAFCO Commission which the Parties anticipate will be on or before September 11, 2017.

2. **Term of Employment**

Pursuant to the Cortese-Knox-Hertzberg Act, California Government Code sections 56000 et seq. ("CKH"), and this Agreement, Executive Officer serves at the pleasure of the LAFCO Commission and on an "at will" basis and has no vested right to his employment during the term of this Agreement, subject to the terms and provision of this Agreement as set forth below. The term of this Agreement shall extend from its Effective Date until terminated by a Party pursuant to sections 14 – 16 of this Agreement below.

3. **Duties; Hours of Work**

A. Executive Officer shall perform those functions and duties specified by CKH and other applicable laws, adopted policies and procedures of LAFCO and by formal direction of the LAFCO Commission. Executive Officer shall perform such duties in accordance with the highest professional and ethical standards of the public management profession. Executive Officer shall not engage in any activity, which is, or which may become, incompatible with the office of Executive Officer, as provided for

by State law. During the term of this agreement, Executive Officer shall be exclusively employed by the LAFCO, unless prior authorization otherwise is received from the LAFCO Commission, which authorization will not be unreasonably withheld.

B. Executive Officer shall maintain a regular work schedule consistent with that approved for other Executive Service employees of the LAFCO. Executive Officer's duties may require more than eight hours per day and/or (40 hours per week, and may also include time outside normal office hours, such as attendance at LAFCO Commission meetings. Executive Officer shall not be entitled to additional compensation for such time. Commission acknowledges that Executive Officer intends to work a four-day, 10-hour work week until January 1, 2018 and consents to his doing so, provided that he is available on the last business day before Commission meetings and at other times as the work of LAFCO may require.

4. **Compensation**

A. The Executive Officer's annual salary shall be $160,000 and as otherwise provided in section 6.20 of LAFCO's Personnel Rules ("Rules").

B. Executive Officer's compensation shall be reviewed at least annually in connection with the annual review required by section 11 below or at other times as may be determined by the LAFCO Commission.

C. To assist Executive Officer in relocating himself and his family from the Bay Area, Executive Officer shall receive, at his option, (i) an additional, $1,000 in taxable compensation in each of the first six months of his employment, (ii) reimbursement of housing, travel and moving expenses up to $6,000, or (iii) any combination of the two which does not exceed a cost to LAFCO of $6,000 excluding employer's payroll taxes. This benefit is in addition to the moving expense allowance provided by section 6.20 of the Rules.

5. **Flexible Benefits Program**

LAFCO shall provide Executive Officer with the same flexible benefit program covering medical, dental and vision insurance benefits as provided to all other County of San Diego Executive Service employees and at the cost charged to those employees. At present, the monthly allowances are $646 for an employee, $937 for an employee with one dependent, and $1,313.00 for an employee with two or more dependents.

6. **Other Benefits**

A. LAFCO shall provide, without cost to the Executive Officer, term life insurance in the amount of his annual salary, $2,000.00 for his spouse and dependent children up to age 26. LAFCO shall also provide accidental death and dismemberment insurance up to the amount of Executive Officer's annual salary. These coverages may be supplemented via the flexible benefit plan described above.

B. Executive Officer may participate in the flexible spending plan on the same terms available to other County of San Diego Executive Service employees. At present the plan allows reimbursement on a pre-tax basis of eligible health care and dependent day care expenses.

C. Executive Officer may participate in the health savings plan on the same terms available to other County of San Diego Executive Service employees.

D. Executive Officer may participate in the limited-purpose, flexible-spending plan for otherwise unreimbursed dental and vision expenses on the same terms available to other County of San Diego Executive Service employees.

E. Executive Officer will be afforded pension benefits under the terms established by the San Diego Employees Retirement Association on the same terms afforded other similarly qualified County of San Diego Executive Service employees.

F. Executive Officer may participate in the County's 457 and 401A deferred compensation programs on the same terms available to other County of San Diego Executive Service employees.

7. **Vacation Leave**

A. Executive Officer shall be afforded vacation benefits per the Rules. At present, these afford 10 days per year for employees with one to five years' service, 15 days per year for employees with five to 10 years' service, and 20 days per year to employees with more than 10 year' service.

B. The Executive Officer may carry a balance of no more than twice his annual accrual of vacation leave.

8. **Other Leaves, Holidays, and Benefits**

The Executive Officer is entitled to 10 paid holidays as recognized by the LAFCO, plus two days of floating holiday time-off annually. LAFCO shall afford Executive Officer such other benefits as are provided to other Executive Service employees of the LAFCO on the same terms as provided to those employees except as otherwise expressly provided herein. These include as of the Effective Date:

A. An initial bank of 10 days of reserve sick leave pending normal accrual during the first year of employment. Thereafter, accruals are credited on a biweekly basis (4 hours per 80-hour pay period). Employee will accrue 13 sick days per year in every subsequent year.
B. Miscellaneous leaves including those for military service, bereavement, and jury duty.

9. **Automobile Allowance**

As the Executive Officer's normal duties require frequent use of his automobile, Executive Officer shall be entitled to $600 per month as an automobile allowance. This allowance is in lieu of mileage reimbursement or other expenses that may be incurred by Executive Officer in connection with his use of his own automobile for LAFCO purposes. In consideration for said allowance, Executive Officer shall be responsible for all costs of maintenance and operation of his vehicle. Executive Officer shall at all times maintain automobile liability insurance on any vehicle him uses in the course of LAFCO employment. Such insurance shall have coverage limits acceptable in form and amounts to LAFCO. Executive Officer shall provide a certificate or other evidence of such insurance to LAFCO. Executive Officer acknowledges that this allowance will be subject to payroll taxes unless he maintains the records required by law to permit other treatment of this allowance. Executive Officer may not drive the County of San Diego vehicle provided to LAFCO staff more than three times per month under the policies and regulations adopted by the County of San Diego.

10. **Professional Memberships & Meetings; Other Expenses**

A. LAFCO shall maintain its membership in the California Association of LAFCOs to support Executive Officer's professional development. LAFCO shall pay for Executive Officer to attend the annual CALAFCO staff workshop and annual conference. LAFCO will pay for such other professional memberships and conference attendance as may be approved and budgeted by the LAFCO Commission.

B. LAFCO recognizes that the Executive Officer may incur certain expenses of a non-personal and job-related nature. LAFCO agrees to reimburse Executive Officer for reasonable expenses which are authorized by the LAFCO budget; submitted to the LAFCO Commission for approval; and which are supported by expense receipts, statements or personal affidavits, and audit thereof in like manner as other demands against the LAFCO.

11. Annual Performance Evaluation

The LAFCO Commission shall evaluate Executive Officer's performance at least once annually. The LAFCO Commission and Executive Officer shall annually develop mutually agreeable performance goals and criteria which the LAFCO Commission shall use in reviewing Executive Officer's performance in the following year. It shall be Executive Officer's responsibility to initiate this review each year. Executive Officer will be afforded an adequate opportunity to discuss each evaluation with the LAFCO Commission.

12. Indemnification

LAFCO shall defend, hold harmless and indemnify Executive Officer against any claim, demand, judgment, or action of any type or kind arising within the course and scope of Executive Officer's employment to the extent required by Government Code Sections 825 and 995.

13. Other Terms and Conditions of Employment

A. The LAFCO Commission may from time to time fix other terms and conditions of employment relating to the performance of Executive Officer, provided such terms and conditions are not inconsistent with or in conflict with the provision of this Agreement, CKH, or other applicable law.

B. The provisions of the Rules shall apply to Executive Officer to the extent they explicitly apply to the position of Executive Officer or as provided elsewhere in this Agreement, except that if the specific provisions of this Agreement conflict with the Rules, the terms of this Agreement shall prevail. Without limiting the generality of the exception noted in the previous sentence, however, no provision of the Rules or this Agreement shall confer upon Executive Officer a property right in his employment or a right to be discharged only upon cause. Executive Officer is an at-will employee serving at the pleasure of the LAFCO Commission and may be dismissed at any time with or without cause, subject only to the provisions of this Agreement.

14. Termination Without Cause

The LAFCO Commission may terminate Executive Officer's employment with the LAFCO at any time and without cause, upon 30 days' written notice to Executive Officer. In the event of such termination without cause, Executive Officer shall be entitled to a severance benefit, of six months of the Executive Officer's current base

salary plus payment of accumulated vacation upon termination from service. This base salary and leave pay-out shall be made on a bi-weekly basis at such time as other LAFCO employees are paid; provided, however, that the balance on any accrued leave which has not then been paid shall be payable in a lump sum upon termination of severance pay. Upon payment of such severance compensation, LAFCO shall have no further obligation to Executive Officer and Executive Officer shall have no claim for further compensation from LAFCO.

15. **Termination With Cause**

The LAFCO Commission may terminate Executive Officer's employment with LAFCO for cause upon 30 days' written notice to Executive Officer. In that event, LAFCO shall have no obligation to continue the employment of Executive Officer and shall have no obligation to provide any severance compensation, although Executive Officer shall be entitled to payment of the value of accrued leave. For purposes of this agreement, the term "for cause" means malfeasance or misfeasance in office or conviction of a crime involving moral turpitude, including but not limited to:

(a) use of alcohol or drugs that impedes performance of duties;
(b) conviction of a felony or misdemeanor involving moral turpitude (a plea or verdict of guilty or a conviction following a plea of nolo contendere is deemed a conviction for this purpose);
(c) a proven claim of either sexual harassment or abuse of employees in violation of law or adopted LAFCO policy;
(d) willful and repeated failure to carry out the lawful directives or policy decisions of the LAFCO Commission; or
(e) willful abandonment of the position or continued and unexcused absence from duty.

16. **Voluntary Termination; Death**

A. Executive Officer may voluntarily terminate his employment, by resignation or retirement, at any time during the term of this Agreement, subject to at least 30 days' written notice by Executive Officer to LAFCO, unless the LAFCO Commission and Executive Officer agree otherwise. In such case, LAFCO shall have no further obligation to provide payments and benefits, including severance benefits, upon the effective date of termination of employment, other than payment of accrued leave.

B. In the event the Executive Officer dies while employed by the LAFCO, his beneficiaries or those entitled to his estate shall be paid any earned salary and accrued leave at the Executive Officer's pay rate on the date of death.

17. **Compliance With Law**

This Agreement is subject to all applicable provisions of CKH and other State and Federal law and LAFCO policies, rules and regulations applicable to the Executive Officer.

18. **General Provisions**

A. This Agreement constitutes the entire Agreement between the Parties. LAFCO and Executive Officer hereby acknowledge that they have neither made nor accepted any other promise or obligation with respect to the subject matter of this Agreement.

B. If any provision or any portion of this Agreement is held to be unconstitutional, invalid or unenforceable, the remainder of the Agreement shall be deemed severable and shall not be affected and shall remain in full force and effect.

C. Any notice to LAFCO pursuant to this Agreement shall be given in writing, either by personal service or by registered or certified mail, postage prepaid, addressed as follows:

Chair and Members of the LAFCO Commission
San Diego LAFCO
9335 Hazard Way, Suite 200
San Diego, CA 92123

With a courtesy copy to the LAFCO General Counsel at the following address or the address then shown in the records of the LAFCO for the LAFCO General Counsel:

Michael G. Colantuono, Esq.
San Diego LAFCO General Counsel
420 Sierra College Drive, Ste. 140
Grass Valley, CA 95945-5091.

Any notice to Executive Officer shall be given in a like manner, and, if mailed, shall be addressed to Executive Officer at the address then shown in LAFCO's personnel records. For the purpose of determining compliance with any time limit stated in this Agreement, a notice shall be deemed to have duly given: (a) on the date of delivery, if served personally, or (b) on the second calendar day after mailing, if mailed.

D. Venue for any disputes arising from or relating to this Agreement shall lie in San Diego County, California. If an action at law or in equity is necessary to enforce or interpret this Agreement, the prevailing party shall be entitled to reasonable and actual attorneys' fees and costs with respect to the action.

E. A waiver of any of the terms and conditions of this Agreement shall not be construed as a general waiver and either Party shall be free to enforce any term or condition of this Agreement with or without notice to the other, notwithstanding any prior waiver of that term or condition.

19. **Amendments**

This represents the entire agreement between the Parties as to its subject. Amendments to this Agreement may be made at such times as approved by the LAFCO Commission and Executive Officer and shall be in writing.

EXECUTIVE OFFICER

Dated: August 9, 2017

Keene Simonds

LAFCO

Dated: Aug. 15, 2017

Sam Abed, Chair

Approved as to form:

Dated: 8/11/17

Michael G. Colantuono
LAFCO Attorney

Attest:

Dated: 8/15/2017

[name] Tamaron R. Luckett
LAFCO Clerk