



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

**7a**

**AGENDA REPORT**  
 Business | Action

June 2, 2025

**TO:** Chair Whitburn and Commissioners

**FROM:** Kim Thorner, Special Districts Advisory Committee Chair  
 Priscilla Mumpower, Assistant Executive Officer  
 Joelle Burila, Analyst I

**SUBJECT:** **Proposed Policy Amendments |  
 Special Districts Advisory Committee Rules**

**SUMMARY**

The San Diego County Local Agency Formation Commission (LAFCO) will consider approving proposed amendments to the governing rules of the Special Districts Advisory Committee (Committee). This item aligns with a current fiscal year workplan objective to modernize the Committee in advising the Commission on its activities and responsibilities. The proposed amendments, developed by the Committee, provide clarification on the Committee’s purpose and core functions, refine membership composition and election procedures, adjust meeting scheduling, and update various administrative provisions. The Committee recommends adoption of the proposed amendments with an immediate effective date.

**BACKGROUND**

**Special Districts Advisory Committee**

San Diego LAFCO established the Committee in 1971 as a resource to support the Commission in its expanding responsibilities related to overseeing local agency jurisdictional boundaries. The Committee’s formation - notably - preceded the 1975 legislation that authorized formal

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special district representation on LAFCOs. Following a brief hiatus associated with the establishment of special district seats on the Commission, the Committee was reconvened by the late 1970s and resumed regular meetings to deliberate on matters of particular relevance to special districts. Under its current governing rules, the Committee is composed of 16 elected representatives from independent special districts with eligibility extended to both board members and general managers. Amendments to the Committee's rules require approval by a majority vote of both the Committee and the Commission.

### **Adopted Workplan & Review of the Committee Rules**

San Diego LAFCO's current fiscal year workplan includes 30 projects, organized into two categories - statutory and administrative - with priority levels assigned by the Commission. Among the administrative projects is a partnership with the Committee to review and identify appropriate amendments to its governing rules. This effort is intended to strengthen alignment between the Committee and the Commission and to support their shared interest in promoting effective and coordinated growth management.

### **Formation of an Ad Hoc Subcommittee**

At its September 2024 meeting, the Committee approved the formation of an Ad Hoc Subcommittee to lead the review of its governing rules and identify proposed amendments with support from LAFCO staff. A listing of the Ad Hoc's six members is provided below.

- Chair Kimberly Thorner (Olivenhain Municipal Water District)
- Paul Bushee (Leucadia Wastewater District)
- Al Lau (Sante Fe Irrigation District)
- Dave McQuead (Rancho Sante Fe Fire Protection District)
- Mark Robak (Otay Water District)
- Oliver Smith (Valley Center Municipal Water District)

The Ad Hoc subsequently held meetings on December 12, 2024 and January 14, 2025. The Ad Hoc presented its proposed amendments to the full Committee on April 18, 2025.

### **DISCUSSION**

This item is presented for San Diego LAFCO's consideration to approve amendments to the Committee's governing rules consistent with the Committee's recommendations approved at its April 18, 2025 meeting. A summary of the key proposed amendments follows:

## Committee Role and Purpose

- Clarify the Committee’s advisory role to the Commission. This includes amending the rules provide the Committee serves the Commission and any recommendations are directed to the Commission – not LAFCO staff.
- Expand the Committee’s stated purpose to include advising and making recommendations on LAFCO’s municipal service reviews and in doing so reflecting its role in supporting core Commission responsibilities.

## Membership Composition

- Reduce the Committee’s membership from sixteen (16) to fifteen (15) members.<sup>1</sup>
- Expand eligibility criteria to encourage broader representation across special district service sectors and geographic areas within San Diego County.

## Election Procedures

- Establish biennial elections for Committee membership.
  - Conducting an initial election in January 2026 to fill eight (8) seats.
  - Conduct a subsequent election in January 2028 to fill the remaining seven (7) member seats.

## Meeting Schedule and Location

- Adjust the regular meeting schedule from the last month of each quarter (March, June, September, December) to the first month (January, April, July, October).
- Update the Committee Rules to reflect LAFCO’s current office address as the official meeting location for all regular meetings.

## Quorum Requirements

- Amend the quorum requirement from five (5) members to eight (8) members, constituting a simple majority for affirmative votes.

## Rule Review Clause

- Introduce a standing provision requiring a comprehensive review of the Committee’s Rules at least once every five years, or as deemed necessary, to ensure continued relevance and alignment with LAFCO’s policies and priorities.

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<sup>1</sup> There is currently one vacant seat on the Committee previously held by Tom Kennedy of the Rainbow Municipal Water District. Should the proposed amendment to reduce the Committee’s membership be approved, this vacancy would be effectively eliminated and would not require appointment or election.

The proposed amendments with tracked change-edits are provided as Attachment One.

## **ANALYSIS**

The proposed amendments before San Diego LAFCO represent the culmination of a collaborative review process led by the Committee and its designated Ad Hoc Subcommittee. The updates are intended to modernize the Committee's purpose and governance structure while enhancing alignment with current operational needs. As the final step in this process, Commission adoption is required to formally implement the proposed changes. This item also provides an opportunity for the Commission to propose any additional modifications.

## **RECOMMENDATION**

It is recommended San Diego LAFCO approve the proposed amendments to the Committee's rules with any additional revisions as requested. This recommendation is consistent with Alternative One outlined in the proceeding section.

## **ALTERNATIVES FOR ACTION**

The following alternative actions are available to San Diego LAFCO:

Alternative One (recommended):

Approve the proposed amendments to the Committee's rules as provided in Attachment One with any desired changes and set an immediate effective date. Also authorize the Executive Officer to make any technical and non-substantive edits.

Alternative Two:

Continue consideration of the item to a future meeting and provide direction to staff for additional information as needed.

Alternative Three:

Take no action.

(continued)

## PROCEDURES

This item has been placed on the Committee's agenda for action as part of the business calendar. The following procedures are recommended in consideration of this item:

- 1) Receive verbal presentation from staff, unless waived.
- 2) Invite comments from interested audience members, if any.
- 3) Discuss the item and provide feedback.

On behalf of the Committee,



Joelle Burila  
Analyst I

Attachments:

- 1) Proposed Update to Special District Advisory Committee Rules (track-changes)
- 2) Special Districts Advisory Committee Meeting Minutes (context only):
  - a. September 2024 (approved)
  - b. December 2024 (approved)
  - c. April 2025 (draft form – pending Committee approval)

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**SAN DIEGO  
LOCAL AGENCY FORMATION COMMISSION  
SPECIAL DISTRICTS ADVISORY COMMITTEE  
RULES**

**SECTION I  
FORMATION AND PURPOSE**

A. Authorization for Formation

The Special Districts Advisory Committee was formed on August 2, 1971 to review the “Rules and Regulations Affecting the Functions of Special Districts and for Representation of Independent Special Districts” on San Diego LAFCO. Instead of disbanding the Committee after district representatives were seated, the Commission retained the Committee to serve as both a forum for discussion and a method of channeling information to LAFCO on pending projects/issues.

B. Statement of Purpose

The LAFCO Special Districts Advisory Committee serves at the discretion of the Commission for all purposes set forth in these Rules. Recognizing the diversity of special districts and the need for technical advice on pending LAFCO projects/issues, the Commission hereby continues the San Diego LAFCO Special Districts Advisory Committee. The purposes of the Committee are to:

1. Assist LAFCO in the performance of its duties by (1) reviewing, before consideration by the Commission, those proposed boundary changes, municipal service reviews, spheres of influence ~~adoption or amendment~~actions, or other special studies that affect special districts and require technical insight and expertise, and (2) making recommendations to the Commission.
2. Identify areas of potential conflict between cities, county service areas, and special districts and facilitate voluntary resolution of those conflicts rather than by formal action of LAFCO.
3. Identify districts that are no longer functioning efficiently and/or cost-effectively and make appropriate recommendations.
4. Assist districts that desire reorganization as a means of providing better service.
5. Assist LAFCO in coordinating its decisions with other agencies.
6. Review, study, and recommend changes to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

## SECTION II MEMBERSHIP

### A. Composition

The San Diego LAFCO Special Districts Advisory Committee shall consist of ~~sixteen fifteen~~ (4615) members. They shall represent as many different types of special districts as possible. ~~There shall be representation from at least one water, one sewer, and one fire district. The committee's goal is to ensure diverse representation by including a wide variety of special districts and covering as many geographic areas in San Diego County as possible. This approach aims to reflect the unique needs, regional perspectives and types of special districts within the County.~~ Members may be either a special district elected board member or a staff person. Members of the Committee may not also be ~~members~~ Commissioners of LAFCO. The number of candidates and members of the Advisory Committee representing the same agency shall be limited to one. In addition, candidates for the Advisory Committee shall not also be candidates for LAFCO.

Membership is restricted to those independent special districts located entirely within the County of San Diego, or for which the County of San Diego is its principal county. The County of San Diego shall be permitted a nonvoting representative, who shall be appointed by the County Chief Administrative Officer.

### B. Selection Procedure

Members of the Special Districts Advisory Committee shall be selected by the Independent Special District Selection Committee of San Diego County, as constituted in Government Code Section 56332 of the Cortese-Knox-Hertzberg Act (CKH). ~~An annual~~ biennial election shall be conducted, in accordance with the adopted "San Diego County Independent Special District Selection Committee Rules," to fill all existing vacancies in the committee membership. If a vacancy occurs subsequent to a regular election, and more than sixty (60) days prior to the next regular election, a list of candidates for consideration to an interim appointment shall be presented for committee discussion at the next available committee meeting after the vacancy occurs. The Committee Chairperson may make an interim appointment, with recommendations from the full advisory committee, until the next regular election.

Following the approved amendments to these Rules in 2025, and pursuant to the established election schedule, the Committee election shall occur in 2026 for the initial cohort of eight (8) members, who shall be selected based on the longest-expired terms. The subsequent election, to be held in 2028 in accordance with the biennial cycle, shall include the remaining seven (7) members, selected based on the most recently expired terms.

### C. Term of Membership

Members shall serve four-year terms that will expire on October 31 or until certification of the election results. Members may serve more than one term. As outlined in CKH Government Code Section 56334, Committee members may continue to serve beyond their expired term until a successor is appointed.

D. Termination of Membership

Any member may be removed at any time and without cause by a simple affirmative majority vote of the Independent Special District Selection Committee.

A member may be removed if he or she is absent from four (4) consecutive regular meetings.

A member shall be ineligible to continue as a member if he or she ceases to be a board member or staff person of his or her special district, or is appointed to either a regular or alternate position on LAFCO.

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### **SECTION III OFFICERS**

A. Number and Selection

The officers of the Committee shall be Chairperson and Vice Chairperson. The Committee may create and appoint such additional officers as may be necessary to carry out the work of the Committee.

The officers shall be chosen annually at the first regular ~~December-January~~ meeting, or the first-next regular meeting held thereafter. Each officer shall hold office until resignation, removal, other disqualification to serve, or until a successor has been chosen.

B. Duties of the Chairperson

The Chairperson shall preside at all meetings of the Committee, and appoint members and provide instructions to all subcommittees. The Chairperson, the Vice Chairperson, or other designated committee member may attend and represent the Committee at any meeting of LAFCO.

C. Duties of the Vice Chairperson

In the absence of the Chairperson, the Vice Chairperson shall perform all of the duties of the Chairperson. The Vice Chairperson shall also preside as the Chairperson of all subcommittees and shall report to the Chairperson on the progress of a subcommittee's activities.

D. Duties of the Secretary

LAFCO shall ~~provide a staff person~~ designate one or more staff members to act as the Secretary for the Committee. ~~The Secretary~~ Staff member(s) shall (1) prepare and mail agendas and other notices to the Committee, (2) take, transcribe, and distribute minutes of committee meetings, and (3) perform such other tasks as are necessary to conduct the business of the Committee.

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**SECTION IV  
MEETINGS**

A. Compliance with Ralph M. Brown Act

All meetings of the Special Districts Advisory Committee shall be posted, noticed, and conducted in compliance with the Ralph M. Brown Act.

B. Schedule of Meetings

Regular meetings of the Special Districts Advisory Committee shall be scheduled on the third (3rd) Friday of the ~~last~~ first month of each quarter. If the regular meeting date of the Local Agency Formation Commission (LAFCO) on the first (1st) Monday of the following month is a holiday, the regular meeting of the Special Districts Advisory Committee shall be on the fourth (4th) Friday.

Special meetings may be called at any time by the Executive Officer or Chairperson, or by ~~nine-eight~~ (89) committee members. Notice of such special meetings shall be mailed or delivered to each member, and must be received at least twenty-four (24) hours before the time set for said meeting.

C. Time and Place of Meeting/Agendas

Meetings of the Committee shall be scheduled to ~~be held~~ occur at the ~~University of California cooperative Extension located at 9335 Hazard Way, Suite 201, San Diego, California.~~ San Diego County Administration Center located at 1600 Pacific Highway, San Diego, California 92101. Any meeting may, however, be held at a site at the discretion of the ~~Chairman~~ Chairperson and/or Executive Officer. The meeting dates and locations for the following calendar year shall be determined at the prior last regular October meeting. The meeting location of all meetings shall be indicated on the agenda distributed and posted for that meeting. Meetings shall be scheduled to commence at 9:30 a.m., and

when a quorum is present. The specific meeting room and time will be determined monthly, prior to preparation, distribution, and posting of that month's agenda, and will depend on availability of meeting rooms. All committee members will be sent either an agenda or cancellation notice at least one week prior to each scheduled meeting.

D. Conduct of Meetings

LAFCO staff shall serve as the designated facilitators of Committee meetings.

A member unable to attend a meeting shall notify the LAFCO office at least twenty-four (24) hours prior to the meeting.

The ~~Chairman~~Chairperson may alter the sequence in which agenda items will be considered.

Except as permitted by Section 54954.2 of the Ralph M. Brown Act, the Committee shall not discuss, or take action on, any item not included on the agenda for that meeting.

~~Special Districts Advisory Committee Rules~~  
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A member may briefly respond to statements or questions from members of the public during the Public Comment period.

A member may ask a question for clarification, make a brief announcement, or make a brief report on his or her own activities.

A member, or the Committee itself, may request LAFCO staff to provide information at a future meeting or to place an item on a future agenda.

## SECTION V VOTING

A. Vote Entitlement

Each committee member shall be entitled to one vote, even though that member may be a board member or staff person of more than one special district.

B. Quorum

The presence of ~~five-eight~~ (85) or more members shall constitute a quorum for the transaction of business at any regular or special meeting of the Committee.

C. Number of Votes Required to Carry Action

Adoption of any recommendation or other action shall require a simple majority affirmative vote. ~~When seven (7) or fewer votes are cast, a minimum of four (4) affirmative votes shall be required to carry an action.~~

D. Disqualification

When a committee member is a board member or staff person of a special district that is a subject district of a proposal (as defined by Government Code Section 56077), that member may participate in the discussion of, but may not vote on the Committee's action regarding that proposal.

## **SECTION VI SUBCOMMITTEES**

The Advisory Committee may create such subcommittees as the business of the Committee may require, each of which shall exist for such period and have such authority and perform such duties as the Committee from time to time determines.

~~Special Districts Advisory Committee Rules  
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## **SECTION VII PLACE OF BUSINESS**

The principal business office of the Special Districts Advisory Committee is in the San Diego LAFCO office, 2550 Fifth Avenue, Suite 725 San Diego, California 92103-6624. ~~Suite 200, 9335 Hazard Way, San Diego, California 92123.~~

## **SECTION VIII AMENDMENT**

~~These~~ The Special Districts Advisory Committee Rules may be amended by simple majority affirmative vote ~~a majority vote of by~~ the Committee at any regular or special meeting followed by final approval by the Commission at the next available meeting. The Executive Officer may make technical changes as necessary, after consulting with all Committee members, to ensure compliance of these Rules with current law and Committee policy.

These Rules shall be reviewed every five years or as needed to ensure their continued relevance and effectiveness. Amendments may be made in accordance with the

procedures set forth herein.

Adopted: September 23, 1971

Amended: December 1972  
December 18, 1973  
December 21, 1976  
July 26, 1994  
June 19, 1992  
December 20, 1996  
December 19, 1997  
March 20, 1998  
December 17, 2004  
July 31, 2014  
March 9, 2018  
June 2, 2025

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**SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION  
SPECIAL DISTRICTS ADVISORY COMMITTEE  
SPECIAL MEETING  
September 20, 2024**

Olivenhain Municipal Water District  
Boardroom  
1966 Olivenhain Road  
Encinitas, CA 92024

**1. 10:00 A.M. – CALL TO ORDER BY CHAIR**

Chair Kim Thorner called the meeting to order at 10:05 a.m.

**Item 1a**

**ROLL CALL**

Chair Kim Thorner requested a roll call from the Committee Secretary.

Committee Members Present:

Chair Kim Thorner (Olivenhain MWD)  
Paul Bushee (Leucadia WWD)  
Albert Lau (Santa Fe ID)  
Hector Martinez (South Bay ID)  
Dave McQuead (Rancho Santa Fe FPD)  
Mark Robak (Otay WD)  
Mike Sims (Bonita-Sunnyside FPD)  
Oliver Smith (Valley Center MWD)

Committee Members Absent:

Vice Chair Jack Bebee (Fallbrook PUD)  
Ann Baldrige (RCD Greater San Diego County)  
Jeff Egkan (North County FPD)  
James Gordon (Deer Springs FPD)  
Diane Hansen (Palomar Health HCD)  
Marty Miller (Vista ID)  
Joel Scalzitti (Helix WD)

The Committee Secretary confirmed a quorum with eight members present. The following members of San Diego LAFCO staff were present at roll call: Executive Officer Keene Simonds; Assistant Executive Officer Priscilla Mumpower; Legal Counsel Aleks Giragosian (virtually); Local Government Analyst I Joelle Burila; GIS Analyst Dieu Ngu; Consultant Chris Cate; and Commission Clerk Erica Sellen serving as Committee Secretary.

**Item 1b**

**PLEDGE OF ALLEGIANCE**

Hector Martinez (South Bay ID) led the Pledge of Allegiance.

## 2. AGENDA REVIEW

Chair Kim Thorner asked the Executive Officer if there were requests to remove or rearrange items on the agenda. The Executive Officer stated no changes were needed to the agenda.

## 3. OPEN EXPRESSION

Chair Kim Thorner asked if there were any members of the public who wished to address the Committee on a germane topic that is not directly part of the agenda.

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

## 4. CONSENT ITEMS

### a) Approval of Meeting Minutes for June 21, 2024 (action)

The Committee considered draft summary minutes prepared for the last meeting held on June 21, 2024. Staff recommends approval as presented.

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On motion by Hector Martinez and seconded by Paul Bushee, the Committee unanimously approved the minutes for the June 21, 2024 meeting.

## 5. BUSINESS ITEMS

### a) Current Workplan Update on High-Priority Projects | Municipal Service Reviews on Wholesale Water Agencies, Healthcare Districts in San Diego County, and San Diego Association of Governments (information)

The Committee received an update on the current adopted workplan focusing on San Diego LAFCO's highest placed priorities. This included separate municipal service reviews on wholesale water service providers, healthcare districts in San Diego County, and the San Diego Association of Governments (SANDAG). The MSR on wholesale water agencies will include a comprehensive review of the San Diego County Water Authority and a proportional review of the Metropolitan Water District of Southern California. The MSR on healthcare districts will cover the four districts in San Diego County – Fallbrook, Palomar, Grossmont, and Tri-City. The final MSR will study SANDAG and its regional housing, transportation, and climate adaptation service functions. This item was presented for information with an opportunity for Committee members to provide feedback to staff on interests and/or priorities on behalf of special districts in San Diego County.

Staff presentation for wholesale water agencies provided by LAFCO Consultant Chris Cate.

Committee Discussion followed.

Staff presentation for the healthcare district and SANDAG provided by Local Government Analyst I Joelle Burila.

Committee Discussion followed.

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

## BUSINESS ITEMS CONTINUED...

### b) Policy Review |

#### **Special Districts Advisory Committee Rules (discussion + action)**

The Committee considered modernizing its formal rules as part of the Commission's adopted workplan. This included reviewing the Committee's purpose and core focuses, composition and elections, and place and time of meetings. This item was presented for discussion with the opportunity for the Committee to provide feedback and direction on returning with a future item for action if requested.

Staff presentation provided by Local Government Analyst I Joelle Burila.

Committee discussion followed with a consensus to form an ad hoc committee to further discuss the Committee rules. The following members volunteered to be on the committee: Al Lau, Oliver Smith, Paul Bushee, Kim Thorner, Dave McQuead, and Mark Robak.

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

### c) Updated Rolling Five-Year Study Schedule (information)

The Committee received an update on the Commission's rolling five-year study schedule. This update follows the Commission's action in August 2024 to adjust the coverage period from FY2024-2028 to FY2025-2029, aligning the study schedule with the Commission's adopted workplan. The first two years of the rolling five-year schedule remain largely intact, continuing to cover municipal service reviews as outlined in the workplan while accommodating the fact that some studies may require more than one year to complete. A new study has been added to the first two-year period, focusing on a previously unscheduled municipal service review on SANDAG and its regional housing, transportation, and climate adaptation functions. Additionally, certain regional studies have been reorganized to better address multi-city special districts, and a new study on airports has been included in the fifth year. This item was presented for information only.

Staff presentation provided by Assistant Executive Officer Priscilla Mumpower.

Committee discussion followed.

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

### d) Proposal for "Special District Spotlight" at Quarterly Meetings (discussion + action)

The Committee considered a proposal by staff to introduce a "Special District Spotlight" at quarterly meetings, where each district would have the opportunity to host a meeting on a rotating basis. This proposal aims to allow districts to showcase their recent achievements, innovative projects, and future plans. The hosting district could provide a presentation on their activities and, if desired, offer a tour of their facilities to give Committee members and staff insight into their operations. The proposal seeks to enhance collaboration, share best practices, and strengthen connections among districts. Staff presented this item as a verbal report.

## **BUSINESS ITEMS CONTINUED...**

### **Continued Item 5d | Proposal for “Special District Spotlight” at Quarterly Meetings (discussion + action)**

Assistant Executive Officer Priscilla Mumpower provided the verbal staff report.

Committee discussion followed with the following districts offering to host the next Special Districts Advisory Committee meetings: Hector Martinez (South Bay ID), Dave McQuead (Rancho Santa Fe FPD), Mike Sims (Bonita-Sunnyside FPD), and Paul Bushee (Leucadia WWD).

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

## **6. COMMITTEE MEMBER REPORTS**

- Paul Bushee noted Leucadia WWD is participating in a Student Career Day on October 10<sup>th</sup>.
- Mark Robak stated Otay WD’s board member Tim Smith retired, and Frank Rivera was appointed. Mr. Robak also thanked LAFCO staff on their social media outreach.
- Mike Sims (Bonita-Sunnyside FPD) will retire in 2025. Chair Thorner congratulated Mr. Sims on his upcoming retirement and thanked him for his service on the Committee.

## **7. LAFCO EXECUTIVE OFFICER REPORT**

Executive Officer Keene Simonds noted the following items:

- Harry Mathis was appointed as the Regular Public Member on the Commission and from formerly serving as the Alternate. Brigette Browning was appointed to the Commission as the Alternate Public Member.
- New LAFCO staff members: Local Government Analyst I Joelle Burila, Local Government Analyst I Meghan Traynor, and Communications Associate Aiden Velasquez.
- LAFCO Consultant Stephen Abbott has retired.
- Update on the Port of San Diego. An agreement is anticipated by the end of the year.

## **8. ADJOURNMENT**

With no further business, the Special Districts Advisory Committee meeting was adjourned at 11:29 a.m.

Attest:

Erica Sellen  
Committee Secretary

**SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION  
SPECIAL DISTRICTS ADVISORY COMMITTEE  
SPECIAL MEETING  
December 20, 2024**

County of San Diego Administration Center  
1600 Pacific Highway, Room 402  
San Diego, California 92101

**1. 10:00 A.M. – CALL TO ORDER BY CHAIR**

Chair Kimberly Thorner called the meeting to order at 10:04 a.m.

**Item 1a**

**ROLL CALL**

Chair Kimberly Thorner requested a roll call from the Committee Secretary.

Committee Members Present:

Chair Kimberly Thorner (Olivenhain MWD)  
Vice Chair Jack Bebee (Fallbrook PUD)  
Ann Baldrige (RCD Greater San Diego County)  
Paul Bushee (Leucadia WWD)  
Jeff Egkan (North County FPD)  
James Gordon (Deer Springs FPD)  
Albert Lau (Santa Fe ID)  
Dave McQuead (Rancho Santa Fe FPD)  
Marty Miller (Vista ID)  
Mark Robak (Otay WD)  
Joel Scalzitti (Helix WD)  
Mike Sims (Bonita-Sunnyside FPD)  
Oliver Smith (Valley Center MWD)

Committee Members Absent:

Hector Martinez (South Bay ID)

The Committee Secretary confirmed a quorum with thirteen members present. The following members of San Diego LAFCO staff were present at roll call: Executive Officer Keene Simonds; Assistant Executive Officer Priscilla Mumpower; Commission Counsel Aleks Giragosian; 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 serving as Committee Secretary. LAFCO Consultants Chris Cate and Adam Wilson were also present.

**Item 1b**

**PLEDGE OF ALLEGIANCE**

Oliver Smith (Valley Center MWD) led the Pledge of Allegiance.

## 2. AGENDA REVIEW BY CHAIR

Chair Kimberly Thorner asked the Executive Officer if there were requests to remove or rearrange items on the agenda. The Executive Officer stated no changes were needed to the agenda.

## 3. OPEN EXPRESSION

Chair Kimberly Thorner asked if there were any members of the public who wished to address the Committee on a germane topic that is not directly part of the agenda.

The Committee Secretary confirmed there were no pre-registered speakers and no live email comments.

## 4. CONSENT ITEMS

### a) Approval of Meeting Minutes for September 20, 2024 (action)

The Committee considered draft summary minutes prepared for the last meeting held on September 20, 2024. Staff recommends approval as presented.

### b) Update on 2024-2025 Workplan (information)

The Committee received an update on the adopted workplan and activities associated with the 30 special projects set for 2024-2025. Information only.

### c) Approved Policy on Conducting Municipal Service Reviews (L-106) (information)

The Committee received an update on the recently approved Legislative Policy 106 and its governing provisions related to conducting municipal service reviews. The policy – approved by the Commission in November 2024 – formalizes existing practice to provide all subject agencies an opportunity to review complete draft reports on municipal service reviews prior to their public presentation. Information only.

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On motion by Oliver Smith, seconded by Mike Sims, with Marty Miller, Joel Scalzitti, and James Gordon abstaining for Item 4a, the Committee approved the Consent Calendar.

## 5. BUSINESS ITEMS

### a) Draft Policy on Public Member Appointments (discussion)

The Committee reviewed a draft policy to establish rules and procedures in making regular and alternate public member appointments. The item ties to the adopted workplan and presented in advance of the current regular public member's four-year term expiring in May 2025. The draft builds on recent practice and feedback provided by the Commission at its December 2, 2024 meeting and collectively aims to create a clear and known process. Staff anticipates drawing on the Committee feedback in presenting a final draft version to the Commission for action in February 2025.

Staff presentation provided by Assistant Executive Officer Priscilla Mumpower.

Committee discussion followed with a recommendation to clarify appointment eligibility. No action.

**BUSINESS ITEMS CONTINUED...**

**b) Current Workplan Update on High Priority Project |**

**MSR on Wholesale Water Agencies: San Diego County Water Authority and Metropolitan Water District of Southern California (information)**

The Committee received an update on the status of the scheduled municipal service review on wholesale water agencies covering a comprehensive evaluation of the San Diego County Water Authority and a limited evaluation of the Metropolitan Water District of Southern California. The update is provided for information with an opportunity for Committee members to provide feedback on work to date as well as pending steps. Information only.

Staff presentation provided by LAFCO Consultants Chris Cate.

Committee discussion followed. No action.

**c) Current Workplan Update on High Priority Project |**

**MSR Update on San Diego Association of Governments (information)**

The Committee received an update on the status of the scheduled municipal service review on San Diego Association of Governments (SANDAG) and its transportation, housing, and climate adaptation functions. The update is provided for information with an opportunity for Committee members to provide feedback on work to date as well as pending steps. Information only.

Staff presentation provided by Local Government Analyst I Joelle Burila.

Committee discussion followed. No action.

**d) Current Workplan Update on High Priority Project |**

**MSR Update on Healthcare Districts in San Diego County (information)**

The Committee received an update on the status of the scheduled municipal service review on healthcare districts in San Diego County and core functions provided by Fallbrook, Palomar, Grossmont, and Tri-City. The update is provided for information with an opportunity for Committee members to provide feedback on work to date as well as pending steps. Information only.

Staff presentation provided by Local Government Analyst II Michaela Peters.

Committee discussion followed. No action.

**e) Update on Policy Review | SDAC Rules (discussion + feedback)**

The Committee received an update regarding its ongoing review of the Committee's rules and efforts to modernize them. This item ties to the Commission's adopted workplan and involves a comprehensive review of the Committee's rules, focusing on its purpose and core focuses, composition and elections, and place and time of meetings. The update is provided for information with an opportunity for Committee members to provide feedback and direction, in advance of staff presenting a future item for action.

Staff presentation provided by Local Government Analyst I Joelle Burila.

Committee discussion followed. No action.

## **6. COMMITTEE MEMBER REPORTS**

- Ann Baldrige shared that her board president, Fire Chief Don Butz, was recognized as fire chief of the year with the San Diego County Fire Chiefs Association.
- Mike Sims (Bonita-Sunnyside FPD) will retire in 2025. Chair Thorner congratulated Mr. Sims on his upcoming retirement.

There was discussion from the Committee to start the new terms in 2026/2028. The chair asked for a motion. On motion of Paul Bushee and seconded by Mark Robak, the Committee approved the terms starting on January 2026 and January 2028.

## **7. EXECUTIVE OFFICER REPORT**

Executive Officer Keene Simonds noted the following item:

- Update on the Port of San Diego.

## **8. ADJOURNMENT**

With no further business, the Special Districts Advisory Committee meeting was adjourned at 11:24 a.m.

Attest:

Erica Sellen  
Committee Secretary

**DRAFT**  
**SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION**  
**SPECIAL DISTRICTS ADVISORY COMMITTEE**  
**SPECIAL MEETING**  
**April 18, 2025**

Bonita-Sunnyside Fire Protection District  
4900 Bonita Road, Boardroom  
Bonita, California 91902

**1. 9:30 A.M. – CALL TO ORDER BY CHAIR**

Chair Kimberly Thorner called the meeting to order at 9:31 a.m.

**Item 1a**  
**ROLL CALL**

Chair Kimberly Thorner requested a roll call from the Committee Secretary.

Members Present:

Chair Kimberly Thorner (Olivenhain MWD)  
Vice Chair Jack Bebee (Fallbrook PUD)  
Paul Bushee (Leucadia WWD)  
Jeff Egkan (North County FPD)  
Albert Lau (Santa Fe ID)  
Rachel Mason (Fallbrook Regional HD)  
Dave McQuead (Rancho Santa Fe FPD)  
Marty Miller (Vista ID)  
Mark Robak (Otay WD) (arrived at 10:21 a.m.)  
Mike Sims (Bonita-Sunnyside FPD)

Members Absent:

Ann Baldrige (RCD Greater San Diego County)  
James Gordon (Deer Springs FPD)  
Hector Martinez (South Bay ID)  
Joel Scalzitti (Helix WD)  
Oliver Smith (Valley Center MWD)

The Committee Secretary confirmed a quorum with ten members present. The following members of San Diego LAFCO staff were present at roll call: 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 serving as Committee Secretary. LAFCO Consultants Chris Cate and Tom Kennedy were also present.

**Item 1b**  
**PLEDGE OF ALLEGIANCE**

Mike Sims (Bonita-Sunnyside FPD) led the Pledge of Allegiance.

**2. AGENDA REVIEW BY CHAIR**

Chair Kimberly Thorner asked the Executive Officer if there were requests to remove or rearrange items on the agenda. The Executive Officer stated no changes were needed to the agenda.

Chair Thorner introduced new Committee member Rachel Mason (Fallbrook Regional HD). Executive Officer Keene Simonds had LAFCO staff proceed with self-introductions.

### 3. OPEN EXPRESSION

Chair Kimberly Thorner asked if there were any members of the public who wished to address the Committee on a germane topic that is not directly part of the agenda. The Chair invited comments from the following registered speaker:

- Alisha Morrison

The Committee Secretary confirmed there were no other registered speakers and no live email comments.

### 4. CONSENT ITEMS

#### a) **Approval of Meeting Minutes for December 20, 2024 (action)**

The Committee considered draft summary minutes prepared for the last meeting held on December 20, 2024. Recommendation to approve as presented.

#### b) **Progress Report on 2024-2025 Workplan (information)**

The Committee received an update on the adopted workplan and activities related to the 30 special projects scheduled for 2024-2025. Information only.

#### c) **Approved Policy on Public Member Appointments (information)**

The Committee received an update on a new policy that establishes rules and procedures for appointing regular and alternate public members to the Commission. The policy ties to the adopted workplan and aims to create a standardized process for public member appointments as well as setting related consideration priorities. Notable provisions in the policy includes requiring one member—whether regular or alternate—be selected from the unincorporated community and another from an incorporated community. Another late revision added to the approved policy allows the Commission to draw from a pool of candidates from a previous recruitment under certain conditions. The Commission also considered a recommendation by the Committee to establish term limits but deferred any action for future consideration. Information only.

Chair Thorner asked if requiring one member from an unincorporated community and another from an incorporated community affects the current policy. In response, Assistant Executive Officer Mumpower stated the policy goes into effect in May 2025.

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On motion by Paul Bushee (Leucadia WWD) and seconded by Dave McQuead (Rancho Santa Fe FPD), the Committee unanimously approved the Consent Calendar.

[...]

## 5. BUSINESS ITEMS

### a) **Adopted Draft Workplan and Budget for 2025-2026 (discussion + possible action)**

The Committee reviewed a draft workplan and budget for 2025-2026, which were adopted by the Commission at its March 3, 2025 meeting. Both drafts largely represent the status quo with respect to continuing existing project activities and funding levels with targeted enhancements. The workplan identifies 30 special projects in priority order and headlined by forwarding active municipal service reviews on wholesale water service providers, healthcare districts, and local agencies within the Carlsbad-Encinitas region. New additions include commencing a municipal service review on the San Diego Unified Port District and establishing a pilot grant program to help fund special LAFCO projects. The budget draws on the workplan and totals \$3.164 million in matching expenses and revenues and reflects an overall increase of 8.6% or \$0.251 million. The budgeted increase in revenues to match expenses mostly involves raising local agency apportionments by 7.6% or \$0.156 million with the balance covered by drawing from additional reserves. Recommendation to review and provide feedback to staff as well as any formal recommendations and/or requests to the Commission.

Staff presentation provided by Assistant Executive Officer Priscilla Mumpower.

Chair Thorner proceeded to invite questions and/or comments from the Committee.

General discussion followed. No action.

### b) **Update on Implementing Policy on Out-of-Agency Services (discussion)**

The Committee received an update on the implementation of a new LAFCO policy governing out-of-agency services in San Diego County. The policy was established in May 2024 and provides rules for administering Government Code Section 56133 and its provisions requiring cities and special districts to obtain LAFCOs approval before providing out-of-agency services. LAFCO has processed several requests under the new policy and implemented related provisions including delegating authority to the Executive Officer for no-cost determinations on exemption eligibility. Discussion only.

Staff presentation provided by Local Government Analyst II Michaela Peters.

Chair Thorner proceeded to invite questions and/or comments from the Committee.

General discussion followed. No action.

### c) **Implementing Report Recommendations from University of California Berkeley to Expand LAFCOs' Effectiveness (information)**

The Committee received a presentation on recent staff activities to advance critical recommendations involving LAFCOs' effectiveness in meeting statutory objectives from a report published by the University of California, Berkeley. The report outlines strategies to strengthen the relationship between State regulators, LAFCOs, and local communities in addressing the delivery of safe drinking water, with a focus on elevating municipal service reviews (MSRs) and facilitating water system consolidations. Consistent with feedback from the Commission, staff has been collaborating with the U.C. Berkeley author and other stakeholders in developing legislative amendments addressing the report's

## **BUSINESS ITEMS CONTINUED...**

### **Item 5d Continued**

recommendations. This includes exploring legislation to expand LAFCOs authority to initiate annexations under certain circumstances to address public health considerations involving water and wastewater services. Information only.

Staff presentation provided by Local Government Analyst I Joelle Burila.

Chair Thorner proceeded to invite questions and/or comments from the Committee.

General discussion followed. No action.

### **d) Policy Review | Draft Special Districts Advisory Committee Rules Update (discussion)**

The Committee received an update from staff regarding the review and update to modernize its formal Committee rules as part of the Commission's FY 24-25 adopted workplan. This item involves a comprehensive review of the Committee's rules, focusing on its purpose and core focuses, composition and elections, and place and time of meetings. The Ad Hoc Committee, which was formed during the September 2024 Committee meeting, has convened twice to review the Committee's rules to ensure their continued relevance and effectiveness. Recommendation to review and provide feedback to staff as well as any formal recommendations and/or requests to the Commission.

Staff presentation provided by Local Government Analyst I Joelle Burila.

Chair Thorner proceeded to invite questions and/or comments from the Committee.

General discussion followed.

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On motion by Mike Sims (Bonita-Sunnyside FPD) and seconded by Albert Lau (Santa Fe ID), the Committee unanimously approved the amendments to the Special Districts Advisory Committee Rules.

### **e) Development of Weighted Water Rate Comparison Formula (discussion)**

The Committee received a verbal report on LAFCO staff's intent to develop a weighted water rate comparison formula with consultant Tom Kennedy. This formula will be used in Municipal Service Reviews (MSRs). LAFCO staff seeks the Committee's input on best practices for evaluating agencies' water rates, considering the unique characteristics of each agency, such as topography and infrastructure. This item is presented for discussion and feedback.

Staff presentation provided by LAFCO Consultant Tom Kennedy.

Chair Thorner proceeded to invite questions and/or comments from the Committee.

General discussion followed. Chair Thorner invited members to form a subcommittee for further analysis and assist Tom Kennedy in the development. The following members volunteered: Kimberly Thorner, Paul Bushee, Albert Lau, and Jack Bebee.

## **6. COMMITTEE MEMBER REPORTS**

- Chair Thorner presented at a Senate hearing in Sacramento for SB496.
- Mark Robak took a tour of Olivenhain MWD's facilities and was impressed with the efficiency.
- Paul Bushee noted Leucadia WWD was recognized by the California Water Environment Association for the Statewide Budget System of the Year.

## **7. EXECUTIVE OFFICER REPORT**

Executive Officer Keene Simonds noted the following items:

- The passing of Public Member, Commissioner Harry Mathis.
- Recruitment of the Public Member seat on the Commission.
- Update on the status of the petitions filed to incorporate La Jolla.
- No Commission meeting in September 2025, but invited Chair Thorner to give a Committee update to the Commission before the end of the calendar year.

## **8. ADJOURNMENT**

With no further business, the Special Districts Advisory Committee meeting was adjourned at 11:08 a.m.

Attest:

Erica Sellen  
Committee Secretary

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