



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

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AGENDA REPORT
 Consent | Action

October 6, 2025

TO: Chair Whitburn and Commissioners

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

**SUBJECT: Request to Release Approval Condition |
 “County Service Area No. 135 Islands Reorganization” (File No. RO16-20)**

SUMMARY

The San Diego County Local Agency Formation Commission (LAFCO) will consider its Executive Officer's request to remove a condition from a previously approved five-agency reorganization affecting integrated fire protection, rescue, and emergency medical services for approximately 21,000 acres of unincorporated land in eastern San Diego County. The still-active condition requires the County of San Diego to initiate annexation of 3,274 acres to County Service Area (CSA) No. 69 for ambulance transport services, but subsequent events have rendered it moot. LAFCO has since dissolved CSA No. 69 and annexed all 3,274 acres to its primary successor agency, Lakeside Fire Protection District (FPD), accomplishing the condition's original intent through a different mechanism.

BACKGROUND

**CSA No. 135 Islands Reorganization +
 Approval Condition to Annex Territory to CSA No. 69**

This proposal was submitted to San Diego LAFCO in November 2016 by resolution of the County of San Diego and done so on behalf of five local agencies: Bonita-Sunnyside FPD, Lakeside FPD, San Miguel FPD, Ramona Municipal Water District (MWD), and CSA No.

<p>Administration Keene Simonds, Executive Officer 2550 Fifth Avenue, Suite 725 San Diego, California 92103 T 619.321.3380 E lafco@sdcounty.ca.gov www.sdlafco.org</p>	<p>Paloma Aguirre County of San Diego</p> <p>Joel Anderson County of San Diego</p> <p>Monica M. Steppe, Alt. County of San Diego</p>	<p>Kristi Becker City of Solana Beach</p> <p>Dane White City of Escondido</p> <p>John McCann Alt. City of Chula Vista</p>	<p>Chair Stephen Whitburn City of San Diego</p> <p>Marni von Wilpert, Alt. City of San Diego</p>	<p>Vice Chair Barry Willis Alpine Fire Protection</p> <p>Jo MacKenzie Vista Irrigation</p> <p>David Drake, Alt. Rincon del Diablo</p>	<p>Brigitte Browning General Public</p> <p>Eileen Delaney, Alt. General Public</p>
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135. LAFCO conditionally approved the proposal in February 2019 and in do so citing the benefit in eliminating three "islands" of unserved territory totaling 20,861 acres located between the agencies' respective boundaries. One of the conditions – materially – tasks the County to initiate a subsequent jurisdictional change with LAFCO to annex a portion of the affected territory – totaling 3,274 acres – to CSA No. 69 for purposes of ensuring consistent ambulance transport coverage through the agency’s contract provider – Lakeside FPD.

Subsequent Events:

Creation of County FPD and Dissolution of CSA No. 69

Following San Diego LAFCO's conditional approval of the CSA No. 135 Islands Reorganization proposal, administrative changes within the County Fire Authority (then part of CSA No. 135) and its senior leadership prompted new initiatives that paused work on the approval's conditions. One initiative led to LAFCO reorganizing CSA No. 135 in October 2020 and transferring its integrated fire protection, rescue, and emergency medical services to a new agency – San Diego County FPD. Another initiative led to LAFCO dissolving CSA No. 69 in October 2022 and assigning its ambulance transport duties to its two then-contractors: City of El Cajon and Lakeside FPD. This latter action also included a concurrent request to annex approximately 680 acres to Lakeside FPD to ensure all former CSA No. 69 territory fell within one of the two successor agencies' boundaries. Markedly, the Commission approved the annexation while a modification to also include the 3,274 acres that had been made an approval condition of the CSA No. 135 Islands Reorganization proposal.

DISCUSSION

This item is for San Diego LAFCO to consider a request by the Executive Officer to approve the release a still-active condition associated with its February 2019 approval of the CSA No. 135 Island Reorganization. The release of the condition will enable LAFCO to proceed with formally finalizing the reorganization through the recordation of a Certificate of Completion followed by a filing with the State Board of Equalization.

ANALYSIS

San Diego LAFCO's original intent in conditionally approving the CSA No. 135 Islands Reorganization has been satisfied – albeit in an unexpected manner – through the subsequent dissolution of CSA No. 69 and annexation of all 3,274 acres to Lakeside FPD. With the intervening actions having superseded the original condition, releasing it now will allow LAFCO to finalize the reorganization and properly close out this long-pending matter.

RECOMMENDATION

It is recommended that San Diego LAFCO approve the request to release the referenced approval condition consistent with Alternative Action One below.

ALTERNATIVES FOR ACTION

The following alternatives are available to San Diego LAFCO:

Alternative One (recommended):

Release in full the condition identified as 7c in the resolution of approval of the “CSA No. 135 Islands Reorganization,” dated February 4, 2019 as shown in Attachment One.

Alternative Two:

Continue to the next regular 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 unless otherwise specified by the Commission.

Respectfully,



Keene Simonds
Executive Officer

Attachment:

- 1) LAFCO Resolution of Approval: County Service Area 135 Islands Reorganization (File No. RO16-20), February 4, 2019

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RESOLUTION OF THE SAN DIEGO COUNTY LOCAL AGENCY FORMATION COMMISSION

**APPROVING A REORGANIZATION AND
ASSOCIATED SPHERE OF INFLUENCE AMENDMENTS**

**CONCURRENT ANNEXATIONS TO BONITA-SUNNYSIDE FIRE PROTECTION DISTRICT, LAKESIDE
FIRE PROTECTION DISTRICT, SAN MIGUEL CONSOLIDATED FIRE PROTECTION DISTRICT, AND
RAMONA MUNICIPAL WATER DISTRICT, AND EXPANSION OF CSA NO. 135'S FIRE PROTECTION AND
EMERGENCY MEDICAL SERVICES LATENT POWER AREA
(RO16-20 ET AL.)**

WHEREAS, the County of San Diego (County), acting on behalf of Community Service Area No. 135 (CSA No 135), filed a resolution of application with the San Diego County Local Agency Formation Commission (Commission) pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, the County's application requests approval for expansion of CSA No. 135's latent power area for fire protection and emergency medical services to include the majority of the approximate 20,861.4 acres comprising the affected territory, and concurrent annexations of remaining portions of the affected territory among four agencies including Bonita-Sunnyside Fire Protection District, Lakeside Fire Protection District, San Miguel Consolidated Fire Protection District, and Ramona Municipal Water District, and concurrent sphere of influence amendments to include the designated portions of the affected territory; and

WHEREAS, the County represents it consulted with the subject agencies and all consent to their respective jurisdictional change and have the financial resources to assume and provide proportional fire protection and emergency medical services in support of existing and planned land uses within the affected territory; and

WHEREAS, the application filing by the County is processed by the Commission as a reorganization proposal and is referred to as the "CSA No. 135 Islands 2, 3, & 4 Reorganization"; and

WHEREAS, on January 29, 2019, the County of San Diego, approved a negotiated property tax exchange covering the affected territory and agencies in the CSA No. 135 Islands 2, 3, & 4 Reorganization; and

WHEREAS, the Commission's Executive Officer has reviewed the CSA No. 135 Islands 2, 3, & 4 Reorganization proposal and prepared a report with recommendations; and

WHEREAS, the Executive Officer's report and recommendations on the CSA No. 135 Islands 2, 3, & 4 Reorganization proposal and need for concurrent sphere of influence amendments 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 hearing along with reviewing the necessary concurrent sphere of influence amendments for consistency under Government Code Section 56375.5 on February 4, 2019.

NOW, THEREFORE, BE IT RESOLVED, the Commission hereby finds, determines, and orders the following:

1. The hearing was held on the date set therefore, and due notice of said hearing was given in the manner required by law.
2. At the hearing, the Commission called for, heard, and considered all interested parties and public comments and read and considered the Executive Officer's report.
3. The Commission serves as lead agency under the California Environmental Quality Act (CEQA) in considering two distinct "projects" associated with the CSA No. 135 Islands 2, 3, & 4 Reorganization proposal and as detailed in the Executive Officer's report: (a) accommodating sphere of influence amendments and the (b) reorganization itself. The Commission's findings follow.
 - a) The sphere of influence amendments qualify as a project under CEQA, but are exempt from further review under State CEQA Guidelines Section 15061(b)(3). This exemption appropriately applies given it can be seen with certainty spheres of influence are planning policies and any amendments do not make any changes to the environment or authorize any new uses or services.
 - b) The reorganization qualifies as a project under CEQA, but is exempt from further review under State CEQA Section 15061(b)(3). This exemption appropriately applies given it can be seen with a certainty the proposal will not have an adverse effect on the environment given the underlying action is to formalize services already provided informally by the subject agencies through cooperative arrangements.
4. The Commission conditionally APPROVES the following sphere of influence amendments.
 - a) The service-specific sphere of influence for CSA No. 135 (Fire/EMS), Bonita-Sunnyside Fire Protection District, Lakeside Fire Protection District, San Miguel Consolidated Fire Protection District, and Ramona Municipal Water District amended to expand their authority to provide fire protection and emergency medical services to the territory shown in Exhibit A.
5. The Commission conditions the approved sphere of influence amendments as described on the recordation of the associated CSA No. 135 Islands 2, 3, & 4 Reorganization identified as RO16-20 et al.
6. The written statements of the Commission addressing the mandatory factors required for consideration any time spheres of influence are adopted, amended, or updated under Government Code Section 56425 are provided as Exhibit B.
7. The Commission conditionally APPROVES the proposed CSA No. 135 Islands Reorganization proposal identified as RO16-20 et al. without modification or amendment and as shown in Exhibit A.

- a. The following conditions must be satisfied within one calendar year – or February 4, 2020 – unless prior written request for an extension is received and approved by the Commission.
 - i. Completion of the 30-day reconsideration period provided under Government Code Section 56895.
 - ii. Receipt and confirmation by the County of San Diego Assessor’s Office of the completeness of maps and geographic descriptions of the affected territory showing the (a) annexation to the five agencies and (b) service expansion of the five agencies.
 - iii. Payment of any outstanding fees pursuant to the adopted LAFCO Fee Schedule.
- b. The following conditions apply upon and after the effective date of the CSA No. 135 Islands 2, 3, & 4 Reorganization as defined in No. 11 below:
 - i. Tax Revenues. Upon the effective date, all property tax revenues and voter-approved special tax or special assessment revenues (if any), received or receivable shall be shared in accordance with the negotiated property tax exchange agreement resolution approved by the County Board of Supervisors at their January 29, 2019 meeting.
 - c. CSA No. 135 shall initiate a proposal for a sphere of influence amendment and annexation to CSA No. 69 (Heartland Paramedics) for the portions of the affected territory annexed to Lakeside FPD. Satisfaction of this condition requires the proposal be filed with the Commission and issuance of a Certificate of Filing by the Executive Officer.
8. The population in the affected territory is approximately 392 and, thus, the affected territory is inhabited as defined in Government Code Section 56046.
9. The Commission delegates to the Executive Officer performing all conducting authority proceeding requirements under Government Code Section 57000.
10. CSA No. 135, Bonita-Sunnyside Fire Protection District, Lakeside Fire Protection District, San Miguel Consolidated Fire Protection District, and Ramona Municipal Water District utilize the regular assessment roll of the County of San Diego.
11. The effective date of the CSA No. 135 Islands 2, 3, & 4 Reorganization proposal shall be the date of recordation of the Certificate of Completion.
12. As allowed under Government Code 56107, the Commission authorizes the Executive Officer to make non-substantive corrections to this resolution to address any technical defect, error, irregularity, or omission.

PASSED AND ADOPTED by the San Diego County Local Agency Formation Commission on February 4, 2019 by the following vote:

AYES: Blakespear, Desmond, Jacob, Kersey, MacKenzie, Sprague, Vanderlaan,
and Wells

NOES: None

ABSENT: Cate and Cox

ABSTAINING: None

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ATTEST:



Erica Sellen
Commission Clerk

Note: RO16-20 ET AL. is not yet Recorded

EXHIBIT A

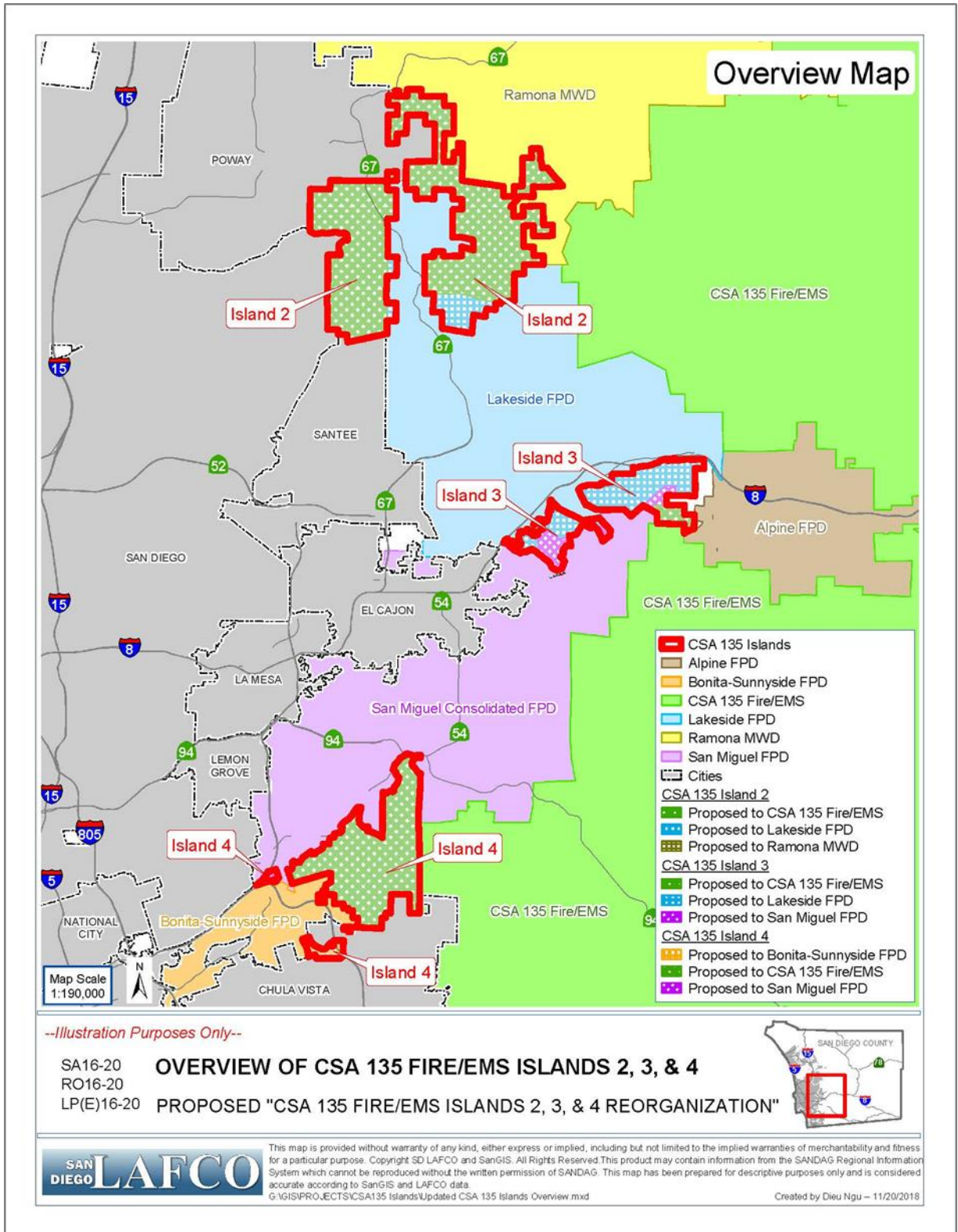


EXHIBIT B

Government Code Section 56425 Sphere of Influence Statements

1) The present and planned land uses, including agricultural and open-space lands.

The affected territory totals approximately 20,861.38 acres or 32.6 square miles of unincorporated territory respectively located within or adjacent to the unincorporated communities of Lakeside and Ramona (Island 2); Crest/Dehesa, Lakeside, and Alpine (Island 3); and Bonita and Spring Valley (Island 4). The affected territory is entirely unincorporated, and as such all present and planned land uses are subject to the adopted policies of the County of San Diego. Development within the affected territory is guided by the associated community plans, which establish local development standards and identify zoning designations within the respective unincorporated communities. Predominant land uses include rural/semi-rural residential and open space; there are no agricultural land uses. LAFCO estimates the total resident population within the affected territory is 392.

(2) The present and probable need for public facilities and services in the area.

Existing and planned uses within the affected territory as described above merits organized fire protection and EMS. This need is amplified by the present unserved status of the affected territory and highlighted by an existing residential population of 392 as well as serving as a front-line defense to the wildland interface along the eastern perimeter. No new development is associated with the proposed sphere amendments and reorganization of the affected territory with the five subject agencies: Bonita-Sunnyside FPD; Lakeside FPD; San Miguel Consolidated FPD; Ramona MWD; and CSA No. 135. Elimination of three unserved islands will allow the subject agencies to include the respective annexation/expansion territory within their long-range planning documents to address any probable future needs for local facilities and services in step with the County General Plan.

(3) The present capacity of public facilities and adequacy of public services the agency provides or is authorized to provide.

The five subject agencies are each authorized and presently provide structural fire protection services and EMS services within their respective jurisdictional boundaries. Bonita-Sunnyside FPD, Lakeside FPD, and San Miguel Consolidated FPD each provide services directly from their owned and operated fire stations. Ramona MWD and CSA No. 135 each provide services via contract with CALFIRE. The spheres of influence for the subject agencies were most recently reviewed between 2014-2017. LAFCO determined the capacities of facilities and provision of services were adequate and the subject agencies' respective spheres were affirmed. Review of recent adopted budgets and audited financial statements affirm sufficient resources exist for the subject agencies to efficiently extend

fire protection and EMS services to the affected territory without impacting existing service levels or requiring additional facilities.

(4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The underlying rationale to the proposed sphere of influence amendments to divide the affected territory proportionally between the five subject agencies in conjunction with the associated reorganization is based on proximity of available resources. Proceeding with the sphere amendments, accordingly, serves to establish economies of scale in the delivery of fire protection and EMS and the related community interests therein between the agencies and the lands in support of existing and planned uses going forward.

(5) The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The affected territory was reviewed in 2017 for identification and mapping of all qualifying disadvantaged unincorporated communities within or adjacent to the sphere of influence of the subject agencies. No part of the affected territory was identified as containing a disadvantaged unincorporated community. All identified disadvantaged unincorporated communities within the respective subject agencies' spheres will be evaluated regarding their present and probable service and facility needs as part of the next scheduled 5-year service and sphere review cycle commencing in FY2017-2018.

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