



Balancing Community and Commerce

44 N. SAN JOAQUIN STREET SUITE 374 STOCKTON, CA 95202 209-468-3198

## MEETING AGENDA

THURSDAY, FEBRUARY 13, 2025, 9:00 A.M.  
BOARD OF SUPERVISORS CHAMBERS  
44 NORTH SAN JOAQUIN STREET, 6<sup>TH</sup> FLOOR  
STOCKTON, CALIFORNIA

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Call to Order  
Announce Date and Time of Meeting for the Record  
Roll Call  
Pledge of Allegiance

### CONSENT ITEMS

1. SUMMARY OF MINUTES OF JANUARY 9, 2025  
(*Discussion and Possible Action by All Members*)  
Approve Summary Minutes of the Regular Meeting.

### ACTION ITEMS

2. RECRUITMENT FOR A PUBLIC MEMBER COMMISSIONER  
(*Discussion and Possible Action by All Members*)  
Request Commission to imitate the recruitment process for a Public Member to serve on the Commission.
3. UPDATE ON THE FIRE AND EMERGENCY SERVICES IN RURAL SAN JOAQUIN COUNTY  
ALTERNATIVE GOVERNANCE AND SERVICE REVIEW STUDY  
(*Discussion and Possible Action by All Members*)  
Update on timeline of this study and the creation of a Steering Committee.

### SPECIAL MATTERS

4. MID-FISCAL YEAR BUDGET REPORT  
(*Discussion and Possible Action by All Members*)

### PUBLIC COMMENTS

5. Persons wishing to address the Commission on matters not otherwise on the agenda.

Public Comments on matters within the jurisdiction of the San Joaquin Local Agency Formation Commission that are not listed on the Agenda. Please no personal attacks.

## EXECUTIVE OFFICER COMMENTS

6. Comments from the Executive Officer

## COMMISSIONER COMMENTS

7. Comments, Reports, or Questions from the LAFCO Commissioners

## ADJOURNMENT

## DISCLOSURE OF BUSINESS OR CAMPAIGN CONTRIBUTIONS TO COMMISSIONERS

Government Code Section 84308 requires that a Commissioner (regular or alternate) disqualify herself or himself and not participate in a proceeding involving an "entitlement for use" application if, within the last twelve months, the Commissioner has received **\$250 or more in business or campaign contributions from an applicant, an agent of an applicant, or any financially interested person who actively supports or opposes a decision on the matter.** A LAFCo decision approving a proposal (e.g., for an annexation) will often be an "entitlement for use" within the meaning of Section 84308. Sphere of Influence determinations are exempt under Government Code Section 84308.

If you are an applicant or an agent of an applicant on such a matter to be heard by the Commission and if you have made business or campaign contributions totaling \$250 or more to any Commissioner in the past twelve months, Section 84308(d) requires that you disclose that fact for the official record of the proceeding. The disclosure of any such contribution (including the amount of the contribution and the name of the recipient Commissioner) must be made either: 1) In writing and delivered to the Secretary of the Commission prior to the hearing on the matter, or 2) By oral declaration made at the time the hearing on the matter is opened. Contribution disclosure forms are available at the meeting for anyone who prefers to disclose contributions in writing

# Agenda Item 1



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## **SUMMARY MINUTES** **January 9, 2025**

**BOARD OF SUPERVISORS CHAMBERS**  
**44 NORTH SAN JOAQUIN STREET, 6<sup>TH</sup> FLOOR**  
**STOCKTON, CALIFORNIA**

Chairman Johnson called the meeting to order at 9:00 a.m.

MEMBERS PRESENT: Commissioners Breitenbucher, Diallo

MEMBERS ABSENT: None

ALTERNATE MEMBERS PRESENT: Commissioners Ding, Dhatt, and Barton

ALTERNATE MEMBERS ABSENT: None

OTHERS PRESENT: J.D. Hightower, Executive Officer; Nubia Goldstein Legal Counsel; Mitzi Stites Clerk/Analyst and Claudia Iboa, Administrative Assistant

## **CONSENT ITEMS**

Chairman Johnson introduced Agenda Item No. 1, Summary of Minutes.

Chairman Johnson opened the floor to Commissioner Comments.

No Comments were made.

Chairman Johnson opened the floor to Public Comments.

No Comments were made.

A motion was made by Commissioner Ding and seconded by Commissioner Breitenbucher to approve the Consent Items.

Chairman Johnson asked for a Roll Call Vote:

Ayes: Commissioners Barton, Breitenbucher, Diallo, Dhatt, and Chairman Johnson

Noes: None

Abstain: None

Chairman Johnson moved the consent item regarding the selection of the 2025 Chair and Vice Chair to an Action Item that will be held after the Public Hearing.

## **PUBLIC HEARING**

### **2. AWARD CONTRACT FOR THE FIRE AND EMERGENCY SERVICES IN RURAL SAN JOAQUIN COUNTY ALTERNATIVE GOVERNANCE AND SERVICE REVIEW STUDY TO RSG/PLANWEST IN THE AMOUNT OF \$190,245.00.**

J.D. Hightower, Executive Officer, presented a PowerPoint on awarding the contract for the fire service study. He met with Rural Chiefs to discuss the upcoming Service Review and enlisted South Fork Consulting to develop the RFP. The RFP was then reviewed by Rural Fire District Chiefs for feedback and comments.

Chairman Johnson opened the floor to Commissioners Comments.

Commissioner Ding, Commissioner Breitenbucher, and Chairman Johnson thanked the staff for their hard work.

Chairman closed Commissioners Comments.

Chairman Johnson open the floor for public comments.

No Comments were made.

Chairman Johnson closed Public Comments.

Chairman Johnson stated that this will be an important study and that it may be controversial as some participants may be territorial and protective of their districts. LAFCo wants this report to be seen as a calibration and a partnership with the Rural Fire Districts. LAFCo will put together an ad hoc / Steering Committee for this study to keep everything moving forward and to make sure we can do what we can do to support the Rural Fire Districts.

A motion was made by Commissioner Ding and seconded by Commissioner

Breitenbucher, to authorize the Executive Officer to execute a contract with RSG/Planwest Partners for the preparation of a Rural Fire District Alternative Governance and Service Review Study.

Chairman Johnson asked for a Roll Call Vote:

Ayes: Commissioners Barton, Breitenbucher, Dhatt Ding, Diallo and Chairman Johnson

Noes: None

### **ACTION ITEMS**

#### 3. Nominations for Chair and Vice Chair

Chairman Johnson explained the selection process for the Chair and Vice Chair, outlining the criteria.

The Chair presides over public hearings and may invite discussion from the commission. The chair may also appoint a Commissioner(s) to serve on the Executive Committee, which is responsible for administrative oversight, personnel matters, and budget preparation and review. The chair makes sure that everyone has a voice, staff, other agencies and the Commission. The Chair will also act as a conduit between the Commission, staff and the public. The role of the Vice Chair is to know the challenges and history of the Commission, to be active with the Commission and to serve in the absence of the Chair.

Chairman Johnson opened the floor for nominations for Chair.

Commissioner Breitenbucher nominated Commissioner Diallo. Chair Johnson asked if Commissioner Diallo accepts the nomination. Commissioner Diallo accepts the nomination. With no other nominations, Chairman Johnson asked for a Roll Call Vote:

Ayes: Commissioners Barton, Breitenbucher, Dhatt, Ding, Diallo and Chairman Johnson

Noes: None

Chairman Johnson opened the floor for Vice Chairperson. Commissioner Breitenbucher nominated commissioner Ding for Vice-Chair. Commissioner Johnson asked if Commission Ding accepts the nomination. Commissioner Ding accepts the nomination. With no other nominations Chairman Johnson asked for a Roll Call Vote:

Ayes: Commissioners Barton, Breitenbucher, Dhatt, Ding, Diallo and Chairman Johnson

Noes: None

Chairman Johnson congratulated both Commissioner Diallo and Commissioner Ding. Chairman Johnson asked incoming Chair Diallo if she would like to take over the meeting or would she like him to finish. Incoming Chair Diallo stated that she would like Chair Johnson to finish the meeting.

### **PUBLIC COMMENTS**

4. Persons wishing to address the Commission on matters not otherwise on the agenda.

No comments

### **EXECUTIVE OFFICER COMMENTS**

5. Mr. J.D. Hightower, Executive Officer, informed the Commission on the upcoming CALAFCO meeting and LAFCo membership. Mr. Hightower, Executive Office, presented Chairman Johnson with a ceremonial gavel and thanked him for his service as Chairman.

### **COMMISSIONER COMMENTS**

6. The Commissioners thanked Chairman Johnson for his dedication and service to the Commission this past year. The Commission also thanked the Firefighters that were in the audience for their service, especially with what was going on with the fires in Southern California.

### **ADJOURNMENT**

Chairman Johnson adjourned the meeting at 9:28 a.m.

# Agenda Item 2



Balancing Community and Commerce

44 N. SAN JOAQUIN STREET SUITE 374 STOCKTON, CA 95202 209-468-3198

February 13, 2025

TO: LAFCo Commissioners  
FROM: Jeffery Hightower, Executive Officer  
SUBJECT: PUBLIC MEMBER RECRUITMENT

According to the Commission policy for regular and alternate public members, a public member term of office is four years and until the appointment and qualification of the member's successor. The expiration date of the term of office shall be the first Monday in May of the year in which the term expires. A mid-term vacancy shall be filled for the unexpired portion of the term. Any member may be removed at any time and without cause by the body appointing that member. (Government Code Section 56334).

The procedure to initiate recruitment of a Public Member is for the Commission to direct the Executive Officer to announce that applications would be accepted. Availability of the Public Member seat will be announced by posting and notifying all local agencies, and a notice on the LAFCo website. If directed by the Commission, the Executive Officer will also issue a press release. The results of the recruitment effort will be placed on the Commission agenda and the final appointment to fill a vacancy may not be made for 21 days after posting notice.

Attached for your information is the Alternate Public Member Application and a sample press release. Staff will keep the Commission apprised on the recruitment process.

Attachments

PRESS RELEASE  
FOR IMMEDIATE DISTRIBUTION

SAN JOAQUIN LOCAL AGENCY FORMATION COMMISSION  
SEEKS ALTERNATE PUBLIC MEMBER

Applications are being accepted for appointment of Regular Public Member on the San Joaquin Local Agency Formation Commission (LAFCo). The appointment will be for a four-year term. The LAFCo Meetings are held on the second Thursday of each month, 9 a.m., at the San Joaquin Board of Supervisors Chambers.

Application forms are available at the LAFCo Office, 5000 S. Airport Way, Suite #209, Stockton, CA 95206 or from the LAFCo website at [www.sjlafco.org](http://www.sjlafco.org). Applications must be completed and returned by March 21, 2025. Applicants will be invited to attend the Commission meeting and briefly present their qualifications to the Commission.

Those interested must be a county resident and may not be an officer or employee of the county or any city or special district within the county at their time of appointment.

LAFCo meets monthly to review, among various applications, annexation proposals to change boundaries of cities and special districts. The Commission conducts municipal service reviews and sphere of influence studies to plan for the future boundaries of cities and special districts.

For more details on the appointment, please call J.D. Hightower, Executive Officer at 209-468-3198.





# Agenda Item 3



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## EXECUTIVE OFFICER'S REPORT

DATE: February 13, 2025  
TO: LAFCo Commissioners  
FROM: J.D. Hightower, Executive Officer  
SUBJECT: **Fire Service Review Steering Committee**

### Recommendation

It is recommended that the Commission discuss and determine whether a Steering Committee for the recently approved Rural Fire Districts Service Review and Governance Study (FDSR) is warranted and if so committee member characteristics.

### Background

This is a follow-up to a suggestion made by Chairperson Johnson to have a steering committee at the January 9, 2025 meeting after the award of contract to RSG/PlanWest for the FDSR. If it is decided that a committee is warranted, a steering committee comprised of members with fire prevention and suppression administration knowledge, skills and abilities.

The role of the steering committee is to provide advice to the Executive Officer during the study. This advice includes the assurance of quality control to make the report useful for future potential actions that will facilitate fire protection services being delivered at the most efficient level feasible. This is done by focusing on the direction, scope, budget, timeline, and methods that can be used to encourage a cooperative approach amongst all fire protection providers. LAFCo will use the report for the broad strategic decisions regarding fire protection as our region grows. For visualization purposes only, the steering committee as a resource much like a AAA Travel Guide and tourist map. The Steering Committee will advise on what destinations (topics) are included on the map (report), which ones are "Gems" (priority), how much time to allocate (level of detail needed) and major streets (alternatives) needed to get to the most efficient governance model.

The consultant team consists of people with extensive experience in public financing and management as well as a fire chief for that oversaw the merger of the Eureka Fire

Department with Humboldt No. 1 Fire Protection District to establish the Humboldt Bay Fire Authority.

Staff suggests that the committee include no more than two (2) Commissioners, Fire Chiefs from two (2) rural districts, Chiefs from two (2) city fire departments, the County Fire Warden, a county resident with fire prevention and suppression background, and the Executive Officer.



# Agenda Item 4



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## EXECUTIVE OFFICER'S REPORT

DATE: February 13, 2025  
TO: LAFCo Commissioners  
FROM: J.D. Hightower, Executive Officer  
SUBJECT: **FY 2024/25 Mid-Year Budget Review**

### Recommendation

It is recommended that the Commission accept the FY 2024/25 mid-year budget review. An appropriation of \$36,721.35 from LAFCo reserves is recommended at this time. Despite the additional appropriation, the fund balance and revenues are in sound financial shape with the fund balance expected to grow \$32,332.13 to 1,482,689.13 at the end of the fiscal year.

**Fund Balance:** As of December 31, 2024, the LAFCo fund balance was \$1,694,109.54, an increase of \$243,752.54 since the beginning of FY 2024/25. Currently San Joaquin LAFCo has a reserve equal to 250% of the operating budget.

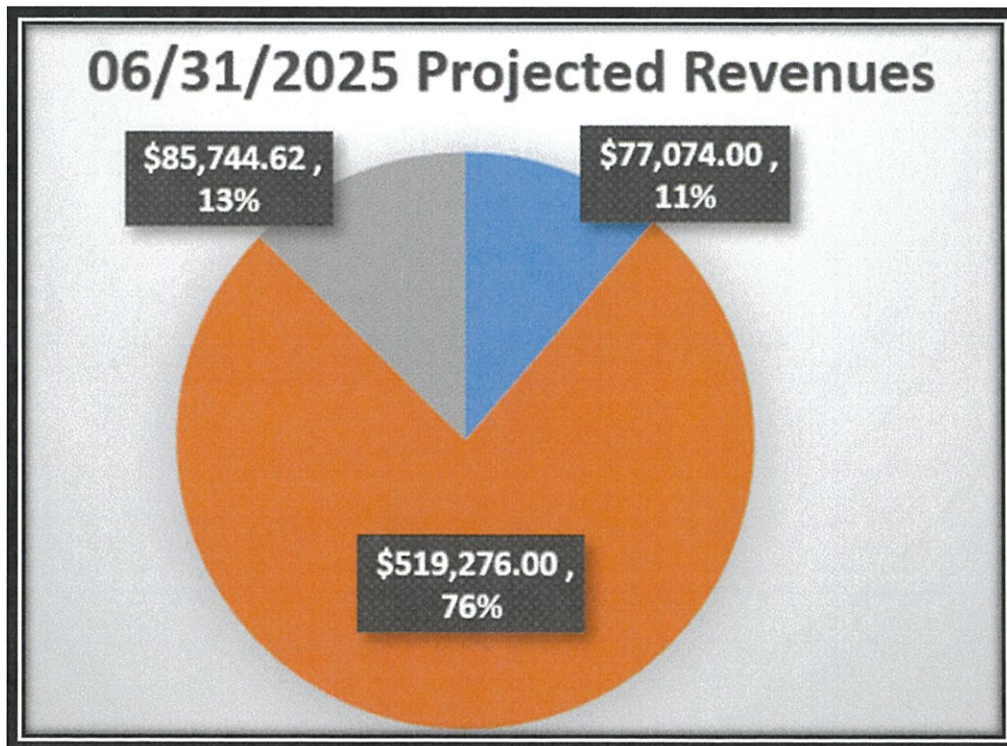
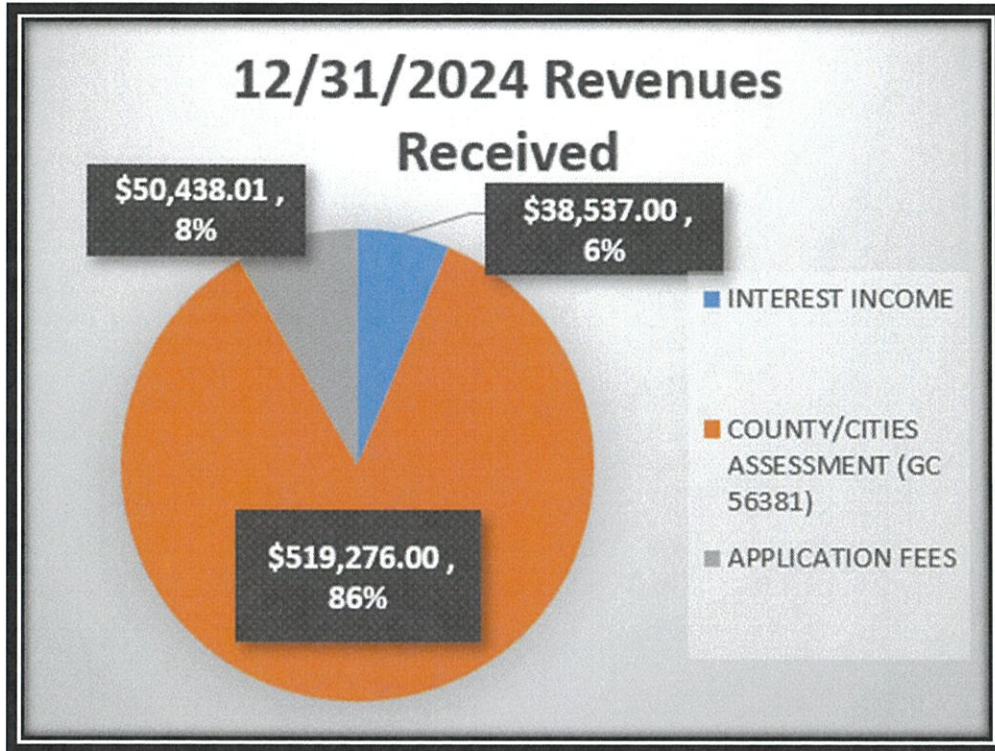
**Revenues:** Overall, Revenues are at 90% of the projected revenues of the approved FY 2024/25 budget that projected revenues at \$672,986. To date \$608,251.01 of revenues have been received. Revenues from application filing fees and interest account for 25% of total revenues and 75% from the County and cities apportionment in accordance with State Government Code 56381.

Interest income is 6% (\$38,537) of the current revenue received. At the end of the fiscal year interest income is currently projected to be \$77,074.00 and account for 11% of total revenue received.

The Government Code Section 56381 County/Cities Assessment (\$519,276) currently account for 85% of the total fee revenue. This assessment is projected to account for 76% of revenues at the end of the fiscal year.

Application filing fees currently account for 9% of the total revenue (\$50,438.01) received. The application filing fees revenues are currently projected to be

\$85,744.62 and account for 13% of the total revenues received at the end of the fiscal year.



**Expenditures:** Overall expenditures are at 54% of the adopted budget. The expenditures are categorized into two (2) groups – 1) Those associated with direct staffing costs (wages and fringe benefits); and, 2) The operational cost associated with the tools and staff assistance to provide the expected level of customer service (overhead and support).

**Staff Expenditures:** The rate of expenditure for LAFCo staff at 48% of budget (\$229,733.32) are in line with the annual approved budget amount (\$476,960). Insurance costs rose above the approved budget amounts while the remaining staff cost line items were a little less than the approved budget amounts. The overall result is that the expenditure rate is aligned with the approved budget to the point that a credit of \$17,493.36 can be made to the overall recommended budget adjustment.

STAFF EXPENDITURES	ADOPTED			RECOMMENDED
	12/31/2025	FY 24/25	MID-FY %	APPROPRIATION
SALARIES & WAGES-REGULAR	\$ 136,736.31	\$ 293,397.00	47%	0
SALARIES-CAFETERIA	\$ 4,550.93	\$ -	-	0
SALARIES-CAR ALLOWANCE	\$ 3,510.00	\$ 7,020.00	50%	0
<b>SALARIES</b>	\$ 144,797.24	\$ 300,417.00	48%	0
UNEMPLOYMENT COMP INSURANCE	\$ 194.86	\$ 425.00	46%	0
RETIREMENT-EMPLOYER SHARE	\$ 44,688.03	\$ 99,208.00	45%	0
RETIREMENT-EMPLOYER ADDTL CONT	\$ 5,166.27	\$ 12,432.00	42%	0
SOCIAL SECURITY-OASDI	\$ 8,088.75	\$ 17,351.00	47%	0
SOCIAL SECURITY-MEDICARE	\$ 1,981.04	\$ 4,329.00	46%	0
LIFE INSURANCE	\$ 129.87	\$ 299.00	43%	0
HEALTH INSURANCE	\$ 24,255.14	\$ 42,007.00	58%	\$ 6,503.28
DENTAL INSURANCE	\$ 371.28	\$ 399.00	93%	\$ 343.56
VISION CARE	\$ 60.84	\$ 93.00	65%	\$ 28.68
<b>FRINGE BENEFITS</b>	\$ 84,936.08	\$ 176,543.00	48%	\$ 6,875.52
<b>TOTAL SALARIES AND BENEFITS</b>	\$ 229,733.32	\$ 476,960.00	48%	\$ (17,493.36)

**Operational Expenditures:** The rate of Operational Expenditures is running higher than anticipated, currently at 71% of the approved budget. The reasons for the elevated rate of expenditures during the first half of FY 2024/25 vary from line item to line item. Below are discussions of the line items that are above the expected rate of expenditures:



- **Office Expense – General:** Expenditures were made so that customer service could be maintained and improved by modernizing information management. This modernization effort including purchasing a new copier machine when the previous LAFCo copier machine went down. That copier was 10 years old, 3 years beyond the design life and needed parts were no longer available. The copier was replaced by a certified used copier that is more efficient in terms of cost per sheet with additional capabilities. The modernization effort in this line item also includes the laser-fiche of LAFCo records by simply searching key phrases records can be retrieved. This compares to the searching through hard folders for records that may not be in that folder. Work items remaining in this modernization effort in this account include project tracking software and the Laserfiche of the legal record of both the PG&E and Tracy Rural lawsuits. The result of these modernization efforts will achieve long-term cost savings associated with both labor and record storage costs while improving customer service delivery. The modernization effort also includes the employee safety improvement effort of office moving to the airport.

<b>MODERNIZATION EFFORT</b>		
<b>LASER FICHE SERVICES</b>	<b>\$</b>	<b>14,655.64</b>
<b>COPIER REPLACEMENT</b>	<b>\$</b>	<b>16,667.00</b>
<b>MOVING EXPENSES</b>	<b>\$</b>	<b>10,605.00</b>
	<b>\$</b>	<b>41,927.64</b>

- **Transportation/Travel – Staff:** This line item was exceeded due to staff travel to the CALAFCo workshops in Dublin and Yosemite as well as staff attending prerequisite training for certification by the California Special District Association in San Diego.
- **Publication and Legal Notices:** Expenditures are 92% of the approved budget. This is primarily due to the great rate of growth that San Joaquin is experiencing that requires LAFCo action.
- **Rents/Leases Auto-Equipment ISF:** Expenditures are 89% of the approved budget caused by new equipment purchases in conformance with County protocol and standards.
- **Data Processing Charges:** Expenditures are 63% of approved budget amount for a service.
- **Insurance – Workers Compensation:** Expenditures are 67% of approved budget due.

The table below shows the line items for LAFCo's the Operational Cost and recommended appropriations for each from the LAFCo reserve fund. The total recommended appropriation for Operational Cost is \$54,214.71. The total budget



appropriation including the adjustment resulting from \$17,493.36 cost saving in the Staff Expenditure budget results in a total recommended appropriation from the LAFCo reserve of \$36,721.35. The largest line-item adjustment is recommended for the Office Expense General that includes the modernization effort (\$41,927.64).

OPERATIONAL COST	ADOPTED			RECOMMENDED
	12/31/2024 COST	FY 24/25	MID-FY %	APPROPRIATION
PROFESSIONAL SERV-PROGRAMS	\$ 38,122.92	\$ 75,802.00	50%	\$ 443.84
OFFICE EXPENSE-GENERAL	\$ 47,562.38	\$ 26,820.00	177%	\$ 65,742.38
OFFICE SUPPLIES-PURCHASING-ISF	\$ 411.00	\$ 549.00	75%	\$ 273.00
OFFICE EXPENSE-POSTAGE	\$ 304.47	\$ 1,149.00	26%	\$ (540.06)
COMMUNICATIONS	\$ 217.80	\$ 2,437.00	9%	\$ (2,001.40)
MEMBERSHIPS	\$ 12,509.00	\$ 12,409.00	101%	\$ 100.00
TRANS/TRAVEL COMM FUNCTION	\$ 5,218.72	\$ 15,000.00	35%	\$ (4,562.56)
TRANS/TRAVEL-STAFF	\$ 7,725.27	\$ 7,000.00	110%	\$ 725.27
PROFESSIONAL SVS-COUNTY	\$ 50.00	\$ 3,112.00	2%	\$ (3,012.00)
SSIID - MSR-SOI	\$ 2,047.40	\$ -	0%	\$ -
PUBLICATIONS & LEGAL NOTICES	\$ 499.26	\$ 540.00	92%	\$ 458.52
RENTS-STRUCTURES & GROUNDS	\$ 7,505.92	\$ 22,738.00	33%	\$ (7,726.16)
RENTS/LEASES-AUTO EQUIP-ISF	\$ 1,852.74	\$ 2,083.00	89%	\$ 1,622.48
DATA PROCESSING CHARGES	\$ 6,431.17	\$ 10,207.00	63%	\$ 2,655.34
INSURANCE-WORKER'S COMP	\$ 690.00	\$ 906.00	76%	\$ 474.00
INSURANCE-SLIP	\$ 6,860.53	\$ 14,159.00	48%	\$ (437.94)
<b>OPERATIONAL COST TOTAL</b>	<b>\$ 138,008.58</b>	<b>\$ 194,911.00</b>	<b>71%</b>	<b>\$ 54,214.71</b>
<b>TOTAL APPROPRIATION (STAFF+OPS.)</b>	<b>\$ 364,498.47</b>	<b>\$ 675,536.00</b>	<b>54%</b>	<b>\$ 36,721.35</b>

The LAFCo fund reserve at the end of the current fiscal year is projected to be approximately \$1,667,816.80, an increase of \$217,459.80, as shown on the table below:





<b>FUND BALANCE END OF CY</b>	<b>\$</b>	<b>1,694,109.54</b>
<b>PROJECTED INTEREST</b>	<b>\$</b>	<b>38,537.00</b>
<b>PROJECTED APPLICATION FEE</b>	<b>\$</b>	<b>35,306.61</b>
<b>RECOMMENDED APPROPRIATION</b>	<b>\$</b>	<b>36,721.35</b>
<b>FIRE SERVICE STUDY &amp; REVIEW</b>	<b>\$</b>	<b>63,415.00</b>
<b>PROJECTED RESERVE 06/31/2025</b>	<b>\$</b>	<b>1,667,816.80</b>
<b>ADJUSTED RESERVE 06/31/2025</b>	<b>\$</b>	<b>1,482,689.13</b>
<b>RESERVE 06/31/2024</b>	<b>\$</b>	<b>1,450,357.00</b>
<b>RESERVE DELTA 06/31/2025</b>	<b>\$</b>	<b>32,332.13</b>

An adjustment factor of 88.9% is used that reflects the 3 year average of the month to month change in the LAFCo fund balance from December 31 to June 30 for the fiscal years 2021/22, 2022/23 and 2023/24.

