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**COUNTY OF LOS ANGELES**

Kenneth Hahn Hall of Administration  
500 West Temple Street, Room 713, Los Angeles, CA 90012  
(213) 973-1101 [ceo.lacounty.gov](mailto:ceo.lacounty.gov)

**ACTING CHIEF EXECUTIVE OFFICER**

Joseph M. Nicchitta

*"To Enrich Lives Through Effective and Caring Service"*

November 18, 2025

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, California 90012

Dear Supervisors:

**APPROVAL OF PROPOSED BOARD POLICY – GUIDELINES FOR LOS ANGELES COUNTY'S  
PARTICIPATION IN JOINT POWER AUTHORITIES  
(ALL DISTRICTS AFFECTED) (3-VOTES)**

**SUBJECT**

Recommendation to approve the proposed Board Policy (Policy) – Guidelines for Los Angeles County's (County) Participation in Joint Power Authorities (JPA). The adoption of this policy strengthens oversight of JPA, safeguards County resources, and ensures partnerships align with County priorities and delivers value to residents.

**IT IS RECOMMENDED THAT THE BOARD:**

Adopt the JPA Policy for the County's participation in JPAs. Your Board's adoption of this Policy sets clear guidelines for the County's participation in JPAs, outlining when to join, how to oversee agreements and fiscal impacts, and the process for appointing County board representatives.

**PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

The proposed Policy is designed to strengthen the County's oversight, accountability, and risk management related to its participation in JPAs in the County. Following your Board's July 27, 2021 directive to improve JPA monitoring and reduce potential liabilities, the Chief Executive Office (CEO) engaged technical consultants to evaluate existing practices. The consultant's 2023 report revealed gaps in the County's governance framework for JPAs, including the absence of a formal policy on member appointments and removals, lack of training for JPA board representatives, no centralized list of County-affiliated JPAs, and inconsistent JPA reporting on operational or financial performance.

In response, the CEO, in coordination with the Executive Office of the Board, County Counsel and Auditor-Controller, developed a comprehensive policy to standardize JPA governance and reporting practices. The Policy's broader scope provides a framework to assist in determining whether the County should enter a new JPA, ensures that County-appointed JPA members understand their fiduciary duties, governance responsibilities, and associated legal risks. It also establishes mechanisms for regular oversight and transparent reporting, enabling the County to proactively identify and mitigate financial or operational risks. Adoption of this Policy will institutionalize best practices, strengthen accountability, and protect County interests in all current and future JPA engagements.

### **Implementation of Strategic Plan Goals**

The recommended action supports the County's Strategic Plan North Star 3 Realizing Tomorrow's Government Today by strengthen our internal controls and processes while being cognizant of efficiency to continue good stewardship of the public trust and fiscal responsibility.

### **FISCAL IMPACT/FINANCING**

There is no fiscal impact.

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

On September 17, 2025, the CEO, Executive Office of the Board, County Counsel and Auditor-Controller presented the enclosed Guidelines for the County's Participation in JPA to the Audit Committee for their review. The Audit Committee approved the draft Policy Guidelines pending final adoption by your Board.

### **IMPACT ON CURRENT SERVICES (OR PROJECTS)**

The adoption of this Policy establishes clear and consistent guidelines for the County's participation in the JPAs where a separate legal entity is created under California Government Code Section 6500. It provides a framework for evaluating when and how the County should join a JPA, ensures appropriate oversight of agreements and fiscal impacts, and formalizes the process for nominating and appointing County representatives to JPA boards.

The Honorable Board of Supervisors

11/18/2025

Page 3

Respectfully submitted,



Joseph M. Nicchitta

Acting Chief Executive Officer

JMN:JG:MRM

RP:AB:DC:kn

Enclosures

c: Executive Office, Board of Supervisors  
County Counsel



*Los Angeles County*  
***BOARD OF SUPERVISORS POLICY MANUAL***

| Policy #:    | Title:                                                               | Effective Date: |
|--------------|----------------------------------------------------------------------|-----------------|
| <b>0.000</b> | <b>Guidelines for County Participation in Joint Powers Authority</b> | <b>00/00/00</b> |

### **PURPOSE**

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The purpose of this policy is to establish clear and consistent guidelines for evaluating whether the County of Los Angeles (County) should join as a member agency in a joint powers authority (JPA) entity created by California Government Code Section 6503.5, et seq., and for nominating JPA board members to the respective JPAs for appointment by the Los Angeles County Board of Supervisors (Board). This policy also sets forth the duties and obligations of County appointed JPA board members once appointed, including annual reporting requirements. This policy is not, however, intended to apply to joint powers agreements where no separate JPA legal entity is created.

### **REFERENCE**

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July 27, 2021, Board Order No. 52-D

August 8, 2023, Report Back

California Government Code Section 6500, et seq.

### **POLICY**

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This policy applies when the County is considering joining and/or has joined as a member agency in a JPA where a separate legal entity is created.

Member Agency Consideration in a Joint Powers Authority

1. Recommendation to Join a JPA: Any County department or Board Supervisor recommending the County join as a member agency in a new or existing JPA, shall consider the following, negotiate as appropriate, and report to the Board on:
  - a. Whether the JPA's purpose and mission furthers the County's purpose, mission, and obligations to the residents its serves in Los Angeles County.
  - b. Whether the JPA board and voting structure provides appropriate quorum and equitable voting rules for the County, greater voting rights given the County's expected financial involvement in the JPA, purpose of the JPA at issue, the needs and interests of the County in the JPA, the number of Los Angeles County residents served by the JPA, any perceived risks and liabilities to the County given its involvement in the JPA, and any other factors to be considered on a case by case basis given the JPA at issue.
  - c. Whether the Auditor-Controller should perform the fiscal agent functions of the JPA, and whether County Counsel should serve as legal counsel to the JPA. Such determinations shall be made in consultation and agreement with Auditor-Controller and County Counsel and will provide for reimbursement of costs by the JPA for these departments and any other County department that provides services to the JPA.
  - d. Whether the JPA agreement should specify the County and its restrictions applicable to the County for exercising its powers, for the purposes of Government Code Section 6509.
  - e. For existing JPAs, whether the JPA is in a good financial condition, following review of its revenues and expenses, assets and liabilities, and debt obligations, and what processes the JPA has or will have in place to allow for proper reporting to the County regarding its yearly financial condition; and for new JPAs, whether the JPA requires adequate fiscal policies and controls be established, including for proper reporting to the County regarding its yearly financial condition.
  - f. Whether there is a cost, both direct or indirect, to the County to join the JPA as a member agency, and if so, what those costs are yearly and how it would be funded.
  - g. Whether the County faces or could incur risks and liabilities as a result of its participation in the JPA, and how such risks and liabilities can be mitigated.
  - h. Whether the County could incur pension liability as a result of joining the JPA as a member agency, and if the recommendation is to still join the JPA, the reasons for doing so.

2. Prior to the presentation of any member agency consideration to join a Joint Powers Authority to the Board at a regular meeting, all County Departments shall provide due diligence reports and documentation to the CEO for review. The CEO shall evaluate the due diligence review and will provide a recommendation on whether it is in the County's best interest to enter the JPA.
3. JPA Agreements, Bylaws, and other Documentation: All agreements, bylaws and other documentation related to the County joining and participating as a member agency in a new or existing JPA shall be presented to the Board for review, consideration and approval at a regular Board meeting by the County department or Board Supervisor recommending the County join as a member agency in the JPA.

#### Appointment Process for JPA Board Members

1. Nomination of JPA Board Members: Unless the JPA agreement, bylaws or other legal authority provides otherwise, nominations of JPA board members can be made by any Board Supervisor or County Department, for consideration by the Board. All JPA Board members must be approved by the Board following their nomination, unless the Board delegates the authority to approve to a Board Supervisor.
2. Evaluation of JPA Board Member Nominees: The recommending County department or nominating Board Supervisor will evaluate its nominee(s) to determine whether the nominees are qualified and capable of discharging the duties to which they are being recommended to the Board for appointment as a JPA board member. Such evaluation may include but is not limited to assessing the nominee's:
  - a. Experience and qualifications;
  - b. Representation of the community;
  - c. Ability to contribute to the work of the JPA; and
  - d. Freedom from conflicts in appearance or fact.
3. Appointments: Unless the Board delegates authority to a Board Supervisor to approve the JPA Board member appointment as provided in Section 1 of the Appointment Process for JPA Board Members, the Board shall approve appointments to JPAs at regular Board meetings. Appointments shall be approved by a majority vote of the Board.

### Term of Office of JPA Board Members

Unless the JPA agreement, bylaws or other documentation provides otherwise, the terms of office for JPA board members shall be for as long as the Board approves the appointment for, or until such time that the Board revokes the appointment.

### Training Obligations of JPA Board Members

Following appointment by the Board, newly appointed JPA board members will complete initial and regular trainings provided by County departments, as appropriate. This training will include, but not be limited to roles and responsibilities, fiduciary duties, the Ralph M. Brown Act, conflict of interests, Political Reform Act, and other applicable laws and regulations. This policy is not intended to require new or existing JPA board members to duplicate training already completed within twelve (12) months of date of appointment or commencement of their term of service.

### Reporting Requirements of County Appointed JPA Board Members

County appointed JPA board members, in coordination with the responsible Department, will provide the Board with information in a report on the financial condition of the JPA, at least yearly, of its operational achievements and challenges, and any anticipated changes in services, structure, governance, or financial condition. The report must also include a summary of the JPAs' progress in achieving its mission, how the mission aligns with the County's interests and strategic plan, and justification as to why the County should continue its investment and participation in the JPA.

1. Annual Reporting Requirement: The report shall be submitted annually, or on such other schedule as approved by the Executive Office of the Board of Supervisors (Executive Office), for each JPA in which the County is a member agency. The County-appointed JPA Board member shall have responsibility for submitting the required report to the Board, with a copy to the Executive Office.
2. Report Content: The report shall include the following information:
  - a. Financial Condition: A summary of the JPA's financial condition, including its revenue and expenses, assets and liabilities, and debt obligations. This component shall be satisfied by complying with Government Code 6505;
  - b. Operational Achievements: A summary of the JPA's operational achievements since the last report, including any quantifiable measures of success;

- c. Operational Challenges: A summary of the JPA's operational challenges since the last report, including any plans to address those challenges;
  - d. Anticipated Changes: A summary of any anticipated changes in the JPA's services, structure, governance, or financial condition likely to occur within the next 24 months;
  - e. Mission Progress: A summary of the JPA's progress in achieving its mission, including how that mission aligns with the County's current interests and strategic plan; and
  - e. Investment Justification: Justification as to why the County should continue its investment and membership in the JPA.
3. Report Deadline: The JPA Board member, working in coordination with the responsible Department, shall submit the report to the Board with a copy to the Executive Office within 180 days of the end of the JPA's fiscal year, or on another interval/deadline agreed to by the Executive Officer.
4. Review of Financial Documents by Auditor-Controller:

The Auditor-Controller shall review the audited financial statements submitted by each JPA for the purpose of identifying instances where the independent certified public accountant has reported a qualified, disclaimed, or "except for" opinion, or a going concern issue., and independently notify the Board of such findings and any analysis or recommendations from Auditor-Controller.

#### Removal of Appointed JPA Board Members

1. Causes for Removal: The Board may remove a JPA board member for any reason, including for the following:
  - a. Convenience
  - b. Change in Board leadership
  - c. Misconduct
  - d. Neglect of duty
  - e. Incompetence
  - f. Failure to attend meetings
2. Removal Process: The responsible Department or any Board member can make a recommendation to the Board for the removal of the JPA Board member. The

Board will provide the JPA board member with notice of the removal recommendation and will vote at a regular Board meeting on whether to remove the JPA board member.

### **Compliance**

Existing JPAs are required to become compliant with this policy within two years after Board adoption of this policy.

Non-compliance with this policy may be grounds for the County to reevaluate its participation in the JPA.

#### **RESPONSIBLE DEPARTMENTS**

Executive Office of the Board of Supervisors

Auditor-Controller

County Counsel

Chief Executive Office

#### **DATE ISSUED/SUNSET DATE**

Issue Date: November 18, 2025

Sunset Review Date: November 18, 2029