



August 11, 2021

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PUBLIC MEMBER**STAFF****CAROLYN EMERY**
EXECUTIVE OFFICER**TO:** Local Agency Formation Commission**FROM:** Executive Officer
Policy Analyst**SUBJECT:** Request by Aera Energy for the "Tonner Hills Annexation Extension (CA 03-12A)"**BACKGROUND**

The "Tonner Hills Annexation to the City of Brea" was approved by the Commission in 2005. The annexation territory consisted of two key portions of unincorporated territory owned by multiple private, federal government, and corporate parties. Annexation of the larger portion (approximately 871 acres) of the Tonner Hills proposal to the City was effective September 29, 2006. In accordance with the terms and conditions of the LAFCO Resolution (*Attachment 1*), recordation of the remaining unincorporated territory (approximately 290 acres), which includes parcels owned by Aera Energy, Army Corps of Engineers and a private landowner, was delayed to allow the final stages of oil extraction and the planning for subsequent development within the area to occur. A vicinity map of the remaining unincorporated Tonner Hills Annexation area is provided as *Exhibit A* to this report for the Commission's reference.

The next section of this report provides an update on the recent activity involving the unincorporated area and a discussion of the request from Aera Energy for an extension of the recordation deadline for the respective area.

DISCUSSION

In February 2021, LAFCO staff provided advanced notice to Aera Energy and the City of Brea that, in accordance with the terms and conditions of the Tonner Hills annexation approved by the Commission, staff would record the remaining unincorporated area of the Tonner Hills Annexation on September 29, 2021. Subsequently, Aera Energy contacted LAFCO staff to provide a status of current and future activity involving the property owned by the company and the pending application process underway with the City of Brea for a proposed

development. While the application was submitted to the City nearly three years ago, efforts of the process have been impacted by internal delays due to the complexities of the project, and more recently, by the challenges of the current pandemic. Because of these delays, Aera Energy submitted a request to LAFCO for a one-year extension on the date of recordation for the remaining unincorporated area. The request is referenced as *Attachment 2* to this report. Extension of the timeline for recordation of the remaining unincorporated Tonner Hills area for one year would allow for the additional time needed of the property owner and City to complete the entitlement, environmental and other processes for the proposed development. As stated in Aera Energy's letter, the City of Brea has no objection to the extension request.

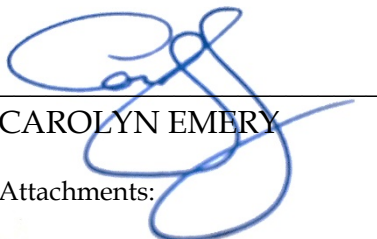
The Cortese-Knox-Hertzberg Reorganization Act of 2000 (Government Code Section 57001) provides the Commission with the authority to grant an extension for any period that is deemed reasonable to complete requisites for a proposal. The terms and conditions to facilitate the extension of the date to record the remaining unincorporated area of the Tonner Hills Annexation are outlined in the LAFCO Resolution referenced as *Attachment 3*. If approved by the Commission, the timeline of recordation would be extended to September 29, 2022 and would ensure that the final stage of the annexation is completed. All other terms and conditions of the resolution previously adopted for the annexation remain the same and in effect.

RECOMMENDED ACTION

Staff recommends that the Commission take the following action:

1. Adopt the LAFCO Resolution No. CA 03-12A approving the "Tonner Hills Annexation Extension."

Respectfully Submitted,



CAROLYN EMERY



GAVIN CENTENO

Attachments:

1. LAFCO Resolution No. CA 03-12 - Tonner Hills Annexation to City of Brea
2. July 16, 2021 Aera Energy Extension Request
3. LAFCO Resolution No. CA 03-12A -- Tonner Hills Annexation Extension

Exhibit:

- A. Vicinity Map - Tonner Hills Annexation Area

CA 03-12

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION
OF ORANGE COUNTY, CALIFORNIA
MAKING DETERMINATIONS AND APPROVING
THE TONNER HILLS ANNEXATION TO THE CITY OF BREA**

December 14, 2005

On motion of Commissioner Campbell, duly seconded and carried, the following resolution was adopted

WHEREAS, the proposed annexation to the City of Brea, designated as "Tonner Hills Annexation to the City of Brea" (CA 03-12), was heretofore filed with and accepted for filing on September 28, 2005 by the Executive Officer of this Local Agency Formation Commission pursuant to Title 5, Division 3, commencing with Section 56000 et seq of the Government Code, and

WHEREAS, the Executive Officer, pursuant to Government Code Section 56658, set November 9, 2005 as the hearing date of this proposal, and

WHEREAS, this item was continued to December 14, 2005 at the request of the applicant and the City of Brea, and

WHEREAS, the Executive Officer, pursuant to Government Code Section 56665, has reviewed this proposal and prepared a report including her recommendation thereon, and has furnished a copy of this report to each person entitled to a copy, and

WHEREAS, this Commission on December 14, 2005 considered the proposal and the report of the Executive Officer, and considered the factors determined by the Commission to be relevant to this proposal, including, but not limited to, factors specified in Government Code Section 56668, and

WHEREAS, this Commission called for and held a public hearing on the proposal on December 14, 2005, and at the hearing, this Commission heard and received all oral and written protests, objections and evidence which were made, presented or filed, and all persons present were given an opportunity to hear and be heard with respect to this proposal and the report of the Executive Officer, and

WHEREAS, this Commission has fulfilled its obligations as a responsible agency as defined

by the California Environmental Quality Act and has reviewed and considered Final EIR adopted by the County of Orange, and has made findings pursuant to Sections 15096(g)(2) and 15096(h) of the State CEQA Guidelines, and

WHEREAS, in addition to the Tonner Hills annexation territory, the annexation area includes Orange County Assessor Parcel Nos 308-011-23, 320-071-029, 320-073-007, 322-031-001, 322-031-011, 322-031-012, 322-031-013, and 322-031-024, comprising approximately 215 acres owned by Aera Energy, Inc (the "Unincorporated Aera Property"), and

WHEREAS, additional territory comprising approximately 75 acres described as Assessor Parcel Numbers 322-031-31, 322-031-04, 322-031-23, 322-031-10 and 322-031-15 (the "Clark Hatch and Army Corps of Engineers Property") lies immediately adjacent to the Unincorporated Aera Property, and

WHEREAS, Aera Energy, Inc ("Aera") also owns Assessor Parcel Numbers 322-031-014, 322-031-019, 322-031-020, and 322-031-021, comprising approximately 42 additional acres within the City of Brea and immediately adjacent to the Unincorporated Aera Property (the "Rose Drive Property") Aera will use all reasonable efforts to plan and process the Rose Drive Property, together with the Unincorporated Aera Property, through the City of Brea as a comprehensive, master-planned development (the "Joint Planning Process"), and

WHEREAS, in addition to the Unincorporated Aera Property and the Rose Drive Property, Aera owns additional acreage on which it conducts certain oil production operations via mineral leasehold rights on lands within Brea's Sphere of Influence Aera's commitment to the terms and conditions is predicated and conditioned on the understanding that the Tonner Hills annexation will not affect any Aera properties or interests outside the Unincorporated Aera Property and the Rose Drive Property

NOW, THEREFORE, the Local Agency Formation Commission of the County of Orange based on the findings, discussion and conclusions set forth in the Executive Officer's report, which is incorporated herein by this reference, DOES HEREBY RESOLVE, DETERMINE and ORDER as follows.

Section 1 Pursuant to Sections 15096(g)(2) and 15096(h) of the State CEQA Guidelines, the Commission has considered Final EIR (FEIR) 581 adopted by

the County of Orange, and finds as follows

- a) No feasible alternative or feasible mitigation measures within its powers would substantially lessen or avoid any significant effect the project would have on the environment
- b) The Commission has considered findings made by the County of Orange for the FEIR pursuant to Sections 15091 and 15093 and the summary of impacts, irreversible environmental changes and mitigation measures, adopted by the County of Orange on November 19, 2002, which findings are hereby incorporated herein by this reference and adopted by the Commission as though fully set forth herein
- c) The proposed +/- 300 acre expansion of the Tonner Hills annexation boundary is determined to be exempt from CEQA under Section 3 07.

Section 2 The proposal is approved subject to the following terms and conditions

- a) Because the provision of public services to the Unincorporated Area Property prior to recordation would require LAFCO approval of extra-territorial public service agreements, in the event the Joint Planning Process is unsuccessful, Aera shall obtain LAFCO's approval in order to submit development plans for approval to the County
- b) Upon recordation of all or any portion of the Tonner Hills Annexation area in a manner that the Unincorporated Aera Property might, if not recorded, be considered an unincorporated County "island" as defined by Government Code Section 56744, LAFCO will record the Unincorporated Aera Property upon the earlier of
 - 1 15 years after the date that the remainder of Tonner Hills annexation is recorded, or
 - 2 Notification to LAFCO that pursuant to the Joint Planning Process, Aera and the City have entered into a mutually agreeable pre-annexation agreement and development agreement providing for earlier recordation

- c) The Clark Hatch and the Army Corps of Engineers Property shall be recorded concurrently with the Unincorporated Aera Property
- d) Upon 60 days notice by LAFCO, Aera will complete a revised map and legal description which has been reviewed and approved by the Orange County Surveyor which includes Tonner Hills +/- 838 acres, Aera's +/- 215 acres, plus additional remaining unincorporated acreage of approximately 75 acres, more or less, immediately east of the Aera property
- e) Payment by the applicant of Recorder and State Board of Equalization fees
- f) Except as otherwise agreed to by the City and the County, the City shall accept and adopt the County Master Plan of Drainage (MPD) that is in effect for the annexation area and any deviation from the MPD shall be submitted to the Manager of the Flood Control Division, County of Orange, Public Facilities an Resources Department for review of conformity with the General Plans of the OCFD and the County of Orange
- g) Upon the effective date of annexation, all right, title and interest of the County, including the underlying fee title where owned by the County in an any and all sidewalks, trails, landscaped areas, open space, street lights, signals, storm drains, local storm drain's water quality basins, Best Management Plan (BMP) structures and bridges shall vest in the City, except for those properties to be retained by the County specifically listed by these conditions or as otherwise agreed to by the City and the County
- h) Except as otherwise agreed to by the City and the County, the City, upon the effective date of the annexation, shall assume ownership of, and responsibility for, all of the following property currently owned by the County public roads, adjacent slopes, street lights, traffic signals and storm drains within street right-of-way and appurtenant slopes, medians

and adjacent property

- i) Except as otherwise agreed to by the City and the County, the City, upon the effective date of annexation, shall coordinate development within the annexation area that is adjacent to any existing flood control facilities for which OCFCD has a recorded flood control easement or owns fee interest, by submitting plans and specifications to the Manager of the Flood Control Division, County of Orange, Public Facilities and Resources Department, for review to ensure that (1) the necessary flood control improvements and right-of-way need for the facilities are provided to OCFCD, and, (2) the improvements comply with standards and engineering criteria of OCFCD
- j) Except as otherwise agreed to by the City and the County, the City, upon the effective date of annexation, shall be responsible for the administration of floodplain zoning and Federal Emergency Management Agency (FEMA) floodplain regulations within the annexation area.

The County of Orange, the City of Brea, and the Tonner Hills property owner shall provide the LAFCO Executive Officer with an executed pre-annexation agreement and a cooperative processing agreement no later than January 31, 2006, or the following conditions (“k” through “p”) shall apply

- k) The County of Orange shall retain the authority to issue Implementing Approvals as that authority is described in the draft Cooperative Agreement attached as Exhibit “A” to this resolution
- l) The County of Orange and OCFA will retain all plan check, permitting and inspection authority regarding all matters associated with oil field accommodation and modification
- m) The City of Brea will provide water and sewer service to THPC and the oil field facilities and will allow connections to the City’s storm drain system
- n) Prior to recordation of the annexation, the City of Brea and OCFA will enter into an agreement relating to fire suppression, fire prevention and

planning, and development services

- o) Park development within the THPC will include
- 1 Wildcatters Park will have one restroom with concession facility. similar in size and appearance to the structure at Olinda Ranch Park adjacent to the sports fields, and one small restroom in the vicinity of the tot lot
 - 2 Wildcatters Park will have two age-specific tot lots using Founders Park in the City of Brea as a guide for design and function.
 - 3 Wildcatters Park will have “youth” and “tot” level baseball and soccer fields consistent with the conceptual park plan provided by Land Concern
 - 4 Wildcatters Park will have sports field fencing and seating per the conceptual park plan provided by Land Concern
 - 5 Wildcatters Park will have low-level, non-obstructive sports field lighting The City of Brea shall be responsible for all CEQA documents, jurisdictional and neighborhood approvals, and related matters necessary prior to construction of Wildcatters Park
 - 6 Wildcatters Park will have dual area parking consistent with the conceptual park plan provided by Land Concern
 - 7 Wildcatters Park will be constrained to facilitate detention of storm water equivalent to a 100-year storm occurrence
 - 8 Wildcatters Park will have one full-sized basketball court consistent with the conceptual plan provided by Land Concern
 - 9 The Toner Ridge Trail will be constructed in accordance with the Tonner Hills Area Plan
 10. The THPC Art in Public Places Program will be presented to the City’s advisory committee for information purposes only
 - 11 The conceptual plans for Wildcatters Park will be presented to the City’s advisory committee for information purposes only
- p The County or its successors or designees shall have the right, but not the

obligation, to accept all or any portion of any offer of dedication of park, public use land and/or open space land to the extent contemplated or required by the Development Approvals, the Development Plan, the Scenic Preservation Easement, or any other agreement. In the event that the County waives the right to accept all or any portion of any such offer of dedication of park, public use and/or open space land, the City and/or its designees are hereby approved as the successors of the County with respect to any such offer of dedication. The Irrevocable Offer of Dedication shall identify separately each parcel subject offered for dedication.

q. The applicant shall defend, hold harmless and indemnify LAFCO and/or its agents, officers and employees from any claim, action or proceeding against LAFCO and/or its agents, officers and employees to attach, set aside, void or annul approval of LAFCO concerning this proposal or any action relating to or arising out of such approval.

r. The effective date of the annexation shall be the date of recordation.

Section 3 The annexing area is found to be uninhabited, is within the County of Orange, and is assigned the following distinctive short-form designation. "Tonner Hills Annexation to the City of Brea" (CA 03-12)

Section 4 The Executive Officer is hereby authorized and directed to mail certified copies of this resolution as provided in Section 56882 of the Government Code.

AYES COMMISSIONERS CAMPBELL, HERZOG, SCHAFER, T. WILSON, WITHERS, AND VICE CHAIR BOUER, AND CHAIR S WILSON

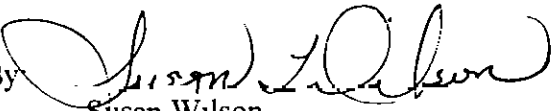
NOES NONE

STATE OF CALIFORNIA)
) SS
COUNTY OF ORANGE)

I, Susan Wilson, Chair of the Local Agency Formation Commission of Orange County, California, hereby certify that the above and foregoing resolution was duly and regularly adopted by said Commission at a regular meeting thereof, held on the 14th day of December, 2005

IN WITNESS WHEREOF, I have hereunto set my hand this 14th day of December 2005

SUSAN WILSON
Chair of the Orange County
Local Agency Formation Commission

By 
Susan Wilson



July 16, 2021

Ms. Carolyn Emery
Executive Officer
Orange County LAFCO
2677 North Main Street, Suite 1050
Santa Ana, CA 92705

Re: Deferred Annexation of additional
lands
Tonner Hills Annexation (CA-03-12)

Dear Ms. Emery,

Further to our recent discussions over the last several months and as you know, Aera Energy LLC owns or controls approximately 215 acres of land located in the County of Orange and within the Brea Sphere of Influence. This acreage is subject to the terms of a Certificate of Completion (the "Certificate") recorded on September 29, 2006 as Document 2006000649630, a copy of which is attached for your ease of reference.

The purpose of the Certificate was to annex the Tonner Hills development into the City of Brea, however there was a concern that certain adjoining lands were not yet ready for annexation and could create a County "island" within the City. To address this concern, a key element of the Certificate called for Aera, as the primary landowner of the adjoining lands, to undertake a "Joint Planning Process" with the City of Brea which would result in the preparation and approval of a development plan and "Development Agreement" prior to the annexation of the adjoining lands into City of Brea. This annexation was projected to occur by September of 2021.

Since the filing of our project application with the City of Brea in July of 2018, Aera and the City have worked diligently toward finalizing a development plan for the property which would include a Specific Plan, Tentative Tract Map(s), EIR and a Pre-Annexation and Development Agreement (collectively, the "Brea Documents"). While we have made significant progress, delays related primarily to the Covid-19 pandemic prevented the parties from completing the Brea Documents as quickly as anticipated. As a result, the requisite public hearings and related approvals of the Brea Documents will not be completed by September 2021. We anticipate this process to be complete by mid-2022.

Therefore the purpose of this letter is to formally request that LAFCO extend the annexation deadline set forth in the Certificate to the earlier of thirty (30) days following execution of the Brea Documents (including expiration of any appeal periods) or September 29, 2022. All other terms and conditions of the Certificate shall remain in full force and effect. We have met with

and discussed this matter with Mr. Bill Gallardo, Brea City Manager, and he has no objection to this extension request. We understand he intends to inform the Brea City Council at their July 20, 2021 meeting. We also appreciate LAFCO staff's collaboration and support of this extension, subject to concurrence and approval of Commission at their upcoming August 4, 2021 meeting.

Thank you again for your consideration of the request and please feel free to contact me with any questions or administrative matters that may be required.

Aera Energy LLC



By: G.L. Basye
Its: Vice President

Cc: Luis Tapia, LAFCO
Bill Gallardo, City of Brea
Jason Killebrew, City of Brea

RESOLUTION OF THE LOCAL AGENCY
FORMATION COMMISSION OF ORANGE COUNTY, CALIFORNIA
APPROVING THE TONNER HILLS ANNEXATION EXTENSION (CA 03-12A)
AND MAKING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL
QUALITY ACT

August 11, 2021

On motion of Commissioner _____, duly seconded and carried, the following resolution was adopted:

WHEREAS, on November 19, 2002, the County of Orange approved the Tonner Hills Specific Plan (the “Project”) and certified an environmental impact report (“EIR”) (County of Orange Final EIR No. 581 – State Clearinghouse No. 2001031137) as the lead agency for the Project pursuant to the California Environmental Quality Act (“CEQA”); and

WHEREAS, on December 14, 2005, the Local Agency Formation Commission of Orange County, California (“LAFCO” or “Commission”), after considering County of Orange Final EIR No. 581 and making findings as a responsible agency for the Project under CEQA, approved the “Tonner Hills Annexation to the City of Brea” (“Tonner Hills Annexation”) (See Notice to Record, at p. 1; see also Tonner Hills Resolution, at p. 1); and

WHEREAS, the Commission’s approval of the Tonner Hills Annexation included a condition reading as follows:

“Upon recordation of all or any portion of the Tonner Hills Annexation area in a manner that the Unincorporated Aera Property might, if not recorded, be considered an unincorporated County ‘island’ as defined by Government Code section 56744, LAFCO will record the Unincorporated Aera Property upon the earlier of:

1. 15 years after the date that the remainder of Tonner Hills annexation is recorded, or

2. Notification to LAFCO that pursuant to the Joint Planning Process, Aera and the City have entered into a mutually agreeable pre-annexation agreement and development agreement providing for earlier recordation.” (Tonner Hills Resolution, at p. 3, section 2 [condition (b)(1) – (2)]);” and

WHEREAS, on September 29, 2006, LAFCO recorded a “Certificate of Completion” for the Tonner Hills Annexation to the City of Brea; and

WHEREAS, on February 23, 2021, LAFCO circulated a letter indicating LAFCO’s intention to record the remaining unincorporated area of the Tonner Hills Annexation on September 29, 2021—15 years after the Tonner Hills Certificate of Completion was recorded; and

WHEREAS, on July 16, 2021, LAFCO received a request for an extension of the recordation deadline due to delays and complexities impacting entitlement processes and, more recently, the challenges of the pandemic impacting the project timeline; and

WHEREAS, Section 57001 of the Cortese-Knox-Hertzberg Reorganization Act (“C-K-H”) allows the Commission to (1) set the deadline for filing and recordation of a certification of completion, which is the last step to finalize an annexation, and (2) authorize an extension of time to finalize that completion if “deemed reasonable to the commission for completion of necessary prerequisite actions by any party”; and

WHEREAS, as with many pending entitlements, the City of Brea’s review and the landowner developer’s advancement of this project was delayed in significant part by the COVID-19 pandemic; and

WHEREAS, in response to the COVID-19 pandemic, many cities and counties proclaimed a local emergency in accordance with Government Code section 8630, which authorizes “the governing body of a city, county, or city and county” to proclaim a local emergency (Gov. Code, § 8630 (a)); such cities and counties

include the County of Orange and City of Brea (with the County declaring its emergency on March 2, 2020, and Brea declaring its emergency on March 19, 2020); and

WHEREAS, the Commission finds that these local emergencies are squarely within the reasonable delays in completion and recordation contemplated in Section 57001 of the Cortese-Knox-Hertzberg Reorganization Act;

WHEREAS, the Commission is therefore considering an amendment to Section 2 of LAFCO's December 14, 2005 Resolution Approving the Tonner Hills Annexation to the City of Brea to extend the period to record the Tonner Hills Annexation (the "Tonners Hills Annexation Extension"),

NOW, THEREFORE, the Local Agency Formation Commission of the County of Orange DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The Commission hereby finds that the potential environmental impacts of the Tonner Hills Annexation Extension have been adequately addressed under CEQA by County of Orange Final EIR No. 581 (SCH No. 2001031137), which analyzed the impacts of the Project and the Tonner Hills Annexation and which was previously certified on November 19, 2002. None of the conditions set forth in Public Resources Code section 21166 or State CEQA Guidelines section 15162 that would require preparation of a subsequent or supplemental EIR are met here; notably, the Tonner Hills Annexation and the Project have already been approved, and the Tonner Hills Annexation Extension would merely extend the period of time in which the Tonner Hills Annexation may be completed and recorded. The Tonner Hills Annexation Extension would not result in any new impacts not analyzed in the previously certified EIR for the Project. Alternatively, the Tonner Hills Annexation Extension is exempt from CEQA under the commonsense exemption set forth in State CEQA Guidelines section 15061, subdivision (b)(3) because there is no possibility that the Tonner Hills Annexation Extension may have

a significant effect on the environment, as it merely extends the period of time in which the already-approved Tonner Hills Annexation may be completed and recorded and does not authorize any new development or construction.

2. The Commission does hereby find that the COVID-19 emergency and its impacts on public services, as clearly documented in these local orders, significantly impaired this annexation's progress and constitute the unforeseen and legitimate impediments to timely recordation of the remaining unincorporated area of the Tonner Hills Annexation contemplated by LAFCO Resolution CA 03-12 in Section 57001.
3. Section 2 b) of Resolution CA 03-12 is hereby amended to read as follows:
“Upon recordation of all or any portion of the Tonner Hills Annexation area in a manner that the remaining unincorporated area might, if not recorded, be considered an unincorporated County ‘island’ as defined by Government Code section 56744, LAFCO will record the remaining unincorporated area upon the earlier of:
 1. September 29, 2022, or
 2. Notification to LAFCO that pursuant to the Joint Planning Process, Aera and the City have entered into a mutually agreeable amended pre-annexation agreement and development agreement providing for earlier recordation.”
(Tonner Hills Resolution, at p. 3, section 2 [condition (b)(1) – (2)]).”
4. The documents and materials that constitute the record of proceedings on which this Resolution and the above findings have been based are located at the offices of LAFCO. The custodian for these records is LAFCO, 2677 North Main Street, Suite 1050, Santa Ana, California 92705.

AYES:

NOES:

STATE OF CALIFORNIA)

) SS.

COUNTY OF ORANGE)

I, Douglass Davert, Chair of the Local Agency Formation Commission of Orange County, California, hereby certify that the above and foregoing resolution was duly and regularly adopted by said Commission at a regular meeting thereof, held on the 11th day of August, 2021.

IN WITNESS WHEREOF, I have hereunto set my hand this 11th day of August, 2021.

DOUGLASS DAVERT
Chair of the Orange County
Local Agency Formation Commission

By: _____
Douglass Davert



TONNER HILLS ANNEXATION

UNINCORPORATED AREA





BREA

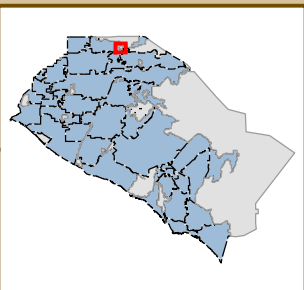
YORBA LINDA

PLACENTIA

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Legend

-  BREA
-  TONNER HILLS ANNEXATION
-  PLACENTIA
-  YORBA LINDA



**Tonner Hills Annexation Extension
(CA 03-12A)**

Vicinity Map

