

ORANGE COUNTY

July 14, 2021

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SPECIAL DISTRICT MEMBER

VICE CHAIR **DONALD P. WAGNER**

COUNTY MEMBER

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PUBLIC MEMBER

STAFF

CAROLYN EMERY
EXECUTIVE OFFICER

TO: Local Agency Formation Commission

FROM: Executive Officer

SUBJECT: Proposed Fiscal Year 2021-2022 Work Plan

BACKGROUND

Each year, the Commission adopts an annual work plan that establishes the agency projects and priorities to be completed during the fiscal year. The proposed 2021-2022 Work Plan aligns with the strategic focus areas of the Commission's current strategic plan. The Commission will consider updating the agency's strategic plan and establishing long-term objectives and goals at its next planning workshop scheduled for September 8, 2021.

The proposed Work Plan includes projects and activities for the new cycle beginning July 1, and may be updated accordingly and, if required, following the workshop. Additional details of the Work Plan are summarized in the next section of this report.

PROPOSED 2021-2022 WORK PLAN

The proposed 2021-2022 Work Plan (*Attachment 1*) includes key project opportunities that have been placed into one of five strategic areas outlined in the 2019 Strategic Plan (*Attachment 2*). An additional category, "Administrative Projects," is also included in the Work Plan.

Strategic Area One

Prioritize and process applications for changes of organization and reorganization, sphere of influence reviews, updates and municipal service reviews.

Every year, OC LAFCO has several legally mandated projects in its Work Plan. The 2021-2022 Work Plan includes seven active applications

involving the following changes of organization: four (4) city annexations and detachments; two (2) special district annexations; and one (1) request for activation of a latent power. Another highly anticipated application included within the proposed Work Plan involves the annexation of an area to the City of Brea, bringing the total number of projects for this focus area to eight. General descriptions and anticipated dates of consideration by the Commission for each of these projects are provided in the Work Plan. Under State law, the Commission is required to dedicate staff and financial resources to process these projects in accordance with statutory timelines. The standard timeline for processing the applications noted within the Work Plan range from six to eighteen months. This timeframe includes discussions that occur prior to actual filing of the application by the agency or landowner, and for some projects, the processing goes beyond this period due to the terms and conditions or other complexities involved in the application. Applications that are filed after the approval of the Work Plan are added and reviewed with the Executive Committee during quarterly meetings and included in a mid-year update to the Commission. Applications requiring significant staffing resources may require adjustments and impact the timelines to other strategic areas of the Work Plan.

Strategic Area Two

Complete fourth cycle of Sphere of Influence (SOI) Reviews and Updates and prepare Municipal Service Reviews (MSRs) that serve as repositories of information for affected agencies and communities.

The fourth cycle for the SOI/MSR Program is a multi-year effort that began in 2019 and includes a timeline for conducting SOI reviews and MSRs for 34 cities, 34 special districts and the unincorporated communities. As indicated in *Attachment 1A*, the Commission has established MSR regions to allow the agency to fulfill this state mandate through an efficient approach. Conducting regional studies also allows OC LAFCO to comprehensively review the delivery of municipal services of agencies who service boundaries overlap or are immediately adjacent.

While the fourth cycle for the agency SOIs and MSRs has been significantly impacted by filed applications and staff resources, the proposed Work Plan identifies the reviews and studies and other related program milestones to be completed during fiscal year 2021-2022. Additionally, the timeline for the SOI/MSR Program has been updated with anticipated dates for completion of this multi-year project. Completion of the SOI reviews and MSR studies will be accomplished through staff and consultants, and the program is expected to go beyond 2022.

Strategic Area Three

Provide leadership on effort to transition unincorporated areas of high interest for the County and adjacent cities through the OC LAFCO Unincorporated Areas Program.

For the past three work plan cycles, the Commission has experienced success in annexing the County unincorporated areas. Since establishing this effort as a key priority, the island inventory that began with over 70 unincorporated areas, currently includes 10 large areas (over 150 acres) and 14 small islands (150 acres and under) – *See Attachment 1B*. Excluding the unincorporated Canyon and south Orange County areas, the total of County unincorporated land remaining includes slightly more than 10,000 acres.

Over the past year, staff has engaged in discussions with the cities of Orange, Placentia and Stanton and provided fiscal and other data for areas located within these cities' respective spheres of influence. In the coming months, staff will partner with Placentia in hosting community workshops for island residents located within the City's one remaining island. The purpose of the workshops is to provide information on city services and the annexation process. For the cities of Orange and Stanton, annexation of their respective islands is currently in the exploratory stages, with the cities gathering data that includes costs to provide services and County residents' sentiments regarding becoming city residents. Potential annexation of islands surrounded or substantially surrounded by these cities includes eight small islands and three large unincorporated areas. At this time, both Orange and Stanton have expressed interest in the potential annexation of one small island within their respective spheres.

Recently, staff participated in a discussion with the City of Newport Beach regarding potential annexation of the Banning Ranch unincorporated area. Over many years, there have been discussions between the landowner and local and state agencies regarding future development and land use within the area. LAFCO would ultimately be responsible for reviewing any changes in the jurisdictional boundaries and proposed land use relative to municipal service delivery within the Banning Ranch unincorporated area.

Over the next fiscal cycle, staff will continue to work proactively with these cities on areas of high interest.

Strategic Area Four

Engage the South Orange County Unincorporated Communities (SOCUC) to assist with pathway to future governance.

Facilitating discussions and fostering relationships among the SOCUC remain a critical link to future governance in south county. In an effort to work with the SOCUC, staff is recommending reengaging the communities through a working group format focused on

the communities sharing and identifying social and economic communities of interests that may be used in future governance discussions. Over the past years, the Commission has proactively conducted numerous stakeholder efforts and prepared studies involving potential governance options. However, this effort would focus solely on building relationships amongst the unincorporated communities and facilitating discussions on joint areas of interests and opportunities.

As identified in the proposed work plan, staff would conduct the working group effort of the SOCUC and continue to meet quarterly with representatives of Rancho Mission Viejo to stay apprised of the six-phase residential and commercial development. An initial step in the SOCUC effort would be to reengage the communities of Coto de Caza, Ladera Ranch, Las Flores, Stonecliffe and Wagonwheel to explore if there is interest in participating in the working group.

Strategic Area Five

Develop a program that enhances communication with local agencies and communities.

With a significant part of the agency's Communication Plan achieved over the past year, the proposed work plan identifies key milestones for implementing the plan's tools and resources. Identified activities for this includes efforts that support enhanced communication between staff and the Commission and tools used to inform our local agencies and communities of OC LAFCO's resources and projects. The following six milestones have been identified to be accomplished during the next work plan cycle:

- ❖ Bi-annual visits with Orange County legislators to inform of OC LAFCO's projects and activities.
- Monthly "Hot Sheet" issued to Commissioners to keep informed of key news, events and upcoming projects.
- Quarterly financial report highlighting LAFCO's fiscal health and status distributed to Commissioners, local agencies and other interested parties.
- ❖ Bi-Annual "LAFCO News" highlighting mid-year and year-end projects and activities distributed to local agencies and other interested parties.
- Social Media Calendar of Events that includes posting of key agency events on media platforms (OC LAFCO Website, Twitter, and Facebook).
- Video FAQs Website Tool.

Administrative Projects

In addition to the five strategic areas, the proposed 2021-2022 Work Plan includes key administrative projects that are required by State law and Commission policy to support strong organizational effectiveness and internal efficiencies. The administrative projects include adoption of an annual budget, independent preparation of the agency's financial

statements, review and update of identified local policies and procedures, and launching the agency's new website that incorporates better functionality and compliance with federal and state requirements.

Additionally, the work plan identifies other administrative activities that include continued participation in CALAFCO committees and co-hosting of the 2022 CALAFCO Staff Workshop.

RECOMMENDED ACTION

Staff recommends that the Commission:

1. Adopt the 2021-2022 OC LAFCO Work Plan.

Respectfully submitted,

CAROLYN EMERY

Attachments:

- 1. Proposed 2021-2022 OC LAFCO Work Plan
 - A. MSR Program Timeline
 - B. Orange County Unincorporated Areas
- 2. OC LAFCO 2019 Strategic Plan

2021-2022 OC LAFCO WORK PLAN

Approved:		, 2021
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STRATEGIC AREA ONE

Prioritize and process applications for changes of organization and reorganization, sphere of influence reviews, updates and municipal service reviews.

Project	Status/Description	Project Complexity	Comments
Aera Property Annexation to the City of Brea	Status: Application Anticipated in July 2021. Proposed extension of recordation of the annexation to City of Brea.	Routine	Staff has participated in discussions with the landowner regarding the Aera Property annexation to the City of Brea. The landowner and City are currently working on a development agreement and other conditions.
Capistrano Bay Community Services District Activation of Latent Powers	Status: Application filed in May 2021. Proposed activation of a Latent Power for flood control protection services.	Routine	Staff has participated in pre- filing meeting with the District to activate latent power to plan, design, construct and operate flood control protection facilities. Application incomplete and pending requirements.
Newport Beach Harbor Patrol Services Municipal Service Review	Status: Application filed in December 2020. Municipal Service Review focused on the provision of harbor patrol services within the Newport Beach Harbor area.	Complex	Application filed by the City of Newport Beach to analyze service delivery options for harbor patrol services within Harbor tidelands. Anticipated to be considered by the Commission in Winter 2021.
Orange County Sanitation District Annexations	Status: Application filed in June 2021. Proposed annexation of properties located in the Cities of Anaheim, Villa Park and Yorba Linda.	Complex	Application incomplete and pending requirements. Anticipated to be considered by the Commission in Fall 2021.

STRATEGIC AREA ONE

Prioritize and process applications for changes of organization and reorganization, sphere of influence reviews, updates and municipal service reviews.

Project	Status/Description	Project Complexity	Comments
Pomeroy Property Detachment from the City of Tustin	Status: Application Filed in December 2020. Proposed detachment from the City to align jurisdictional boundaries of parcels proposed for development.	Routine	Application incomplete and pending requirements. Anticipated to be considered by the Commission in Summer 2021.
Santa Ana River Reorganization – Areas 1, 1A, 2, and 3	Status: Application Filed in January 2021. Proposed reorganization of recreational and open space areas located along the Santa Ana River involving boundaries of the cities of Anaheim and Orange.	Routine	Application incomplete and pending requirements. Anticipated to be considered by the Commission in Spring 2022.
Santa Ana River Reorganization – Area 2A	Status: Application Filed in June 2021. Proposed reorganization of small area adjacent to Angels Stadium involving the boundaries of cities of Anaheim and Orange.	Routine	Application incomplete and pending requirements. Anticipated to be considered by the Commission in Summer 2021.
Sphere of Influence Update/Annexation of the City of San Juan Capistrano Water and Wastewater Systems to the Santa Margarita Water District	Status: Application Filed in December 2020. Proposed sphere of influence update and annexation of the City's water and wastewater systems to the District.	Complex	Application incomplete and pending requirements. Anticipated date of consideration by the Commission is Summer 2021.

STRATEGIC AREA TWO

Complete fourth cycle of Sphere of Influence (SOI) Reviews and Updates and prepare Municipal Service Reviews (MSRs) that serve as repositories of information for affected agencies and communities.¹

Project	Description	Project Status	Project Milestone
4 th Cycle of Spheres of Influence and Municipal Service Reviews	Work Program for the 4th Cycle (2018-2022) of SOI reviews, updates and MSRs addressing Orange County's 34 cities and 34 special districts and other service providers.	Multi-year Project	Staff will complete the following work program components: 1. Prepare MSRs for the following regions and agencies:

 $^{^{\}rm 1}$ The 2018-2022 SOI/MSR Program is referenced as 1A, and MSR region timelines may be adjusted as needed by OC LAFCO staff.

STRATEGIC AREA THREE

Provide leadership on effort to transition unincorporated areas of high interest for the County and adjacent cities through the OC LAFCO Unincorporated Areas Program.

Project	Description	Project Status	Project Milestone
County Unincorporated Areas	Facilitate annexation process on unincorporated areas of high interest.	Multi-year Project	Work with the County and cities of Newport Beach, Orange, Placentia and Stanton on the annexation process and provide additional resources.

STRATEGIC AREA FOUR

Engage the South Orange County Unincorporated Communities (SOCUC) to assist with pathway to future governance.

Project	Description	Project Status	Project Milestone
South Orange County Future Governance	Engage and serve as resource to South Orange County unincorporated communities.	Ongoing	 Participate in quarterly meetings with Rancho Mission Viejo representatives to discuss development timeline and future governance. Facilitate joint discussions with the communities of Coto de Caza, Ladera Ranch, Las Flores, Stonecliffe, and Wagonwheel on social and economic communities of interests.

STRATEGIC AREA FIVE

Develop a program that enhances communication with local agencies and communities.

Project	Description	Project Status	Project Milestone
Outreach and External Relations	Continued Implementation of Communication Plan, Tools and Resources	Ongoing	Continued use of the following to enhance communication with Commissioners, agencies, and communities: 1. Bi-annual visits and distribution of media kits to OC legislators. 2. Monthly Commissioner Updates. 3. Quarterly Financial Reports. 4. Bi-Annual "LAFCO News" to Agencies/Interested Parties. 5. Social Media Calendar of Events (Twitter and Facebook). 6. Develop Video FAQs for website integration.

ADMINISTRATIVE PROJECTS

The following internal efficiencies support administrative and organizational effectiveness and proactive outreach to our funding agencies and the public. These projects also involve statutory requirements.

Project	Description	Status	Project Milestone
Annual Budget	Preparation of OC LAFCO annual budget for 2022-2023	Begin February 2022	State law requires the Commission to adopt proposed and final budgets at two public hearings.
Annual Audit	Preparation of annual audited financial statements and presentation of Auditor's report.	Begin August 2021	Commission policy requires the preparation of annual audited statements by an independent auditor.
Agency Website	Redesign of the Commission Website	Underway	Launch the redesigned website in Summer 2021.
OC LAFCO Policies and Procedures Update	Annual review of policies subject to changes in state and federal laws and requiring other updates.	Begin August 2021 and February 2022	Review and update, if necessary the following: 1. Personnel Policies and Procedures. 2. Administrative Policies and Procedures. 3. Legislative Policy and Guidelines.
CALAFCO	Continue membership with CALAFCO, attend staff workshops and conferences, and participate in CALAFCO's Legislative Committee. Continue to attend and participate in quarterly meetings of LAFCOs from the Southern Region of CALAFCO.	Ongoing	Participation in the following: 1. CALAFCO Legislative Committee. 2. Co-host the 2022 CALAFCO Staff Workshop. 3. Southern Region Quarterly Meetings.

	ORANGE LAFCO		
	4 TH Cycle Sphere of Influence and Municipal S	ervice Review Pro	ogram
	YEAR 2021-22		
MSR Region	Areas of Interest	Cities	Special Districts
Southwest	 Public Works Water Agency collaboration on urban water run-off and water treatment. Collaboration between water districts and cities. Impacts of water conservation. Water reliability. Possible opportunities for consolidation of districts. 	Aliso Viejo Dana Point Laguna Beach Laguna Hills Laguna Niguel Laguna Woods	Capistrano Bay CSD Emerald Bay CSD EI Toro WD Laguna Beach County WD Moulton Niguel WD South Coast WD Three Arch Bay CSD South Orange County Wastewater Authority(JPA)
West	 Public Safety (Police and Fire) 1. Utilization of shared service models to decrease costs of services and maximize delivery efficiency. 2. Shared services database for areas that include: detectives, SWAT, traffic enforcement. 3. Fiscal sustainability. 4. Political pressures. 5. Internal and external demands to maintain level of services with increasing costs. 6. Maintaining related pension costs. 7. Providing the most efficient and cost-effective services to residents. Parks and Recreation Fiscal sustainability of maintenance of facilities and programs with scarce resources. Public Works 1. Achieving economies of scale. 2. Shared services database that includes: operational and staffing costs; population growth impacts on infrastructure and land use. 	Cypress Buena Park Garden Grove Fountain Valley La Palma Stanton Westminster	Buena Park LD Cypress Rec. & Park District Garden Grove SD Midway SD
County Service Area Nos. 13, 22, and 26	 Overlap in service boundary for some CSAs with cities and duplication of services. Potential for change of organization or reorganization with adjacent city. 		ntywide Districts
Orange County Cemetery District	 Infrastructure: Land acquisition to accommodate growth after 2030. Public Works: Planning, development, utility services and access issues related to new cemetery location. 	Cou	ntywide District

	ORANGE LAFCO 4 TH Cycle Sphere of Influence and Municipal Ser	rvice Review Pro	gram		
	YEAR 2022-23				
MSR Region	Areas of Interest	Cities	Special Districts		
Central	 Police Public Works 1. Affordable housing. 2. Lack of alignment regarding Infrastructure limitations and legislative mandates on affordable and regular housing. 3. Population growth demands on existing infrastructure. Accessory dwellings' impact on service delivery. 	Anaheim Irvine Orange Santa Ana Tustin Villa Park	East Orange County WD Irvine Ranch WD Serrano WD Silverado-Modjeska Parks & Rec. District		
Southeast	 Public Works Location and condition of public infrastructure. Police Fiscal sustainability of increasing costs of contracts with County Sheriff. Impacts of and ability to maintain related pension costs. Water Water quality involving low flow run-off issues. Assistance for agencies from treatment agencies on flow diversion and low flow funding mechanisms. Water rate structures and conservation. 	Lake Forest Mission Viejo Rancho Santa Margarita San Clemente San Juan Capistrano	El Toro WD Irvine Ranch WD Moulton Niguel WD Santa Margarita WD Trabuco Canyon WD South Orange County Wastewater Authority(JPA)		
Orange County Vector Control District	 Public Works: mosquito breeding and conveyance systems. Parks and Recreation: mosquito breeding and lack of grounds maintenance. 	Сог	ıntywide District		
Orange County Water District	 Water: recycled water efforts, addressing the drought and water conservation. Use of MSRs as tool/resource to update on services provided by the district. 	Сог	ıntywide District		

	ORANGE LAFCO		
	4 TH Cycle Sphere of Influence and Municipal Ser	vice Review Prog	gram
MOD	YEAR 2023-24	0'0'	O and all Districts
MSR Region	Areas of Interest	Cities	Special Districts
North	 Fire and Emergency Response Integration of fire and water services for more effective response during emergency and disaster events. Consolidation of internal services (i.e. procurement, HR, training). Regionalization of service delivery involving medical calls and reduction in costs. Maintaining of adequate fire suppression. Police Consolidation of specialty services that may include: CSI, dispatch, commercial and traffic enforcement. External issues involving consolidation of departments. Shared Services Maximizing of funding opportunities supported by County for unincorporated islands. Shared service models to increase funding for additional services that may include: IT, purchasing, training, HR, class comps. Development of shared services system for areas such as: landscape and fleet maintenance. 	Brea Fullerton La Habra Placentia Yorba Linda	Placentia LD Yorba Linda WD
Coastal	 Public Works 1. Public outreach for better understanding of the financing of infrastructure. 2. Correlation of level and cost of services. 3. Economies of scale and potential shared services system for areas such as: fleet, tree trimming, and purchasing. Solid Waste 1. Impacts of having fewer haulers on competitive bidding and rates. Parks and Recreation Police 1. Impediments involving consolidation of agencies Shared services database that includes: operational and staffing costs; population growth impacts on infrastructure and land use. 	Costa Mesa Huntington Beach Los Alamitos Newport Beach Seal Beach	Costa Mesa SD Irvine Ranch WD Mesa WD Rossmoor CSD Rossmoor/Los Alamitos SD Sunset Beach SD Surfside Colony CSD Surfside Colony SWSD

ORANGE COUNTY UNINCOPORATED AREAS

(Updated July 2021)

ISLAND	CITY	ACREAGE
ISLAND	SPHERE OF INFLUENCE	ACKLAGE
	OF TIERE OF THE ESCHOL	
Southwest Anaheim	Anaheim	494.90
Andora/Fairhope	Buena Park	39.0
Santa Ana Country Club/South		
Mesa	Costa Mesa	194.88
North Island	Fountain Valley	20.87
Bolsa Chica	Huntington Beach	1,483.56
Rossmoor	Los Alamitos	988.36
Banning Ranch	Newport Beach	465.15
El Modena	Orange	102.60
Lincoln/Glassell	Orange	102.46
North El Modena	Orange	31.60
North Tustin (portion)	Orange	396.89
Olive Heights	Orange	32.80
Orange Park Acres	Orange	394.02
Santiago Creek	Orange	187.20
Hamer	Placentia	76.00
Dale/Augusta	Stanton	98.78
Katella/Rustic	Stanton	10.57
Mac/Syracuse	Stanton	27.28
North Tustin (portion)	Tustin	4,211.36
Beach/McFadden	Westminster	40.77
Bolsa/Midway	Westminster	296.85
Bolsa/Pacific	Westminster	21.14
McFadden/Monroe	Westminster	32.84
Country Club	Yorba Linda	221.60
Fairlynn	Yorba Linda	146.61
TOTAL UNINCORPORATED AREAS:		TOTAL ACRES: Small islands - 783.32
Small - 14		acres
Large - 10 *		Large unincorporated areas - 9,334.77 acres
* North Tustin unincorporated area located in Tustin and Orange SOIs but is a single continguous area.		



2019 STRATEGIC PLAN

REGULAR MEMBERS

CHAIR

CHERYL BROTHERS

City Member

VICE CHAIR

DOUGLASS DAVERT

Special District Member

IMMEDIATE PAST CHAIR **DEREK J. MCGREGOR**

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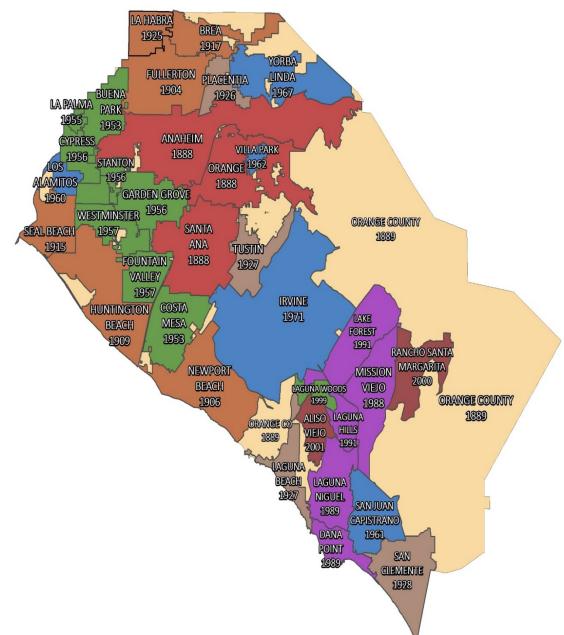
MICHELLE STEEL

County Member

STAFF

CAROLYN EMERY

Executive Officer



OC LAFCO Mission

"LAFCO serves the citizens of Orange County by facilitating constructive changes in governmental structure and boundaries through special studies, programs, and actions that resolve intergovernmental issues, by fostering orderly development and governance, and by promoting the efficient delivery of services. LAFCO also serves as a resource for local governments and citizens by providing a structure for sharing information among stakeholders in Orange County."



2019-2020 Commission Strategies and Priorities¹

Vital strategic focus areas and OC LAFCO priorities for July 2019 through December 2020.

Strategic Area One

Prioritize and process applications for changes of organization and reorganization, sphere of influence reviews, updates and municipal service reviews.

Priority:

1. Process applications filed with the Commission for a change of organization or reorganization, SOI review or update, or preparation of an MSR. The processing of these applications takes precedence over non-application projects.

Strategic Area Two

Complete fourth cycle of Sphere of Influence (SOI) Reviews and Updates and prepare Municipal Service Reviews (MSRs) that serve as repositories of information for affected agencies and communities.

Priorities:

- 1. Prepare agency SOIs and MSRs for the six MSR regions (Southeast, Southwest, Central, West, North and Coastal) and Orange County's eight regional service providers (County Service Areas, 13, 22, and 26, Municipal Water District of Orange County, Orange County Cemetery District, Orange County Sanitation District, Orange County Mosquito and Vector Control District, and Orange County Water District) by Year 2022.
- 2. Identify shared services opportunities in MSRs and assist local agencies on these efforts through discussions with executive staff members.
- 3. Identify and highlight opportunities in MSRs that support the efficiency and sustainability of affected agencies.

¹ With the exception of **Strategic Area One**, the Commission's strategic areas and priorities are not arranged in order of importance or priority. Anticipated dates of completion for related projects are outlined in the Commission's FY 2019-2020 Work Plan.

ATTACHMENT 2

2019 OC LAFCO Strategic Plan

As adopted by the Commission on April 10, 2019



- 4. Publish successful efforts of shared services agreements and partnerships as a resource to local agencies.
- 5. Provide interim reports to the Commission for discussion of MSRs that may involve significant issues.
- 6. Develop criteria for analyzing services and preparing an MSR through a streamlined process.

Strategic Area Three

Provide leadership on effort to transition unincorporated areas of high interest for the County and adjacent cities through the OC LAFCO Unincorporated Areas Program.

Priority:

1. Identify unincorporated areas of high interest for annexation through collaboration and discussions with the County and cities containing unincorporated areas within their respective spheres.

Strategic Area Four

Engage the South Orange County Unincorporated Communities (SOCUC) to assist with pathway to future governance.

Priority:

1. Conduct focused effort involving SOCUC and affected agencies on future governance in the region.

Strategic Area Five

Develop a program that enhances communication with local agencies and communities.

Priority:

- 1. Enhance existing vehicles and create new ones that promote communication with local agencies and key audiences.
- 2. Develop general talking points for Commissioners on the agency's current strategies and priorities.