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January 12, 2022

TO: Local Agency Formation Commission
of Orange County

FROM: Executive Officer

SUBJECT: OC LAFCO Fiscal Year 2021-2022 Work Plan Mid-Year
Update

BACKGROUND

On July 14, 2021, the Commission approved the Fiscal Year 2021-2022 OC LAFCO Work Plan (**Attachment 1**). The Work Plan identifies major projects and activities for the current fiscal year that align with the five strategic focus areas outlined in the agency's 2019 Strategic Plan. Additionally, in part to its September 8 Strategic Planning Workshop, the Commission updated the Strategic Plan and identified six-month strategic objectives. Where appropriate, these objectives have been incorporated into the current focus areas.

This report is a mid-year update on the accomplishments and progress of the Work Plan's key areas and staff activities. The focus areas include: (1) Project Applications; (2) the Fourth Cycle – Sphere of Influence (SOI) Reviews and Updates & Municipal Service Reviews (MSRs); (3) the OC LAFCO Unincorporated Areas Program; (4) South Orange County Future Governance, and (5) Outreach and External Relations.

The Commission's Executive Committee (Chair Davert, Vice Chair Wagner, and Immediate Past Chair McGregor) meets periodically with the Executive Officer to discuss the progress and potential adjustments to the approved Work Plan. The Committee met on November 19 to discuss activities occurring through the second quarter and recent adjustments to the Work Plan. The Committee will meet next in February to discuss current activities and the draft FY 2022-2023 agency budget to be presented to the full Commission in April.

DISCUSSION

Project Applications

In accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH Act”), OC LAFCO is required to efficiently process applications for changes of organization or reorganization. Because of statutory timelines, filed applications take precedence over other agency activities and projects. The FY 2020-2021 Work Plan adopted on July 14 included eight applications involving city/district annexations, detachment and reorganizations, activation of latent powers, and a focused MSR. Since the adoption of the Work Plan, the application for preparing the focused MSR was withdrawn by the respective agency, three proposals were approved by the Commission, and four applications have been deemed incomplete, pending application requirements. It is anticipated that three additional annexation, reorganization and activation of latent powers applications will be filed during the second half of this fiscal cycle.

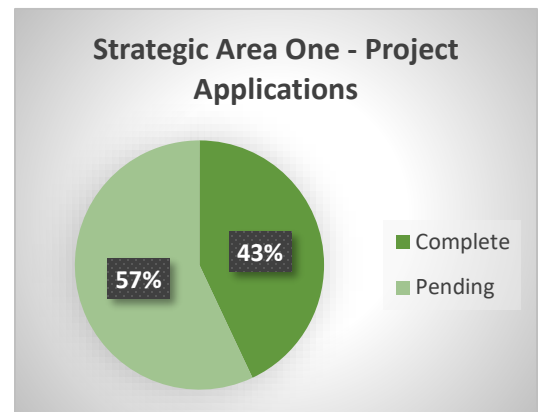
Below are additional details for the mid-year status of the projects for this strategic focus area. Additional details for each of the projects are also provided in **Attachment 1**.

Completed Applications

- ✓ Aera Unincorporated Area Annexation to the City of Brea
- ✓ Santa Ana River Reorganization – Area 2A
- ✓ Santa Margarita Water District Annexation of the San Juan Capistrano Water and Wastewater Utilities

Pending Applications

- Capistrano Bay Community Services District Activation of Latent Powers
- Orange County Sanitation District Annexations (Anaheim, Villa Park, Yorba Linda)
- Pomeroy Property Detachment from City of Tustin
- Santa Ana River Reorganization (Areas 1, 1A, 2 and 3)



Fourth Cycle – Sphere of Influence (SOI) Reviews and Updates & Municipal Service Reviews (MSRs)

The FY 2021-2022 Work Plan identifies the following activities to support completion of this legislative mandate and strategic focus area: 1) Preparation of four MSRs and SOI Reviews/Updates, and 2) Integration of the Municipal Services Dashboard and Fiscal Indicators web-based programs into the agency website. Additionally, strategic objectives for this focus area were added to the work plan during the September 8 Strategic Planning Workshop. The

following table highlights the status for each of the MSR/SOI projects and the objectives to be completed during the current work plan cycle.

Strategic Focus Area Two – MSRs and SOIs		
MSR/SOI	Status	Anticipated Completion
CSAs 16, 22, and 26	Underway	June 2022
OC Cemetery District	Underway	June 2022
Southwest Cities: Aliso Viejo Dana Point Laguna Beach Laguna Hills Laguna Niguel Laguna Woods Special Districts: Capistrano Bay CSD Emerald Bay CSD El Toro WD Laguna Beach County WD Moulton Niguel WD South Coast WD Three Arch Bay CSD SOCWA (JPA)	RFP published for MSR/SOI preparation.	TBD
West Cities: Cypress Buena Park Garden Grove Fountain Valley La Palma Stanton Westminster Special Districts: Buena Park LD Cypress Rec. & Park District Garden Grove SD Midway SD	RFP published for MSR/SOI preparation.	TBD
Strategic Objective	Status	Anticipated Completion
Distribute MSR survey to other LAFCOs	Underway	Feb 2022
Develop and present MSR template	Not started	June 2022

OC LAFCO Unincorporated Areas Program

There are 26 unincorporated areas remaining in Orange County. Over the past year, staff has participated in preliminary discussions with the cities of Anaheim, Fountain Valley, Newport Beach, and Orange on the potential annexation of small islands within their respective spheres of influence. Additionally, staff has provided fiscal and other demographic data for these areas to the cities. Apart from Newport Beach, the discussions are ongoing, and staff will continue to work with the cities interested in moving forward.

Another area of high interest is the Hamer Island located within the City of Placentia's sphere of influence. During the first part of the fiscal cycle, staff participated in community workshops hosted by the City to inform residents of the annexation process and support the City in its exploration to annex the island. During the second part of the current work plan, staff will continue to work with the City and County staff on this effort.

For your reference, the following is a summary of the demographics for each of the unincorporated areas discussed above.

<i>Table 1: FY 2020-2021 Unincorporated Areas of Interest</i>		
AREA	CITY SPHERE	ACREAGE/POPULATION
Southwest Anaheim	Anaheim	494 acres 9,829 residents
North Island	Fountain Valley	21 acres 912 residents
El Modena	Orange	103 acres 3,144 residents
Lincoln/Glassell	Orange	103 acres 9 residents
North El Modena	Orange	32 acres 515 residents
Olive Heights	Orange	33 acres 407 residents
Santiago Creek	Orange	187 acres No residents
Hamer	Placentia	76 acres 1,045 residents

South Orange County Governance

The agency's current workplan includes the following objectives for the South Orange County Governance strategic focus area:

- Participate in quarterly meetings with Rancho Mission Viejo representatives to discuss development timeline and future governance.
- Prepare a document that outlines processes for potential governance options for the unincorporated communities.
- Present the governance options document to communities upon request.

Over the past six months, staff has participated in two quarterly meetings with representatives of Rancho Mission Viejo (RMV). During those meetings, staff was informed that approximately 4,000 homes within the development have been built within Planning Areas 1 and 2, and development within Planning Area 3 is underway. The remaining planning areas are expected to be developed through 2033 and will be home to approximately 38,000 Orange County residents.

During the September 8 Strategic Planning Workshop, the Commission discussed potential resources OC LAFCO could provide to the South Orange County unincorporated communities. During the discussion and subsequently in part to approval of the Strategic Plan, the Commission directed staff to prepare a document that would outline potential governance options and their respective processes. The document is intended as an informational resource for the unincorporated communities interested in exploring or studying governance options that are within OC LAFCO's purview. Preparation of this document is currently underway and is expected to be completed by mid-January. Once completed, staff will coordinate the distribution of this information to the communities and respective local agencies, as well as coordinate presentations of the information to interested groups or agencies.

COMMUNITY	ACREAGE/POPULATION
Coto de Caza	4,928 acres 11,888 residents
Ladera Ranch	2,368 acres 22,980 residents
Las Flores	1,280 acres 5,971 residents
Stonecliffe	64 acres 515 residents
Wagonwheel	219 acres

Outreach and External Relations

Over the past six months, several key tasks and activities have been completed to enhance the agency's internal and external communications resources. The following are brief highlights of those areas:

- Bi-annual visits (*upon request*) and distribution of media kits to OC Legislators.
- Monthly updates to Commissioners.
- Quarterly Financial Reports (*issued in October and January*)
- Social Media Calendar of Events (*monthly updates to Twitter/Facebook engines*)

During the second part of the current work plan cycle, the remaining deliverables of the agency's Communication Plan will be completed. Those anticipated accomplishments include the

publishing of the agency's bi-annual news and development of video FAQs for integration with the agency's new website. The final deliverables will conclude a successful two-year effort of the Commission to improve its communications tools and resources.

Administrative Projects

The OC LAFCO FY 2020-2021 Work Plan includes five administrative projects to support the Commission's efficient and cost-effective operational and management practices. Below is an update and the status of each of these projects and an additional accomplishment of the Commission. Additional details on these projects are also included in **Attachment 1**.

Completed Projects

(1) Strategic Plan

Adoption of 2021 Strategic Plan, including an updated mission statement, goals, and objectives.

(2) Annual Audit

Preparation of the Commission's annual audited financial statements for FY 2020-2021 with no material (significant) issues noted.

(3) Agency Website

Completed the redesign of the agency's website that supports improved navigational, maps, visual and other features and implemented Google Analytics.

(4) OC LAFCO Policies and Procedures Update

Updated the Commission's Accounting and Financial Policies and the following are scheduled for review in early 2022:

- Legislative Policy and Guidelines
- Personnel Policies and Procedures
- Policy for Inspection and Copying of Public Records
- Records Retention and Destruction Policy

(5) CALAFCO

Commissioners and staff continued participation with the following CALAFCO activities during the first part of this fiscal year:

- Legislative and Advisory Committees (*staff*)
- Southern Region Roundtables/Caucuses (*commissioners/staff*)
- 2022 Staff Workshop Program Committee (*staff*)
- CALAFCO Webinars (*commissioners/staff*)

Additionally, Commissioners and staff continued participation in bi-annual meetings involving the southern region LAFCOs (Imperial, Los Angeles, Orange, Riverside, San Bernardino, and San Diego) to discuss and collaborate on regional and local issues.

After being delayed twice, the CALAFCO Staff Workshop is set to take place in Newport Beach on March 23-25. As a co-host, the OC LAFCO staff will team up with Imperial LAFCO's staff to assist in the conference planning. This includes the coordination of the mobile workshop, which will highlight many of our coastal agencies and participation on the program committee responsible for developing and organizing engaging sessions. While the conference was unavoidably postponed from 2020, staff remains excited to have the workshop happening in Orange County.

RECOMMENDED ACTION

During the first half of the current fiscal cycle, the Commission completed several significant milestones within each of the agency's five Strategic Focus Areas. The remaining six months are expected to involve the processing and consideration of annexation, detachment, and activation of latent powers applications, completion of SOI, MSR and South County Governance reports, and continued facilitation of discussions on unincorporated island annexations. The next update on the agency's work plan will be a year-end report at the July 13 regular meeting.

Staff recommends that the Commission:

1. Receive and file the FY 2020-2021 Work Plan Mid-Year Update.

Respectfully submitted,



CAROLYN EMERY

Attachment 1: *OC LAFCO Work Plan (Upd. December 2021)*

**2021-2022 OC LAFCO
WORK PLAN**

ATTACHMENT 1

(Approved: July 14, 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
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.	Complex	Plan for Service requirements currently pending from the District. Anticipated date of consideration by the Commission is currently unknown.
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 early 2022.
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 early 2022.
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.

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
Santa Ana River Reorganization – Area 2A	Status: Complete Proposed reorganization of small area adjacent to Angels Stadium involving the boundaries of cities of Anaheim and Orange.	Routine	Approved by the Commission on October 13, 2021.
Sphere of Influence Update/Annexation of the City of San Juan Capistrano Water and Wastewater Systems to the Santa Margarita Water District	Status: Complete Proposed sphere of influence update and annexation of the City's water and wastewater systems to the District.	Complex	Approved by the Commission on August 19, 2021.
Tonner Hills Annexation Extension	Status: Complete Proposed extension of recordation of the annexation to City of Brea.	Routine	Approved by the Commission on August 19, 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
4th 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:
		Underway	<ol style="list-style-type: none"> 1. Prepare MSRs for the following regions and agencies: <ol style="list-style-type: none"> a. CSA 13, 22, and 26 b. Orange County Cemetery District c. Southwest d. West 2. Integrate MSR Dashboard, Shared Services and Fiscal Indicators Web Based program into agency website.

¹ The 2018-2022 SOI/MSR Program is referenced as Exhibit 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.²

Project	Description	Project Status	Project Milestone
County Unincorporated Areas	Facilitate annexation process on unincorporated areas of high interest.	Multi-year Project	Work with County and cities of Fountain Valley, Orange, Placentia and Stanton on the annexation process and 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	<ul style="list-style-type: none"> Participate in quarterly meetings with Rancho Mission Viejo representatives to discuss development timeline and future governance. Prepare document that outlines processes for potential governance options for the South Orange County unincorporated communities. Present the governance options document to the communities upon request.

² The current inventory of the Orange County Unincorporated Areas is referenced as Exhibit 1B.

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	<p>Continued use of the following to enhance communication with Commissioners, agencies, and communities:</p> <ol style="list-style-type: none"> 1. Bi-annual visits and distribution of media kits to OC legislators. 2. Monthly Commissioner Updates. 3. Quarterly Financial Reports. 4. Bi-Annual publishing of "The Pulse" 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.	Complete	Annual audited statements presented to the Commission on November 10, 2021 by Davis Farr.
Agency Website	Redesign of the Commission Website	Complete	Agency website launched on October 15, 2021
OC LAFCO Policies and Procedures Update	Annual review of policies subject to changes in state and federal laws and requiring other updates.	Complete February 2022 February 2022	Review and update, if necessary, the following: 1. Accounting & Financial Policies 2. Administrative and Personnel 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 Service Review Program YEAR 2021-22			
MSR Region	Areas of Interest	Cities	Special Districts
Southwest	<ul style="list-style-type: none"> ■ Public Works ■ Water <ol style="list-style-type: none"> 1. Agency collaboration on urban water run-off and water treatment. 2. Collaboration between water districts and cities. 3. Impacts of water conservation. 4. 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 El Toro WD Laguna Beach County WD Moulton Niguel WD South Coast WD Three Arch Bay CSD South Orange County Wastewater Authority(JPA)
West	<ul style="list-style-type: none"> ■ Public Safety (Police and Fire) <ol style="list-style-type: none"> 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 <ol style="list-style-type: none"> 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	<ul style="list-style-type: none"> ■ Overlap in service boundary for some CSAs with cities and duplication of services. ■ Potential for change of organization or reorganization with adjacent city. 		Countywide Districts
Orange County Cemetery District	<ul style="list-style-type: none"> ■ Infrastructure: Land acquisition to accommodate growth after 2030. ■ Public Works: Planning, development, utility services and access issues related to new cemetery location. 		Countywide District

ORANGE LAFCO
4TH Cycle Sphere of Influence and Municipal Service Review Program

YEAR 2022-23

MSR Region	Areas of Interest	Cities	Special Districts
Central	<ul style="list-style-type: none"> ■ Police ■ Public Works <ol style="list-style-type: none"> 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	<ul style="list-style-type: none"> ■ Public Works <ol style="list-style-type: none"> 1. Location and condition of public infrastructure. ■ Police <ol style="list-style-type: none"> 1. Fiscal sustainability of increasing costs of contracts with County Sheriff. 2. Impacts of and ability to maintain related pension costs. ■ Water <ol style="list-style-type: none"> 1. Water quality involving low flow run-off issues. 2. Assistance for agencies from treatment agencies on flow diversion and low flow funding mechanisms. 3. 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	<ul style="list-style-type: none"> ■ Public Works: mosquito breeding and conveyance systems. ■ Parks and Recreation: mosquito breeding and lack of grounds maintenance. 		Countywide District
Orange County Water District	<ul style="list-style-type: none"> ■ Water: recycled water efforts, addressing the drought and water conservation. ■ Use of MSRs as tool/resource to update on services provided by the district. 		Countywide District

ORANGE LAFCO
4TH Cycle Sphere of Influence and Municipal Service Review Program

YEAR 2023-24

MSR Region	Areas of Interest	Cities	Special Districts
North	<ul style="list-style-type: none"> ■ Fire and Emergency Response <ol style="list-style-type: none"> 1. Integration of fire and water services for more effective response during emergency and disaster events. 2. Consolidation of internal services (i.e. procurement, HR, training). 3. Regionalization of service delivery involving medical calls and reduction in costs. 4. Maintaining of adequate fire suppression. ■ Police <ol style="list-style-type: none"> 1. Consolidation of specialty services that may include: CSI, dispatch, commercial and traffic enforcement. 2. External issues involving consolidation of departments. ■ Shared Services <ol style="list-style-type: none"> 1. Maximizing of funding opportunities supported by County for unincorporated islands. 2. 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	<ul style="list-style-type: none"> ■ Public Works <ol style="list-style-type: none"> 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 <ol style="list-style-type: none"> 1. Impacts of having fewer haulers on competitive bidding and rates. ■ Parks and Recreation ■ Police <ol style="list-style-type: none"> 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 UNINCORPORATED AREAS

(Updated July 2021)

ISLAND	CITY SPHERE OF INFLUENCE	ACREAGE
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 - 14		Small islands - 783.32 acres
Large - 10*		Large unincorporated areas - 9,334.77 acres
<p>* North Tustin unincorporated area located in Tustin and Orange SOIs but is a single contiguous area.</p>		