

Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533 (707) 439-3897 • FAX: (707) 438-1788

Staff Report

DATE: February 11, 2019

TO: Local Agency Formation Commission

FROM: Rich Seithel

SUBJECT: FY 2018/19 MID-YEAR WORK PLAN UPDATE

RECOMMENDATION:

RECEIVE the FY 2018/19 Mid-Year Work Plan Update.

BACKGROUND:

In conjunction with the FY 2018/19 Budget, the Commission sets out a work plan. The Commission adopted the FY 2018/19 Work Plan at the June 11, 2018 meeting (Attachment #1). The Commission noted, and staff concurred, that the FY 2018/19 Work Plan was robust and ambitious.

The Work Plan schedule was developed based on identified projects and their status. This schedule has become even more compressed. Projects that were scheduled to progress at earlier stages were stalled and applications are being submitted incomplete, therefore, causing projects to queue-up.

Attached is a Work Plan Update (Attachment #2) on the projects and tasks identified in the FY 2018/19 Work Plan.

<u>Commissioners</u> Harry Price, Chair • Jim Spering, Vice-Chair • Ron Rowlett • Nancy Shopay • John Vasquez <u>Alternate Commissioners</u> Ron Kott • Shawn Smith • Skip Thomson <u>Staff</u>

Rich Seithel, Executive Officer • Michelle McIntyre, Sr. Analyst • P. Scott Browne, Legal Counsel

Agenda Item 7A



Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533 (707) 439-3897 • FAX: (707) 438-1788

Staff Report

DATE: June 11, 2018

TO: Local Agency Formation Commission

FROM: Rich Seithel

SUBJECT: FY 2018/19 WORK PLAN

RECOMMENDATION:

RECEIVE the structural outline of FY 2018/19 Work Plan.

BACKGROUND:

In conjunction with the FY 2018/19 Budget, the Commission sets out a work plan. Work plans provide perspective for day-to-day tasks, putting them in context relative to the organization's objectives during the plan's specific time frame. The Solano LAFCO FY 2018/19 Work Plan ("Work Plan") (Attachment #1), as presented to the Commission at the April 9 meeting, is intended to address foundational objectives and to identify and encourage aspirational goals (Attachment #2).

During the April 9 meeting, staff suggested, and the Commission concurred, that the proposed FY 2018/19 Work Plan is robust and ambitious. Citing staff time considerations, the Commission requested staff prepare a structural outline for the proposed work plan tasks.

As requested, *Table 1: FY 18/19 Work Plan by Task/Subtask* outlines the various tasks, related subtasks, target start/end dates, estimated hours, and priority levels.

<u>Commissioners</u> Harry Price, Chair • Jim Spering, Vice-Chair • Pete Sanchez • Nancy Shopay • John Vasquez <u>Alternate Commissioners</u> Len Augustine • Shawn Smith • Skip Thomson <u>Staff</u>

Rich Seithel, Executive Officer • Michelle McIntyre, Analyst • P. Scott Browne, Legal Counsel

Table #1: FY 18/19 Workplan by Task/Subtask

Task/				Estimated		2018 2019										—	
Subtask	Task Name	Start Date End Date	Hours	Priority	Julv	Aug	Sept	_	Nov	Dec	Jan	Feb	Mar		May	June	
				nouro		cary	, ag	Copr	001		200	v an		mu	1	may	Jane
1	Pacific Flyway	5/15/2018	10/15/2018	340	High												
1.1	MSR	5/15/2018	8/13/2018	40													
1.2	SOI	7/2/2018	10/15/2018	120											İ		
1.3	Reorg	7/2/2018	10/15/2018	180											İ		
									i			i			i		
2	Logistics 355	9/17/2018	2/25/2019	400	High										į		
															l		
3	Farm at Alamo Creek	11/1/2018	2/28/2019	200	High										i		
3.1	Reorg	11/1/2018	2/28/2019	100					I						i		
3.2	SID Detachment	6/29/2019	12/30/2019	100											İ		
												l			İ		
4	Brighton Landing 4	9/3/2018	10/15/2018	75	High										l		
4.1	SID Detachment	9/3/2018	10/15/2018	75								İ			İ		
															l		
5	Farmstead/Vacaville	5/7/2018	12/10/2018	275	High												
5.1	Reorganization	5/7/2018	12/10/2018	100											İ		
5.2	Vacaville SOI	5/7/2018	12/10/2018	175													
															İ		
6	Fruitvale/Vacaville	4/2/2018	12/24/2018	120	High												
6.1	Community Outreach	8/13/2018	12/24/2018	40											İ		
6.2	Reorganization	4/2/2018	12/10/2018	80											İ		
															İ		
7	Dixon SOI	3/1/2019	8/12/2019	100	Medium										l		
7.1	City/County Meeting	3/1/2019	4/2/2019	8													
7.2	MSR	4/8/2019	6/10/2019	70													
7.3	SOI Study	4/8/2019	12/15/2019	22								İ			l l		
												İ			İ		
8	NB Water TP Area	7/16/2018	11/12/2018	60	High							i i			i		
8.1	SID Detachment	7/16/2018	11/12/2018	60											İ		
												l			İ		
9	RD 2034	6/25/2018	12/10/2018	205	High										i		
9.1	MSR	6/25/2018	10/15/2018	75											İ		
9.2	SOI	6/24/2018	10/15/2018	50											l		
9.3	Reorganization	10/15/2018	12/10/2018	80											i		
									i			i			i		
10	Island Annexations	7/2/2018	6/28/2019	60	Medium												
10.1	Descriptions	7/2/2018	1/15/2019	20					l l			i			i		
10.2	City Meetings	7/2/2018	2/15/2019	40													
11	Road Agreements	10/1/2018	9/11/2019	100	Medium							i			i		
11.1	City/County Outreach	10/1/2018	6/28/2019	40											i		
11.2	Draft Policy	4/15/2019	6/28/2019	40					Ĺ			İ					
11.3	Policy Committee	5/6/2019	6/5/2019	20					Ĺ			<u> </u>			Ĺ		
												<u> </u>			Ĺ		
12	Fire Services	7/1/2018	7/1/2019	300	High												
12.1	Outreach	7/1/2018	7/1/2019	150													
12.2	Statistical Analysis	7/1/2018	1/15/2019	75											<u> </u>		
12.3	Organization Analysis	7/1/2018	2/15/2019	40													
12.4	Alternatives Identification	9/15/2018	4/15/2019	15													
12.5	Committee	10/15/2018	6/15/2019	20													

Blue = Task ;

Green = Subtask

(Table 1 Continues to Next Page)

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Table #1:	FY 18/19	Workplan	by Task/Subtask
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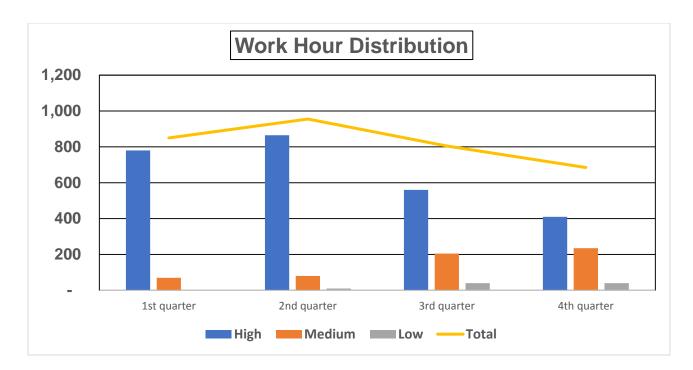
Task/	Task Name		End Date	Estimated	Dui suit s			201	8			2019					
Subtask	Task Name	Task Name Start Date End Date Hours Priori	Priority	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June		
															!		
13	Website	4/9/2018	3/11/2019	40	High												
															<u> </u>		
14	Policies/Standards	9/3/2018	9/29/2019	210	Medium												
14.1	Review	9/3/2018	12/17/2018	60													
14.2	Policy Committee	1/21/2019	2/20/2019	70											!		
14.3	Revisions	3/25/2019	6/28/2019	80								<u> </u>			!		
															!		
15	Job Description	7/1/2018	8/25/2018	40	Medium												
															!		
16	Records Retention	1/22/2019	6/28/2019	40	Low												
16.1	Destruction Scanning	1/22/2019	6/28/2019	40					-								
															!		
17	SOIs	1 <i>/7/</i> 2019	6/10/2019	120	High												
17.1	SID	1/7/2019	6/10/2019	80											!		
17.2	SCWA	1/7/2019	4/15/2019	40													
18	Joint Powers Agreements	5/2/2018	6/1/2018	40	Medium												
															!		
19	Inactive District ID	1/15/2019	6/15/2019	50	Low												
20	MSR Workshop	9/15/2018	1/15/2019	60	High												
									!						!		
21	Property Tax Workshop	1/15/2019	6/15/2019	40	Medium												
									<u> </u>						!		
22	Outreach	7/1/2018	6/30/2019	420	High												
22.1	Cemeteries	7/1/2018	6/30/2019	45	Ŭ										!		
22.2	Fire Districts	7/1/2018	6/30/2019	50											!		
22.3	Water/Reclamation	7/1/2018	6/30/2019	15													
22.4	City Council	7/1/2018	6/30/2019	45													
22.5	Sewer Districts	7/1/2018	6/30/2019	16													
22.6	GVRD	7/1/2018	6/30/2019	4													
22.7	Resource Conservation	7/1/2018	6/30/2019	10													
22.8	City Mgrs/Planning	7/1/2018	6/30/2019	40													
22.9	Solano EDC	7/1/2018	6/30/2019	30													
22.11	Community Groups	7/1/2018	6/30/2019	50													
22.12	CALAFCO	7/1/2018	6/30/2019	90													
22.13	CSDA	7/1/2018	6/30/2019	25													

Blue = Task ; Green = Subtask Table 2: Work Plan by Priority is a summary of tasks sorted by priority and includes the number of hours estimated per task per quarter that reflect the distribution of work over FY 2018/19.

It is noteworthy that the high priority tasks total 2,615 hours and the medium priority total 590 hours for 3,205 hours combined. Estimated available staff time is 3,328 hours/year.

		T	able 2:	FY 2	2018	/19 V	Vor	k Pl	an E	By I	Prio	rity							·	
Task	Task Name	Estimated	Priority	2018						2	019			FY '18/19 Quarter Hrs				TOTAL		
Id SK	lask Name	Hours	FIIOIIty	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	1st	2nd	3rd	4th	TOTAL
								_					<u>i</u>							
1	Pacific Flyway	340	High								ļ		į	ļ		250	90			340
2	Logistics 355	400	High								ļ					50	200	150		400
3	Farm at Alamo Creek	200	High		ļ													100	100	200
4	Brighton Landing 4	75	High								ļ	ļ		ļ		40	35			75
5	Farmstead/Vacaville	275	High													100	175			275
6	Fruitvale/Vacaville	120	High													60	60			120
8	NB Water TP Area	60	High				ĺ						i			20	20	20		60
9	RD 2034	205	High										i			100	105			205
12	Fire Services	300	High										İ.			50	50	100	100	300
13	Website	40	High													10	10	10	10	40
17	SOIs (Water and RecI Districts)	120	High		1													60	60	120
20	MSR Workshop	60	High										:				10	20	30	60
22	Outreach	420	High													100	110	100	110	420
		2,615														780	865	560	410	2,615
7	Dixon SOI	100	Medium															20	80	100
10	Island Annexations	60	Medium										<u>.</u>			10	20	10	20	60
11	Road Agreements	100	Medium															50	50	100
14	Policies/Standards	210	Medium		1		 				1					10	50	75	75	210
15	Job Description	40	Medium										i			40				40
18	Joint Powers Agreements	40	Medium													10	10	10	10	40
21	Property Tax Workshop	40	Medium								1							40		40
		590			.1	L	L	1	l		1	;		;	:	70	80	205	235	590
16	Records Retention	40	Low														5	25	10	40
19	Inactive District Identification	50	Low		†								1				5	15	30	50
		90			1			†									10	40	40	90
		3,295			-1	·		J	e		.i	·	.i		i	850	955	805	685	3,295

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CONCLUSION:

A well-formulated and executed Work Plan benefits Solano LAFCO by developing measurable goals, maximizing productivity, and continuously improving work product.

The FY 2018/19 Proposed Budget and Work Plan reflect a robust fiscal year in terms of anticipated number of projects and administrative work than in prior years. It is also a reflection of increased economic activity; lapsed policy and procedure updates; an outdated website, and; significantly increased outreach. FY 18/19 is a critical step in restoring MSRs and SOIs to a current state in compliance with the Government Code.

As presented, the Work Plan is ambitious and will require technical assistance via utilizing consultants for MSR/SOI studies.

Attachments:

- 1) Proposed FY 2018-19 Work Plan (Adopted April 9, 2018)
- 2) Work Plan Objectives and Goals

Proposed FY 18/19 Work Plan

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Work Item/Task	Description	Priority Level	Project Complexity	Comments
Pacific Flyway	Proposal to develop an open space preserve, wildlife and habitat conservation area and education facility. This project requires: 1. MSR 2. SOI Update 3. City of Fairfield Annexation 4. Special District detachments	high	high	Due to compressed time frames, staff is recommending a project-centric MSR and SOI amendment. BCDC is also urging an evaluation and amendment of the Local Protection Program.
Logistics 355	The Suisun Commerce and Logistics Center Project is a 355-acre industrial/commercial project located east of Walters Road and between Highway 12 and Petersen Road. This project requires: City of Suisun Annexation and Special District detachments	high	high	City of Suisun City's SOI was updated in November 2017. The City is advising they will be submitting a reorganization application in 2018. We have started discussions with City and County.
The Farm @ Alamo Creek	The 215.6-acre project site is located approximately four miles from Downtown Vacaville and features: 604 single-family homes; 164 duet homes; 11.2 acres of community park land; 7.2 acres of neighborhood parks, and; 13.4 acres of open space. The site also requires annexation into the City of Vacaville and detachment from Special Districts.	high	medium	Draft EIR comments provided to City March 2018.
Brighton Landing 4	Phase 4 of the Brighton Landing Project. Proposal area located within City of Vacaville, project requires SID Detachment.	high	low	Developer advised LAFCO staff that they will be moving forward with Phase 4 in FY 18/19
Farmstead	Development of a 20 acre parcel featuring 15 acres of medium-high residential density units and a 5 acre park. The site requires an SOI amendment, annexation into Vacaville, and detachment from Special Districts.		high	Infill development and site is under Williamson Act
Fruitvale	Island Annexation. Site requires annexation into the City of Vacaville and detachment from Special Districts	high	high	Island provisions under CKH applicable.
Dixon SOI	City is contemplating a General Plan Update.	medium	medium	Project requires MSR study and SOI Update.
North Bay Water Treatment Plant	Proposal area located within City of Fairfield, project requires SID Detachment.	medium	low	The proposed area was annexed to the City of Fairfield as part of the Train Station Specific Plan
RD 2034	RD 2034 majority land-owner has applied to detach from the District. This action requires a current MSR and SOI before considering further action. Page 6 of 10	high	high	This Reclamation District was formed for levee protection. Although RD 2034 may meet the requirement for an inactive district, there is concern regarding the effects of the majority land-owner detaching and/or the D당해요 집당하나ing.

Proposed FY 18/19 Work Plan

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Work Item/Task	Description	Priority Level	Project Complexity	Comments
Island Annexations	Twenty unincorporated islands were identified at the 12/11/17 Commission meeting that total 2,865 acres and over \$286 million in assessed value. Twelve of these islands are 150 acres or less.	medium	medium	Included among LAFCOs' charges are discouraging urban sprawl and encouraging logical and orderly local agency boundaries to promote the efficient extension of municipal services. Unincorporated islands have been a concern in that islands result in illogical boundaries and difficulty and confusion in the delivery of municipal services
Road Agreements	Work with County and cities to develop road maintenance agreement and policy language for LAFCO related proposals. The policy can be a tool to engage the County and cities during the early stages of a project review process.	medium	high	Road Agreements negotiated amongst the affected agencies can be included as LAFCO conditions of approval for SOI and annexation proposals.
Fire Services	Re-energize Fire Committee and further analyze Fire District service and organizations to determine effective alternatives that: save money; improve services; address long-term viability.	high	high	Fire studies are multi-faceted and complex. The long-term viability of chronically under-funded districts with primarily volunteer staffing models is problematic.
Website	The Solano LAFCO website is in need of work. It is neither user-friendly or intuitive. Staff needs to improve usability and up-date on a scheduled program.	high	medium	Staff should include public and agency comments and suggestions when considering changes.
Policies / Standards	Ensure that updated Standards (Policies) are provided on-line. Update and keep current a complete manual that is readily available in the office.	medium	low	Difficult and frustrating to locate "policies" on the website.
Job Description	Assess current job descriptions to: 1. ensure that they are realistic and in line with statutory duties. 2. are reflective of actual responsibilities 3. rewrite new position descriptions	medium	medium	
Records Retention	Purge stored records per new Records Management Schedule	low	low	Time consuming
Education	MSR: schedule training during Planning Directors Meetings and when meeting with the various agencies	high	medium	Agency information being received is incomplete suggesting that it is an educational issue. LAFCO needs to be sharing with Agency's what information is expected.

Proposed FY 18/19 Work Plan

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Work Item/Task	Description	Priority Level	Project Complexity	Comments
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Education	Property Tax Apportionment	medium	high	Special Districts have voiced many concerns about property tax apportionment, master agreements, and tax negotiations
Education	Island Annexations	medium	medium	Island annexations are an issue that needs to be identified, addressed, and explained in detail. They are typically not a high city priority. Therefore, they require a strong LAFCO push.
	Cemeteries (4)	medium	medium	District meetings
	Fire Districts (6)	high	high	Fire Chiefs and Board meetings
	Water/Reclamation Districs (5)	medium	medium	General Managers/Board Meetings
	Cities (7)	high	high	City Council meetings
	Sewer (2)	medium	medium	General Managers/Board Meetings
	GVRD (1)	medium	low	General Managers/Board Meetings
	Resource Conservation (3)	medium	medium	General Managers/Board Meetings
	City Managers/Planning Directors (14)	high	medium	Introductions/pre-project and project meetings
	Community Groups	high	medium	Raise awareness of Solano LAFCO
	CALAFCO	medium	medium	Educational and network building
	CSDA	medium	medium	Working with CSDA staff regarding Solano special districts
SOI	CKH requires all LAFCOs to conduct an MSR prior to updating the SOI of the various cities and special districts in the County (GC Section 56430). CKH	high	high	There is a significant backlog of MSR/SOIs requiring special emphasis on this work element.
JPA	Compile listings of JPAs, set up files (electionic and hard copy) and post relevant information to website	medium	low	Approved on August 22, 2016, SB 1266 amended an existing section and added a new section to the Joint Exercise of Powers Act. This change to the Act required JPAs that were formed for the purpose of providing municipal services and that include a local agency member to provide LAFCos with their joint powers agreements and amendments.
Inactive Districts	Evaluate and process identified "inactive" districts	high	medium	SB 448 (Wieckowski) requires the State Controller to publish a list of inactive special districts and establishes a process for local agency formation commissions (LAFCO) to dissolve inactive special districts.

Objectives and Goals

The FY 2018/19 Work Plan (Work Plan) that the Commission received at their April 9 meeting (Attachment #1) was built within this framework and was designed to satisfy foundational objectives and aspirational goals.

The four foundational objectives are:

- 1. Meet legislative/Government Code requirements.
- 2. Apply solid administrative practices.
- 3. Execute Commission directives.
- 4. Evaluate, update, and improve the utility of the Commission's Standards and Policies

In addition to addressing the foundational objectives and providing for day-to-day tasks, the Work Plan also brings clarity and focus to aspirational goals including:

- 5. Increasing and escalating outreach to:
 - a. Educate agencies and public.
 - b. Develop a user-friendly and informative website
 - c. Build collaboration
 - d. Increase accessibility.
 - e. Heighten awareness.
 - f. Improve data gathering.
 - g. Build relationships.
 - h. Optimize resource utilization.

Building on the framework, goals, and objectives of the Work Plan, tasks were identified and placed within five categories: 1) Projects; 2) Commission Directives; 3) Administrative; 4) Outreach, or; 5) Legislative. Tasks within these categories were also evaluated and ranked for priority (high; medium; low). Following is a brief description of each category:

1) Projects – In consultation with agencies, a list of near-term projects has been developed. These projects have either already been submitted or it is anticipated that they will be submitted in FY 18/19.

2) Commission Directive – Solano LAFCO has provided leadership and partnership roles in Solano County through proactive initiatives designed to support the efficient delivery of municipal services and to foster relationships among local and regional agencies and organizations. During FY 17/18, the Commission identified several key issues/projects including: Unincorporated Island Annexations; Road Agreements, and; Fire Service Review.

3) Administrative – The proposed FY 18/19 Work Plan includes key administrative projects that support organization effectiveness and internal efficiencies. In addition to the daily LAFCO office duties and Commission meeting prep and follow-up, the proposed Work Plan includes administrative projects that help keep local agencies and

ATTACHMENT #2

Objectives and Goals (continued)

the public informed, as well as, improve organization effectiveness. It is critical to maintain internal efficiencies that support Solano LAFCO's organizational effectiveness and to meet statutory requirements.

4) Outreach – Through staff, foster the development of collaborative relationships with Solano County's local and regional agencies and organizations that support efforts to collectively address common challenges and the roles of each agency in the planning and shaping of Solano County.

5) Legislative - Solano LAFCO is required by statute to process changes of organization and reorganization, conduct sphere of influence reviews, updates and municipal service reviews, adopt local policies and procedures, and fulfill other legal mandates. Of particular note in the FY 18/19 proposed Work Plan is addressing the backlog of SOI updates, the completion of the JPA project, and the SB 448 requirement regarding inactive districts.

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FY 2018/19 Mid-Year Work Plan Update

Attachment a	#	2
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		Est.		
Task	Task Name	Hour	Priority	Comments / Status
1	Pacific Flyway	340	High	LAFCO completed MSR/SOI 10/15/18; City Adopts Resolution for annexation 10/16/18; City submits incomplete application 11/26; Application currently incomplete 2/5/19
2	Logistics 355	400	High	SOI Updated; City placed project on indefinite hold
3	Farm at Alamo Creek	200	High	On February 11 Agenda for Approval
4	Brighton Landing 4	75	High	Complete – Approved 8/13 and Recorded 9/14/18
5	Farmstead	275	High	Application currently incomplete; Scheduled for April Agenda
6	Fruitvale	120	High	Application currently incomplete; Scheduled for April Agenda
8	NB Water TP Area	60	High	Complete – Approved 8/13 and Recorded 9/14/18
9	RD 2034	205	High	LAFCO received Draft MSR 12/10/18; Adopting Final Draft 2/11/19; Continue Hearing 2/11/19
12	Fire Services	300	High	Entered into contract with consultant to evaluate NFPA 1720 standards compliance and determine expenses for service models.
13	Website	40	High	Incomplete project. Some cosmetic changes made, need to evaluate content and ease of use.
17	SOIs (Water/Recl Dist)	120	High	Milani and Associates are engaged to produce current MSR on Reclamation Districts. We are working with Suisun RCD and County legal counsel to hold a workshop for MSR; legal requirements; potential administration sharing.
20	MSR/Workshop	60	High	Workshop for Planning Directors scheduled in 4 th quarter
22	Outreach	420	High	Staff continues to make every effort to attend city council and special district meetings that have LAFCO-related items on their agenda. In addition, with the help of LAFCO Commissioner Price and former-Commissioner Augustine, LAFCO staff hosted a meeting with Travis personnel to create a forum for information exchange and potential Base involvement with LAFCO. Staff continues involvement with Solano Economic Development Corporation, STA, and with Solano Planning Directors, as well as, the County's GIS development group. Staff is also bringing city planning directors and economic directors, along with developers, together, very early in the process, to discuss opportunities and LAFCO's role. We have received the City of Dixon's Notice of Preparation for the
7	Dixon SOI	100	Medium	EIR for their General Plan Project. Staff is working with the City on 18 areas of concern that we have identified.
10	Island Annexations	60	Medium	There are currently two island annexations primed for approval: Farmstead and Fruitvale. In addition, staff continues to encourage island annexations with the planning directors and public works.
11	Road Agreements	100	Medium	Staff has reached out to Resource and Conservation to discuss
14	Polices and Standards	210	Medium	Staff has assembled a Policies and Standards work-team with the cities of Dixon, Fairfield, and Vacaville. We have had several meetings and are sifting through the documents. An early conclusion is that we need to share better samples of thorough documents which would help in application completion.
15	Job Description	40	Medium	Job descriptions have been prepared and adopted for LAFCO Senior Analyst and for LAFCO Technician positions.
18	Joint Powers Agreements	40	Medium	Staff working on it as time allows.
21	Property Tax Workshop	40	Medium	Property Tax compliance has been presented in our Planning Directors meetings and with city managers and county Auditor, Assessor, and CAO staff.
16	Records Retention	40	Low	Staff working on it as time allows
19	Inactive District Ident	50	Low	RD 2104 on 2/11 Agenda. Pending MSR will help identify inactive