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**FRESNO LOCAL AGENCY FORMATION COMMISSION (LAFCO)**  
**EXECUTIVE OFFICER'S REPORT**

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**AGENDA ITEM NO. 9**

**DATE:** January 15, 2014  
**TO:** Fresno Local Agency Formation Commission  
**FROM:** David E. Fey, AICP, Executive Officer  
**SUBJECT:** Workshop on the Draft 2014 Work Plan

**RECOMMENDATION**

Receive staff's report, provide direction as needed.

**Background**

Fresno LAFCo's Financial and Accounting Procedures specify before July 1st, the LAFCo Executive Officer shall prepare for the Commission's review and approval an annual work plan. The work plan is prepared in conjunction with the applicable state statutes and the annual budget. The work plan identifies the purposes and plans of State Law and local policy, including requirements for service reviews, sphere of influence updates, and other mandated functions. The work plan will correspond to the adopted fiscal year budget.

This workshop will provide an opportunity for the public to comment on the draft work plan and on past approved work plans. Commission discussion will be directed to the effectiveness of past work plans, emerging issues of concern to the Commission, and direction to staff related to the scope of the draft work plan under development.

No action is recommended on the work plan at this time; however staff is seeking Commission comment and direction on the scope and content of the projects presented. A final work plan will be presented to the Commission in conjunction with the 2014-14 annual budget.

The draft work plan is attached as Exhibit "A."

**DRAFT 2014 LAFCO WORK PLAN  
FOR JANUARY 15, 2014 WORKSHOP**

**Introduction**

Fresno LAFCo's Financial and Accounting Procedures specify that before July 1st, the LAFCo Executive Officer shall prepare for the Commission's review and approval an annual work plan. The work plan is prepared in conjunction with the law and annual budget. The work plan identifies the purposes and plans of State Law and local policy, including requirements for service reviews, sphere of influence updates, and other mandated functions.

This work plan reflects the Fresno LAFCo's policies and procedures and the current and emergent needs of the local agencies in Fresno County. The work plan is composed of projects to be undertaken directly by LAFCo staff during the year.

The work plan is developed to advance the state's interests, the Commission's issues and goals,

I. The scope of the work plan is developed to be consistent with the legislature's findings and declarations:

- It is the policy of the state to encourage orderly growth and development which are essential to the social, fiscal, and economic well-being of the state.
- The logical formation and determination of local agency boundaries is an important factor in promoting orderly development and in balancing that development with sometimes competing state interests of discouraging urban sprawl, preserving open-space and prime agricultural lands, and efficiently extending government services.
- Providing housing for persons and families of all incomes is an important factor in promoting orderly development.
- This policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.
- The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

II. The projects are identified to address important issues identified by the Commission in its initial Policies, Standards, and Procedures Document, adopted in 1986 or as revised:

Fresno LAFCo identified the following list of problems and needs locally, which pertain to the Commission's responsibilities, and developed policies, standards, and procedures in this document in order to help resolve the problems and meet needs within the Commission's jurisdiction:

1. Proliferation of overlapping and competing local agencies
2. Need for more cooperation/coordination among local agencies
3. Inadequate level or range of services in county/community
4. Inadequate revenue base or adverse fiscal impacts for local agencies
5. Illogical, gerrymandered agency boundaries, islands, surrounded areas
6. Illogical agency service areas
7. Conflicts between urban and rural/agricultural land uses
8. Premature proposals and lack of development proposals
9. Phasing of agency expansion/growth
10. Determining environmental effects of proposals
11. Determining consistency with city or county general plans
12. Urban sprawl and leap frog urban development
13. Guiding urban growth away from prime agricultural lands
14. Defining agricultural lands and open space lands
15. Opposition of proposals by residents and popularity of proposals by landowners/developers
16. Provision of adequate noticing of LAFCO hearing and conducting authority hearing

III. The work plan is refined to conform with Commission goals:

1. Encouraging Orderly Formation and Development of Agencies (Government Code Section 56301)
2. Encouraging Consistency with Spheres of Influence and Recommended Reorganization Of Agencies: (Government Code Section 56425)
  - a. 102-04 Transition Agreements
3. Encouraging Orderly Urban Development and Preservation of Open Space Patterns: (Government Code Section 56300)
4. Encouraging Conservation of Prime Agricultural Lands and Open Space Areas: (Government Code Section 56377)
5. Providing Public Access to the Commission via the Internet
6. LAFCo Disadvantaged Communities Policy

### **2014 Work Plan Projects**

#### **Project: Commission Workshops**

Issues Addressed: 3, 4, 9

Compatible with Goals: 1, 3, 6

This project consists of a series of working sessions with the Commission and local agencies that are educational in nature and may ultimately contribute to policy or procedural action by the Commission. Local agencies, interested parties and other stakeholders will be invited to participate in the discussion; topics will be focused on a specifically-defined topics for discussion.

#### *Commission Workshop 1:*

This workshop is designed to discuss and develop the Commission's role in Fresno County. It will start with a summary of the Commission's long-held issues and goals and will end with affirmation or amendment to these benchmarks. During the workshop, there will be discussion of CKH's procedures for annexations, detachments,

and changes of organization (consolidate, dissolution, etc.) as well as the logistics and statutory requirements for each option. Workshop will include a discussion of a range of policy options to determine if the Commission should initiate a change of organization as either an independent action or at the request of a third party, or support an application by a local agency.

*Local Agency Workshop 1: City Annexation Soup to Nuts: The role of LAFCo, Spheres of influence, Reorganizations, MSRs, and the Annexation Process*

Based in input from the first Commission workshop, this workshop will acquaint cities, consultants, and the development community with information they need to know about LAFCo and the annexation application process. The workshop will describe the application process, critical timelines, the public hearing and conducting authority process. We will also walk through the sphere of influence update process to put it in proper perspective, and describe the function of Municipal Service Reviews.

*Commission Workshop 2: Special District Status, Support and Organizational Options.*

Workshop on status of special districts, their current challenges and options available to the Commission and districts to address these options; management, financial, and technological/operational support by Commission or other agencies. Other agencies invited to participate will include the California Department of Public Health, County Resources staff, and the Fresno County Elections Department.

*Local Agency Workshop 2: Special District Support*

Based in input from the second Commission workshop, staff will hold a workshop to address the needs of special districts. The scope of this workshop is under development but is intended to provide information and support for special districts. Given the variety of special districts in the County and each district's need for support, staff will likely tailor this workshop to the districts that would benefit most from supporting information and resources.

**Project: Disadvantaged Unincorporated Community Implementation Process**

Issues Addressed: 2, 3, 7, 8, 9, 11, 15, 16

Compatible with Goals: 1, 3, 6

This project focuses on creating an active and updatable database of Disadvantaged Unincorporated Communities in Fresno County, and creation of an administrative process to implement the Commission's DUC policy.

**Project: Fire Transition Policy Review and Assessment**

Issues Addressed: 2, 8, 9

Compatible with Goals: 1, 3

A Fire Transition Policy has been in place in one form or another since the late 1970s. It was substantially revised recently to address implementation issues raised by cities. This project would review the implementation of the amended policy and outreach to local agencies to evaluate the state of fire departments, their mutual support capacities, explore options to address service transition and seek to build consensus of the policy's efficacy among local agencies.

**Project: Develop a Model Annexation Process**

Issues addressed: 2, 3, 5, 6, 7, 8, 9, 11, 12, and 15

Goals Addressed: 1,3

The Commission has considered peninsula policies, transition of service; expiration of transition agreements, etc. Each of these issues is linked to a city's unique growth, development, and service characteristics. The variation between cities' development and annexation practices contributes to an administrative burden that can be resolved by 'translating' a city's practice with a standardized list of criteria to address the Commission's statutory and policy requirements.

**Project: Revive Agricultural Preservation Policies**

Issues addressed: 1, 2, 3, 6, 7, 9, 10, 12, 13, 14

Goals Addressed: 1, 2, 3, 4

Preserving open-space and prime agricultural lands is of paramount importance to the Commission. There have been a number of other agencies in the County that have been involved in drafting policies and procedures to protect agricultural resources. LAFCo's statutory foundation puts it in a position to develop policies that permit it to influence orderly growth without being involved in actual land uses.

This project will evaluate the effectiveness of past LAFCo policy efforts, efforts of other agencies in Fresno County, and provide recommendations on an appropriate level of commission policy, whether project-by-project or on a sphere of influence basis.

**Project: LAFCo Policies and Procedures**

Issues Addressed: 2, 3, 7, 8, 11, 12, 13, 14, 15, 16

Compatible with Goals: 1-5

This project would review in depth the current Policies and Procedures manual, clarify and update the process and policy language, and bring the manual into full conformance with the revised Local Government Act of 2000. This project will also strive to make the document more easily understandable by the public.

**Project: LAFCo Subcommittees**

Issues Addressed: 1-16

Compatible with Goals: 1-5

This project shall explore the benefits of establishing standing committees composed of members and alternate members to address specific administrative, policy, budgetary issues and develop recommendations in conjunction with the Executive Officer. Modeled after the practice of the Fresno Metropolitan Flood Control District, standing committee meetings shall be held pursuant to the applicable statutory notice requirements.