



Local Agency Formation Commission of Napa County
Subdivision of the State of California

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June 4, 2012
Agenda Item No. 7a (Action)

May 29, 2012

TO: Local Agency Formation Commission

FROM: Policy Committee (Luce, Rodeno, and Simonds)

SUBJECT: Continuation: Proposed Strategic Plan for 2012-2014

The Commission will continue consideration of a two-year strategic plan prepared by the Policy Committee. The strategic plan outlines goals and implementing strategies based on Commissioner comments provided at the most recent biennial workshop. The strategic plan was initially presented at the April meeting and continued to allow for public review. No comments were received.

Local Agency Formation Commissions (LAFCOs) are political subdivisions of the State of California responsible for regulating the formation and development of local governmental agencies under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Commonly exercised regulatory powers include creating and expanding cities and special districts for purposes of facilitating orderly urban growth. LAFCOs are required to inform their regulatory actions through various planning activities, namely preparing municipal service reviews and sphere of influence updates every five years. All regulatory actions undertaken by LAFCOs may be conditioned and must be consistent with their written policies and procedures.

A. Background

LAFCO of Napa County (“Commission”) held a special meeting to conduct its biennial workshop at the Yountville Town Hall on November 21, 2011. The workshop’s single agenda item was to discuss the current and future role of the Commission for purposes of informing the subsequent development of the agency’s first strategic plan. Specific focus included discussing the Commission’s core objectives, key challenges, and near-term goals over the next two years. An outside consultant – Alta Mesa Group – facilitated the discussion. All Commissioners and staff were present with the exception of then Vice Chair Chilton due to an excused absence.

A written summary of the central comments made at the biennial workshop was presented to the Commission at its February 6, 2012 regular meeting. The Commission received the written summary without requesting any changes or clarifications. The Commission also directed the Policy Committee (Luce, Rodeno, and Simonds) to prepare a two-year strategic plan for consideration at a future meeting.

Lewis Chilton, Chair
Councilmember, Town of Yountville

Brad Wagenknecht, Vice Chair
County of Napa Supervisor, 1st District

Brian J. Kelly, Commissioner
Representative of the General Public

Joan Bennett, Commissioner
Councilmember, City of American Canyon

Bill Dodd, Commissioner
County of Napa Supervisor, 4th District

Gregory Rodeno, Alternate Commissioner
Representative of the General Public

Juliana Inman, Alternate Commissioner
Councilmember, City of Napa

Mark Luce, Alternate Commissioner
County of Napa Supervisor, 2nd District

Keene Simonds
Executive Officer

B. Discussion

The Committee has prepared the attached proposed two-year strategic plan for Commission approval. The strategic plan was initially presented at the April 2, 2012 meeting and continued by the Commission to allow for public review and comment. Accordingly, staff circulated a 30-day notice of review on the strategic plan to all local governmental agencies. Staff also posted the notice of review on the Commission website. No comments were received.

The Committee returns to the Commission with the proposed strategic plan for approval. The strategic plan is entirely intact from its initial presentation at the April meeting and comprises three interrelated sections divided between (a) vision statement, (b) near-term goals, and (c) implementing strategies. A summary of the principal components underlying each of these three sections follows.

- **Vision Statement**

This section orients the Commission to focus its “footprint” in administering LAFCO law in a manner responsive to local character and conditions. This section also outlines three core values – professional, principled, and reasonable – in directing and evaluating all Commission actions.

- **Near-Term Goals**

This section identifies five near-term goals paired with “big-picture” action statements in supporting the vision statement. The first goal directs the Commission to focus its activities – external and internal – on improving service efficiencies. The second goal directs the Commission to proactively expand the use and relevance of the municipal service reviews in tackling issues of local interest/importance. The third goal directs the Commission to emphasize partnering with local agencies in coordinating planning activities. The fourth and fifth goals direct the Commission to participate in regional and statewide discussions impacting local agencies and services as well as improve the general public’s understanding of the agency and its various functions.

- **Implementing Strategies**

This section identifies implementing strategies in achieving all five near-term goals. A total of 10 strategies are listed; all of which have been drafted with particular focus on performance measurement. A summary follows.

Improve Service Efficiencies

- Prepare a cost-analysis to transition agenda packets to electronic tablets.
- Expand website to allow for online applications and updates.

Expand Use and Relevance of Municipal Service Reviews

- Establish formal process in soliciting scoping comments on studies.
- Conduct scoping workshop for pending study on central county region.

Renew and Strengthen Coordination with Local Governmental Agencies

- Invite local agencies to present current/future planning activities.
- Present updates to local agencies on current/planned activities.
- Prepare an informational report on local school districts and boards.

Anticipate and Evaluate Regional/Statewide Issues

- Prepare an informational report on private water companies.
- Provide annual reports on relevant ABAG and MTC's activities.

Improve the Public's Understanding the Commission

- Prepare annual agency newsletters for public distribution.

C. Analysis

The Committee believes the proposed strategic plan provides an effective map for the Commission over the next two years in guiding agency activities in a manner consistent with the collective preference of the *current* members (emphasis added). Moreover, the proposed strategic plan helps to establish a public performance measurement for the Commission in reconciling goals with actions for review and reset at the agency's biennial workshops. This includes, among other items, producing two reports at the end of the affected period aimed at expanding the Commission's informational base as it relates to tying local school resources and private water services with facilitating orderly municipal growth and development.

D. Alternatives for Action

The following alternative actions are available to the Commission.

Alternative Action One (Recommended):

Approve the proposed strategic plan with any desired changes as identified by members.

Alternative Action Two:

Continue consideration of the item to a future meeting with any additional information as requested by members.

Alternative Action Three:

Take no action.

E. Recommendation

It is recommended the Commission adopt the proposed strategic plan as contemplated in the preceding section as Alternative One. The adoption of the proposed strategic plan is consistent with the expressed preferences of the Commission in exercising its regulatory and planning duties in a proactive and transparent manner.

F. Procedures for Consideration

This item has been agendized as part of the action calendar. The following procedures are recommended with respect to the Commission's consideration of this item:

- 1) Receive verbal report from the Committee;
- 2) Invite public testimony (optional); and
- 3) Discuss item and consider action on recommendation.

Respectfully submitted on behalf of the Committee,

Keene Simonds
Executive Officer

Attachments:

- 1) Memorandum on Strategic Planning Workshop
- 2) Proposed Strategic Plan



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MEMORANDUM

June 4, 2012

TO: Local Agency Formation Commission

FROM: Keene Simonds, Executive Officer

SUBJECT: Report on the Strategic Planning Workshop

The Commission held its biennial workshop at the Yountville Town Hall on November 21, 2011. The purpose of the workshop was to discuss the current and future role of the Commission and inform the subsequent development of the agency's first strategic plan. The workshop was divided into five overlapping exercises. The first two exercises served as orientation activities with participants sharing personal lessons on leadership followed by identifying expectations for the workshop. Significantly, with regards to the latter activity, there appeared to be general consensus among participants to begin using the biennial workshops to "map" or "vision" agency objectives as part of reoccurring two-year strategic plans. The last three exercises consumed the majority of the workshop and involved participants identifying what they believe the Commission's (a) core objectives, (b) key challenges, and (c) near-term goals to be over the next two years. A summary of the comments provided during these three latter exercises follows.

Core Objectives

Participants were asked to identify what they believe should be the Commission's core objectives in administering LAFCO law in Napa County. The following responses (paraphrased) were recorded sequentially.

- Role should be similar to a credit rating agency; identify what works; identify what does not work; and identify what could work better.
- Continue to provide independent oversight; value/strengthen independent role.
- Think "big picture."
- Focus on service efficiencies in studies.
- Emphasize service sustainability/resiliency in studies; ask "what if" questions.
- Particular attention is needed in overseeing small unincorporated communities in Napa County given the lack of community resources.
- Studies should explore more reorganization (structural and functional) opportunities to make governmental services more efficient and resilient.
- Facilitate cooperation and mediate conflict among local agencies.
- Resolve local conflicts with a set of higher standards and priorities.

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Keene Simonds
 Executive Officer

Key Challenges

Participants were asked to identify what they believe are the key challenges in the Commission fulfilling its core objectives in Napa County. The following responses (paraphrased) were recorded sequentially.

- Wearing a “LAFCO” hat; considering actions before the Commission involving members’ appointing authorities.
- Navigating through local conflicts.
- Balancing “processes” with “outcomes.”
- Scaling problem solving efforts to address fixable issues; avoid “black-holes.”
- Staying flexible; knowing when to defer to local conditions.
- Avoid breaking in bending to local conditions; precedents matter.
- Staying on course; need a consistent vision for the agency; ground rules need to be set and maintained to guide local agencies and general public.

Near-Term Goals

Participants were asked to identify near-term goals for the Commission consistent with its core objectives and perceived challenges as discussed earlier in the workshop. The following responses (paraphrased) were recorded sequentially.

- Expand the use and relevance of municipal service reviews by focusing how local governmental services can be more efficient and resilient.
- Proactively explore opportunities for governmental organizational changes (structural and functional) under LAFCOs authority; law enforcement cited.
- Establish more “anticipatory” discussions between Commissioners and staff in preparing studies with respect to key policy, service, and governance issues; utilize Commissioners in preparing determinations.
- Prioritize water and transportation issues; serve as a leader in these areas.
- Schedule study/informational sessions with local agencies; invite land use authorities to give presentations on key planning activities.
- Consider orienting spheres of influence to time-horizons (i.e., 5, 10, 20 years).
- Improve coordination with school districts.



Local Agency Formation Commission of Napa County *Political Subdivision of the State of California*

Strategic Plan 2012-2014

Vision Statement

Provide effective oversight of local government agencies and their municipal service consistent with the tenets and ideals of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and in a manner responsive to local character and circumstances. The Commission will strive diligently to achieve this vision by emphasizing the following core values at all times.

a) Professional

The Commission will be accountable and transparent in developing, implementing, and communicating its policies, procedures, and programs.

b) Principled

The Commission will maintain a higher set of standards in fulfilling its prescribed duties and responsibilities with integrity and fairness in facilitating orderly growth.

c) Reasonable

The Commission will be objective in its decision-making with particular focus in considering the “reasonableness” of all potential actions before the agency.

Goals and Strategies

The Commission’s goals supporting its vision statement along with corresponding implementation strategies for the 2012-2014 planning period follow.

1. Improve Service Efficiencies

The Commission shall focus its prescribed duties and responsibilities in assisting local governmental agencies in pursuing efficiencies relative to available resources to reduce costs and enhance services. The Commission, accordingly, will lead by example and use creativity and innovation in improving its own service efficiencies by doing more with less for the benefit of both local funding agencies and the general public. This includes:

- a) Prepare a cost-benefit analysis for the Commission to purchase electronic tablets for purposes of converting all agenda packets to digital-only copies.
- b) Expand the use of the Commission website to allow applicants to submit all required proposal forms on-line. The website should also be expanded to allow each applicant to log-in with a personal password to check the status of their proposal.

2. Expand Use and Relevance of Municipal Service Reviews

The Commission shall proactively expand the use and relevance of municipal service reviews by focusing on issues of local significance within each affected community. This includes:

- a) Formally invite all affected local agencies and the general public to submit comments on governance and service related issues for consideration before the start of each scheduled municipal service review. Include a summary of the comments received along with staff responses in the final report.
- b) Conduct a scoping workshop for the pending central county municipal service review (City of Napa, Napa Sanitation District, Silverado Community Services District, and Congress Valley Water District) to help inform the report's direction and focus on specific areas of analysis as it relates to potential sphere of influence changes.

3. Renew and Strengthen Coordination with Local Governmental Agencies

The Commission shall fulfill its prescribed duties and responsibilities in partnership with local governmental agencies. To this end, and given the significant change in boards, councils, directors, and senior staff over the last several years, the Commission shall make a concerted effort to renew and strengthen its coordination with local agencies to help ensure appropriate communication relative to current and planned activities exists. This includes:

- a) Invite the County of Napa, cities, and special districts to make individual presentations to the Commission summarizing their current and future planning activities. Presentations will be scheduled by the Executive Officer and subject to the Chair's approval.
- b) Present formal updates to the County of Napa, cities, and special districts on current and future activities relevant to the affected agency. Updates should be scheduled in consultation with the affected agency's director/manager.
- c) Prepare a report for Commission use on local school districts and boards. The report shall be prepared in consultation with the affected agencies and address, among other items, the relationship between current/planned growth and school resources. The report shall also be distributed to all local agencies for review and file.

4. Anticipate and Evaluate Regional and Statewide Issues Impacting Municipalities and their Services

The Commission shall participate and provide, as appropriate, its expertise and perspective in regional and statewide discussions on critical issues that have the potential for significantly affecting local municipalities and their services. The Commission shall also, as appropriate, assume a leadership role in convening discussions among multiple stakeholders on critical service and growth issues affecting Napa County. This includes:

- a) In conjunction with Assembly Bill 54, prepare a report on private water companies operating in Napa County. The report shall be limited initially to identifying the location, service area, and general service capacity/demand of each private water company and distributed to all local agencies for their review and file.
- b) Actively follow the Association of Bay Area Governments and Metropolitan Transportation Commission. Provide annual reports on these agencies' current and planned activities as it relates to issues of interest to the Commission.

5. Improve the Public's Understanding of the Commission

The Commission shall make a concerted effort to improve the public's awareness and understanding of the agency's responsibilities and activities. This includes:

- a) Actively utilize print and social media resources in expanding the public's understanding of the role and function of the Commission.
- b) Prepare an annual newsletter for public distribution summarizing recent and planned Commission activities. The annual newsletter will be made available on the Commission website and directly e-mailed out through the agency's distribution list.