Revision to ASR and/or Exhibits/Attachments

Date: April 26, 2007

To: Darlene J. Bloom, Clerk of the Board of Supervisors

CC: County Executive Office

From: Bryan Speegle, Director, RDMD

RE: Agenda Item(s) # 26 for the May 1, 2007 Board Meeting

ASR Control #(s): 07-000500

Subject: Harbors, Beaches and Parks Strategic Plan

Explanation:

☒ Revised Recommended Action(s)

The Recommended Action is revised to read:

1. Receive and file Harbors, Beaches and Parks (HBP) Strategic Plan update.
2. Consider issues and recommendations identified by the Board's Ad Hoc Committee on the HBP Strategic Plan and provide direction to staff.

☒ Make modifications to the:

☐ Subject ☒ Background Information ☐ Summary

The Background Information is revised to read:

At the Board of Supervisors' direction, Resources and Development Management Department (RDMD)/Harbors, Beaches and Parks Function (HBP) completed an initial draft of the HBP Strategic Plan (Phases I and II) and presented it to the Board on November 21, 2006. The purpose of the Strategic Plan is to update the vision and mission for HBP and to develop goals, strategies, action plans and performance measures for the next ten years. The Strategic Plan is needed to address key strategic issues including Funding of Regional Parks, Core vs. Non-core Business, and the Stewardship of Open Spaces among others that were discussed as part of the public outreach process. Preparation of Phases I and II of the Strategic Plan involved an extensive public outreach program, including Stakeholder Advisory Committees, community forums, and telephone and in-park surveys.

On November 21, 2006, the Board reviewed the draft Strategic Plan at the completion of Phase 1 and 2 (vision, mission and goals and strategies). At the meeting the Board provided several comments and directives for the modification of the Strategic Plan. Some of the comments include: develop strategies

for providing public safety for visitors and employees of HBP facilities; address the amount of regional parkland in central and north Orange County; develop strategies for the management of County open space; and consider a possible new name for HBP.

In response to the Board's direction on public safety, HBP staff assembled a Technical Advisory Committee (TAC) to address the issue of public safety. The TAC consisted of partnering public safety agency representatives including law enforcement, fire safety, lifeguard, and harbor patrol. The TAC assisted HBP in developing strategies for improving public safety within HBP and with outside partners. These strategies will be reviewed by the Ad Hoc Committee and incorporated into the Strategic Plan. A copy of the draft HBP Public Safety Goals and Strategies is included as an exhibit to this Agenda Staff Report.

Ad Hoc Committee of the Board

At the November 21, 2006 meeting, Supervisor Campbell suggested that an Ad Hoc Committee of the Board be formed to address the Board's comments and help guide staff through the completion of the Strategic Plan in response to the Board's directives. On January 30, 2007, an Ad Hoc Committee was formed consisting of Board Chairman Norby and Supervisor Campbell.

On March 15, 2007, the Ad Hoc Committee met. Through its deliberations, the Committee identified eight strategic issues relating to the County's provision of regional park services. The Committee has summarized those issues in Exhibit 2 and directed that they be placed before the full Board for discussion and direction to staff.

Next Steps

The Ad Hoc Committee of the Board will meet over the next several weeks to assist staff in further developing goals and strategies, action plans and performance measures (Phase III of the Plan). Phase III of the Strategic Plan, incorporating input from the Ad Hoc Committee, will be transmitted to the Board this summer.

Compliance with the California Environmental Quality Act (CEQA): The recommended actions are not a project as defined by CEQA pursuant to Section 15378 (b)(2) of the CEQA Guidelines (Continuing administrative activities, such as general policy and procedure making).

☒ Revised Exhibits/Attachments (attached)

Add Exhibit 2 – Ad Hoc Committee Issues Matrix.

☐ Additional Information and/or Correspondence (attached)

Board of Supervisors Ad Hoc Committee on the HBP Strategic Plan
Summary of Board Policy Issues

Exhibit 2

ISSUE	BACKGROUND/DISCUSSION	RECOMMENDATION
1. Re-Title Harbors, Beaches & Parks	During public outreach meetings for the strategic plan, the idea for a new name for Harbors, Beaches and Parks emerged. "OCParks" is easier for the public to remember and relate to. Harbors, Beaches and Parks is often referred to by its "HBP" acronym, which does not relate its core function. The existing website for HBP is www.ocparks.com Impacts related to the name change are cost to replace business cards, printed promotional materials and forms, design and replace or modify park facility monument signage. "OCParks" assumes the public will recognize that "harbors" and "beaches" are regional parks.	Harbors Beaches & Parks should be re-titled OCParks.
2. County's Role	The Recreation Element of the Orange County General Plan describes a "Regional Recreation Facilities Component" and provides specific "Characteristics of Regional Recreation Facilities." According to the General Plan, "Regional Parks offer recreational or scenic attractions that are of countywide significance and not generally available in local and municipal parks. They provide a spaciousness which the typical neighborhood or municipal park does not provide." Regional Park characteristics are described in the Recreation Element Goals, Objectives and Policies as follows: "Except for sites of historic, scientific, educational, special resource, or revenue-producing importance, non-coastal regional parks which are acquired prior to, or part of, the urbanization process shall be approximately 100 acres or more."	Affirm General Plan description of Regional Parks and direct staff to continue to implement the General Plan.

ISSUE	BACKGROUND/DISCUSSION	RECOMMENDATION
3. Harbor Patrol Funding	Per the Board's direction, Orange County Sheriff's Harbor Patrol is funded by three sources of revenue: Dana Point Harbor Tidelands Fund 108, Newport Harbor Tidelands Fund 106 and HBP Fund 405. For the HBP share of funding, projected to be $6.3M in FY 07-08, the County General Fund reimburses HBP Fund 406 (Capital Projects).	Existing Harbor Patrol Funding by Harbors Beaches and Parks and Dana Point Harbor Tidelands Fund 108 should be funded directly by increasing Sheriff's Net County Cost limit and eliminating the General Fund reimbursement of HBP and Fund 108. Continue consideration and discussion on whether or not, and/or how to transfer Harbor Patrol responsibilities in Newport Beach and Huntington Beach to those cities. With Board direction, direct staff to work with affected agencies.
4. Separate Department	Central to the arguments made by advocates for creating a separate HBP Department was a desire for HBP to have a greater advocacy role for the planning and acquisition of more parks and open space in Orange County. HBP currently maintains planning-related staff in the areas of development review and trails which have input into, but not ultimate authority for, decisions involving the planning and development of unincorporated Orange County. Advocates for a separate department see a role for HBP as being equal to that of the RDMD Planning and Development Services function. While the General Plan Recreation Element describes opportunities and constraints for the planning and development of parks and open space in Orange County, it does not define a role specifically for HBP (Continued on next page)	In Nov. 2006, the Board considered and rejected creating a separate department for HBP. The ad hoc committee recommends no change in organization.

ISSUE	BACKGROUND/DISCUSSION	RECOMMENDATION
	in accomplishing the General Plan's goals. Rather, it assigns those tasks more generally to "The County of Orange." However, the General Plan specifically identifies HBP as the administrator responsible for the operations and maintenance of the County's regional recreational network.	
5. New Regional Park	Most of HBP lands are located in southern and eastern O.C. composed of large regional parks used mostly for habitat and passive recreation. On balance however most of HBP's annual expenditures are in western and northern O.C. because these areas include the most actively used parks and facilities. The Board members have proposed establishment of a Fund in which the Board may allocate funds to begin building the resources necessary for the acquisition and development of a regional park facility or facilities in central and/or north Orange County. Like Fund 14V which was established as a savings account for prepayment of the County's bankruptcy debt, a regional park fund could receive HBP and County General funds that could be used for matching other grants for the creation of a new regional park in the urban core of the County. The General Plan provides some direction in this regard It directs that "Consideration shall be given to the provision of those regional activities that are deficient in the County."	The County should establish a trust fund to provide for more regional park land in central and/or north Orange County.
6. Archeological-Paleontological Assets	Through conditions placed on public and private development in the unincorporated areas of the County, HBP has amassed a large collection of archaeological and paleontological assets. Due to budget and staffing constraints, these assets have had little curation and public display, primarily limited to the Ralph B. Clark Regional Park Interpretive Center. (Continued on next page)	Harbors, Beaches and Parks should find a partner for the stewardship of its archaeological and paleontological assets. Direct HBP to solicit proposals for curation/management and return to the Board.

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	At least one public university, (California State University, Fullerton) and other, private organizations have expressed interest in managing these assets on the County's behalf and for the public's benefit. If so directed, HBP staff will initiate the establishment of a rigorous set of standards for the protection of these public assets and invite interested parties to submit proposals for the care, management and curation of the collection. Implicit in this approach is the integration of the County's Clark Park Interpretive Center as a facility that can be used for the public display and interpretation of these assets.	
7. Regional Coordination	At least 94% of HBP lands are subject to habitat or other conservation restrictions. Open space in the County of Orange is managed by a variety of public and private entities, including the U.S. Forest Service, California State Parks, the Irvine Ranch Land Reserve Trust and the Rancho Mission Viejo Company. Each entity manages its lands based on their own programs and priorities. Traditionally, HBP's role and focus has been in providing recreation services to citizens and visitors of Orange County and HBP provides relatively few habitat conservation or enhancement projects. RDMD's Planning and Development Services function has been the lead in coordinating habitat planning including the NCCP reserves. HBP focuses on operations and maintenance required to keep its facilities open 365 days per year. The General Plan anticipates leadership by the County in working with other land owners by declaring that "The County of Orange shall seek out partnerships and cooperative management agreements with local, state and federal agencies for more effective, efficient and cost effective management of regional recreational facilities."	Focus HBP on regional recreational roles, consider formation of a County conservancy(cies) and partner with conservancies for habitat management.

Board of Supervisors Ad Hoc Committee on the HBP Strategic Plan

Exhibit 2

Summary of Board Policy Issues

ISSUE	BACKGROUND/DISCUSSION	RECOMMENDATION
8. Bankruptcy Refinancing	A portion of the countywide property tax dedicated to regional park purposes (and Flood Control) is diverted by state law to partially finance the repayment of the County's bankruptcy debt. The diverted revenue increases each year by the same rate of increase in the assessed valuation of all property in Orange County. The Committee's understanding is that under the recent bankruptcy recovery refinancing, the County's debt service payments are fixed for the remaining term of the County's obligations. If the HBP (and County Flood Control District) contributions to bankruptcy debt repayment increase each year while the overall obligation for debt service remains fixed, where are the funds associated with the annual increases attributed, or what funds' contributions to bankruptcy debt service are reduced as a result in the HBP (and Flood) increases?	Direct CEO staff to report to the Board on the sources and uses of bankruptcy debt repayment funds.