



**Local Agency Formation Commission**  
**LAFCO of Napa County**

1700 Second Street, Suite 268  
Napa, California 94559  
Telephone: (707) 259-8645  
Facsimile: (707) 251-1053  
<http://napa.lafco.ca.gov>

**October 6, 2008**  
**Agenda Item No. 8a**

September 24, 2008

**TO:** Local Agency Formation Commission

**FROM:** Keene Simonds, Executive Officer

**SUBJECT: Proposed Policy on Municipal Service Reviews (Discussion)**

The Commission will review a proposed policy on conducting municipal service reviews. In conjunction with the proposed policy, the Commission will also review a revision to its study schedule calendaring municipal service reviews and sphere of influence updates for 2008-2012. The proposed policy and revision are being presented to the Commission for discussion.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 directs the Commission to prepare municipal service reviews in conjunction with updating each local agency's sphere of influence by January 1, 2008 and every five years thereafter as needed. The legislative intent of the municipal service review process is to inform the Commission with regard to the availability, capacity, and efficiency of governmental services provided within its jurisdiction prior to making sphere of influence determinations. Municipal service reviews must include written determinations making statements on the governance factors prescribed under California Government Code Section 56430 along with any other matters relating to service provision required by Commission policy.

**A. Discussion**

The Commission's inaugural study schedule calendaring its first round of municipal service reviews and sphere of influence updates is expected to be completed as part of the October 6, 2008 meeting. Staff has already initiated preliminary work on the Commission's new study schedule adopted in February 2008 calendaring a second round of municipal service reviews and sphere of influence updates for 2008-2012. Markedly, the second round of municipal service reviews will expand on the information previously collected and provides the Commission the opportunity to begin identifying and assessing service trends in Napa County. The second round of municipal service reviews also introduces the revised set of written determinations the Legislature approved last year for the Commission to address during each review. This revision consolidates and reduces the total number of written determinations required of the Commission from nine to six and are listed below.

1. Growth and population projections for the affected area.
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

Jack Gingles, Commissioner  
Mayor, City of Calistoga

Juliana Inman, Commissioner  
Councilmember, City of Napa

Cindy Coffey, Alternate Commissioner  
Councilmember, City of American Canyon

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

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

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

Brian J. Kelly, Vice Chair  
Representative of the General Public

Gregory Rodeno, Alternate Commissioner  
Representative of the General Public

Keene Simonds  
Executive Officer

3. Financial ability of agencies to provide services.
4. The status, of, and opportunities for, shared facilities.
5. Accountability for community service needs, including governmental structure and operational efficiencies.
6. Any other matter related to effective or efficient service delivery, as required by commission policy.

The start of the second study schedule coupled with the introduction of revised written determinations presents an opportunity for the Commission to develop and adopt policies to help guide staff in conducting municipal service reviews. With this in mind, staff has prepared the attached proposed policy for Commission review and discussion. The proposed policy distinguishes the Commission will prepare one of three types of municipal service reviews: 1) service-specific; 2) agency-specific; and 3) region-specific. Notably, it has been the practice of the Commission to only prepare service-specific and agency-specific municipal services reviews that evaluate particular governmental services across multiple agencies or the breadth of governmental services provided by one agency, respectively. The proposed policy includes region-specific municipal service reviews to provide a new instrument for the Commission to evaluate the range of services provided by local agencies with shared and interconnected interests within a common area. In addition, drawing from earlier Commission statements, the proposed policy adds a sixth written determination to be addressed in the municipal service reviews concerning the “relationship with regional growth goals and policies.” The proposed policy also increases accountability by requiring the Commission to consider final reports on municipal service reviews as part of public hearings.

In step with the proposed policy on conducting municipal service reviews, staff has prepared the attached revision to the Commission’s adopted second study schedule. The revision groups together nine previously agency-specific municipal service reviews into two regional and one service-specific municipal service review. These changes are summarized below.

- The “South Napa County” regional-municipal service review includes the City of American Canyon, American Canyon Fire Protection District, and County Service Area No. 4. Sphere of influence reviews for all three affected local agencies will be performed at the conclusion of the municipal service review.
- The “Central Napa County” regional-municipal review includes the City of Napa, Napa Sanitation District, Silverado Community Services District, and Congress Valley Water District. Sphere of influence reviews for all four affected local agencies will be performed at the conclusion of the municipal service review.
- The “Cemetery Services” municipal service review will examine public interment services provided in Napa County. Sphere of influence reviews for the Monticello Public Cemetery District and Pope Valley Cemetery District will be performed at the conclusion of the municipal service review.

### **C. Analysis**

The proposed policy on conducting municipal service reviews generally reflects, refines, and expands on the established practices of the Commission. New approaches and requirements included in the proposed policy outlined in the preceding section would improve the municipal service review process by creating a more consistent approach and therefore greater value in terms of regional comparisons. The changes included in the revised study schedule are more consistent with the proposed policy and would serve several benefits. Most notably, creating two regional-specific municipal service reviews for the local agencies serving in and around American Canyon and Napa will help economize staff resources and better orient the Commission in understanding regional service capacities and demands. The revision would also transition the study schedule from calendar to fiscal years to correspond with the annual budget process. It is also important to note the revised study schedule would not alter existing time schedules given the consolidated agency-specific municipal service reviews were already calendared to occur within the same timeframe.

### **D. Commission Review**

Staff respectfully request the Commission review and provide input regarding the proposed policy on conducting municipal service reviews and the revised study schedule. This includes offering suggestions with respect to identifying additional written determinations the Commission would like addressed as part of the municipal service review process. Staff will return to the Commission with the proposed policy and revised study schedule, with or without modifications, for adoption as part of the November 3, 2008 meeting.

#### Attachments:

- 1) Proposed Policy on Municipal Service Reviews (Draft)
- 2) Revised Study Schedule (Draft)



**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY**  
*Policy on Municipal Service Reviews*

Adopted: \_\_\_\_\_

**I. Background**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires the Commission to prepare municipal service reviews in conjunction with its mandate to review and update each local agency's sphere of influence every five years as necessary. The legislative intent of the municipal service review process is to inform the Commission with regard to the availability, capacity, and efficiency of governmental services provided within its jurisdiction prior to making sphere of influence determinations. Municipal service reviews must designate the geographic area in which the governmental service or services are under evaluation. Municipal service reviews must also include determinations addressing the governance factors prescribed under Government Code Section 56430 and any other matters relating to service provision as required by Commission policy.

**II. Purpose**

The purpose of these policies is to guide the Commission in conducting municipal service reviews. This includes establishing consistency with respect to the Commission's approach in the (a) scheduling, (b) preparation, and (c) adoption of municipal service reviews.

**III. Objective**

The objective of the Commission in conducting municipal service reviews is to proactively and comprehensively evaluate the level, range, and structure of governmental services necessary to support orderly growth and development in Napa County. Underlying this objective is to develop and expand the Commission's knowledge and understanding of the current and planned provision of local governmental services in relationship to the present and future needs of the community. The Commission will use the municipal service reviews not only to inform subsequent sphere of influence determinations but also to identify opportunities for greater coordination and cooperation between providers as well as possible government structure changes.

**IV. Municipal Service Review Policies**

**A. Scheduling**

Beginning in 2008, and every five years thereafter, the Commission will hold a public hearing to adopt a study schedule calendaring municipal service reviews over the next five year period. Public hearing notices will be circulated 21 days in advance to all local agencies as well as posted on the Commission website. The Commission will generally schedule municipal service reviews in conjunction with sphere of influence updates. The Commission, however, may schedule municipal service reviews independent of sphere of influence updates. The Commission may also amend the study schedule to add, modify, or eliminate calendared municipal service reviews to address changes in circumstances, priorities, and available resources.

In adopting a study schedule, the Commission will calendar three types of municipal service reviews. These three types of municipal service reviews are 1) service-specific, 2) region-specific, and 3) agency-specific and are summarized below.

- A service-specific municipal service review will examine particular governmental services across multiple local agencies on a countywide basis.
- A region-specific municipal service review will examine the range of governmental services provided by local agencies within a particular area.
- An agency-specific municipal service review will examine the breadth of governmental services provided by a particular local agency.

## **B. Preparation**

The Commission will encourage input among affected local agencies in designing the municipal service reviews to enhance the value of the process among stakeholders and capture unique local conditions and circumstances effecting service provision. This includes identifying appropriate performance measures as well as regional growth and service issues transcending political boundaries. The Commission will also seek input from the affected local agencies in determining final geographic area boundaries for the municipal service reviews. Factors the Commission may consider in determining final geographic area boundaries include, but are not limited to, spheres of influence, jurisdictional boundaries, urban growth boundaries, general plan designations, and topography.

The Commission will prepare the municipal service reviews but may contract with outside consultants to assist staff as needed. Data collection is an integral component of the municipal service review process and requires cooperation from local agencies. The Commission will strive to reduce the demands on local agencies in the data collection process by using existing information resources when available and adequate. All service related information compiled by local agencies will be independently reviewed and verified by the Commission.

Each municipal service review will generally be prepared in three distinct phases. The first phase will involve the preparation of an administrative report and will include a basic outline of service information collected and analyzed by staff. The administrative report will be made available to each affected local agency for their review and comment to identify any technical corrections. The second phase will involve the preparation of a draft report that will be presented to the Commission for discussion at a public meeting. The draft report will incorporate any technical corrections identified during the administrative review and include determinations. The draft report will be made available to the public for review and comment for a period of no less than 21 days. The third phase will involve the preparation of a final report and will address any new information or comments generated during the public review period and will be presented to the Commission as part of a public hearing.

As noted, each municipal service review will include one or more determinations addressing each of the following governance factors required under Government Code Section 56430 and by Commission policy:

1. Growth and population projections for the affected area. (§56340(a)(1)).
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies. (§56340(a)(2))
3. Financial ability of agencies to provide services. (§56340(a)(3))
4. The status, of, and opportunities for, shared facilities. (§56340(a)(4))
5. Accountability for community service needs, including governmental structure and operational efficiencies. (§56340(a)(5))
6. Relationship with regional growth goals and policies. (Commission)

### **C. Adoption**

The Commission will complete each scheduled municipal service review by formally receiving a final report and adopting a resolution codifying its determinations as part of public hearing.



**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
STUDY SCHEDULE (2008/09-2012/13)**

**Municipal Service Reviews (Government Code §56430)  
Sphere of Influence Reviews (Government Code §56425)**

Adopted: February 4, 2008

Amended: \_\_\_\_\_

**Fiscal Year 2008/2009**

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**South Napa County**

Municipal service review will examine the governmental services provided by the City of American Canyon, American Canyon Fire Protection District, and County Service Area No. 3. The municipal service review will precede sphere of influence reviews for all three local agencies.

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**Lake Berryessa Area**

Municipal service review will examine the governmental services provided by the Lake Berryessa Resort Improvement District, Napa-Berryessa Resort Improvement District, and the Spanish Flat Water District. The municipal service review will precede sphere of influence reviews for all three local agencies.

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**Fiscal Year 2009/2010**

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**County Service Area No. 4**

Municipal service review will examine the governmental services provided by County Service Area No. 4 and will precede a sphere of influence review.

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**Napa County Regional Park & Open Space District**

Municipal service review will examine the governmental services provided by the Napa County Regional Park & Open Space District will precede the establishment of a sphere of influence review.

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**Napa County Mosquito Abatement District**

Municipal service review will examine the governmental services provided by the Napa County Mosquito Abatement District and will precede a sphere of influence review.

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**Law Enforcement Services**

Municipal service review will examine public law enforcement (i.e., police protection) services provided in Napa County.

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**Fiscal Year 2010/2011**

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**Central Napa County**

Municipal service review will examine the governmental services provided by the City of Napa, Napa Sanitation District, Silverado Community Services District, and Congress Valley Water District. The municipal service review will precede sphere of influence reviews for all four local agencies.

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**Napa River Reclamation District No. 2109**

Municipal service review will examine the governmental services provided by the Napa River Reclamation District No. 2109 and will precede a sphere of influence review.

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**Transportation Services**

Municipal service review will examine public transit and road services provided in Napa County.

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**Fiscal Year 2011/2012**

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**Town of Yountville**

Municipal service review will examine the governmental services provided by the Town of Yountville and will precede a sphere of influence review.

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**Circle Oaks County Water District**

Municipal service review will examine the governmental services provided by the Circle Oaks County Water District and will precede a sphere of influence review.

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**Napa County Flood Control and Water Conservation District**

Municipal service review will examine the governmental services provided by the Napa County Flood Control and Water Conservation District and will precede a sphere of influence review.

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**Napa County Resource Conservation District**

Municipal service review will examine the governmental services provided by the Napa County Resource Conservation District and will precede a sphere of influence review.

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**Fiscal Year 2012/2013**

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**City of Calistoga**

Municipal service review will examine the governmental services provided by the City of Calistoga and will precede a sphere of influence review.

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**City of St. Helena**

Municipal service review will examine the governmental services provided by the City of St. Helena and will precede a sphere of influence review.

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**Los Carneros Water District**

Municipal service review will examine the governmental services provided by the Los Carneros Water District and will precede a sphere of influence review.

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**Cemetery Services**

Municipal service review will examine public interment services provided in Napa County and will precede a sphere of influence review of the Monticello Public Cemetery District and the Pope Valley Cemetery District.

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