



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

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

February 6, 2012
Agenda Item No. 8b (Discussion)

January 31, 2012

TO: Local Agency Formation Commission

FROM: Keene Simonds, Executive Officer
Brendon Freeman, Analyst

SUBJECT: Update on Countywide Law Enforcement Municipal Service Review
The Commission will receive an update on the status of its scheduled municipal service review on countywide law enforcement services. The update is being presented for discussion only. Staff anticipates presenting a complete draft report – with determinative statements – at the next regular Commission meeting in April.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 directs Local Agency Formation Commissions (LAFCOs) to prepare municipal service reviews in conjunction with establishing and updating each local agency's sphere of influence. LAFCOs may also prepare municipal service reviews irrespective of establishing or updating spheres for purposes of informing future planning and/or regulatory actions. The law specifies, at a minimum, LAFCOs prepare conjunctive municipal service reviews and sphere of influence updates every five years.

The legislative intent of the municipal service review is to proactively inform LAFCOs with regard to the availability and sufficiency of governmental services provided within their respective jurisdictions. Municipal service reviews vary in scope and can focus on a particular agency, service, or geographic region as defined by the commission. Municipal service reviews may also lead LAFCOs to take other actions under its authority such as forming, consolidating, or dissolving one or more local agencies. Municipal service reviews culminate with LAFCOs making determinations on a number of governance-related factors enumerated under California Government Code Section 56430. This includes making determinative statements on infrastructure needs or deficiencies, growth and population trends, financial standing, and opportunities for alternative government reorganizations and/or restructuring.

Lewis Chilton, Chair
Councilmember, Town of Yountville

Joan Bennett, Commissioner
Councilmember, City of American Canyon

Juliana Inman, Alternate Commissioner
Councilmember, City of Napa

Brad Wagenknecht, Vice 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, Commissioner
Representative of the General Public

Gregory Rodeno, Alternate Commissioner
Representative of the General Public

Keene Simonds
Executive Officer

A. Discussion

Municipal Service Review on Law Enforcement Services

Consistent with LAFCO of Napa County's ("Commission") adopted study schedule, staff has initiated work on a municipal service review on law enforcement services provided throughout Napa County. The immediate objective of the municipal service review is to develop and expand the Commission's knowledge and understanding of the current and planned provision of law enforcement services relative to present and projected countywide needs. The Commission will use the municipal service review to inform its decision-making as it relates to performing future sphere updates for the affected agencies as well as evaluating future jurisdictional changes throughout the county.

Preliminary Draft Report

At the December 5, 2011 meeting, staff presented a preliminary draft report on the municipal service review for Commission discussion and feedback. The preliminary draft represented a near comprehensive document with three of the four planned sections completed. These completed sections include agency profiles, pertinent demographic conditions, and law enforcement service measurements. The lone absent section from the preliminary draft was the executive summary with determinative statements addressing the factors required for consideration under the municipal service review mandate. Importantly, staff deferred preparing the executive summary and determinative statements in favor of first highlighting the pertinent issues identified in the preliminary draft to help ensure the conclusions reflect the collective thoughts of the Commission.

With respect to key issues identified in the preliminary draft, arguably the most pressing matter relates to the significant and growing costs of law enforcement services for local government agencies in Napa County. Markedly, all five of the affected local agencies evaluated in the preliminary draft (Cities of American Canyon, Calistoga, Napa, St. Helena, and County of Napa) have experienced sizable increases in their respective percentages of general fund monies being dedicated to law enforcement services. This trend is particularly evident for the four cities evaluated in the preliminary draft as they are all currently budgeting between 28 and 37 percent of their general fund monies to support law enforcement services. Moreover, the rate of increases in law enforcement costs among the five local agencies evaluated in the preliminary draft has exceeded the rate of their new general fund revenues over the last five years by nearly one-fifth or 20 percent. This disparity suggests a "tipping point" is looming for one or more of the agencies in which their current service practices are no longer sustainable under the present funding system.

A copy of staff's presentation on the preliminary draft from the December meeting is provided as Attachment One.

Initial Commission Feedback

In presenting the preliminary draft in December, Commissioners collectively expressed interest in further vetting out the local conditions and circumstances underlying law enforcement services in the north valley region. This includes assessing whether the region's relatively high service costs are primarily a function of economies of scale or are there other issues underlying operating expenses that could potentially be improved through alternative delivery models. Commissioners also expressed interest in staff working with the Chair and Vice Chair in preparing the determinative statements required as part of the municipal service review process – especially with regards to any potential statements that may recommend or suggest consideration of alternative delivery systems. Finally, Commissioners requested staff reevaluate the approach included in the preliminary draft to indirectly evaluate law enforcement services within the Town of Yountville through a direct assessment of the County of Napa Sheriff's Office.

Current Status

Staff continues work on the municipal service review consistent with Commission direction with the expectation of presenting a complete draft report with determinative statements at the next regular meeting in April. Notable activities undertaken following the December meeting include editing the report to add a sixth affected agency, the Town of Yountville; a change discussed and supported by the Town Manager. Staff also met with the City of St. Helena's new City Manager to discuss the findings of the preliminary draft and agreed it would be beneficial to provide the City Manager and new Police Chief an opportunity to review the document in anticipation of follow up meetings.

B. Commission Review

Commissioners are encouraged to discuss and provide feedback to staff on the current status of the municipal service review on countywide law enforcement services. As referenced in the preceding section, staff anticipates presenting a complete draft report – with determinative statements – at the April meeting.

Attachment:

- 1) December 5, 2011 Presentation on Law Enforcement Municipal Service Review



Local Agency Formation Commission

Subdivision of the State of California

Municipal Service Review: Countywide Law Enforcement Services *Preliminary Draft Report*

Agenda Item No. 8a
Monday, December 5, 2011



Municipal Service Review: Countywide Law Enforcement Services

Two goals for today...

Update the Commission on the status of the municipal service review

- discuss underlying purpose and intended use
- highlight big picture issues identified to date
- specific factors/measurements that characterize law enforcement services

Discussion and feedback from the Commission on next steps

- possible areas of additional analysis
 - approach in preparing determinative statements
 - solicitation of public comments
-



Municipal Service Review: Countywide Law Enforcement Services

Purpose and Intended Use

What it is...

a detailed evaluation of the level/range of law enforcement services provided in Napa County

What is its goal...

develop/expand understanding of the current and planned provision of law enforcement services relative to LAFCO's mandate to plan for the current and future needs of local communities

What is its use...

to help inform decision-making as it relates to performing future sphere updates for the affected agencies as well as evaluating future jurisdictional changes throughout Napa County



Municipal Service Review: Countywide Law Enforcement Services

Big Picture Issues Identified to Date

Funding law enforcement is an expensive endeavor

- the current funding system appears to be reaching a “tipping point” in which general fund monies can not continue to keep up with service costs

The relative cost of law enforcement services significantly varies between the five local service providers

- the north county cities’ average cost over the last 5 years (per capita) exceeds the south county cities’ by over one-half

Changes in growth and socioeconomic factors matter

- the north county cities and unincorporated areas have generally experienced stagnant demands over the last 5 years in contrast to the south county cities, and in particular American Canyon



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

The service providers

- American Canyon
- Calistoga
- Napa
- St. Helena
- County of Napa*

* County Sheriff has three distinct roles in providing local law enforcement:

- (1) responsible for the entire unincorporated area;
- (2) contracted to provide sworn staff to American Canyon; and
- (3) contracted to provide law enforcement services to the Town of Yountville



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Influential demographic and socioeconomic measurements

- Napa County's overall population growth rate has exceeded the remaining eight Bay Area counties by over two to one over the last 10 years
- it is estimated the average daytime tourist population during peak visitor season is 15,753; an amount representing over one-tenth of the current countywide population
- all five cities in Napa County have experienced a doubling of their unemployment rates over the last five years
- the poverty rate overall has also increased over the last five years



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Service capacities

- there remains disparity in law enforcement costs among the five affected agencies over the last five years highlighted by the difference in average annual per capita expenses between St. Helena (\$413) and Calistoga (\$381) compared to American Canyon (\$266) and Napa (\$250)
- the five agencies employ 266 law enforcement personnel divided between 187 sworn officers and 79 support staff; this aggregate total has remained the same over the last five years
- Calistoga and St. Helena have both averaged 2.0 sworn officers for every 1,000 residents while American Canyon and Napa have averaged 1.3 and 0.9 sworn officers for every 1,000 residents, respectively



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Service capacities (continued)

- an ongoing “stress test” is occurring with respect to the ability of local agencies to continue to fund law enforcement services through general tax revenues; the rate of local law enforcement expense increases for the five affected agencies has exceeded their rate of new general fund revenues over the last five years by nearly one-fifth or 20%



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Service demands

- there has been a two percent decrease in the number of annual countywide service calls over the last five years
- St. Helena and Calistoga experienced nearly twice the annual service calls for every 1,000 residents compared to the remaining three affected agencies
- there has been a nine percent decrease in the annual number of countywide reported crimes over the last five years
- St. Helena has experienced the largest percentage decline in reported crimes at 40 percent followed by Napa, County Sheriff, and Calistoga at 13.2, 12.8, and 8.3 percent, respectively; American Canyon, conversely, has experienced nearly a 40 percent increase in reported crimes



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Service performance

- Napa averaged 19 service calls for each reported crime over the last five years
- St. Helena averaged 94 service calls for each reported crime over the last five years; more than double the next highest total among the five agencies



Municipal Service Review: Countywide Law Enforcement Services

Key Factors Characterizing Local Law Enforcement

Service performance (continued)

- annual countywide clearance rates for reported crimes over the last five years fluctuated from a low of 28.8% to a high of 37.7%
- over the last five years, countywide violent crimes and simple assault offenses were cleared on average 75%; property offenses were cleared on average 17%
- American Canyon and Napa's annual clearance rates for all reported crimes over the last five years averaged 36.4 and 34.4 percent, respectively; Calistoga and County Sheriff follow with respective average annual clearance rates at 31.1 and 28.1 percent; St. Helena's average annual clearance rate was 22.8 percent



Municipal Service Review: Countywide Law Enforcement Services

Discussion and Feedback on Next Steps

Possible areas of additional analysis

- areas or topics meriting more review

Approach in preparing determinative statements

- amend practice in which staff prepares written determinations with more commission input (i.e. subcommittee or working group?)

Solicitation of public comments

- next step is to prepare a complete draft report with determinations, which will then be made available to the public for review and comment for a period of no less than 21 days per Commission policy
-