A. City of Napa

1.0 Overview

The City of Napa ("Napa") was incorporated in 1872 and is governed by a five-member city council whose members are elected at large.[1] Napa provides a relatively full range of municipal services directly and highlighted by operating its own fire, police, and public works departments. Napa also contracts with outside agencies to provide certain municipal services, such as garbage collection and street cleaning. The Napa Sanitation District (NSD), a dependent special district, provides wastewater collection and disposal services within most of Napa's incorporated boundary.[2][3]

City of Napa

Date Incorporated	1872
Enabling Legislation	California Constitution XI
Service Categories	Community Services Public Safety Public Works
Estimated Residents:	77,881

Napa is the largest of the five municipalities in Napa County with a current estimated population of 77,881; an amount representing over one-half of the overall county total.[4] The rate of new growth and development within Napa has measurably slowed over the last several years, and is reflected by the City's most recent annual change in population growth rate of 0.5% compared to the 1.2% change four years earlier from 2008 to 2009. The current operating budget is $66.4 million. The total number of budgeted full-time equivalent employees is 475 and has increased by one-tenth over the last 10 years. Napa's current unrestricted/unreserved fund balance was $9.3 million as of June 2012 and sufficient to cover 1.7 months of general operating expenses.

2.0 Formation and Development

2.1 Community Settlement

Original Napa Site

Napa's modern era development formally began in the 1840s and is generally attributed to the purchase of approximately 715 acres of land near the juncture of the Napa River and Napa Creek by two local businessmen, Nathan Coombs and John Grigsby. This area, commonly referred to as "Napa Abajo," was purchased immediately prior to the community's planned layout and facilitated the development of a commercial district and in step with the establishment of regular ferry service with San Francisco by 1850. Napa's growth continued into the following decades as it became a commercial center for the northern valley areas as well as a popular second-home location for San Franciscans.

[1] Napa was incorporated on March 23, 1872 as a general-law city and then later reincorporated as a charter-law city in 1914. As part of the reincorporation proceedings, voters approved a city charter outlining specific municipal responsibilities and obligations that became effective June 7, 1915.

[2] "Dependent district" includes any special district with a legislative body consisting, in whole or part, of ex officio members who are officers of a county or another local agency, or who are appointees of those officers, and who are not appointed to fixed terms.

[3] Special districts overlapping Napa include five countywide entities that provide mosquito abatement, flood control, park and open space, farmworker housing, and resource conservation services.

[4] Estimate provided by the California Department of Finance.

2.2 Incorporation and Initial Development

An increasing demand for home rule among an estimated and growing population of 3,500 led to Napa's first incorporation as a general-law municipality in 1872. The original boundaries spanned approximately 1.1 square miles in size and generally extended clockwise from Lincoln Avenue, Soscol Avenue, Elm Street, and York Street. Napa's population grew steadily, albeit modestly, thereafter through the turn of the new century while the City's economy transitioned towards more industrial uses, evidenced by several tanneries and flour mills. This gradual growth eventually expanded Napa's boundary by 1940 to extend from Pueblo Avenue to the north and Imola Avenue to the south with the estimated citywide population reaching 7,700.

2.3 Early Growth Expectations

Significant changes in political and economic factors beginning in the 1940s proved significant for Napa in purposefully directing resources towards becoming a large regional metropolitan community in step with growth trends throughout the San Francisco Bay Area. Markedly, and over the next forty years, Napa's population growth rate continually exceeded the statewide average as wartime operations at nearby Basalt Rock and Mare Island created thousands of new jobs and a demand for new housing. The need for housing was addressed by Napa annexing and developing Westwood in the 1940s followed by the Bel Aire and Devita areas in the 1950s, all of which culminated in a population of 22,200 by 1960. Napa anticipated additional growth through the end of the century and adopted its first General Plan in 1969. The first General Plan paralleled the growth expectations made a decade earlier by the County of Napa and contemplated Napa expanding north to Ragatz Lane and east to Wooden Valley Road by 1990 and produce a total population of 150,000.

2.4 Revised Growth Expectations

Napa's growth management policies aimed at becoming a large metropolitan community proved to be relatively short-lived. A cascading shift towards slower growth materialized and resulted in Napa issuing an advisory ballot requesting residents to identify a preferred population total for 2000. The results of the advisory ballot led Napa to adopt a new General Plan in 1975 reducing the population projection to 75,000 by 2000 as well as establishing an urban growth boundary or rural urban limit line (RUL). Subsequent updates to Napa's General Plan were adopted in 1982, 1986, and 1998 with the latter codifying policies and standards with respect to land use and development over the succeeding two decade period. Pertinently, the 1998 General Plan contemplates a total buildout population for Napa of 90,000 by 2020.

2.5 Redevelopment and Flood Control

Napa's growth and development in the latter part of the 20th Century became marked by two seminal events. The first occurred when the Napa City Council formed the Napa Community Redevelopment Agency (NCRA) in 1962 to help facilitate economic growth and expansion in Napa by utilizing State law to secure a dedicated stream of property tax revenues for investments in blighted areas. The principal project undertaken by NCRA was the Parkway Plaza, which took form in 1969 to redevelop a 32 square-block area comprising most of the Downtown area and anchored by the new Town Center development. The establishment of the Parkway Plaza project, notably, signaled a concerted effort on the part of Napa to begin directing new development within its urban core; a marked distinction compared to the outward expansion characterizing Napa in the preceding decades and has continued going forward.[5]

The second seminal event occurred in 1986 when the Napa River flooded and caused approximately $100 million in property damages with the majority occurring in the Downtown and Oxbow areas. Napa responded by working with the Napa County Flood Control and Water Conservation District and other stakeholders in re-engaging a stalled flood control project that had been turned down twice at elections. Consensus on a new project design, however, proved challenging and it was not until 1997 when a final design was adopted and approved for funding through the 20-year half-cent sales tax passage of Measure A in 1998. The Napa River/Napa Creek Flood Projection Project – the principal activity funded by Measure A – centered around construction of seven bridge replacements over the Napa River as well as a new bypass channel where the Napa River and Napa Creek converge. This project is scheduled to be completed in 2018 and is designed to direct flood waters away from the Downtown and Oxbow areas.

2.6 Previous Municipal Service Review

The Commission's inaugural municipal service review on Napa was completed in 2005 as part of an agency-specific study. The municipal service review concluded Napa had developed policies and service plans that appear to have adequately addressed the service needs of current and future residents within the following five year period and did not require any additional infrastructure improvements or address other relevant issues with four notable exceptions. First, it was noted Napa required the immediate addition of potable water storage capacity to meet existing and anticipated peak day demands. Second, it was noted maintenance of Napa's roadways had been significantly underfunded and operating well below regional standards. Third, it was noted Napa should be more proactive in working to eliminate the 20 islands within its sphere of influence. Fourth, it was noted Napa needed to revisit its outside water service program and comply with a new requirement for cities and special districts to only provide new or extended services beyond their boundaries after receiving approval from LAFCO.

[5] California Legislature dissolved all redevelopment agencies in 2011.

3.0 Adopted Jurisdictional Boundary

3.1 Current Composition

Napa's existing jurisdictional boundary is approximately 18.2 square miles in size and covers 11,650 acres. There are 23,830 parcels with a current overall assessed value of $8.8 billion; the latter representing a decrease in value of 2.1% over the last five years. Infill opportunities exist given one-fifth of the jurisdictional boundary – 920 lots covering 1,844 acres – remain entirely undeveloped.[6]

Jurisdictional Characteristics (Source: Napa LAFCO)	
Total Acreage	11,650
Total Assessor Parcels	23,830
Acreage Tied to Existing Development	84%
Acreage Entirely Undeveloped	16%
Assessed Value	$8,762,545,193
Assessed Value/Acre	$752,150
Registered Voters	38,673

3.2 Annexation Trends

In terms of the timing of jurisdictional growth, nearly one-half of Napa's current boundary has been established over the last 50 years and is highlighted by the Commission approving and recording a total of 490 annexations covering 5,150 acres since 1963. The majority of these annexations occurred in the late 1960s and early 1970s consistent with overall growth trends in Napa County.

The Commission has approved 490 recorded annexations to Napa since 1963 and has expanded the City's jurisdictional size by nearly one-half.

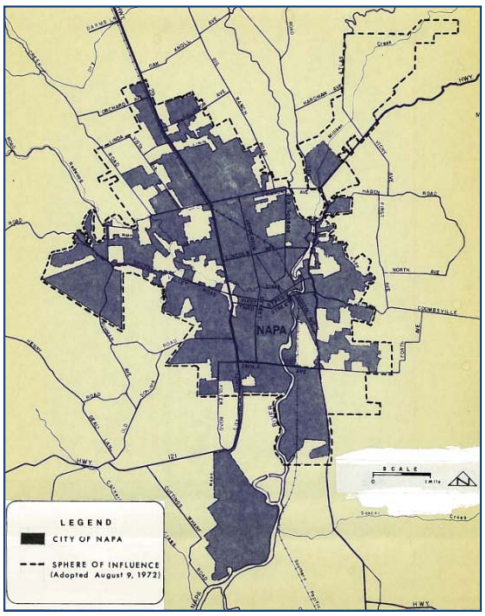
Approved annexations measurably slowed throughout the 1980s and 1990s and averaged 6.4 annually during this period. Recent annexations to Napa since the last municipal service review was completed in 2005 have been less frequent with an average of 1.1 approved annually. Annexations since 2005 have added a total of 126 acres. All of the recent annexation approvals have involved uninhabited and underdeveloped lands with the notable exception of the annexation of the Pines Mobile Home Park as part of a reorganization on Silverado Trail. A map showing all approved annexations during this latter period is provided as Appendix A.

[6] An analysis of the database maintained by the County Assessor's Office indicates 22,910 out of the 23,830 jurisdictional lots have been developed in some form as measured by the assignment of situs addresses and represent 84% of the total land acres.

4.0 Sphere of Influence

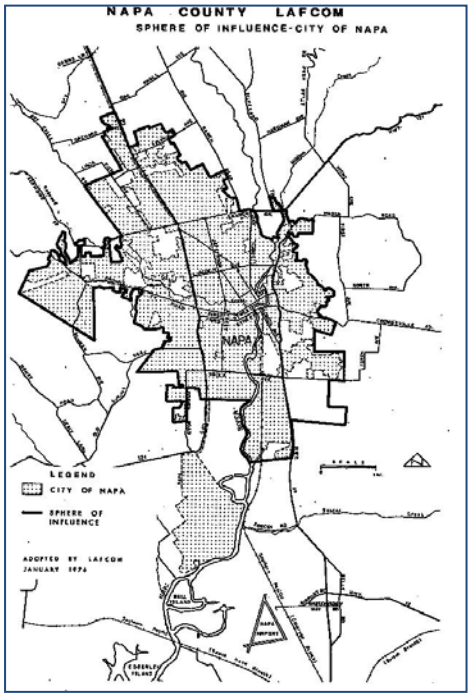
4.1 Establishment

Napa's sphere was established by the Commission in 1972 to include nearly its entire 8,000 acre then-incorporated boundary – minus the Stanly Ranch area – along with approximately 5,200 acres of unincorporated land. The unincorporated sphere area included the Napa State Hospital site, Monticello Road area, and Silverado. The principal planning factor used by the Commission in establishing the sphere was to pair the availability of water and sewer service with expected and reasonable demand for service within a five to ten year period. Markedly, the adoption of the inaugural sphere culminated a four year process in which the Commission effectively included only about one-half of the total area that had been requested by Napa. The City's requested sphere included unincorporated lands extending as far north as Ragatz Lane and west into Carneros.



4.2 Update in 1976

The Commission initiated an update to Napa's sphere in 1976 to review and address new land use policies codified in the City's new General Plan. The update was unanimously adopted by the Commission and reduced the amount of unincorporated land within the sphere by approximately 2,400 acres or nearly one-fifth and marked by the removal of Silverado and the adjacent Monticello Road areas. The underlying criterion used by the Commission in redesignating the sphere was to generally align – although not uniformly – with Napa's recently established RUL. The establishment of an RUL coincided with the County of Napa establishing a corresponding zoning assignment for all affected lands requiring annexation to Napa as an alternative to processing any new development applications. Notable examples of lands within the RUL excluded from the sphere included Stanly Ranch, Stewart Dairy, and Big Ranch Road.[7]



[7] The 1976 update immediately facilitated 18 separate amendments through 2005. The majority of these amendments were initiated by petitions of property owners to facilitate residential development as part of concurrent annexation proposals. Notably, in approving these amendments, the Commission determined that there were consistencies between the general plans of the County and the City of Napa with respect to the planned land uses of the affected territory.

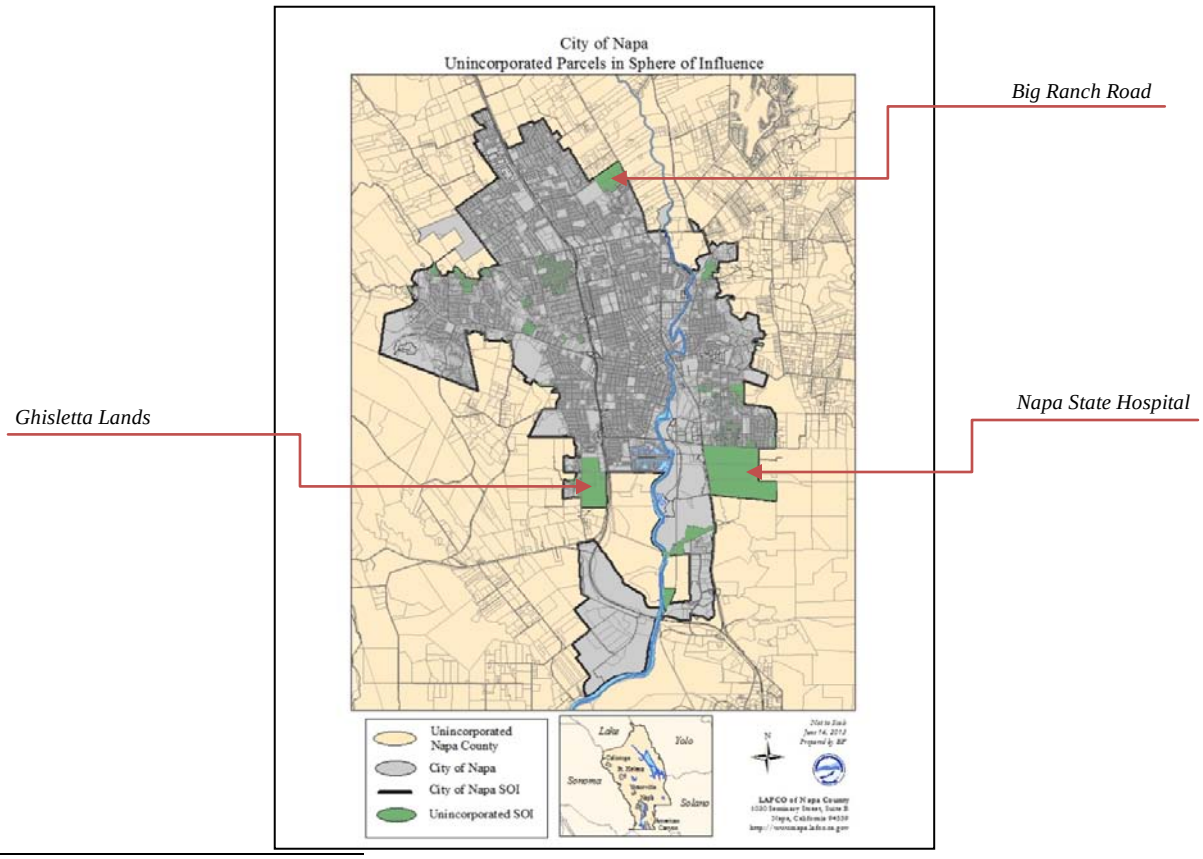
4.3 Update in 2005

The Commission adopted a second comprehensive update to Napa's sphere in 2005. This update, prompted by the earlier enactment of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) and its cornerstone requirement that LAFCOs review and update each agency's sphere by 2008 and every five years thereafter, expanded Napa's sphere to include an additional 1,090 acres to be further aligned with the RUL. These additional acres comprised six distinct study areas and added Stewart Dairy (also known as "Ghisletta" lands), Big Ranch Road, and Stanly Ranch. The substantive result of the second update was general consistency between the sphere and the RUL with the lone difference involving the Commission's continued inclusion of the Napa State Hospital given its reliance on City water services.

4.4 Current Composition

Napa's sphere presently encompasses 19.7 square miles or 12,624 acres.[8] The unincorporated territory within Napa's sphere is comprised of 967 entire lots and portions of five additional lots covering 974 acres currently in the sphere and eligible for annexation or outside service extensions; the latter amount meaning 7.7% of acreage within the sphere remains unincorporated. The majority of these unincorporated lands lie within the 20 islands that are either entirely or substantially surrounded by Napa. A map highlighting the unincorporated lands already within the sphere is provided below.

There are close to 1,000 unincorporated acres in Napa's sphere eligible for annexation or outside service extensions.



[8] The Commission's General Policy Determination III(B)(2) discourages proposals for amendment of adopted spheres from residents, landowners, and agencies proposing amendments to spheres of influence unless justified by special conditions and circumstances.

5.0 Demographics

5.1 Population Trends

Napa's current and permanent resident population is estimated at 77,881 by the California Department of Finance. This amount represents overall population growth of 5.3% over the last 10 year period – or 0.5% annually – and marks the highest rate change among all six land use authorities in Napa County with the exception of the City of American Canyon.[9] Napa's recent growth is characterized by two distinct episodes. Growth within the first half of the 10 year period was 1.7% before more than doubling to 3.6% over the second half. Further, this overall growth rate was significantly lower than the growth rate for the previous 10 year period, which was 13.3% or 1.3% annually between 1993 and 2003.

Recent Population Growth Comparables
(California Department of Finance / Napa LAFCO)

Jurisdiction	2003	2013	Difference	Annual Percentage
Napa	73,959	77,881	3,922	0.5
American Canyon	13,003	19,862	6,859	5.3
Calistoga	5,161	5,194	33	0.1
St. Helena	5,968	5,854	-114	-0.2
Yountville	3,179	2,983	-196	-0.6
Unincorporated	27,413	26,609	-804	-0.3

With respect to projections, and for purposes of this review, it is reasonable to assume Napa's annual population growth rate over the next 10 years within the existing sphere of influence will match the growth rate from the previous decade and remain at 0.5%. Two factors provide substantive support for applying this projected annual growth rate. First, staff has not identified internal or external factors that would clearly affect the current rate of growth. Second, the rate is consistent with local employment and household estimates jointly prepared by ABAG and the Metropolitan Transportation Commission (MTC) as part of Plan Bay Area, a regional planning document aimed at integrating transportation, land use, and housing decision-making consistent with Senate Bill 375 and its provisions to curb greenhouse gas emissions. Plan Bay Area, notably, anticipates an overall annual population growth rate for the entire region of 1.0% over the next 30 years with the majority – over four-fifths – occurring in locally-defined priority development areas (PDAs) and infill-oriented areas near existing transportation corridors.[10] There is only one PDA in Napa and it is located along Soscol Avenue between First Street and Imola Avenue and anchored by the Gasser Specific Plan that anticipates – among other things – building 500 housing units. If the preceding assumptions hold, Napa's permanent population is expected to increase to 79,828 by 2018 and 81,775 by 2023; the latter amount remaining below the 90,000 build-out population estimate implicit in Napa's existing RUL.

It is reasonable to assume Napa's growth rate over the next 10 years will match the City's growth rate from the prior decade at 0.5%; the majority of which will likely be concentrated within the Soscol corridor area. This projection would result in a permanent population total of 81,775 by 2023.

[9] American Canyon's population growth rate over the affected period was 52.7% and marked third among all 101 cities in the San Francisco Bay Area. (Brentwood and San Ramon, both in Contra Costa County, ranked first and second among all Bay Area cities in population growth during this period at 58.1% and 56.1%, respectively).

[10] There are a total of 169 PDAs in the Bay Area as of June 1, 2013.

Projected Population Growth in Napa within Existing Sphere
(Napa LAFCO)

2013	2018	2023	Difference	Annual Percentage
77,881	79,828	81,775	3,894	0.5

5.2 Population Density

Napa has the highest population density in Napa County with 4,279 residents for every square mile. American Canyon has the second highest density of residents per square mile at 3,611. The most densely populated areas within Napa based on census data – which generally follow neighborhood designations as outlined in the City General Plan – are the Westwood Planning Area and Beard Planning Area at 11,840 and 9,010, respectively, for every square mile. The Central Napa Planning Area, conversely, has the lowest resident density within the City at 3,470 for every square mile.

Trends in Population Density Comparables
Table IV/E; Source: California Department of Finance/Napa LAFCO

Jurisdiction	Population	Land Area (Square Miles)	Permanent Residents Per Square Mile
Napa	77,881	18.2	4,279
American Canyon	19,862	5.5	3,611
Yountville	2,983	1.5	1,989
Calistoga	5,194	2.6	1,998
St. Helena	5,854	5.1	1,148
Unincorporated	26,609	755.4	35
Average	*23,064*	*131.4*	*176*

5.3 Housing Trends

Napa has increased its total residential housing stock by 1,873 units over the last 10 years; a net increase of 6.6%. This new housing has largely been divided equally between single-family and multi-family. The new housing has also been infill oriented and not concentrated in any one particular area.

The increase in Napa's population growth over the last 10 year period has been effectively accommodated by an equal share of new single-family and multi-family residential units collectively totaling 1,873 units. New single-family construction during the period totaled 1,037 units – representing a net supply increase of 5.2% – and primarily attributed to over two dozen subdivision approvals and highlighted most recently by Sheveland Ranch (180), Hidden Hills (72), and Greystone Estates (50), all three of which represent infill projects. New multi-family residential construction during the period totaled 830 units and represented a net supply increase of 11.5%. The corresponding ratio in residential construction trends in Napa over the last 10 year period is five-to-four in terms of single-family to multi-family units; the closest ratio among all six land use authorities in Napa County.[11]

[11] Housing ratios for the other five land use authorities in terms of newly constructed single-family to multi-family units over the last 10 year period are as follows: American Canyon at eleven-to-one; Calistoga at (three)-to-two; St. Helena at nineteen-to-one; Yountville at one-to-ten; and the County at nine-to-ten.

Two additional factors underlying housing trends merit notice. First, the average of number persons for every household has increased by two percent and is currently at 2.71. Second, the vacancy rate for all residential units has increased by two-thirds and is currently at 6.6%, the largest percentage change among all local jurisdictions.

Trends in Housing Comparables
(California Department of Finance / Napa LAFCO)

	2003		2013		Difference	
Jurisdiction	**Housing Units**	**Vacancy Rate (%)**	**Housing Units**	**Vacancy Rate (%)**	**Housing Units**	**Vacancy Rate (%)**
Napa	28,422	4.0	30,295	6.6	+1,873	+65%
American Canyon	4,197	3.3	6,061	5.4	+1,864	+64%
Calistoga	2,253	10.2	2,319	12.9	+66	+26%
St. Helena	2,744	12.5	2,774	13.5	+30	+8%
Yountville	1,177	10.4	1,276	16.1	+99	+55%
Unincorporated	11,715	16.7	12,351	22.0	+636	+32%
Total	**50,508**	**7.8**	**55,076**	**10.7**	**+4,568**	**+37%**

Napa reports there are currently 102 residential projects approved and pending construction over the next five year period. This includes three affordable housing apartment projects – Alexander Crossing with 134 units, Napa Creekside with 57 units, and Oak Creek Terrace with 40 units – and Napa Oaks II, a single-family subdivision that has been approved for 54 detached residences. These approved projects would increase Napa's resident population alone by approximately 3,000 and are consistent with the anticipated development uses codified under the City's current Housing Element covering years 2007 through 2014. This document ultimately provides for the potential development of up to 2,106 new housing units as required by the Association of Bay Area Governments (ABAG).[12]

5.4 Visitor Population

Visitors are an increasingly integral component in supporting and expanding Napa's economy and have increased by over one-third over the last ten years as measured by the number of licensed guestrooms in the City. Specifically, Napa has added 518 transient guestrooms during the last decade, raising the citywide total from 1,489 to 2,007; a percentage change of 35% and the largest aggregate increase among all six local jurisdictions. Further, at full occupancy, Napa's existing overnight visitor population within its 38 lodging establishments (hotels, resorts, motels, and bed and breakfast inns) is estimated at 5,018, equivalent to over six percent of the current resident population. Further, there are two approved hotel projects – Ritz Carleton and St. Regis – that would add 526 guestrooms and raise Napa's overall total to 2,533, producing an estimated overnight visitor population at full occupancy of 6,333 or eight percent of the current population.

Napa has increased its visitor guestroom total by 35% over the last 10 years; more than any other local jurisdiction. At full occupancy, Napa's overnight visitor population is estimated at over 5,000.

[12] Consistent with a regional effort to direct new urban uses towards existing and planned transportation corridors, Napa's assigned housing need allocation for the 2014-2022 period has been decreased to 835 total housing units; a reduction of over three-fifths.

Trends in Overnight Guestrooms in Napa
(Napa LAFCO)

2003	2013	Difference	Est. Overnight Population	Population Percent
1,489	2,007	518	5,018	6.4

5.5 Social and Economic Indicators

A review of recent demographic information indicates Napa's residents have collectively experienced a marked decline in economic prosperity over the last five years based on demographic information collected by the United States Census Bureau as part of its American Communities Survey program. This decline is highlighted by two specific economic factors: a three-fourths increase in unemployment and close to a one-sixth decrease in homeownership. Additionally, the effects of the economic downturn are reflected in the one-fourth increase in median rent while household income has decreased by nearly five percent. In terms of regional comparisons, Napa has a markedly higher percentage of renters and persons living below the poverty rate relative to averages for all of Napa County.

Trends in Social and Economic Indicators for Napa
(American Community Surveys 2007 and 2011 / Napa LAFCO)

Category	2007	2011	% Change	County Average
Median Household Income	$58,472	$55,719	(4.7)	$68,641
Owner-Occupied Residences	61.0%	51.6%	(15.4)	63.3%
Renter-Occupied Residences	39.0%	48.4%	24.1	36.7%
Median Housing Rent	$1,068	$1,330	24.5	$1,279
Median Age	37.9	36.3	(4.2)	39.5
Prime Working Age (25-64)	53.4	55.3	3.6	52.9%
Unemployment Rate (Labor Force)	3.4%	6.0%	76.5	5.2%
Persons Living Below Poverty Rate	12.6%	13.6%	7.9	9.8%
Adults with Bachelor Degrees or Higher	19.7%	22.1%	12.2	28.0%

6.0 Organizational Structure

6.1 Governance

Napa is a charter-law municipality operating under the council-manager system of government. Decision-making authority under this system is equally distributed among Napa's five-member City Council, which includes a directly elected mayor. The Mayor and members of the Council are elected at-large to four-year terms. A Vice-Mayor is selected on an annual rotation schedule. Key duties of the City Council include adopting an annual budget, establishing and amending policies and ordinances, making committee and advisory appointments, and directly hiring three senior staff members: City Manager, City Clerk, and City Attorney. Meetings are currently conducted on the first and third Tuesday of each month and broadcast on local public access television. The current average experience on the City Council is 5.2 years. The Mayor is completing her 10th year on the Council.

Current City Council Roster (Napa / Napa LAFCO)			
Member	**Position**	**Background**	**Years on Council**
Jill Techel	Mayor	Educator	10
Pete Mott	Vice Mayor	Businessman	7
Juliana Inman	Councilmember	Architect	7
Alfredo Pedroza	Councilmember	Banker	1
Scott Sedgley	Council Member	Fire Captain	1
		Average Years of Council Experience	*5.2*

With respect to addressing governance issues of particular interest and/or importance, the City Council has established over one dozen supplemental governance bodies or separate legal entities to advise in its decisions or, in the case of some of these entities, to make decisions. The 13 bodies generally – but not exclusively – consist of between three and seven members appointed by the City Council at public meetings. The majority of appointees must be registered voters residing in Napa and generally posses either educational and/or professional expertise within the affected field. Specific responsibilities and powers for these bodies are summarized below.

Bicycle and Trails Advisory Commission

The Bicycle and Trails Advisory Commission ("Commission") consists of seven appointed members as well as one non-voting student representative and meets on the second Thursday of each even-numbered month in the Council Chambers. The Commission is responsible for making written recommendations to the Public Works Director and City Council regarding transportation, bicycle, and recreational issues. This includes performing an annual review to assess possible changes regarding the City's Bike Plan. Staffing is provided by the Parks and Recreation Services Department.

Building and Fire Code Board of Appeals

The Building and Fire Code Board of Appeals ("Board") consists of five appointed members and meets as needed in the Council Chambers. The Board meets as items are called. The Board considers formal appeals on behalf of the City Council with respect to building and fire code violations. Staffing is provided by the Community Development Department's Building Division.

Civil Service Commission

The Civil Service Commission ("CS Commission") consists of five members and meets on the third Monday of each month in the Council Chambers. The CS Commission – whose authority and powers are established in the City Charter – is responsible for making recommendations to the City Council on employee classifications and salaries. It also certifies lists of qualified candidates for employment and hears disputes relating to conditions of employment. Appointments to the CS Commission are distinct from other bodies given that two members are selected by members of Napa's employee bargaining units, and one is appointed by the other four members. The CS Commission appoints the Personnel Director, who provides staffing services.

Community Development Block Grant Citizen's Advisory Committee

The Community Development Block Grant Citizen's Advisory Committee (CDBG) consists of seven appointed members and meets on the last Monday of each month as needed in the Council Chambers. CDBG plans, implements, and amends – as needed – service programs that are directly funded by the State of California's Department of Housing and Community Development. Staffing is provided by the Community Development Department's Housing Division.

Cultural Heritage Commission

The Cultural Heritage Commission ("CH Commission") consists of five appointed members and meets on the first Thursday of each month in the Council Chambers. The CH Commission reviews and makes recommendations to the City Council with regard to historical preservation matters, including the designation of historical landmarks in Napa. Staffing is provided by the Community Development Department's Planning Division.

Disability Access Board of Appeals

The Disability Access Board of Appeals ("Board") consists of five appointed members – two of whom must be physically handicapped persons and three of whom must serve concurrently on the Building and Fire Code Board of Appeals – and meets as needed in the Council Chambers, typically holding three to four meetings a year. On behalf of the City Council, the Board considers formal appeals with respect to determinations or violations of the Americans with Disabilities Act made by the Chief Building Official or Fire Marshall. Staffing is provided by the Community Development Department's Building Division.

Housing Authority of the City of Napa

The Housing Authority of the City of Napa (HACN) is a separate legal entity established under State law (Health and Safety Code Section 34200 et. seq.). It consists of all five Councilmembers plus two program participants appointed by the Council. HACN meets on the first Tuesday of each month in the Council Chambers. HACN provides rental assistance to very low-income families in Napa through Federal rental subsidy programs and develops affordable housing for low and moderate-income families. Staffing is provided by the Community Development Department's Housing Division.

Napa Redevelopment Successor Agency Oversight Board

The Napa Redevelopment Successor Agency Oversight Board ("Board") consists of two representatives appointed by the City Council along with five other members appointed by other agencies as provided under Health and Safety Code Section 34179. The Board meets on the third Wednesday of each even-numbered month, as needed, in the Council Chambers, typically three to four times a year. The Board directs the activities of the Successor Agency to the Napa Community Redevelopment Agency. The Board monitors and directs staff of the Successor Agency as part of the dissolution process, including the disposition of properties, contracts, leases, books and records, buildings and equipment, existing fund balances, and other obligations of the former NCRA. Staffing is provided by the Community Development Department Economic Development Division.

Parks and Recreation Advisory Commission

The Parks and Recreation Advisory Commission ("PRA Commission") consists of seven appointed members as well as one non-voting high school student representative and meets on the second Wednesday of every other month in the Council Chambers. The PRA Commission reviews and makes recommendations to the City Council with regard to acquisition, development, and maintenance of City parks as well as matters involving public recreation programs and cultural activities. Staffing is provided by the Parks and Recreation Services Department.

Planning Commission

The Planning Commission consists of five appointed members and meets on the first and third Thursday of each month in the Council Chambers. The Planning Commission is responsible for hearing development proposals, approving modifications to approved projects, design permits, conditional use permits, parcel maps, and variances. The Planning Commission also makes recommendations to the City Council on general plan amendments, zoning changes, and development agreements. All actions are subject to appeal to the City Council. Staffing is provided by the Community Development Department's Planning Division.

Public Art Steering Committee

The Public Art Steering Committee ("Committee") consists of five appointed members and meets on the fourth Tuesday of each month in the Community Development Building's Conference Room. The Committee reviews and makes recommendations to the City Council on selecting, funding, and placement of public art in Napa. Staffing is provided by the Community Development Department's Administrative and Planning Divisions.

Senior Advisory Commission

The Senior Advisory Commission ("SA Commission") consists of seven appointed members and meets quarterly at the Senior Center. The SA Commission reviews and makes recommendations to the City Council with regard to services, facility uses, and recreational activities at the Senior Center along with other citywide programs aimed at serving residents that are 50 years of age or older. Staffing is provided by the Parks and Recreation Services Department.

Tree Advisory Commission

The Tree Advisory Commission consists of five appointed members and meets every other month the Council Chambers. The Tree Advisory Commission reviews and makes recommendations to the City Council with regard to tree ordinances, policies, and programs. Staffing is provided by the Parks and Recreation Services Department.

6.2 Administration

The City Manager serves at-will to the City Council and is principally responsible for administering Napa's day-to-day governmental operations and its 475 currently budgeted full-time equivalent employees. The current City Manager was appointed in 2006 and is delegated broad authority to appoint and remove all Department heads with limited exceptions. Key duties include preparing an annual budget and enforcing all ordinances and policies enacted by the City Council. The City Manager is assisted in overseeing Napa's day-to-day operations by the City Clerk and City Attorney; both of whom are directly appointed by the City Council. The basic composition and functions of Napa's five municipal service departments are summarized below.

Community Development

Community Development includes divisions for Administration, Building, Code Enforcement, Economic Development, Housing, and Planning. These divisions are responsible for implementing land use policies and procedures adopted by the City Council and Planning Commission. Specific tasks include reviewing parcel and subdivision maps, issuing building permits, enforcing codes, updating the zoning code, facilitating local economic growth, maintaining the General Plan, and serving as the liaison with other local and regional planning agencies. Community Development currently budgets for 35 full-time equivalent employees and accounts for 7% of agency-wide staffing. The current Director was promoted in 2012.

Fire

Fire includes divisions for Administration, Operations, and Prevention. These divisions are responsible for providing structural fire protection and emergency medical response services throughout Napa and consistent with goals and objectives codified in the Community Services Element of the General Plan. Fire currently budgets for 65 full-time equivalent employees and accounts for 14% of agency-wide staffing. The current Chief was promoted in 2012.

Parks and Recreation

Parks and Recreation includes divisions for Administration, Maintenance and Operations, Parks, and Recreation. These divisions are responsible for providing and maintaining parks, public facilities, and related recreational activities and programs consistent with goals and objectives codified in the Parks and Recreation Element of the General Plan. Parks and Recreation currently budgets for 67 full-time equivalent employees and accounts for 14% of agency-wide staffing although a considerable portion are part-time and only employed during summer months. The current Director was hired in 2006.

Police

Police includes divisions for Administration, Operations, and Support Services. These divisions are responsible for providing a full range of law enforcement services throughout the City with the limited exception of contracting with the County of Napa for animal control services. Police currently budgets for 129 full-time equivalent employees divided between 74 sworn and 55 support personnel and accounts for 27% of agency-wide staffing. The current Chief was hired in 2004.

Public Works

Public Works includes divisions for Administration, Construction, Development Engineering, Engineering, Fleet Management, Maintenance, Materials Diversion Services, Real Property, and Water. These divisions are responsible for providing a full range of services aimed at constructing, designing, and maintaining Napa's public-serving infrastructure. Services generally pertain to bridges, electrical facilities, fleet vehicles, materials diversion, sidewalks, storm drains, streets, and water transmission. Public Works currently budgets for 124 full-time equivalent employees and accounts for 26% of agency-wide staffing. The current Public Works Director was hired in 2007.

7.0 Municipal Services

Napa provides a full range of municipal services either directly or through outside contractors to support urban uses within and adjacent to its jurisdictional boundary. This review classifies Napa's municipal services into four broad categories: 1) community services; 2) public safety; 3) public works; and 4) miscellaneous. The succeeding analysis assesses the municipal services provided within each of these categories in terms of resources and demands with the specific goal of providing a reasonable snapshot of existing and anticipated conditions going forward. General conclusions are also provided specific to the factors the Commission is required to consider under G.C. Section 56340. Further, and consistent with the current municipal service review cycle, the analysis covers a 10-year period; five years back and five years ahead of this report.

The preceding analysis is intended to provide a reasonable and independent "snapshot" of the current resources, demands, and identifiable outcomes of specific municipal services of interest to the Commission.

7.1 Community Services

Napa provides four specific types of community services pertinent to the Commission's interests and objectives tied to the municipal service review process. These services are (a) planning, (b) building, (c) housing, and (d) parks and recreation, and are evaluated as follows.

Planning
Building
Housing
Parks/Recreation

Planning

Nearly all of Napa's planning services are provided directly by the Community Development Department's Planning Division and most frequently involve processing general plan amendments, rezoning requests, permit applications, and parcel and subdivision map applications. Napa also contracts as needed with outside consultants to assist in special projects or prepare environmental reviews for development applications. All planning services – whether provided directly or indirectly – are oriented to comply with Napa's General Plan, which was comprehensively updated in 1998 and codifies land use and development policies for the City through 2020.[13] The current General Plan addresses the seven mandatory elements required of all cities – land use, housing, circulation, conservation, open-space, noise, and safety – as well as four optional elements: administration, economic development, historic preservation, and parks and recreation; all of which reflect areas of particular local policy interest.

[13] The Housing Element was updated in 2009.

Major and explicit land use objectives within the current General Plan include engendering a small town atmosphere and enhancing the residential character of existing neighborhoods, paired with considerable focus on economic growth. The General Plan also emphasizes a commitment to contain urban development within the RUL; an urban growth boundary that was established by the City Council in 1975 that has remained relatively unchanged over the last four decades. The City Council approved a Charter amendment in 1999 to require changes to the RUL be submitted to the voters for approval. The lone exception involves a provision that allows the City Council with at least four affirmative votes to amend the RUL in order to comply with a state or federal law or to facilitate a public service facility, such as a municipal park.

Staff and Budget

Planning Division staff is currently budgeted at 7.5 full-time equivalent employees within Community Development. This budgeted staff amount essentially matches levels from five years earlier with the qualifier there had been the addition of two additional full-time employees that were later retracted as of the last fiscal year. The relatively unchanged staff levels coupled with the increase in Napa's population directly ties to a two percent increase in the per capita staffing ratio for planning services during this period from .094 to .096 for every 1,000 residents.

Current operating expenses for planning services are budgeted at $1.049 million and have decreased by two percent from five years earlier. It is projected nearly four-fifths of budgeted operating expenses will be covered by the General Fund in the current fiscal year with the remaining one-fifth to be drawn from user fees and charges, grants, and other operating transfers. Actual demands on the General Fund to support planning services over the previous four fiscal years average approximately 77%. The following tables display budgeted staffing and financial resources for planning services over the last five years followed by actual and projected demands on the General Fund.

Trends in Budgeted Planning Division Staff
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Budgeted Staff	7.23	7.23	9.48	9.48	7.46	**3.2%**
Staffing Per 1,000 Capita	0.094	0.094	0.122	0.122	0.096	**1.8%**

Trends in Budgeted Operating Expenses for Planning Services
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Adopted Budget	$1.074	$1.117	$1.275	$1.290	$1.049	**(2.3%)**

Amounts in millions

Trends in Operating Expenses for Planning Services Relative to General Fund
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Expenses Covered by G.F.	58.4%	74.0%	77.2%	76.4%	79.0%	**35.3%**
% of Overall G.F.	1.0%	1.4%	1.5%	1.6%	1.2%	**24.0%**

** Fiscal years 2009-12 reflect actual amounts. Fiscal year 2012-13 reflects projected amounts. Fiscal year 2013-14 reflects budgeted amounts.*

Application Activity

A review of the trend and volume of applications show Napa's planning services are rebounding consistent with the end of the recession and increasingly attributed to new development activity. This includes a one-fifth increase in applications over the last five years. The total volume of applications has also generally increased in each of the last five years with the most recent calendar year achieving the largest year-end total at 175.

Trends in Planning Division Applications
(Napa / Napa LAFCO)

2008	2009	2010	2011	2012	Trend
144	127	128	148	175	**21.5%**

Housing Production

A tangible measurement of outcomes for planning services – especially within a suburban community – involves tracking the number and type of housing units produced. Towards this end, there are currently 30,243 housing units in Napa divided between single-family comprising 69%, multi-family comprising 27%, and mobile homes comprising four percent. Housing units overall have increased by one percent over the last five years rising by 338 in total since 2008. Napa has also experienced a sizable increase in unoccupied residences having increased by 14% during this period.

Trends in Housing Inventory
(Department of Finance / Napa LAFCO)

Type	2008	2009	2010	2011	2012	Trend
Total	29,905	30,019	30,150	30,176	30,243	**1.1%**
-Single-Family	20,566	20,641	20,708	20,735	20,802	**1.1%**
-Multi-Family	8,034	8,084	8,074	8,076	8,076	**0.5%**
-Mobile	1,305	1,294	1,368	1,365	1,365	**4.6%**
Vacant (%)	5.77	6.13	6.48	6.58	6.58	**14.0%**

Building

Nearly all of Napa's building services are provided directly by Community Development Department's Building Division and most frequently involve regulating the construction and use of buildings and structures through the application of adopted codes and ordinances. The purpose of codes and ordinances is to provide minimum standards to safeguard health, property, and public welfare by regulating the design, construction, quality of materials, use and occupancy, location, and maintenance of all buildings and structures in Napa. The Building Division reviews construction plans, issues permits, and performs inspections to ensure building projects are built safely and in compliance with applicable codes and regulations. The Division will investigate complaints of illegal construction or use of structures in conjunction with the Code Enforcement and Planning Divisions; it does not patrol for violations. A key function of the services provided by the Building Division is assisting businesses and homeowners, construction professionals, and the public by explaining requirements and provisions governing development regulations and methods.

Staff and Budget

Building Division staff is currently budgeted at 7.0 full-time equivalent employees. This budgeted staff amount marks a one-fifth decrease over the last five year period with the elimination of two full-time positions in the last fiscal year. The reduction in staff coupled with the increase in Napa's population directly ties to the nearly a one-fourth decrease in the per capita staffing ratio for building services during this period from .117 to .090 for every 1,000 residents.

Current operating expenses for building services are budgeted at $1.077 million and represent approximately a one-fifth decrease in funding compared to the City's budget five years earlier. The Division has been entirely self-sufficient over the last two years as a result of permit and license fee revenues and is expected to continue in this fashion in the current fiscal year. Actual demands on the General Fund in the two earlier fiscal years – 2010 and 2011 – average close to 15%. The following tables display budgeted staffing and financial resources for building services over the last five years followed by actual and projected demands on the General Fund.

Trends in Budgeted Building Division Staff
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Budgeted Staff	9.00	9.00	9.00	9.00	7.00	**(22.2%)**
Staffing Per 1,000 Capita	0.117	0.117	0.116	0.116	0.090	**(23.2%)**

Trends in Budgeted Operating Expenses for Building Division Services
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Adopted Budget	$1.311	$1.353	$0.980	$0.989	$1.077	**(17.9%)**

Amounts in millions

Trends in Operating Expenses for Building Services Relative to General Fund
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Expenses Covered by G.F.	28.8%	0.8%	0.0%	0.0%	0.0%	**(100%)**
% of Overall G.F.	0.6%	0.0%	0.0%	0.0%	0.0%	**(100%)**

** Fiscal years 2009-12 reflect actual amounts. Fiscal year 2012-13 reflects projected amounts. Fiscal year 2013-14 reflects budgeted amounts.*

Permit Activity

The volume and trend of building permit issuances serve as reasonable indicators in quantifying both demand and outcomes for the Building Division's resources. A review of building permit issuances over the last five years shows an overall increase of nearly one-sixth in year-end volume. The review also shows fluctuating trends in permits issued in each of the five years with the high year-end total occurring in 2010 at 2,807.

Trends in Building Division Permit Issuances
(Napa / Napa LAFCO)

2008	2009	2010	2011	2012	Trend
2,250	2,110	2,807	2,667	2,618	**16.3%**

Housing

Napa's housing services are directly provided by Community Development Department's Housing Division. Housing services are primarily guided by objectives and standards codified in the updated Housing Element of the Napa General Plan (2009) and most recently supplemented by the City's 2009-2015 Housing Strategic Plan. Housing services involve working in various partnerships to operate a variety of programs aimed at providing decent, safe, affordable housing to qualified residents. Other key objectives include establishing safe, viable, attractive neighborhoods as well as creating employment opportunities and economic growth. The Housing Division supports and staffs the Housing Authority of the City of Napa (HACN) and administers various federal, state, and local programs to assist the community by providing housing and supportive services at all levels of affordability. With the exception of a contribution from the General Fund for the operation of the Homeless Shelter, all Housing Division costs are funded by designated federal, state, and local funds.[14]

Napa's housing services are divided between six distinct programs: (a) the federally funded Community Development Block Grant program, (b) the state funded CalHome program, (c) the Affordable Housing Program, (d) the First Time Homebuyers Program, (e) Section 8 Rental Assistance, and (f) Napa's Inclusionary Fund. These programs are summarized as follows.[15]

- The Community Development Block Grant program offers funding assistance and project oversight to local non-profit agencies to rehabilitate non-profit agency facilities serving very low and low income Napa residents. Each year, the program assists an average of six projects and typically provides an approximately $100,000 allocation.

- Napa's Down Payment Assistance Program is funded through grants received from the State of California's Department of Housing and Community Development. Currently, there are two funding sources available to prospective home buyers earning no more than 80% of the median household income for Napa County.

- The Affordable Housing Development section of HACN manages programs that increase and preserve the number of affordable housing units available in Napa. These programs vary annually regarding number of persons served or annual budget figures.

- HACN offers a variety of programs to assist first time homebuyers in purchasing their first home. Programs include a down payment assistance program, below market rate new homes resulting from Napa's Inclusionary Housing Ordinance. HACN's minimum annual budget for these programs is $500,000 and assists at least 12 families each year.

[14] The Shelter Plus Care Program is a rental assistance program available to homeless and disabled individuals. Shelter Plus Care requires support services be provided to clients by a referring supportive service agency. The Shelter Plus Care Program is a component of the Napa County Continuum of Care Strategy for the Homeless. HACN was awarded $250,000 over a five year period and assists approximately nine individuals.

[15] Napa's Inclusionary Fund is funded from affordable housing impact fees on commercial and residential development.

- The Section 8 Rental Assistance Program is designed to assist eligible low-income families throughout Napa County. The Section 8 program is funded by the U.S. Department of Housing and Urban Development (HUD). The purpose of the program is to provide rental subsidy to very low-income families. A portion of the family's monthly rent is paid in the form of a subsidy directly to the landlord by the Housing Authority. Participants pay approximately thirty percent of their adjusted gross income to the landlord for rent. The balance of the rent is paid by HACN.

- The Federal Department of Housing and Urban Development (HUD) sponsored Continuum of Care for the Homeless garners funding each year to assist with providing housing and needed services to the homeless population. HACN serves as the lead agency, applying to HUD on behalf of various project sponsors. Continuum of Care is a countywide collaboration between homeless housing and social service providers. The annual budget varies, as do the number of persons assisted with the various projects.

Staff and Budget

Housing Division staff is currently budgeted at 12.75 full-time equivalent employees. This budgeted amount marks a 5.4% decrease over the last five years with the elimination of one full-time position in the last fiscal year. The reduction in staff coupled with the increase in Napa's population directly ties to the nearly seven percent decrease in the per capita staffing ratio for housing services during this period from .175 to .164 for every 1,000 residents.

Current operating expenses for housing services are budgeted at $13.997 million and represent a 13.4% increase in funding compared to five years earlier. All Housing costs are funded by designated federal, state, and local funds with the exception of a contribution from the General Fund for operation of the Napa Homeless Shelter.[16] The following tables display budgeted staffing and financial resources for housing services over the last five years.

Trends in Budgeted Housing Division Staff
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Budgeted Staff	13.48	13.48	13.75	13.75	12.75	**(5.4%)**
Staffing Per 1,000 Capita	0.175	0.175	0.177	0.177	0.164	**(6.7%)**

Trends in Budgeted Operating Expenses for Housing Division Services
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Adopted Budget	$12.345	$15.912	$14.337	$13.333	$13.997	**13.4%**

Amounts in millions

[16] Actual General Fund demands associated with the Homeless Shelter have decreased by over one-fourth over the last five years.

Application Activity

The Housing Division administers federal funds including Section 8 Housing vouchers, Mainstream Vouchers, and Continuum of Care funds throughout the County. The Division also administers the Housing Set-Aside Fund, the Local Housing Fund, and the management of properties owned by the Housing Authority.[17] Pursuant to California Health and Safety Code Section 33418(c), redevelopment agencies are required to publish and annually update a database of affordable housing units funded through the Low and Moderate Income Housing Fund. A review of recent existing and substantially rehabilitated housing units developed or otherwise assisted with low and moderate-income Housing funds reveals a total of 366 affordable units have been added by Napa over the last five years; an amount representing a 29% increase during this period.[18] These new units are associated with the rehabilitation of the Concordia Manor and Rohlffs Manor Senior Apartment projects.[19]

The Housing Division reports it has received a total of 10,842 housing and rental assistance applications over the last five years; an amount representing 2,168 annual applications received. This includes reaching the Division's maximum allowable application submittals for the Section 8 Rental Assistance Program and resulting in the closure of its waitlist as of March 29, 2013. The Division reports the waiting list for the Section 8 Rental Assistance Program includes approximately 9,620 individuals with funding available for only 1,300, suggesting a significant countywide need for an elevated level of Housing Division services.[20] A review of housing and rental assistance applications over the last four completed calendar years shows an overall increase of over four-fifths in year-end volume. Applications have generally experienced steady annual increases with the high year-end total occurring in 2012 at 2,936 housing and rental applications received by the Housing Division.

Trends in Housing and Rental Assistance Applications
(Napa / Napa LAFCO)

2009	2010	2011	2012	Trend
1,601	2,641	2,621	2,936	**83.4%**

Parks and Recreation

Napa provides a range of community park and recreational services directly through its Parks and Recreation Services Department (NPRSD). NPRSD services are primarily guided by objectives and standards codified in the Parks and Recreation Element of the Napa General Plan (1998) and most recently supplemented by the City's Park and Facilities Master Plan (2010). NPRSD is comprised of four distinct Divisions: Administration; Recreation; Parks; and Maintenance. The composition and principal duties of each division follows.

[17] The Housing Authority owns and manages a 50-unit affordable senior apartment project identified as "Laurel Manor" as well as Housing's administrative office building located on Seminary Street in Napa.
[18] The Housing Division reports there are 1,613 total affordable housing units overall in Napa.
[19] Concordia Manor (145 units) and Rohlffs Manor (211 units) provide a combined total of 366 affordable units to senior citizens divided between 220 studios, 128 one-bedroom units, and eight two-bedroom units.
[20] The Housing Division has also reported experiencing an increase in demand for the First Time Homebuyer Affordable Housing Program. Homebuyer education workshops are scheduled to educate first time homebuyers on the home buying and mortgage loan process and to inform them of the CalHome program eligibility criteria. The workshops will be held on September 12th and 17th at the Housing office located at 1115 Seminary Street in Napa.

- Administration Divisions
  This unit is directly managed by the NPRSD Director and responsible for overall service operations as well as budget planning, inventory control, and managing vendor contracts; it also manages special event permitting process and provides staffing for the Parks and Recreation Commission. Administration is currently budgeted with 5.0 full-time equivalent employees and located at 1100 West Street in Napa.

- Recreation Division
  This unit is managed by a Recreation Supervisor appointed by the Director and responsible for managing all senior, adult, and child recreational programs as well as planning and staffing special community events. Recreation is the second largest unit within NPRSD and is currently budgeted with 24.4 full-time equivalent employees with the majority tied to seasonal and part-time positions.

- Parks and Trees Division
  These units are managed by a Parks, Trees, and Facilities Manager appointed by the Director and responsible for managing all Napa parklands, trees, and their ancillary facilities. These units also provide formal review as part of the Community Development Department's review of development applications. Parks is the largest unit within NPRSD and is currently budgeted with 30.1 full-time equivalent employees.

- Facilities Division
  This unit is also managed by the Parks, Trees, and Facilities Manager appointed by the Director. This unit is responsible for providing custodial, maintenance, and repair services for all Napa owned facilities. This includes servicing Napa's administrative buildings, parks, community facilities, and parking garages. Maintenance is currently budgeted with 7.2 full-time equivalent employees.

Staff and Budget

NPRSD staff is currently budgeted at a total of 66.7 full-time equivalent employees. This budgeted staff amount marks a three percent decrease over the last five fiscal years with reductions occurring in three of the four Divisions with the largest proportion in Administration. The reduction in staff coupled with the increase in Napa's population directly ties to a decrease in the per capita staffing ratio during this period from .898 to .856 for every 1,000 residents.

Current operating expenses are budgeted at $7.007 million and mark nearly a one-tenth decrease over the last five years. It is projected that close to four-fifths of this budgeted amount will be drawn from the General Fund to support operating expenses in the current fiscal year with the remaining one-fifth to be drawn from user fees and charges, grants, and other operating transfers. Actual demands on the General Fund over the previous four fiscal years averages approximately 79%. The following tables display budgeted staffing and financial resources for park and recreation services over the last five years followed by actual and projected demands on the General Fund.

Trends in Budgeted Parks and Recreation Staffing by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NPRSD Overall	69.04	69.18	58.83	57.40	66.69	**(3.4%)**
Administration	6.33	6.33	5.00	5.00	5.00	**(21.0%)**
Recreation	27.75	27.89	21.75	21.85	24.35	**(12.3%)**
Parks	25.96	25.96	25.05	24.15	30.11	**16.0%**
Maintenance	9.00	9.00	7.03	6.41	7.23	**(19.7%)**
Staffing Per 1,000 Capita	0.898	0.896	0.759	0.737	0.856	**(4.7%)**

Trends in Budgeted Operating Expenses for Parks and Recreation by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NPRSD Overall	$7.675	$7.992	$6.577	$6.634	$7.007	**(8.7%)**
Administration	$0.818	$0.849	$0.653	$0.656	$0.854	**4.3%**
Recreation	$1.959	$1.991	$1.588	$1.578	$1.675	**(14.5%)**
Parks	$3.580	$3.787	$3.230	$3.290	$3.291	**(8.1%)**
Maintenance	$1.317	$1.364	$1.104	$1.108	$1.187	**(9.9%)**

Amounts in millions

Trends in Operating Expenses for Parks and Recreation Relative to General Fund (G.F.)
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Expenses Covered by G.F.	81.4%	81.6%	76.7%	76.8%	80.0%	**(1.7%)**
% of Overall G.F.	10.0%	11.1%	7.9%	8.2%	8.4%	**(15.8%)**

** Fiscal years 2009-12 reflect actual amounts. Fiscal year 2012-13 reflects projected amounts. Fiscal year 2013-14 reflects budgeted amounts.*

Park Facilities

A considerable portion of NPRSD's resources are tied to operating Napa's existing 52 public parklands located throughout the City's incorporated area. These parklands collectively comprise approximately 820 acres, all of which are incorporated lands and range in scope from large community parklands that include various recreational amenities – including an 18-hole public golf course at Kennedy Park – to small mini-parklands that serve particular neighborhoods. Parkland development in Napa has been moderate over the last five years and attributed to funding provided through grants and by the former redevelopment agency with five new facilities opening to the public: Trancas Crossing Park, Oxbow Preserve, Opera House Plaza, Riverfront Green, and the 9/11 Memorial Garden. The ratio measuring the amount of open parklands for every 1,000 residents, nonetheless, has slightly increased over the last five years from 9.09 to 10.32. This existing ratio, notably, falls below Napa's adopted standard of 12 acres for every 1,000 residents.

Trends in Public Parklands
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Total Napa Parks	50	51	51	52	53	**6.0%**
Total Napa Park Acres	764	798	798	803	804	**5.2%**
- Per 1,000 Capita	9.09	10.24	10.24	10.31	10.32	**13.5%**

Napa currently owns four additional sites that are identified in the Park and Facilities Master Plan for future public parklands. These four sites collectively total 66.6 acres with the majority in a 57.3 acre area located at the southern terminus of Jefferson Street south of Imola Avenue; a property that currently lies outside Napa and its existing sphere of influence. Napa's Park and Facilities Master Plan also identifies an additional 15 acre site for future public parkland near the Napa Oxbow. Funding for this parkland is expected to be drawn from federal funds tied to the ongoing construction of the Napa River/Napa Creek Flood Project. If all five sites were to be developed and opened for public use, Napa's total parkland acres would increase by eight percent and raise the per capita ratio from 10.32 to 11.17 acres for every 1,000 residents.[21]

Recreational Programs and Community Facilities

NPRSD operates over two-dozen ongoing recreational programs throughout Napa. Many of these programs include self-funded activities provided in partnership with the Napa Valley Unified School District. Examples of the latter include youth sport leagues, summer camps, dances, and educational classes. Recreational activities significantly expand during the summer to include additional youth activities and services and typically employ between 50 and 60 seasonal workers. NPRSD also operates four community facilities that serve a mix of uses for both Napa government and made available to the general public for community meetings and events. These four community facilities – Las Flores Center, Senior Center, Pelusi Building, and the Fuller Building – collectively provide Napa with 28,000 square feet of public meeting space.

7.2 Public Safety Services

Fire / EMS
Police
Animal Control

Napa provides three specific types of public safety services pertinent to the Commission's interests and objectives tied to the municipal service review process. These services are (a) fire protection / emergency medical, (b) police protection, (c) animal control and are evaluated as follows.

Fire Protection / Emergency Medical Services

Napa provides structural fire protection and emergency medical services within its jurisdictional boundary directly through the Napa Fire Department (NFD). NFD also provides services as needed to surrounding or nearby unincorporated and incorporated lands through reciprocal agreements with other neighboring service providers. This includes a formal automatic aid agreement with the County in which NFD immediately responds to service calls in the island community of Pueblo Park while the County immediately responds to service calls in the Hagan Road/Silverado Trail area. NFD also maintains standing mutual aid agreements with the Cities of American Canyon and Vallejo to provide support services as needed. In all, NFD estimates the portion of its responses that occur outside Napa is three percent of total calls for service.[22]

NFD is comprised of three Divisions: Administration; Operations; and Prevention. The composition and principal duties of each Division follows.

[21] Ratio assumes current population (77,881).

[22] NFD is also a signatory to the California Master Mutual Aid Agreement as part of the California State Emergency Management Authority by housing and staffing a State fire engine that can respond to large emergency incidents throughout California. Finally, NFD participates in three separate joint powers agreements. These agreements establish terms for cooperative response to emergency incidents involving hazardous materials, maintenance and sharing of a fire-safe demonstration trailer, and use of the County's fire training facilities near the Town of Yountville.

- Administration Division
  This unit is directly managed by the Fire Chief and is responsible for policy development and implementation, budget planning, inventory control, records management, and labor relations. Administration is currently budgeted with 2.7 full-time equivalent employees and marks nearly a one-half reduction following a recent consolidation with the Police Department in which the two Departments now share office space and related administrative resources at Napa's Public Safety Administration Building located at 1539 First Street in Napa.

- Operations Division
  This unit is managed by a Division Chief appointed by the Fire Chief and responsible for providing response to all reported structural fires, traffic incidents, and emergency medical service (EMS) calls. The Division also utilizes a Fire Captain and an EMS Specialist to organize fire and EMS training. Operations is the largest Division within NFD and currently budgeted with 56.8 full-time equivalent employees that are assigned to four stations located throughout Napa.

- Prevention Division
  This unit is managed by a Division Chief appointed by the Fire Chief and responsible for performing investigations, conducting plan review for development and construction projects, and inspecting existing structures for code compliance. Prevention is currently budgeted with 6.0 full-time equivalent employees and works out of the Community Service Building at 1600 First Street in Napa.

Staff and Budget

NFD staff is currently budgeted at 65.5 full-time equivalent employees.[23] This budgeted staff amount marks nearly an eight percent decrease over the last five years with reductions occurring in all three Divisions from eliminating vacant and unfilled positions. The reduction in staff coupled with the increase in Napa's population directly ties to the nearly one-tenth decrease in the per capita staffing ratio during this period from 0.92 to 0.84 for every 1,000 residents.

Current operating expenses for NFD are budgeted at $13.24 million. This amount effectively matches budgeted costs from five years earlier. Four-fifths of budgeted operating costs are expected to be covered by monies from the General Fund. The resulting per capita cost has decreased by one percent from $172 to $170 over the last five years. The following tables display NFD's recent budgeted staffing and financial resources by individual Division.

[23] NFD staffing is comprised of one fire chief, one administrative service manager, two division chiefs, three battalion chiefs, 16 captains, one emergency medical services (EMS) specialist, 24 firefighter/paramedic combination positions, 10 firefighters, nine reserve firefighters, two secretaries, and three prevention inspectors.

Recent Trends Budgeted Staffing for NFD by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NFD Overall	70.93	70.86	66.07	66.10	65.51	**(7.6%)**
Administration	3.16	3.16	2.67	2.67	2.67	**(15.5%)**
Prevention	7.31	7.31	6.25	6.28	6.05	**(17.2%)**
Operations	60.46	60.39	57.15	57.15	56.79	**(6.1%)**
Per 1,000 Capita	0.923	0.881	0.852	0.849	0.841	**(8.9%)**

Trends in Budgeted Operating Expenses for NFD by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NFD Overall	$13.198	$13.646	$13.360	$13.491	$13.241	**0.3%**
Administration	$0.563	$0.585	$0.481	$0.485	$0.504	**(10.4%)**
Prevention	$1.078	$1.118	$0.900	$0.914	$0.886	**(17.8%)**
Operations	$11.557	$11.943	$11.979	$12.092	$11.852	**2.5%**
Per Capita Cost	$171.72	$176.75	$172.35	$173.23	$170.02	**(1.0%)**

Amounts in millions

Trends in Operating Expenses for NFD Relative to General Fund (G.F.)
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Expenses Covered by G.F.	82.2%	82.8%	83.1%	81.0%	80.6%	**(1.9%)**
% of Overall G.F.	17.4%	19.2%	17.3%	17.6%	16.1%	**(7.7%)**

** Fiscal years 2009-12 reflect actual amounts. Fiscal year 2012-13 reflects projected amounts. Fiscal year 2013-14 reflects budgeted amounts.*

Primary Facilities and Equipment

NFD currently operates four fire stations throughout Napa. Each station has a strategically assigned service area and staffed with three companies or shifts identified as "A," "B," and "C." Each shift consists of 17 personnel responsible for staffing four engines (hoses and water supplies) and one truck (ladders and rescue equipment and a command vehicle). Each shift is on duty for 48 consecutive hours before going off duty for 96 consecutive hours. NFD is also unique from other local fire protection service providers in that each engine company also provides advanced life support or paramedic services with funding specifically derived from a 1977 ballot measure affixing a flat tax on each jurisdictional parcel.[24]

Current totals for the most recently completed calendar year show three distinct patterns within NFD in terms of responses. Fire Station One – which serves the Downtown and western neighborhoods and includes a separate ladder truck company – generated the most activity and accounted for 35% of all responses. Fire Stations Two and Three – which predominately serve the central and northern neighborhoods – accounted for 23% and 25% of all responses, respectively. Fire Station Four – which primarily serves the southern neighborhoods – generated the fewest responses at 17%.

[24] Napa's current paramedic tax for a single-family residential lot is $15 annually.

Current Fire Stations
(Napa / Napa LAFCO)

Station	Built	Location	Service Area	2012 Total Responses	Portion of Total Responses
One	1962	930 Seminary Street	West / Central	2,689	35.2%
Two	1950	1501 Park Avenue	North / Central	2,270	23.1%
Three	1987	2000 Trower Avenue	North / East	2,130	25.1%
Four	2004	251 Gasser Drive	South / East	1,445	16.7%

* *Fire Station One includes a second company to operate NFD's Ladder Truck. In addition to the four front engines and one ladder truck, NFD maintains four reserve engines, a heavy rescue and multiple utility vehicles. NFD also maintains a significant amount of specialized tools and equipment used for incidents such as: trench and confined space rescues, hazardous materials response, and building collapse.*

Service Calls

NFD reports it has received a total of 35,739 incident calls over the last five completed calendar years; an amount representing an annual average of nearly 7,150 incidents or one call for every 11 residents or 0.82 calls for every hour. Total incidents have increased by nine percent overall during this period; an amount that exceeded Napa's growth rate by nearly six percent. The majority of this increase in call volume is attributed to medical emergencies. Comparatively, the number of fire related calls during this period decreased by 16%. Good intent incidents experienced the greatest percentage increase at over one-fourth. Investigations, conversely, experienced the greatest percentage decrease at three-fifths. A summary of service demands on NFD in terms of service-related incidents over the last five completed calendar years follows.

Trends in Service Calls
(NFD / Napa LAFCO)

Category	2008	2009	2010	2011	2012	Average	Trend
Total Incidents	**7,002**	**6,953**	**6,941**	**7,197**	**7,646**	**7,147.8**	**9.2%**
Structure	67	38	38	51	62	51.2	**(7.5%)**
Grass	40	35	36	26	27	32.8	**(32.5%)**
Vehicle	37	27	18	22	27	26.2	**(27.0%)**
Other (Fires)	88	74	74	72	78	77.2	**(11.4%)**
Rupture/Explosion	13	9	12	7	14	11.0	**7.7%**
Medical/Rescue	4,731	4,807	4,661	4,988	5,305	4,898.4	**12.1%**
Hazardous Condition	208	209	179	177	153	185.2	**(26.4%)**
Service Call	787	739	798	824	814	792.4	**3.4%**
Good Intent	637	670	736	614	817	694.8	**28.3%**
False Call	389	332	388	415	347	374.2	**(10.8%)**
Natural Disaster	0	5	0	0	0	1.0	**0.0%**
Investigation	5	8	1	1	2	3.4	**(60.0%)**
Miscellaneous	0	0	0	0	0	0.0	**0.0%**

Response Times

NFD's overall response times for the most recent available year – 2011 – as measured from dispatch to arrival averaged 4:32 and meets the Napa General Plan minimum response standard of 5:00; the latter amount representing a recognized national minimum standard for fire and emergency medical providers. A review of response times for individual stations showed Station Two – which serves the central neighborhoods off of Park Drive – had the shortest response time average at 4:17. Station Four – which serves the southern neighborhoods and industrial park – had the longest average response time of 4:48.

Average Response Times by NFD Station (Napa / Napa LAFCO)

Station	Neighborhoods	Average Response Time
One	Downtown; Browns Valley	4:36
Two	Central Napa	4:17
Three	North Napa	4:28
Four	South and East Napa	4:48

Current ISO Rating

NFD is currently assigned a split rating of 3-9 by the Insurance Service Office (ISO); a split rating that has remained constant since the Commission's last municipal service review on Napa in 2005.[25] An assignment of three applies to most of Napa's jurisdictional territory and represent areas within 1,000 feet of a hydrant and within five road miles of a responding station. The remaining areas that lie outside of these two criteria and assigned a rating of nine by ISO include portions of the Browns Valley neighborhood west of Buhman Avenue.

Police Protection

Napa provides a range of police protection services within its jurisdictional boundary directly through the Napa Police Department (NPD) with the exception of contracting with the County for animal control services. NPD also provides police protection services as needed to surrounding unincorporated and incorporated lands through reciprocal agreements with other neighboring service providers. This includes a formal automatic aid agreement with the County in which NPD responds to service calls in the unincorporated island communities and in turn County Sheriff responds to service calls in the Hagan Road/Silverado Trail area. In all, NPD estimates the portion of its responses that occur outside Napa is less than one percent annually. NPD also provides dispatch services to County Sheriff.[26]

[25] The Insurance Service Office (ISO) evaluates municipal fire protection efforts nationwide. Given a community's investment in fire mitigation is a proven and reliable predictor of future fire-related losses, insurance companies utilize ISO information to help establish premiums for fire insurance. ISO ratings provide a benchmark for measuring the effectiveness of fire-protection services with respect to fire insurance premiums. It is important to note, however, ISO benchmarking is not designed to specifically address property loss prevention or life safety purposes.[25] An ISO officer uses Fire Suppression Rating Schedules (FSRS) to review a city's firefighting capability. The FSRS incorporates nationally-accepted standards and subsequent revisions developed by the National Fire Protection Association, American Water Works Association, and other professional organizations. ISO rates each community's fire protection service on a scale ranging from Class 1 to Class 10. Class 1 represents exemplary public protection from dangers of fire hazards and fires, while Class 10 indicates that the area's fire-suppression program does not meet ISO minimum criteria.

[26] County Sheriff utilizes NPD's dispatch services in responding to calls in the City of American Canyon, Town of Yountville, as well as fire protection and EMS throughout the County.

NPD currently comprises three Divisions: Administration; Operations; and Support Services. The composition and principal duties of each division follows.

- Administration Division
  This unit is managed by a Captain appointed by the Police Chief and responsible for overseeing all NPD activities including developing and implementing policies, procedures, and community relations. Other pertinent duties include primary public information officer, task contracts, claims, legal liaison, training, and volunteers. Administration is currently budgeted with 15.0 full-time equivalent employees.

- Operations Division
  This unit is managed by a Captain appointed by the Police Chief and is the second largest of the three Divisions within NPD. Operations is primarily tasked with providing patrol services, traffic enforcement, investigations, youth services, homeless outreach, crime prevention, and special investigations. Operations is currently budgeted with 56.5 full-time equivalent employees.

- Support Services Division
  This unit is managed by a Civilian Manager appointed by the Police Chief who also provides administrative support to NFD. Support Services includes records management, budget (for both NPD and NFD), emergency communications center, hiring, purchasing, and clerical support. Support Services is currently budgeted with 57.6 full-time equivalent employees.

Staff and Budget

Total NPD staff is currently budgeted at 129.0 full-time equivalent employees and divided between 74 sworn and 55 non-sworn personnel. The majority of non-sworn personnel are dispatchers.[27] The current budgeted staff amount marks nearly a three percent decrease over the last five years. This decrease is attributed to the reduction of three police officer positions, two community service officer positions, one records clerk position, and the consolidation of administrative support services between NFD and NPD. The per capita staffing ratio during the period has also decreased from 1.73 to 1.66 for every 1,000 residents.

Current operating expenses are budgeted at $22.21 million, representing over a four percent increase over the last five year period. The majority of operating costs is covered by monies from the General Fund. The resulting per capita cost has increased by close to three percent from $277 to $285 over the last five years. The following tables display NPD's budgeted staffing and financial resources by individual division during this period.

[27] NPD sworn personnel include a police chief, two captains, two lieutenants, 10 sergeants, and 57 officers. Support personnel include 29 dispatchers. NPD's approved operating expenses in 2013-2014 total $22.21 million.

Trends in Budgeted Staffing for NPD by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NPD Overall	**132.79**	**132.78**	**125.19**	**124.53**	**129.03**	**(2.8%)**
Administration	45.26	45.74	14.36	14.36	15.00	**(66.9%)**
Support Services	31.07	30.58	53.36	52.71	57.58	**85.3%**
Operations	56.46	56.46	57.46	57.46	56.46	**0.0%**
Per 1,000 Capita	1.728	1.720	1.615	1.599	1.657	**(4.1%)**

Trends in Operating Expenses for NPD by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
NPD Overall	**$21.333**	**$22.135**	**$20.977**	**$21.382**	**$22.208**	**4.1%**
Administration	$5.463	$5.689	$1.936	$1.938	$1.757	**(67.8%)**
Support Services	$5.515	$5.737	$8.865	$9.189	$10.395	**88.5%**
Operations	$10.644	$11.107	$10.176	$10.255	$10.056	**(5.5%)**
Per Capita Cost	$277.57	$286.69	$270.63	$274.54	$285.15	**2.7%**

Amounts in Millions

Trends in Operating Expenses for NPD Relative to General Fund (G.F.)
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Expenses Covered by G.F.	85.1%	82.9%	86.5%	81.8%	84.3%	**(0.9%)**
% of Overall G.F.	29.1%	31.1%	28.3%	28.1%	28.2%	**(3.2%)**

Fiscal years 2009-12 reflect actual amounts. Fiscal year 2012-13 reflects projected amounts. Fiscal year 2013-14 reflects budgeted amounts.

Facilities and Equipment

NPD operates out of a joint administrative/operations facility with NFD located in Downtown Napa. The facility was built in 1959 and comprehensively remodeled in 1993. Total office space dedicated to NPD is estimated at 10,400 square feet and produces a square feet-to-personnel ratio of 81 square feet.

NPD divides its motor pool between marked and un-marked sedans, sport utilities, and motorcycles. Marked vehicles are largely dedicated to patrol services and represent the largest group in Napa with a total of 30. Unmarked vehicles are generally dedicated to administrative and special investigations services and currently total 23. NPD reports it replaces vehicles after three years or between 85,000 to 100,000 miles. Overall, there are 53 law enforcement motor vehicles currently operating in Napa. This overall number represents an average of 0.7 law enforcement vehicles for every 1,000 residents served or one vehicle for every 2.9 square miles of jurisdiction. The measurement of motor vehicle resources relative to sworn staff results in a ratio of 0.7 for every officer.

NPD Motor Vehicle Pool
(NPD / Napa LAFCO)

Motor Vehicles	Per 1,000 Residents	Per Square Mile	Per Sworn Officer
53	0.68	2.91	0.69

Patrol services are divided between four coverage areas, which were established by calls for service, population, and geographical barriers. Each coverage area includes several reporting districts representing defined areas that are used to evaluate trends and activities within Napa. NPD prioritizes calls for service based on urgency. Each call is assigned a priority level by dispatch on a scale of one (high) to nine (low). Calls deemed critical with regard to life and safety are assigned a high priority level, while non-emergency calls, such as patrol checks, are assigned a low priority. All patrols are one-person units. NPD organizes patrol to include a minimum of four one-person units between (a) 12:00 AM and 3:00 AM, (b) three patrol units between 3:00 AM and 6:30 AM, (c) four patrol units between 6:30 AM and 1:30 PM, and (d) five patrol units between 1:30 PM and 12:00 AM. Patrol personnel work either four 10-hour shifts or three 12.5-hour shifts to offer seven day coverage and 40 hours total each week.

Service Calls

NPD reports it received 300,943 total service calls within its jurisdiction over the last five available years ending in 2011; an amount representing nearly four service calls per resident over the five-year period. Reported service calls in 2011 totaled 63,616; an amount representing a 2.6% increase from 61,996 reported service calls in 2007. The average annual call volume during this period was 60,189 and translates to one call for every 1.3 residents. A summary of call demands follows.

Trends in NPD Service Calls
(Napa / Napa LAFCO)

Category	2007	2008	2009	2010	2011	Trend
Reported Service Calls	61,996	55,786	56,600	62,945	63,616	**2.6%**
Service Calls Per Capita	0.83	0.74	0.74	0.82	0.82	**(0.7%)**

Reported Crimes

Total reported crimes within NPD's jurisdiction decreased by one-fourth overall during this period and can be primarily attributed to a corresponding one-fourth decline in property crimes over the last five years. The number of violent and simple assault crimes also declined during this period by one-third and one-fifth, respectively. Total clearances remained relatively steady by increasing one percent.[28] Clearances for individual types of reported crimes, however, experienced some fluctuation as evidenced by a one-fourth decrease in violent crime clearances paired with a two-fifths increase in property crime clearances. NPD's overall clearance rate for all reported crimes during the five year period increased by over one-third and can be attributed to a concerted effort to allocate additional resources to clearing property crimes.[29] Additional analysis within reported crimes follows.

[28] "Clearance" is commonly used term by law enforcement agencies to mean an offense is cleared or "solved" for crime reporting purposes. In certain situations a clearance may be counted by "exceptional means" when the law enforcement agency definitively identifies the offender, has enough information to support an arrest, and knows the location of the offender but – for various reasons – cannot take the offender into custody.

[29] NPD's clearance rate for property crimes increased from 11.3% in 2007 to 21.2% in 2011, representing an 87.6% change. Clearance rates for violent and simple assault crimes also increased during the period at 8.9% and 16.0%, respectively.

- Trends in Reported Crimes
  Approximately 91% of all reported crimes in Napa between 2007 and 2011 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for nearly three-fourths of the total non-violent crime amount with the largest contributor involving larceny/theft offenses followed by burglaries.[30] Non-violent crimes overall have declined during the period by 24%.

- Trends in Violent Crimes
  Violent crimes represent a relatively small portion of the overall offense totals at nine percent and have significantly decreased in Napa by one-third between 2007 and 2011. Aggravated assault offenses constitute 68% of all violent crimes during this period. Murders in Napa during this period totaled six and represent exactly one-half of all countywide homicides.

- Trends in Clearance Rates
  Clearance rates overall have generally increased between 2007 and 2011 from a low of 31% in 2007 to a high of 42% in 2010 before leveling off in terms of reported crimes resulting in an arrest or determined to be unfounded. The average overall clearance rate during the period is 36%. The clearance rate for violent crimes averages 64% and is comparable to all local law enforcement agencies.

Trends in NPD Service Demands
(NPD / United States Department of Justice)

Category	2007	2008	2009	2010	2011	Average	Trend
Service Calls	61,996	55,786	56,600	62,945	63,616	60,189	**2.6%**
Total Reported Crimes	3,348	3,509	2,896	2,502	2,518	2,954.6	**(24.8%)**
Violent Crimes	336	288	249	245	224	268.4	**(33.3%)**
Simple Assault Crimes	829	860	731	700	679	759.8	**(18.1%)**
Property Crimes	2,183	2,361	1,916	1,557	1,615	1,926.4	**(26.0%)**
Total Clearances	1,035	1,092	992	1,055	1,046	1,044.0	**1.1%**
Violent Crimes	204	172	151	172	148	169.4	**(27.5%)**
Simple Assault Crimes	585	579	528	562	556	562.0	**(5.0%)**
Property Crimes	246	341	313	321	342	312.6	**39.0%**
Clearances to Crimes %	30.9	31.1	34.3	42.2	41.5	36.0	**34.3%**
Violent Crimes	60.7	59.7	60.6	70.2	66.1	63.5	**8.9%**
Simple Assault Crimes	70.6	67.3	72.2	80.3	81.9	74.5	**16.0%**
Property Crimes	11.3	14.4	16.3	20.6	21.2	16.8	**87.6%**

[30] Larceny/theft offenses in Napa between 2007 and 2011 accounted for 49% of all non-violent crimes. Burglaries during this period accounted for 14% of all non-violent crimes.

Animal Control Services

The County of Napa Sheriff's Office ("Sheriff") is responsible for providing animal control services within Napa by way of a contract with the City. Primary functions of animal control include capturing strayed or abandoned animals as well as investigating dog bites, dangerous animal sightings, and animal neglect.[31] Animal control is staffed seven days a week with one or more officers available between 6:00 AM and 10:00 PM. An on-call officer will respond to emergencies between 10:00 PM and 6:00 AM. The contract also provides Napa with access to holding services provided at the County Animal Shelter facility located at 942 Hartle Court in south Napa.

Staff and Budget

Napa's contract for animal control services currently budgets for $0.222 million in expenses. This contracted amount marks nearly a one-fourth decrease over the last five years and is attributed to the elimination of the answering service contract for off-hours calls for service. Funding the cost of the contract is entirely dependent on the General Fund and currently represents a per capita expense of $2.85; a reduction of nearly one-fourth over the five-year period.

Resources: Animal Control Services Contract with County Sheriff
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Contract Amount	$288,000	$398,000	$210,000	$216,000	$222,000	**(22.9%)**
Per Capita Expense	$3.75	$5.15	$2.71	$2.77	$2.85	**(23.9%)**

Service Calls / Pick Ups

Information regarding service calls and pick-ups specific to Napa is not currently available.

7.3 Public Works Services

Napa provides three specific types of public works services pertinent to the Commission's interests and objectives tied to the municipal service review process. These services are (a) water, (b) road/street, (c) storm drainage and are evaluated as follows.

Water
Roads / Streets
Storm Drainage

Water

Napa's Water Division is responsible for providing retail water services to the majority of incorporated lands. The Water Division also serves select unincorporated property near City limits. Most of the unincorporated areas served by the Water Division are residential in nature. These unincorporated customers were generally granted water service in exchange for easements in the 1920s for the construction of Napa's first transmission line (Milliken) and during construction of the other two transmission lines – Conn and Jameson – later in the century before becoming restricted to the City's jurisdiction and contractual obligations by the 1980s.

[31] Captured strayed or abandoned animals are delivered to the County's animal shelter, which is run by the County Environmental Management Department.

Lands outside Napa's service area along the transmission mains that receive water service extend north to Rutherford, east to Silverado, west to Old Sonoma, and south to Soscol Ridge.[32] Napa provides retail water service to the City of St. Helena through a separate contract. In addition, Napa provides treat and wheel services to the Cities of American Canyon and Calistoga who either don't have the capacity or the infrastructure to treat and convey their existing State Water Project water entitlements. It is estimated Napa's water system currently serves an overall permanent resident population of 81,883 with 95% within the City limits.

Staff and Budget

The Water Division is currently budgeted at 54.2 full-time equivalent employees and divided between three subunits: Engineering, Treatment, and Distribution and Administration. This budgeted staff amount marks a one percent decrease over the last five years, attributed to more stringent water quality regulations and a heavy focus on implementing capital improvement projects. The changes in staffing levels coupled with an increase in Napa's population results in a two percent decrease in the per capita staffing ratio during this period from 0.71 to 0.69 for every 1,000 residents.

The Water Division operates as an enterprise fund with user charges and other related customer fees explicitly intended to cover 100% of all operating costs with General Fund allocations provided on a limited and as-needed basis. Budgeted operating costs have decreased by one-fifth over the last five years through the elimination of one full-time Engineering position and one part-time water facility worker.

Trends in Budgeted Staffing by Division
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Water Division	**54.57**	**54.57**	**53.23**	**54.17**	**54.17**	**(0.7%)**
Engineering	10.46	10.46	9.46	9.46	9.46	**(9.6%)**
Treatment	22.76	22.76	22.23	22.23	22.23	**(2.3%)**
Distribution/Admin	21.35	21.35	22.48	22.48	22.48	**5.3%**
Per 1,000 Capita	0.710	0.707	0.687	0.696	0.696	**(2.0%)**

Trends in Budgeted Water Division Operating Expenses
(Napa / Napa LAFCO)

Category	2009-10	2010-11	2011-12	2012-13	2013-14	Trend
Adopted Budget	$33.255	$25.851	$25.667	$26.258	$27.811	**(16.4%)**

Amounts in millions

[32] California Government Code Section 56133 now requires LAFCO approval for cities and special district to provide new or extended services beyond their jurisdictions as of January 1, 2001. Napa LAFCO has received and approved only one request from Napa to establish an outside service connection since this statute was enacted.

Water Supplies

Napa's water supplies are derived from three distinct surface sources: Lake Hennessey, Milliken Reservoir, and the State Water Project. The former two – Hennessey and Milliken – are local sources owned and operated by Napa and draw on tributaries to the Napa River with perennial annual water rights secured by separate licensees with the State Resources Control Board.[33] The State Water Project – a statewide public works project – conveys raw water from the Sacramento-San Joaquin Delta into Napa County through the North Bay Aqueduct with water rights through 2025 issued by the State Department of Water Resources.[34] The maximum collective yield – and absent of any climate or infrastructure based reductions – of these three sources is 51,600 acre-feet.

As required under State law, Napa recently published an update to its Urban Water Management Plan (UWMP) in 2011. The UWMP calculates probable annual yields from Napa's three water sources based on historical patterns and specific to certain climate conditions. Using standards issued by the State and updated in 2012, Napa projects its annual water yield under normal year conditions will match 59% of its maximum yield and totals 31,559 acre feet. This annual yield is reduced under multiple-dry year conditions to 38% and totals 20,115 acre-feet. This annual yield is further reduced under critical single-dry year conditions to 26% and totals 13,971 acre-feet. These yield projections are summarized in the following table.

Napa's Available Water Supplies
Amounts Shown in Acre-Feet or AF
(Source: Napa Water Division)

Water Source	Maximum (Assumes 100%)	Normal (Assumes 59%)	Multiple Dry Year (Assumes 38%)	Single Dry Year (Assumes 26%)
Hennessey	31,000	17,500	11,717	11,500
Milliken	700	700	733	500
State Water *	21,900	13,359	7,665	1,971
Total Yield	**53,600 AF**	**31,559 AF**	**20,115 AF**	**13,971 AF**

* *Napa's contracted annual entitlement to the State Water Project – which includes its original allocation (Table A) and subsequent purchases (Kern County, St. Helena, and Yountville) currently totals 21,900 acre-feet through 2025 when all contracts expire.*

* *Supplies from Hennessey and Milliken during multiple dry years includes anticipated new yields from the watersheds as well as proportionally drawing down on the actual reservoirs over a five year period.*

Treatment Facilities

Napa provides treatment of raw water drawn from its three surface sources at separate facilities; all of which are entirely owned and operated by the City and connected through a common distribution system. Although rarely operated all at once due to costs, if necessary the three water treatment plants (WTPs) combined maximum daily output would total 44 million gallons or 135 acre-feet. A summary description of each WTP is provided below.

[33] Milliken Reservoir was formed with the construction of a dam on Milliken Creek in 1923. Lake Hennessey was formed within the construction of a dam on Conn Creek in 1946.

[34] The State Water Project was built beginning in the early 1960s and is a statewide conveyance system that transports captured and stored raw water in the Sierra Foothills to areas throughout Central and Southern California. It currently delivers an annual average of 2.5 million acre-feet of raw water to 29 regional contractors who in turn subcontract with local providers.

- Hennessey WTP
  This facility was constructed in 1981 and receives raw water from Lake Hennessey through an above-ground intake pump system. Treatment commences as potassium permanganate (disinfectant), alum and polymer (coagulants) are injected into the raw water before entering a flash mixer. Solids are removed as raw water passes through flocculation and sedimentation basins. Settled water is filtered and injected with chlorine (disinfectant) and caustic soda (controls acidity) before flowing into a 5.0 million gallon underground clearwell tank. The clearwell tank completes the disinfection process by facilitating the necessary contact time between the chlorine and treated water. Finished water remains in the clearwell tank until storage levels within the distribution system require recharge.[35] The Hennessey WTP is typically run between the months of March and November depending on system demands and has a current treatment capacity of approximately 13,888 gallons a minute, resulting in a daily maximum total of 20 million gallons or 61.4 acre feet.

Hennessey WTP
(Source: Napa Water Division)

Water Source	Treatment Capacity	Clearwell Tank Capacity
Lake Hennessey	20 million gallons / 61.4 acre-feet	5 million gallons / 15.3 acre-feet

- Milliken WTP
  This facility was constructed in 1976 and receives raw water from Milliken Reservoir through an above-ground transmission line connecting to Milliken Creek. Treatment commences as chlorine, alum, and polymer are injected as raw water is detained in a contact/reaction tank. Solids are removed as the settled water is filtered and pumped to a 2.0 million gallon clearwell tank. The clearwell tank completes the disinfection process and stores finished water until storage levels in the distribution system require recharge.[36] The Milliken WTP typically runs only as needed and has a current treatment capacity of approximately 2,777 gallons per minute, resulting in a daily maximum total 4.0 million gallons or 12.3 acre feet.

Milliken WTP
(Source: Napa Water Division)

Water Source	Treatment Capacity	Clearwell Tank Capacity
Milliken Reservoir	4 million gallons / 12.3 acre-feet	2 million gallons / 6.1 acre-feet

- Barwick Jamieson Canyon WTP
  This facility was constructed in 1968 and receives raw water from the State Water Project through the North Bay Aqueduct and its regional end-point, the Napa Turnout Reservoir. The treatment process at Barwick Jamieson Canyon WTP begins as raw water is injected with ozone, alum, and polymer before entering a flash mixer. Solids are then removed as raw water passes through flocculation and sedimentation basins.

[35] Treated water from Hennessey WTP enters Napa's central distribution system byway of travelling 20 approximate miles within a 36-inch line along easements and public right-of-ways Conn Creek, Highway 128, and Highway 29.

[36] Treated water from Milliken WTP enters Napa's central distribution system byway of traveling three approximate miles along a 36-inch line underlying the public right-of-way on Monticello Road.

Settled water is filtered and injected with chlorine and caustic soda before entering a 5.0 million gallon storage clearwell tank. The clearwell tank stores finished water until storage levels in the distribution system require recharge. The Barwick Jamieson Canyon WTP typically runs year-round and was recently upgraded to include ozone treatment, wash water clarifiers, and raise the treatment capacity to approximately 13,888 gallons per minute, resulting in a daily maximum total of 20 million gallons or 61.4 acre feet.

Barwick Jamieson Canyon WTP
(Source: Napa Water Division)

Water Source	Treatment Capacity	Clearwell Tank Capacity
State Water Project	20 million gallons / 61.4 acre-feet	5 million gallons / 15.3 acre-feet

Distribution System and Storage Facilities

Napa's distribution system overlays five pressure zones and relies on recharge and pressure from three clearwell tanks and eleven storage tanks identified as Zones "One," "Two," "Three," "Four," and "Five." The majority of the distribution system lies within Zone Three and covers the northwest, northeast, and south portion of the service area. All three transmission lines (Conn, Milliken, and Barwick Jamieson) gravity feed directly into Zone Three. Zones One and Two lie on lower elevations and receive water from Zone Three; Zone One underlays the Downtown area while Zone Two underlays the remaining portion of central neighborhoods. The three pressure zones collectively constitute the majority of the distribution system and include 11 pressure reducing stations to regulate pressure between interchanges. Zones Four and Five comprise eight independent subzones serving residential customers in Napa's outlying water service areas. Zone Four underlays Browns Valley, Alta Heights, and Hillcrest and is served by booster pumps tied to Zone Three. Zone Five underlays a small portion of Alta Heights and Silverado and is served by booster pumps tied to Zone Three.

Napa's distribution system operates on a supply and demand basis and responds to storage levels within Zone Three. When storage levels within Zone Three require recharge, potable water is released from the designated clearwell tank in accordance to Napa's water supply schedule and into one of three transmission lines that connect to the distribution system. A summary description of the three transmission lines follows.

- Conn Transmission Line
  This line delivers potable water from the Hennessey WTP. The 36-inch line is approximately 20 miles long and runs parallel to Conn Creek, State Highway 128, and State Highway 29. The Conn Line travels along easements and right-of-ways before connecting to the Jamieson Line in northwest Napa. The two transmission lines connect near the intersection of West Pueblo Avenue and Solano Avenue. A second connection is made as the Conn Line continues east from its original connection point to the Lakeside Reservoir in east Napa. A third connection point is near the intersection of East Avenue and Evans Avenue.

- Milliken Transmission Line
  This line delivers potable water from the Milliken WTP. The line varies in size between 16 and 14 inches and is approximately three miles long and connects to the distribution system near the intersection of Silverado Trail and Monticello Road. The Milliken Line also provides water service to the Silverado and Hillcrest areas.

- Barwick Jamieson Transmission Line
  This line delivers potable water from the Barwick Jamieson Canyon WTP. The Jamieson Line is comprised of a 42-inch line running parallel along Jameson Canyon Road and State Highway 29. The line splits into 36-inch and 24-inch lines near the intersection of State Highways 29 and 221. The 36-inch line continues northwest along State Highway 29 and underneath the Napa River before connecting to the Conn Line near the intersection of West Pueblo Avenue and Solano Avenue. The 24-inch line continues north from the split along State Highway 221 before connecting to the Conn Line near the intersection of East Avenue and Evans Avenue.

Napa maintains pressure within its distribution system by operating 11 treated storage tanks and four pressure tanks that are strategically located throughout the City's service area. These storage tanks range in beginning service dates from 1963 to 2006 and collectively provide Napa with 28.2 million gallons or 86.4 acre-feet of system storage. The following table summarizes the location and size of the treated storage tanks.

Napa's Treated Storage Tanks
(Source: Napa Water Division)

Name	Service Areas	Capacities
Imola Tank	Southeast	5.0 million gallons or 15.3 acre-feet
Distribution Tank A	Northeast	4.0 million gallons or 12.3 acre-feet
Distribution Tank B	Browns Valley	1.0 million gallons or 3.1 acre-feet
Distribution Tank C	Southeast	2.0 million gallons or 6.2 acre-feet
Alta Heights Tank 1	Lower Alta Heights	.08 million gallons or 0.3 acre-feet
Alta Heights Tank 2	Upper Alta Heights	.06 million gallons or 0.2 acre-feet
Falcon Ridge Tank	Falcon Ridge Subdivision	.25 million gallons or 0.8 acre-feet
Lakeview Reservoir	Central	5.0 million gallons or 15.3 acre-feet
Silverado Tank	Silverado / Hillcrest	.01 million gallons or 0.03 acre-feet
		17.4 million gallons / 53.5 acre-feet

* *Total does not include storage capacity within Napa's three clearwell tanks (12.0 million gallons or 36.8 acre-feet).*

Service Connections

Napa currently reports there are 25,018 active connections to the water system that are approximately divided between 22,918 residential and 2,100 non-residential users. Total connections have been relatively stagnant over the last five years and have increased only by 286 or 1.2% during this period; an amount that is significantly less than the corresponding population growth rate for Napa.[37] All of these new connections have occurred within Napa's jurisdictional boundary and are subject to an internal reclassification update completed in 2011 that deleted over 100 false and/or inactive accounts. The following table summarizes recent and current service connections.

[37] Napa's overall growth rate between 2008 and 2012 was 1.3%.

Trends in Napa's Water Connections
(Source: Napa Water Division)

2008	2009	2010	2011	2012	Trends
24,732	24,802	24,836	24,697	25,018	**1.2%**

* *The decrease in water connections reflected in 2011 is attributed to Napa updating its accounting system and eliminating approximately 100 false/inactive accounts.*

Current Usage

Napa reports its current total water demand for the last completed calendar year was 14,062 acre-feet. This amount – which excludes retail and treat/wheel sales to other agencies – marks a 1,735 acre-foot decrease in annual demand over the last five years, an overall 11% water savings. This decrease reflects corresponding decline in annual per capita water use, which has gone from an estimated 0.20 acre-feet in 2008 to 0.17 acre-feet in 2012. The reduction in water demand appears attributed to two distinct factors. The biggest factor appears to be tied to conversion practices ranging from efficient irrigation systems to indoor plumbing fixtures, many of which are attributed to Napa's own water conservation programs. The second factor is tied NSD's expansion of its recycled water service program into lands formerly served only by Napa water. Notably, it is estimated NSD currently delivers 300 acre-feet of recycled water annually for irrigation purposes to customers who were previously dependent on potable supplies provided by Napa. Similar to trends in annual water demands, peak day usage has also decreased over the last five years from 83.3 to 73.5 acre-feet; a difference of 12%. The ratio between peak day demand and average day demand has also decreased – albeit at a lesser rate – during this period from 1.93-to-one to 1.91-to-one. The following table summarizes recent trends in water demands over the last five years.

Recent Trends in Water Demands
Amounts Shown in Acre-Feet
(Source: Napa Water Division)

Category	2008	2009	2010	2011	2012	Trends
Annual	15,797.0	14,865.0	13,596.0	13,323.0	14,062.0	**(11.0%)**
Average Day	43.16	40.72	37.25	36.50	38.42	**(11.0%)**
Average Capita	0.20	0.18	0.17	0.16	0.17	**(12.7%)**
Peak Day	83.32	73.41	78.32	68.62	73.50	**(11.8%)**

Projected Usage

With respect to projecting future demand, and based on the preceding analysis, a reasonable and conservative assumption is to project Napa's annual water demand increasing by 2.5% over the next five years within the existing sphere of influence. This projection directly corresponds with the amount of new population growth anticipated within Napa's water service area and assumes the current per capita usage – 0.172 acre-feet – remains constant. This assumption is conservative and is likely to prove to be an over-estimate given Napa's 2020 per capita targets under the State's Water Conservation Law, but may be appropriate for planning purposes. It is also assumed the current ratio between average day and peak day demand – 1.91-to-one – will remain constant. The corresponding results of these assumptions proving accurate would be a total annual water demand of 14,486 acre-feet with a peak day demand of 75.70 acre-feet in 2018. This projected annual demand is

approximately one percent greater than the total annual demand of 14,303 acre-feet in 2020 as estimated in the UWMP. The following table summarizes projected demands in the service area over the next five years.

Projected Trends in Water Demands
Amounts Shown in Acre-Feet
(Source: Napa LAFCO)

Category	2013	2014	2015	2016	2017	2018	Trends
Annual	14,129	14,200	14,271	14,343	14,414	14,486	**2.5%**
Average Day	38.70	38.90	39.09	39.29	39.49	39.68	**2.5%**
Average Capita	0.17	0.17	0.17	0.17	0.17	0.17	**0.0%**
Peak Day	73.84	74.22	74.58	74.96	75.34	75.70	**2.5%**

** Estimates for 2013 serve as the baseline going forward.*

Road / Street

Napa's road and street services are provided by the Maintenance Division within the Public Works Department and most frequently involve (a) managing the construction, repair and maintenance of City roads, bridges, and storm drainage facilities; (b) installation and repair of electrical systems traffic signal systems, street lights, signs and markings; (c) managing the design, acquisition, installation, operation, maintenance, repair and replacement of City-wide radio; and (d) assisting in the development and control of the Division's budgets. Maintenance is the largest division within Public Works and provides street maintenance service throughout Napa's incorporated area along with maintaining all public roads within Napa to avoid failure pursuant to California Streets and Highway Code Section 1806.[38] The primary service objective of Maintenance is to keep Napa's roadway system serviceable through repairs, such as patching potholes, sealing cracks, and correcting road depressions. Other Maintenance activities include street sweeping, debris removal, and storm drainage repair and cleaning.

Staff and Budget

Maintenance staff is currently budgeted at 18.5 fulltime equivalent employees, an amount marking an approximate one-fifth decrease over the last five years. Current budgeted expenses total $3.8 million, representing a one-fifth decrease over the last five year period and accounting for 53% of Napa's overall Public Works allocations.[39] The following table displays Maintenance's staffing and financial resources over the last five years.

Trends in Maintenance Division Staff and Budget
(Napa / Napa LAFCO)

Budgeted Staff			Operating Budget		
2008	2013	Trend	2008	2013	Trend
23.7	18.5	**(21.9%)**	$4.763	$3.808	**(20.1%)**

Amounts in millions

[38] California Government Code Section 57385 states that once unincorporated territory has been incorporated, all roads in the territory that had been accepted into the county road system shall become city streets on the effective date of the incorporation. G.C. Section 57329 also states that all roads of unincorporated territory that had been accepted into the county road system shall become city streets upon annexation to the city upon LAFCO's filing of a Certificate of Completion. Both code sections specify that a city is not required to improve any newly incorporated or annexed road to city standards.

[39] The percentage of Napa's Public Works allocations dedicated to Maintenance was 59% for the 2008-2009 fiscal year.

Maintenance

Road maintenance in Napa is primarily guided by the City's Pavement Management Program. This program utilizes a software system that collects, stores, and analyzes road conditions within the City. As part of the program, a triennial report is prepared by an outside consultant to evaluate the overall roadway system and to prioritize needed repairs and improvements based on existing surface conditions. For cost and safety purposes, arterial and collector roads receive a higher priority than local residential roads. Scheduling for significant road improvements or repair projects is guided by available funding and must be worked into the biennial budget. Scheduling for less significant road improvements or repair projects is also guided by available funding along with connectivity to the Pavement Management Program. With regard to addressing minor repairs, which are typically reported by the public, Maintenance retains an informal policy to repair all reported potholes within a 24-hour period. Maintenance also budgets an annual citywide sealing program aimed at addressing roadway cracks to prevent further surface degradation. Other factors affecting the ability of Maintenance to schedule roadway improvements and repairs include federal and state restrictions involving public agencies performing their own projects.[40] Napa's roadway system requires substantial investment to address years of deferred maintenance due to past and present budget and resource allocation. The most recent update to the Pavement Management Plan concluded Napa needed to allocate additional budgeted resources to Maintenance to address issues pertaining to long-term surface conditions and other needed maintenance related projects.

The Metropolitan Transportation Commission (MTC) recently issued an update to its annual report evaluating the Bay Area's transportation system. Included in the update, MTC evaluates and ranks current pavement conditions for all local agencies within the nine county region. Using a pavement condition index (PCI) that measures road vibrations using special equipment, MTC issued Napa an overall average surface rating of "at-risk." Napa's PCI rating in comparison to other local jurisdictions in the Bay Area was the 18th lowest among all 109 agencies. This rating reflects a need for additional resources to be invested with respect to Napa's roadway system to improve drive quality and drainage. Maintenance has developed a program to address Napa's need to raise its PCI rating.[41]

[40] California Public Contract Code Section 22032 requires most public agencies to send out to bid all projects that exceed $25,000. Napa Ordinance 2.94.030 permits the awarding of contracts not exceeding $100,000 by an informal bid procedure as allowed by P.C.C. Section 22032. As a result, Napa is subject to higher project costs due to the costs associated with using outside labor.

[41] Napa's 10-Mile-a-Year Paving Program was established in 2009 for purposes of paving at a minimum 10 miles of residential streets each year. This program utilizes Public Works employees who can pave residential streets more efficiently and at a lower cost than outsourcing with contractors. In the first two years of the program, the 10-mile-a-year objective has been met and Napa's Pavement Condition Index (PCI) has been consistently rising. It is anticipated the program will continue until Napa's remaining 140 miles of residential streets and 79 miles of collectors and arterials in need of repair have been repaved. The program is funded entirely by the General Fund.

Pavement Condition

A common mechanism to determine the performance of road and street services is to review trends in an agency's PCI rating. MTC publishes an annual document detailing pavement conditions for all 109 Bay Area cities and counties titled *Pavement Condition of Bay Area Jurisdictions* with the most recent version released in 2011. MTC reports Napa's road and street system is considered "at-risk" given that the City most recently scored a PCI rating of 58 out of a maximum of 100 points.[42] Notably, Napa has increased its PCI rating for its 465 total road miles by one-tenth over the last five years and can be primarily attributed to Maintenance's 10-Mile-a-Year Paving Program. The following table summarizes recent PCI ratings for Napa.

Recent PCI Ratings for Napa
(MTC / Napa LAFCO)

Category	2007	2008	2009	2010	2011	Trend
Napa PCI Rating	53	54	55	57	58	**9.4%**

Storm Drainage

Napa's storm drainage services are provided by the Maintenance and Development Engineering Divisions within the Public Works Department and are intended to capture and control rain and urban runoff through a network of ditches, culverts, and underground pipelines. The storm drainage system covers Napa's entire incorporated area along with portions of adjacent unincorporated areas that drain into the City. The primary objective of the storm drainage system is to reduce the risk of flooding and to limit the discharge of pollutants from urban runoff into open water bodies as required by the State Resources Water Quality Control Board (SWQCB).[43] [44]

Drainage services are guided by Napa's Storm Drainage Master Plan (SDMP) dated April 2006. The SDMP states drainage within and around Napa flows towards the Napa River by way of nine distinct basin areas; Browns Valley, Napa Creek, Napa East, Napa South, Napa Southwest, Redwood Creek, Salvador, Trancas – Soscol, and Tulocay Creek. The SDMP concludes that further development within Napa will not significantly increase peak drainage flows within the nine existing basin areas given that the watersheds are sufficiently capacitated to accommodate new demands into the foreseeable future. The SDMP also identifies existing problem areas, evaluates potential solutions, recommends a capital improvement program, and develops hydrologic, hydraulic, and water quality criteria for current and future management of Napa's storm drainage system.

[42] MTC categorizes each Bay Area city and county based on their annual PCI ratings. A rating between 25 and 49 denotes "poor" pavement conditions. Ratings between 50 and 59 are associated with "at-risk" pavement conditions. Ratings between 60 and 69 are associated with "fair" pavement conditions. Ratings between 70 and 79 are associated with "good" pavement conditions. Ratings between 80 and 89 are associated with "very good" pavement conditions. Ratings between 90 and 99 are associated with "excellent" pavement conditions.

[43] SWQCB is responsible for administering the U.S. Environmental Protection Agency's National Pollutant Discharge Elimination System (NPDES), which is a federal permit required of all agencies discharging pollutants into open waters.

[44] Napa is registered as a "Phase II" community by SWQCB and is subject to a general storm water discharge permit assigned to municipalities with fewer than 100,000 residents. This permit requires Napa to develop and enforce a storm water management program aimed at reducing pollutant discharge to open water bodies through preventive measures.

Staff and Budget

Similar to roads services, Napa's Public Works Department is responsible for operating, maintaining, and improving storm drainage services within the City. Public Works utilizes the Maintenance and Development Engineering Divisions for various storm drainage service functions. Storm drainage services are fully supported through an annual $12 per parcel stormwater assessment applied to each incorporated property and therefore do not directly impact Napa's overall General Fund.

Maintenance staff is currently budgeted at 18.5 fulltime equivalent employees, an amount marking an approximate one-fifth decrease over the last five years. Current budgeted expenses total $3.8 million, representing a one-fifth decrease over the last five year period and accounting for 53% of Napa's overall Public Works allocations.[45] The following table displays Maintenance's staffing and financial resources over the last five years.

Trends in Maintenance Division Staff and Budget
(Napa / Napa LAFCO)

Budgeted Staff			Operating Budget		
2008	**2013**	**Trend**	**2008**	**2013**	**Trend**
23.7	18.5	**(21.9%)**	$4.763	$3.808	**(20.1%)**

Amounts in millions

Development Engineering staff is currently budgeted at 7.2 fulltime equivalent employees and reflects a three percent increase over the last five years. Current budgeted expenses total $1.127 million, representing a four percent decrease over the last five year period and accounting for 16% of Napa's overall Public Works allocations.[46] The following table displays Development Engineering's staffing and financial resources over the last five years.

Trends in Development Engineering Division Staff and Budget
(Napa / Napa LAFCO)

Budgeted Staff			Operating Budget		
2008	**2013**	**Trend**	**2008**	**2013**	**Trend**
7.0	7.2	**3.0%**	$1.175	$1.127	**(4.1%)**

Amounts in millions

Additional Programs

Napa's Sidewalk Repair Program was established in 1990 for purposes of expediting repair of frontage improvements that have been damaged by street trees. The program is overseen by Development Engineering and allows property owners to replace street trees, sidewalk, curb, gutter, and driveway and receive a partial reimbursement from Napa. The program is funded entirely through the General Fund.

[45] The percentage of Napa's Public Works allocations dedicated to Maintenance was 59% for the 2008-2009 fiscal year.
[46] The percentage of Napa's Public Works allocations dedicated to Development Engineering was 14% for the 2008-2009 fiscal year.

Napa has also joined the County of Napa and Cities of American Canyon, St. Helena, Calistoga, and the Town of Yountville to establish a countywide program aimed at reducing storm water pollution in the Napa River watershed. The Napa County Stormwater Management Program (NCSWMP) is a joint effort intended to prevent storm water pollution, protect and enhance water quality in creeks and wetlands, preserve beneficial uses of local waterways, and comply with State and Federal regulations.[47]

8.0 Financial Standing

8.1 Audited Statements

Napa contracts with an independent auditing firm to audit the City's financial statements each fiscal year in accordance with established governmental accounting and auditing standards. These audited statements provide quantitative measurements in assessing Napa's short and long-term fiscal health and are summarized below with added distinctions made with respect to governmental activities, which are generally tax supported functions (i.e., police, fire, etc.), and business activities, which are generally supported by user fee and charges (water, housing, etc). The audited statements also show trends in specific fund units of particular interest to the Commission in the municipal service review process.

2011-2012
Audited Financial Statements

Assets	$645.275 million
Liabilities	$102.221 million
Equity	$543.054 million

Napa's most recent report was prepared for the 2011-2012 fiscal year by Maze & Associates and provides audited financial statements for the City's assets, liabilities, and equity as of June 30, 2012. These financial statements show Napa experienced a positive change in its fiscal standing as its overall equity, or fund balance, increased by three percent from $528.60 to $543.05 million. This increase in the overall fund balance is primarily attributed to decreased liabilities from the dissolution of the Napa County Redevelopment Agency. Markedly, Napa's general tax revenues have increased by $5.8 million or 17.4% over the last five audited fiscal years. A summary of year-end totals and corresponding trends in assets, liabilities, and equity during this period are shown in the following tables.

Assets

Napa's agency-wide assets – divided between governmental and business activities – totaled $645.3 million at the end of the fiscal year and marked a slight decrease over the prior fiscal year of (2.0%), but still finished with a positive 0.8% increase over the last five years. Assets classified as current with the expectation they could be liquidated into currency within one year represented 23.7% of the total amount with the majority tied to cash and investments.[48] Assets classified as non-current represented the remaining amount – 76.3% – with the largest portion associated with depreciable structures.[49]

[47] NCSWMP is funded by the member agencies and is administered by the Napa County Flood Control and Water Conservation District. Though the County and each of the five cities carry out their own individual storm water pollution prevention programs, NCSWMP provides the coordination and consistency of approaches between the individual participants and documents their efforts in annual reports.

[48] Current assets totaled $152.85 million and include cash investments ($102.84 million), loans receivable ($23.21 million), accounts receivable ($13.69 million), and Federal/state/other receivables ($11.99 million).

[49] Non-current assets totaled $492.43 million and include roads ($185.65 million), construction in progress ($144.24 million), transmission and distribution lines ($56.34 million), land ($30.28 million), bridges ($18.68 million), and vehicles ($7.10 million).

Categories	2007-08	2008-09	2009-10	2010-11	2011-12	Trends
Current Assets	208.505	180.571	162.737	162.114	152.845	**(26.7%)**
- Governmental Activities	114.002	107.668	101.162	103.659	99.731	**(12.5%)**
- Business Activities	94.502	72.903	61.573	58.453	53.113	**(43.8%)**
Non-Current Assets	436.264	470.300	483.997	490.973	492.430	**12.9%**
- Governmental Activities	337.539	348.189	129.969	357.021	356.475	**0.6%**
- Business Activities	98.723	122.110	354.027	133.951	135.954	**37.7%**
Total Assets	**$644.769**	**$650.871**	**$646.733**	**$653.087**	**$645.275**	**0.8%**

Amounts in millions

Liabilities

Napa's agency-wide liabilities – divided between governmental and business activities – totaled $102.22 million at the end of the fiscal year and marked a sizeable decrease over the prior fiscal year of 17.9% and total 26.9% over the last five years. Current liabilities representing obligations owed within a year accounted for one-fourth of the total amount and primarily tied to accounts payable at $25.56 million. Non-current liabilities accounted for the remaining three-fourths with the majority tied to long-term debt at $76.66 million.

Categories	2007-08	2008-09	2009-10	2010-11	2011-12	Trends
Current Liabilities	16.593	19.987	20.716	18.279	25.556	**54.0%**
- Governmental Activities	11.631	12.747	12.841	12.804	19.432	**67.1%**
- Business Activities	4.962	7.239	7.874	5.474	6.123	**23.4%**
Non-Current Liabilities	123.228	119.780	116.578	106.211	76.665	**(37.8%)**
- Governmental Activities	36.027	34.919	34.293	26.815	0.164	**99.5%**
- Business Activities	87.200	84.863	82.284	79.815	76.500	**12.3%**
Total Liabilities	**$139.822**	**$139.767**	**$137.294**	**$124.490**	**$102.221**	**(26.9%)**

Amounts in millions

Equity/Net Assets

Napa's agency-wide equity – which represents the difference between assets and liabilities – totaled $543.05 million at the end of the fiscal year and marked a sizeable increase over the prior fiscal year of 27.5% and a total of 38.1% over the last five years. These increases are attributed to improving general tax revenues coupled with a sizable reduction in liabilities tied to the recent dissolution of NCRA and its long-term debt re-assigned to a successor agency.[50] The end of year equity amount also incorporates an $88.90 million balance in unrestricted funds including $9.347 million in unassigned General Fund monies. The unassigned General Fund monies represent a 115% increase over the previous fiscal year. Unassigned General Fund monies, however, have decreased overall by 47.0% during the last five years as Napa has drawn down on its reserves to help support services while operating through consecutive deficits.

Categories	2007-08	2008-09	2009-10	2010-11	2011-12	Trends
Net Assets	**$504.947**	**$511.104**	**$509.439**	**$528.596**	**$543.054**	**38.1%**
- Invested in Capital	399.707	415.504	424.496	399.085	418.683	**4.7%**
- Restricted	52.663	48.072	39.299	33.576	35.475	**(32.6%)**
- Unrestricted	52.577	47.528	45.644	95.935	88.896	**69.1%**
⇨ *Unassigned General Fund Monies*	*17.651*	*8.235*	*3.457*	*4.342*	*9.347*	*(47.0%)*

Amounts in millions

[50] Napa Redevelopment Agency was dissolved on February 1, 2012 by the Napa City Council in compliance with State legislation.

8.2 Liquidity, Capital, and Margin

A review of the last five audit reports covering fiscal years 2007-2008 through 2011-2012 shows that the City has made progress in improving its overall fiscal standing. This progress is highlighted by Napa having nearly eliminated an operating margin loss of (12.8%) in 2008 to (1.4%) in 2012; nearly a 90% improvement. Further, Napa's liquidity and capital ratios remain relatively strong and indicate good short and long-term projections. This includes noting that Napa has sufficient current assets to cover its near-term liabilities nearly six-fold. Napa also operates with manageable debt obligations as its net assets exceed its long-term liabilities by seven-to-one. A summary of year-end liquidity, capital, and operating margin ratios are show in the following table.

Recent Trends in Liquidity, Capital, and Margin
(Source: Napa Audit Reports / Napa LAFCO)

Fiscal Year	Current Ratio (Liquidity)	Debt-to-Net Assets (Capital)	Operating Margin (Profitability)
2007-2008	12.56 to 1	24.40%	(12.87%)
2008-2009	9.03 to 1	23.43%	9.8%
2009-2010	8.06 to 1	14.11%	(13.58%)
2010-2011	8.86 to 1	20.09%	(0.85%)
2011-2012	5.98 to 1	22.88%	(1.36%)
Trends	**(52.38%)**	**(6.23%)**	**89.4%**

8.3 Pension Obligations

Napa provides a defined retirement benefit plan to its employees through a service contract with the California Public Employees Retirement Systems (CalPERS). Active miscellaneous and public safety employees are required to contribute 8.0% and 9.0%, respectively, of their annual salary to their retirement account with Napa's annual contributions set by actuarial estimates determined by CalPERS. Napa currently administers different pension tiers based on employee type (miscellaneous, public safety/fire, and public safety/police) and date of hire as summarized below.

Defined Pension Benefit Tiers
(Source: Napa / CalPERS)

Category	Miscellaneous	Public Safety/Fire	Public Safety/Police
Tier One (Pre August 2012)	2.7% at 55	3.0% at 50	3.0% at 50
Tier Two (Post August 2012)	2.0% at 60	3.0% at 55	no change

Like other local governments in California, Napa's total annual pension contributions and liabilities are on the rise. Napa has increased its total annual pension contributions by 22.8% from $7.4 million to $9.1 million over the last five reported years; a difference directly corresponding with the City's escalating contribution share for miscellaneous and public safety employees going from 16.7% and 28.6% to 20.9% and 31.7%, respectively. Irrespective of the changes in contribution levels, Napa's funded ratio – the difference between the pension plan's assets and liabilities – has decreased over the corresponding five years from 80.6% to 75.4%. Napa's unfunded liability – pension monies owed that are not covered by assets – has also increased from $49.9 million to $84.5 million; a difference of 69.2%. Again, this trend is not unusual among California local governments enduring a recession and is largely tied to CalPERS' investment returns.

Trends in Pension Measurements (Source: Napa / CalPERS)			
Category	**2006-2007**	**2010-2011**	**Difference**
Funded Ratio	80.6%	75.4%	(6.5%)
Unfunded Liability	$49.9 million	$84.5 million	$34.5 million

8.4 Operating Budget

Napa's General Fund operating expenses for the 2013-2014 fiscal year are budgeted at $66.4 million; an amount representing a per capita expenditure of $853. The largest discretionary operating expenses are dedicated to police ($22.2 million / 33.4%) and fire protection services ($13.2 million / 19.9%). General Fund operating revenues are budgeted at $66.8 million with more than one-third ($23.8 million / 35.6%) expected to be drawn from property tax proceeds. Notably, only American Canyon collects more in property taxes than Napa as measured on a per acre basis.[51] Sales tax revenues are projected to represent the second largest discretionary revenue source for Napa accounting for over one-fifth ($14.8 million / 22.2%) of the total budgeted amount.

General Fund Revenues and Expenses (Source: Napa Adopted Budgets)					
2011-2012		**2012-2013**		**2013-2014**	
Actual Revenues	**Actual Expenses**	**Budgeted Revenues**	**Budgeted Expenses**	**Budgeted Revenues**	**Budgeted Expenses**
$63.065	$63.315	$59.062	$63.263	$66.833	$66.411

Amounts in millions

[51] The State Controller's most recently published *Cities Annual Report* notes Napa's per acre property tax collection was $1,244. This amount is second locally to American Canyon's per acre collection total of $2,169 and surpassed the collection total amounts for St. Helena at $762, Calistoga at $716, Yountville at $560, and County of Napa at $105.

9.0 Agency Specific Determinations

The following determinations address the service and governance factors enumerated for consideration by the Commission under G.C. Section 56430 as well as required by local policy. These factors range in scope from infrastructure needs and deficiencies to relationships with growth management policies. The determinations serve as independent conclusions of the Commission on the key issues underlying growth and development within the affected community and are based on information collected, analyzed, and presented in this report. Determinations for the other agencies in this municipal service review are provided in their corresponding sections.

9.1 Growth and Population Projections

a) The growth and population changes occurring in Napa over the last 30 years have been consistent with its adopted growth management policies initially established in the early 1980s as part of an update to the City General Plan. This consistency has produced predictable growth and development in a manner allowing Napa to effectively plan and fund necessary infrastructure and facility improvements in a timely fashion.

b) Napa's current resident population within its jurisdictional boundary is estimated at 77,881. This amount represents moderate overall growth of 5.3% over the last 10 period – or 0.5% annually – and is the second highest rate change among all six land use authorities in Napa County following the City of American Canyon.

c) It is reasonable to assume Napa's population growth rate within the existing sphere of influence will remain similar to the overall rate during the previous 10 year period as well as remain consistent with the last three years at 0.5% annually. This projection would result in a population total of 81,771 by 2023; an amount that falls nearly 10% below the 90,000 contemplated in the Napa General Plan for 2020.

d) The projected population growth for Napa within its existing sphere of influence over the next 10 years is expected to be largely infill development with the majority occurring in the Soscol Avenue corridor, which is Napa's lone priority development area. Other areas within the sphere of influence likely to be subject to development in subsequent years – although requiring annexation approval – include the Ghisletta lands located off of Foster Road.

e) The total housing supply in Napa has increased modestly by 1,873 units over the last 10 years; a net change of 6.6%. The new housing has been equally divided between single-family and multi-family. The new housing stock, and distinct from growth patterns in other municipalities, has also been infill in character and not concentrated in any one particular area within the City.

f) Housing supply within Napa has exceeded demand over the last 10 years as measured by the City's vacancy rate, which has increased by over one-third from 7.8% to 10.7%. This increase in the vacancy rate, however, remains relatively low compared to changes experienced by other similarly sized cities in the San Francisco Bay Area and suggests Napa is relatively well positioned with regard to balancing its housing supply and demand.

g) Napa has experienced a sizeable increase in its licensed visitor guestroom total by 35% over the last 10 years; an amount that exceeds any other local jurisdiction in Napa County. Napa's overnight guest-serving establishments at full occupancy generate approximately 5,000 visitors, the equivalent of an additional 6.4% of the City's resident population.

h) It is reasonable to assume the sizeable increase in Napa's overnight visitors, though difficult to quantify, are creating impacts on services, and in particular demands on public safety. These presumed service impacts will likely intensify within the next 10 years given there are two entitled hotel project approvals – Ritz Carleton and St. Regis – that would add an additional 500-plus guestrooms and raise the overnight visitor population to nearly 6,400 at full occupancy.

9.2 Present and Planned Capacity of Napa's Public Facilities, Adequacy of Public Services and Infrastructure Needs of Deficiencies.

a) Napa has made a concerted effort to anticipate and address the municipal service needs of unincorporated lands located within its existing sphere of influence in preparing and updating service plans. These efforts have proven successful over the last five years in positioning Napa to efficiently extend services to annexed territory without diminishment of service to existing constituents.

b) Development activity within Napa is steadily increasing as measured by the one-fifth increase in applications filed with the Planning Division over the last five years. This trend suggests Napa's economy is improving, and as such, the recent and sizeable decrease in budgeted staffing within the Planning and Building Divisions may need to be revisited by the City to help ensure adequate resources are available to appropriately accommodate and guide development going forward.

c) Napa has established a relatively high ratio of 10.5 acres of open parkland for every 1,000 residents. This ratio – while falling short of Napa's adopted standard of 12 acres for every 1,000 residents – is significantly higher than the average ratio of five acres for every 1,000 residents existing within the other four cities in Napa County.

d) Napa has been effective in establishing and managing diversified sources of potable water supplies that provide the City with multiple sources of supply in accommodating demands within its service area.

e) Existing water supplies appear collectively reliable in meeting Napa's current and projected annual usage demands under normal and multiple dry year conditions with the latter assuming water savings due to conservation practices.

f) Napa's water supplies appear collectively insufficient in meeting annual demands under single dry year conditions. As a result, Napa is subject to either declaring a water emergency and/or incurring cost uncertainties tied to purchasing supplies from outside retailers during an extreme dry season when state and local precipitation falls below 30 percent of normal.

g) Considerable improvements have been made by Napa to its water system over the last five years including expanding treatment and storage capacities to help meet existing and future demands. Notwithstanding these recent improvements, Napa still needs to increase potable storage by an additional 20 acre-feet to independently meet current and projected maximum day demand to help protect against pressure losses and against service interruptions during high usage periods.

h) Napa has achieved a one-tenth decrease in annual water demand over the last five years despite an underlying rise in its service population. This accomplishment – which is attributed to effective conservation programs and increased usage of recycled water from the Napa Sanitation District — advantageously positions Napa to meet its obligation under the Water Conservation Act of 2009 to reduce its overall consumption by one-fifth by 2020.

i) Napa has established effective overall fire protection and emergency medical services within its jurisdictional boundary as measured by current response times, which average less than five minutes from dispatch to arrival. This average response time, which is within the local and national standard of five minutes and achieved despite an overall decrease in staffing, demonstrates Napa is meeting service demand in an effective and timely manner.

j) Service calls for fire protection and emergency medical have increased by nearly one-tenth over the last five years; a percentage change well in excess of Napa's population growth rate over the same period. The increase in service calls paired with a sizeable reduction – eight percent – in staffing while still meeting targeted response times demonstrates Napa is providing more service with fewer resources in meeting existing fire protection and emergency medical service demands.

k) Fire Station One – first responder to Downtown and western neighborhoods – is currently responsible for a disproportionately higher volume of service calls and is approaching the local average response time of five minutes.

l) It appears incorporated lands located in Browns Valley and west of Buhman Avenue are prone to fire protection and emergency medical response times exceeding five minutes due to distance from Fire Station One, a key factor used by the Insurance Service Office in setting consumer rates. Peak traffic conditions along First Street and Browns Valley Road appear to adversely affect response times beyond the five minute standard in other areas of Browns Valley.

m) Napa previously purchased an undeveloped lot at the corner of Browns Valley Road and Laurel Street with the expectation of constructing a new fire station to serve the western neighborhoods and to mitigate excessive response times in the Browns Valley area. Construction of the fire station has been delayed, however, due to a lack of resources and it appears reasonable to assume a new fire station will not be funded and built within the timeframe of this review.

n) Napa has averaged a ratio of 20 service calls for every reported crime over the last five reported years. This ratio is exceptionally low compared to other jurisdictions in Napa County and can be attributed to a combination of proactive police services and discipline on the part of the community to refrain from unnecessary incident reporting.

o) Overall crime in Napa has decreased by one-fourth over the last five years. The ratio of crime to residents, however, remains relatively high in comparison to other local jurisdictions.

p) Napa has produced a high overall clearance rate of 36% over the last five reported years and has demonstrated steady improvement as evidenced by the clearance rate increasing by one-third during the referenced period. The clearance rate remains relatively high in comparison to other local jurisdictions and indicates Napa has provided effective law enforcement services in terms of processing crimes from the reporting stage to adjudication.

9.3 Financial Ability to Provide Services

a) Napa has demonstrated effective financial planning over the last five years as the City has utilized previously accumulated reserves to help offset operating losses attributed to the recent national economic recession without noticeable impacts on service levels.

b) Napa has taken proactive measures in limiting budgeted cost increases within its two largest General Fund expenses, police and fire protection services, to fall below the consumer price index for the San Francisco Bay Area region. These measures – highlighted by combining administrative functions within the two departments and eliminating a combined nine full-time positions – appears to have significantly aided Napa in controlling its operating losses during and through the recent recession.

c) Napa finished the last fiscal year in good financial standing as measured by having relatively high liquidity and capital ratios. These ratios provide reasonable assurances Napa has sufficient resources to adequately address short and near term financial obligations as indicated by net assets exceeding long-term liabilities by a ratio of seven-to-one.

d) Napa has made considerable progress in reconciling its structural budget deficit over the last five years as underscored by nearly eliminating a previously high negative operating margin of (12.8%) in 2008 to (1.4%) in 2012; an improvement of nearly 90%.

e) Napa's unassigned General Fund monies have significantly decreased by nearly one-half from $17.6 to $9.3 million over the last five completed fiscal years as the City has drawn down on these resources to offset consecutive operating losses. Recent trends, however, have been positive as Napa has added to its unassigned General Fund monies in each of the last two years with the current balance sufficient to cover almost two months of budgeted operating costs.

f) Napa's ability to finance new public infrastructure or facilities through increased fees or new tax assessments appears constrained at the present time given the marked decline in residents' income over the last five years. This decline is highlighted by a 77% increase in unemployment and 15% decrease in homeownership and suggests significant improvements – including the needed construction of a fire station to serve Browns Valley – will need to be delayed and/or principally financed by private developers if they are to occur within the next five years.

g) Pension obligations represent a significant and growing financial constraint given Napa's unfunded liability (money owed over assets) has increased by over two-thirds in the last five reported fiscal years rising from $49.9 million to $84.5 million. It is unclear whether this trend is primarily attributable to structural problems or is a function of the economic recession, but should be monitored by the Commission and revisited in the next scheduled review.

9.4 Status and Opportunities for Shared Facilities

a) Napa actively pursues opportunities to partner with other local public and private entities to share various resources. These efforts, which include Napa recently agreeing to provide temporary management of public works services for the City of American Canyon as they recruit a new director, strengthens economic and social ties throughout the region.

b) Napa and the County should explore opportunities to share existing and future resources going forward with respect to both administrative and service facilities in Napa Valley. This includes the potential of combining resources in designing, funding, constructing, and operating a joint-use board chamber facility to address both entities need to accommodate and encourage more public attendance at public meetings.

9.5 Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies

a) Napa utilizes over one dozen advisory committees to assist in making informed decisions involving a range of governance issues of particular interest and/or importance to the community. Napa's use of advisory committees – which is measurably higher than any surrounding municipality – reflects a concerted effort to proactively engage and utilize expertise within the community. This approach to governance also serves as an effective measure in cultivating and training future leaders on and off the City Council.

b) Napa has been successful in limiting turnover in senior staff over the last five years. Continuity in senior staff marks a distinct change from the high turnover Napa had experienced at the time of the last municipal service review and has provided the community with more accountable and predicable management of their governmental services.

c) Napa has maintained consistent land use and growth management policies for the last 40 years. These policies are predicated on emphasizing slow and infill oriented development and protection of surrounding open-space and agricultural lands.

d) An existing governance disconnect exists between the jurisdictional area of the City of Napa and the City's water service area given that the water service area extends beyond the current sphere of influence to include several unincorporated areas that extend south to Soscol Ridge, east to Silverado, and north to Rutherford. This service area, which is borne from historical service practices predating the Commission, does not conform with the legislative intention of a sphere of influence in demarking an agency's existing and probable service area. The Commission should consider options to reconcile this existing disconnect relative to local conditions as part of a future sphere of influence review either in the pending or a subsequent update cycle.

e) There are an estimated 2,500 unincorporated residents residing within the 20 islands either entirely or substantially sounded by Napa's existing incorporated limits. The continued existence of these islands undermines orderly growth by creating service inefficiencies for both Napa and the County as well as disenfranchising residents given they are substantively effected by City Council decisions while precluded from participating in elections. Accordingly, and with the assistance of the Commission, Napa should allocate and prioritize resources in annexing these islands utilizing the expected extension of the expedited proceedings currently provided under G.C. Section 56375.3.

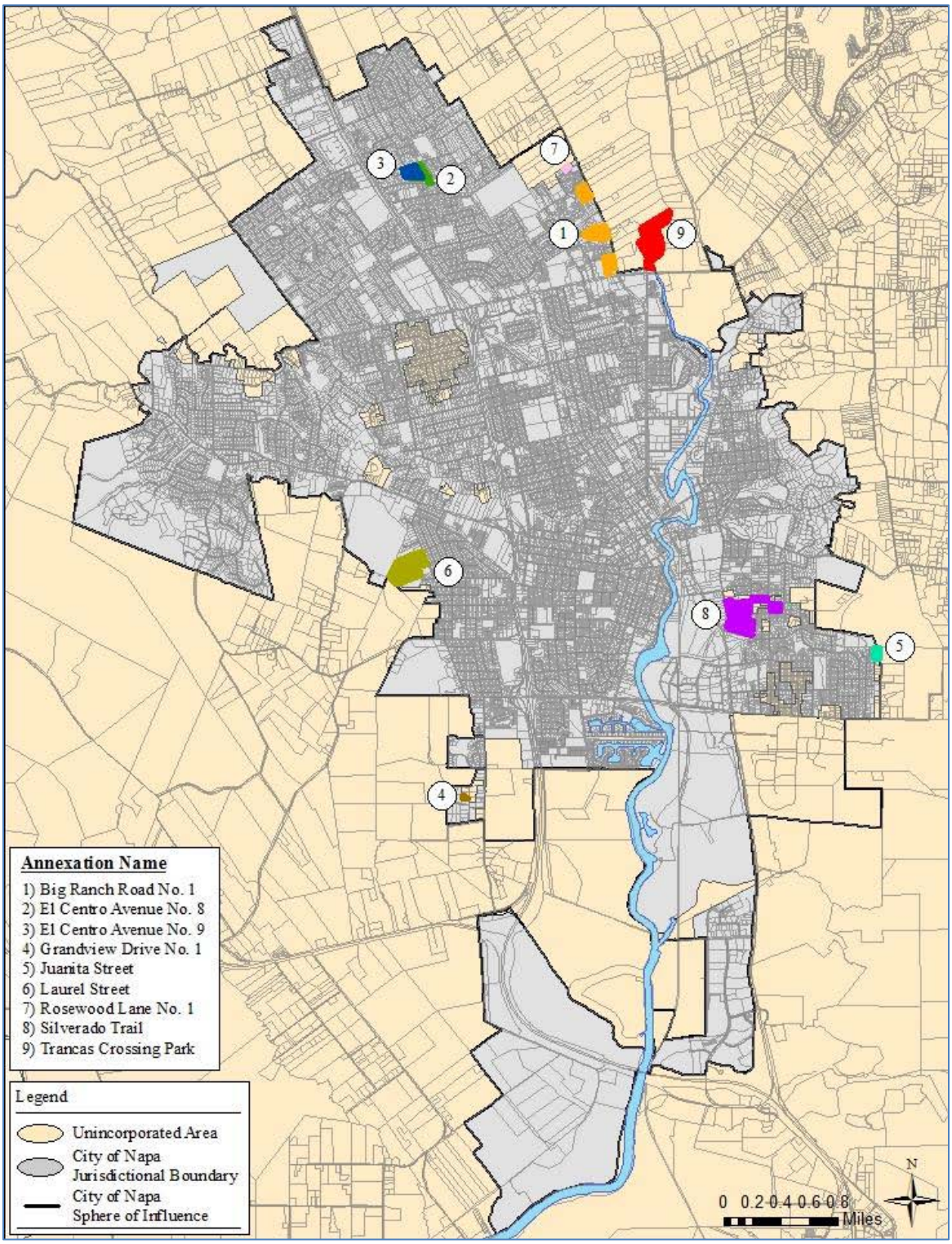
9.6. Location and Characteristics of Any Disadvantaged Unincorporated Communities within or Contiguous to the Existing Spheres of Influence.

a) A review of available economic data compiled as part of the most recent American Communities Survey does not identify any distinct areas within Napa's existing sphere of influence meeting the definition of a disadvantaged unincorporated community.

b) It is reasonable to assume one or more of the existing unincorporated islands within Napa's sphere of influence share similar economic and social characteristics to disadvantaged unincorporated communities. This assumption underscores the public policy importance for Napa, the County, and the Commission to proceed in partnering to proactively eliminate the existing islands in a timely manner.

9.7. Relationship with Regional Growth Goals and Policies (Local Policy)

a) Napa recently reached a tentative agreement with the County on proposed land use and service provision for the Napa Pipe project site located at the former Kaiser Steele shipyard. While it remains tentative and implementation is subject to additional approvals – including outside service extension and/or annexation from the Commission – the agreement includes a commitment in which Napa agrees to assume 80% of the County's future housing need allocations through the life of Measure P. This commitment, if realized as part of this and or other agreements, would help protect unincorporated agricultural and open-space resources while advantageously directing new growth into an existing urban center.

APPENDIX A

RECENT ANNEXATION APPROVALS TO NAPA