IV. PERTINENT DEMOGRAPHIC CONDITIONS

1.0 Growth Factors

Growth trends serve as integral components in influencing the level and range of law enforcement services in local communities. Specifically, information collected and analyzed from national and local law enforcement agencies demonstrates a direct correlation between growth and crime. This section examines this correlation through four distinct though interrelated growth categories pertinent in Napa County: (a) population; (b) density; (c) development; and (d) visitor. This includes assessing these four growth categories relative to recent, current, and future conditions as well as regional comparisons as appropriate.

1.1 Population

Recent and Current Projections

Local law enforcement agencies currently serve a permanent resident population in Napa County totaling 137,639. This total amount represents close to an 8.0% overall increase in permanent residents in Napa County during the last 10 year period despite recent declines. The largest increase in permanent residents during this period occurred between 2002 and 2005 and, as described in greater detail in the succeeding sections, is attributed to a surge in new single-family residential construction. Most notably, there was a 1.5% increase between 2002 and 2003 alone, representing a net population addition of 1,898. More recent growth, however, has actually declined over the last two years and is attributed to the economic downturn coupled with incorporating new demographic information generated in the recent census.

Resident Population in Napa County: Past/Current Projections
Table IV/A; Source: California Department of Finance/Napa LAFCO

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
127,918	129,816	131,254	132,314	133,448	134,726	136,276	137,723	138,917	137,639
---	*+1.5%*	*+1.1%*	*+0.8%*	*+0.9%*	*+1.0%*	*+1.2%*	*+1.1%*	*+0.9%*	*-0.9%*

Close to 81% of the countywide permanent resident population currently resides in one of the five incorporated cities with nearly nine-tenths of this amount belonging to the Cities of American Canyon and Napa. American Canyon has experienced the largest percentage increase in permanent residents over the last 10 years by rising 75% from 11,261 to 19,693; an amount that represents nearly nine-tenths of the overall increase in population for the county as a whole as well as the fourth highest percentage increase among all 101 cities in the Bay Area during this period.[62] Napa remains the largest city and experienced a moderate population increase of one-twentieth during this period rising from 74,054 to 77,464. The remaining three cities as well as the unincorporated area have all experienced a decrease in population over the last 10 years.

Close to 81% of the county population live in cities with nearly 9/10 of the amount residing in the Cities of American Canyon and Napa.

[62] Only Brentwood (Contra Costa), Rio Vista (Solano), and Dublin (Alameda) have experienced a larger percentage increase in population than American Canyon based on Department of Finance estimates.

Resident Population of Local Jurisdictions in Napa County: Past/Current Projections
Table IV/B; Source: California Department of Finance/Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2002	11,261	5,225	74,054	6,013	3,294	28,071	127,918
2003	12,334	5,238	74,736	6,042	3,282	28,184	129,816
2004	13,117	5,177	75,701	5,977	3,259	28,023	131,254
2005	14,197	5,183	75,772	5,960	3,241	27,961	132,314
2006	14,879	5,218	76,094	5,942	3,248	28,067	133,448
2007	15,911	5,253	76,247	5,936	3,271	28,108	134,726
2008	16,241	5,284	76,857	5,905	3,257	28,732	136,276
2009	16,521	5,335	77,917	5,969	3,267	28,714	137,723
2010	16,836	5,370	78,791	6,010	3,257	28,653	138,917
2011	19,693	5,188	77,464	5,849	2,997	26,448	137,639
Annual	*+7.5%*	*-0.1%*	*+0.5%*	*-0.3%*	*-0.9%*	*-0.6%*	*+0.8%*
Total	*+74.9%*	*-0.7%*	*+4.6%*	*-2.7%*	*-9.0%*	*-5.8%*	*+7.6%*

In terms of regional context, Napa County's permanent resident population growth rate over the last 10 years exceeds the growth rate for the remaining eight counties comprising the San Francisco Bay Area ("Bay Area") by over two to one or 7.6% to 3.7%. Napa County continues to represent a very small portion of the overall Bay Area population, however, despite outperforming the remaining region in recent growth trends. Specifically, Napa County's current population of 137,639 represents less than two percent of the nine county Bay Area total of 7,206,083.

Napa County's growth rate overall has exceeded the remaining Bay Area 2:1 over the last 10 years.

Resident Population of Counties in San Francisco Bay Area: Past/Current Projections
Table IV/C; Source: California Department of Finance/Napa LAFCO

Year	Alameda	Contra Costa	Marin	Napa	San Francisco	San Mateo	Santa Clara	Solano	Sonoma
2002	1,482,473	981,614	249,773	127,918	793,086	714,453	1,715,329	408,430	468,379
2003	1,490,072	993,766	250,402	129,816	797,992	715,898	1,726,183	412,837	470,738
2004	1,494,675	1,005,678	250,789	131,254	801,753	717,653	1,738,654	416,299	473,516
2005	1,498,967	1,016,407	251,586	132,314	806,433	720,042	1,753,041	418,876	475,536
2006	1,506,176	1,025,509	252,921	133,448	812,880	722,994	1,771,610	420,514	476,659
2007	1,519,326	1,035,322	254,527	134,726	823,004	728,314	1,798,242	422,477	478,662
2008	1,537,719	1,048,242	256,511	136,276	835,364	736,951	1,829,480	424,397	482,297
2009	1,556,657	1,060,435	258,618	137,723	845,559	745,858	1,857,621	426,729	486,630
2010	1,574,857	1,073,055	260,651	138,917	856,095	754,285	1,880,876	427,837	493,285
2011	1,521,157	1,056,064	254,692	137,639	812,820	724,702	1,797,375	414,509	487,125
Annual	*+0.3%*	*+0.8%*	*+0.2%*	*+0.8%*	*+0.3%*	*+0.1%*	*+0.5%*	*+0.2%*	*+0.4%*
Total	*+2.6%*	*+7.7%*	*+2.0%*	*+7.6%*	*+2.5%*	*+1.4%*	*+4.8%*	*+1.5%*	*+4.0%*

Future Projections

It is reasonable to assume the rate of population growth within each local jurisdiction in Napa County over the next five years will correspond with percentage changes that have occurred between 2008 and 2010 according to the California Department of Finance. This approach presumes the economic downturn that began in earnest in 2008 will continue into the near-term and depress new development. It also presumes the percentage change in growth in the most recent calendar year (2011) is largely an anomaly and attributed to the California Department of Finance's practice of recalibrating their population projections every 10 years following the latest census release.

It is reasonable to assume the rate of new growth in the near-term will mirror percentage changes between 2008 and 2010.

With the preceding assumptions in mind, it is anticipated overall permanent resident population growth in Napa County will slightly decrease from its current annual estimate of 0.8% to 0.5%. This would increase the overall resident population from 137,639 to 142,143 by 2016; a difference of 4,504.[63] Close to three-fourths of this projected new population will occur in Napa with the remaining one-quarter allocated to American Canyon. The remaining local jurisdictions – Calistoga, St. Helena, Yountville, and the unincorporated area – are expected to experience either minimal, zero, or negative growth.

It is projected Napa County's overall growth rate will decrease from its current annual estimate of 0.8% to 0.5%; resulting in a countywide population of 142,143 by 2016.

Resident Population of Local Jurisdictions: Future Projections
Table IV/D; Source: California Department of Finance/Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2012	19,933	5,216	78,114	5,884	2,997	26,424	138,528
2013	20,177	5,244	78,769	5,919	2,997	26,400	139,423
2014	20,423	5,273	79,430	5,954	2,997	26,375	140,324
2015	20,673	5,302	80,096	5,989	2,997	26,351	141,230
2016	20,925	5,330	80,768	6,024	2,997	26,327	142,143
Annual	*+1.0%*	*+0.4%*	*+0.7%*	*+0.5%*	*0.0%*	*-0.1%*	*+0.5%*
Total	*+5.0%*	*+2.2%*	*+3.4%*	*+2.4%*	*0.0%*	*-0.4%*	*+2.6%*

1.2 Density

As already referenced, another key measurement of growth involves density and its relationship between permanent residents and land area. In particular, the measurement of density helps to influence the type and level of law enforcement services for a community with denser areas generally necessitating more policing than less populated areas. The latter statement emphasizes the inherent correlation between population and crime. There is also a direct correlation between increases in density of a community and crime.

There is a direct correlation between increases in population and crime; there is also a direct correlation between community densities and crime totals.

[63] The five-year projected timeframe corresponds with the municipal service review cycle period.

Napa and American Canyon are the densest local jurisdictions in Napa County with 4,256 and 3,581 permanent residents, respectively, for every square mile. Yountville, Calistoga, and St. Helena have a density range approximately half of these amounts at respectively 1,998, 1,995, and 1,147. The unincorporated area is by far the least dense local jurisdiction with only 35 residents for every square mile.

Resident to Square Mile Densities of Local Jurisdictions in Napa County
Table IV/E; Source: California Department of Finance/Napa LAFCO

Jurisdiction	Population	Land Area (Square Miles)	Permanent Residents Per Square Mile
Napa	77,464	18.2	4,256.3
American Canyon	19,693	5.5	3,580.5
Yountville	2,997	1.5	1,998.0
Calistoga	5,188	2.6	1,995.4
St. Helena	5,849	5.1	1,146.9
Unincorporated	26,448	755.4	35.0
Average	*22,939.8*	*131.4*	*174.6*

Napa County as a whole remains sparsely populated relative to the Bay Area in terms of permanent resident densities. Napa County currently averages 175 residents for every square mile. The remaining eight Bay Area counties, comparatively, average nearly six times this amount with 1,097 residents for every square mile.

Resident to Square Mile Densities of San Francisco Bay Area Counties
Table IV/F; Source: California Department of Finance/Napa LAFCO

County	Population	Land Area (Square Miles)	Permanent Residents Per Square Mile
Alameda	1,521,157	738.0	2,061.2
Contra Costa	1,056,064	802.2	1,316.5
Marin	254,692	606.0	420.3
Napa	137,639	788.3	174.6
San Francisco	812,820	49.0	16,588.2
San Mateo	724,702	449.1	1,613.7
Santa Clara	1,797,375	1,315.0	1,366.8
Solano	414,509	909.4	455.8
Sonoma	487,125	1,573.5	309.6
Average	*800,676*	*803.4*	*996.6*

1.3 Development

Consistent with most metropolitan suburbs, the predominant development use among local jurisdictions in Napa County remains residential with commercial a distant second. (Industrial uses are relatively limited to an approximate 4.6 square mile area adjacent to the Napa County Airport and overlap the jurisdictions of the County and American Canyon.) The rate of residential development among all local jurisdictions has considerably slowed over the last 10 year period; a trend directly attributed to the collapse of the "housing bubble" and subsequent downturn in the national and local economies.

The rate of new residential development among all local jurisdictions has considerably slowed over the last 10 year period.

Estimates prepared by the California Department of Finance indicate an overall 10% increase in the total number of housing unit development among all local jurisdictions in Napa County over the last 10 years rising from 49,713 to 54,882. However, the rate of this growth has sharply decreased with nearly two-thirds of the total number of new housing unit development occurring in the first five years and the remaining one-third taking place in the last five years. More than four-fifths of all new housing unit development during this period belongs to American Canyon (43%) and Napa (37%).

More than four-fifths of all new housing unit development in Napa County since 2002 belongs to American Canyon (43%) and Napa (37%).

Total Housing Unit Development Within Local Jurisdictions: Recent/Current
Table IV/G; Source: California Department of Finance/Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2002	3,765	2,256	28,245	2,726	1,159	11,562	49,713
2003	4,125	2,260	28,489	2,737	1,163	11,629	50,403
2004	4,448	2,263	29,246	2,743	1,164	11,674	51,538
2005	4,844	2,278	29,433	2,750	1,165	11,739	52,209
2006	5,109	2,307	29,735	2,758	1,177	11,855	52,941
2007	5,481	2,329	29,874	2,762	1,194	11,903	53,543
2008	5,591	2,341	30,094	2,745	1,195	11,984	53,950
2009	5,635	2,342	30,232	2,749	1,194	12,028	54,180
2010	5,708	2,343	30,388	2,751	1,197	11,961	54,348
2011	6,018	2,319	30,176	2,775	1,280	12,314	54,882
Change	*+59.8%*	*+2.8%*	*+6.8%*	*+1.8%*	*+10.4%*	*+6.5%*	*+10.4%*

Napa County remains predominantly rural given an estimated 95% of its total land area currently categorized as undeveloped or greenfield.[64] The rate of greenfield development over the last 10 years countywide has increased by one percent raising the total land dedicated for urban use from 21,110 to 23,557 acres. The average annual conversion of land from non-urban to urban use is 220 acres with the majority of the transitions occurring in the south county.

Napa County remains predominantly rural given an estimated 95% of its total land area currently categorized as undeveloped or greenfield.

[64] For purposes of this report, "greenfield" is defined as land that has not been developed or used for any purpose other than farm land, graze land, or other passive usage.

Recent Greenfield Development Projects in Napa County
Table IV/H; Source: California Department of Conservation/Napa LAFCO

Project Name	Acreage	Jurisdiction
Villagio Inn and Spa (1998-00)	5.0	Yountville
Napa Valley Gateway Business Park (1998-00)	150.0	Napa
La Vigne Subdivision (2000-02)	130.0	American Canyon
Capriana Subdivision (2002-04)	20.0	Napa
Eucalyptus/Gladwell Subdivision (2002-04)	75.0	American Canyon
Central Valley Distribution Warehouses (2002-04)	20.0	American Canyon
Vintage Ranch Subdivision I (2004-06)	90.0	American Canyon
Solage Resort (2006-08)	35.0	Calistoga
Meritage Resort (2006-08)	15.0	Napa
Vintage Ranch Subdivision II (2006-08)	75.0	American Canyon
Napa Junction Shopping Center (2006-08)	40.0	American Canyon
California Freight Sales Warehouses (2006-08)	10.0	American Canyon
Calistoga Ranch Resort (2006-08)	15.0	Calistoga
Hanna Court Business Center (2008-10)	20.0	American Canyon
Kendall-Jackson/Biagi Distribution (2008-10)	17.0	American Canyon
American Canyon High School (2008-10)	50.0	American Canyon
Springhill Suites Marriott (2008-10)	5.0	County

Napa County is the least developed county in the Bay Area in terms of the percentage of total land area used for urban purposes. The average percent of land developed for urban use among the eight other Bay Area counties is 29% with a high of 100% in San Francisco and a low of seven percent in Sonoma.[65] The remaining Bay Area counties overall have increased their collective allocation of land dedicated for urban use by four percent during the 10 year period.

Bay Area Counties: % Developed
Table IV/I; Source: Napa LAFCO

County	% Developed
San Francisco	100%
Contra Costa	30%
Alameda	28%
Santa Clara	23%
San Mateo	20%
Marin	11%
Solano	10%
Sonoma	7%
Napa	5%

1.4 Visitor

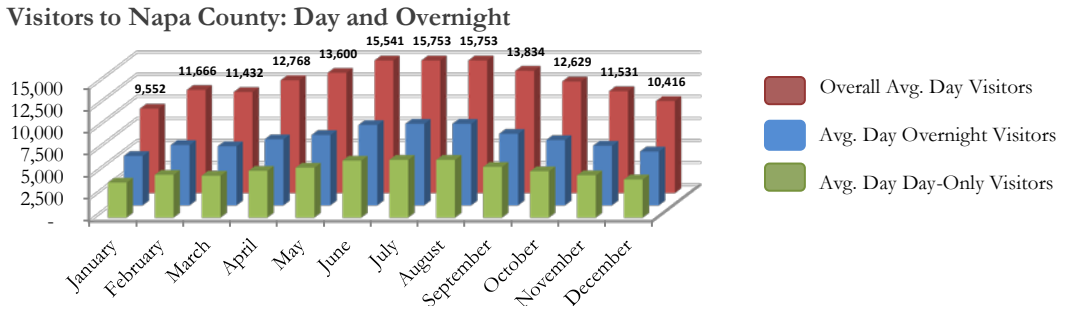
Current Conditions

Visitors – defined to include non-resident touring guests – are an integral component in supporting Napa County's economy and create additional and unique demands on local law enforcement agencies. The volume of visitors during peak tourist periods (June through August), in particular, significantly increases the day population in the county by an estimated 10% with the addition of 15,753 daytime guests. Most notably, a recent economic study estimated 4.7 million day visits during one calendar year with close to three-fifths of the amount resulting in one or more overnight stays; the latter producing an average overnight visitor population in peak periods of 9,217.[66]

It is estimated the average overnight visitor population in Napa County during peak tourist season is 9,217.

[65] San Francisco County includes expansive parklands, most notably Golden Gate Park, that are categorized as urban given the approximate 1,000 acre site is largely dedicated to civic facilities.

[66] Information on one-day and overnight visits are generated from *Napa County Visitor Profile and Economic Impact Study* (March 2006). For purposes of this review, LAFCO staff incorporated the baseline information included in the referenced economic study coupled with updated total lodging information along with the following independent assumptions: (a) the increased number of guestrooms since 2006 has been effectively canceled out by the downturn in the economy in terms of any increases in one-day and overnight visits; (b) an average of 2.5 persons per guestroom; (c) peak occupancy rate of 85% in July and August; and (d) an overall average year occupancy rate of 70%.



* A full diagram on average day visits is provided as an appendix

Visitor growth as measured by guestrooms has increased in Napa County over the last five years by close to one-fourth from 3,582 to 4,400. More than two-thirds of the guestrooms are located either in the City of Napa (46%) or the unincorporated area (22%). American Canyon has experienced the largest percentage increase (291%) in guestrooms over the five-year period by adding an additional 233 guestrooms. Notably, at full occupancy, Yountville's overnight population increases by over one-third.

Lodging Units Within Local Jurisdictions: Recent/Current
Table IV/J; Source: NCLOG/Napa LAFCO/Napa Valley Destination Council

Jurisdiction	2005	2010	Change	Est. Visitor Total at Full Occupancy	Est. % of Current Population
Yountville	347	423	+21.9%	1,058	35.3
Calistoga	618	490	-20.7%	1,225	23.6
Unincorporated	846	958	+13.2%	2,395	9.1
St. Helena	202	209	+3.5%	523	8.9
Napa	1,489	2,007	+34.8%	5,018	6.5
American Canyon	80	313	+291.3%	783	4.0
Total	*3,582*	*4,400*	*+22.8%*	*11,000*	*8.0*

* Estimated visitor amounts assume 2.5 persons per guestroom.

Future Conditions

There are 12 additional projects have been approved by local land use authorities and if constructed would generate an additional 1,363 guestrooms in Napa County. This includes Napa's existing approval of two new luxury resorts (Ritz Carlton and St. Regis) that would add 526 guestrooms in the City.[67] All told, these 12 projects would have the potential to generate an estimated 3,408 additional overnight visitors at full occupancy; an increase of nearly one-third over the current guestroom capacity.

There are 12 additional project approvals that would increase the total number of guestrooms in Napa County by nearly one-third if constructed.

[67] The other 10 projects include two County approvals for a new luxury resort and conference center (Montalcino) in the Napa County Airport Area with 379 guestrooms along with an eight room expansion to an existing hotel in the Carneros region (Carneros Inn). Six additional City of Napa approvals involve hotels and expansions (California Boulevard Hotel, Eliza Yount Mansion Inn, La Residence, Milliken Creek Inn Expansion, Soscol Hotel, and Meritage Inn Expansion) would result in 305 new guestrooms. The remaining two projects involve St. Helena approvals for two new hotels (Grandview and Vineland Station) that would result in an additional 95 guestrooms. There are no existing approvals for new hotels or expansions to existing hotels within American Canyon, Calistoga, and Yountville.

2.0 Socioeconomic Factors

Socioeconomic factors play important roles in underlying local law enforcement services specifically as it relates to employment and income conditions.

Similar to population and development growth, socioeconomic factors play important roles in underlying local law enforcement services. This includes, in particular, the relationship between how economics and employment conditions interplay with the amount of crime occurring within local communities. The inferred correlation being communities with higher income and lower unemployment levels on average will experience less crime than communities characterized by lower income and higher unemployment levels. This section examines this correlation through two distinct and interrelated socioeconomic factors within Napa County: (a) employment rates and (b) household income levels. This includes assessing these two socioeconomic factors relative to recent, current, and future conditions as well as regional comparisons as appropriate.

2.1 Employment Rates

All five cities in Napa County have experienced a doubling of their unemployment rate over the last five years.

Most recent labor reports indicate approximately 8.5% of the overall labor force in Napa County is currently unemployed.[68] Markedly, this current unemployment rate reflects an overall five percent increase over the last five years. American Canyon presently holds the largest unemployment rate among local jurisdictions at 13.5%; the unincorporated area presently holds the lowest unemployment rate at 5.4%. All five cities have experienced a doubling of their unemployment rate since 2006.

Employment Rates Among Local Jurisdictions: Recent/Current
Table IV/K; Source: CA Employment Development Department/Napa LAFCO

Category	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2006 Unemployment Rate	6.3%	3.1%	4.0%	4.2%	2.8%	3.7%	3.9%
Labor Force	5,300	2,900	42,800	3,500	1,200	16,200	71,900
Total Employed	5,000	2,800	41,100	3,400	1,200	15,600	69,100
Total Unemployed	300	100	1,700	100	0	600	2,800
2011 Unemployment Rate	13.5%	6.8%	8.9%	9.1%	6.2%	5.4%	8.5%
Labor Force	5,800	3,100	45,200	3,700	1,300	16,600	75,700
Total Employed	5,000	2,800	41,200	3,400	1,200	15,700	69,300
Total Unemployed	800	200	4,000	300	100	900	6,400
5-Year Difference	*+114%*	*+119%*	*+123%*	*+117%*	*+121%*	*+46%*	*+118%*

* Labor force is calculated by adding the number of employed individuals within a local jurisdiction to the number of unemployed individuals actively seeking employment within the same jurisdiction.

[68] Unemployment information provided by the California Employment Development Department. This agency collects and reports labor force, employment, and unemployment information for each local jurisdiction within Napa County and includes two "Census Designated Places" (CDPs); Angwin and Deer Park. Data for 2011 is currently preliminary.

Napa County as a whole remains relatively sound in terms of its countywide unemployment rates compared to the rest of the Bay Area. Napa County currently averages 85 unemployed persons for every 1,000 members of its labor force. The remaining eight Bay Area counties, comparatively, average slightly more than this amount with 94 unemployed persons for every 1,000 members of their aggregate labor force.

Employment Rates Among San Francisco Bay Area Counties: Current
Table IV/L; Source: CA Employment Development Department/Napa LAFCO

County	Labor Force	Total Employed	Total Unemployed	Unemployment Rate
Alameda	750,500	674,100	76,400	10.2%
Contra Costa	518,800	466,500	52,300	10.1%
Marin	132,500	122,700	9,800	7.4%
Napa	75,700	69,300	6,400	8.5%
San Francisco	459,600	421,700	37,900	8.3%
San Mateo	375,300	345,200	30,000	8.0%
Santa Clara	889,700	804,400	85,300	9.6%
Solano	212,800	189,300	23,500	11.0%
Sonoma	254,800	230,900	23,900	9.4%
Average	*407,744.4*	*369,344.4*	*38,388.9*	*9.4%*

2.2 Household Income Levels

The average median household income in Napa County has increased by 30% over the last ten years to $66,970. The poverty rate is currently at 8.6%.

Data collected from the last two Census publications identifies the average median household income in Napa County is currently $66,970 and represents nearly a 30% increase over the last 10 year period. The data also shows that an estimated 8.6% of the overall countywide population is presently living in poverty with the largest proportional allocation residing in Napa at 11.0%. American Canyon, conversely, has the lowest poverty rate among local jurisdictions at 3.5%. The poverty rate overall has increased slightly by 0.3% over the 10 year period.

Household Income Levels Within Local Jurisdictions
Table IV/M; Source: US Census Bureau/Napa LAFCO

Jurisdiction	Population	2009 Median Household Income	1999 Median Household Income	2009 Poverty Level	1999 Poverty Level
American Canyon	19,693	$78,718	$52,105	3.5%	8.8%
Calistoga	5,188	$52,393	$44,375	6.3%	8.0%
Napa	77,464	$64,180	$49,154	11.0%	8.9%
St. Helena	5,849	$70,900	$58,902	5.3%	6.4%
Yountville	2,997	$69,028	$46,944	5.2%	7.3%
Unincorporated	26,448	$68,416	n/a	9.7%	6.8%
Countywide Total	*137,639*	*$66,970*	*$51,738*	*8.6%*	*8.3%*

Napa County as a whole has the second lowest median household income compared to the other eight Bay Area counties. Napa County currently averages $66,970 per household; approximately 13% lower than the aggregate median household income for the remaining eight counties in the region. Napa County's poverty rate also remains relatively low compared to the other eight Bay Area counties.

Household Income Levels Among San Francisco Bay Area Counties
Table IV/N; Source: US Census Bureau/Napa LAFCO

County	Population	2009 Median Household Income	1999 Median Household Income	2009 Poverty Level	1999 Poverty Level
Alameda	1,521,157	$68,863	$55,946	10.8%	11.0%
Contra Costa	1,056,064	$77,838	$63,675	9.5%	7.6%
Marin	254,692	$87,728	$71,306	7.3%	6.6%
Napa	137,639	$66,970	$51,738	8.6%	8.3%
San Francisco	812,820	$70,040	$55,221	11.7%	11.3%
San Mateo	724,702	$84,426	$70,819	7.6%	5.8%
Santa Clara	1,797,375	$85,569	$74,335	9.1%	7.5%
Solano	414,509	$67,920	$54,099	10.7%	8.3%
Sonoma	487,125	$63,848	$53,076	9.5%	8.1%
Average	*800,676*	*$74,800*	*$61,135*	*9.4%*	*8.3%*

V. LAW ENFORCEMENT SERVICE MEASUREMENTS

1.0 Capacities

The ability of law enforcement agencies to adequately accommodate demands is directly dependent on certain key planning factors that collectively capacitate the level and range of services provided. These planning factors are generally determined on an annual or biannual basis by the agency's respective governing board relative to perceived community needs paired with available resources. This section examines this relationship through three distinct and interrelated capacity categories: (a) financial resources; (b) staffing levels; and (c) equipment and facilities. This includes assessing these capacity categories relative to recent, current, and future conditions as well as regional comparisons as appropriate.

1.1 Financial Resources

The financial resources of law enforcement agencies represent the most important capacity factor with regard to their ability to adequately address service demands. In practical terms, and more so than any other input, financial resources dictate agencies' staffing levels as well as facilities and equipment. This factor is highlighted by the importance of the revenue to expense relationship and proportional impact of law enforcement costs on agency-wide resources. Other pertinent financial considerations relevant to assessing the present and future level of law enforcement include expenses on a per capita basis as well as the status of reserves, liquidity, and capital.

Revenues and Expenses

General fund monies collected by the six affected agencies have increased by an annual average of 3.1% over the last five years.

Nearly all funding for law enforcement services provided by the six affected agencies in Napa County subject to this review is generated from discretionary general tax revenues collected by the respective governing bodies, commonly referred to as "general fund" monies.[69] The principal general tax revenue source for all of the affected agencies is predominantly property followed either by sales or transient-occupancy. Over the last five years, general fund monies collected by the affected agencies have increased by an average of 3.1% annually rising from an estimated total of $274.3 to $316.7 million. Significant increases in property tax revenues combined with moderate increases in transient-occupancy tax revenues underlie the overall increase despite sizeable decreases in sales tax revenues.

[69] A key exception relates to the County and its reimbursement for contracted law enforcement services with American Canyon and Yountville. All five local agencies also receive some annual funding from federal and state grant programs.

General Fund Revenue Source Totals Among Local Jurisdictions
Table V/A; Source: Agency Comprehensive Annual Financial Reports and Budgets/Napa LAFCO

General Fund Revenues	American Canyon	Calistoga	Napa	St. Helena	Yountville	County	Total
2010-11 (Millions)							
Property Tax	$7.391	$1.686	$21.436	$2.901	$0.925	$84.196	$118.535
Sales Tax	$1.930	$0.739	$11.583	$2.139	$0.810	$5.142	$22.343
Transient Tax	$0.600	$3.432	$9.161	$1.257	$3.800	$8.299	$26.549
Year-End Total	$14.985	$7.069	$56.904	$8.028	$6.481	$223.184	$316.651
2009-10 (Millions)							
Property Tax	$7.133	$1.655	$23.111	$2.722	$0.943	$91.575	$127.139
Sales Tax	$1.928	$0.671	$11.559	$2.092	$0.792	$16.795	$33.837
Transient Tax	$1.104	$3.042	$8.242	$1.193	$3.347	$8.301	$25.229
Year-End Total	$11.755	$9.740	$58.188	$8.176	$5.647	$192.661	$286.167
2008-09 (Millions)							
Property Tax	$7.229	$1.710	$23.251	$2.577	$0.899	$85.734	$121.400
Sales Tax	$2.276	$0.843	$13.288	$2.608	$0.707	$28.460	$48.182
Transient Tax	$1.068	$3.209	$8.242	$1.310	$3.150	$9.371	$26.350
Year-End Total	$22.552	$12.078	$62.363	$8.979	$5.759	$183.012	$294.743
2007-08 (Millions)							
Property Tax	$7.165	$1.461	$23.365	$2.530	$0.762	$75.713	$110.996
Sales Tax	$2.447	$0.820	$13.502	$1.970	$0.682	$31.188	$50.609
Transient Tax	$1.043	$3.402	$8.725	$1.537	$3.382	$10.810	$28.899
Year-End Total	$17.280	$11.040	$65.644	$9.313	$5.806	$174.321	$283.404
2006-07 (Millions)							
Property Tax	$6.416	$1.329	$21.267	$2.257	$0.699	$69.224	$101.192
Sales Tax	$1.277	$0.556	$13.695	$2.533	$0.663	$30.598	$49.322
Transient Tax	$0.784	$2.522	$7.779	$1.493	$3.217	$9.654	$25.449
Year-End Total	$12.869	$5.019	$60.216	$8.204	$5.255	$182.779	$274.342

Calistoga has experienced the largest increase in general fund monies over the last five years among the six affected agencies with its composite total rising by approximately 40% from an estimated $5.019 to $7.069 million; an increase highlighted by a one-third rise in transient-occupancy tax proceeds. Yountville, the County, and American Canyon have also experienced increases in their composite general fund monies during this period with their respective percentage changes rising by approximately one-fifth. Napa and St. Helena, conversely, have both experienced small decreases in their composite general fund monies during this period primarily as a result of sales tax losses.

General Fund Revenue Trends: FY2007 to FY2011
Table V/B; Source: Napa LAFCO

Calistoga	+40.8%
Yountville	+23.3%
County of Napa	+22.1%
American Canyon	+16.4%
St. Helena	-2.1%
Napa	-5.5%

Similar to revenue changes in general fund monies, law enforcement expenses among the six affected agencies have also increased over the last five years by a composite average of 2.9% annually rising from $45.89 to $52.60 million. The increase in personnel costs underlies the rise in expenses with the largest single year change occurring in 2008-2009 as most of the agencies began funding other post-employment benefit costs as required by the Government Accounting Standards Board.[70]

Law enforcement expenses among the six affected agencies have increased by a composite average of 2.9% over the last five years.

[70] Governmental Accounting Standards Board (GASB) Statement 45 was initially established in 2004 and requires governmental entities to recognize the cost of other post-employment benefits, such as retiree healthcare, when they are earned rather than when they are paid.

Law Enforcement Expenditures Within Local Jurisdictions: Recent
Table V/C; Source: Agency Comprehensive Annual Financial Reports and Budgets/Napa LAFCO

Jurisdiction	2006-07	2007-08	2008-09	2009-10	2010-11	Average	Trend
American Canyon	$3.19	$3.74	$5.29	$5.25	$5.26	$4.55	*+64.9%*
Calistoga	$1.85	$2.09	$2.20	$2.20	$1.74	$2.02	*-5.9%*
Napa	$17.82	$18.63	$20.58	$20.68	$19.06	$19.35	*+7.0%*
St. Helena	$2.27	$2.55	$2.55	$2.55	$2.35	$2.45	*+3.5%*
Yountville	$0.53	$0.58	$0.65	$0.81	$0.84	$0.68	*+58.5%*
County Sheriff	$20.23	$20.54	$22.77	$22.79	$23.35	$21.94	*+15.4%*
Countywide Total	*$45.89*	*$48.13*	*$54.04*	*$54.28*	*$52.60*	*$50.99*	*+14.6%*

Amounts in millions

As for individual agency trends, and in contrast to overall totals, only two of the six affected local agencies – Calistoga and County Sheriff – have experienced positive ratios over the last five years in terms of percentage changes in general fund revenues exceeding law enforcement costs. Calistoga experienced the largest positive change as its general fund revenues increased by 40% while their law enforcement costs decreased by 6%. Conversely, American Canyon and Yountville experienced the largest percentage differences as their law enforcement costs exceeded their general fund revenues by three to one. Napa and St. Helena also experienced negative ratios as their law enforcement costs increased while their general fund revenues decreased.

Agency Trends: General Fund Revenues to Law Enforcement Costs: Recent
Table V/D; Source: Agency Comprehensive Annual Financial Reports and Budgets/Napa LAFCO

Category	American Canyon	Calistoga	Napa	St. Helena	Yountville	County Sheriff
Change in General Fund Revenue	+16.4%	+40.8%	-5.3%	-2.1%	+23.3%	+22.1%
Change in Law Enforcement Cost	+64.9%	-5.9%	+7.0%	+3.5%	+58.5%	+15.4%
	Negative	*Positive*	*Negative*	*Negative*	*Negative*	*Positive*

Relationship to Total General Fund Expenses

Considering the percentage of general fund monies dedicated to supporting law enforcement services helps to contextualize and assess the actual demand of sustaining these services relative to local resources. Four of the six affected agencies – American Canyon, Napa, St. Helena, and Yountville – have experienced moderate to sizable increases in the percentage of their general fund monies being dedicated to law enforcement services ranging from 6% to 42% over the last five years. The remaining two affected agencies – Calistoga and County – have experienced actual decreases in its law enforcement demand on its general fund at (33%) and (6%), respectively.

Current Percentage of General Fund Monies Budgeted to Law Enforcement
Table V/E; Source: Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	County of Napa
2006-07	25%	37%	30%	28%	10%	11%
2010-11	34%	25%	33%	29%	13%	10%
Change	*+41.6%*	*-33.2%*	*+13.2%*	*+5.8%*	*+28.5%*	*-5.5%*

Per Capita Expenses

The County Sheriff has averaged the highest per capita expense for law enforcement services over the last five years at $453 among the six affected agencies. This amount, however, is artificially inflated given there is no practical method of adjusting to account for the cost recovery associated with its service contracts with American Canyon and Yountville.[71] Among the cities, there is a sizeable cost difference as measured by per capita law enforcement expenses between the two north valley and three south valley cities with the latter group incurring a cost savings of nearly two-fifths relative to the former group.

Law Enforcement Expenditures Per Capita Within Local Jurisdictions
Table V/F; Source: Napa LAFCO

Jurisdiction	2006-07	2007-08	2008-09	2009-10	2010-11	Average
County Sheriff	$427.79	$425.88	$469.47	$467.53	$475.19	$453.17
St. Helena	$382.41	$431.84	$427.21	$424.29	$401.78	$413.51
Calistoga	$352.18	$395.53	$412.37	$409.68	$335.39	$381.03
American Canyon	$200.49	$230.28	$320.20	$311.83	$267.10	$265.98
Napa	$233.71	$242.40	$264.13	$262.47	$246.05	$249.75
Yountville	$162.03	$178.08	$198.96	$248.70	$280.28	$213.61
Countywide Total	*$340.62*	*$353.18*	*$392.38*	*$390.74*	*$382.16*	*$371.82*

Yountville has experienced the largest percentage change in its per capita law enforcement cost by rising 73% over the last five years. American Canyon follows as it has experienced a 33% increase in its per capita law enforcement cost since 2006-2007. County Sheriff, Napa, and St. Helena have also experienced moderate increases in their per capita law enforcement expenses ranging between 5% and 11% during the period. Calistoga is the only affected agency that has experienced an actual decline in its per capita law enforcement expense as reflected by its 5% decrease.

Changes in Law Enforcement Per Capita Costs: FY2007 to FY2011
Table V/G; Source: Napa LAFCO

Yountville	+73.0%
American Canyon	+33.2%
County Sheriff	+11.1%
Napa	+5.3%
St. Helena	+5.1%
Calistoga	-4.8%

Agency Reserves

The majority of the six affected agencies providing law enforcement services in Napa County have experienced precipitous declines in their general fund reserves over the audited fiscal year period of 2005-2006 to 2009-2010.[72] These declines in general fund reserves for the majority of the affected agencies are principally attributed to absorbing operating deficits as a result of operating expenses outpacing operating revenues over the last several years due to the economic downturn. Overall, the combined general fund reserves of the six affected agencies have collectively decreased by 17% from $109.8 million to $90.8 million. This trend has had a particular negative effect on the portion of the affected agencies' fund balances that are either set aside for unreserved/undesignated and or emergency/contingency purposes; the portion of the fund balance that could be immediately accessed to absorb law

[71] Calculations for law enforcement expenses per capita for the County Sheriff incorporate a population base to include the unincorporated area, the City of American Canyon, and the Town of Yountville.

[72] The 2005-2006 to 2009-2010 period has been chosen for review given it marks the last audited fiscal year for four of the six affected local agencies providing law enforcement services in Napa County; the County and Yountville are the only agencies that has completed audits for the 2010-2011 fiscal year.

enforcement overruns. These discretionary reserves, notably, have decreased by 40% during this time from an approximate composite of $61.9 to $37.2 million.

Calistoga has experienced the largest percentage decrease in audited general fund reserves declining by nearly (50%) between fiscal years 2006 and 2010 from $1.8 to $0.9 million; an amount equaling only one month of generally operating expenses. St. Helena, Napa, and the County follow with declines in their audited general fund reserves during the five year period at (44%), (33%), and (17%), respectively. Yountville and American Canyon, conversely, experienced positive changes in their general fund reserve over the five year period by increasing 154% and 24%, respectively; the former increase attributed to aggressive spending reductions in 2009-2010.

Changes in Local Agencies' Audited General Fund Reserves
Table V/H; Source: Affected Agencies' CAFRs

Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Change
American Canyon	$8.119	$7.963	$10.977	$11.327	$10.074	+24%
Calistoga	$1.793	$1.886	$1.711	$1.389	$0.933	-47%
Napa	$20.881	$28.344	$26.779	$18.081	$13.872	-33%
St. Helena	$4.195	$5.173	5.651	$5.257	$2.330	-44%
Yountville	$0.858	$0.925	$1.092	$1.225	$2.176	+154%
County of Napa	$73.954	$75.127	$49.971	$50.967	$61.374	-17%

Amounts in millions

Agency Liquidity and Capital

A review of their last audited financial statements show a distinct liquidity divide between the County and two south county cities compared to the three north county cities as it relates to measuring the agencies' ability to meet short-term obligations. Markedly, the County, American Canyon, and Napa all finished their last audited fiscal year with ratios showing their current assets exceed their current liabilities by at least eight-fold; i.e., all three agencies have at least eight dollars in available assets for every one dollar of liabilities due within a calendar year. The County finished with the highest measurement of liquidity with the ability to cover short-term obligations by tenfold followed by American Canyon and Napa at ninefold and eightfold, respectively. The north county cities – Calistoga, St. Helena, and Yountville – finished comparatively their last audited fiscal year with current assets to current liabilities ratios at or less than half of their counterparts in the county. Further, of the three north county cities, Calistoga finished their last audited fiscal year with by far the lowest ratio with just over one dollar in current assets for every one dollar in current liabilities; an indication, among other issues, of limited financial flexibility.

Liquidity: Recent Current Ratios
(Measurement of Short-Term Standing)
Table V/I; Source: Napa LAFCO

County	10.1 to One
American Canyon	8.9 to One
Napa	8.0 to One
St. Helena	4.1 to One
Yountville	3.0 to One
Calistoga	1.4 to One

Calculation of Current Assets Divided By Current Liabilities

Similar to the geographic dynamic involving liquidity, there is a distinct divide between the south county and north county cities as it relates to measuring their respective capital and ability to incur additional long-term debt. Specifically, the two south county cities along with the County finished the last audited fiscal year with the lowest ratios of debt to net assets among the six affected agencies. American Canyon finished with the lowest ratio of debt to net assets at 6.9% followed by the County and Napa at 20.2% and 22.9%, respectively. St. Helena and Yountville's debt to net asset ratios total 34.0% and 38.0%, respectively, while Calistoga finished at 72.0%; the latter amount indicating the Calistoga has minimal to no leverage available to take on any additional debt.

Capital: Debt to Net Assets
(Measurement of Long-Term Standing)
Table V/J; Source: Napa LAFCO

American Canyon	6.9%
County	20.2%
Napa	22.9%
St. Helena	34.0%
Yountville	38.0%
Calistoga	72.0%

Calculation of Long-Term Liabilities Divided By Net Assets

1.2 Staffing Levels

Staffing levels among local law enforcement agencies are generally divided between two distinct categories: sworn officers and support personnel. It is common practice for most local law enforcement agencies that their sworn officers represent a significantly larger portion of their overall staffing compared to their support personnel and are typically the most likely group to have interactions with the general public. Nonetheless, support personnel appear to be assuming incrementally more responsibilities within law enforcement agencies as part of a national trend towards "community policing" in which there is a greater emphasis on organizing and managing citizen engagement.

Combined Personnel Totals

The six law enforcement agencies in Napa County subject to this review collectively employ 272 law enforcement personnel divided between 191 sworn officers and 81 support staff.[73] This aggregate total has increased by only three over the last five years with changes limited to increasing the number of sworn officers by seven with a decrease of four support staff. The current total produces a composite breakdown in which 70% of local law enforcement personnel within the six affected agencies are sworn officers.

Total number of actual law enforcement personnel among the six agencies has increased by only three over the last five years.

All six affected agencies have experienced some change in the number and division of their law enforcement personnel. Five agencies have experienced a net increase in law enforcement personnel and include the County Sheriff at six, American Canyon at one, Calistoga at one, St. Helena at one, and Yountville at one. Only Napa decreased their law enforcement personnel over the last five years by a total of seven.

[73] Personnel totals as of June 30, 2011.

Law Enforcement Personnel Within Local Jurisdictions: Recent
Table V/K; Source: FBI Uniform Crime Reports

Jurisdiction	2006-07 Sworn	2006-07 Support	2007-08 Sworn	2007-08 Support	2008-09 Sworn	2008-09 Support	2009-10 Sworn	2009-10 Support	2010-11 Sworn	2010-11 Support
American Canyon	22	3	22	3	22	3	23	3	23	3
Calistoga	10	4	11	4	11	4	11	4	11	4
Napa	71	43	69	42	74	41	71	43	66	41
St. Helena	12	4	13	73	12	4	12	4	11	6
Yountville	3	0	3	0	3	0	4	0	4	0
County Sheriff	66	31	71	27	76	28	73	28	76	27
Totals:	*184*	*85*	*189*	*80*	*198*	*80*	*194*	*82*	*191*	*81*
Division of Personnel:	*(68%)*	*(32%)*	*(70%)*	*(30%)*	*(71%)*	*(29%)*	*(70%)*	*(30%)*	*(70%)*	*(30%)*

** Preceding totals represent actual filled positions; budgeted numbers may differ*
** County Sheriff totals exclude sworn officers assigned by contract to American Canyon and Yountville*

Sworn Officers Relative to Population

A common measurement for law enforcement agencies with respect to quantifying the relationship between staff and service population is to consider the number of *sworn officers* for every 1,000 persons residing in their respective jurisdictions (emphasis added). Although no national standard exists, the current composite total for law enforcement agencies in the western United States are 1.84 sworn officers for every 1,000 residents.[74]

Average Sworn Officers/1,000: FY2007 to FY2011
Table V/L; Source: Napa LAFCO

County Sheriff	2.6
Calistoga	2.0
St. Helena	2.0
American Canyon	1.3
Yountville	1.1
Napa	0.9

The composite range among the six affected agencies Napa County over the last five years has been relatively stagnant from a low of 1.37 to a high of 1.44 sworn officers for every 1,000 residents. County Sheriff has averaged the highest ratio over the last five years at 2.6 sworn officers for every 1,000 residents; an expectedly high ratio compared to the other affected local agencies given the Sheriff's expanded services, which include special investigations, animal control, and court-related functions. Calistoga and St. Helena have paced the remaining affected local agencies by averaging 2.0 sworn officers for every 1,000 residents during this period. American Canyon, Yountville, and Napa follow with an average number of sworn officers for every 1,000 residents of 1.3, 1.1, and 0.9, respectively.

The overall ratio of sworn officers for every 1,000 residents among the six affected agencies in Napa County is currently 1.39. This amount falls within the bottom one-third of the entire nine county Bay Area region and ahead of only Alameda and Solano.

The current ratio of sworn officers per 1,000 residents in Napa County is 1.39; an amount that falls within the bottom one-third of the entire Bay Area region.

[74] The composite average for law enforcement agencies in the western United States showing 1.84 sworn officers per 1,000 residents derived from the Department of Justice's Uniform Crime Report for 2010, Table 71.

Current Sworn Officers / 1,000 Residents Among Bay Area Counties
Table V/M; Source: FBI 2010 Uniform Crime Reports / Napa LAFCO

County	Ratio
San Francisco	3.80
Sonoma	1.68
Marin	1.62
Contra Costa	1.52
San Mateo	1.51
Santa Clara	1.46
Napa	1.39
Solano	1.22
Alameda	1.14

1.3 Equipment and Facilities

Napa County's geographic setting as a suburban area underscores the importance of motor vehicles as the central equipment resource for the six affected local agencies in providing law enforcement services. The importance of, and reliance on, motor vehicles is evident given none of the six affected agencies regularly deploy sworn officers to bike or foot patrols. This section examines the availability (i.e., volume) of motor vehicles relative to service population, service area, and replacement schedule. This section also considers the adequacy of administrative facilities in terms of size, age, and usage.

Motor Vehicles

Motor vehicles among local law enforcement agencies include cars, sport utilities, and motorcycles and are generally divided between two categories: marked and unmarked. Marked vehicles are largely dedicated to patrol services and represent the largest group in Napa County among the six affected agencies with a total of 117. Unmarked vehicles are generally dedicated to administrative and special investigations services and currently total 14. In all, there are 131 law enforcement motor vehicles currently operatingin Napa County.

This report considers three distinct capacity measurements relating to law enforcement motor vehicles with the caveat there are no national standards. All three measurements represent different efforts to contextualize coverage area based on quantifiable inputs involving (a) residents, (b) jurisdictions, and (c) sworn officers. Nevertheless, given the lack of data involving other motor vehicle totals in the region, this report applies the three measurements only to the individual agencies for local comparisons.

Given the lack of data involving other regions, this report applies the three measurements for assessing motor vehicle capacities – (a) residents, (b) jurisdictions, and (c) sworn officers – to the individual agencies for local comparisons only

Relative to Population

The measurement of motor vehicle resources relative to population results in Calistoga and St. Helena having the highest ratios among the six affected local agencies at 1.73 and 1.71 for every 1,000 residents, respectively. Yountville, County Sheriff, American Canyon, and Napa follow the two north county cities with respective ratios of motor vehicles for every 1,000 residents at 1.33, 1.17, 0.81, and 0.79. Significantly, and similar to per capita sworn staffing levels, this measurements highlights a clear distinction in relative law enforcement resources between the north and south county cities. This distinction is evident in this measurement by American Canyon and Napa having motor vehicle resource ratios that represent less than half of the ratios for the two north county cities, Calistoga and St. Helena.

Motor Vehicles/Relative to Population: FY2011
Table V/N; Source: Napa LAFCO

Agency	Motor Vehicles	Per 1,000 Residents
Calistoga	9	1.73
St. Helena	10	1.71
Yountville	4	1.33
County Sheriff	31	1.17
American Canyon	16	0.81
Napa	61	0.79

Relative to Jurisdictional Area

The measurement of motor vehicle resources relative to jurisdictional area results in Calistoga having the highest ratio among the six affected local agencies at 3.46 for every square mile. This measurement generally follows the population measurement with one key difference: the two south county cities – Napa and American Canyon – have the second and third highest number of motor vehicles for every square mile at 3.35 and 2.91, respectively. This inverse relationship to the population measurement, however, appears logical and is attributed to the two south county cities' high population densities; a distinction that, nonetheless makes Calistoga's amount even more anomalous. Yountville, St. Helena, and County Sheriff follow Napa and American Canyon with 2.67, 1.96, and 0.04 motor vehicles for every square mile.

Motor Vehicles/Relative Jurisdiction: FY2011
Table V/O; Source: Napa LAFCO

Agency	Motor Vehicles	Per Square Mile
Calistoga	9	3.46
Napa	61	3.35
American Canyon	16	2.91
Yountville	4	2.67
St. Helena	10	1.96
County Sheriff	31	0.04

Relative to Sworn Staff

The measurement of motor vehicle resources relative to sworn staff – and distinct from the other two measurements – results in Yountville having the highest ratio among the six affected local agencies at exactly 1.0 for every officer. Napa and St. Helena follow with nearly matching ratios of 0.92 and 0.91 motor vehicles per sworn officer, respectively. Calistoga, American Canyon, and County Sheriff are next with respective ratios of 0.82, 0.70, and 0.41 motor vehicles per sworn officer.

Motor Vehicles/Relative to Sworn Staff: FY2011
Table V/P; Source: Napa LAFCO

Agency	Motor Vehicles	Per Officers
Yountville	4	1.00
Napa	61	0.92
St. Helena	10	0.91
Calistoga	9	0.82
American Canyon	16	0.70
County Sheriff	31	0.41

There does not appear to be any direct relationship explaining the resulting arrangement of motor vehicles relative to sworn officers. However, this measurement does offer a secondary tool in quantifying the percent of motor vehicle capacity for each of the six affected local agencies relative to their minimum needs of having at least one vehicle for every two sworn officers; a measurement particularly relevant to cities given their predominant focus on patrol services. This minimum standard, among other considerations, provides each agency with at least one motor vehicle for each sworn staff assuming distinct work (i.e., daytime versus nighttime) schedules.

Measuring the percent of motor vehicle capacity relative to their minimum needs of having at least one vehicle for every two sworn officers provides helpful context in assessing resource adequacy; a measurement that is particularly relevant to cities given their predominant focus on patrol services.

A review of motor vehicle capacity using the referenced measurement shows Yountville with the highest ratio at 100% above their minimum needs. Napa follows at 84.4% and succeeded by St. Helena and Calistoga at 66.6% and 50.0%, respectively. American Canyon's motor vehicle capacity is the lowest among the five cities at 33.3%. [75]

Motor Vehicles/ Capacity: FY2011
Table V/Q; Source: Napa LAFCO

Agency	% Above/Below Minimum Needs
Yountville	+100.0%
Napa	+84.4%
St. Helena	+66.6%
Calistoga	+50.0%
American Canyon	+33.3%
County Sheriff	-18.4%

As for other pertinent considerations, five of the six affected local agencies follow their own competitive procurement process and have established motor vehicle replacement schedules based on service years and/or service miles; Yountville follows the County Sheriff. The estimated replacement cost for marked vehicles – the most common purchase – is currently $41,000 based on a recent procurement bid process.[76] This estimate suggests the countywide motor vehicle replacement cost for marked vehicles every six years is approximately $4.8 million less any trade-in and outfitting savings; an amount that equates to an average annual cost of $0.8 million.

The estimated countywide motor vehicle replacement cost for marked vehicles every six years is close to $4.8 million less any trade-in and outfitting savings.

All current schedules indicate the range of replacement occurs between three and six years or 80,000 and 110,000 miles. American Canyon, Napa, and St. Helena have the most detailed schedules given all three include replacement triggers involving both service years and service miles. Further, among these three agencies, American Canyon appears to have the most aggressive schedule in terms of incurring the least amount of "wear and tear" on their motor vehicles by replacing no later than four years or 80,000 miles; an amount that presumes each motor vehicle will average only 20,000 miles of use per year before replacement. Napa and St. Helena's schedules, in contrast, presume each of their motor vehicles will average 28,000 and 22,000 miles annually, respectively, before

Motor Vehicles/ Replacement Schedules
Table V/R; Source: Napa LAFCO

Agency	Years	Miles
American Canyon	4	or 80,000
Calistoga	5 to 6	--
Napa	3	or 85,000
St. Helena	5	or 110,000
Yountville	--	or 90,000
County Sheriff	--	or 90,000

[75] The minimum vehicle needs for the six affected local agencies has been calculated as follows: Yountville at two; Napa at 33; St. Helena at six; Calistoga at six; American Canyon at 12; and County Sheriff at 38.

[76] The estimate per unit cost includes purchasing a new car along with outfitting for law enforcement purposes.

replacement. Calistoga, Yountville, and County Sheriff have less detailed schedules and focus replacement either on a service year or service mile amount.

Administrative Facilities

The six affected local agencies providing law enforcement services in Napa County all operate their own administrative facilities with the exception of Yountville; Yountville utilizes a County Sheriff substation. Usage is equally divided between stand alone - Calistoga, Yountville, and County Sheriff - and shared - American Canyon, Napa, and St. Helena - spaces. Only County Sheriff operates more than one administrative facility with four regional substations complementing its main headquarters located near the Napa County Airport.

Administrative Facilities: Stand Alone or Shared Space
Table V/S; Source: Napa LAFCO

Agency	Stand Alone	Shared
American Canyon		☆
Calistoga	☆	
Napa		☆
St. Helena		☆
Yountville	☆	
County Sheriff	☆	

American Canyon, Calistoga, Yountville, and County Sheriff's administrative facilities were all built within the last 25 years. Within this group, only American Canyon utilizes shared space. Napa and St. Helena, conversely, both utilize shared administrative facilities built in the 1950s.[77] None of the six affected local agencies anticipate new or remodeled administrative facilities in the near future.

Administrative Facilities: Building Date
Table V/T; Source: Napa LAFCO

American Canyon	2006
Calistoga	1991
Napa	1959
St. Helena	1955
Yountville	2009
County Sheriff	2005

The combined administrative facilities' square footage among the six affected local agencies totals 57,837. This amount equals an average ratio of 198.4 square feet of administrative space for every one law enforcement personnel (sworn/civilian) currently employed by the six affected local agencies. County Sheriff has the highest square foot per personnel ratio of 385.2; an amount that includes space dedicated to three year-round substations serving the Angwin, Lake Berryessa, and North Valley communities. Calistoga and Yountville follow with the second and third highest ratios at 212.5 and 204.8, respectively. A sizeable ratio decrease follows with Napa at 83.3, St. Helena at 73.5, and American Canyon at 70.6.

Administrative Facilities: Square Feet to Personnel Ratio
Table V/U; Source: Affected Local Agencies / Napa LAFCO

Agency	Square Feet	Personnel	Square Feet to Personnel Ratio
County Sheriff	40,450	105	385.2
- Main Headquarters	*38,800*	--	--
- Angwin Substation	*600*	--	--
- Lake Berryessa Substation	*650*	--	--
- St. Helena Substation	*400*	--	--
Yountville	850	4	212.5
Calistoga	3,072	15	204.8
Napa	10,415	125	83.3
St. Helena	1,250	17	73.5
American Canyon	1,800	25.5	70.6
Totals	57,837	291.5	198.4

[77] Napa's administrative facility was comprehensively remodeled in 1993.

2.0 Demands

Demands on law enforcement continue to serve as important indicators with respect to assessing the capacity of affected agencies in protecting and serving their respective communities. Most notably, although not an exclusive connection, an underlying principle in considering demands and its informative relationship to capacities is the tenet that law enforcement in and of itself serves as a deterrent to criminal activity. This section examines the range of demands on local law enforcement agencies through three distinct and interrelated categories: (a) service calls; (b) reported crimes; and (c) types of reported crimes. This includes assessing these demand categories relative to recent and current conditions as well as regional comparisons as appropriate.

2.1 Service Calls

Countywide Service Calls

The six affected local agencies providing law enforcement services in Napa County collectively tallied 122,449 service calls in 2009-2010. This amount represents a slight increase in annual service calls over the preceding five year period of nearly one percent or 986. The increase is attributed to service call rises reported by American Canyon, County Sheriff, Yountville, and St. Helena.

Service calls overall have increased modestly by approximately 1% over the last five years.

Service Calls Among Local Law Enforcement Agencies
Table V/V; Source: Affected Local Agencies / Napa LAFCO

Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	15,511	19,047	17,544	16,883	16,716	17,140	*+7.8%*
County Sheriff	23,385	25,762	24,679	22,002	24,746	24,115	*+5.8%*
Yountville	2,021	2,151	2,110	1,889	2,087	2,052	*+3.3%*
St. Helena	8,965	9,655	12,355	11,441	9,188	10,321	*+2.5%*
Napa	64,394	61,996	55,786	56,600	62,945	60,344	*-2.3%*
Calistoga	7,187	6,728	7,439	7,261	6,767	7,076	*-5.8%*
Totals	121,463	125,339	119,913	116,076	122,449	121,048	*+0.8%*

Individual Agency Service Calls

The five year average among the six affected agencies produces a ratio of 879 service calls for every 1,000 residents in Napa County. This ratio translates to nearly nine out of ten residents generating one annual service call to law enforcement. The two north valley cities – St. Helena and Calistoga – both averaged more than one service call per resident during the five year period with their five year average ratio (calls per 1,000) totaling 1,764 and 1,364, respectively. The remaining four affected agencies – County Sheriff, American Canyon, Napa, and Yountville – averaged less than one call per resident during the five year period with respective ratios totaling 927, 870, 779, and 685.

Calistoga and St. Helena have averaged more than one service call for every resident over the last five years.

Five-Year Average Service Calls Per 1,000 Residents Among Local Law Enforcement Agencies
Table V/W; Source: Affected Local Agencies / Napa LAFCO

Agency	Average Annual Calls 2005-06 to 2009-10	Current Population	Service Calls Per 1,000 Residents
St. Helena	10,320	5,849	1,764.4
Calistoga	7,076	5,188	1,364.0
County Sheriff	24,115	26,448	911.8
American Canyon	17,140	19,693	870.4
Napa	60,344	77,464	779.0
Yountville	2,052	2,997	684.6
Totals	121,048	137,639	879.5

2.2 Reported Crimes

Reported crime totals among all local law enforcement agencies are annually collected and cataloged by the United States Department of Justice. Reported crimes represent actual criminal offenses that have been tallied by law enforcement agencies in response to service calls and/or self-reporting. The phrase "reported" denotes the crime has not been adjudicated by the courts or cleared by other available means.

Countywide Trends in Reported Crimes

The six affected local law enforcement agencies in Napa County have collectively averaged 4,682.6 reported crimes between 2005-2006 and 2009-2010. Annual totals have experienced a sizable reduction in reported crimes over the preceding five year period of nearly nine percent or 414. All of the affected agencies with the exception of American Canyon have experienced declines in reported crimes during this period. St. Helena experienced the largest percentage decline in reported crimes at 40.0% followed by Yountville, Calistoga, Napa, and County Sheriff at 23.7%, 13.8%, 13.2%, and 11.4%, respectively. American Canyon, conversely, experienced nearly a 40% increase in reported crimes with the most recent years marking peak totals.

Annual crime totals overall in Napa County have declined by nearly 9% over the preceding five year period. All of the local agencies with the exception of American Canyon have experienced declines in reported crimes during this period.

Reported Crimes Among Local Law Enforcement Agencies
Table V/X; Source: CA Department of Justice/ Napa LAFCO

Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	471	370	588	647	647	544.6	*+37.4%*
Calistoga	167	154	179	166	144	162.0	*-13.8%*
County Sheriff	594	663	810	688	526	656.2	*-11.4%*
Napa	3,202	3,348	3,509	2,896	2,779	3,146.8	*-13.2%*
Yountville	76	51	76	56	58	63.4	*-23.7%*
St. Helena	145	102	112	102	87	109.6	*-40.0%*
Totals	4,655	4,688	5,274	4,555	4,241	4,682.6	*-8.9%*

Individual Agency Relationship Between Service Calls and Reported Crimes

The relationship between service calls and reported crimes serves as an effective measurement in assessing the actual value of calls. More specifically, the ratio of service calls to reported crimes serves as a reasonable indication on how efficient law enforcement resources are being utilized. While there is no national standard, a lower ratio is preferred given it indicates a more direct relationship between calls and crimes. A higher ratio, conversely, suggests a higher proportion of unwarranted calls to law enforcement agencies.

Napa has the lowest ratio among the six affected local agencies with 19 service calls for every one reported crime over the last five years. American Canyon, Yountville, County Sheriff, and Calistoga follow relatively close to Napa with respective ratios of 32, 32, 36, and 44 service calls for every one reported crime in their respective jurisdictions. St. Helena, on the other hand, has a relatively high ratio of 94 service calls for every one reported crime; an amount that more than doubles the next highest total and is attributed by SHPD to community casualness with respect to contacting police for a wide range of issues.

Average Call to Crime Ratio: FY2006 to FY2010
Table V/Y; Source: Napa LAFCO

Napa	19 to 1
American Canyon	32 to 1
Yountville	32 to 1
County Sheriff	37 to 1
Calistoga	44 to 1
St. Helena	94 to 1

Individual Agency Relationship Between Crimes and Population

The relationship between reported crimes and resident population helps to contextualize demands on law enforcement agencies relative to their respective constituent base. An accepted method in assessing this relationship is to quantify crime totals in more manageable amounts with the most common measurement being in 1,000 person increments. A lower ratio is inherently preferred given it indicates crime levels within the affected community are presumably manageable. A higher ratio, in contrast, suggests crime levels within the affected community are more pervasive and require additional resources to address.

Average reported crime totals among the six affected law enforcement agencies between 2005-2006 and 2009-2010 generally correspond with population totals with the larger communities producing more crime on average than smaller communities. Towards this end, St. Helena has averaged the lowest crime totals of the six affected agencies over the last five years by tallying 18.7 reported crimes for every 1,000 residents. Conversely, Napa has averaged the highest crime totals by tallying 40.6 reported crimes for every 1,000 residents. A notable outlier involves Calistoga, which along with St. Helena have two of the three smallest resident populations of the six affected agencies, but finished with the second highest average crime totals by tallying 30.8 reported crimes for every 1,000 residents.

St. Helena has averaged the lowest proportional crime totals of the six affected agencies over the last five years by tallying 18.7 reported crimes for every 1,000 residents. Conversely, Napa has averaged the highest proportional crime totals by tallying 40.6 reported crimes for every 1,000 residents.

Five-Year Average Reported Crimes Per 1,000 Residents Among Local Law Enforcement Agencies in Napa County
Table V/Z; Source: Affected Local Agencies / Napa LAFCO

Agency	Average Reported Crimes 2005-06 to 2009-10	Current Population	Reported Crimes Per 1,000 Residents
St. Helena	109.6	5,849	18.7
Yountville	63.4	2,997	21.2
County Sheriff	656.2	26,448	24.8
American Canyon	544.6	19,693	27.7
Calistoga	160.0	5,188	30.8
Napa	3,146.8	77,464	40.6

2.3 Types of Reported Crimes

Not all crimes are equal and there is value in distinguishing the types of criminal offenses in terms of assessing severity. The most serious types of crimes are uniformly categorized by law enforcement as violent and involve force or threat of force. Violent crimes are subdivided to include murder, rape, aggravated assault, and robbery. Simple assault crimes follow violent in terms of severity and are generally characterized by the lack of intent and are subdivided to include inadvertent physical harm, unwelcome physical contact, and threats of violence. Property crimes are relatively the least serious offenses and generally involve inanimate objects, such as theft of property with no force or threat of force against the victims. Examples include burglary, larceny-theft, motor vehicle theft, and arson.

Countywide Trends in Types of Reported Crimes

The breakdown of reported crime types has remained relatively consistent in Napa County between 2005-2006 and 2009-2010. Property crimes on average represented more than two-thirds of all reported incidents among the six affected local law enforcement agencies during this period followed by simple assault (one-fifth) and violent (one-tenth) offenses. Markedly, during this period, the percentage of property crimes in one year never fell below 66.7% while the percentage of violent crimes never exceeded 10.2%.

Property crimes on average represented more than two-thirds of all reported incidents among the six local law enforcement agencies during this period followed by simple assault (one-fifth) and violent (one-tenth) offenses.

Reported Crime Types in Napa County
Table V/AA; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	% of Total
Violent	475	438	454	378	386	9.1
Simple Assault	1,006	1,122	1,180	980	821	21.8
Property	3,174	3,128	3,640	3,197	3,034	69.1
Totals	4,655	4,688	5,274	4,555	4,241	100.0

In terms of trends, consistent with overall volume, crime within each of the three category types has declined over the last five years in Napa County with the sharpest decreases occurring most recently. The largest percentage decline involved violent crimes, which has decreased by 18.7% and underlined by over a one-third decrease in countywide aggravated assault totals. Further, murder totals countywide have remained relatively moderate and have averaged 2.4 in each of the last five reported years with a peak total of six occurring during 2005-2006.[78] Simple assaults have also experienced a sizeable decrease during the period at 18.4% followed by property crimes at 4.4%.

Crime within each of the three category types has declined over the last five years with the sharpest decreases occurring most recently.

Trends in Reported Crime Types in Napa County
Table V/BB; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	Trend
Violent	475	438	454	378	386	-18.7%
Simple Assault	1,006	1,122	1,180	980	821	-18.4%
Property	3,174	3,128	3,640	3,197	3,034	-4.4%
Totals	4,655	4,688	5,274	4,555	4,241	*-8.9%*

Individual Agency Trends in Types of Reported Crimes

Violent Crimes

American Canyon experienced the largest percentage change in violent crimes during the last five years with an increase of 84.4%, which is attributed to an over two-third increase in robberies.[79] Yountville followed with a 33.3% increase in violent crimes during this period. Napa experienced the largest percentage decrease in violent crimes by declining 29.2%; a change attributed to an over two-fifths drop in aggravated assaults.[80] St. Helena and Calistoga also experienced percentage decreases in violent crimes at 20.0% and 25.0%, respectively.

Agency Trends in Violent Crimes: FY2006 to FY2010
Table V/CC; Source: Napa LAFCO

American Canyon	+84.4%
Yountville	+33.3%
County Sheriff	+0.0%
St. Helena	-20.0%
Calistoga	-25.0%
Napa	-29.2%

Simple Assaults

All six affected local agencies experienced declines in simple assaults during the last five year period. St. Helena experienced the largest percentage change with a decrease of 45.5%. Yountville experienced the second highest decline at 42.1% followed by Calistoga at 33.3%, American Canyon at 25.5%, Napa at 18.3%, and County Sheriff at 3.9%.

Agency Trends in Simple Assaults: FY2006 to FY2010
Table V/DD; Source: Napa LAFCO

County Sheriff	-3.9%
Napa	-18.3%
American Canyon	-25.5%
Calistoga	-33.3%
Yountville	-42.1%
St. Helena	-45.5%

[78] The average annual murder rates in Napa County over the last five reported years equates approximately to one homicide for every 25,000 residents according to the California Department of Justice. This ratio lies within the midrange of the other eight counties in the San Francisco Bay Area with their respective totals as follows: Marin at 1:80,000, San Mateo at 1:51,000, Sonoma at 1: 43,000, Santa Clara at 1:35,000, Alameda at 1:26,000, San Francisco at 1:25,000, Solano at 1: 19,000, and Contra Costa at 1:16,000.

[79] Robberies in American Canyon have increased by 71% rising from nine to 31 between 2005-2006 and 2009-2010.

[80] Aggravated assaults in Napa have declined by 42.3% over the five-year period by decreasing from 331 to 191 incidents.

Property Crimes

American Canyon experienced the largest percentage change in property crimes by increasing 50.1% over the last five years. This change is primarily attributed to nearly a four-fifths increase in larceny and thefts followed by a one-tenth increase in motor vehicle thefts. The other five affected local agencies experienced declines in property crimes during the period. St. Helena has experienced the largest percentage decrease during the period at 40.3%, underlined by a two-fifths reduction in larceny and thefts. Calistoga, Napa, County Sheriff, and Yountville also experienced decreases in property crimes at 6.8%, 8.5%, 15.2%, and 20.4%, respectively.

Agency Trends in Property Crimes: FY2006 to FY2010
Table V/EE; Source: Napa LAFCO

American Canyon	+50.1%
Calistoga	-6.8%
Napa	-8.5%
County Sheriff	-14.6%
Yountville	-20.4%
St. Helena	-40.3%

3.0 Performance

Assigning appropriate performance measures for law enforcement agencies is challenging given the number of external and changing variables influencing the level and range of service delivery. This includes, most notably, local conditions that are unique to individual communities and difficult to quantify relative to creating an "apples to apples" comparison among multiple service providers. It appears reasonable, accordingly, to focus performance measures to those factors that are less impressionable to external factors and easier to quantify in terms of cross-agency comparisons. With this in mind, this section focuses on two types of performance measures for law enforcement: (a) clearance rates and (b) public complaint filings. The former measurement includes assessing the portion of reported crimes that have been successfully adjudicated or determined to be unfounded while the latter involves the number of citizen complaints filed by and/or on behalf of the public.

3.1 Clearance Rates

Trends in Clearance Rates: Overall Reported Crimes

The six affected law enforcement agencies in Napa County have collectively cleared on average 1,584 of the 4,683 total reported crimes between 2005-2006 and 2009-2010. This results in an average overall clearance rate of 33.8%. Total annual clearance rates have fluctuated considerably during this period from a low of 30.2% to a high of 37.6%. The five year trend, nevertheless, shows clearance rates have remained stagnant as measured by the beginning and ending points equaling each other in terms of percentage.

Countywide clearance rates have fluctuated between 2005-2006 and 2009-2010 from a low of 30.2% and a high of 37.6%. The period average is 33.8%.

The total number of clearances during this period has experienced a sizeable reduction of nearly nine percent or 156; a reduction that parallels the overall nine percent decline in reported crimes during the five year span. The percentage of cleared crimes during this period has remained consistent at 37.6% despite fluctuations in the intermediate years. Significantly, overall clearance rates

The housing market collapse and economic downturn appear to have significantly and adversely affected crime clearance rates between 2006-2007 and 2008-2009.

experienced a precipitous two-year decline after 2005-2006 dropping to a five-year period low of 30.2%. This sharp decrease in clearance rates during the two-year period parallels the timing of the housing market collapse and suggests law enforcement capacities were overtaxed and their response to this "stress test" resulted in a dramatic one-year decline in clearance rates; rates that have gradually been improving since 2007-2008.

Trends in Clearance Rates: Overall Reported Crimes in Napa County
Table V/FF; Source: CA Department of Justice/ Napa LAFCO

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Trend
Reported Crimes	4,655	4,688	5,274	4,555	4,241	-8.7%
Clearances	1,750	1,426	1,595	1,553	1,594	-8.9%
% Cleared	37.6	30.4	30.2	34.1	37.6	+0.0%

American Canyon has achieved the highest five-year clearance rate among the six affected agencies at 36.4%. Napa follows American Canyon with a five-year clearance rate of 34.2% preceded by Yountville at 33.1%, County Sheriff at 32.6%, and Calistoga at 30.5%. St. Helena has the lowest five-year clearance rate at 22.4%; over one-fourth lower than the next lowest clearance rate.

American Canyon has the highest five-year clearance rate at 36.4%.

Five-Year Average of Clearances and Clearance Rates Among Local Law Enforcement Agencies in Napa County
Table V/GG; Source: Affected Local Agencies / Napa LAFCO

Agency	Average Reported Crimes 2005-06 to 2009-10	Average Clearances 2005-06 to 2009-10	Average Clearance Rate 2005-06 to 2009-10
American Canyon	544.6	198.2	36.4
Napa	3,146.8	1,076.2	34.2
Yountville	63.4	21.0	33.1
County Sheriff	656.2	214.2	32.6
Calistoga	162.0	49.4	30.5
St. Helena	109.6	24.6	22.4
Totals	4,682.6	1,583.6	33.8

Trends in Clearance Rates: Individual Reported Crime Types

The breakdown of types of reported crime clearance rates in Napa County between 2005-2006 and 2009-2010 highlight two distinct and opposite patterns with respect to the probability of certain offenses being adjudicated or deemed unfounded by one of the six affected law enforcement agencies. Violent and simple assault crimes, specifically, have been collectively cleared on average nearly three-fourths of the time at 72.6% despite percentage declines in respective clearance rates over the corresponding period. Property crimes, contrarily, have been collectively cleared on average less than one-fifth of the time at 16.4% despite a percentage increase in clearance rates. It appears a reasonable explanation underlying the distinction in which local law enforcement agencies are far more successful in clearing violent and simple assault crimes compared to property crimes is that the former (i.e., violent and simple assault offenses) are more likely to produce eye-witnesses.

Countywide clearance rates show two distinct and opposite patterns in crime solving: violent and simple assault offenses have been cleared on average 72.6% while property offenses are cleared on average 16.5%.

Trends in Clearance Rates: Individual Reported Crime Types in Napa County
Table V/HH; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
Violent	70.1	58.7	62.1	67.2	65.3	64.7	-6.8%
Simple Assault	87.2	68.6	67.8	76.6	83.2	76.0	-4.6%
Property	17.0	12.8	14.1	17.1	21.7	16.4	+27.6%

Trends in Clearance Rates: Individual Agencies

Four of the six affected agencies with the exception of Yountville and County Sheriff have experienced improvement in their respective clearance rates between 2005-2006 and 2009-2010. Calistoga and St. Helena experienced the largest percentage improvements in their respective clearance rates by rising nearly one-fifth during this period. American Canyon also experienced an approximate one-tenth improvement in its clearance rate followed by Napa which finished the period with a slight percentage increase. Yountville and County Sheriff's clearance rates declined precipitously by three-fifths and one-fifth, respectively, highlighted by sharp decreases occurring in 2006-2007.

Four of the six affected agencies with the exception of Yountville and County Sheriff have improved their respective clearance rates between 2005-2006 and 2009-2010.

Average and Trends in Clearance Rates: Individual Agencies in Napa County
Table V/II; Source: CA Department of Justice/ Napa LAFCO

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	40.1	30.3	27.2	38.6	43.3	36.4	+8.0%
Calistoga	29.9	31.8	25.1	31.3	35.4	30.5	+18.4%
Napa	37.4	30.9	31.1	34.3	38.3	34.2	+2.4%
St. Helena	16.6	34.3	26.8	16.7	19.5	22.4	+17.5%
Yountville	56.6	21.6	28.9	26.8	24.1	33.1	-57.4%
County Sheriff	41.4	27.8	30.4	33.0	31.9	32.6	-22.9%

Trends in Clearance Rates: Types of Reported Crimes

Violent Crimes

The overall clearance rate for violent crimes is 64.7% among the six affected local law enforcement agencies between 2005-2006 and 2009-2010. Calistoga has averaged the highest clearance rate for violent crimes during the period at 81.7%. The remaining five agencies' clearance rates for violent crimes have averaged from a low of 60.0% to a high of 67.6%.

Agency Average Clearance Rates for Violent Crime: FY2006 to FY2010
Table V/JJ; Source: Napa LAFCO

Calistoga	81.7%
County Sheriff	67.6%
St. Helena	64.7%
Napa	64.0%
American Canyon	61.0%
Yountville	60.0%

The overall trend in clearance rates for violent crimes has been a 6.8% decline between 2005-2006 and 2009-2010. This overall decline is attributed to Napa and Yountville with their respective 13.1% and 75.0% decreases in clearance rate for violent crimes during this period.[81] The remaining four affected agencies all experienced improvements in their clearance rates for violent crimes led by St. Helena at 87.5% and followed by Calistoga, American Canyon, and County Sheriff at 33.3%, 24.5%, and 23.8%, respectively.

Agency Trends in Clearance Rates for Violent Crime: FY2006 to FY2010
Table V/KK; Source: Napa LAFCO

St. Helena	+87.5%
Calistoga	+33.3%
American Canyon	+24.5%
County Sheriff	+23.8%
Napa	-13.1%
Yountville	-75.0%

Simple Assault Crimes

The overall clearance rate for simple assault crimes is 76.0% among the six affected local law enforcement agencies between 2005-2006 and 2009-2010. St. Helena, County Sheriff, American Canyon, Napa, and Yountville have averaged the highest clearance rates for simple assault crimes during the period at 77.8%, 77.7%, 76.3%, 76.0%, and 74.2%, respectively. Calistoga's clearance rate for simple assault crimes has averaged 66.2%.

Agency Average Clearance Rates for Simple Assault Crime: FY2006 to FY2010
Table V/LL; Source: Napa LAFCO

St. Helena	77.8%
County Sheriff	77.7%
American Canyon	76.3%
Napa	76.0%
Yountville	74.2%
Calistoga	66.2%

The overall trend in clearance rates for simple assault crimes has been a 4.6% decline between 2005-2006 and 2009-2010. This overall decline is attributed to Napa and Yountville with their respective 8.2% and 13.7% decreases in clearance rates for simple assault crimes during this period.[82] The remaining four affected agencies all experienced improvements in their clearance rates for simple assault crimes led by St. Helena at 52.8% and followed by American Canyon, Calistoga, and the County at 10.7%, 3.9%, and 2.1%, respectively.

Agency Trends in Clearance Rates for Simple Assault Crime: FY2006 to FY2010
Table V/MM; Source: Napa LAFCO

St. Helena	+52.8%
American Canyon	+10.7%
Calistoga	+3.9%
County Sheriff	+2.1%
Napa	-8.2%
Yountville	-13.7%

[81] In 2005-2006, Napa cleared 279 of the 384 violent crimes in its jurisdiction, resulting in a percentage of 72.7%. Yountville cleared all three violent crimes in its jurisdiction, resulting in a percentage of 100.0%. Comparatively, Napa cleared only 172 of the 272 violent crimes in 2009-2010, resulting in a percentage of 63.2%. Yountville cleared only one of the four violent crimes in 2009-2010, resulting in a percentage of 25.0%.

[82] In 2005-2006, Napa cleared 654 of the 722 simple assault crimes in its jurisdiction, resulting in a percentage of 90.6%. Yountville cleared 16 of the 19 simple assault crimes in its jurisdiction, resulting in a percentage of 84.2%. Comparatively, Napa cleared only 491 of the 590 simple assault crimes in 2009-2010, resulting in a percentage of 83.2%. Yountville cleared eight of the 11 simple assault crimes, resulting in a percentage of 72.7%.

Property Crimes

The overall clearance rate for property crimes is 16.4% among the six affected local law enforcement agencies between 2005-2006 and 2009-2010. American Canyon has averaged the highest clearance rates for simple assault crimes during the period at 25.9%. The remaining five agencies' clearance rates for property crimes have averaged from a low of 12.8% to a high of 20.8%.

Agency Average Clearance Rates for Property Crime: FY2006 to FY2010
Table V/NN; Source: Napa LAFCO

American Canyon	25.9%
Yountville	20.8%
County Sheriff	15.4%
Napa	15.0%
Calistoga	14.6%
St. Helena	12.8%

The overall trend in clearance rates for property crimes has been a 27.6% increase between 2005-2006 and 2009-2010. This overall rise is attributed to Napa, Calistoga, and American Canyon with their respective 65.9%, 60.3%, and 22.2% increases in clearance rates for property crimes during this period. St. Helena, County Sheriff, and Yountville experienced decreases in their clearance rates for property crimes at 5.6%, 61.4%, and 73.9%, respectively.

Agency Trends in Clearance Rates for Property Crime: FY2006 to FY2010
Table V/OO; Source: Napa LAFCO

Napa	+65.9%
Calistoga	+60.3%
American Canyon	+22.2%
St. Helena	-5.6%
County Sheriff	-61.4%
Yountville	-73.9%

3.2 Public Complaint Filings

Another appropriate measurement in assessing law enforcement performance involves considering the number of public complaint filings received over a specified time period. Public complaint filings, in particular, represent tangible indicators of law enforcement service quality as measured by the number of instances in which misconduct is alleged. Further, irrespective of the influence of externalities, public complaint filings help measure the effectiveness of local law enforcement agencies in protecting and serving citizenry in a manner preserving individual rights.[83]

All six affected local agencies providing law enforcement services in Napa County have established their own procedures to receive and process formal complaints involving alleged misconduct. This includes four of the affected local agencies – American Canyon, Calistoga, Napa, and County Sheriff – maintaining searchable databases indexing all registered public complaint filings and their current disposition. Conversely, public complaint filings with Yountville are registered without geographic distinction into the County Sheriff's database; Yountville does not maintain its own separate tracking system. St. Helena does track public complaint filings, but this information was has not been made available to date to LAFCO.

[83] Key externalities include distinctions in demographic and socioeconomic conditions. For example, income level influences volume of crime, which in turn influences volumes of interactions, and in turn influences probability of filing complaints. The demographic and socioeconomic attributes throughout Napa County, however, are generally level with moderate fluctuations and therefore provide for appropriate comparisons between the local jurisdictions.

With the caveats outlined in the preceding paragraph, the average number of public complaint filings among the five reporting law enforcement agencies in Napa County (American Canyon, Calistoga, Napa, Yountville, and County Sheriff) totaled 11.0 annually between 2005-2006 and 2009-2010. This total amount represents a ratio of 0.08 public complaint filings for every 1,000 residents within the five affected jurisdictions. This ratio in and of itself appears relatively low given on average it is equivalent to only one out of 12,500 residents have registered a formal public complaint in each of the last five years.

The number of annual public complaint filings in and of itself appears relatively low given on average it is equivalent to only one out of 12,500 residents have registered a complaint in each of the last five years.

In terms of trends, there has been a relatively measurable decrease in the number of public complaint filings among the five reporting local agencies of 27% between 2005-2006 and 2009-2010; only Napa has experienced an actual increase in the annual number of filings. Trends in public complaint filings also generally correspond with countywide trends in reported crimes with both peaking in 2007-2008. One notable outlier, nevertheless, is that over one-half of the total public complaint filings during this period involved County Sheriff; an amount presumably dedicated nearly or entirely to the unincorporated area.

One notable outlier is that over one-half of the total public complaint filings during the last five years involved County Sheriff; an amount presumably dedicated nearly or entirely to the unincorporated area.

Public Complaint Filings: Individual Agencies in Napa County
Table V/PP; Source: CA Department of Justice/ Napa LAFCO

Category	05-06	06-07	07-08	08-09	09-10	Total	Average	Trend
American Canyon	0	4	7	0	0	11	2.2	*+0.0%*
Calistoga	1	1	2	0	1	5	1.0	*+0.0%*
Napa	2	1	4	1	3	11	2.2	*+33.3%*
St. Helena	n/a	n/a	n/a	n/a	n/a	n/a	n/a	*n/a*
County Sheriff *	8	6	4	6	4	28	5.6	*-50.0%*
Total	11	12	17	7	8	55	11.0	*-27.3%*

* Public complaint filings involving Yountville are registered without geographic distinction within County Sheriff totals.

Additional context indicates on average Calistoga has experienced the highest number of public complaint filings for every 1,000 residents at 0.19 annually between 2005-2006 and 2009-2010. County Sheriff and American Canyon follow Calistoga with annual averages during this period of 0.18 and 0.14 public complaint filings per 1,000 residents, respectively. Napa experienced the lowest average annual number of public complaint filings per 1,000 residents at 0.03; an amount that is one-sixth of Calistoga's average ratio.

Average Public Complaint Filings Per 1,000 Residents: FY2006 to FY2010
Table V/QQ; Source: Napa LAFCO

Calistoga	0.19
County Sheriff	0.18
American Canyon	0.14
Napa	0.03
St. Helena	n/a

As referenced, each affected local agency has its own system in reviewing and processing public complaint filings with one of three common possible results: the complaint is determined to be sustained, exonerated, or unfounded. Calistoga has experienced the highest success rate over the five year period with none of its five total public complaints resulting in a sustained finding of misconduct. American Canyon and Napa follow with each agency having two of their 11 public complaints sustained. County Sheriff has experienced the lowest success rate with 13 of its 28 total complaints sustained.

Public Complaint Filings Disposition: FY2006 to FY2010
Table V/RR; Source: Napa LAFCO

Agency	Total Complaints	Sustained Complaints	Percentage Sustained
Calistoga	5	0	0.0%
American Canyon	11	2	18.2%
Napa	11	2	18.2%
County Sheriff *	28	13	46.4%
St. Helena	n/a	n/a	n/a

* Public complaint filings involving Yountville are registered without geographic distinction within County Sheriff totals.

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Primary Agency Contact

- Jean Donaldson, American Canyon Police Department Chief

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3.0 Calistoga

Primary Agency Contact

- Jonathan Mills, Calistoga Police Department Chief

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Primary Agency Contact

- Steve Potter, Napa Police Department Commander

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5.0 St. Helena

Primary Agency Contact

- Jackie Rubin, St. Helena Police Department Chief

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Primary Agency Contact

- Steven Rogers, Yountville Town Manager

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7.0 County of Napa

Primary Agency Contact

- Tracey Stuart, Napa County Sheriff's Office Captain

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VII. MISCELLANEOUS

1.0 Report Definitions

Association of Bay Area Governments or ABAG
ABAG is the regional planning agency for the nine counties and 101 cities and towns of the San Francisco Bay Area. ABAG is responsible, among other items, for preparing and issuing regional housing needs allocations among local jurisdictions, which must be addressed in each agency's housing element.

ACPD
Acronym for American Canyon's Police Department.

Assembly Bill 109
State legislation enacted in 2011 that realigns low-level, nonviolent criminal offenders from the state prison and parole system to county jails and probation departments.

Capital
The term "capital" is used in this report to mean material wealth in the form of money or property.

Change of Organization
A "change of organization" is used in this report to mean a jurisdictional boundary or service change authorized by LAFCO. Examples include (a) city incorporations, (b) district formations, (c) city and district annexations, (d) city and district detachments, (e) city disincorporations, (f) district dissolutions, (g) city and district consolidations, (h) city and district mergers, (i) establishment of subsidiary districts, and (j) establishing or divesting district service powers.

CPD
Acronym for Calistoga's Police Department.

Clearance / Cleared Crime
This term is commonly used 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 definitely knows the identity of the offender, has enough information to support an arrest, and knows the location of the offender but for some reason cannot take the offender into custody.

Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
A section of California Government Code commonly referred to as "LAFCO Law" and outlines uniform duties, responsibilities, and goals for all 58 commissions in California.

Current Assets
The term "current assets" is used in this report to mean an agency's available assets that could be converted to cash within a fiscal year. These typically include cash and investments, receivables, prepaid items, and inventory.

Current Liabilities
The term "current liabilities" is used in this report to mean an agency's financial obligations due within a fiscal year. These typically include accounts payable, accrued liabilities, compensated absences, claims payable, accrued interest, deposits payable, deferred revenue, and payments toward long-term debt.

Current Ratio
The term "current ratio" is used in this report as a comparison to measure an agency's liquidity by dividing their current assets by their current liabilities. A higher number is typically better.

Day Time Visitor
A non-resident touring guest to Napa County that does not result in an overnight stay.

Debt to Net Assets Ratio
The term "debt-to-net assets" is used in this report as a comparison to measure an agency's capital by dividing their non-current liabilities by their total net assets or fund balance. A lower number is typically better.

Exonerated
A law enforcement term for situations when an allegation of official misconduct is filed and the resulting investigation discloses the subject activity was justified, lawful, and/or proper.

Governmental Accounting Standards Board or GASB
GASB is an independent organization created in 1984 for purposes of establishing and improving standards of accounting and financial reporting for state and local governments.

General Fund
The primary monetary fund of a public agency for discretionary purposes. The general fund records all assets and liabilities as well as provides the resources necessary to sustain day-to-day activities.

Government Code Section 56133
A section of LAFCO law regulating the approval processes for cities and districts to provide new or extended municipal services outside their jurisdictional boundaries.

LAFCOs
Acronym for local agency formation commissions. LAFCOs are empowered under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 with regulatory and planning powers to coordinate the logical formation and development of cities and districts. The Legislature mandates LAFCOs orient their actions to discourage urban sprawl and protect agricultural and open space resources.

Liquidity
The term "liquidity" is used in this report to mean an agency's assets that can be converted to cash quickly.

Measure A
A measure passed by Napa County voters in 1980 and re-adopted as an ordinance by the Board of Supervisors in 2000 to limit housing growth in the unincorporated area to 1% annually as measured by housing units.

Measure P
A measure passed by Napa County voters in 2008 requiring countywide voter approval to change the designation of any unincorporated lands identified for agricultural or open-space use under the County General Plan to an urban use though 2059. This measure succeeds Measure J.

Municipal Service Review
A comprehensive evaluation by LAFCO of the availability and adequacy of one or more services within a defined area or of the range and level of services provided by one or more agencies as required under Government Code Section 56430.

Not Sustained
A law enforcement term for situations when an internal investigation of alleged misconduct discloses that there is insufficient evidence to sustain a complaint or fully exonerate an employee.

NCSO
Acronym for the County of Napa's Sheriff's Office.

NPD
Acronym for Napa's Police Department.

Operating Margin
The term "operating margin" is used in this report to measure an agency's net operating income against their net operating revenues. A positive number denotes profit.

Overnight Visitor
A non-resident touring guest to Napa County that stays one night in a hotel or related transient accommodation.

Poverty Rate
The proportion of a population earning less than the minimum level of income deemed adequate in a given jurisdiction by the United States Bureau of Labor Statistics.

Property Crime
A law enforcement term for an offense involving the taking or destruction of money or property, but there is no force or threat of force against the victims. Examples include burglary, larceny-theft, motor vehicle theft, and arson.

Reorganization
Two or more changes of organization as defined under LAFCO law contained within a single proposal.

Reported Crime
A law enforcement term referring to an incident in which the rules or laws of a governing authority have been breached or violated and reported to the affected agency.

Rural Urban Limit or RUL
An RUL is policy statement adopted by a local land use authority or their voters demarking the extent of planned urban development within the community.

San Francisco Bay Area Region
A geographic region comprising the following nine counties: Alameda, Contra Costa, Marin, Napa, San Mateo, Santa Clara, Santa Rosa, Solano, and Sonoma.

SHPD
Acronym for St. Helena's Police Department.

Simple Assault
A law enforcement term for an intentional act by one person that creates an apprehension in another of an imminent harmful or offensive contact.

Sphere of Influence
A LAFCO planning tool used to demark probable physical boundaries and service area of a local agency. All jurisdictional changes, such as annexations, must be consistent with the affected spheres of influence with limited exceptions.

Sustained
A law enforcement term for situations when an investigation discloses there is sufficient evidence to establish that an alleged act of official misconduct has occurred.

Unemployment Rate
The number of unemployed persons actively seeking employment divided by the total labor force as calculated by the United States Bureau of Labor Statistics.

Uniform Crime Reporting or UCR
The UCR is an annual publication of national, state, and local crime statistics based on filings with the United States Federal Bureau of Investigations.

Unfounded
A law enforcement term for situations when an internal investigation discloses that an alleged act of official misconduct did not occur or.

Violent Crime
A law enforcement term for an offense involving force or threat of force, including murder, rape, robbery, and aggravated assault.

Visitor
A non-resident touring guest to Napa County.

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LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

Policy on Municipal Service Reviews

Adopted: November 3, 2008

I. Background

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

II. Purpose

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

III. Objective

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

IV. Municipal Service Review Policies

A. Scheduling

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

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

- A service-specific municipal service review will examine particular governmental services across multiple local agencies on a countywide basis.

- A region-specific municipal service review will examine the range of governmental services provided by local agencies within a particular area.

- An agency-specific municipal service review will examine the breadth of governmental services provided by a particular local agency.

B. Preparation

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

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

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

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

1. Growth and population projections for the affected area. (§56340(a)(1)).

2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies. (§56340(a)(2))

3. Financial ability of agencies to provide services. (§56340(a)(3))

4. The status of, and opportunities for, shared facilities. (§56340(a)(4))

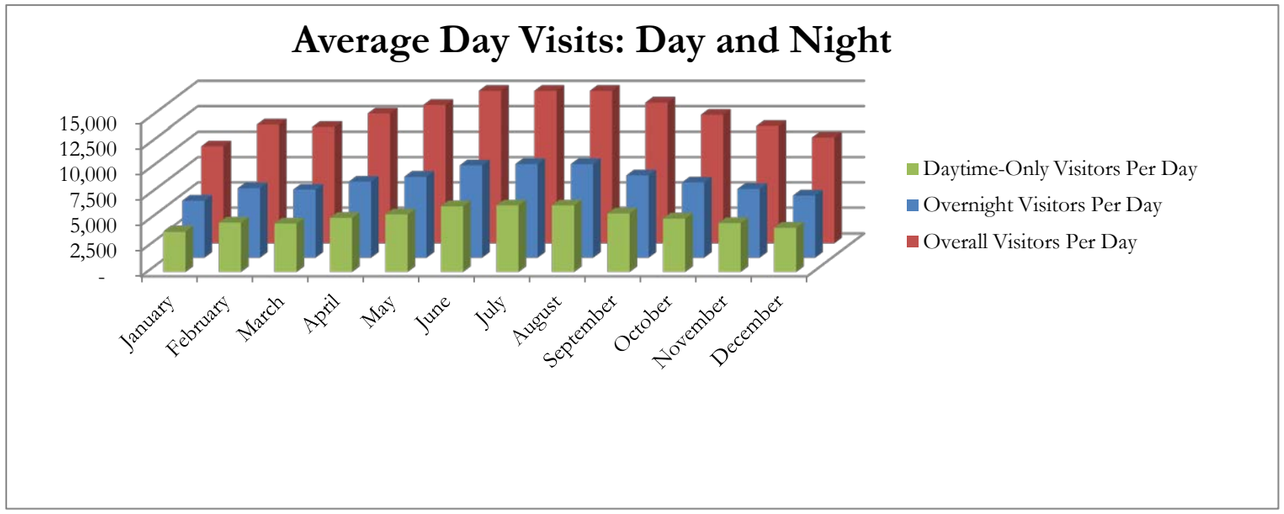
5. Accountability for community service needs, including governmental structure and operational efficiencies. (§56340(a)(5))

6. Relationship with regional growth goals and policies. (Commission)

C. Adoption

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

Countywide Visitor Population

Category	January	February	March	April	May	June	July	August	September	October	November	December	Average
% of Total	6.30%	6.95%	7.54%	8.15%	8.97%	9.92%	10.39%	10.39%	8.83%	8.33%	7.36%	6.87%	**8.33%**
Overall Visitors Per Month	296,100	326,650	354,380	383,050	421,590	466,240	488,330	488,330	415,010	391,510	345,920	322,890	**391,666.7**
Overnight Visitors Per Month	173,250	191,125	207,350	224,125	246,675	272,800	285,725	285,725	242,825	229,075	202,400	188,925	**229,166.5**
Daytime-Only Visitors Per Month	122,850	135,525	147,030	158,925	174,915	193,440	202,605	202,605	172,185	162,435	143,520	133,965	**162,500.2**
Overall Visitors Per Day	9,552	11,666	11,432	12,768	13,600	15,541	15,753	15,753	13,834	12,629	11,531	10,416	**12,872.8**
Overnight Visitors Per Day	5,589	6,826	6,689	7,471	7,957	9,093	9,217	9,217	8,094	7,390	6,747	6,094	**7,531.9**
Daytime-Only Visitors Per Day	3,963	4,840	4,743	5,298	5,642	6,448	6,536	6,536	5,740	5,240	4,784	4,321	**5,340.8**
Room Demand	2,235.5	2,730.4	2,675.5	2,988.3	3,182.9	3,637.3	3,686.8	3,686.8	3,237.7	2,955.8	2,698.7	2,437.7	**3,012.8**
% of Rooms Occupied	51.6%	63.0%	61.7%	68.9%	73.4%	83.9%	85.0%	85.0%	74.7%	68.2%	62.3%	56.2%	**69.5%**

Annual Visitors	4,700,000
Average Day	12,876.7
Overnight Visits	2,749,998.2
Single-Day Visits	1,950,001.8
Total Lodging Rooms	4,335
Visitors Per Room	2.5