



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

1754 Second Street, Suite C  
Napa, California 94559  
Phone: (707) 259-8645  
[www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov)

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*We Manage Local Government Boundaries, Evaluate Municipal Services, and Protect Agriculture*

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**Agenda Item 8c (Public Hearing)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer *BF*

**MEETING DATE:** April 6, 2026

**SUBJECT:** Appointment of Public Member for Term: 2026-2030

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**RECOMMENDATION**

It is recommended the Commission take the following actions:

- 1) Open the public hearing and take testimony;
- 2) Invite candidates to address the Commission;
- 3) Close the public hearing; and
- 4) Appoint a Public Member to a four-year term commencing on May 4, 2026.

**BACKGROUND AND SUMMARY**

Under Government Code (G.C.) section 56325(d), the composition of Local Agency Formation Commissions (LAFCOs) includes one member representing the general public, who is appointed to a four-year term by the city and county members of the Commission. The city and county members may also appoint one Alternate Public Member who shall serve pursuant to G.C. section 56331.

The Commission's *Policy on the Appointment of a Public Member and Alternate Public Member* ("the Policy") is included as Attachment 1.

On February 2, 2026, staff provided notice that Commissioner Kenneth Leary's term as Public Member expires on Monday, May 4, 2026. Commissioner Leary has served as the Public Member since April 5, 2021.

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Beth Painter, Chair  
Councilmember, City of Napa

Paul Dohring, Commissioner  
Councilmember, City of St. Helena

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

Belia Ramos, Vice Chair  
County of Napa Supervisor, 5th District

Anne Cottrell, Commissioner  
County of Napa Supervisor, 3rd District

Joelle Gallagher, Alternate Commissioner  
County of Napa Supervisor, 1st District

Kenneth Leary, Commissioner  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

Staff fully complied with the notice requirements and recruitment procedure found in the Policy. Four candidates submitted applications: Kenneth Leary; Jeffrey Crosswhite; Dalton Goo; and Alex Russ. All four candidates are eligible. The applications with personal contact information redacted are included as Attachments 2 through 5.

## **ATTACHMENTS**

- 1) Policy on the Appointment of a Public Member and Alternate Public Member
- 2) Candidate Application: Kenneth Leary
- 3) Candidate Application: Jeffrey Crosswhite
- 4) Candidate Application: Dalton Goo
- 5) Candidate Application: Alex Russ



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Policy on the Appointment of a Public Member and Alternate Public Member*

(Adopted: October 11, 2001; Last Amended: November 18, 2019)

#### **I. Background**

The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 includes provisions for the composition of the Commission including the Public Member as follows:

The composition of the Commission shall include one member representing the general public, hereinafter referred to as “public member.” The Commission may designate one alternate public member. The selection of the public member and alternate public member shall be subject to the affirmative vote of at least one of the members appointed by each of the appointing authorities ([California Government Code \(G.C.\) §56325\(d\)](#)).

#### **II. Purpose**

It is the intent of the Commission to establish a policy for the appointment of a public member and alternate public member which is consistent with CKH. This policy also includes procedures to address a vacancy in the position and other relevant matters.

#### **III. Eligibility**

The public member and alternate public member shall be a resident of Napa County. No person may serve as public member or alternate public member if at the same time they are an officer or employee of the County, a city, town or district within Napa County.<sup>1</sup> For purposes of this policy, an officer of a local government agency is a member of a local public board, commission, committee, or council with the authority to make advisory or final decisions relative to land use or the provision of municipal services.

#### **IV. Term of Office**

The term of office for Public Member and Alternate Public Member shall be four years and shall end on the first Monday in May of the year in which the term expires. The Public Member and Alternate Public Member shall continue to serve until a successor is appointed.

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<sup>1</sup> The term “district” is defined in [G.C. §56036](#).

## **V. Appointment Procedures**

### **A) New Term for Public Member or Alternate Public Member**

It is the policy of the Commission that in anticipation of the expiration of a four-year term for the Public Member or Alternate Public Member, the following procedures will be taken:

At a regular meeting at least 120 days prior to the scheduled expiration of the Public Member or Alternate Public Member's term, the Executive Officer shall inform the Commission of the impending vacancy and whether the incumbent is eligible to seek reappointment. The Commission shall take one of the following two actions as set forth in the following subsection 1 or 2 below.

- 1) Direct the Executive Officer to recruit candidates and schedule a public hearing to consider making an appointment to the position. Tasks of the Executive Officer shall include, but not limited to, the following:
  - (a) At least 60 days prior to the scheduled hearing for the appointment, issue a notice announcing the vacancy and that the Commission is accepting applications for the position. The notice shall be posted at the LAFCO office and on its website, sent to all local agencies, and published in a newspaper of general circulation in Napa County.<sup>2</sup> The notice shall indicate if the incumbent is eligible for reappointment.
  - (b) Determine the filing period to receive applications for the position. All applications shall be made available to each city and county member on the Commission at least 14 days prior to the scheduled hearing for the appointment.
  - (c) If it becomes necessary for the Commission to cancel or reschedule the meeting at which the hearing for the appointment has been scheduled, the Executive Officer shall reschedule the hearing for the next regular meeting.
- 2) If the incumbent is eligible and has served no more than one four-year term, the Commission may direct the Executive Officer to schedule a public hearing to consider approving reappointment. Tasks of the Executive Officer shall include, but not limited to, the following:
  - (a) Issue a notice announcing the scheduled reappointment of the incumbent. The notice shall be posted at the LAFCO office and on its website and sent to all local agencies. The notice shall be posted at least 21 days prior to the hearing for which the reappointment has been scheduled.
  - (b) If it becomes necessary for the Commission to cancel or reschedule the meeting at which the hearing for the reappointment has been scheduled, the Executive Officer shall reschedule the hearing for the next regular meeting.

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<sup>2</sup> For purposes of this policy, notice to local agencies is fulfilled by sending a copy of the notice to the clerk or secretary of the legislative body of each local agency in Napa County. Publishing in a newspaper of general circulation in Napa County shall be conducted by publishing, at minimum, a prominently placed display ad.

## B) Mid-Term Vacancies

An appointment to fill an unexpired term for the position of Public Member or Alternate Public Member shall be preceded by posting a notice of vacancy. The notice will be posted at the LAFCO office and on its website and sent to all local agencies. The notice will be posted at least 21 days prior to the meeting at which time the Commission will consider taking action to fill the unexpired term. An appointment to fill an unexpired term will occur as follows:

- 1) Public Member: If the position of Public Member becomes vacant prior to the expiration of the term, it is the policy of the Commission that it may fill the unexpired term through one of the following:
  - (a) Appoint the Alternate Public Member.
  - (b) Fill the position in the manner prescribed in Section V(A) “New Term for Public Member or Alternate Public Member” for the appointment of the Public Member to a new term.
- 2) Alternate Public Member: If the position of Alternate Public Member becomes vacant prior to the expiration of the term, it is the policy of the Commission that it may fill the unexpired term in the manner prescribed in Section V(A) “New Term for Public Member or Alternate Public Member” for the appointment of the Alternate Public Member to a new term.

## C) Conducting Public Hearings for Appointing a Public Member or Alternate Public Member

It is the policy of the Commission that a public hearing to appoint either the Public Member or Alternate Public Member shall be conducted as follows:

The Chair shall open the public hearing and first invite candidates to address the Commission. The Commission may ask questions of the candidates. The Chair shall then invite public comments from the audience. Upon the close of the public comment period, the Public Member or Alternate Public Member will be selected based upon a motion and second followed by an affirmative vote.



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## **APPLICATION FOR LAFCO PUBLIC MEMBER**

The Local Agency Formation Commission (LAFCO) of Napa County is accepting applications for its Public Member position. The position involves an appointment made by the city and county members on LAFCO. The term commences on May 4, 2026, and expires on May 1, 2030. The Public Member is expected to actively participate in LAFCO meetings with respect to providing input and voting on all regulatory and planning matters before the agency. The incumbent, Kenneth Leary, is eligible for reappointment.

### **Eligibility**

Applicants must be a resident of Napa County. Applicants also must not be currently employed by a local public agency or serving as a member on a local public body with the authority to make final or advisory decisions relative to land use or municipal service.

### **Time Commitments**

LAFCO currently meets on the first Monday of every even-numbered month unless otherwise scheduled. Regular meetings are calendared to begin at 2:00 P.M. in the County of Napa Administration Building located at 1195 Third Street in Napa. Special meetings and subcommittee meetings are calendared as needed. All members are expected to attend each meeting unless excused and currently receive a \$150.00 per diem for each Commission meeting attended.

### **Deadline for Applications**

Completed applications must be received by LAFCO by **5:00 P.M. on Friday, March 6, 2026**. The city and county members on LAFCO are expected to consider making an appointment for the Public Member position as part of a public hearing item at LAFCO's regular meeting on April 6, 2026. Letters of recommendation and references are not required but will be accepted and should be attached to the completed application at the time of submission. Questions should be directed to LAFCO Executive Officer Brendon Freeman at (707) 259-8645 or [bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov).

I. General Information			
a) Name:	Kenneth	Leary	
	First	Last	
b) Address:	[REDACTED]	American Canyon	94503
	Street Address	City	Zip Code
c) Contact Information:	[REDACTED]	[REDACTED]	
	Phone Number	E-Mail	
d) Present Employer:	Rietired	N/A	
	Employer Name	Employer Field	
II. Questionnaire (Applicants may use additional sheets to complete the following questions)			
a) Summarize your interest in serving on the Commission.	I understand that community values and land use are imp lead to the determinations Napa LAFCO makes to ensure needs are met by their governing agencies and municipa with this understanding the preservation of ag land is a co provision of services in the county are delivered by govern service areas. They are often seen as copeting interest I a great placeto live. I want to serve so neither unnecess		
b) Summarize your qualification to serve on the Commission.	Current LAFCO Commissioner serving in the following Ch Former LAFCO City Commissioner and CALAFCO Coastl Representative, former CALFCO Board Member. Two ter City Council. I have a passion for community services and of municipal service with the following governing agencies Yountville Community Services Director, twenty-seven ye which included facility management, staffin/supervision, b		
c) List any formal education received beyond high school.	MPA: Public Policy California State University Eastbay (20 BS: Recreation and Lesiure Studies California State Colle Certificate in Graphic Design: University of California Ber		
d) List community activities and interests.	Former member and Past President of the Kiwanis Club o Former Board Member Kiwanis Club of American Canyon American Canyon High School Key Club Advisor Life member American Canyon Community Parks Founda Member and supporter of America’s National Parks throug and contributions, Life time member of the Boys and Girls Napa Valley.		



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I. General Information			
<b>a) Name:</b>	JEFFREY	CROSSWHITE	
	<b>First</b>	<b>Last</b>	
<b>b) Address:</b>	██████████	NAPA	94558
	<b>Street Address</b>	<b>City</b>	<b>Zip Code</b>
<b>c) Contact Information:</b>	██████████	██████████	
	<b>Phone Number</b>	<b>E-Mail</b>	
<b>d) Present Employer:</b>	AVDIS & CUCCHI, LLP	LAND USE LAW	
	<b>Employer Name</b>	<b>Employer Field</b>	
II. Questionnaire (Applicants may use additional sheets to complete the following questions)			
<b>a) Summarize your interest in serving on the Commission.</b>	See Attached.		
<b>b) Summarize your qualification to serve on the Commission.</b>	See Attached.		
<b>c) List any formal education received beyond high school.</b>	See Attached.		
<b>d) List community activities and interests.</b>	See Attached.		



AVDIS & CUCCHI, LLP  
LAND USE + REAL ESTATE + ADVOCACY

March 5, 2026

*Via E-Mail*

Mr. Brendon Freeman  
LAFCO Executive Office  
Napa Local Agency Formation Commission  
1754 Second Street, Suite C  
Napa, California 94559  
bfreeman@napa.lafco.ca.gov

**Re: Jeffrey J. Crosswhite, Esq.  
Application for Napa LAFCO Alternate Public Member 2026**

Dear Mr. Freeman and Members of the Commission:

My name is Jeffrey Crosswhite. I live in the City of Napa with my wife and daughter, and I work as a land use attorney for a small law firm in Sacramento. I am submitting this application for the Public Member position of Napa LAFCO or in the alternative, the Alternate Public Member position, in the event of a vacancy created by the appointment of the current Alternate Public Member.

**a) Summarize your interest in serving on the Commission.**

I am interested in serving on the Commission to deepen the connection with my home community and further my intellectual and professional passion for land use planning and policy. Whether as a public member or alternate, I am confident I can make meaningful and lasting contributions with my professional background and personal history growing up in this region. I am also motivated to protect and enhance Napa County's quality of life for my Napa Valley community members, friends, and my 5-year old daughter and her peers growing up in Napa.

**b) Summarize your qualification to serve on the Commission.**

My qualifications include being an invested member of the Napa County community and a licensed attorney practicing land use, public agency, and real property law, the same subject matter as LAFCO. My daughter attends Willow Elementary, and County aftercare

programs, and is active in Napa Junior Girls Softball League and Napa United and my wife works at a local Napa healthcare provider. In terms of education, I studied Mass Communications and Public Policy at UC Berkeley. I have been practicing law for more than 12 years. I have personally worked on several annexations for development in at least two or more LAFCO agencies in California. I am a former City Attorney with knowledge and experience with public notice and hearing procedure, and the rules of order. I formerly advised the Planning Commission and City Council for the City of Tracy.

**c) List any formal education received beyond high school.**

I graduated from Sir Francis Drake High School in Marin County (now Archie Williams), then graduated UC Berkeley, and after working for a number of years, I attended and graduated from Lewis & Clark Law School in Portland, Oregon.

In law school I specialized my studies in environmental law and business law with the aim of working in land use and water law eventually. I clerked with three public agencies during that time, including the Marin County Counsel's office, City of Portland City Attorney, and the Los Angeles City Attorney.

**d) List community activities and interests.**

In Napa, I volunteer in many youth activities including as an Assistant Coach for Napa United soccer league. I am currently involved with launching a new moms and dads softball league in partnership with the Napa Moms group. Professionally, I am a member of the California state Bar, the Napa County Bar Association, the Urban Land Institute, and the North State Builder's Association.

Thank you for considering my application for an appointment to the public member commissioner position at Napa LAFCO.

Sincerely Yours,



Jeffrey J. Crosswhite



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I. General Information			
a) Name:	Dalton	Go	
	<b>First</b>	<b>Last</b>	
b) Address:	██████████	Napa	94559
	<b>Street Address</b>	<b>City</b>	<b>Zip Code</b>
c) Contact Information:	██████████	██████████	
	<b>Phone Number</b>	<b>E-Mail</b>	
d) Present Employer:	Self-Employed	Residential Real Estate & Relocation	
	<b>Employer Name</b>	<b>Employer Field</b>	
II. Questionnaire (Applicants may use additional sheets to complete the following questions)			
a) Summarize your interest in serving on the Commission.			
	As a Napa raised resident and real estate professional, I am deeply invested in both our sustainable community growth as well as the preservation of our unique culture and heritage. LAFCO's role and contribution to making Napa the place it is resonates with me and I am eager to serve in such a capacity.		
b) Summarize your qualification to serve on the Commission.			
	With over 30 years in the Valley, a background in hospitality, construction and small business I am highly involved and invested in the future of Napa. My past experiences and my current involvement as a community invested Real Estate Professional brings a unique perspective that will add to the dynamic, effectiveness and efficiency of the commission.		
c) List any formal education received beyond high school.			
	Real Estate Licensing Coursework, Colobri Real Estate School 2022		
	Ongoing Professional Development: NAR Realtor® Certifications and Compass Training Programs in Market Analysis, Negotiation, and Local Real Estate Regulations.		
	Leadership Napa Valley Graduate - Class 37, 2025		
d) List community activities and interests.			
	Yountville Chamber - Ambassador		
	Growth Collective Napa Valley - Founder		
	Napa NEWS - Volunteer Advocate		
	Leadership Napa Valley - Marketing Committee		
	Young Professionals Napa Valley - Member		
Ohana W'aha Outrigger Canoe Club - Member			



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I. General Information			
a) Name:	Alexander First	Russ Last	
b) Address:	[REDACTED] Street Address	[REDACTED] City	[REDACTED] Zip Code
c) Contact Information:	[REDACTED] Phone Number	[REDACTED] E-Mail	
d) Present Employer:	First Citizens Bank Employer Name	Banking Employer Field	
II. Questionnaire (Applicants may use additional sheets to complete the following questions)			
a) Summarize your interest in serving on the Commission.	Being born & raised in Napa, I am always looking for ways to give back to my community. I am excited for the opportunity to help collaborate <del>with</del> local infrastructure to provide transparency & long term impacts amongst the community.		
b) Summarize your qualification to serve on the Commission.	I am qualified due to my experience in the financial industry. I approach everything I do with an analytical mind. My goal will be to approach each decision with a focus on fiscal responsibility & transparency.		
c) List any formal education received beyond high school.	Napa Valley College, Purdue Global (online) B.S. in Finance		
d) List community activities and interests.	Involved in Napa Valley Chamber & Rotary member. I am interested in local government & public services. Other interests include local economy & infrastructure		