



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

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

Agenda Item 7a (Action)

TO: Local Agency Formation Commission

PREPARED BY: Brendon Freeman, Executive Officer *B F*

MEETING DATE: April 6, 2026

SUBJECT: Overview of Municipal Service Reviews and Spheres of Influence and Consider Establishing an Ad Hoc Subcommittee

RECOMMENDATION

The Commission will receive a report summarizing the purpose and process for Municipal Service Reviews (MSRs) and Spheres of Influence (SOIs), including an update on the current Work Program. The Commission will consider providing direction to staff, which may involve establishing an ad hoc subcommittee with two appointed members.

SUMMARY

An MSR is a comprehensive study of the availability, range, and performance of governmental services within a defined geographic area. Established by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), these reviews serve as the informational foundation for a Local Agency Formation Commission (LAFCO) to make decisions regarding an agency's SOI, which is defined as the probable future physical boundary and service area of a city or special district.

LAFCO is required to periodically review and update each city and special district's SOI consistent with state law and local policies. There are five cities and 18 special districts in Napa County that are subject to MSRs and SOI updates. The Commission annually adopts a Work Program to schedule these studies. The current Work Program is included as Attachment 1. At the meeting, staff will provide a verbal update on all current studies.

The Commission's adopted policies on MSRs and SOIs are included as Attachments 2 and 3, respectively.

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Kenneth Leary, Commissioner
Representative of the General Public

Eve Kahn, Alternate Commissioner
Representative of the General Public

Brendon Freeman
Executive Officer

Why We Do MSRs

MSRs are mandated by California law to ensure that local agencies are providing services efficiently and are prepared for future growth. Key legislative reasons include:

- **Sphere of Influence Updates** (GC §56425): LAFCO is required to conduct an MSR before, or in conjunction with, the update of an agency's SOI.
- **Service Adequacy & Efficiency:** The review evaluates the ability of agencies to effectively provide services like water, sewer, and fire protection.
- **Orderly Growth** (GC §56001): By analyzing capacity and infrastructure, MSRs help discourage urban sprawl and protect agricultural land.
- **Required Determinations:** Under GC §56430, LAFCO must prepare written statements of determination on:
 - Growth and population projections.
 - Location and characteristics of Disadvantaged Unincorporated Communities (DUCs).
 - Capacity and adequacy of public facilities and infrastructure.
 - Financial ability to provide services.
 - Status of, and opportunities for, shared facilities.
 - Accountability for community service needs, including governance structure.
 - Any other matter related to effective or efficient service delivery, as required by commission policy.
- **Policy Determinations:** Under the Commission's adopted Policy on MSRs, included as Attachment 2, LAFCO shall prepare additional written statements of determination on:
 - Agricultural Preserve (Measure J) and Agricultural Watershed/ Open Space (Measure P)
 - Location and characteristics of existing outside service agreements
 - Joint powers agreements involving the direct provision of public services
 - Growth goals and policies of the land use authorities in Napa County
 - Climate resilience
 - Housing, including affordable housing and workforce housing
 - Transportation, including, but not limited to, airport, bicycle and pedestrian movement and public transportation
 - Cumulative service impacts related to current and planned development

Who MSRs Are For

- The Commission: To inform boundary changes, consolidations, or dissolutions.
- Local Agencies: To provide a self-assessment and identify areas for improvement or regional cooperation.
- The Public: To increase transparency regarding how tax dollars are used and the quality of local services.

Scheduling Under CKH

- Frequency: Under GC §56425(g), LAFCO is required to review and update each local agency's Sphere of Influence every five years, as necessary.
- MSR Timing: Because an MSR is a prerequisite for an SOI update, it is typically performed on this same five-year cycle when possible.

Step-by-Step Preparation of an MSR

The preparation of an MSR is a systematic process designed to gather data and culminate in formal Commission findings.

1. Define the Scope and Schedule
LAFCO staff identifies which agencies or services (e.g., "Countywide Water") will be reviewed and establishes a multi-year work program.
2. Data Collection and Questionnaires
Staff/Consultant sends detailed requests for information to the subject agencies. This includes budgets, master plans, capacity studies, population data, and organizational charts.
3. Drafting the Review
Based on the collected data, staff or consultants draft a report analyzing the agency's performance against the seven mandated CKH factors (growth, finance, capacity, etc.).
4. Agency and Public Review (Draft Phase)
The draft is circulated to the affected agencies for feedback to ensure technical accuracy. It is also made available for public comment.
5. Preparation of Final Determinations
Staff incorporates feedback and prepares a final report that includes specific "determinations"—the formal conclusions required by law for each factor.
6. Public Hearing and Adoption
The Commission holds a noticed public hearing to consider the report. If satisfied, the Commission adopts the MSR by resolution, which then serves as the basis for updating the agency's Sphere of Influence.

SOI Amendments and Updates

The Commission's actions on any local agency's SOI must be consistent with the determinations contained in an MSR. Under CKH, SOI amendments can be initiated on a case-by-case basis or they can be included as part of comprehensive SOI updates conducted and initiated by LAFCO. The Commission's local policy on SOIs is included as Attachment 3 and provided guidance with respect to SOI amendment requests initiated by individuals.

Countywide Fire and Emergency Medical Services (EMS) MSR

The Commission is contracting with AP Triton to prepare the scheduled Countywide Fire and EMS MSR. The report is nearly complete and ready to be distributed to the subject agencies for administrative review. However, Napa County recently submitted a request for the MSR to include data through December 31, 2025, which is outside the existing scope of work for this MSR. The County's request is included as Attachment 4. AP Triton is currently preparing a proposal for a scope change, which will be presented to the Commission at the next regular meeting.

Ad Hoc Subcommittee

Staff recommends the Commission consider establishing an ad hoc subcommittee and appoint two members to advise staff with respect to MSRs and SOIs. Topics that may be appropriate for a subcommittee include, but are not limited to, responding to requests from local agencies for changes in MSR scopes, consideration of a Work Program for fiscal year 2026-27, preference for reports to be prepared by consultants vs in-house, future strategic planning opportunities, and how the Commission responds to individual-initiated SOI amendment requests vs Commission-initiated SOI updates.

ATTACHMENTS

- 1) Work Program for Fiscal Year 2025-26
- 2) Policy on MSRs and Special Reports
- 3) Policy on SOIs
- 4) Napa County Request Re Countywide Fire & EMS MSR

Napa LAFCO Work Program for Fiscal Year 2025-26			
		Timeline	Comments
STUDIES	Napa Sanitation District SOI (In-House)	Revised Draft in April 2026	Previous MSR completed in 2014 (Central County Region MSR). Previous SOI completed in 2015. Draft report presented in August 2025. Revised report on 4/6/26.
	Countywide Fire & EMS MSR (Consultant)	Draft report TBD	Previous Countywide Fire MSR completed in 2006. Contracting with AP Triton to prepare the report. Currently reviewing a request from the County for substantial updates.
	City of St. Helena MSR & SOI (Consultant)	Draft report in June/August 2026	Previous MSR & SOI completed in 2008. Contracting with RSG to prepare the report. Administrative draft currently undergoing review by staff.
ADMINISTRATION	Audit	Annual	Presented by the County Auditor-Controller on 2/2/26.
	Budget	Annual	Ad hoc Budget Committee comprised of Commissioners Dohring and Leary. Proposed budget to be presented on 4/6/26 and final budget to be presented on 6/1/26.
	Legislation	Annual	Ad hoc Legislative Committee comprised of Commissioners Kahn and Oro. Will advise the Commission in taking positions on bills affecting LAFCOs.
	New Commissioner Orientation	Ongoing	In-person orientation process for new commissioners.
	Policies	Ongoing	Ad hoc Policy Committee comprised of Commissioners Gallagher and Ramos. Reviewing all local policies and recommending amendments as needed.
	Proposals	Ongoing	See "Current and Future Proposals" staff report on each meeting agenda for a status update.
	Staff Training	Ongoing	Staff Analyst and Clerk require ongoing training on LAFCO's administrative functions and application processing.
Website/Document Management	Ongoing	Staff continuously updates information on website including agendas, minutes, meeting recordings, audits, budgets, etc.	
OTHER	Special Projects & Studies	TBD	To be determined in budget cycle and strategic planning. Typically involves a contract with a consultant to be funded with reserves. See Countywide Fire & EMS MSR in "Studies".
	Education & Outreach to Stakeholders & Public	Ongoing	Proactive engagement with local agencies. Conduct regular presentations for miscellaneous groups and organizations. Leverage website whenever possible.
	Climate Resiliency in LAFCO's Work	Ongoing	Research policies & best practices of other LAFCOs. Consider adopting additional local policies.
	Coordination & Provision of Broadband Services	Ongoing	Participate in the North Bay Broadband Consortium. Coordinate with other LAFCOs. Little progress made to date. Not generally a LAFCO issue throughout California.
	2025 CALAFCO Annual Conference	October 22-24, 2025	Two staff and one commissioner attended. Conference report presented on 2/2/26.
	2026 CALAFCO Staff Workshop	May 6-8, 2026	Staff only. Pismo Beach, hosted by San Luis Obispo LAFCO. Clerk will attend.



LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

Policy on Municipal Service Reviews and Special Reports

(Adopted: November 3, 2008; Last Amended: April 7, 2025)

I. BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes a framework for responsible and forward-thinking governance by requiring LAFCO to conduct Municipal Service Reviews (MSRs) and Special Reports. These reviews and reports ensure that cities and special districts are operating with fiscal responsibility, service efficiency, and long-term sustainability in mind. As part of the MSR process, LAFCOs review and update each agency's sphere of influence (SOI) to align with evolving community needs. The MSR process serves as a critical tool for fostering vibrant, all-age-friendly communities by assessing the availability, capacity, and efficiency of public services. MSRs can be a tool to help guide smart growth strategies, safeguard natural resources, and maintain a high quality of life for current and future generations.

LAFCO Special Reports investigate specific issues related to local governance, boundaries or services. They are focused on a particular challenge, agency, or set of circumstances, for example, they might focus on a particular city or district regarding inefficiencies, financial stability, climate resilience, equitable access to services, or other specific issues.

For decades, Napa County has been a leader in sustainable land use and agricultural preservation. In 1968, it pioneered the nation's first Agricultural Preserve, ensuring that Napa's rich valley and foothill areas remain dedicated to agriculture as the backbone of the local economy, environmental health, and cultural identity. Measure P, passed in 2008, reinforces this commitment by requiring voter approval for any re-designation of agricultural and open-space lands, further strengthening the county's vision for a balanced, sustainable, and economically resilient future. Through these efforts, Napa County continues to set a model for livable sustainability — one where responsible fiscal planning, environmental stewardship, and community well-being go hand in hand.

II. PURPOSE

The purpose of this policy is to guide the Local Agency Formation Commission (LAFCO) of Napa County in scheduling, preparing, and adopting MSRs and Special Reports.

III. OBJECTIVE

The objective of the Commission in conducting MSRs is to evaluate governmental services necessary to support orderly growth and development in Napa County. Underlying this objective is the development and expansion of 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 MSRs not only to inform subsequent SOI determinations, but also to identify opportunities for greater coordination and cooperation between service providers as well as possible government structure changes.

The MSR process requires LAFCO to make determinations regarding the provision of public services pursuant to [Government Code \(G.C.\) §56430](#) and empowers, but does not require, the Commission to initiate changes of organization based on MSR conclusions. However, the Commission, affected local agencies, and the public may subsequently use the determinations and related analysis to consider whether to pursue changes to service delivery, government organization, or SOIs.

The objective of the Commission in conducting Special Reports is to dive deeper into specific issues to provide a more comprehensive evaluation of particular challenges and possible solutions of a specific jurisdiction or public service.

IV. SCHEDULING

The Commission's annual Work Program includes a schedule for initiating and completing MSRs consistent with the Commission's obligation to review and update each city and special district's SOI, as necessary, and consistent with the Commission's adopted [Policy on SOIs](#). MSRs shall be completed for each city and each special district as defined in [G.C. §56036](#). When feasible, the Commission shall schedule MSRs in conjunction with general plan updates.

Each MSR will generally be prepared in four distinct phases:

- A. The first phase will involve the distribution of a request for information to be completed by the affected local agency and returned to LAFCO staff for review and analysis. Staff will compile this information in an administrative draft report, which will be made available to staff from each affected local agency for review and comment to identify any needed technical corrections.
- B. The second phase will be the release of a public draft report that includes technical corrections identified by the affected local agencies. Staff will present the public draft report for discussion purposes only at the next Commission meeting. The public draft report will be provided to the Commission and affected local agencies, and will be made available to the public for review and comment for a period of no less than 30 days.
- C. In the third phase, a final report that includes any new information or comments generated during the public review period will be presented to the Commission for formal action at a noticed public hearing.
- D. In the fourth phase, every effort should be made to disseminate the MSR beyond the affected agencies. Stakeholders and the public should be made aware and have access to the information and recommendations included in the MSR.

Special Reports are "as needed" and are often in response to requests from agencies, community members or LAFCO commissioners. A Special Report includes issue-specific analysis, but not limited to, financial, operational, or governance recommendations.

V. PREPARATION

A. Format

The Commission may prepare MSRs using any of the following formats:

- 1) A countywide service-specific MSR will examine a governmental service or services across multiple local agencies on a countywide basis.
- 2) A region-specific MSR will examine governmental services provided by all local agencies that are entirely contained within a designated geographic area.
- 3) An agency-specific MSR will examine targeted governmental services provided by a specific local agency as described in Section V(C)(3) of this policy.

B. Local Agency Participation

The Commission will encourage input from affected local agencies in designing MSRs 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 region-specific MSRs. Factors the Commission may consider in determining final geographic area boundaries include, but are not limited to, SOIs, jurisdictional boundaries, urban growth boundaries, general plan designations, topography, and socio-economic communities of interest.

C. Content

MSRs shall include:

- 1) Written determinations for each of the following factors enumerated under [G.C. §56430\(a\)](#):
 - a) Growth and population projections for the affected area.
 - b) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI.
 - c) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI. (Special emphasis should be given to capacity, adequacy and needs with the goal of climate resilience.)
 - d) Financial ability of agencies to provide services and maintain long-term financial sustainability including but not limited to capital investments, pension obligations and regulatory compliance
 - e) Status of, and opportunities for, shared facilities, services, and governance
 - f) Accountability for community service needs, including governmental structure and operational efficiencies.
 - g) Any other matter related to effective or efficient service delivery, as required by commission policy.

- 2) An evaluation of the following matters related to effective or efficient service delivery pursuant to [G.C. §56430\(a\)\(7\)](#) if the Executive Officer, in consultation with the agencies being reviewed, determines the matter is relevant:
 - a) Agricultural Preserve (Measure J) and Agricultural Watershed/ Open Space (Measure P)
 - b) Location and characteristics of existing outside service agreements
 - c) Joint powers agreements involving the direct provision of public services
 - d) Growth goals and policies of the land use authorities in Napa County
 - e) Climate resilience
 - f) Housing, including affordable housing and workforce housing
 - g) Transportation, including, but not limited to, airport, bicycle and pedestrian movement and public transportation
 - h) Cumulative service impacts related to current and planned development

- 3) An evaluation of target governmental services, which may include, but are not limited to, water, wastewater, law enforcement, fire protection, emergency medical, streets, and parks. General governmental services such as courts, social services, human resources, tax collection, and administrative services will generally not be included in the MSR. LAFCO reserves the right to consider additional service classifications in each MSR.

VI. SPHERE OF INFLUENCE

A completed MSR will be used to inform the review and, if appropriate, update of each affected agency's SOI consistent with [G.C. §56430\(a\)](#) as well as the Commission's adopted Work Program and [Policy on SOIs](#). The Commission and any affected local agencies are encouraged to discuss the need for SOI updates. The Commission may complete the MSR and any appropriate SOI actions at the same meeting or as part of separate meetings.

VII. ENVIRONMENTAL REVIEW

MSRs are informational documents and generally exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to [California Code of Regulations §15306](#) because they are limited to basic data collection, research, and resource evaluation activities that do not result in a serious or major disturbance to any environmental resource. However, if an MSR is used to facilitate a significant governmental change such as formation of a new special district, it can be assumed the MSR would be subject to CEQA and may require the preparation of an environmental impact report. The Commission shall act in accordance with its adopted [Policy on CEQA](#).

VIII. ADOPTION

The Commission will complete each scheduled MSR by formally receiving a final report and adopting a resolution codifying its written determinations as part of a public hearing. Each completed MSR will be provided to any affected local agencies and included on the Commission's website for public viewing.

At the completion of a Special Report, it will be agendized for review and discussion by the LAFCO Commission. It may lead to policy recommendations, boundary adjustments, consolidations, or financial oversight actions.



Napa LAFCO

Sphere of Influence Amendment Application

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707-259-8645 · www.napa.lafco.ca.gov · Policy Amended 2/2/26

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INSTRUCTIONS & INFORMATION ON THE LAFCO APPLICATION

The following information is designed to help you understand and move your project through the various stages of the LAFCO process.

General Step by Step Process

1. Applicant Gathers Application Materials and Meets with Staff for a Pre-Application Meeting
2. Applicant Submits Their Application to LAFCO
3. LAFCO Review Period Begins
4. 30-Day Review – Information Hold Letter or Deemed Sufficient for Filing
5. LAFCO Hearing. LAFCO has the authority to approve, conditionally approve or deny a proposal.
6. 30-Day Reconsideration Period
7. Review requests, if any, for Petition for removal from sphere of influence (§56429)
8. Notification of Commission Action Form
9. Final Notice of Completion with Affected Agencies / Interested Parties
10. LAFCO GIS Boundary Updates

Important Tips

- Any person or local agency may file a written request with the executive officer requesting amendments to a sphere of influence adopted by the commission. The request shall state the nature of the proposed amendment, state the reasons for the request, include a map of the proposed amendment, and contain any additional data and information as may be required by the executive officer (§56428).
- It is important to note that while a SOI amendment, may be initiated by any person or local agency, ultimately, the affected agency must consent to the change and all parties may be required to provide information, conduct studies, and may be subject to conditions of approval.

NAPA LAFCO POLICY ON SPHERES OF INFLUENCE

I. BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, beginning with [California Government Code \(G.C.\) §56425](#), requires the Local Agency Formation Commission (LAFCO or “Commission”) to establish and maintain spheres of influence for all local agencies within its jurisdiction. A sphere of influence (SOI) is defined by statute as a “plan for the probable physical boundary and service area of a local government agency as determined by the commission” ([G.C. §56076](#)). Every determination made by LAFCO shall be consistent with the SOIs of the local agencies affected by that determination ([G.C. §56375.5](#)). The Commission encourages cities, towns, and the County of Napa (“County”) to meet and agree to SOI changes. The Commission shall give “great weight” to these agreements to the extent they are consistent with its policies ([G.C. §56425\(b\) and \(c\)](#)). Local agency SOIs are established and changed in part based on information in municipal service reviews, including adopted determinative statements and recommendations ([G.C. §56430](#)).

II. PURPOSE

The purpose of these policies is to guide the Commission in its consideration of SOI amendment requests as well as SOI reviews and updates initiated by LAFCO. This includes establishing consistency with respect to the Commission’s approach in the scheduling, preparation, and adoption of SOI reviews and updates. Requests to amend an SOI may be made by any person or local agency as described in Section VI of this policy. Requests to amend an SOI are encouraged to be filed with LAFCO’s Executive Officer as part of the Commission’s municipal service review (MSR) and SOI review process.

III. OBJECTIVE

It is the intent of the Commission to determine appropriate SOIs that promote the orderly expansion of cities, towns, and special districts in a manner that ensures the protection of the environment and agricultural and open space lands while also ensuring the effective, efficient,

and economic provision of essential public services, including public water, wastewater, fire protection and emergency response, and law enforcement. The Commission recognizes the importance of considering local conditions and circumstances in implementing these policies. An SOI is primarily a planning tool that will:

- Serve as a master plan for the future organization of local government within the County by providing long range guidelines for the efficient provision of services to the public;
- Discourage duplication of services by two or more local governmental agencies;
- Guide the Commission when considering individual proposals for changes of organization;
- Identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

IV. DEFINITIONS

Recognizing that an SOI is a plan for the probable physical boundary and service area of a local government agency as determined by LAFCO, the Commission incorporates the following definitions:

- A. “Agricultural lands” are defined as set forth in [G.C. §56016](#).
- B. “Open space” are defined as set forth in [G.C. §56059](#).
- C. “Prime agricultural land” is defined as set forth in [G.C. §56064](#).
- D. “Infill” is defined as set forth in [Public Resources Code §21061.3](#).
- E. “Underdeveloped land” is defined as land that lacks components of urban development such as utilities or structure(s).
- F. “Vacant land” is defined as land that has no structure(s) on it and is not being used. Agricultural and open space uses are considered a land use and therefore the underlying land is not considered vacant land.

- G. “SOI establishment” refers to the initial adoption of a city or special district SOI by the Commission.
- H. “SOI amendment” refers to a single change to an established SOI, typically involving one specific geographic area and initiated by a landowner, resident, or local agency.
- I. “SOI review” refers to a comprehensive review of an established SOI conducted as part of an MSR. Based on information collected in the SOI review component of an MSR, the Commission shall determine if an SOI update is needed.
- J. “SOI update” refers to a single change or multiple changes to an established SOI, typically initiated by the Commission and based on information collected in the SOI review.
- K. “Zero SOI” when determined by the Commission, indicates a local agency should be dissolved and its service area and service responsibilities assigned to one or more other local agencies.
- L. “Study area” refers to territory evaluated as part of an SOI update for possible addition to, or removal from, an established SOI. The study areas shall be identified by the Commission in consultation with all affected agencies.

V. LOCAL CONSIDERATIONS

A. General Guidelines for Determining Spheres of Influence

The following factors are intended to provide a framework for the Commission to balance competing interests in making determinations related to SOIs. No single factor is determinative. The Commission retains discretion to exercise its independent judgment as appropriate:

- 1) Land defined or designated in the County of Napa General Plan land use map as agricultural or open space shall not be approved for inclusion within any local agency’s SOI for purposes of new urban development unless the action is consistent with the objectives listed in Section III of this policy.
- 2) Land that is within the Napa County Airport Land Use Commission (ALUC) Planning Area shall not be approved for inclusion within any local agency’s SOI prior to LAFCO conferring with the ALUC.

- 3) The Commission encourages residents, landowners, and local agencies to submit requests for changes to SOIs to the LAFCO Executive Officer as part of the LAFCO-initiated MSR and SOI review process.
- 4) The first Agricultural Preserve in the United States was created in 1968 by the Napa County Board of Supervisors. The Agricultural Preserve protects lands in the fertile valley and foothill areas of Napa County in which agriculture is and should continue to be the predominant land use. Measure J was passed by voters in 1990 and Measure P was passed by voters in 2008 and requires voter approval for any changes that would re-designate unincorporated agricultural and open-space lands. The Commission will consider the Agricultural Preserve and intent of voters in passing Measure J and Measure P in its decision making processes to the extent they apply, prior to taking formal actions relating to SOIs.
- 5) In the course of an SOI review for any local agency as part of an MSR, the Commission shall identify all existing outside services provided by the affected agency. For any services provided outside the affected agency's jurisdictional boundary but within its SOI, the Commission shall request the affected agency submit an annexation plan or explanation for not annexing the territory that is receiving outside services. For any services provided outside an agency's jurisdictional boundary and SOI, the Commission encourages a dialogue between the County and the affected agency relating to mutually beneficial provisions.
- 6) In the course of reviewing a city or town's SOI, the Commission will consider the amount of vacant land within the affected city or town's SOI. The Commission discourages SOI amendment requests involving vacant or underdeveloped land that requires the extension of urban facilities, utilities, and services where infill development is more appropriate.
- 7) A local agency's SOI shall generally be used to guide annexations within a five-year planning period. Inclusion of land within an SOI shall not be construed to indicate automatic approval of an annexation proposal.
- 8) When an annexation is proposed outside a local agency's SOI, the Commission may consider both the proposed annexation and SOI amendment at the same meeting. The SOI amendment to include the affected territory, however, shall be considered and resolved prior to Commission action on the annexation.

- 9) A local agency's SOI should reflect existing and planned service capacities based on information collected by, or submitted to, the Commission. This includes information contained in current MSRs. The Commission shall consider the following municipal service criteria in determining SOIs:
 - a) The present capacity of public facilities and adequacy of public services provided by affected local agencies within the current jurisdiction, and the adopted plans of these local agencies to address any municipal service deficiency, including adopted capital improvement plans.
 - b) The present and probable need for public facilities and services within the area proposed or recommended for inclusion within the SOI, and the plans for the delivery of services to the area.
- 10) The Commission shall consider, at a minimum, the following land use criteria in determining SOIs:
 - a) The present and planned land uses in the area, including lands designated for agriculture and open-space.
 - b) The present and probable need for public facilities and services in the area.
 - c) The present capacity of public facilities and adequacy of public services that the local agency provides or is authorized to provide.
 - d) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the local agency.
 - e) Consistency with the County General Plan and the general plan of any affected city or town.
 - f) Adopted general plan policies of the County and of any affected city or town that guide future development away from lands designated for agriculture or open-space.
 - g) Adopted policies of affected local agencies that promote infill development of existing vacant or underdeveloped land.
 - h) Amount of existing vacant or underdeveloped land located within any affected local agency's jurisdiction and current SOI.
 - i) Adopted urban growth boundaries by the affected local agency.

B. Scheduling Sphere of Influence Reviews and Updates

[G.C. §56425\(g\)](#) directs the Commission to review and update each SOI every five years, as necessary. Each year, the Commission shall adopt a Work Program with a schedule for initiating and completing MSRs and SOI reviews based on communication with local agencies. This includes appropriate timing with consideration of city, town, and County general plan updates. The Commission shall schedule SOI updates, as necessary, based on determinations contained in MSRs.

C. Environmental Review

SOI establishments, amendments, and updates will be subject to the review procedures defined in the California Environmental Quality Act (CEQA) and the Napa LAFCO CEQA Guidelines. If an environmental assessment or analysis is prepared by an agency for a project associated with an SOI establishment, amendment, or update, and LAFCO is afforded the opportunity to evaluate and comment during the Lead Agency's environmental review process, then LAFCO can act as a Responsible Agency under CEQA for its environmental review process. All adopted environmental documents prepared for the project, a copy of the filed Notice of Determination/Notice of Exemption, and a copy of the Department of Fish and Wildlife fee receipt must be submitted as part of the application. Completion of the CEQA review process will be required prior to action by the Commission.

VI. REQUESTS FOR SPHERE OF INFLUENCE AMENDMENTS**A. Form of Request**

Any person or local agency may file a written request with the Executive Officer requesting amendments to an SOI pursuant to [G.C. §56428\(a\)](#). Requests shall be made using the form provided in this packet. Requests shall include an initial

deposit as prescribed under the Commission's adopted Schedule of Fees and Deposits. The Executive Officer may require additional data and information to be included with the request. Requests by cities, towns, and special districts shall be made by resolution of application.

B. Review of Request

The Executive Officer shall review and determine within 30 days of receipt whether the request to amend an agency's SOI is complete. If a request is deemed incomplete, the Executive Officer shall immediately notify the applicant and identify the information needed to accept the request for filing.

C. Consideration of Request

Once a request is deemed complete, the Executive Officer will prepare a written report with a recommendation. The Executive Officer will present his or her report and recommendation at a public hearing for Commission consideration. The public hearing will be scheduled for the next meeting of the Commission for which adequate notice can be given. The Commission may approve, approve with conditions, or deny the request for an SOI amendment. The Commission's determination and any required findings will be set out in a resolution that specifies the area added to, or removed from, the affected agency's SOI. While the Commission encourages the participation and cooperation of the subject agencies, the determination of an SOI is a LAFCO responsibility and the Commission is the sole authority as to the sufficiency of the documentation and consistency with law and LAFCO policy.

SPHERE OF INFLUENCE APPLICATION CHECKLIST

The following information must be submitted when filing a proposal with the Napa Local Agency Formation Commission (LAFCO); additional information may be requested during review of the proposal.

- 1. Completed **SPHERE OF INFLUENCE APPLICATION CHECKLIST** with applicable materials (everything listed in the checklist).
- 2. Any person or local agency may file a written request to the Executive Officer for a SOI Amendment.
- 3. **LAFCO QUESTIONNAIRE**.
- 4. A **MAP AND GEOGRAPHIC DESCRIPTION** of the proposal territory perimeter for the proposed boundary change(s), and a reproducible parcel map
- 5. **ENVIRONMENTAL DOCUMENTATION** to comply with the California Environmental Quality Act (CEQA); submit documents for applicable category only. For an ND, MND, or EIR, a copy of the Notice of Determination and the Environmental Filing Cash Receipt for the fee paid to the California Department of Fish and Wildlife must be submitted.
 - (a) CATEGORICAL EXEMPTION (CE): Submit document if an agency has determined is exempt.
 - (b) NEGATIVE DECLARATION (ND) or MITIGATED NEGATIVE DECLARATION (MND): Submit document from agency making said determination.*
 - (c) ENVIRONMENTAL IMPACT REPORT (EIR): Submit a copy of the certified Final EIR.
 - (d) NO CEQA DOCUMENTATION: If the proposed action has not been analyzed pursuant to the requirements of CEQA, please indicate this and CEQA will be performed by LAFCO and the appropriate level of documentation will be determined, i.e. CE, ND, MND or EIR.
- 6. **APPLICANT FINANCIAL DISCLOSURE FORM**.
- 7. **LAFCO PROCESSING FEES & COST ACCOUNTING AGREEMENT**.
- 8. **PRE-APPLICATION MEETING**. A pre-application meeting with staff is strongly encouraged due to the complexity of submittal requirements and applicable laws. (Limited to 2 hours of staff time at no cost.)

QUESTIONNAIRE

The information provided in this application will be used to evaluate this proposal. Please complete this form to facilitate our review. Please respond to all items in this form, indicating "NA" when an item does not apply. It is important to note that while a SOI amendment may be initiated by any person or local agency, ultimately, the affected agency must consent to the change and all parties may be required to provide information, conduct studies, and may be subject to conditions of approval.

Subject Agency(ies)

(City or Special District): _____

Describe Proposed SOI Change(s):

Applicant/ Agents

Name	Email	Telephone	Mailing
1.			
2.			
3.			
4.			
5.			

Interested Parties

Name	Email	Telephone	Mailing
1.			
2.			
3.			
4.			

A. General Information

1. This application was initiated by:

2. State reason(s) for requesting the proposed action **at this time**.

3. Describe the use of developed property within the proposal territory, including details about existing structures, if applicable. Describe anticipated development of vacant property, including types of buildings, number of units, supporting facilities, etc., and when development is scheduled to occur, if applicable.

4. State the location of the property and its general location in relation to communities, freeways/highways, roads, etc.:

5. Describe the present and planned uses in the area, including agricultural and open space lands.

6. Describe the present and probable need for public facilities and services in the area.

7. Describe the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.

8. Describe the existence of any social or economic communities of interest in the area that the Commission may determine are relevant to the agency.

B. Land Use Information

1. Total acreage: _____

2. Assessor Parcel Number(s): _____

a. If multiple parcels are involved in the sphere request, will any be consolidated?

3. Indicate the current zoning:

a. County: _____

b. City: _____

4. What community plan or General Plan is the territory in:

5. The County/City General Plan land use designation:

6. Describe any special land use concerns found in General Plans:

7. What is the proposed land use?

8. Has the affected territory been rezoned? No Yes

If yes, what is the rezoning use and densities (if applicable) permitted?

9. Indicate below all permits or approvals that will be needed, or have been granted by, the County or any city or town to complete the project.

Type of Approval	File No.	Approval Date	Resolution attached?
Tentative Parcel Map			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A
Use Permit			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A
City/Town/County General Plan Amendment			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A
City/Town Rezoning			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A
County Rezone			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A
Other			<input type="checkbox"/> No / <input type="checkbox"/> Yes / <input type="checkbox"/> N/A

10. Have any of the above-mentioned approvals been appealed? No Yes

If yes, please state when the project was appealed, who appealed it, and when it was or will be reconsidered.

11. Is the affected territory subject to a Williamson Act Contract or Farmland Security Zone Contract?

No Yes

If yes, please attach the following (if applicable)

- Copy of contract
- Board of Supervisor’s resolution upholding contract
- City resolution protesting contract
- City resolution succeeding to contract

12. How will the proposal assist a city, town, or the County to achieve its fair share of regional housing needs as determined by its current General Plan Housing Element, and are any RHNA transfer agreements applicable?

C. Environmental Information

1. Has an environmental determination (Notice of Exemption, Negative Declaration, Mitigated Negative Declaration, or Environmental Impact Report) been adopted and/or certified by a legislative body?

No Yes (If yes, please attach a copy)

a. Is the certified environmental documentation currently being challenged? No Yes

2. Is the site presently zoned for or engaged in agricultural use?

If yes, please explain:

3. Does the site contain prime agricultural land as defined in Gov. Code §56064? No Yes

4. Will extension of services requested for this proposal induce growth on affected property? No Yes

a. On adjacent properties? No Yes

b. Unincorporated? No Yes

c. Vacant? No Yes

5. Please provide a detailed description of the environmental setting of the site, including any information related to potential environmental impacts associated with an SOI amendment:

6. Terrain:

- Level to gently rolling (0-10%)
- Slopes (10-30%)
- Steep slopes (over 30%)

7. Hydrology:

- Streams, lakes, or marshes on site? No Yes

If yes, please explain:

- Is there irrigation on site? No Yes
- Is the site within a GSA managed subbasin? No Yes

- 8. Has the natural vegetation already been removed or altered? No Yes
- 9. Are there any endangered plant species on site? No Yes
- 10. Have any endangered or threatened species been identified? No Yes

If yes, please explain:

I hereby certify that the statements made in this entire Sphere of Influence Amendment Application are to the best of my knowledge accurate.

PRINT name of person completing this application	Date
Signature	email
Address	Phone Number

MAP & GEOGRAPHIC DESCRIPTION REQUIREMENTS

Map and geographic descriptions should meet LAFCO and State Board of Equalization (BOE) requirements; listed below:

1. The map & geographic description shall be prepared by a Registered Civil Engineer or a Licensed Land Surveyor.
2. First submittal shall be digital. Once the map and geographic description have been reviewed and determined to be definite and certain you may submit four (4) copies.
3. Applicable fees shall be paid by the applicant for County Surveyor Review and BOE filing on or after LAFCO Approval in accordance with their fee schedules.
4. Map and Geographic Description examples are available on our website at <https://napa.lafco.ca.gov/forms#docaccess-2a46c94dc49dab89e9f407edd9b39b9d13760c553ca9c083fee68af7d980f859>.

Written Geographic Description(s) of the Project Area(s):

5. Every written geographic description (a document separate from the maps) must stand on its own without the necessity of reference to any extraneous document; a description that relies solely on the use of secondary references will not be accepted.
6. The geographic description shall:
 - a. State the township and range, section number(s) or rancho(s)
 - b. Have a point of beginning (POB) referenced to a known major geographic position (e.g., section corners, intersection of street centerlines, or the intersection of street centerline and an existing agency boundary at the time of filing). A description will be rejected if the POB refers only to a tract map, a subdivision map or a recorded survey map. It is preferable that the POB be the point of departure from an existing agency boundary (when applicable).
 - c. Be expressed as a specific parcel description in sectionalized land (e.g., “The SW 1/4 of Section 22, T1N, R1W”) or by bearings and distances. When the description is by bearings and distances, all courses shall be numbered and listed individually in a consistent clockwise direction. The description shall not be written in a narrative format. All courses required to close the traverse of the project area must be stated. All curves must be described by direction of concavity. Delta,

arc length, chord, and radius shall be listed, including radial bearings for all points of non-tangency.

7. The written description shall state the acreage for each separate single area (Special Fee Provisions for each single area as defined but the BOE) and a combined total acreage.

Example: "Area A containing 2.50 acres, Area B containing 1.75 acres: Total computed acreage containing 4.25 acres more or less."

8. All information stated on the description must match with the map(s), such as the name of the short title, the point of beginning, the course numbers, all the bearings and distances, and the acreage(s).

Map(s)

9. All maps shall be professionally and accurately drawn or copied. Rough sketches or pictorial drawings will not be accepted. Assessor's parcel maps will not be accepted as a substitute for the project map.
10. Original or copies of the same size project map must be submitted. Reduced maps are not acceptable and will be rejected.
11. A vicinity map shall be included. The vicinity map shall show the location of the existing sphere in relationship to a larger geographic area that includes major streets and highways or other physical features.
12. Any portion of an existing agency boundary in close proximity to the project area shall be shown and identified.
13. Every map must clearly show all existing streets, roads and highways with their current names that are within and adjacent to the project area. Additionally, every map shall indicate each township and range, section lines and numbers, or ranchos that are in proximity of the project area.
14. Every map shall bear a scale and a north arrow. The point of beginning shall be clearly shown and match the written geographic description.
15. The boundaries of the project area shall be distinctively delineated on each map without masking any essential geographic or political features. The boundaries of the project area must be the most predominant line on the map. Boundary lines that are delineated by a line that exceeds 1.5 millimeter in width will be rejected by the BOE. The use of graphic tape or broad tip marking pens to delineate the boundary is not acceptable.
16. All dimensions needed to plot the boundaries must be given on the map of the project area. Each map shall have numbered courses matching the written geographic description. Index tables may be utilized.

17. All parcels within the project area that touch the new boundary shall be clearly labeled with the assessor's parcel number. Interior parcels that do not touch the boundary need not be identified on the map.
18. If the project area has an interior island(s) of exclusion or the boundary has a peninsula of exclusion (or inclusion), that area(s) should be shown in an enlarged drawing.
19. When it is necessary to use more than one map sheet to show the boundaries of the project area, the sheet size should be uniform. A small key map giving the relationship of the several sheets shall be furnished. Match lines between adjoining sheets must be used. While the geography on adjoining sheets may overlap, the project boundaries must stop at the match lines.

APPLICANT CAMPAIGN CONTRIBUTION DISCLOSURE FORM

LAFCOs are subject to the campaign disclosure provisions detailed in Government Code §84308, and the Regulations of the Fair Political Practices Commission (FPPC), §18438.1.

Please carefully read the following information to determine if the provisions apply to you. If you determine that the provisions are applicable, the Campaign Contribution Disclosure Form must be completed and returned to Napa LAFCO with your application.

1. No LAFCO commissioner shall accept, solicit, or direct a contribution of more than \$500 from any party, participant, or agent thereof while a Commission proceeding is pending, and for 12 months subsequent to the date a final decision is rendered by LAFCO. This prohibition commences when your application has been filed, or the proceeding is otherwise before the Commission for its decision or other action.
2. A party to a LAFCO proceeding shall disclose on the record of the proceeding any contribution of more than \$500 made to any commissioner by the party, or agent, during the preceding 12 months. No party to a LAFCO proceeding, or agent, shall make a contribution to a commissioner during the proceeding and for 12 months following the date a final decision is rendered by LAFCO.
3. Prior to rendering a decision on a LAFCO proceeding, any commissioner who received a contribution of more than \$500 within the preceding 12 months from any party or participant to a proceeding shall disclose that fact on the record of the proceeding. A commissioner shall be disqualified from participating in a proceeding if they willfully or knowingly received a contribution of more than \$500 in the preceding 12 months from a party or a party's agent, or from a participant or participant's agent if the commissioner knows or has reason to know that the participant has a financial interest in the decision. However, if any commissioner receives a contribution that otherwise would require disqualification, and returns the contribution within 30 days from the time the commissioner makes any decision, or knows, or should have known, about the contribution and the relevant proceeding, whichever comes last, that commissioner shall be permitted to participate in the proceeding.

To determine whether a campaign contribution of more than \$500 has been made by you or your agent to a commissioner within the preceding 12 months, all contributions made by you or your agent during that period must be aggregated. (The contributions of an agent are not aggregated with contributions from a party or participant and are counted separately.) Names of current LAFCO commissioners are available at <https://napa.lafco.ca.gov/commission-roster>. If you have questions about Government Code §84308, FPPC regulations, or the Campaign Disclosure Form, please contact Napa LAFCO at 1754 Second Street, Suite C, Napa, CA 94559, (707) 259-8645.

FINANCIAL DISCLOSURE FORM

Proposed change(s) of organization:

Name and address of any party, participant, or agent who has contributed more than \$500 to any commissioner within the preceding 12 months:

- 1. _____
- 2. _____
- 3. _____

Date and amount of contribution:

Date: _____	Amount \$ _____
Date: _____	Amount \$ _____

Name of commissioner to whom contribution was made:

- 1. _____
- 2. _____

I certify that the above information is provided to the best of my knowledge.

Printed Name: _____

Signature: _____

Date: _____	Phone: _____
-------------	--------------

FEE SCHEDULE

All fees shall be paid prior to the acceptance of an application for processing. All fees should be submitted to LAFCO as a separate check to each of the agencies listed below:

1. LAFCO Processing Fee & Environmental Fee
2. Public Works Department Fee
3. Board of Equalization Filing Fee

Where indicated below, the fees are an initial deposit toward the actual cost of processing an application. The applicant shall enter into an agreement to provide for reimbursement to LAFCO for the actual costs of processing an application. A refund shall be issued for any portion of the fee not used for processing. When deposited fees are expended and additional fees are required, the applicant shall be notified by the Executive Officer or the Commission Clerk to pay an additional deposit amount not exceeding the initial deposit. The proposal shall be suspended until such additional funds are deposited with the LAFCO Clerk. Napa LAFCO's current fully burdened hourly rate for staff time is \$196.44 per hour. The Commission's current fee schedule is available at: <https://napa.lafco.ca.gov/forms#docaccess-294a7c304fd7987b2fcecfd55298d5db21948f27f6066b12d63ffa72ce626d09>.

Other Charges

In addition to the fees specified herein, the Executive Officer may charge an applicant/appellant for the actual costs that are incurred as a result of processing a proposal that are not covered in the Commission's fee schedule. An applicant/appellant may appeal the decision of the Executive Officer in writing. Such an appeal will be presented to the Commission at its next meeting.

Refunds for withdrawn applications shall be based on an estimate by the Executive Officer of the total costs incurred in processing the application up to the date of the withdrawal request.

Fee Waiver

The Commission, as per Government Code §56383, may waive or reduce fees upon finding that payment of fees would be detrimental to the public interest. Requests for fee waiver must be submitted in writing to the Commission, and there is a \$500 fee. The waiver will be considered at a public meeting of the Commission.

FEE SCHEDULE WORKSHEET

If you need help in determining your fees, please contact LAFCO staff for assistance at (707) 259-8645.

1. Check made payable to *Napa LAFCO*:

Sphere of Influence Fee:	_____
	\$
Environmental Fees	_____
	\$
County Clerk Recorder Filing Fee	_____
	\$
Other Fees:	_____
	\$
TOTAL	_____
	\$

COST ACCOUNTING AGREEMENT

Applicant: _____

Mailing Address: _____

Telephone: _____

E-mail Address: _____

The cost of processing an application may exceed the initial deposit required. In order to recover any additional costs associated with processing your application, LAFCO has found it necessary to implement a provision of the Fee Schedule that provides full cost recovery for processing an application.

I, _____, the landowner and/or responsible Applicant, agree to pay the actual costs pursuant to the Fee Schedule incorporated by reference hereto, plus copying charges and related expenses incurred in the processing of this application. I also understand that if payment on any invoices or billings transmitted prior to final action is not paid within thirty (30) days, I agree that processing of my application may be suspended until payment is received.

In order to implement the cost accounting provisions, please sign and date this statement indicating your agreement to the cost accounting procedure agreement. This signed agreement is required for your application to be accepted for processing. Checks may be made payable to Napa LAFCO and delivered or mailed to the LAFCO Office at 1754 Second Street, Suite C, Napa, CA 94559. If you have questions regarding your application, please contact the LAFCO Office at (707) 259-8645.

Applicant Signature

Date

Applicant Signature

Date

Applicant Signature

Date



A Tradition of Stewardship
A Commitment to Service

ATTACHMENT 4
County Executive Office

1195 Third St.
Suite 310
Napa, CA 94559
www.NapaCounty.gov

Main: (707) 253-4421
Fax: (707) 253-4176

Ryan J. Alsop
Chief Executive Officer

County of Napa

Office of the County Executive
1195 Third Street, Suite 310
Napa, CA 94559

February 26, 2026

Napa County Local Agency Formation Commission
c/o Executive Officer
1030 Seminary Street, Suite B
Napa, CA 94559

Subject: Request to Extend Municipal Service Review and Sphere of Influence Study on Fire Services through December 31, 2025

Dear Chair and Commissioners:

On behalf of the County of Napa, we respectfully request that the ongoing Municipal Service Review (MSR) and Sphere of Influence (SOI) study on Fire Services incorporate service, operational, and financial data through December 31, 2025.

As part of the current review, the Cities of Calistoga and St. Helena received updated Community Risk Assessments and Standards of Cover analyses. However, the County of Napa, the City of Napa, and the City of American Canyon are presently represented in the study by assessments and master planning documents that date back to 2023 and in the case of Napa County data utilized through the end of 2022. Since that time, significant operational, organizational, technological, and financial changes have occurred that materially affect service delivery, response performance, and long-term planning assumptions of these fire departments.

For example, the County has implemented changes in dispatch practices, including the integration of Tablet Command for apparatus response. This technology has streamlined notification processes, improved situational awareness, and measurably reduced turnout and responses times across the Napa County Fire Department.

These improvements directly impact performance metrics, deployment modeling, and risk analysis assumptions that are foundational to the MSR. A current review of the 2023 Long Range Master Plan shows over 70% of recommendations completed, highlighting the significant work performed by fire department personnel.

In addition to dispatch modernization, the County has advanced wildfire mitigation investments, restructured elements of fire operations, strengthened mutual and automatic aid coordination, and continued to align service delivery with fire standards. These changes collectively alter both baseline performance data and forward-looking planning assumptions.

An MSR and SOI study must serve as a durable planning document that informs governance, boundary determinations, and service expectations for years to come. A report relying on a varied date range of data risks becoming irrelevant and inactionable at the time of adoption. Incorporating data through the end of 2025 will ensure the Commission's findings and determinations accurately reflect current service realities, operational capacity, and regional coordination practices.

We recognize the importance of timely completion of the study and stand ready to assist staff in providing updated documentation, performance metrics, financial data, and narrative context necessary to efficiently integrate 2025 information. Our goal is to ensure that LAFCO's final product is comprehensive, accurate, and positioned to guide thoughtful policy decisions.

Thank you for your consideration of this request and for your continued partnership in supporting effective and sustainable local government services throughout Napa County.

Respectfully submitted,



Ryan J. Alsop
Chief Executive Officer
County of Napa

CC:

- Jason Holley - American Canyon City Manager
- Geoff Beleya - American Canyon Fire Protection District Chief
- Mitchell Celaya - Calistoga City Manager
- Jed Matcham - Calistoga City Fire Chief
- Matt Ryan – Napa County Fire Chief
- Steve Potter – Napa City Manager
- Zach Currens – Napa City Fire Chief
- Anil Comelo - St. Helena City Manager
- Jon Sorenson – St. Helena City Fire Chief