



## Local Agency Formation Commission of Napa County

Subdivision of the State of California

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

■ Beth Painter, Chair ■ Belia Ramos, Vice Chair ■ Anne Cottrell ■ Paul Dohring ■ Kenneth Leary  
■ Joelle Gallagher, Alternate ■ Eve Kahn, Alternate ■ David Oro, Alternate

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

### REGULAR MEETING AGENDA

Monday, April 6, 2026, 2:00PM

**County of Napa Administration Building**  
1195 Third Street, Board Chambers, 3<sup>rd</sup> Floor  
Napa, California 94559

1. **CALL TO ORDER BY CHAIR; ROLL CALL**

2. **PLEDGE OF ALLEGIANCE**

3. **DISCLOSURES UNDER POLITICAL REFORM ACT / LEVINE ACT**

4. **APPROVAL OF AGENDA**

The Chair will consider approving the Agenda as prepared by the Executive Officer with any requests to remove or rearrange items by members of the Commission or staff.

5. **PUBLIC COMMENTS**

The public may address the Commission concerning any matter not on the Agenda. The Commission is prohibited from discussing or taking action on any item not appearing on the posted Agenda.

6. **CONSENT ITEMS**

**Action Items:**

- a) [Approval of Meeting Minutes](#): February 2, 2026 Regular Meeting
- b) [Approval of Amendment to Office Lease Agreement](#)

**Receive Report for Information Only:**

- c) [Current and Future Proposals](#)
- d) [CALAFCO Quarterly Report](#)
- e) [Digital Accessibility Requirements and April 2026 Deadline](#)

7. **ACTION ITEMS**

Items calendared for action do not require a public hearing before consideration by the Commission. Applicants may address the Commission. Any member of the public may provide comments on an item.

- a) [Overview of Municipal Service Reviews and Spheres of Influence and Consider Establishing an Ad Hoc Subcommittee](#)

The Commission will receive a report summarizing the purpose and process for Municipal Service Reviews and Spheres of Influence, 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.

**8. PUBLIC HEARING ITEMS**

Any member of the public may address the Commission with respect to a scheduled public hearing item.

a) **Napa Sanitation District Sphere of Influence Update**

The Commission will receive a Napa Sanitation District Sphere of Influence Update consistent with the adopted Work Program. The Commission will consider adopting a resolution confirming the determinative statements in the report and amending the District's sphere to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area. The recommended sphere amendments would be exempt from the California Environmental Quality Act.

b) **Consider Proposed Budget for Fiscal Year 2026-27**

The Commission will consider adopting a resolution to approve a proposed budget for the 2026-27 fiscal year. The recommended actions are for the Commission to do the following: (1) adopt the proposed budget by resolution; (2) direct staff to circulate the proposed budget for public review and comment; and (3) direct the Budget Committee to return with recommendations for a final budget for adoption at a noticed public hearing on June 1, 2026.

c) **Appointment of Public Member for Term: 2026-2030**

The current four-year term for Public Member Kenneth Leary expires on May 4, 2026. The city and county members of the Commission will consider making an appointment or reappointment involving the Public Member position for a new four-year term expiring in May 2030. Four candidates applied: Kenneth Leary; Jeffrey Crosswhite; Dalton Goo; and Alex Russ.

**9. EXECUTIVE OFFICER REPORT**

**10. COMMISSIONER COMMENTS/REQUESTS FOR FUTURE AGENDA ITEMS**

**11. ADJOURNMENT TO NEXT SCHEDULED MEETING**

Monday, June 1, 2026, at 2:00 P.M. at the Napa County Board of Supervisors Chambers, located at 1195 Third Street, 3rd floor, Napa, CA 94559.

## MEETING INFORMATION

**AGENDA ITEMS:** The Commission may reschedule items on the Agenda. The Commission will generally hear uncontested matters first, followed by discussions of contested matters, and staff announcements in that order.

**CONDUCT OF HEARINGS:** A contested matter is usually heard as follows: (1) discussion of the staff report and any related environmental document(s); (2) testimony of proponent; (3) public testimony; (4) rebuttal by proponent; (5) provision of additional clarification by staff as required; (6) close of the public hearing; (7) Commission discussion and Commission vote.

**ADDRESSING THE COMMISSION:** The Local Agency Formation Commission (LAFCO) of Napa County welcomes and encourages participation in its meetings. Any person who wishes to address the Commission should move to the front of the chambers when an item is called and, when recognized by the Chair, state their name, address, and affiliation. Please attempt to make your statements concise and to the point. It is most helpful if you can cite facts to support your contentions. Groups of people with similar viewpoints should appoint a spokesperson to represent their views to the Commission. The Commission appreciates your cooperation in this matter.

**PUBLIC COMMENT TIME LIMITS:** The Commission will hear public comment prior to the consideration of any item. (1) A principal proponent will be allowed up to a 5-minute statement; (2) other proponents will be allowed up to a 3-minute statement; (3) opponents are allowed up to a 3-minute statement with the exception of spokespersons for any group who shall be permitted up to 5-minutes; (4) the principal proponent shall have up to a 3-minute rebuttal; (5) staff will provide clarification, as required.

**SUBMITTING WRITTEN COMMENTS TO BE READ AT THE MEETING:** Any member of the public may submit a written comment to the Commission before the meeting by email to [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or by mail to Napa LAFCO at 1754 Second Street, Suite C, Napa, CA 94559-2450. If you are commenting on a particular item on the Agenda, please identify the Agenda item number and letter. Any comments of 500 words or less (per person, per item) will be read into the record if: (1) the subject line includes “COMMENT TO COMMISSION – PLEASE READ”; and (2) it is received by the Commission prior to the deadline of **Friday, April 3, 2026, at 12:00 P.M.**

**SUBMITTING SUPPLEMENTAL WRITTEN COMMENTS:** Any member of the public may submit supplemental written comments to the Commission, beyond the 500-word limit for comments read into the record, and those supplemental written comments will be made a part of the written record.

**VOTING:** A quorum consists of three members of the Commission. No action or recommendation of the Commission is valid unless a majority of the quorum of the Commission concurs therein.

**OFF AGENDA ITEMS:** Matters under the jurisdiction of the Commission and not on the posted Agenda may be addressed by the public under “Public Comments” on the Agenda. The Commission limits testimony on matters not on the Agenda to 500-words or less for a particular subject. The Commission cannot take action on any unscheduled items.

**SPECIAL NEEDS:** Meetings are accessible to persons with disabilities. Requests for assistive listening devices or other considerations should be made 72 hours in advance through LAFCO staff at (707) 259-8645 or [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov).

**POLITICAL REFORM ACT:** Pursuant to Government Code Sections 56700.1 and 81000 et seq., any person or combination of persons who directly or indirectly contributes \$1,000 or more or expends \$1,000 or more in support of or in opposition to a change of organization or reorganization that will be, or has been, submitted to LAFCO must comply, to the same extent as provided for local initiative measures, with reporting and disclosure requirements of the California Political Reform Act of 1974. Additional information can be obtained by contacting the Fair Political Practices Commission. Pursuant to Government Code Section 84308, if you wish to participate in the proceedings indicated on this Agenda, you or your agent is prohibited from making a campaign contribution of \$500 or more to any Commissioner or Alternate Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCO and continues until 12 months after a final decision is rendered by LAFCO. If you or your agent has made a contribution of \$500 or more to any Commissioner or Alternate Commissioner during the 12 months preceding the decision, that Commissioner or Alternate Commissioner must disqualify themselves from the decision in the proceeding. However, disqualification is not required if the Commissioner or Alternate Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings.

**MEETING MATERIALS:** Any writings or documents provided to a majority of the members of the Commission regarding any item on this Agenda after the posting of the Agenda and not otherwise exempt from disclosure will be made available for public review at [www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov) or by contacting LAFCO staff at [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or call the LAFCO office at (707) 259-8645. If supplemental materials are made available to the members of the Commission at the meeting, a copy will be available for public review at [www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov). Staff reports are available online at <https://napa.lafco.ca.gov/2024-staff-reports> or upon request to LAFCO staff at [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or call the LAFCO office at (707) 259-8645.

**VIEWING RECORDING OF MEETING:** The Commission's meeting will be recorded. Members of the public may access the meeting and other archived Commission meetings by going to <https://napa.lafco.ca.gov/commission-meetings>. Please allow up to one week for production time. Meetings are also broadcast on Napa TV on the second and fourth Tuesdays of each month at 8pm and second and fourth Wednesdays at 1pm (<http://napavalleytv.org/channel-28>).

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**Agenda Item 6a (Consent/Action)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Charlie Gray, Commission Clerk *CG*

**MEETING DATE:** April 6, 2026

**SUBJECT:** Approval of Meeting Minutes: February 2, 2026 Regular Meeting

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**SUMMARY AND RECOMMENDATION**

This is a consent item for formal action. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair.

The Commission will consider approving the draft meeting minutes prepared by staff for the February 2, 2026 regular meeting, included as Attachment 1.

Staff recommends approval of draft meeting minutes.

**ATTACHMENT**

- 1) Draft Minutes for February 2, 2026 Regular Meeting

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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*



**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
REGULAR MEETING MINUTES OF MONDAY, FEBRUARY 2, 2026**

**1. WELCOME AND CALL TO ORDER; ROLL CALL**

Chair called the regular meeting of February 2, 2026 to order at 2:03 PM.

At the time of roll call, the following Commissioners and staff were present:

Regular Commissioners	Alternate Commissioners	Staff
Beth Painter, Chair	Joelle Gallagher	Brendon Freeman, Executive Officer
Belia Ramos, Vice Chair	Eve Kahn	Gary Bell, Commission Counsel
Anne Cottrell	David Oro	Stephanie Pratt, Staff Analyst
Paul Dohring		Charlie Gray, Commission Clerk
Kenneth Leary		

**2. PLEDGE OF ALLEGIANCE**

Chair Painter invited Commissioner Leary to lead the Pledge of Allegiance.

**3. DISCLOSURES UNDER POLITICAL REFORM ACT/LEVINE ACT**

Commissioner Cottrell reported that she had exchanged emails with Elaine de Man on the subject of the St. Helena MSR.

**4. OATH OF OFFICE FOR NEW COMMISSION CLERK**

Commission Counsel Bell administered an Oath of Office for new Commission Clerk Charlie Gray.

**5. APPROVAL OF AGENDA**

The Chair approved the Agenda as prepared by the Executive Officer with any requests to remove or rearrange items by members of the Commission or staff.

Upon motion by Commissioner Dohring and second by Commissioner Cottrell, the Commission unanimously adopted the adjusted agenda by the following vote:

**VOTE:**

**AYES: PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**

**NOES: NONE**

**ABSENT: NONE**

**ABSTAIN: NONE**

**6. PUBLIC COMMENTS**

Chair Painter invited members of the audience to provide public comment. No comments were received.

**7. CONSENT ITEMS**

**Action Items:**

- a) **Approval of Meeting Minutes: August 4, 2025 Regular Meeting**
- b) **Approval of Meeting Calendar for 2026**
- c) **Direction for Public Member Recruitment Procedure**

**Receive Report for Information Only:**

- d) **Current and Future Proposals**
- e) **2026 CALAFCO Annual Conference Report**
- f) **Legislative Report for 2025**
- g) **Second Quarter Budget Report for Fiscal Year 2025-26**
- h) **Chair Rotation for 2026**
- i) **Expiring Commissioner Terms in 2026**
- j) **Best Practices for Drinking Water Municipal Service Reviews**
- k) **Update on Unincorporated Islands**
- l) **Work Program Update**
- m) **Requirement to Provide Full Text of Brown Act (Government Code section 54952.7)**

Upon motion by Commissioner Dohring and second by Vice Chair Ramos, the Commission unanimously approved the Meeting Calendar of for 2026 by the following vote:

**VOTE:**

**AYES:** **PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**  
**NOES:** **NONE**  
**ABSENT:** **NONE**  
**ABSTAIN:** **NONE**

**8. SPECIAL PRESENTATION: CALAFCO Executive Director Michelle McIntyre**

The Commission received a presentation from CALAFCO Executive Director Michelle McIntyre with information regarding upcoming events such as a special vote for associate members, a LAFCO 101 information session, and the upcoming workshop and conference. Commissioner Ramos suggested having Napa LAFCO's CALAFCO membership submitted as a budgetary item in April, to which Executive Officer Freeman agreed.

**9. ACTION ITEMS**

**a) Financial Audit for Fiscal Year Ending June 30, 2025**

The Commission received a "clean" financial audit as presented by Tracy Schulze and prepared by Brown Armstrong for the fiscal year ending June 30, 2025.

Chair Painter invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Ramos and second by Commissioner Cottrell, the Commission unanimously received and filed the Financial Audit for Fiscal Year Ending June 30, 2025, by the following vote:

**VOTE:**

**AYES:** **PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**  
**NOES:** **NONE**  
**ABSENT:** **NONE**  
**ABSTAIN:** **NONE**

**b) Proposed Penny Lane No. 7 Reorganization and Associated CEQA Findings**

The Commission considered a proposal for the annexation of one parcel totaling .9 acres in size to the City of Napa along with concurrent detachment of the affected territory from County Service Area No. 4.

Chair Painter invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Cottrell and second by Commissioner Dohring, the Commission unanimously approved the proposed Penny Lane Annexation.

**VOTE:**

**AYES:** PAINTER, RAMOS, COTTRELL, DOHRING, LEARY  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

**c) Proposed Amendment to Contract with RSG Relating to the City of St. Helena Municipal Service Review**

The Commission received a proposed amendment to consultant RSG's contract relating to the City of St. Helena Municipal Service Review. This action was to request that the Commission allocate an additional \$19,000 to the previously established contract, in order for RSG to provide requested additional analysis to ensure the MSR produces meaningful and defensible outcomes.

Chair Painter opened the floor for public comments at 3:03pm.

Tim Hall: St. Helena resident wanting to support renewed public interest in comprehensive S.O.I. and to emphasize including areas currently located outside of St. Helena boundaries.

Elaine de Man: St. Helena resident wanting to lend her full support of an S.O.I. in hopes of future annexation.

Anil Comelo: City Manager of St. Helena, wanting to lend his support to the M.S.R. process and to explain internal staffing issues that led to delays. Emphasized that SOI should be rational and include parcels that are already supported by the city.

Chair Painter closed the public comments at 3:19pm.

Commissioners discussed the delays with the MSR as well as how much of the budget has already been utilized by RSG before concluding that policy indicates there should be no mention of the SOI. at this stage in the process. The Commission directed staff to modify the proposed amendment to remove mention of a Sphere of Influence and to be more consistent with LAFCO policy. The amendment does not need to be brought back to the Commission as long as the Chair is involved with the process.

Upon motion by Vice Chair Ramos and second by Commissioner Leary, the Commission unanimously approved the action item by the following vote:

**VOTE:**

**AYES:** **PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**  
**NOES:** **NONE**  
**ABSENT:** **NONE**  
**ABSTAIN:** **NONE**

**d) Consider Approval of Amendments to the Policy on Spheres of Influence and the Policy of Executive Officer Performance Review**

The Commission considered amendments to the Policy on Spheres of Influence the update to represent a more streamlined process and user-friendly application packet that includes additional areas of alignment with City and County planning measures.

The amendments to the Policy of Executive Officer Performance Review are intended to be aligned with Napa County Human Resources rules and best practices.

The Commission approved the proposed amendments to both Napa LAFCO policy on Spheres of Influence and the Executive Officer Performance Review.

Upon motion by Commissioner Dohring and second by Vice Chair Ramos, the Commission unanimously approved the action item by the following vote:

**VOTE:**

**AYES:** **PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**  
**NOES:** **NONE**  
**ABSENT:** **NONE**  
**ABSTAIN:** **NONE**

**e) Consider Ad Hoc Subcommittee Appointments**

The Commission considered the membership of its ad hoc Fiscal Year 2026-27 Budget Committee, ad hoc Legislative Committee, ad hoc Policy Committee, and ad hoc islands committee. Commissioner Dohring and Commissioner Leary volunteered for the Budget Committee. Alternate Commissioner Oro and Alternate Commissioner Kahn volunteered for the Legislative Committee. Vice Chair Ramos and Alternate Commissioner Gallagher volunteered for the Policy Committee. Having fulfilled its mandate, the Islands Committee has been dissolved.

Chair Painter invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Cottrell and second by Commissioner Ramos, the Commission unanimously appointed (1) Commissioners Dohring and Leary to the Budget Committee, (2) Commissioners Oro and Kahn to the Legislative Committee, (3) Vice Chair Ramos and Commissioner Gallagher, and (4) the dissolution of the Islands Committee by the following vote:

**VOTE:**

- AYES:** **PAINTER, RAMOS, COTTRELL, DOHRING, LEARY**
- NOES:** **NONE**
- ABSENT:** **NONE**
- ABSTAIN:** **NONE**

**8. EXECUTIVE OFFICER REPORT**

Executive Officer Freeman delivered a summary at the start of the meeting regarding recent events with Napa LAFCO, with most topics covered during the meeting. Bullet point summaries were offered to anyone interested.

**9. COMMISSIONER COMMENTS/REQUESTS FOR FUTURE AGENDA ITEMS**

**10. ADJOURNMENT at 4:15 PM TO NEXT SCHEDULED MEETING**

Monday, April 6, 2026, at 2:00 P.M. at the Napa County Board of Supervisors Chambers, located at 1195 Third Street, 3rd floor, Napa, CA 94559.

ATTEST:

\_\_\_\_\_  
Beth Painter, LAFCO Chair

\_\_\_\_\_  
Brendon Freeman, Executive Officer

Prepared by:

\_\_\_\_\_  
Charlie Gray, Commission Clerk



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**Agenda Item 6b (Consent/Action)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** April 6, 2026

**SUBJECT:** Proposed Amendment to Lease Agreement with Landlord Joseph Keebler

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**SUMMARY AND RECOMMENDATION**

This is a consent item for formal action. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair.

The Commission's existing contract with Joseph Keebler for office space at 1754 2<sup>nd</sup> Street, Suite C, Napa, CA 94559 is scheduled to expire on July 31<sup>st</sup>, 2026. Keebler (hereinafter "Lessor") has submitted an amendment to the existing contract to extend it by five more years, from July 31<sup>st</sup>, 2026 to July 31<sup>st</sup>, 2031, included as Attachment 1. The monthly rent during this period would be \$2,425 from August 1<sup>st</sup>, 2026 until July 31<sup>st</sup>, 2027; \$2,500 from August 1<sup>st</sup>, 2027 to July 31<sup>st</sup>, 2028; \$2,575 from August 1<sup>st</sup>, 2028 to July 31<sup>st</sup>, 2029; \$2,650 from August 1<sup>st</sup>, 2029 to August 1<sup>st</sup>, 2030; and \$2,725 from August 1<sup>st</sup>, 2030 to July 31<sup>st</sup>, 2031. In all other respects, the lease shall remain unchanged. With all of this in mind, staff recommends the Commission approve the proposed lease amendment, which would involve authorizing the Executive Officer to sign this amendment.

**ATTACHMENT**

- 1) Proposed Amendment to Contract with Joseph Keebler

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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*


**Amendment to Lease**  
1754 Second Street Suite C  
Napa, CA 94558

This amendment to lease is entered into on this day, 16 of May, 2025, by and between Joseph Keebler and David Meyers (hereinafter "Lessor") and LAFCO of Napa County (hereinafter "Lessee") subject to the following terms and conditions:

1. Lessor and Lessee entered into a standard multi-tenant office lease on May 27, 2021.
2. Lessor and Lessee hereby agree to amend the May 27, 2021 lease as follows:
  - a) The term shall be extended by five years from July 31, 2026 to July 31, 2031
  - b) The monthly rent during that five year extension shall be \$2425 from August 1, 2026 until July 31, 2027; \$2500 from August 1, 2027 until July 31, 2028; \$2575 from August 1, 2028 until July 31, 2029; \$2650 from August 1, 2029 until July 31, 2030; and \$2725 from August 1, 2030 to July 31, 2031.
3. In all other respects, the May 27, 2021 lease shall remain unchanged and in full force and effect.

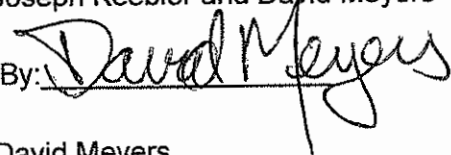
Agreed.

LAFCO

By: 

Brendan Freeman  
Executive Officer

Joseph Keebler and David Meyers

By: 

David Meyers  
Managing Co-owner



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**Agenda Item 6c (Consent/Information)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Stephanie Pratt, Staff Analyst *SP*

**MEETING DATE:** April 6, 2026

**SUBJECT:** Current and Future Proposals

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**SUMMARY**

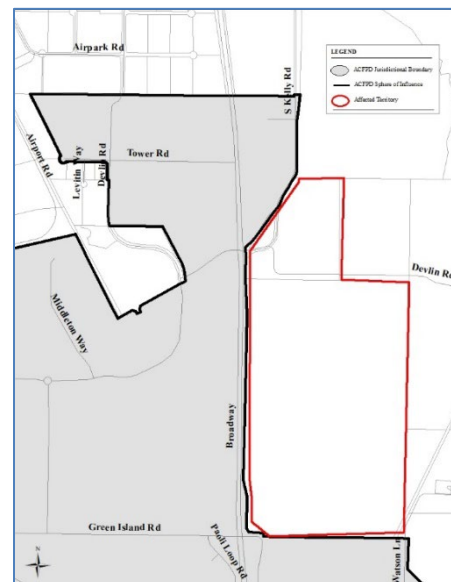
This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

This report summarizes all current and future boundary change proposals. There is currently one active proposal on file and two anticipated new proposals that are expected to be submitted in the future. A summary follows.

***Active Proposals***

**Hess-Laird Sphere of Influence (SOI) Amendments and Annexations to the City of American Canyon and the American Canyon Fire Protection District (ACFPD)**

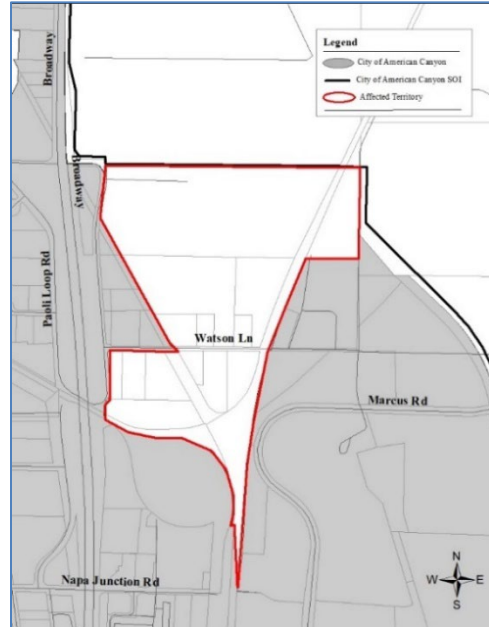
The landowners of two unincorporated parcels have submitted an application for concurrent SOI amendments and annexations involving the City of American Canyon and ACFPD. The parcels total approximately 282 acres in size and are identified as APNs 057-090-065 and 057-090-066. Commission action on the SOI amendment requests and annexations is anticipated for June 1, 2026.



### Anticipated Proposals

#### Paoli Loop/Watson Lane Annexation to the City of American Canyon

The City of American Canyon has submitted a notice of intent to annex 16 parcels and a portion of railroad totaling approximately 83 acres of unincorporated territory to the City of American Canyon. The area is located within the City's SOI near Watson Lane and Paoli Loop and identified as APNs 057-120-014, -015, -017, -028, -034, -036, -041, -045, -047, -048, -049, -050, & -051, 057-180-014 & -015, and 059-020-036. The purpose of annexation is to allow development of the area for industrial and residential purposes as well as help facilitate the extension of Newell Drive to South Kelly Road. The City of American Canyon, as lead agency under CEQA, certified a Final Environmental Impact Report for the Paoli/Watson Lane Annexation Project. It is anticipated a complete application for annexation will be submitted in the foreseeable future with possible Commission action as early as June 1, 2026.



#### Materials Diversion Facility Annexation to the City of Napa

Staff from the City of Napa has inquired about annexation of approximately 2.9 acres of unincorporated territory comprising a portion of a parcel owned identified as APN 057-090-060. The purpose of annexation is to expand the City's existing materials diversion facility operations. The property is located outside the City of Napa's SOI and in proximity to the City of American Canyon's boundary. Annexation to the City of Napa is allowed given the property is owned by the City and will be used by the City for municipal purposes.<sup>1</sup> It is anticipated a proposal for annexation will be submitted in the future, but there is no immediate timetable.



<sup>1</sup> See [California Government Code §56742](#).



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**Agenda Item 6d (Consent/Information)**

**TO:** Local Agency Formation Commission  
**PREPARED BY:** Stephanie Pratt, Staff Analyst *SP*  
**MEETING DATE:** April 6, 2026  
**SUBJECT:** CALAFCO Quarterly Report

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**SUMMARY**

This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

CALAFCO recently released a Quarterly Report dated March 6, 2026, included as Attachment One, summarizing organizational progress and upcoming initiatives. Notably, the update highlights governance changes approved at the February Special Business Meeting, which include allowing Executive Officers to serve as voting Board members and eliminating Board “seat type” categories effective with the 2026 election cycle. Additionally, Executive Director Michelle McIntyre reported that a CPA has been retained to reorganize the budget structure to ensure fiscal transparency and a realistic budget for FY 2026–27.

The report outlines several key focus areas and upcoming events for 2026:

- **Dues Structure Review:** A discussion regarding the current dues model and its reliance on county population will begin at the May Board Meeting.
- **Legislative Engagement:** Participation is increasing, with the goal of CALAFCO sponsoring legislation starting next year.
- **Educational Events:** The next CALAFCO-U session is scheduled for April, and the 2026 Staff Workshop will be held May 6–8 in Pismo Beach.
- **Operational Goals:** Efforts through May will focus on clearer financial reporting, delivering the Staff Workshop, and exploring website usability improvements.

**ATTACHMENTS**

- 1) CALAFCO Quarterly Report (March 2026)

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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*



# QUARTERLY UPDATE

MARCH 6, 2026

Four months into this role, I want to share where we are and what you should expect next. Since November, the focus has been steady progress – getting our footing, tightening communication, and moving forward without disruption.

## HERE'S WHERE THAT STANDS.

**Board Structure Changes:** At the February Special Business Meeting, members overwhelmingly approved two governance changes: allowing Executive Officers to serve as voting Board members and eliminating Board “seat type” categories. Those changes take effect with the 2026 election cycle. These proposals didn't come out of nowhere. They came from real conversations across the state. When the feedback was consistent, we moved forward.

**Due Structure Review:** Another theme I heard repeatedly is that the current dues model – partially based on county population – may no longer reflect today's realities. There are no changes underway, but we should approach the discussion thoughtfully, starting at the May Board Meeting.

**Legislative Involvement Back in the Forefront:** On the legislative side, engagement is growing. The January Legislative Committee meeting had 38 attendees. That level of participation tells me members want to stay informed and involved. The Legislative Committee has standing meetings scheduled, and member LAFCOs (staff and commissioners) are welcome to attend. I will begin providing more consistent updates on legislation affecting LAFCOs statewide. The goal is to have CALAFCO sponsor legislation that matters starting next year. We're building that foundation now.

**More Fiscal Transparency:** Financial reporting is another area we're tightening up. I recently retained a CPA to help reorganize and simplify our budget structure. Beginning in May, the Board will start receiving clearer budget-to-actual reports. The goal is simple: clean data and a realistic FY 2026-27 budget.

## **Educational Events are a Pillar for CALAFCO:**

Education and engagement remain strong. CALAFCO-U continues to draw solid participation, and the next session is scheduled for April. The 2026 Staff Workshop will take place May 6-8 in Pismo Beach. We've built time into the program for substantive governance conversations and practical operational discussions – the kind most useful once everyone is back home.

**LAFCO Outreach:** I've also continued meeting with LAFCOs, both members and nonmembers, to listen and share updates. Those conversations matter. They help ensure that CALAFCO's direction reflects what's happening on the ground. If your Commission would like a visit or an update, I'm always happy to connect

**SO, WHAT'S NEXT:** Between now and May, our focus is straightforward:

- 1) Implement clearer financial reporting.
- 2) Deliver a strong Staff Workshop.
- 3) Explore *practical* website improvements that improve usability and organization.

CALAFCO is in a good place. Now it's about doing the work well and doing it consistently. As always, I welcome your thoughts.

Michelle McIntyre



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

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

---

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

---

**Agenda Item 6e (Consent/Information)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Stephanie Pratt, Staff Analyst *SP*

**MEETING DATE:** April 6, 2026

**SUBJECT:** Digital Accessibility Requirements and April 2026 Deadline

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**SUMMARY**

This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

The U.S. Department of Justice has updated Title II of the Americans with Disabilities Act, mandating that state and local government digital services, websites, and apps comply with WCAG 2.1 Level AA standards by April 24, 2026. This regulation requires adherence to POUR principles—Perceivable, Operable, Understandable, and Robust—for all public-facing digital content. The new rules necessitated immediate, proactive audits and remediation to ensure accessibility for individuals with disabilities.

Staff have researched the best available options and signed a three year contract with DocAccess which is a part of our web host, Streamline. They were both purchased recently by CivicsPlus a larger and reputable partner with many government entities.

Staff has been advised by ACO to use GL Object Code 53115-Subscriptions but look into adding an additional line item number we don't currently have, of 52490-Other Professional Services.

**ATTACHMENT**

- 1) DocAccess Service Agreement FY27-29

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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

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Representative of the General Public

Brendon Freeman  
*Executive Officer*

✓ Agreement was successfully signed by Stephanie Pratt on March 9, 2026 at 3:22 PM PDT.  
Agreement is in effect until June 30, 2029.



## Accessible Document Service Proposal

Transform Your PDFs into Fully Accessible, Searchable, and Translatable Documents

PREPARED FOR

**Stephanie Pratt**

Staff Analyst

Napa Local Agency Formation  
Commission

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PREPARED BY

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DocAccess by CivicPlus

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(916) 900-6619

# Executive Summary

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**Napa Local Agency Formation Commission** faces a critical deadline for PDF accessibility compliance. After analyzing **2,589** links across its web properties, the DocAccess tool discovered **2,426** documents containing approximately **10,000** pages. With this agreement, DocAccess will ensure **all current and future documents on [napalafco.specialdistrict.org](http://napalafco.specialdistrict.org)** are served in an accessible format. Traditional remediation of all these documents would cost approximately **\$70,000** or could take **42 weeks** of dedicated staff time.

**DocAccess offers an immediate, cost-effective solution at just \$280 per month** – that's **95%** less than traditional remediation in the first year alone, with instant deployment and ongoing compliance.

# The Accessibility Challenge

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Under the Americans with Disabilities Act (ADA) and recent Department of Justice guidelines, all public-facing digital content must be accessible to people with disabilities. This includes:

- ✓ Meeting WCAG 2.1 AA standards for all PDF documents

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- ✓ Providing equal access to information for all users

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- ✓ Avoiding costly lawsuits and compliance penalties

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- ✓ Serving your community's **15-20%** of residents with disabilities

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- ✓ **Supporting Napa County's linguistically diverse residents by making LAFCO documents accessible to households that speak a language other than English at home—including a significant Spanish-speaking community—helps ensure broader participation in local governance (U.S. Census Bureau, American Community Survey).**

# The DocAccess Solution

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DocAccess transforms your existing PDFs into fully accessible documents without changing your files or website structure. Our cloud-based solution provides:



## Instant Accessibility

Automatic conversion to screen-reader compatible HTML with proper semantic structure and WCAG 2.1 AA compliance.



## 250 Language Translation

Real-time translation powered by Google Translate, prioritizing languages spoken in your service area.



## AI-Powered Search & Q&A

Users can search within documents and ask questions in plain language, getting instant answers in their preferred language.



## Live Visual Interpretation

24/7 access to professional interpreters via Aira for users who need additional assistance - included at no extra cost.



## Mobile Optimization

Responsive design ensures perfect viewing on all devices, from smartphones to desktop computers.



## Smart Image Description

AI-generated comprehensive alt-text for all images, charts, maps, and diagrams following WCAG best practices.

# Technical Excellence & Compliance

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DocAccess is built on industry-leading standards and partnerships:

- ✓ Full WCAG 2.1 AA compliance verified by VeraPDF validation
- ✓ Section 508 and ADA Title II & III compliance
- ✓ ISO 14289 (PDF/UA) standard adherence
- ✓ Tested with all major screen readers (JAWS, NVDA, VoiceOver)
- ✓ Regular audits by accessibility experts
- ✓ Continuous improvement through user feedback

# Simple Implementation Process

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## Quick Installation (15 minutes)

1

Add one line of code to your website - similar to Google Analytics. Works with any CMS or platform.

## Automatic Processing (24 hours)

2

DocAccess scans and processes all your PDFs, creating accessible versions without touching your original files.

## Go Live & Stay Compliant

3

Your PDFs are now fully accessible. New documents are processed automatically. Full dashboard for monitoring.



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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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Beth Painter, Chair  
Councilmember, City of Napa

Paul Dohring, Commissioner  
Councilmember, City of St. Helena

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Councilmember, City of American Canyon

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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**

**1754 Second Street · Suite C · Napa, CA 94559**

**707-259-8645 · [www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov) · Policy Amended 2/2/26**

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## INSTRUCTIONS & INFORMATION ON THE LAFCO APPLICATION

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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

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## 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.

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- 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:

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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?

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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

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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

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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: _____
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## FEE SCHEDULE

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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**

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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](http://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



**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 8a (Public Hearing)**

**TO:** Local Agency Formation Commission  
**FROM:** Brendon Freeman, Executive Officer B F  
**MEETING DATE:** April 6, 2026  
**SUBJECT:** Napa Sanitation District Sphere of Influence Update

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**RECOMMENDATION**

It is recommended the Commission take the following actions:

- 1) Open the public hearing and take testimony;
- 2) Close the public hearing; and
- 3) Adopt the Resolution of the Local Agency Formation Commission of Napa County Making Determinations – Napa Sanitation District (NSD) Sphere of Influence (SOI) Update, included as Attachment 1, approving amendments to NSD’s SOI to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area.

**BACKGROUND AND SUMMARY**

The Commission is required to adopt and periodically update each local agency’s SOI consistent with California Government Code (G.C.) section 56425. This process involves the adoption of written determinative statements and possible changes to the affected agency’s SOI. This NSD SOI Update is being conducted consistent with the Commission’s *Policy on Spheres of Influence*, included as Attachment 2.

G.C. section 56430(a) states that in order to prepare and to update spheres of influence in accordance with G.C. section 56425, the Commission shall conduct a service review of the municipal services provided in the area. This SOI Update is based on information collected and evaluated as part of the Commission’s 2020 *Napa Countywide Water and Wastewater Municipal Service Review*, updated in 2021, and available online at:

[napa.lafco.ca.gov/files/f8a4ec2b4/NapaCountywideWaterWastewaterMSR\\_Updated\\_10-4-21.pdf](http://napa.lafco.ca.gov/files/f8a4ec2b4/NapaCountywideWaterWastewaterMSR_Updated_10-4-21.pdf)

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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

In 2015, the Commission completed an SOI Update that involved seven study areas for potential inclusion within, or removal from, NSD's SOI. The report is available online at: [https://napa.lafco.ca.gov/files/528a74c7e/NSD\\_SOI\\_RevisedFinalReport\\_2015.pdf](https://napa.lafco.ca.gov/files/528a74c7e/NSD_SOI_RevisedFinalReport_2015.pdf)

## **DISCUSSION**

The following is a discussion of factors that are relevant to the NSD SOI Update.

### ***Study Areas***

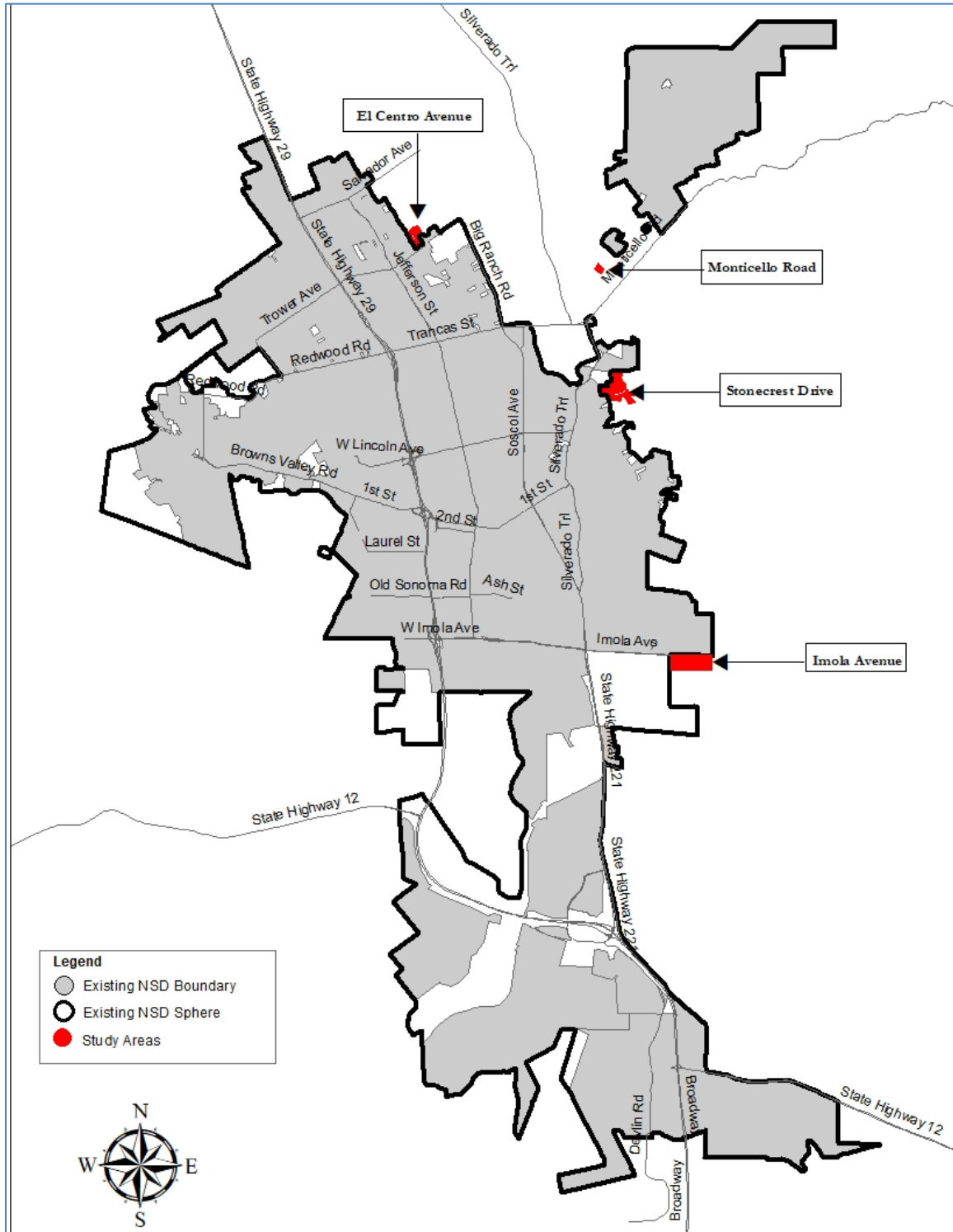
Consistent with local policy, staff consulted with NSD to identify four distinct study areas for possible inclusion within NSD's SOI based on a combination of factors, including:

- Eliminate private septic systems in favor of public sewer service for public health purposes where feasible
- Eliminate pockets or islands of unserved territory surrounded by NSD where their inclusion in NSD's SOI appears logical and orderly
- Recognition of existing NSD outside service agreements (OSAs) for sewer service
- Feasibility of NSD extending service efficiently and effectively

The four study areas are identified by the nearest major road, listed below, and summarized on the following pages along with maps showing their locations:

- El Centro Avenue Study Area
- Monticello Road Study Area
- Stonecrest Drive Study Area
- Imola Avenue Study Area

As part of this item, the Commission will consider adopting a draft resolution amending NSD's SOI to include all four study areas as recommended by staff. However, the Commission may instead choose to amend the resolution to include only the study areas as desired, or affirm the existing SOI with no changes.



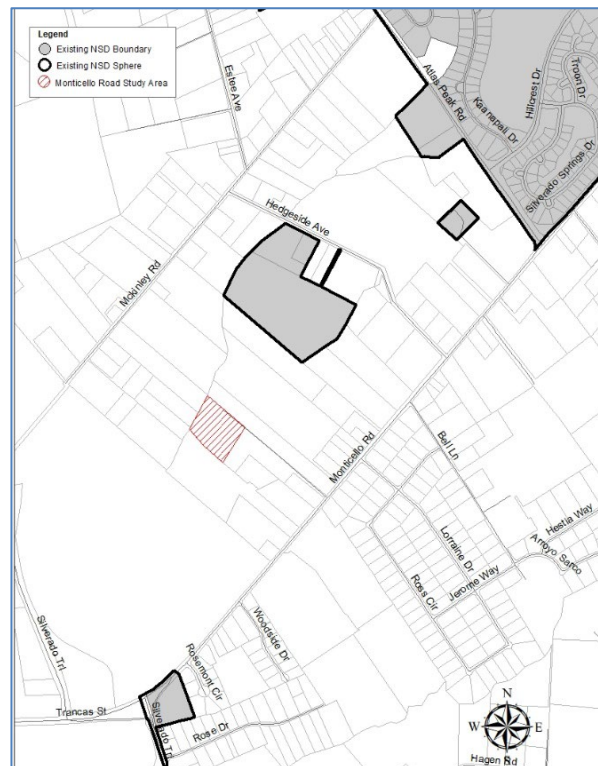
### El Centro Avenue Study Area

The El Centro Avenue Study Area involves seven unincorporated parcels totaling approximately 12.8 acres located between El Centro Avenue and Trower Avenue. The parcels are identified as APNs 038-110-001, 038-110-002, 038-110-022, 038-110-023, 038-110-024, 038-110-034, and 038-110-050. This area is substantially surrounded by NSD's existing SOI and jurisdictional boundary. One property located at 1089 El Centro Avenue is already served by NSD via outside service agreement. Present and planned land uses are residential. Inclusion within NSD's SOI is recommended by staff.



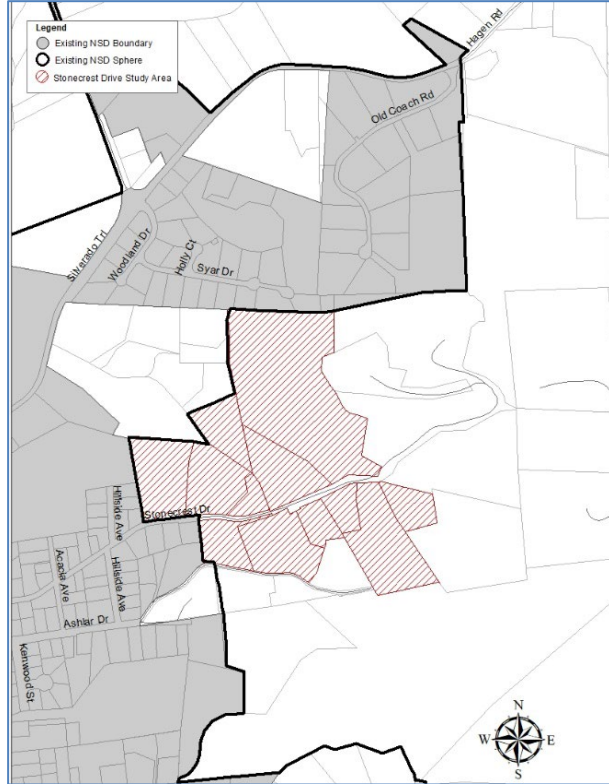
### Monticello Road Study Area

The Monticello Road Study Area involves one unincorporated parcel totaling approximately 4.2 acres located between Monticello Road and McKinley Road to the southwest of the Silverado community. The parcel is identified as APN 039-310-017 and located at 1166 Monticello Road. An existing residence at 1166 Monticello Road is already served by NSD via outside service agreement. Planned land uses are agricultural. However, the parcel is ineligible for future lot splits or reconfigurations that could induce growth due to lot size restrictions under existing zoning. Therefore, inclusion within NSD's SOI is recommended by staff.



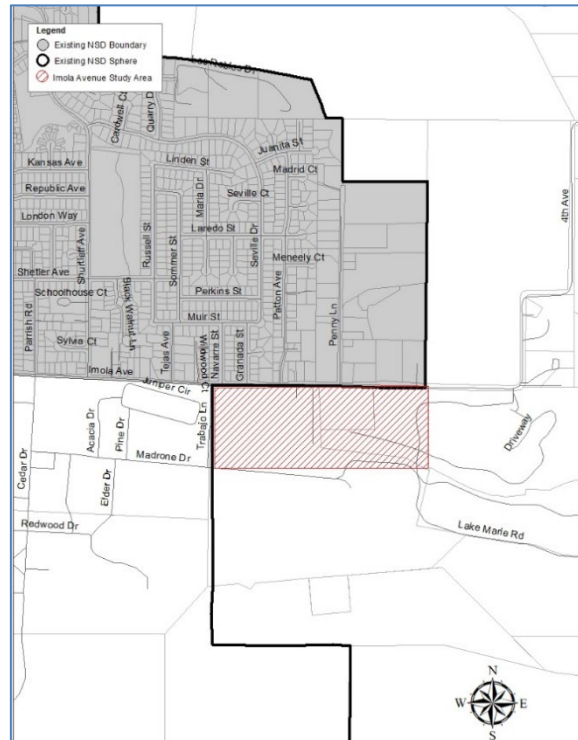
### Stonecrest Drive Study Area

The Stonecrest Drive Study Area involves 12 unincorporated parcels totaling approximately 35.9 acres located along Stonecrest Drive to the east of Silverado Trail. The parcels are identified as APNs 052-030-004, 052-030-005, 052-030-007, 052-030-069, 052-080-012, 052-080-018, 052-080-022, 052-080-025, 052-080-026, 052-090-013, 052-090-014, and 052-090-028. This area is substantially surrounded by NSD's existing SOI as well as portions of its jurisdictional boundary. One property located at 410 Stonecrest Drive is already served by NSD via outside service agreement. Planned land uses are agricultural. However, the area is predominantly residential and the parcels are ineligible for future lot splits or reconfigurations that could induce growth due to lot size restrictions under existing zoning. Therefore, inclusion within NSD's SOI is recommended by staff.



### Imola Avenue Study Area

The Imola Avenue Study Area involves one entire unincorporated parcel and portions of two unincorporated parcels totaling approximately 39.4 acres located near the intersection of Imola Avenue and Penny Lane. The parcels are identified as APNs 046-380-002 (portion), 046-450-075 (portion), and 046-450-076 (entire 5.2-acre parcel). This area is substantially surrounded by NSD's existing SOI as well as portions of its jurisdictional boundary. Camille Creek School is located at 2097 Imola Avenue within this area and is already served by NSD via outside service agreement. APN 046-450-076 (no situs address) is subject to a planned future residential project that will require public sewer service from NSD. Inclusion within NSD's SOI is recommended by staff.



### ***Statutory Factors***

In determining the SOI of each agency, the Commission is required to consider five specific factors pursuant to G.C. section 56425. The statutory factors for the four study areas are addressed as Exhibit 2 to the draft resolution, included as Attachment 1.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

If the Commission chooses to amend NSD's SOI to include any number of the four study areas, the action would be exempt from further review under CEQA pursuant to California Code of Regulations Section 15061(b)(3).

### **ATTACHMENTS**

- 1) Draft Resolution Amending NSD's SOI
- 2) Policy on SOIs

**RESOLUTION NO. \_\_\_\_\_****RESOLUTION OF THE  
LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
MAKING DETERMINATIONS****NAPA SANITATION DISTRICT  
SPHERE OF INFLUENCE UPDATE**

**WHEREAS**, the Local Agency Formation Commission of Napa County, hereinafter referred to as “the Commission”, adopted a schedule to conduct studies of the provision of municipal services in conjunction with reviewing the spheres of influence (SOIs) of the local governmental agencies whose jurisdictions are within Napa County; and

**WHEREAS**, the Napa Local Agency Formation Commission is required to periodically review and update adopted SOI for each city and special district within Napa County under Government Code section 56425; and

**WHEREAS**, the Executive Officer prepared a written report of the SOI update, including his recommendation to amend the SOI of the Napa Sanitation District to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area; and

**WHEREAS**, said Executive Officer’s report has been presented to the Commission in the manner provided by law; and

**WHEREAS**, the Commission heard and fully considered all the evidence presented at a public meeting, including oral and written testimony presented at a duly noticed public hearing held on April 6, 2026; and

**WHEREAS**, the Commission considered all the factors required by law under California Government Code section 56425.

**NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, FIND, AND ORDER** as follows:

1. The Recitals above are true and correct and are fully incorporated herein.
2. The SOI of the Napa Sanitation District is hereby amended to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area as shown in Exhibit 1.
3. The Commission finds that the SOI update is consistent with the Commission’s *Policy on Spheres of Influence* given it would promote the logical, orderly, and efficient delivery of governmental services.
4. The Commission, as lead agency, finds the approved update to Napa Sanitation District’s SOI is exempt from further review under the California Environmental Quality Act pursuant to Title 14 of the California Code of Regulations Section 15061(b)(3). This finding is based on the

Commission determining with certainty the SOI update would not cause the direct, or reasonably foreseeable indirect, physical change in the environment and does not have the potential for causing a significant effect on the environment, as no new land use or municipal service authority would be provided. This finding is based on its independent judgment and analysis. The Executive Officer is the custodian of the records upon which this determination is based and such records are located at the Commission office located at 1754 Second Street, Suite C, Napa, California.

- 5. Pursuant to California Government Code section 56425 of the Government Code, the Commission adopts the statement of determinations as shown in Exhibit 2.
- 6. The Commission hereby directs staff to file a Notice of Exemption in compliance with CEQA.
- 7. The effective date of this sphere of influence update shall be the date of adoption set forth below.
- 8. The Executive Officer shall revise the official records of the Commission to reflect the SOI update upon the effective date.

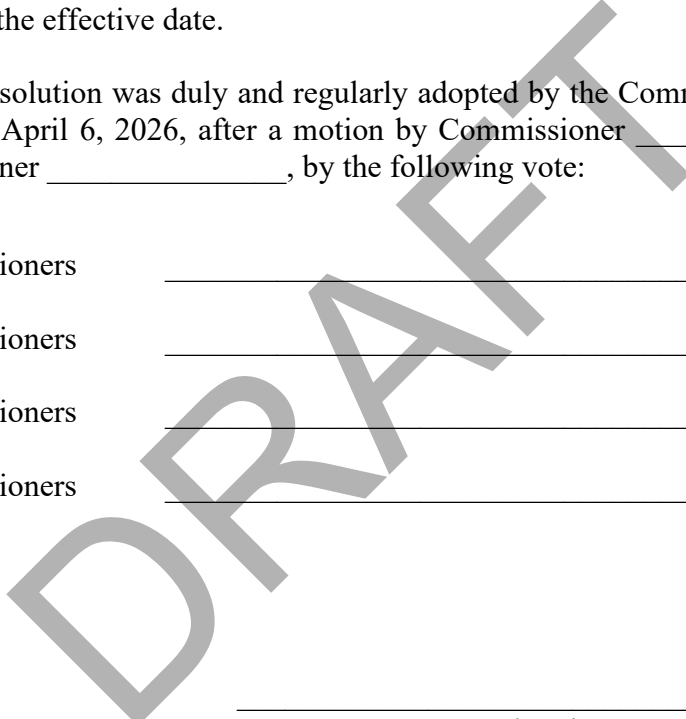
The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on April 6, 2026, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

AYES:           Commissioners \_\_\_\_\_

NOES:           Commissioners \_\_\_\_\_

ABSENT:       Commissioners \_\_\_\_\_

ABSTAIN:      Commissioners \_\_\_\_\_

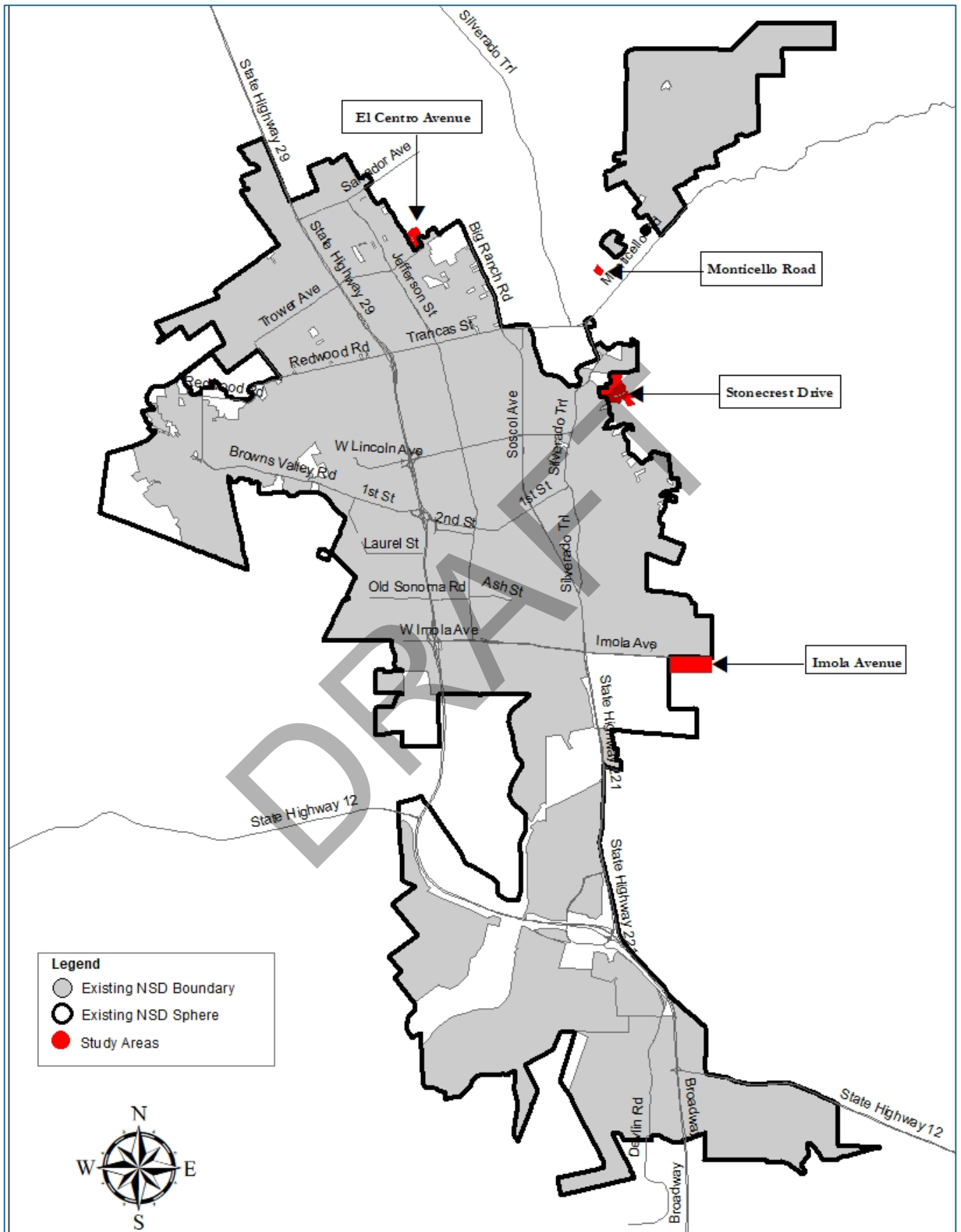


\_\_\_\_\_  
Beth Painter  
Commission Chair

ATTEST: \_\_\_\_\_  
Brendon Freeman  
Executive Officer

Recorded by: Charlie Gray  
Commission Clerk

EXHIBIT 1



**EXHIBIT 2****STATEMENT OF DETERMINATIONS****NAPA SANITATION DISTRICT  
SPHERE OF INFLUENCE UPDATE****1. Present and planned land uses in the sphere, including agricultural and open-space lands.**

The City of Napa and County of Napa's adopted land use policies provide for the current and future land uses within the recommended sphere. These present and planned uses are compatible with Napa Sanitation District's public sewer service provision. Portions of two study areas recommended for inclusion within the District's sphere are designated for agricultural and open space land uses by the County. However, these areas comprise existing or planned residential areas with no potential for additional growth due to lot size restrictions. Therefore, the sphere update will not negatively impact agricultural or open space lands.

**2. The present and probable need for public facilities and services in the sphere.**

There is a present and probable need for public sewer services within the four study areas. Inclusion of the study areas within Napa Sanitation District's sphere would recognize existing outside service agreements and support the extension of services to areas in need.

**3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

The Commission's Countywide Water and Wastewater Municipal Service Review indicates Napa Sanitation District's public sewer services are sufficiently capacitated to meet both existing and projected needs in the recommended sphere, including the four study areas.

**4. The existence of any social or economic communities of interest in the sphere if the Commission determines that they are relevant to the agency.**

The territory within the recommended sphere has established strong social and economic interdependencies with Napa Sanitation District that are distinct from neighboring areas and agencies. These ties are affirmed and strengthened by this update.

**5. Present and probable need for public services for disadvantaged unincorporated communities**

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

## NAPA LAFCO POLICY ON SPHERES OF INFLUENCE

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### 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.



**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 8b (Public Hearing)**

**TO:** Local Agency Formation Commission  
**PREPARED BY:** Brendon Freeman, Executive Officer *BF*  
**MEETING DATE:** April 6, 2026  
**SUBJECT:** Consider Proposed Budget for Fiscal Year 2026-27

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**RECOMMENDATION**

It is recommended the Commission take the following actions:

- 1) Open the public hearing and take testimony;
- 2) Close the public hearing;
- 3) Adopt the Resolution of the Local Agency Formation Commission of Napa County Adopting a Proposed Budget for the 2026-27 Fiscal Year (Attachment 1);
- 4) Direct staff to circulate the adopted proposed budget to each of the funding agencies as well as the general public for review and comment; and
- 5) Direct the Budget Committee to return with recommendations for a final budget for adoption at a noticed public hearing on June 1, 2026.

**BACKGROUND AND SUMMARY**

LAFCOs are responsible for annually adopting a proposed budget by May 1<sup>st</sup> and a final budget by June 15<sup>th</sup> pursuant to California Government Code section 56381.

***Funding Sources***

The Commission's annual operating expenses are primarily funded by the County of Napa and the Cities of American Canyon, Calistoga, Napa, St. Helena, and Town of Yountville. State law specifies the County is responsible for one-half of the Commission's operating expenses while the remaining amount is to be apportioned among the cities and town. The current formula for allocating the cities' and town's shares of the Commission's budget was adopted by the municipalities in 2003 and is based on a weighted calculation of population (60%) and general tax revenues (40%). Additional funding – typically less than 10% of total revenues – is budgeted from anticipated application fees and interest earnings.

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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  
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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*

### ***Budgeting Policies***

Consistent with the Commission's *Budget Policy* ("the Policy"), included as Attachment 2, the Commission appointed Commissioners Dohring and Leary to serve on an ad hoc Budget Committee ("the Committee") to inform the Commission's decision-making process in adopting an annual operating budget.

The Commission is directed to control operating expenses by utilizing its available undesignated/unreserved fund balance ("reserves") whenever possible and appropriate. The Policy directs the Commission to retain reserves equal to 10% of budgeted expenses. The Commission's reserves totaled \$452,218 on July 1, 2025 and are projected to total \$483,327 at the end of the current fiscal year.

### ***Proposed Budget Overview***

The Commission will consider approving a proposed budget for fiscal year 2026-27 with operating expenses totaling \$840,207 and operating revenues totaling \$783,950, resulting in an intentional deficit/shortfall of \$56,257 and positioning the Commission to finish the fiscal year with reserves totaling \$427,070 or 50.8% of operating expenses.

### ***Proposed Operating Expenses***

The Committee proposes a decrease in budgeted operating expenses from \$859,655 to \$840,207; a difference of \$19,448 compared to the current fiscal year. The decrease is primarily due to the difference in consultant service expenses year over year.

### ***Proposed Operating Revenues***

The Committee proposes an increase in operating revenues from \$773,950 to \$783,950; a difference of \$10,000 compared to the current fiscal year and attributed entirely to projected interest earned on the Commission's reserves. Agency contributions are proposed to remain equal to the current fiscal year and total \$737,950 in a deliberate effort to minimize the burden on the six local funding agencies.

### ***Consider Two-Year Budget Cycles***

The Budget Committee raised interest in transitioning the Commission's annual budget cycle to a two-year cycle. This would provide staff and the Commission with a more long-range strategic view with which to thoughtfully schedule future municipal service reviews and sphere of influence updates. The Commission is invited to discuss its interest in transitioning to a two-year budget cycle either now or as part of next year's budget cycle.

## **ATTACHMENTS**

- 1) Draft Resolution Adopting a Proposed Budget for Fiscal Year 2026-27
- 2) Budget Policy

**RESOLUTION NO. \_\_\_\_\_**

**RESOLUTION OF  
THE LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
ADOPTING A PROPOSED BUDGET FOR THE 2026-27 FISCAL YEAR**

**WHEREAS**, the Local Agency Formation Commission of Napa County (hereinafter referred to as “Commission”) is required by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code sections 56000 et seq.) to adopt a proposed budget for the next fiscal year; and

**WHEREAS**, Government Code section 56381 requires the Commission to adopt a proposed budget by May 1 and a final budget by June 15; and

**WHEREAS**, the Commission appoints and utilizes an ad hoc subcommittee (“Budget Committee”) to help inform and make decisions regarding the agency’s funding requirements; and

**WHEREAS**, the Executive Officer prepared a report concerning the Budget Committee’s recommended proposed budget; and

**WHEREAS**, the Executive Officer’s report was presented to the Commission in the manner provided by law; and

**WHEREAS**, the Commission heard and fully considered all the evidence presented at its public hearing on the proposed budget held on April 6, 2026; and

**WHEREAS**, the Commission determined the proposed budget projects the staffing and program costs of the Commission as accurately and appropriately as is possible.

**NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, AND ORDER** as follows:

1. The proposed budget as outlined in Exhibit “A” is adopted.
2. The proposed budget provides the Commission sufficient resources to fulfill its regulatory and planning responsibilities in accordance with Government Code section 56381(a).

The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on April 6, 2026, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

AYES: Commissioners \_\_\_\_\_

NOES: Commissioners \_\_\_\_\_

ABSENT: Commissioners \_\_\_\_\_

ABSTAIN: Commissioners \_\_\_\_\_

\_\_\_\_\_  
Beth Painter  
Commission Chair

ATTEST: \_\_\_\_\_  
Brendon Freeman  
Executive Officer

Recorded by: Charlie Gray  
Commission Clerk

DRAFT

**Napa LAFCO Fiscal Year 2026-27 Proposed Budget**

Proposed on April 6, 2026

**Expenses**

		FY 2023-24		FY 2024-25		FY 2025-26		FY 2026-27
		Final Budget	Actual	Final Budget	Actual	Final Budget	Estimate	Proposed Budget
<b>Salaries and Benefits</b>								
<u>Account</u>	<u>Description</u>							
51210	Commissioner Per Diems	16,000	15,750	18,000	9,450	7,200	5,100	7,200
51300	Medicare - Commissioners	250	228	300	250	250	200	250
51305	FICA - Commissioners	1,100	967	700	650	700	600	650
	<b>Total Salaries &amp; Benefits</b>	<b>17,350</b>	<b>16,946</b>	<b>19,000</b>	<b>10,350</b>	<b>8,150</b>	<b>5,900</b>	<b>8,100</b>
<b>Services and Supplies</b>								
<u>Account</u>	<u>Description</u>							
52100	Administration Services	559,015	572,978	508,787	508,787	630,571	549,596	585,347
	<i>Salaries and Wages</i>	391,561	391,561	342,500	342,500	440,306	380,000	400,432
	<i>401A Employer Contribution</i>	1,590	1,590	2,850	2,850	3,600	-	1,800
	<i>Cell Phone Allowance</i>	420	420	1,680	1,680	1,680	1,500	1,560
	<i>Medicare - Staff</i>	5,483	5,483	4,870	4,870	6,145	5,500	5,806
	<i>Employee Insurance-Premiums</i>	64,567	64,567	60,500	60,500	55,538	50,000	57,267
	<i>Worker's Compensation</i>	692	692	876	876	889	889	1,000
	<i>PERS Retirement</i>	101,254	101,254	83,660	83,660	110,706	100,000	102,911
	<i>OPEB</i>	7,411	7,411	11,851	11,851	11,707	11,707	14,571
52125	Accounting/Auditing Services	7,500	8,039	7,500	7,387	7,500	7,500	7,500
52130	Information Technology Services	34,309	30,875	27,746	27,746	31,635	31,635	22,560
52131	ITS Communication Charges	2,000	2,000	2,757	2,757	2,908	2,908	2,482
52140	Legal Services	35,000	36,195	35,000	50,000	35,000	30,000	35,000
52310	Consulting Services	105,000	20,662	127,754	127,754	75,000	55,000	100,000
52345	Janitorial Services	300	-	300	225	300	300	400
52515	Maintenance-Software	3,062	1,762	1,512	1,512	2,892	2,892	3,500
52600	Rents and Leases: Equipment	3,500	2,994	3,000	2,700	3,000	2,500	3,000
52605	Rents and Leases: Building/Land	26,775	26,775	27,570	27,570	28,200	28,200	29,025
52700	Insurance: Liability	716	-	922	922	12,157	12,157	9,693
52800	Communications/Telephone	5,000	4,397	3,000	2,750	3,000	3,000	3,000
52830	Publications and Notices	750	1,133	1,000	950	1,000	1,000	1,000
52835	Filing Fees	150	100	200	200	200	100	200
52900	Training/Conference	12,500	11,183	20,000	10,500	10,000	14,500	15,000
52905	Business Travel/Mileage	2,000	201	1,000	250	500	-	-
53100	Office Supplies	2,000	1,192	2,500	600	1,000	900	1,000
53110	Freight/Postage	100	-	100	-	100	-	-
53115	Books/Media/Subscriptions	119	-	119	119	119	240	3,600
53120	Memberships/Certifications	3,332	3,332	3,411	3,411	3,523	2,383	7,000
53205	Utilities: Electric	2,400	1,837	2,500	1,800	2,500	2,000	2,500
53410	Computer Equipment/Accessories	571	1,140	-	-	-	-	-
53415	Computer Software/License	225	-	225	-	-	-	-
53650	Business Related Meal/Supplies	760	594	1,000	260	400	130	300
	<b>Total Services &amp; Supplies</b>	<b>821,047</b>	<b>727,389</b>	<b>777,903</b>	<b>778,200</b>	<b>851,505</b>	<b>746,941</b>	<b>832,107</b>
	<b>EXPENSE TOTALS</b>	<b>838,397</b>	<b>744,335</b>	<b>796,903</b>	<b>788,550</b>	<b>859,655</b>	<b>752,841</b>	<b>840,207</b>

**Revenues**

		FY 2023-24		FY 2024-25		FY 2025-26		FY 2026-27
		Final Budget	Actual	Final Budget	Actual	Final Budget	Estimate	Proposed Budget
<b>Intergovernmental</b>								
<u>Account</u>	<u>Description</u>							
43910	County of Napa	339,738	339,738	368,975	368,975	368,975	368,975	368,975
43950	Other Governmental Agencies	339,738	339,738	368,975	368,975	368,975	368,975	368,975
----	<i>City of Napa</i>	222,680	222,680	241,028	241,028	243,896	243,896	245,200
----	<i>City of American Canyon</i>	61,235	61,235	64,258	64,258	65,730	65,730	65,625
----	<i>City of St. Helena</i>	22,609	22,609	25,171	25,171	22,090	22,090	22,104
----	<i>City of Calistoga</i>	20,342	20,342	22,963	22,963	22,971	22,971	21,901
----	<i>Town of Yountville</i>	12,872	12,872	15,554	15,554	14,289	14,289	14,145
	<b>Total Intergovernmental</b>	679,476	679,476	737,950	737,950	737,950	737,950	737,950
<b>Service Charges</b>								
<u>Account</u>	<u>Description</u>							
42690	Application/Permit Fees	22,950	40,170	25,000	32,615	25,000	25,000	25,000
46800	Charges for Services	510	4,150	1,000	4,000	1,000	1,000	1,000
47900	Miscellaneous	-	-	4,000	-	-	-	-
	<b>Total Service Charges</b>	23,460	44,320	30,000	36,615	26,000	26,000	26,000
<b>Investments</b>								
<u>Account</u>	<u>Description</u>							
45100	Interest	6,500	18,168	6,500	22,277	10,000	20,000	20,000
	<b>Total Investments</b>	6,500	18,168	6,500	22,277	10,000	20,000	20,000
	<b>REVENUE TOTALS</b>	709,436	741,964	774,450	796,842	773,950	783,950	783,950
<b>OPERATING DIFFERENCE</b>		(128,961)	(2,371)	(22,453)	8,292	(85,705)	31,109	(56,257)

**Reserves**

	2023-24	2024-25	2025-26	2026-27
<b>Undesignated/Unreserved Fund Balance ("Reserves")</b>				
Beginning:	407,163	424,359	452,218	483,327
Ending:	404,792	432,651	483,327	427,070



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Budget Policy*

(Adopted: August 9, 2001; Last Amended: February 3, 2025)

#### **I. Background**

The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 includes provisions for establishing a budget and for the receipt of funds. [Government Code \(G.C.\) §56381](#) establishes that the Commission shall annually adopt a budget for the purpose of fulfilling its duties under CKH.

#### **II. Purpose**

It is the intent of the Commission to adopt a policy for budget purposes which establishes procedures for compiling, adopting and administering the budget. The Commission is committed to providing transparency of its operations including its fiscal activities. The Commission follows recognized accounting principles and best practices in recognition of its responsibility to the public.

#### **III. Preparation of Annual Budget**

- A) An annual budget shall be prepared, adopted and administered in accordance with [\(G.C.\) §56381](#).
- B) The Commission should annually consider the Fee Schedule, including any anticipated changes, and Work Program in conjunction with the budget process.
- C) The Commission is committed to ensuring the agency is appropriately funded each fiscal year to effectively meet its prescribed regulatory and planning responsibilities. The Commission is also committed to controlling operating expenses to reduce the financial obligations on the County of Napa, the cities and town, hereafter referred to as the “funding agencies,” whenever possible and appropriate.
- D) The budget shall include an undesignated/unreserved fund balance equal to 10% of annually budgeted operating expenses.
- E) The Commission shall establish an ad-hoc budget committee at the last meeting of each calendar year comprising of two Commissioners which will terminate with the adoption of the final budget. Commissioners appointed to a budget committee shall receive a regular per diem payment for each meeting attended.
- F) The adopted final budget should be posted on the Commission’s website for public viewing for a minimum of five years.
- G) The Executive Officer shall provide quarterly budget reports to the Commission for informational purposes.

#### IV. Budget Contributions and Collection of Funds

[G.C. §56381](#) establishes that the Commission shall adopt annually a budget for the purpose of fulfilling its duties under CKH. It further establishes that the County Auditor shall apportion the operating expenses from this budget in the manner prescribed by [G.C. §56381\(b\)](#), or in a manner mutually agreed upon by the agencies responsible for the funding of the Commission's budget [G.C. §56381\(c\)](#) states that:

After apportioning the costs as required in subdivision (b), the auditor shall request payment from the Board of Supervisors and from each city no later than July 1 of each year for the amount that entity owes and the actual administrative costs incurred by the auditor in apportioning costs and requesting payment from each entity. If the County or a city does not remit its required payment within 60 days, the Commission may determine an appropriate method of collecting the required payment, including a request to the auditor to collect an equivalent amount from the property tax, or any fee or eligible revenue owed to the County or city. The auditor shall provide written notice to the County or city prior to appropriating a share of the property tax or other revenue to the Commission for the payment due the Commission pursuant to this section.

It is the intent of the Commission that all agencies provide the costs apportioned to them from the LAFCO budget. Pursuant to [G.C. §56381\(c\)](#), the policy of the Commission is:

- A) If the County or a city or a town does not remit its required payment within 45 days of the July 1 deadline, the County Auditor shall send written notice to the agency in question that pursuant to [G.C. §56381\(c\)](#) and this policy, the Auditor has the authority to collect the amount of the Commission's operating expenses apportioned to that agency after 60 days from the July 1 deadline.
- B) If the County or a city or a town does not remit its required payment within 60 days of the July 1 deadline, the County Auditor shall collect an amount equivalent to the cost apportioned to that agency from the property tax owed to that agency, or some other eligible revenue deemed appropriate or necessary by the County Auditor. The County Auditor shall send written notice of the action taken to the agency and to the Commission.

## V. Executive Officer Purchasing and Budget Adjustment Authority

Pursuant to [G.C. §56380](#), the Commission shall make its own provision for necessary quarters, equipment, supplies, and services. The associated operating costs are provided for through the Commission's adoption of its annual budget in the manner prescribed in [G.C. §56381](#).

It is the intent of the Commission to charge the LAFCO Executive Officer with the responsibility and authority for coordinating and managing the procurement of necessary quarters, equipment, supplies, and services, and to adjust the annual budget as necessary under certain circumstances. The policy of the Commission is:

- A) The Executive Officer is charged with the responsibility and authority for coordinating and managing the procurement of necessary quarters, equipment, supplies, and services in accordance with applicable laws, regulations and policies.
- B) The Executive Officer is authorized to act as the agent for LAFCO in procuring necessary quarters, equipment, supplies, and services.
- C) Only the Commission itself or the Executive Officer may commit LAFCO funds for the purchase of any necessary quarters, equipment, supplies, or services for LAFCO use.
- D) The Executive Officer is delegated purchasing authority on behalf of LAFCO for necessary quarters, equipment, supplies, and services not to exceed \$5,000 per transaction. The Commission must approve any purchase of necessary quarters, equipment, supplies, and services that exceed the monetary limits set forth in this policy.
- E) Following review and approval by the Chair, the Executive Officer is authorized to make adjustments and administrative corrections to the budget without Commission action provided the adjustments and corrections are within the total budget allocations adopted by the Commission and within the same budget category pursuant to [Revenue and Taxation Code §29125](#).
- F) Following review and approval by the Chair, the Executive Officer is authorized to adjust the budget for purposes of carrying over to the new fiscal year any encumbered funds that have been approved by the Commission in a prior fiscal year and involve unspent balances. Said funds include committed contracts for services that were not completed in the prior fiscal year and must be re-encumbered by way of a budget adjustment in the new fiscal year.



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

1754 Second Street, Suite C  
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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 of 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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Subdivision of the State of California

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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**

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### **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			
<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			
<b>a) Name:</b>	Dalton	Go	
	<b>First</b>	<b>Last</b>	
<b>b) Address:</b>	██████████	Napa	94559
	<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>	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)			
<b>a) Summarize your interest in serving on the Commission.</b>			
	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>b) Summarize your qualification to serve on the Commission.</b>			
	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.		
<b>c) List any formal education received beyond high school.</b>			
	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		
<b>d) List community activities and interests.</b>			
	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		