



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

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

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**Agenda Item 6d (Information)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** August 3, 2020

**SUBJECT:** Strategic Plan and Work Program Progress Report

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**BACKGROUND AND SUMMARY**

On February 3, 2018, the Commission adopted the *Strategic Plan 2018-2022* (“Strategic Plan”), included as Attachment One. The Strategic Plan includes a set of core guiding principles that underlie Napa LAFCO’s activities, as follows:

- 1) Active, in-depth communication and outreach
- 2) Review and update Commission policies
- 3) Prepare municipal service reviews (MSRs) and sphere of influence (SOI) updates

On June 1, 2020, the Commission adopted the *Work Program 2020-2021* (“Work Program”), which is primarily based on the scheduled activities in the Strategic Plan.

A summary of progress made on Strategic Plan and Work Program activities follows.

***MSRs and SOI Updates***

- Countywide Water and Wastewater MSR  
This MSR involves a comprehensive evaluation of all local government agencies that provide public water and/or wastewater service in Napa County. A draft report was presented for discussion at the Commission’s virtual public workshop on July 13, 2020. A discussion of public comments received on the draft report is included as item 7c on today’s agenda. It is anticipated a final report incorporating the public comments will be presented for possible adoption on October 5, 2020. If adoption of a final report does not occur on October 5, 2020, the target completion date for this activity is December 2020.

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Kenneth Leary, Chair  
Councilmember, City of American Canyon

Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Scott Sedgley, Alternate Commissioner  
Councilmember, City of Napa

Diane Dillon, Vice Chair  
County of Napa Supervisor, 3rd District

Brad Wagenknecht, Commissioner  
County of Napa Supervisor, 1st District

Ryan Gregory, Alternate Commissioner  
County of Napa Supervisor, 2nd District

Gregory Rodeno, Commissioner  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
Executive Officer

- City of St. Helena MSR and SOI Update  
A preliminary draft MSR and SOI Update for the City of St. Helena was completed in August 2017. The City requested an indefinite continuation, which the Commission granted, to allow the City to first complete its General Plan Update. Staff will resume work on this MSR and SOI Update upon request by the City. The target completion date for this activity is presently uncertain.
- Lake Berryessa Resort Improvement District SOI Update  
This SOI Update will be based on information contained in the Countywide Water and Wastewater MSR. The target completion date for this activity is April 2021.
- Napa Berryessa Resort Improvement District SOI Update  
This SOI Update will be based on information contained in the Countywide Water and Wastewater MSR. The target completion date for this activity is April 2021.
- Spanish Flat Water District SOI Update  
This SOI Update will be based on information contained in the Countywide Water and Wastewater MSR. The target completion date for this activity is April 2021.
- Napa Sanitation District SOI Update  
This SOI Update will be based on information contained in the Countywide Water and Wastewater MSR. The target completion date for this activity is June 2021.
- City of Napa MSR and SOI Update  
This MSR and SOI Update will be partially based on information contained in the Countywide Water and Wastewater MSR. The target completion date for this activity is December 2021.

### ***Boundary Changes and Outside Service Agreements***

- Annexation Proposals  
A report on current and future proposals is included on today's agenda as item 6a.
- Island Annexation Program  
Staff has been coordinating with representatives of the City of Napa and the general public with respect to potential annexation of unincorporated islands. The Commission adopted its *Policy on Unincorporated Islands* on February 3, 2020. Staff recently update the Commission's website to include a new page dedicated entirely to island annexation information. A summary of the island annexation process and maps of each island will be presented to the Commission no later than December 7, 2020.
- Outside Service Agreements  
There are no current or anticipated outside service agreement requests at this time.

### ***Policy Review***

- **Anticipated Policy Amendments**

The technical working group for the in-progress *Policy on Spheres of Influence* held three meetings to collaboratively develop the policy. Further work is still needed before the draft policy returns to the Commission for adoption. Progress has been halted in response to the COVID-19 pandemic. The Executive Officer will schedule one final meeting with the technical working group within the next two months. It is anticipated the Policy Committee (Commissioners Mohler and Rodeno) will present a draft *Policy on Spheres of Influence* for possible adoption as well as amendments to the following four policies as early as December 7, 2020:

- 1) *CEQA Policy*
- 2) *Policy on Executive Officer Performance Review*
- 3) *Policy on Records Retention and Destruction*
- 4) *Policy on Social Media Use*

### ***Communications and Outreach***

On February 3, 2020, the Commission appointed Chair Leary and Alternate Commissioner Kahn to a newly established ad hoc Outreach Committee. The Outreach Committee held two meetings and agreed to return with an evaluation of potential outreach strategies and resources needed for the Commission's consideration. See item 7e on today's agenda for more information.

### ***Housing and General Plan Updates***

This activity was previously requested by the Commission to assist in its decision making as it relates to best serving the diverse needs of all local municipalities. See item 6c on today's agenda for a countywide report on housing and general plan activities.

## **ATTACHMENTS**

- 1) Strategic Plan 2018-2022
- 2) Work Program 2020-2021 Progress Chart



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

*Strategic Plan 2018-2022*  
(Adopted: February 5, 2018)

### Mission Statement

The Local Agency Formation Commission (LAFCO) of Napa County is committed to serving the citizens and government agencies of its jurisdiction by encouraging the preservation of agricultural lands and open-space and coordinating the efficient delivery of municipal services.

### Focus of Napa LAFCO

The following core guiding principles underlie Napa LAFCO's activities. Each of these principles is centered on Napa LAFCO having in-depth, active communication with respect to all relevant constituents.

- Municipal Service Reviews based on local agency, Napa County, & LAFCO needs
  - Study Schedule for 2018-2022 included as Exhibit A
- Re-writing policies (on a schedule) to be comprehensive, effective, and transparent
  - Policy Review Schedule for 2018-2020 included as Exhibit B
- Forecasting issues relating to local services and boundaries, as well as State legislation
- Active involvement of agency constituents in problem-solving local agency sustainability
- Engagement with local city/town general plan updates
- Active with local agencies in managing housing growth and related issues including transportation



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### STUDY SCHEDULE (2018-2022)

**Municipal Service Reviews (Government Code §56430)**  
**Sphere of Influence Updates (Government Code §56425)**  
**Major Boundary Change Projects**

Adopted: February 5, 2018

## 2018

### **South County Region MSR and SOIs**

Municipal Service Review will examine the governmental services provided by the City of American Canyon, American Canyon Fire Protection District, and County Service Area No. 3. The Municipal Service Review will inform Sphere Of Influence Updates for all three local agencies.

### **City of St. Helena MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of St. Helena. The Municipal Service Review will inform a Sphere Of Influence Update.

### **Napa County Regional Park and Open Space District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Regional Park and Open Space District and inform a Sphere Of Influence Update.

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

## 2019

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

### **Countywide Water and Wastewater Services MSR**

Municipal Service Review will examine all municipal water and wastewater services provided throughout Napa County and will inform Sphere Of Influence Updates for each agency under review.

## 2020

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

### **City of Napa MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of Napa and inform a Sphere Of Influence Update.

### **Lake Berryessa Resort Improvement District SOI**

Sphere Of Influence Update for the Lake Berryessa Resort Improvement District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Napa Berryessa Resort Improvement District SOI**

Sphere Of Influence Update for the Napa Berryessa Resort Improvement District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Spanish Flat Water District SOI**

Sphere Of Influence Update for the Spanish Flat Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Napa Sanitation District SOI**

Sphere Of Influence Update for the Napa Sanitation District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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## 2021

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### **Napa County Resource Conservation District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Resource Conservation District and inform a Sphere Of Influence Update.

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### **Napa County Flood Control and Water Conservation District SOI**

Sphere Of Influence Update for the Napa County Flood Control and Water Conservation District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Silverado Community Services District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Silverado Community Services District and inform a Sphere Of Influence Update.

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### **Public Cemetery Districts MSR and SOIs**

Municipal Service Review will examine the governmental services provided by the Monticello Public Cemetery District and Pope Valley Cemetery District and inform Sphere Of Influence Updates for both agencies.

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### **Los Carneros Water District SOI**

Sphere Of Influence Update for the Los Carneros Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Napa River Reclamation District No. 2109 SOI**

Sphere Of Influence Update for the Napa River Reclamation District No. 2109 will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **City of Calistoga MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of Calistoga and inform a Sphere Of Influence Update.

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## 2022

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### **Congress Valley Water District SOI**

Sphere Of Influence Update for the Congress Valley Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Circle Oaks County Water District SOI**

Sphere Of Influence Update for the Circle Oaks County Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **County Service Area No. 4 MSR and SOI**

Municipal Service Review will examine the governmental services provided by County Service Area No. 4 and inform a Sphere Of Influence Update.

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### **Napa County Mosquito Abatement District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Mosquito Abatement District and inform a Sphere Of Influence Update.

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### **Town of Yountville MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Town of Yountville and inform a Sphere Of Influence Update.

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<b>Recent MSRs and SOI Updates / Study Schedule 2018-2022</b>				
<b>Local Agencies</b>	<b>Last MSR</b>	<b>Next MSR</b>	<b>Last SOI Update</b>	<b>Next SOI Update</b>
<b>CITIES/TOWN</b>				
American Canyon	<a href="#">June 2009</a>	April 2018	<a href="#">June 2010</a>	April 2018
Calistoga	<a href="#">December 2016</a>	December 2021	<a href="#">December 2016</a>	December 2021
Napa	<a href="#">December 2013</a>	April 2020	<a href="#">February 2014</a>	December 2020
St. Helena	<a href="#">May 2008</a>	October 2018	<a href="#">August 2008</a>	December 2018
Yountville	<a href="#">April 2017</a>	October 2022	<a href="#">April 2017</a>	October 2022
<b>SPECIAL DISTRICTS</b>				
American Canyon Fire Protection District (ACFPD)	<a href="#">June 2009</a>	April 2018	<a href="#">August 2010</a>	April 2018
Circle Oaks County Water District (COCWD)	<a href="#">August 2016</a>	December 2019	<a href="#">August 2016</a>	April 2022
Congress Valley Water District (CVWD)	<a href="#">December 2017</a>	December 2019	<a href="#">December 2017</a>	February 2022
County Service Area No. 3 (CSA 3)	<a href="#">June 2009</a>	April 2018	<a href="#">October 2012</a>	April 2018
County Service Area No. 4 (CSA 4)	<a href="#">December 2017</a>	June 2022	<a href="#">December 2017</a>	June 2022
Lake Berryessa Resort Improvement District (LBRID)	<a href="#">April 2011</a>	December 2019	<a href="#">December 2012</a>	August 2020
Los Carneros Water District (LCWD)	<a href="#">August 2016</a>	December 2019	<a href="#">August 2016</a>	August 2021
Monticello Public Cemetery District (MPCD)	<a href="#">July 2016</a>	June 2021	<a href="#">July 2016</a>	June 2021
Napa Berryessa Resort Improvement District (NBRID)	<a href="#">April 2011</a>	December 2019	<a href="#">April 2013</a>	August 2020
Napa County Flood Control & Water Conservation District (NCFCWCD)	<a href="#">June 2016</a>	December 2019	<a href="#">June 2016</a>	April 2021
Napa County Mosquito Abatement District (NCMAD)	<a href="#">June 2017</a>	June 2022	<a href="#">June 2017</a>	June 2022
Napa County Regional Park and Open Space District (NCRPOSD)	<a href="#">December 2010</a>	December 2018	<a href="#">December 2010</a>	December 2018
Napa County Resource Conservation District (NCRCD)	<a href="#">April 2016</a>	February 2021	<a href="#">April 2016</a>	February 2021
Napa River Reclamation District No. 2109 (NRRD)	<a href="#">December 2016</a>	December 2019	<a href="#">December 2016</a>	October 2021
Napa Sanitation District (NSD)	<a href="#">April 2014</a>	December 2019	<a href="#">October 2015</a>	December 2020
Pope Valley Cemetery District (PVCD)	<a href="#">July 2016</a>	June 2021	<a href="#">July 2016</a>	June 2021
Silverado Community Services District (SCSD)	<a href="#">April 2014</a>	April 2021	<a href="#">October 2015</a>	April 2021
Spanish Flat Water District (SFWD)	<a href="#">April 2011</a>	December 2019	<a href="#">August 2013</a>	August 2020

South County Region MSR and SOI Updates

Public Cemetery Districts MSR and SOI Updates

Countywide Water and Wastewater Services MSR

<b>Policy</b>	<b>Priority</b>	<b>Adopted or Last Amended</b>	<b>Complete Review</b>
Legislation	1	N/A	December 2017
Unincorporated Islands *	1	October 2011	February 2018
Outside Service Agreements	1	April 2016	April 2018
Conflict of Interest Code	1	October 2016	August 2018
Spheres of Influence *	1	October 2011	October 2018
Municipal Service Reviews	1	October 2015	December 2018
Annexations *	2	October 2011	February 2019
Disadvantaged Unincorporated Communities	2	N/A	April 2019
Definitions *	2	October 2011	June 2019
CEQA	3	December 2006	August 2019
Appointment of Public Members	3	April 2008	October 2019
Appointment of Chair and Vice-Chair	3	June 2015	October 2019
Budget	3	June 2016	December 2019
Budget Contributions and Collection of Funds	3	April 2001	December 2019
Establishing Officers of the Commission	3	August 2004	February 2020
Executive Officer Performance Review	3	October 2014	February 2020
Executive Officer Purchasing Authority	3	October 2014	February 2020
Records Retention and Destruction	3	December 2015	April 2020
Social Media	3	October 2011	April 2020
Conducting Meetings and Business	3	December 2015	June 2020
Scheduling of Meetings	3	June 2016	June 2020
Indemnification	3	October 2014	August 2020
Conducting Authority Proceedings	3	December 2008	August 2020
Appointment of Commission Counsel	3	April 2001	October 2020
Work Schedule	3	June 2002	October 2020
Telecommuting	3	July 1997	December 2020
Travel Policy	3	November 2009	December 2020

\* Currently Part of General Policy Determinations



NAPA LAFCO WORK PROGRAM FY 2020-2021				
		Timeline	Lead	Comments
STUDIES	Countywide Water and Wastewater MSR (Comprehensive)	12/18 - 12/20	Consultant	Draft report presented at a public workshop on 7/13/20; see item 7c for a discussion of public comments on draft report
	City of St. Helena MSR/SOI (Comprehensive)	TBD	Staff	Will resume at City's request; still TBD
	Lake Berryessa Resort Improvement District SOI	12/20 - 4/21	Staff	Will follow from Water & Wastewater MSR
	Napa Berryessa Resort Improvement District SOI	12/20 - 4/21	Staff	Will follow from Water & Wastewater MSR
	Spanish Flat Water District SOI	12/20 - 4/21	Staff	Will follow from Water & Wastewater MSR
	Napa Sanitation District SOI	12/20 - 6/21	Staff	Will follow from Water & Wastewater MSR
	City of Napa MSR/SOI (Comprehensive)	12/20 - 12/21	Staff	Will follow from Water & Wastewater MSR
APPLICATIONS	Change of Organization/Reorganization Proposals (3-6/yr)	Ongoing	Staff	Two proposals on today's agenda as items 7a and 7b
	Island Annexation Program	7/20 - 12/21	Staff	Staff is partnering with City of Napa and Napa County to align timing and process for island annexations
	Outside Service Agreement Requests (1-2/yr)	Ongoing	EO & Chair	None at this time
PUBLIC OUTREACH	Completion Proceedings for Approved Annexations (3-6/yr)	Ongoing	Staff	Staff continues processing annexations previously approved by Commission: terms and conditions, Certificates of Completion, GIS mapping, TRA determinations, Board of Equalization filings
	Conduct LAFCO Outreach; Agencies & Community Groups (6-10/mo)	Ongoing	Staff	Outreach Committee established (Commissioners Kahn & Leary); see item 7e for possible strategies
	Comments on Local Agency Projects (1-2/yr)	Ongoing	Staff	General Plan Updates, EIRs, Strategic Plans, etc.; none at this time
	Respond to Grand Jury Reports (0-1/yr)	Ongoing	Staff & Commission	Grand Jury recommendations for LAFCO; none at this time
	Annual Countywide Update on Housing and General Plans	June 2021	Staff	See item 6c for 2020 report
	Conduct Informational Workshops & Meetings	Ongoing	Staff	Virtual public workshop on Countywide Water & Wastewater MSR held on 7/13/20
	Public Records Requests (0-1/yr)	Ongoing	Staff	Requests from the public for specific LAFCO records; none at this time
	Website Maintenance and Updates	Ongoing	Staff	Meeting info, financial info, policies, public notices, maps, staff and Commissioner info, etc.; new page added for island annexation info
COMMISSION	Social Media: Meetings Notices and Announcements (10-15/yr)	Ongoing	Staff	Meeting info, public notices, press releases, etc.
	Expiring Commissioner Terms in 2021	May 2021	Staff	Terms for Commissioners Mohler and Gregory expire on 5/3/21; staff will present info item on 12/7/20
	2021 Chair and Vice Chair Designation	May 2021	Staff	Commissioners Dillon and Mohler become Chair and Vice Chair, respectively, on 5/3/21; staff will present info item on 4/5/21
	Statement of Economic Interest (Form 700)	April 2021	Secretary	Required for all Commissioners & EO upon entering office, leaving office, and annually by April 1
	Ethics Training	Ongoing	Secretary	Required for all Commissioners & EO every two years
	Develop 2021-2022 Budget	June 2021	Budget Committee	Two Commissioners will be appointed on 12/7/20 to serve on FY21-22 Budget Committee
	State Legislation Monitoring and Position Letters (2-4/yr)	Ongoing	Legislative Committee	Commissioners Dillon and Mohler serve on Legislative Committee; current two-year legislative session ends November 2020; see item 7d for a legislative report
ADMINISTRATION	Policy Review and Revisions (2-4/yr)	Ongoing	Policy Committee	Commissioners Mohler and Rodeno serve on Policy Committee; Draft SOI Policy is currently under review by a technical working group
	2019-2020 Audit	December 2020	Staff	To be prepared by Brown Armstrong and presented by Napa County Auditor-Controller
	Year-End Contracts Close-Out	June 2021	Secretary	Close out and re-encumber contracts at end of year; FY19-20 close-out recently completed by staff
	Quarterly Budget Reports (4/yr)	Ongoing	Staff	Consistent with local policy, analysis of year-to-date and projected year-end revenues and expenses; see item 6b for FY19-20 4th quarter budget report
	Provide Strategic Plan Updates (2/yr)	Ongoing	Staff	Progress reports presented to Commission twice per year (February and August meetings); see item 6d
	Verify Median Household Income Data to Identify DUCs	June 2021	Staff	Staff will review Census Bureau American Community Survey data (currently no DUCs in Napa County)
	Develop Work Program	June 2021	Staff	Review with Budget Committee in conjunction with budget, present in June for adoption, present progress report at each regular meeting; see item 6d
	Electronic Document Management System Maintenance	Ongoing	Staff	Digitalization of historical and current agency records
OTHER	Geographic Information System Mapping Updates (3-6/yr)	Ongoing	Staff	GIS boundary layer edits for completed annexations
	2020 CALAFCO Annual Conference (Virtual)	TBD	Staff & Commission	Originally scheduled for 10/21/20 - 10/23/20 in Monterey; in-person Conference canceled and a virtual Conference is being explored; see item 7f
	2021 CALAFCO Staff Workshop (Newport Beach)	3/17/21 - 3/19/21	Staff	Location: Hyatt Regency John Wayne Airport
	Bay Area LAFCO EO Meetings (1-2/yr)	Ongoing	EO & Analyst	Sharing information with other Bay Area LAFCOs; replaced by bi-weekly statewide LAFCO EO teleconference meetings
	Bi-Weekly Statewide LAFCO EO Teleconference Meetings (26/yr)	Ongoing	EO & Analyst	Sharing information with other LAFCOs statewide
	CALAFCO Coastal Region Clerks Meetings (1-2/yr)	Ongoing	Secretary	Sharing information with the Coastal Region LAFCOs; replaced by monthly statewide LAFCO Clerks teleconference meetings
Monthly Statewide LAFCO Clerks Teleconference Meetings (12/yr)	Ongoing	Secretary	Sharing information with other LAFCOs statewide	