

LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

COMPREHENSIVE STUDY OF THE CITY OF NAPA

**SERVICE REVIEW REPORT &
SPHERE OF INFLUENCE UPDATE REPORT**

2004-2005



LAFCO of Napa County

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PREAMBLE

The *Comprehensive Study of the City of Napa* is comprised of two reports that represent the service review and sphere of influence update of the City of Napa. The service review portion of the study provides an overview of Napa's development, a review of its municipal services, and written determinations addressing the nine service factors prescribed for consideration under California Government Code §53430. The sphere of influence portion of the study provides a review of Napa's sphere and offers recommendations as part of a comprehensive update pursuant to California Government Code §56425. Resolutions confirming the determinations and recommendations of these respective reports were adopted by the Commission on April 4, 2005 (service review) and June 6, 2005 (sphere of influence).

Final reports for the service review and sphere of influence update of Napa are codified as part of this study.

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SERVICE REVIEW REPORT

On January 1, 2001, the Cortese-Knox-Hertzberg Local Government Reorganization Act became the governing law of LAFCOs. One change brought by this Act was the creation of a new LAFCO function, the service review. California Government Code §56430 states that prior to any review or update of a sphere of influence, the Commission shall conduct a service review – a comprehensive evaluation of the ability of the agency to provide service within its existing jurisdiction and sphere. Government Code §56425(f) states that the Commission shall update all spheres every five years, meaning that the Commission must also conduct service reviews on a five-year cycle. Each of the 58 LAFCOs in California may adopt their own approach to fulfilling the service review and sphere update requirements.

To fulfill these responsibilities, LAFCO of Napa County adopted a schedule for service reviews and sphere updates to begin in late 2001 and end in late 2005. In developing this schedule, the Commission determined that the complex assignment before it must be accomplished through a series of studies. Some of these studies are designed to conduct an analysis of one type of service across many agencies and/or areas in Napa County, while other studies focus on the breadth of services offered by one agency. Overlap is an inherent component of this approach – any given agency may be evaluated in the context of several studies. As a result, there is the possibility that reports later in the schedule will give rise to reconsideration of conclusions drawn in an earlier study. In addition, this approach means that LAFCO will not fully meet its statutory obligations until the completion of its adopted schedule. When the schedule is completed, the Commission will evaluate the need for future studies and develop a schedule for the 2006-2010 cycle.

As part of the service review process, the Commission is required to consider and make written determinations with regard to nine service factors enumerated under California Government Code §56430. These factors are intended to capture the legislative intent of the service review process and offers LAFCO key information to inform policy determinations necessary to complete a sphere update. These factors are:

1. Infrastructure needs or deficiencies.
2. Growth and population projections for the affected area.
3. Financing constraints and opportunities.
4. Cost avoidance opportunities.
5. Opportunities for rate restructuring.
6. Opportunities for shared facilities.
7. Government structure options.
8. Evaluation of management efficiencies.
9. Local accountability and governance.

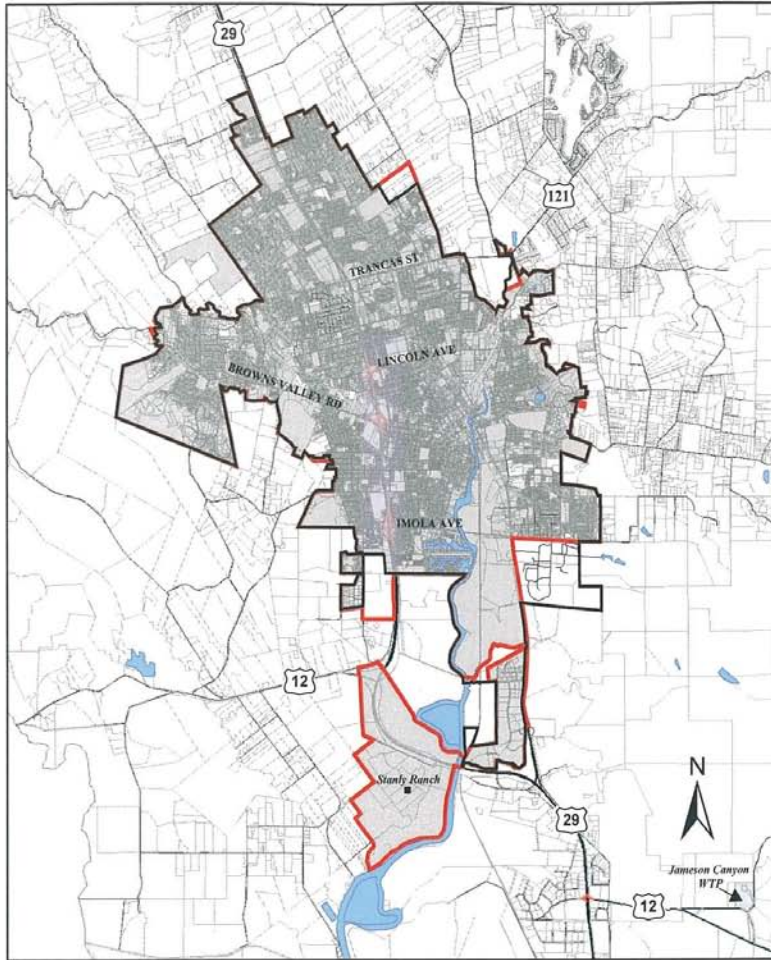
Comprehensive Study of the City of Napa

In August 2004, LAFCO of Napa County initiated its *Comprehensive Study of the City of Napa*. The study consists of two reports. This report was prepared in two phases and represents the service review portion of the study. “Phase One” involved the development of a study section for the City, which was circulated for public review and presented to the Commission at a public workshop on December 9, 2004. “Phase Two” involved the development of written determinations, which were subject to a public review process prior to their adoption by the Commission at its April 4, 2005 meeting (LAFCO Resolution No. 05-14). This report codifies both phases.

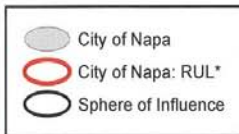
The third and final phase of the study (“Phase Three”) represents the sphere of influence review of the City and is included as part of a separate report.

Note: The geographic region of the service review includes all incorporated and unincorporated territory located within the City’s sphere of influence and adopted urban growth boundary.

City of Napa



LEGEND



Last Revised Date: December 29, 2004
Source: Napa County GIS

Not to Scale

* Rural Urban Limit

NAPA COUNTY



Prepared by: KS

OVERVIEW

Napa is located in southern Napa County near the base of the Napa Valley. The City is bisected by the Napa River and is bounded to the west by the Mayacmas Mountains and to the east by the Howell Mountains. Agricultural and open-space uses characterize unincorporated areas to the north and southwest of the City. Unincorporated areas to the northeast and south of the City are characterized by rural residential and industrial uses, respectively. The City is approximately 18.4 square miles in area, and has an elevation within its central corridor ranging from 10 to 50 feet above sea level.

Napa was originally founded as “Napa City” in 1848 by Nathan Coombs and incorporated as a charter-law city in 1914. The initial government structure consisted of a mayor-council system in which a directly elected mayor and four elected councilmembers managed the government affairs of the City. In 1949, voters approved a charter amendment resulting in the change to a council-manager government structure. Notably, the charter amendment created the position of city manager to oversee and implement adopted policies and to administer the day-to-day operations of the City.

Following its incorporation, Napa developed modestly during the first half of the 20th Century, as growth throughout the region was tempered by Prohibition and a nationwide depression.¹ It was not until the 1940s that development of the City and the surrounding unincorporated area began in earnest. This increase in development was largely the result of renewed naval operations at nearby Mare Island in Solano County, which helped increase the City’s population by 64 percent between 1940 and 1950. The increase in population resulted in the development of several areas in and around the City. This included the development of Alta Heights, East Shetler Avenue, and the Pueblo and Monticello Park areas.

In 1952, Napa participated in a cooperative effort with Calistoga, St. Helena, and the County of Napa to coordinate land use policies as part of a countywide master plan. This effort was sponsored by the Napa County Planning Commission to standardize zoning standards between the County and three cities. The master plan was adopted by the County in 1953 and represented the first time that land use controls were applied to unincorporated territory in Napa County. As part of the master plan, it was anticipated that the City would become an urban center with an eventual population ranging from 136,000 to 150,000.

In the 1960s, Napa began the process of evaluating and codifying its own land use and development policies. This process resulted in the adoption of the City’s first general plan in 1969. The general plan reaffirmed growth estimates included in the earlier County master plan by anticipating that the City would develop into an urbanized area with a population of 150,000 by 1990. To accommodate this population, the general plan identified an extended planning area for the City approximately 55 square miles in area. The planning area extended north to Oak Knoll Avenue, west and east to the foothills of the Mayacmas and Howell Mountains, and south to Bull Island.

¹ Prohibition, which was established by the 18th Amendment and enforced with the passage of the National Prohibition Act in 1919, was repealed by the 21st Amendment in 1933. The depression (“the Great Depression”) began in 1929 and ended in the 1940s.

Napa's adoption of a general plan in 1969 coincided with the adoption of the Parkway Plaza Redevelopment Project. The implementation of the 40-year project was assigned to the Napa Community Redevelopment Agency, which was formed by the City Council in 1962. The initial focus of the project was to facilitate the redevelopment of a 32-square block project area in the downtown area for the purpose of developing and expanding commercial and retail ventures. Initial activities undertaken as part of the project included renovating and demolishing impaired buildings, constructing parking facilities, and improving traffic circulation through street improvements. The present focus of the project is the development of mix-residential uses and the expansion of public improvements in coordination with the Napa River Flood Protection Project.²

In 1972, LAFCO established a sphere of influence for Napa. The sphere encompassed approximately 13,800 acres and included all of the City's incorporated territory with the exception of the "Stanly Ranch" area.³ In addition to incorporated territory, the sphere included approximately 5,200 acres of unincorporated land, including the Napa State Hospital, the Milliken Creek-McKinley Road area, and the Silverado Country Club area. The principal planning factor used by the Commission in establishing the location of the sphere was the availability of water and sewer service – specifically with respect to accommodating urban growth.⁴

That same year, LAFCO approved an annexation to Napa involving an approximately 100-acre vacant parcel known as the "Longwood Ranch." The annexation was petitioned by the property owner to facilitate the subdivision and development of condominiums on the vacant parcel located near the intersection of Trancas Street and Monticello Road. This annexation motivated slow-growth proponents to organize opposition to the proposed project. Following the City's adoption of a resolution approving the annexation, slow-growth proponents submitted a referendum petition asking voters to decide whether the property should be part of the City. A ruling by the State of California's First Appellate District Court validated the referendum petition and an election to affirm the annexation was conducted by the City. The vote to affirm was defeated by voters and resulted in the detachment by LAFCO of the Longwood Ranch from the City.

In 1973, increased public concern regarding the level of development in Napa prompted the City Council to issue an advisory ballot. The advisory ballot asked residents to recommend a target population for the City in 2000. The majority of residents responding to the ballot voted in favor of the lowest growth alternative offered, which was 75,000. The results of the advisory ballot led the City to adopt a new general plan in 1975. The new general plan amended the City's projected population to 75,000 by 2000

² The Napa River Flood Protection Project was approved by voters in 1998 to provide a 100-year level of flood protection in Napa County. The project is partially funded through a countywide sales tax and includes expenditures for improvements to the Napa River within Napa's jurisdictional boundary, including the development of a bypass channel in the downtown area.

³ The Stanly Ranch area was annexed to Napa as part of two separate proposals in 1955 and 1964. This area, which consists of approximately 1,000 acres, is located south of the Soscol Ridge and is partially bisected by State Highway 29. On March 11, 2003, the City Council approved a subdivision map for the property, which resulted in the creation of 18 new lots. The underlying project includes the preservation of existing vineyards and open-space areas along with the development on new wineries and agricultural support facilities.

⁴ Public sewer service within Napa and the surrounding unincorporated area is provided by the Napa Sanitation District.

and reduced its extended planning area from 55 square miles to 18 square miles. The new general plan also established an urban growth boundary called the “residential urban limit line (RUL)” for the purpose of directing future development. In adopting the RUL, the City Council sought to take advantage of existing infrastructure with regard to accommodating the projected population and other service related land uses, such as commercial and industrial. Other notable components of the new general plan included policy directives to preserve open-space, prevent urban sprawl, and maintain a greenbelt around the City.

Following Napa’s adoption of a new general plan, LAFCO initiated a review of the City’s sphere of influence. The review was initiated at the request of the Commission to evaluate the availability of water and sewer service to areas in and around the City. An updated sphere was adopted by the Commission in 1976 and included several modifications. These modifications were aimed at reflecting the availability of both water and sewer service along with recognizing the revised development plans of the City as indicated by the RUL of the new general plan. Notable modifications to the sphere included the removal of the Milliken Creek-McKinley Road, Silverado Country Club, and the Longwood Ranch areas – areas that had been excluded from the RUL.

Timeline Overview	
1914	– Napa incorporated
1953	– County adopts master plan
1969	– Napa adopts general plan
1972	– LAFCO establishes sphere
1973	– Napa issues advisory ballot
1975	– Napa adopts new general plan
1976	– LAFCO updates sphere
1982	– Napa updates general plan
1986	– Napa updates general plan
1998	– Napa updates general plan

In 1979, LAFCO amended Napa’s sphere of influence to include approximately 1,600 acres of unincorporated land. The area, which was characterized by open-space uses, extended south of Kaiser Road to the northern boundary of County Service Area No. 3.⁵ In approving the sphere amendment, the Commission required the City to adopt rezoning designations for the area consistent with the land use designations of the County’s General Plan. The Commission also required the City to resolve contractual questions regarding its ability to provide water service to the area.⁶ After determining that the City had not met all of its terms and conditions, the Commission modified the sphere to remove approximately 1,350 acres of land included in the original sphere amendment. This modification resulted in the removal of all land south of the Soscol Ridge from the City’s sphere.

Subsequent updates to Napa’s General Plan were adopted in 1982, 1986, and 1998. The 1982 update increased the City’s efforts to control growth and to minimize the loss of open-space lands by establishing minimum density requirements for parcels zoned residential within the RUL. It also increased densities within certain areas of the City to encourage infill development and to limit the extension of the RUL. Unincorporated areas added to the modified RUL included the Big Ranch Road/Trower Avenue area and

⁵ County Service Area No. 3 was formed in 1979 to provide public water and sewer service to the Napa County Airport and surrounding industrial park area. The District remained inactive until 1994 when it began providing street sweeping, lighting, and landscaping services.

⁶ Pursuant to its agreement with the NCFWCWD for annual entitlements to the State Water Project, Napa is not permitted to provide water service outside its designated service area if the subject area is in the service area of another agency under contract with NCFWCWD. This agreement specifies that the City’s water service area extends south of its incorporated boundary to the Soscol Ridge/Soscol Creek area. Land south of the Soscol Ridge/Soscol Creek area is located in American Canyon’s water service area.

the “Napa Valley Corporate Park.”⁷ However, in response to public concern involving the impact to neighborhoods, residential densities were later decreased by the City as part of a partial general plan update in 1986. The 1998 update codifies policies and standards with respect to land use and development for the City through 2020. Significant policy directives contained in the 1998 update include conserving neighborhood character and improving the nexus between development demands and the protection of the environment.

ADOPTED BOUNDARIES

Napa’s incorporated boundary is comprised of approximately 11,786 acres. The City’s adopted sphere of influence encompasses nearly its entire incorporated boundary with two notable exceptions: Alston Park and Stanly Ranch. Notable unincorporated areas within the City’s sphere include the Napa State Hospital and Syar Industries along State Highway 221. Land use designations for the City are defined in its General Plan, which was last updated in 1998.

Adopted Boundaries for the City of Napa (Source: County of Napa’s geographic information system)	
Incorporated Boundary:	11,493 acres
Sphere of Influence Boundary:	11,085 acres

POPULATION PROJECTIONS

Napa uses projection figures issued by the Association of Bay Area Governments (ABAG) to help identify and determine its present and future population. Population figures issued by ABAG are used by the City in the development of its housing element – a mandatory component of an agency’s general plan addressing existing and projected housing needs within the community.⁸ In September 2004, ABAG issued *Draft Projections 2005*, which includes updated population projections for the City.⁹ These projections estimate an approximate annual growth rate for the City of one-half percent through 2025. This figure is consistent with the projected annual growth rate of the City’s General Plan. It is anticipated that these projections will be finalized by ABAG within the next year. An overview of these projections is provided below.

ABAG Population Projections for the City of Napa (Source: ABAG Draft Projections 2005)					
Agency	2005	2010	2015	2020	2025
City of Napa:	80,300	82,800	85,700	87,700	89,800
Napa County:	134,100	139,700	144,800	148,100	151,100
City % of County:	60	59	59	59	59

⁷ The 1982 General Plan also changed the term “residential urban limit line” to “rural urban limit line.”

⁸ Napa’s Housing Element was certified by the State of California in March 2002.

⁹ The study area used by ABAG in the development of population projections for Napa includes all territory located within its RUL.

GOVERNANCE

Napa was incorporated as a charter-law city in 1914 and operates under the council-manager form of government. The “Napa Charter” serves as the constitution of the City. The Napa Charter identifies standards and procedures concerning the governance of the City. This includes the terms of elected office, positions of appointed officials, and designation and duties of administrative departments and commissions.

City Council:

The City Council serves as the governing body of Napa and is comprised of a directly elected mayor and four city councilmembers. The mayor and councilmembers are elected to staggered four-year terms by general vote. The mayor presides at City Council meetings, has appointment powers, and serves as the ceremonial head of the City. The principal function of the City Council is to serve as the legislative body of the City. This includes adopting local ordinances and regulations, which are codified as part of the “Napa Municipal Code.” Other notable functions include approving development projects and environmental determinations, adopting a biennial budget, and appointing the City Manager, City Attorney, and City Clerk. Meetings are open to the public and are conducted on the first and third Tuesday of each month in the City Council Chambers at City Hall.

Independent Governing Bodies

The City Council also serves as the governing board for four independent government agencies formed to provide specific services on behalf of the community. These agencies are the Redevelopment Agency, the Housing Authority, the Parking Authority, and the Public Facilities Financing Authority. An overview of these agencies is provided below.

The Napa Community Redevelopment Agency:

The Redevelopment Agency was formed by the City Council in 1962 to help facilitate the redevelopment and economic expansion of Napa. The Agency currently administers the Parkway Plaza Redevelopment Project, which is a 40-year project aimed at the redevelopment of a 32-square block area in downtown Napa. The present focus of this project, which is funded through bond and incremental property tax proceeds generated from the project area, is the development of mix-residential uses and the expansion of public improvements in coordination with the Napa River Flood Protection Project. The Agency is administered by the City’s Economic Development Department and is presently staffed by the equivalent of three full-time employees. Meetings are open to the public and are conducted on the third Tuesday of each month in the City Council Chambers.

The Housing Authority of the City of Napa:

The Housing Authority was formed by the City Council in 1942 to provide affordable housing to low-income workers following the passage of the Wanger-Steagle Housing Act of 1937. In 1995, the Authority reached an agreement to provide administrative services for the Napa Valley Housing Authority, a joint powers authority comprised of

the County, American Canyon, Calistoga, St. Helena, and Yountville.¹⁰ The Authority currently administers several affordable housing projects for both Napa and NVHA. This includes operating a countywide Section 8 Voucher Rental Assistance Program, which currently provides assistance to 1,218 participants. The Authority presently is staffed by 14 full-time permanent and three contracted employees. Meetings are open to the public and are conducted on the first Tuesday of each month in the City Council Chambers.

The Parking Authority of the City of Napa:

The Parking Authority was formed by the City Council in 1970 to finance the acquisition, maintenance, and operation of off-street parking facilities. Past projects financed by the Authority have included three city-owned parking garages built in 1985 along with several improvements to city-owned parking lots in the downtown area. Although no projects are currently planned, the Authority remains operational for the purpose of facilitating and administering future financing opportunities, including bonds and assessments. The Authority is administered by Napa's Finance Department and meets once a year on the first Tuesday of January in the City Council Chambers.

The City of Napa Public Facilities Financing Authority:

The Public Facilities Financing Authority was formed by the City Council in 1985 to finance the purchase, lease, or assignment of real or personal property with regard to the acquisition or construction of public facilities. Past projects financed by the Authority have included the construction of Fire Station No. 3, purchase of fire trucks, and the design of Napa's Police Administration Building. Although no projects are currently planned, the Authority remains operational for the purposes of facilitating and administering future financing opportunities, including bonds and assessments. The Authority is administered by the City's Finance Department and typically meets once a year on the first Tuesday of April or May in the City Council Chambers.

¹⁰ A joint powers authority is an agency formed by agreement to provide service or services between one or more public agencies.

ADMINISTRATIVE DEPARTMENTS

The administration of Napa is the principal responsibility of the City Manager, who is appointed to oversee and implement policies on behalf of the City Council and to manage the day-to-day operations of the City. The City Council also appoints a City Attorney and City Clerk to assist in the administration of the City. These appointed officials serve at the will of the City Council and as directors within their own departments. They support the City Council in developing, evaluating, and implementing policies and procedures with respect to the present and future operation of the City.

Administrative services provided by the City Manager, City Attorney, and City Clerk are coordinated with services offered by Napa’s other administrative departments. Each department is managed by a director who is responsible for overseeing and staffing their respective department and preparing a biennial budget for review by the City Manager. Coordination between each department is facilitated through weekly senior staff meetings with the City Manager. Funding for these departments is primarily drawn from the City’s general fund, which is mainly supported through sales, property, and transient occupancy taxes. Several departments also supplement general fund monies with revenues generated from enterprise funds and assessment districts. An overview of these departments is provided below.

City Manager’s Office:

The City Manager’s Office is directed by the City Manager and is responsible for administering the day-to-day operations of the City. Principal duties include providing administrative support to the City Council, overseeing the budget process, and hiring department directors. Additional duties include evaluating organizational development, reviewing program services, and overseeing labor relationships. The City Manager’s Office is currently staffed by five full-time employees.

City Manager’s Office			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$762,102	General Fund	100%	5 full-time

City Attorney’s Office:

The City Attorney’s Office is directed by the City Attorney and is responsible for providing legal advice and consultation to the City. Principal duties include representing the City in legal matters and evaluating policies and procedures with regard to federal, state, and local laws. The City Attorney’s Office is currently staffed by three full-time employees and two independent contractors.¹¹

City Attorney’s Office			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$628,387	General Fund	100%	3 full-time 1 part-time

¹¹ One independent contractor works on a regular basis while the other contractor handles miscellaneous assignments on a part-time basis as needed.

City Clerk’s Office:

The City Clerk’s Office is directed by the City Clerk and is responsible for providing records and information management for the City. Principal duties include preparing agendas and minutes for the City Council, managing legislative actions (ordinances, resolutions, municipal code, and charter), supervising regular and special elections, and serving as the City’s public information officer in the event of an emergency. The City Clerk’s Office is currently staffed by six full-time employees.

City Clerk’s Office			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$852,599	General Fund	100%	6 full-time

Community Development Department:

The Community Development Department is responsible for administering the planned development of Napa. The Department is comprised of four divisions: Planning, Development Engineering, Building, and Code Enforcement. Principal duties include development and environmental review, permit processing, engineering services, and building code enforcement. The Department is currently staffed by 29 full-time employees.

The Community Development Department also provides staff support for:

- Planning Commission
- Cultural Heritage Commission
- Housing Element Steering Committee

Community Development Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$3,800,699	General Fund	100%	29 full-time

Community Resources Department:

The Community Resources Department is responsible for maintaining Napa’s park system and providing recreational activities. The Department is comprised of two divisions: Parks and Recreation. Principal duties include landscaping, facilities maintenance and planning, managing senior and youth service programs, and operating the Napa Golf Course at Kennedy Park. The Department is currently staffed by 43 full-time employees.

The Community Resource Department also provides staff support for:

- Parks & Recreation Advisory Commission
- Senior Center Advisory Commission
- Tree Advisory Commission
- Bicycle & Trails Sub-Committee
- Community Development Block Grant Committee

Community Resource Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$7,500,682	General Fund	62%	43 full-time
	Recreation Fund	12%	
	Golf Enterprise	25%	
	Assessment Districts	1%	

Economic Development Department:

The Economic Development Department is responsible for the development of programs and services consistent with the adopted goals of the Economic Element of Napa’s General Plan. Principal duties include developing partnerships with local business organizations and providing consultation services to prospective business investors. The Department shares staff with the Napa Community Redevelopment Agency. Staff time dedicated to the Department is equivalent to one full-time employee.

The Economic Development Department also provides staff support for:
 - Napa Community Redevelopment Agency

Economic Development Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$124,219	General Fund	100%	1 full-time

Finance Department:

The Finance Department is responsible for administering Napa’s financial resources. The Department is comprised of four divisions: Accounting, Collections, Information Technology, and Building and Facilities Maintenance. Principal duties include preparing the biennial budget and capital improvement plans, conducting internal audits, payroll, purchasing, and managing accounts receivables. Additional duties include negotiating franchise agreements for contracted services, such as cable television and garbage. The Department is currently staffed by 35 full-time employees.

The Finance Department provides staff support for:
 - City of Napa Parking Authority
 - City of Napa Public Facilities Financing Authority

Finance Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$10,399,838	General Fund	32%	35 full-time
	Parking Enterprise Fund	5%	
	Stores Internal Fund	5%	
	IT Internal Fund	1%	
	Garbage Enterprise Fund	26%	
	Risk Management Fund	31%	

Fire Department:

The Fire Department is responsible for providing Napa with fire protection and emergency medical service. The Department is comprised of three divisions: Administration, Operations, and Prevention. Direction for all three divisions is provided by the Fire Chief, who is hired by the City Manager. The Department is currently staffed by 63 full-time employees and 13 on-call reserves.

Fire Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$10,229,443	General Fund	100%	63 full-time 13 reserves

Personnel Department:

The Personnel Department is responsible for the recruitment, examination, and training of City staff. Principal duties include reviewing staff classifications and salary schedules, coordinating health and safety programs, and administering workers compensation and liability programs. The Department is under the direction of the Civil Service Commission, which is comprised of two members appointed by the City Council, two members appointed by City employees, and one member appointed by the other four members. The Department, whose director is hired by the Civil Service Commission, is currently staffed by five-full time employees and two part-time employees.

The Personnel Department is the only department in Napa that does not report to the City Manager.

Personnel Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$822,047	General Fund	100%	5 full-time 2 part-time

Police Department:

The Police Department is responsible for providing Napa with general law enforcement, crime prevention, and emergency services. The Department is comprised of six divisions: Administration, Patrol, Investigations, Support Services, Prevention, and Central Dispatch. Direction for these divisions is provided by the Police Chief, who is hired by the City Manager. The Department is currently staffed by 127 full-time employees.

Police Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$18,013,150	General Fund	100%	127 full-time

Public Works Department:

The Public Works Department is responsible for operating and maintaining Napa’s infrastructure system. The Department is comprised of six divisions: Engineering, Transportation Engineering, Bridge and Urban Drainage, Streets and Electrical and Communications, Fleet Management, and Water. Principal duties include coordinating annexation requests, reviewing use permits, operating traffic signals, constructing and maintaining roads, bridges and storm drains, and providing water service. The Department is currently staffed by 105 full-time employees.

The Public Works Department also provides staff support for:
- Traffic Advisory Committee

Public Works Department			
2004/05 Budget	Funding Source	Funding Amount	Staffing
\$28,301,690	General Fund	25%	105 full-time
	Fleet Internal Fund	9%	
	Water Internal Fund	65%	
	Assessment Districts	1%	

SERVICE CATEGORIES

For the purpose of this review, services offered by Napa are organized into one of four broad categories. This includes general administration, planning and community development, public safety, and public works and community services. These categories are evaluated in terms of their present service operations and ability to accommodate additional demands within the timeframe of this review.

General Administration

The general administration of Napa consists of the City Council, City Manager, City Attorney, and Finance Director. This group's principal objective is to establish policies and procedures with respect to the present and future operation of the City that are consistent with the service needs of the community. Notable functions of the general administration group include communicating policy and service information to the public, overseeing the budget process, and negotiating franchise agreements. An overview of these functions is provided below.

Communication:

Napa uses a variety of measures to communicate policy and service information to the public. This includes issuing notices of public meetings in the Napa Valley Register, issuing newsletters, and posting information on the City's website. Additional efforts include conducting workshops and hearings on focused topics, such as the budget and development projects. These efforts help to ensure that service information is being effectively communicated to the public in a timely and efficient manner.

Budget Process:

Napa's budget is adopted biennially at a public hearing in which members of the public are allowed to comment with regard to expenditures and service programs. Adoption of the budget is preceded by a series of internal reviews by City staff, which is facilitated by the City Manager and Finance Director. Mid-year budget reviews are conducted to address whether adjustments are necessary to meet increased service needs or to account for changes in revenue. Through the budget process, the general administration group helps to establish and prioritize service programs and levels within the City. An overview of the current adopted budget is provided below.

Approved 2004-2005 Budget:

The City's 2004-2005 adopted budget allocates \$53,047,984 in total general fund expenditures. Over half of this amount is dedicated to funding police (34%) and fire (19%) services. The City anticipates total general fund revenues for 2004-2005 in the amount of \$45,525,000, resulting in a projected operating deficit of 7.5 million. Principal projected revenue sources include sales tax (25%), property tax (24%), transient occupancy tax (12%), and motor vehicle license fees (9%). To account for the projected deficit, which is attributed to an increase in expenses and a reduction in revenues, the City has allocated 7.5 million from its reserves.¹²

¹² After the adoption of the 2004-2005 budget, shortfalls in projected funding prompted Napa to begin evaluating budget reductions with a 4.0 million savings target.

Franchise Agreements:

The general administration group negotiates franchise agreements with outside entities for the delivery of services. These agreements establish service standards within the City and specify whether the City will receive compensation from the contracted service provider in the form of a franchise fee. Revenues generated from franchise fees contribute to the City’s general fund, which are used to for a wide variety of services and programs. Prominent agreements administered by the City include contracts for garbage, cable television, and natural gas and electricity. These agreements provide the City significant savings due to the cost associated with the development and operation of specialized equipment and facilities that are typically outside the scope of a municipality’s operations. An overview of these agreements is provided below:

Garbage Service:

Garbage service in Napa is provided by Napa Garbage Service, Inc. (NGS). This franchise agreement was formally entered into by the City in 1970 and through amendment is scheduled to expire in September 2005. The agreement specifies that NGS is the exclusive contractor for the collection of garbage and rubbish within the City. The agreement requires NGS to maintain an office and telephone service to process customer requests. Collection is required on a regular basis and not less than once a week.¹³ As of 1990, NSG is also responsible for providing curbside recycling service for City customers. The implementation of recycling service in the City was prompted by the passage of the Integrated Waste Management Act of 1989. This law established the Integrated Waste Management Board (IWMB), which is charged with developing and implementing regulations concerning solid waste management in California. The law includes diversion mandates requiring all municipalities to recycle or reduce at least 50 percent of their total solid waste amount beginning in 2000.¹⁴ Currently, the City’s solid waste division rate is 52 percent.

NGS currently provides service to approximately 21,000 customers in the City.

Rates are determined by Napa and are based on the cost of service plus a reasonable level of profit for NGS. Rates are reviewed annually by both parties with changes taking effect on October 1st of each year. NGS is required to pay the City an annual franchise fee equal to five percent of its gross annual receipts.¹⁵ Current rates for residential customers are provided below.

Residential Garbage Rates in the City of Napa (effective since October 1, 2003)				
Toter Size:	20 Gallon	32 Gallon	64 Gallon	96 Gallon
Monthly Rate:	15.58	19.53	23.04	46.08

¹³ Garbage collected by NGS is processed at the Devlin Road Transfer Station in south Napa County. This facility is owned by the South Napa Waste Management Authority, which is a joint-powers authority comprised of Napa, American Canyon, Vallejo, and the County of Napa. Allied Waste Industries, Inc. is contracted to transfer waste to Keller Canyon Landfill in Contra Costa County.

¹⁴ Any municipality that does not comply with IWMB diversion standards is subject to a fine of \$10,000 per day.

¹⁵ In 2003-2004, Napa received \$712,318 from NGS.

Napa recently awarded a new contract for garbage and recycling services to Napa Recycling and Waste Services. This contract was awarded following an extensive review process and becomes effective in October 2005. Rates are not expected to be significantly impacted by this change in service provider.

Cable Television:

Cable television service in Napa is provided by Comcast. This franchise agreement was originally entered into by the City in 1970 and through amendment is scheduled to expire in January 2006. The agreement provides Comcast a non-exclusive right to construct, operate, and maintain a cable television system within the City. The agreement specifies that Comcast pay the City an annual franchise fee equal to five percent of its gross annual receipts generated from customers within the City.¹⁶ Comcast is also required to provide at least 60 channels to subscribers, make periodical system improvements to reflect current industry technology, and make available a governmental access channel. Rates are determined by Comcast and are consistent with the rates offered to neighboring communities.

Comcast currently serves approximately 20,000 customers in the City.

Natural Gas and Electricity:

Natural gas and electricity service in Napa is provided by the Pacific Gas & Electric Company (PGE). This franchise agreement was originally entered into the City in 1954. The agreement provides PGE an indeterminate right to construct, operate, and maintain a natural gas and electricity system in City. The agreement specifies that PGE pay the City an annual franchise fee equal to two percent of its gross annual receipts generated from customers in the City.¹⁷ Rates are determined by California Public Utilities Commission and are equal to the rates applied across the state.

PGE currently provides natural gas and electrical service to 26,757 and 30,775 total customers in the City.

Planning and Community Development

Planning and community development in Napa is facilitated through the development and implementation of land use policies that are consistent with the General Plan.¹⁸ The General Plan serves as the City’s governing document. It was last updated in 1998 and codifies land use and development policies for the City through 2020. As required by California Government Code §65302, the General Plan addresses seven mandatory elements that are of equal status and are evaluated in terms of local relevance. Mandatory elements include land use, housing, circulation, conservation, open-space, noise, and safety. The City also elected to include four optional elements to its General Plan. Inclusion of these optional elements, which are administration, economic development, historic preservation, and parks and recreation, signals a concerted effort by the City to address other social and cultural factors affecting community development. Also of importance, the General Plan establishes standards with respect to the delivery

¹⁶ In 2003-2004, Napa received \$609,316 from Comcast.

¹⁷ In 2003-2004, Napa received \$418,166 from PGE.

¹⁸ The adoption of a general plan is required of every city and county pursuant to California Government Code §65300.

and adequacy of public services in the City. These standards help to define the level of service in the community and provide the public with a tool to measure the success of the City in meeting its service objectives. Other prominent policy documents that help to guide community development include zoning ordinances and specific plans.¹⁹ Collectively, these policy documents provide a transparent nexus between current and future planning decisions by the City.

While the development and adoption of land use policies for Napa is the responsibility of the City Council, it is the responsibility of staff to administer the day-to-day implementation of these policies. The implementation of these policies is most often carried-out by the Community Development Department (CDD). CDD is responsible for a variety of services relating to development review, building inspection, and code enforcement. This includes the review of all proposed improvement and development projects submitted by the public, such as general plan amendments, rezoning requests, use permits, and parcel and subdivision maps. As part of its review process, CDD coordinates an interdepartmental review to determine if the project will impact existing services in the City. This includes confirming the availability of water service with the City's Water Division and sewer service with the Napa Sanitation District.²⁰

CDD represents a new approach in administering and implementing land use policies in Napa. The Department was created in 2003 as a result of a study conducted by an outside consultant hired by the City to evaluate opportunities to capture organizational efficiencies with regard to community development. At the time of the study, the functions of CDD were divided between two departments, Planning and Building. The study, which was prompted by feedback from the development community, concluded that merging both departments would help expedite and streamline the development process in the City. To help guide this reorganization effort, the City hired a new director to manage CDD. The City also raised development fees to contribute towards the implementation of a new software tracking system. This tracking system is intended to improve the processing of all types of improvement and development projects by providing staff and the public with a tool to measure the status of each application. These efforts are intended to enhance the predictability and reliability of processing improvement and development applications and to indicate a renewed commitment by the City to improve customer service.

Additional responsibilities regarding community development in Napa are administered by the Public Works Department, which manages the City's annexation program. This program works with interested property owners to process annexation proposals with LAFCO. The Public Works Department maintains an informal policy with LAFCO to serve as the applicant for all interested property owners seeking annexation to the City. This program helps to streamline the annexation process and enables the Public Works

¹⁹ Zoning ordinances establish allowable land uses within designated districts of the community. Specific plans provide an increased level of planning and guide future public and private actions for a portion of the community.

²⁰ Any proposed development project would also result in Napa directing the property owners to the Napa Sanitation District to pay a sewer connection fee. Before issuing the building permit, the City would require the property owners demonstrate proof of payment and a clearance from the Napa Sanitation District stating the parcel will be connected to the sewer system.

Department to work with neighboring parcel owners to identifying opportunities to eliminate unincorporated islands whenever possible. Surveys are used by the Public Works Department to help identify interest among unincorporated island parcel owners regarding annexation. As part of this process, the Public Works Department provides surveyed owners with a comparison of costs and services between the City and County. These efforts help to address misconceptions regarding annexation and assist property owners make informed decisions.

Public Safety

The primary elements of public safety offered by Napa include fire protection, emergency medical service, and police protection.²¹ These public safety services are provided by the City's Fire and Police Departments and account for over half of the City's general fund budget. To help meet the service needs of the community, both departments coordinate their services with the services offered by the other administrative departments in the City. Both departments are asked to review and comment on proposed development projects as part of the Community Development Department's evaluation process. Both the Fire and Police Chiefs serve as committee members on the City's Traffic Advisory Committee. This committee, which includes the Public Works, Economic Development, and Community Development Directors along with two City Council and Planning Commissioners, meets monthly to discuss connectivity issues regarding existing and future projects in the City. This provides an opportunity for both departments to review and offer input concerning future connectivity projects and to advise of any impact to existing public safety services. An overview of the public safety services offered by the Fire and Police Departments is provided below.

Fire Protection and Emergency Medical Service:

The Fire Department is responsible for providing fire protection and emergency medical service within Napa's jurisdictional boundary. The Department is comprised of three divisions: Administration, Operations, and Prevention. Each division is under the direction of the Fire Chief and is managed by an assigned division chief or service officer. Administration is responsible for policy development and implementation, budget planning, and records management. Operations is the largest division and responds to all emergency and non-emergency service calls in the City, including fire, medical emergency, and traffic incidents. Prevention assists in the elimination of fire hazards through the inspection of new and existing structures.

The Department operates four fire stations that are located throughout Napa.²² Each station has an assigned service area and has a response standard of five minutes or less. Each assigned service area includes several "reporting districts," which represent defined

²¹ Additional public safety services offered by Napa include disaster planning, emergency response, and community training. The City continually updates its Emergency Plan, which identifies response procedures in conformance with California's Standardized Emergency Management System. The City also recently prepared its first Local Hazard Mitigation Plan. This plan was funded by a grant from the Governor's Office of Emergency Services and provides a risk assessment and a mitigation plan for the City with respect to fires, earthquakes, floods, and terrorism. Community training is facilitated through the City's Community Emergency Response Program. This program is offered through the Napa Valley College and is conducted by the Fire Department.

²² The Fire Department's four fire stations are located at 930 Seminary Street, 1501 Park Avenue, 2000 Trower Avenue, and 251 Gasser Drive.

areas that are used to evaluate trends and activities within the City. Approximately 80 percent of service calls meet the Department's response standard. Fire Station No. 1 serves the entire downtown area, while Fire Stations No. 2 and No. 3 serve the mid-city and northwest areas, respectively. The newest fire station, Fire Station No. 4, opened in July 2003 and serves the southeast area. The Department currently has 58 full-time firefighters along with 13 on-call reserves, who are paid on a per call basis.²³ Each station is assigned two paramedics and is served by a primary and reserve fire engine along with a patrol pick-up truck.²⁴ Additional fire fighting equipment utilized by the Department includes a ladder truck for specialized operations, a utility vehicle equipped with support apparatus, and a hazardous materials trailer outfitted with protective equipment and containment supplies. The Department also owns two inflatable rescue boats and operates a fire engine on loan from the State of California to respond to outside emergencies calls, such as wildfires.

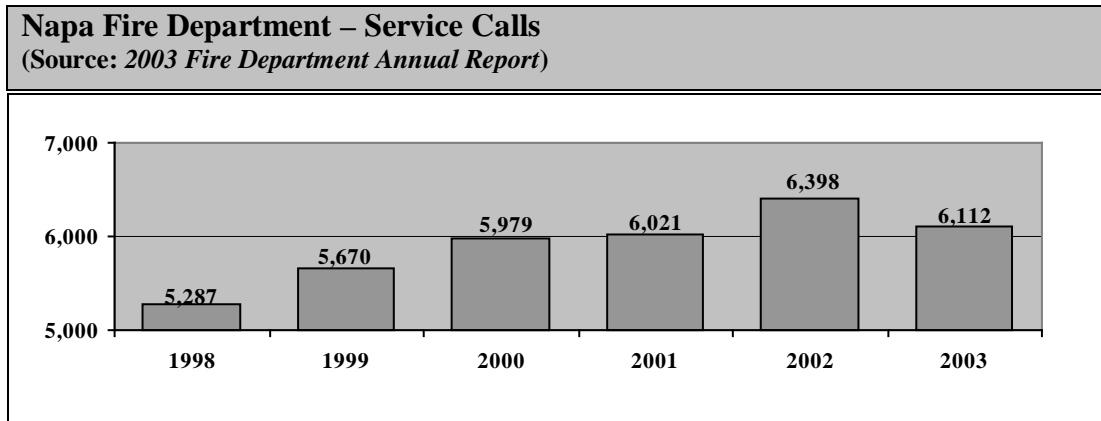
In addition to service obligations within Napa, the Department participates in mutual-aid agreements with the American Canyon Fire Protection District and the California Department of Forestry (CDF).²⁵ The Department also maintains less formal mutual-aid agreements with the City of Calistoga, City of St. Helena, and the Napa State Hospital. These agreements provide the Department with emergency assistance upon request and helps formalize fire response services throughout the region. The Department also has an automatic-aid agreement with CDF. This agreement requires the Department to respond to all service calls within the Pueblo Park area, which is the largest unincorporated island in the City. In turn, CDF is responsible for responding to all service calls within the Hagen Road area of the City from its fire station located at 1820 Monticello Road. The Department is currently working with CDF to execute an automatic-aid agreement with respect to the other unincorporated islands within the City. In absence of an agreement, the Department will continue to respond to service calls in other unincorporated islands in the City only upon request by CDF.

Emergency medical calls represent the largest service demand for the Department. In 2003, emergency medical calls accounted for over two-thirds of the total service calls received by the Department. Service calls also continue to rise. Between the opening of Fire Station No. 3 in 1986 and the opening of Fire Station No. 4 in 2003, the Department experienced an approximate 89 percent increase in the number of service calls – resulting in an annual increase of five percent. Although slightly reduced, the annual increase in the number of service calls over the past five years remains strong at approximately three percent. An overview of the number of service calls received by the Department during this period is provided below.

²³ Full-time firefighters include division chiefs, battalion chiefs, and captains.

²⁴ The Fire Department is responsible for determining whether transportation of a patient to a medical facility is warranted. Transportation is assigned to Piner's Napa Ambulance Service, Inc. Funding for paramedic service is provided by an annual Paramedic Tax, which is assessed to each dwelling unit in Napa.

²⁵ CDF is under contract with the County of Napa and Town of Yountville to provide fire protection services within their respective jurisdictions.



A national standard used to evaluate an agency’s ability to provide fire protection is based on public protection ratings issued by the Insurance Service Office (ISO). ISO is funded by the insurance industry to evaluate and establish risk ratings for local communities based on proximity and adequacy of fire fighting facilities. Significantly, these ratings impact the cost of insurance for each property within the affected community. ISO designates a split rating for Napa of 3-9 on a scale of 1 (best) to 10 (worst).²⁶ A score of three is a common rating for cities in California and applies to most areas in the City. These areas are within a 1,000 feet of a hydrant and are within five road miles of a responding fire station. A score of nine reflects those areas located along the perimeter of the City that are not within 1,000 feet of a hydrant, but are within five road miles of a responding fire station. These areas are typically served by private wells and are located in low-density areas of the City, such as properties located on Hagen Road.

In 2004, to help refine performance measures, Napa retained an outside consultant to evaluate service and planning operations for the Department. The consultant reported that the Department functions adequately, offers appropriate amounts of training to staff, and provides an acceptable level of service within the City. With respect to areas of improvement, the consultant noted a need for the Department to improve its response time within the western portion of the City. The consultant also recommended that the Department adopt a one minute or less call-processing policy, which has become a national performance measure endorsed by the National Fire Protection Association. The Department currently processes calls (dispatch to unit response) in one minute or less 34 percent of the time.

Perhaps the best and most practical standard used to evaluate an agency’s ability to provide effective fire protection is based on community opinion. Although it is difficult to measure the opinion of the community, it is evident that the Department has made a concerted effort to be responsive to the needs of the community as evidenced by the development and implementation of effective policies and programs. In addition, the City and the Department continue to evaluate performance measures aimed at encouraging service provision in a manner that is cost-efficient and consistent with the needs of the community.

²⁶ ISO’s fire protection ranking for Napa was last updated on May 1, 1992.

Police Protection:

The Police Department is responsible for providing police protection and emergency response service within Napa's jurisdictional boundary. The Department is comprised of six divisions: Administration, Patrol, Investigations, Support Services, Prevention, and Central Dispatch. Each division is under the direction of the Police Chief and Deputy Police Chief and is assigned a division commander or manager. Administration is responsible for policy development and implementation, budget planning, and records management. Patrol, which is the largest division, provides general law enforcement and responds to most emergency and non-emergency calls for service. Investigation is responsible for investigating serious crimes, such as homicide and sexual assault. Support Services provides staff recruitment and training, while Prevention manages several youth targeted service programs.²⁷ Central Dispatch provides 24-hour emergency phone answering service for the City's Police and Fire Department as well as for American Canyon, Yountville, and most of unincorporated Napa County.²⁸

The Department is currently staffed by 76 full-time sworn officers, which includes the Chief and Deputy Chief, division commanders, and staff sergeants.²⁹ There are also 49 full-time, non-sworn officers that provide operational support to the Department. These include public safety dispatchers, community service officers, school resource officers, contracted social workers, and administrative assistants.

Patrol service within Napa is divided between four coverage areas of equal size. Each coverage area includes several reporting districts representing defined areas that are used to evaluate trends and activities within the City. The Department prioritizes calls for service based on urgency. Each call is assigned a priority level by a public safety dispatcher on a scale of one (high) to nine (low). Calls deemed critical with regard to life and safety are assigned the highest priority level, while non-emergency calls, such as patrol checks, are assigned the lowest priority. Each call is tracked by the Department to evaluate volume, call type, and response time. In the 2003/2004 fiscal year, the Department's average response time (dispatch to on-scene arrival) for high priority calls was approximately four minutes. The Department annually reviews response times to help determine whether operational adjustments are necessary to meet the needs of the community.

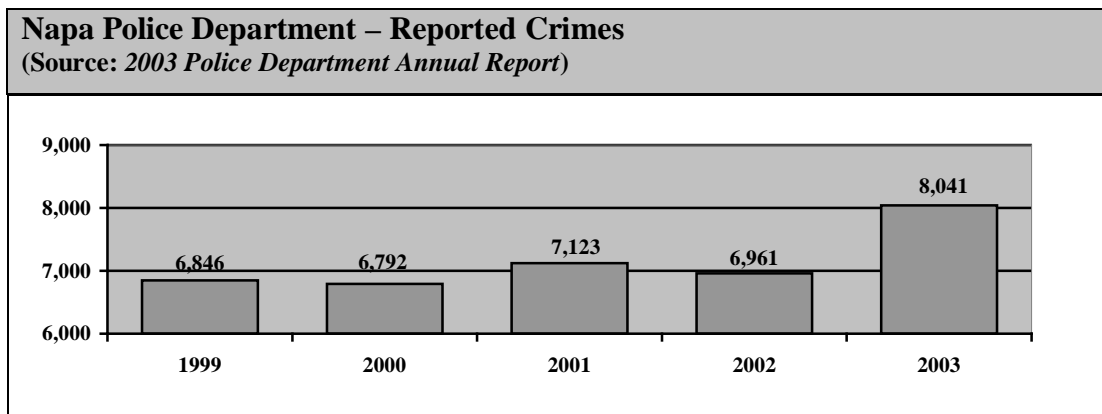
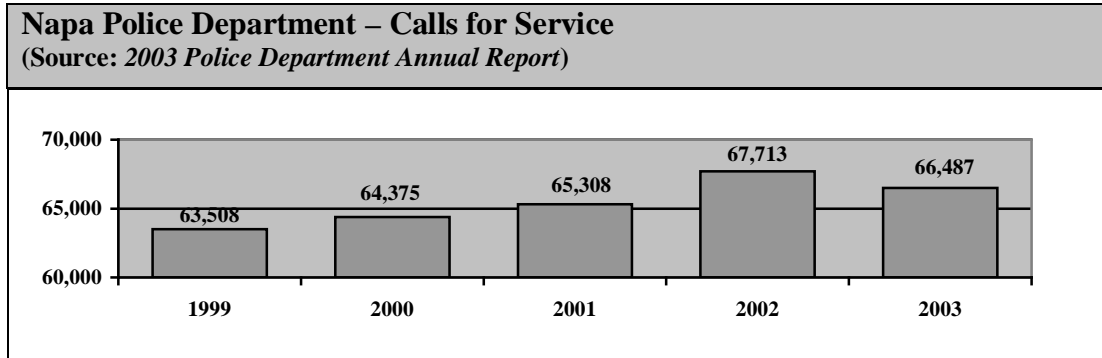
The Department's most recent annual report notes that it has received – on average – over sixty-five thousand annual calls for service over the past five years. This amount includes reported crimes, investigations, traffic incidents, alarm and disturbance calls, and abandoned emergency calls. Reports of theft and vandalism represent the largest volume of reported crimes in the City. In 2003, these crimes represented approximately 26 percent and 12 percent of the total number of reported crimes in the City. Reported crimes are also on the rise. The Department reports that it has experienced an approximate 17 percent increase in the number of reported crimes between 1999 and

²⁷ Programs offered by the Department include Drug Abuse Resistance Education (D.A.R.E.), Gang Resistance Education and Awareness Training (G.R.E.A.T), and Graffiti on Napa Eliminated (G.O.N.E.).

²⁸ Dispatch is jointly funded by each agency based on a per call ratio.

²⁹ The Department has currently frozen two sworn officer positions. Once filled, the Department will have 78 sworn officers.

2003. An overview of the number of calls for service and reported crimes during this period is provided below.



To help ensure that adequate resources are available at all times, the Department participates in a statewide mutual-aid program facilitated by the Governor’s Office of Emergency Services (OES). This program enables the Department to request assistance from other police and sheriff departments located within its designated OES region when its resources are inadequate to meet service demands. OES assistance is provided once the Department makes a request to the Napa County Sheriff Department, which is responsible for coordinating mutual-aid services for all of Napa County. If local resources are unable to provide adequate support, the Napa County Sheriff Department will request assistance from the Alameda County Sheriff Department, which serves as the regional OES coordinator for the Bay Area. The Department also maintains less formal mutual-aid arrangements with neighboring agencies to receive short-term assistance until a situation can be brought under control. Collectively, these arrangements help to ensure that adequate and dependable police protection services are available when needed in the City.

Although there is no statewide standard used to evaluate an agency’s ability to provide police protection, a commonly used approach is to identify the ratio between the number of sworn officers and residents within a community. The Department notes in its annual report that the City has approximately one officer for every 1,000 residents. The Department adds that the City’s officer-to-resident ratio is one of the lowest ratios in

California and has indicated that it would like to increase its number of sworn officers to be reflective of the ratios of neighboring communities in the Bay Area.

In 2004, Napa retained an outside consultant to evaluate the Department's organizational structure. This included examining whether the Department is appropriately staffed with regard to providing an adequate level of service. The consultant found that the Department maintains exceptional response times for all types of service calls and effectively uses civilian personnel to provide a wide-range of support services. The consultant determined that current staffing levels are adequate and recommended the Department expand its use of civilian personnel to help divert and reduce the workload for sworn officers. In addition, the consultant recommended an alternative organizational structure for the Department in order to capitalize on the recent retirement of the deputy chief and a division commander by eliminating both positions. The consultant concluded that eliminating both positions would provide significant costs savings and help to enhance accountability by consolidating management control within the Department.

As in the case of evaluating fire protection service, perhaps the best and most practical standard used to evaluate an agency's ability to provide effective police protection is based on community opinion. Although it is difficult to measure the opinion of the community, it is evident that the Department has made a concerted effort to be responsive to the needs of the community as evidenced by the development and implementation of effective policies and programs. Further, the City and Department continue to examine the needs of the Department with respect to allocating resources needed to provide service in a manner that is cost-efficient and consistent with the needs of the community.

Public Works and Community Services

Napa is responsible for providing a variety of services through its Public Works and Community Resources Departments. These services range from recreation to water and are perhaps the most visible of the services offered by the City. These services are also unique in that several are provided at a direct cost to the customer – typically in the form of a user charge or assessment fee. This allows customer-oriented services to be self-sufficient, such as water, community landscaping, and recreation. Services included under this section are water, street maintenance, storm drainage, and parks and recreation.³⁰ An overview of these services is provided below.

Water Service:

Napa provides water service to approximately 24,000 service connections within its water service area. This service area includes the City's incorporated territory and extends south to the Soscol Ridge and north to Rutherford. Service is facilitated through a network of supply, treatment, storage, and distribution facilities. These facilities are managed by the Water Division, which operates under the Public Works Department. Outside service connections represent approximately nine percent of the total number of connections served by the City. The majority of these outside service connections are

³⁰ Sewer service in Napa is provided by the Napa Sanitation District and will be evaluated as part of a future study.

located within the Vichy Avenue/Silverado Country Club area and Congress Valley.³¹ The City is also under contract with Calistoga and Yountville to treat and deliver each agency’s annual water entitlement from the State Water Project (SWP).³²

Napa’s water supply is drawn from three sources: Lake Hennessey, Milliken Reservoir, and the SWP. Water drawn from Lake Hennessey and Milliken Reservoir is secured through separate licenses with the State Resources Control Board, Division of Water Rights. These licenses authorize the City to divert and store up to 32,850 acre-feet of water annually from Conn Creek (Hennessey) and Milliken Creek (Milliken) for beneficial use. Actual combined storage capacity for Lake Hennessey and Milliken Reservoir is 32,980 acre-feet. Water drawn from the SWP is generated from the Sacramento-San Joaquin Delta and is secured through an agreement with the Napa County Flood Control and Water Conservation District. This agreement provides the City with an annual entitlement of SWP water that is delivered to its Jamieson Canyon Water Treatment Plant through the North Bay Aqueduct. The City’s current annual entitlement is 13,600 acre-feet. This amount will gradually increase each year until reaching a maximum annual amount of 19,800 acre-feet in 2021 and continuing through 2035. An overview of the City’s available water supply through 2010 is provided below.

Available Water Supply – City of Napa (Source: Napa’s Water System Optimization and Master Plan - 1997)				
Year	Lake Hennessey (acre-feet)	Milliken Reservoir (acre-feet)	State Water Project (acre-feet)	Total (acre-feet)
2004	31,000	1,980	13,600	46,580
2005	31,000	1,980	13,850	46,830
2006	31,000	1,980	14,100	47,080
2007	31,000	1,980	14,350	47,330
2008	31,000	1,980	14,600	47,580
2009	31,000	1,980	14,850	47,830
2010	31,000	1,980	15,100	48,080

A commonly used standard to evaluate an agency’s ability to meet current and future service demands involves the maximum day water demand of the service area with respect to existing and planned facility capacities. This standard is supported by Title 22 of the California Code of Regulations, which codifies health and safety regulations concerning public water service. CCR Section §64562 requires all public water service providers ensure sufficient water be available from their supply, treatment, and storage facilities to adequately and dependably meet the requirements of all users under maximum demand conditions.

³¹ Customers in Congress Valley are served by Napa pursuant to a service agreement between the City and the Congress Valley Water District. This agreement, which was renewed in 1987, establishes terms and conditions for the City to annually provide up to 100 acre-feet of potable water through 2017 to no more than 140 service connections. At the conclusion of this agreement, the District is scheduled to voluntarily dissolve and turn over all assets, including its distribution system, to the City. The City currently serves 74 connections in Congress Valley.

³² Napa also treats and delivers portions of American Canyon’s annual SWP entitlement upon request when the North Bay Aqueduct is off-line or its treatment facility is shut down for repair. This arrangement is facilitated through an emergency water supply agreement. In 2002, SWP deliveries to Calistoga, Yountville, and American Canyon represented approximately eight percent of the total water treated and delivered by the City.

In 2002, Napa’s maximum day water demand was 30.7 million gallons, which is equivalent to 94 acre-feet. Based on its existing facilities, the City has adequate supply and treatment capacities to meet current maximum day water demands for its service area.³³ However, improvements are required to increase the City’s storage capacity to dependably meet current maximum day water demands.³⁴ This additional storage capacity is needed to help ensure adequate reserves are available during an emergency or interruption in service.

Future water demands for Napa were evaluated as part of its *Water System Optimization and Master Plan (1997)*. In addition to calculating future maximum day water demands, the plan evaluated projected annual demands under normal and drought conditions for the City. Notably, this included projecting service demands for the City’s entire water service area in 2010 and 2020, which represents buildout of the General Plan. Based on these projections, and in anticipation of completion of a new 5.0 million gallon storage tank, the City will have sufficient supply, treatment, and storage capacities to dependably meet the requirements of Title 22 through 2010, which surpasses the timeframe of this review. An overview of the projections included in the plan is provided below.

Projected Water Demands – City of Napa (Source: Napa’s Water System Optimization and Master Plan – 1997)			
Year	Max Day Demand (acre-feet)	Annual Demand – Normal* (acre-feet)	Annual Demand – Drought* (acre-feet)
2010	100	15,063	12,050
2020	109	16,566	13,253

* Normal demand projections were reduced by eight percent to assume the implementation of the City’s conservation program, while drought demand projections were reduced by 20 percent to reflect the implementation of drought control measures.

Napa’s water rate schedule is comprised of a bimonthly fixed usage charge that is divided between inside and outside city customers. This charge is based on the amount of water delivered and is measured in units of 1,000 gallons. A lift elevation surcharge is also applied to some customers that benefit from the operation of City-owned booster pumps. Both charges were recently increased to help cover service costs and planned capital improvements to the water distribution system and the Jamieson Treatment Plant as planned for in the City’s *System Optimization and Master Plan (1997)*. Small rate increases are also planned for 2005 and 2006. Rates after 2006 will be annually adjusted according to the Consumer Price Index. The City’s present and planned rate schedule

³³ Napa’s combined treatment capacity at its three water treatment plants is currently 110 acre-feet. A planned improvement to the Jamieson Canyon Water Treatment Plant is currently underway and will increase the City’s overall water treatment capacity to 163 acre-feet.

³⁴ Napa’s combined treated water storage capacity is currently 86 acre-feet (this amount includes storage capacities within its three clearwell tanks, which serves the distribution system through gravity). It is anticipated that the City will complete construction on a new 5.0 million gallon storage tank near the Napa State Hospital within the next year. Completion of the “Imola Tank” will provide the City with 102 acre-feet of total treated water storage capacity – an amount that exceeds its current maximum day water demand.

helps to cover the cost of service and to contribute towards future capital improvements in a timely and efficient manner. These rates, which benefit from the spreading of service costs among a large number of customers, remain competitive with the rates offered by the other four cities in the Napa County. An overview of the City’s current rate schedule is provided below.

Current Rate Schedule – City of Napa (Source: Napa Public Works Department)		
Inside City Customer (per 1,000 gallons)	Outside City Customer (per 1,000 gallons)	Elevation Surcharge (per 1,000 gallons)
\$3.40	\$4.63	\$0.25

Street Maintenance:

Napa provides regular and emergency street maintenance service for its incorporated territory through the Street Maintenance Division. This Division operates under the Public Works Department and is responsible for maintaining all public roads within the City to avoid failure pursuant to California Streets and Highway Code §1806.³⁵ The primary service objective of the Division is to keep the City’s roadway system serviceable through repairs, such as patching potholes, sealing cracks, and correcting road depressions. Other regular maintenance activities include street sweeping, debris removal, and storm drainage repair and cleaning.

Road maintenance in Napa is primarily guided by the City’s Pavement Management Program. This program utilizes a software system that collects, stores, and analyzes road conditions within the City. As part of the program, a triennial report is prepared by an outside consultant to evaluate the overall roadway system and to prioritize needed repairs and improvements based on existing surface conditions. For cost and safety purposes, arterial and collector roads receive a higher priority than local residential roads. Scheduling for significant road improvements or repair projects is guided by available funding and must be worked into the biennial budget. Scheduling for less significant road improvements or repair projects is also guided by available funding along with connectivity to the Pavement Management Program. With regard to addressing minor repairs, which are typically reported by the public, the Division maintains an informal policy to repair all reported potholes within a 24-hour period. The Division also budgets an annual citywide sealing program aimed at addressing roadway cracks to prevent further surface degradation. Other factors affecting the ability of the Division to schedule roadway improvements and repairs include federal and state restrictions involving public agencies performing their own projects. California Public Contract Code §22032 requires most public agencies to send out to bid all projects that exceed \$25,000.³⁶ As a

³⁵ California Government Code §57385 states that once unincorporated territory has been incorporated, all roads in the territory that had been accepted into the county road system shall become city streets on the effective date of the incorporation. G.C. §57329 also states that all roads of unincorporated territory that had been accepted into the county road system shall become city streets upon annexation to the city upon LAFCO’s filing of a Certificate of Completion. Both code sections specify that a city is not required to improve any newly incorporated or annexed road to city standards.

³⁶ Napa Ordinance 2.94.030 permits the awarding of contracts not exceeding \$100,000 by an informal bid procedure as allowed by P.C.C. §22032.

result, the City is subject to higher project costs due to the costs associated with using outside labor.

Napa's roadway system requires substantial investment to address years of deferred maintenance due to past and present budget and resource allocation. The most recent update to the Pavement Management Plan concluded the City needed to budget an additional seven million dollars to its existing three million dollar budget each year for the next ten years. These additional funds are needed to improve surface conditions and to address needed maintenance projects. The Metropolitan Transportation Commission (MTC) also recently issued an update to its annual report evaluating the Bay Area's transportation system. Included in the update, MTC evaluates and ranks current pavement conditions for all local agencies within the nine county region. Using a pavement condition index that measures road vibrations using special equipment, MTC issued the City an overall average surface rating of "fair." The City's rating, however, in comparison to other local jurisdictions in the Bay Area was third to last among 102 agencies. This rating reflects a need for additional resources to be invested with respect to the City's roadway system to improve drive quality and drainage. The Division is currently attempting to develop new funding sources. Current funding opportunities under consideration include a citywide sales tax and adding a provision to the City's future garbage franchise service agreement to include an annual remittance to account for road wear and tear attributed to the garbage trucks. In absence of increased funding, the Division will continue to emphasize repairs rather than preventive maintenance with respect to the City's roadway system.

Storm Drainage:

Napa provides storm drainage service to capture and control rain and urban runoff through a network of ditches, culverts, and underground pipelines. The storm drainage system is operated by the Bridge and Urban Drainage Division, which operates under the Public Works Department. The storm drainage system covers all of the incorporated territory along with portions of adjacent unincorporated areas that drain into the City. The primary objective of the storm drainage system is to reduce the risk of flooding and to limit the discharge of pollutants from urban runoff into open water bodies as required by the State Resources Water Quality Control Board (SWQCB).³⁷ The City is registered as a "Phase II" community by the SWQCB and is subject to a general storm water discharge permit assigned to municipalities with less than 100,000 residents. This permit requires the City to develop and enforce a storm water management program aimed at reducing pollutant discharge to open water bodies through preventive measures. In 2001, to help guide its planning efforts, the Division retained an outside consultant to prepare an update to its storm drainage master plan. The update was prepared in response to an increase in development that had raised capacity concerns for the storm drainage system. The update concluded that the storm drainage system was undersized to meet existing demands, which was largely the result of outward development in the City coupled with higher densities. To improve system capacity, the update included a capital improvement program for each of the City's eight drainage basins for the purpose of providing a 10-

³⁷SWQCB is responsible for administering the U.S. Environmental Protection Agency's National Pollutant Discharge Elimination System (NPDES), which is a federal permit required of all agencies discharging pollutants into open waters.

year level of protection. In all, the update identified 13 million in needed storm drainage capital improvements. The update, which remains in draft form pending the adoption by the City Council, is used by the Division as a primary tool in guiding resources with respect to capital improvements for the storm drainage system.³⁸ Other factors helping to determine the implementation of capital improvements to the storm drainage system include development projects and requests from individual property owners.

Parks and Recreation:

Napa provides parks and recreation services through its Community Resources Department. This includes maintaining and operating a park system that includes 43 parks located throughout the City. The park system comprises passive and active recreational uses and encompasses 753 acres. City parks are classified into three categories, which represent the scope of recreational uses offered at each park. These park classifications are citywide, community, and neighborhood. Citywide parks, such as Alston and Kennedy, provide a variety of passive and active uses and are intended to serve the entire community. Community and neighborhood parks also provide passive and active uses, but are smaller in size and are intended to serve regional and neighborhood-specific areas of the City. The Department also maintains several mini-parks and plazas that serve as small play areas and meeting places in the City.

Recreational services in Napa are facilitated through a number of programs offered by the Department. Most programs are self-funded through user fees and are provided in partnership with the Napa Valley School District and the Napa Valley College. Programs offered by the Department include youth and adult sport leagues, summer camps, and special events, such as dances and educational classes. These partnerships provide cost-savings and provide staff support for developing and operating new service programs. The Department operates four community facilities that serve a mixture of uses for the City and public. They include the Las Flores Center, Senior Center, Pelusi Building, and the Fuller Park Building. The Department also operates an 18-hole public golf course at Kennedy Park.

Napa's Parks and Recreational Element of the General Plan guides planning and service standards for the Department. In conjunction with the goals and objectives set forth in the Parks and Recreational Element, the Department works with the community to identify future park and recreational needs in the City. Recent examples include the construction of a bocce court at the Senior Center and a ball field at Harvest Middle School – both projects planned and developed at the request and consultation of the community. The current focus of the Department is the construction of additional ball fields and increasing the total number of acres dedicated to public parkland.

³⁸ Napa's storm drainage program is primarily funded through its Storm Water System Fee. This annual fee is applied to all City parcels and helps to pay for maintenance and improvements to the storm drainage system. The fee is set at \$12 per year for residential parcels and a maximum fee of \$240 for non-residential parcels. The City also actively uses development agreements to help pay for needed improvements to the storm drainage system as a condition for approving a proposed tentative map.

WRITTEN DETERMINATIONS

In anticipation of reviewing and updating Napa's sphere of influence, and based on the above-mentioned information, the following written determinations are intended to fulfill the requirements of California Government Code §56430. When warranted, some determinations include supplemental information listed in italics to provide context to the underlying service factor. A review of the City's sphere of influence will be included as part of a future report.

Infrastructure Needs or Deficiencies:

1. The City of Napa has developed policies and service plans that adequately address the service needs of current and future residents within the timeframe of this study.
2. The City of Napa has made a concerted effort to address the service needs of unincorporated territory located within its urban growth boundary in the preparation of its service plans. This allows Napa to efficiently extend service to annexed territory in its urban growth boundary without diminishing service to existing residents.
3. Service plans for the City of Napa are updated on a regular basis and address the condition of infrastructure and the availability of financial resources to fund needed improvements.
4. As evaluated as part of the *Comprehensive Water Service Study*, the City of Napa has developed adequate water supplies and facilities to meet the needs of current and future residents under normal conditions within the timeframe of this study.
5. The scheduled construction of a five million gallon storage tank in 2006 will solidify the City of Napa's ability to meet maximum day demands with respect to supply, treatment, and storage facilities as required by the State of California.

Title 22 of the California Code of Regulations requires all public water service providers ensure sufficient water be available from their supply, treatment, and storage facilities to adequately and dependably meet the requirements of all users under maximum demand conditions before permitting additional connections.

6. The ability of the City of Napa to address infrastructure needs or deficiencies for services dependent on the general fund is constrained by recent increases in costs coupled with reductions in revenues. In absence of increased funding, Napa should pursue opportunities to reduce service costs and to defer non-essential capital improvements for general fund services.

7. The Napa City Council, City Manager, and Napa Police Department should continue to work together to evaluate standards measuring the appropriate level of service and staff necessary to provide effective service in a manner that is economical and consistent with the needs of the community.
8. The City of Napa requires substantial investment to its roadway system to address years of deferred maintenance due to past and present funding allocation. This need is reflected in Napa's Pavement Management Plan and is substantiated in a recent report prepared by the Metropolitan Transportation Commission. The decision to defer maintenance has contributed to the decline of driving conditions in Napa and could exponentially increase future service costs with regard to long-term road maintenance.
9. The City of Napa is currently participating in a review with the County of Napa and the Cities of American Canyon, Calistoga, St. Helena, and Yountville to develop a countywide transportation sales tax measure. If presented and approved by voters, the sales tax offers an opportunity for Napa to fund local transportation-related projects, such as deferred road maintenance, while coordinating with other jurisdictions to fund projects of common benefit in Napa County.
10. Future studies should evaluate the ability of the City of Napa to reduce service costs and to defer non-essential capital improvements with respect to the level and quality of services.

Growth and Population Projections:

1. Population projections issued by the Association of Bay Area Governments are reasonable estimates of the current and future population of the City of Napa.
2. Recent population projections issued by the Association of Bay Area Governments anticipate an annual growth rate for the City of Napa of one-half percent through 2025. This figure is consistent with the projected annual growth rate of the Napa General Plan.
3. The City of Napa's incorporated boundary encompasses approximately 97 percent of land located within its urban growth boundary. It is anticipated that Napa's urban growth boundary, which prezones all land planned for urban development through 2020, will generally remain unchanged and continue to help determine the extent and location of future service needs.
4. The City of Napa's urban growth boundary facilitates controlled growth, orderly development, and the efficient extension of municipal services.
5. The City of Napa General Plan is compatible with the land use policies of the County of Napa. This consistency helps to conform and enhance regional land use planning in south Napa County and directs urban growth away from open-space and agricultural land.

Financing Constraints and Opportunities:

1. As a result of a budget deficit, the City of Napa has elected to sustain government services over the past two years by drawing upon a substantial portion of its reserves. The reduction of its reserves underscores a need for Napa to maximize local resources and to evaluate new revenue streams aimed at increasing and diversifying its revenue base.
2. The City of Napa works with developers to identify whether infrastructure improvements are needed to serve new development without diminishing service to existing structures. This process allows Napa to establish financial obligations on the part of the developer to fund infrastructure improvements for the benefit of new and existing development.
3. The City of Napa should explore opportunities to externalize costs with regard to extending service to existing development. This would help Napa capture the cumulative cost of extending service to annexed territory that is already developed without passing on the fiscal impact to the rest of the community.

Cost Avoidance Opportunities:

1. The budget process for the City of Napa includes a number of internal procedures designed to allocate available funding with the appropriate level of service. This process, which includes mid-year reviews, provides Napa with a system of checks and balances that assists in identifying and avoiding unnecessary costs.
2. The City of Napa participates in a number of cost-sharing programs with state and local agencies through joint power agreements, regional authorities, and emergency aid agreements. These programs promote the benefits of regional partnerships and provide Napa with significant cost-savings with respect to affordable housing, garbage collection, public safety, transportation, and emergency water supplies.
3. Through the negotiation of franchise agreements, the City of Napa captures cost-savings with regard to the delivery of services that are outside the scope of its infrastructure system. These agreements reduce costs by eliminating outlays needed to develop and maintain additional infrastructure, including equipment and personnel, and provide greater flexibility to Napa in adjusting service standards to meet the needs of the community.

Opportunities for Rate Restructuring:

1. Rates and fees for services provided by the City of Napa are established by ordinances that are based on staff recommendations and are reviewed and adopted by the City Council. This process provides an opportunity for public input in the development of rate and fee schedules and strengthens the ability of Napa to match costs with the desired level of service in the community.

2. Water rates for the City of Napa are reflective of the actual costs of providing service and generate sufficient revenue to fund capital improvements. Rates are annually reviewed and adjusted as needed to reflect increases in service costs to ensure that Napa's water service operations remain self-sufficient. This practice helps to remind Napa customers of the relationship between rates and service costs and supports the long-term solvency of the water system.

Opportunities for Shared Resources:

1. The City of Napa is a member of the Napa County League of Governments, which includes the Cities of American Canyon, Calistoga, St. Helena, Yountville, and the County of Napa. This organization works to address countywide issues ranging from affordable housing to economic growth and facilitates cost efficiencies between local agencies by sharing staff and resources with regard to mutually beneficial projects and activities.
2. Through contractual agreements, the City of Napa performs a key role in the supply and distribution of potable water in the Napa Valley. This relationship facilitates shared activities among agencies, maximizes existing resources, and helps coordinate long-term planning objectives with respect to addressing the supply and demand of water in Napa Valley.

Napa is under contract with Calistoga and Yountville to treat and deliver each agency's annual water entitlement from the State Water Project (SWP). Napa is also under contract to supply potable water to the Congress Valley Water District. Additionally, Napa treats and delivers portions of American Canyon's annual SWP entitlement upon request.

3. The City of Napa should strengthen its efforts to engage the Napa County Mosquito Abatement District in its review of proposed development projects. This will enhance the review process and help to control vectors and vector-borne diseases in Napa.

Government Structure Options:

1. The City of Napa elects not to exercise its authority to provide sewer service; sewer service in Napa is provided by the Napa Sanitation District. A recent report prepared for LAFCO concluded that reorganizing the Napa Sanitation District as a department or subsidiary district with the City of Napa or County of Napa could create land use conflicts. Any future study of reorganization must address this issue.
2. There are a number of unincorporated islands within the jurisdictional boundary of the City of Napa. These islands undermine the orderly development of Napa and create inefficiencies in the delivery of public services. To address these concerns, the City of Napa, the County of Napa, and LAFCO should pursue the development of an island annexation program pursuant to California Government Code §56375.3.

California Government Code §56375.3 requires LAFCO to approve island annexations that are less than 150 acres in total area and are initiated by city resolution after January 1, 2000 and before January 1, 2007. This code section also waives protest proceedings upon Commission approval.

Evaluation of Management Efficiencies:

1. The City of Napa adopts a biennial budget at a publicly noticed meeting in which members of the public are allowed to comment with regard to expenditures and service programs. The budget process enhances the accountability of elected officials and provides a clear directive towards staff with regard to prioritizing local resources.
2. Through the budget process, the City of Napa helps to establish and prioritize service programs and levels.
3. It is the practice of the City of Napa to serve as applicant on behalf of interested property owners seeking annexation. This practice simplifies the annexation process and allows Napa to work with neighboring parcels to identify opportunities to eliminate unincorporated islands whenever possible. These efforts promote the orderly and planned development of Napa and help to improve service efficiencies.
4. The City of Napa has been diligent in the development of policies and service plans that address the existing and future needs of the community. These efforts provide effective performance measures and demonstrate a commitment by Napa to hold itself accountable to the public.

Local Accountability and Governance:

1. The City of Napa City Council meetings are conducted twice a month and are open to the public. Regularly scheduled council meetings provide an opportunity for Napa's constituents to ask questions of their elected representatives and help to ensure that service information is being effectively communicated to the public.
2. The City of Napa uses a variety of measures to communicate policy and service information to the public. These efforts facilitate local accountability and contribute to public involvement in local governance.

These efforts include issuing notices of public meetings in the Napa Valley Register, circulating newsletters, posting information on Napa's website, and conducting workshops and hearings on focused topics.

3. The budget deficits of the City of Napa and State of California have heightened the public's interest in government finance. As a public service, Napa should prepare an educational document discussing its revenue base and the manner in which policy decisions impact funding for service programs. This document would strengthen Napa's public accountability and help foster greater participation in local governance.
4. There has been a significant transition in land use policies for the City of Napa over the past forty years. This transition, which is characterized by a move towards growth control, is emblematic of Napa's efforts to respond to the needs of the community to retain a small town character and refrain from encroaching on open-space and agricultural lands.
5. The City of Napa should closely monitor and participate in the review and update of the Napa County General Plan. The update offers Napa an opportunity to work with the County to guide future urban expansion and development in south Napa County in a manner that is consistent with its own land use policies and objectives.
6. The City of Napa's General Plan serves as the principal policy document to guide future development. As a charter-law city, Napa is not required to adopt zoning standards that are consistent with the land use designations of the General Plan. Recently, to address discrepancies, Napa has amended its zoning standards to be consistent with the designated uses of the General Plan. Napa should continue this effort as part of future general plan updates, which conforms and clarifies its land use regulations while reaffirming the policies and intent of the General Plan.
7. The creation of the Community Development Department represents a new approach in administering and implementing land use policies by the City of Napa. It is expected that this approach will enhance the predictability and reliability of processing development applications and indicates a renewed commitment by Napa to improve customer service.
8. Services provided by the City of Napa are maintained and managed by a responsive and professional staff. These characteristics enhance accountability and cultivate desirable working relationships with members of the public as well as other agencies.

SOURCES

Agency Contacts:

- City Manager's Officer
- Community Development Department
- Community Resources Department
- Finance Department
- Fire Department
- Police Department
- Public Works Department

Outside Agency Contacts:

- Association of Bay Area Governments
- Comcast
- Housing Authority of the City of Napa
- Insurance Service Office
- Metropolitan Transportation Commission
- Napa Community Redevelopment Agency
- Napa Garbage Service
- Pacific Gas & Electric
- State Water Resources Control Board – San Francisco Bay Region

Documents/Materials:

- City of Napa, "General Plan: Policy Document," adopted December 1, 1998
- City of Napa, "Adopted Budget: Fiscal Years 2003-2004 and 2004-2005," March 2003
- City of Napa, "Comprehensive Annual Financial Report for Fiscal Year Ended June 30, 2003," March 2004
- City of Napa, "Mid-Year Budget Review Workshop Report," February 2004
- City of Napa "Revised Submittal: Request for LAFCO Study," June 1999
- City of Napa (Harris & Associates), "Pavement Management Program: Update," June 2004
- City of Napa (West Yost & Associates), "Storm Drainage Master Plan," April 2001
- City of Napa, "Hazard Mitigation Plan," February 2004
- City of Napa "Fire Department: 2003 Annual Report" 2004
- City of Napa, "Police Department: 2003 Annual Report" 2004
- City of Napa, "The Reservoir Newsletter," July 2004

- City of Napa, “Inter-Office Memo: Evolution of Residential Urban Limit Line,” May 1982
- City of Napa (Matrix Consulting Group), “Staffing Study of the Police Department,” January 2005
- City of Napa (Matrix Consulting Group), “Resource Planning Study for the Fire Department,” January 2005
- Association of Bay Area Governments, “Projections 2005,” September 2004
- LAFCO of Napa County, “Comprehensive Water Service Study,” October 2004
- LAFCO of Napa County, “Napa City Sphere of Influence General Information Staff Report,” July 1983
- LAFCO of Napa County, “Sphere of Influence Report,” adopted January 14, 1976
- Metropolitan Transportation Commission, “Bay Area Transportation: State of the System 2003,” December 2003
- Napa Community Redevelopment Agency, “Mid-Term Review of the Updated Implementation Plan for the Parkway Redevelopment Project Redevelopment Plan,” adopted December 9, 2003
- Napa Community Redevelopment Agency (Racestudio), “Downtown Napa: Mixed-Use and Residential Infill Development Strategy,” May 2004
- State Water Resources Control Board, “Water Quality Order No. 2003-0005,” April 2003

Worldwide Web:

- City of Napa: <http://www.cityofnapa.org> (October 2004)
- Metropolitan Transportation Commission: <http://www.mtc.ca.gov> (October 2004)
- State of California – California Law: <http://www.leginfo.ca.gov/calaw.html> (October 2004)
- State Water Resources Control Board – San Francisco Bay Region: <http://www.waterboards.ca.gov/sanfranciscobay> (October 2004)

SPHERE OF INFLUENCE UPDATE REPORT

On January 1, 2001, the Cortese-Knox-Hertzberg Local Government Reorganization Act became the governing law of LAFCOs. The “Cortese-Knox-Hertzberg Act” codifies the duties and powers of LAFCO with respect to the formation of new local government agencies, changes in the organization of existing agencies, and the delivery of municipal services. The Cortese-Knox-Hertzberg Act was the product of a working group created by then Assembly Speaker Robert Hertzberg to evaluate and implement, as appropriate, the recommendations of the Speaker’s Commission on Local Governance in the 21st Century (CLG). Those recommendations are found in the CLG’s report, *Growth Within Bounds*.³⁹ Significantly, *Growth Within Bounds* addresses the role of LAFCO and its ability to fulfill its long-standing directive from the Legislature to encourage the orderly formation of local governmental agencies, preserve agricultural lands, and discourage urban sprawl.

Among LAFCO’s principal responsibilities is the determination of a sphere of influence for each agency under its jurisdiction. California Government Code §56076 defines a sphere as “a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission.” LAFCO establishes, amends, and reviews spheres to indicate to local agencies and property owners that, at some future date, a particular area will likely require the level of municipal services offered by the subject agency. It also indicates to other potential service providers which agency LAFCO believes to be best situated to offer the services in question. LAFCO is required to review each agency’s sphere every five years.

As part of the sphere of influence review process, the Commission is required to consider and make written statements with regard to four factors enumerated under California Government Code §56425(e). These factors are intended to capture the legislative intent of the sphere review process and support the planned and orderly development of each local agency. These factors are identified below.

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

To help ensure that the Commission is well informed when making determinations with respect to adopting or reviewing spheres of influence, LAFCO is required to conduct a service review on the subject agency. The service review, which is required in anticipation or conjunction with a sphere review, is a comprehensive evaluation of the

³⁹ Several CLG recommendations were later codified into law with the passage of Assembly Bill 2838 (Hertzberg) in 2000.

ability of the agency to provide service within its existing jurisdiction and sphere boundaries. Notably, through its evaluation of the capabilities of an agency, the service review offers LAFCO key information to inform the policy determinations necessary to complete a sphere review.

In practical terms, spheres of influence serve to manage local government boundary lines. Only territory located within its sphere can be annexed to the affected agency. If territory is outside a sphere, a concurrent sphere amendment and annexation can be proposed, but the proposal must demonstrate that the factors for both procedures are satisfactorily addressed. In addition, if the subject territory was evaluated in the most recent sphere update, then proponents must demonstrate that the determinations made in the study – determinations that resulted in the exclusion of the subject territory from the sphere – no longer apply.

LAFCO of Napa County’s “General Policy Declarations” emphasize the Commission’s commitment to the concepts presented in the Cortese-Knox-Hertzberg Act. The General Policy Declarations note that the Legislature intended for the Commission to “guide development away from existing prime agricultural land” and to consider “urban infill within existing jurisdictions [to be] preferred.” The General Policy Declarations establish that agricultural and open-space properties will only be included in a city’s sphere of influence when it is demonstrated that development options (including infill development) within the city are limited or non-existent, and when it is evident that the potential conversion of the land to urban use will not encroach on other agricultural and open-space areas. The General Policy Declarations also state that the Commission will look to the County of Napa General Plan for agriculture and open-space designations.

Comprehensive Study of the City of Napa

In August 2004, LAFCO of Napa County initiated its *Comprehensive Study of the City of Napa*. This report represents the third and final phase of the study. The earlier phases, referred to as “Phase One” and “Phase Two,” represent the service review portion of the study. These phases included a description and evaluation of the services provided by Napa along with the development of written determinations addressing the nine service factors enumerated under California Government Code §56430, respectively. These written determinations were adopted by the Commission at its April 4, 2005 meeting (LAFCO Resolution No. 05-14).

“Phase Three” represents the sphere of influence review portion of the study. The report provides a review of Napa’s sphere with respect to its development and relationship with the planning documents of the City and County of Napa. The underlying objective of this report is to examine areas that warrant consideration for inclusion or removal from Napa’s sphere and make related recommendations. A principal planning factor in the development of study areas for this report is based on the requirement of the Cortese-Knox-Hertzberg Act that LAFCO decisions be consistent with the general plans of the affected city and county. The City General Plan contains an urban growth boundary referred to as the “Rural-Urban Limit” line (RUL). The County General Plan recognizes

the RUL through a combination of land use designations and zoning standards. This is reflected in the County's overlay zoning standard of "Urban Reserve," which is assigned to territory located within the City's RUL. This overlay specifies that no additional development be allowed for the affected territory without annexation to the City. Due to this congruency of the general plans, areas analyzed in the report for inclusion in an updated sphere are limited to only those areas that are currently outside the sphere and within Napa's RUL. Areas analyzed in the report for removal in an updated sphere are limited to only those areas that are presently outside the RUL. For those areas that are designated for urban use in both general plans – including areas outside the RUL –, significant consideration is given to existing and potential service needs (particularly water and sewer). This is consistent with the past practice of the Commission. Staff recognizes that there are a handful of areas that are of interest to the community, but outside the scope of this study. These areas are discussed generally in a February 7, 2005 supplemental report.

The preparation of this report and its recommendations are based on information collected and analyzed as part of the service review portion of the study and is incorporated by reference. Written statements addressing the four factors enumerated under California Government Code §56425 that the Commission must consider when making sphere determinations are provided as part of a separate resolution. This resolution, which confirms the recommendations of this report, was adopted by the Commission at its June 6, 2005 regular meeting (LAFCO Resolution No. 05-15).

OVERVIEW

The City of Napa was incorporated as a charter-law city in 1914. Napa is located in southern Napa County near the base of the Napa Valley. It is bisected by the Napa River and is bounded to the west by the Mayacmas Mountains and to the east by the Howell Mountains. Agricultural and open-space uses characterize unincorporated areas to the north and southwest of Napa. Unincorporated areas to the northeast and south of Napa are characterized by rural residential and industrial uses. Napa is approximately 11,493 acres in size and has a population of approximately 76,000 as of 2004.

Napa’s sphere of influence encompasses approximately 11,085 acres. The sphere includes the majority of Napa’s incorporated territory and extends outwardly to include 361 unincorporated parcels, which account for approximately 774 acres. There are also nine islands (as defined by California Government Code) within the sphere that account for 629 unincorporated parcels totaling approximately 191 acres. In all, there are 990 unincorporated parcels representing approximately 965 acres inside Napa’s sphere.

City of Napa: Unincorporated Territory Located Inside SOI*	
Unincorporated Parcels Inside SOI	Unincorporated Acres Inside SOI
990	965

* Figures are approximations calculated using information generated by LAFCO and County of Napa’s geographic information systems.

As indicated above, there are a number of incorporated parcels located outside of Napa’s sphere of influence. The majority of these parcels are located within an area known as “Stanly Ranch.” Stanly Ranch was annexed to Napa as part of two separate proposals in 1955 and 1964. The area, which currently consists of 21 parcels and approximately 930 acres, is located south of the Soscol Ridge and is partially bisected by State Highway 29. The City Council recently approved a development project for 18 of the 21 parcels, which includes the preservation of existing vineyards and open-space areas along with the development of a small number of new wineries and agricultural support facilities. Other incorporated areas located outside of the sphere include Alston Park, Jameson Canyon Water Treatment Plant, and two water storage tanks referred to as “Storage Tank A” and “Storage Tank B.” Alston Park is approximately 155 acres in size and was annexed to Napa in 1989. It is owned and operated by Napa for park and recreation uses. The remaining three areas are also owned by Napa and are used for municipal purposes.⁴⁰ In all, there are 25 incorporated parcels representing approximately 1,125 acres outside Napa’s sphere.

City of Napa: Incorporated Territory Located Outside SOI*	
Incorporated Parcels Outside SOI	Incorporated Acres Outside SOI
25	1,125

* Figures are approximations calculated using information generated by LAFCO and County of Napa’s geographic information systems.

⁴⁰ Parcels containing the Jameson Canyon Water Treatment Plant and Storage Tank B are non-contiguous to Napa and would be detached from the City if sold pursuant to California Government Code 56742(g).

BACKGROUND

Napa’s sphere of influence was established by the Commission in 1972. The original sphere encompassed approximately 13,800 acres and included all of Napa’s incorporated territory with the exception of Stanly Ranch. In addition to incorporated territory, the sphere included approximately 5,200 acres of unincorporated land, including the Napa State Hospital, the Milliken Creek-McKinley Road area, and the Silverado Country Club area. The principal planning factor used by the Commission in establishing the location of the sphere was the availability of water and sewer service – specifically with respect to accommodating urban growth. (See Attachment A)

In 1976, LAFCO adopted an updated sphere of influence for Napa. This update was initiated at the request of the Commission and followed the adoption by Napa of a new general plan and an urban growth boundary. The updated sphere included several modifications aimed at reflecting the availability of both water and sewer service along with recognizing the revised development plans of Napa as indicated by its RUL. Notable modifications to the sphere included the removal of the Milliken Creek-McKinley Road and Silverado Country Club areas – areas that had been excluded from the RUL. (See Attachment B)

There have been 18 amendments to Napa’s sphere of influence since the 1976 update. The majority of these amendments were engendered by petitioners of property owners to facilitate residential development as part of concurrent annexation proposals. Notably, in approving these amendments, the Commission determined that there were consistencies between the general plans of the City and County of Napa with respect to the planned land uses of the affected territory. Further, with few exceptions, past amendments to the sphere have been limited to proposals involving territory located within Napa’s RUL. A listing of these amendments is provided below.

City of Napa: SOI Amendments (1976 to Present)		
Proposal Name	Acreage	Date Approved
El Centro Avenue/Solomon Avenue	11	September 8, 1976
Arden Way/Lynn Drive	30	October 17, 1977
Redwood Road/Montana Drive	14	October 17, 1977
Redwood Road/Forest Drive	55	June 14, 1978
Silverado Trail/Syar Drive	16	August 9, 1978
South Napa Area	1,600	June 8, 1979
West Pine Street/Foothill Boulevard	5	January 28, 1980
Monte Vista Drive	0.4	April 13, 1981
South Napa Area – Detachment	1,350	January 13, 1982
Borrette Lane	22	May 7, 1986
Ashlar Drive/Hillside Avenue	4	November 18, 1987
Borrette Lane/Partrick Road	9	February 10, 1988
Shurtleff Avenue/Seville Drive	26	March 8, 1989
Big Ranch Road/Garfield Lane	16	July 12, 1989
Browns Valley Road/Woodlawn Drive	12.5	December 12, 1990
Borrette Lane No. 2	3	January 15, 1992
Monte Vista Drive/El Camino Drive	0.3	May 20, 1992
Old Sonoma Road/Lilienthal Avenue	6.5	December 9, 1992
Browns Valley Road/Thompson Avenue	16	September 13, 1995

ANALYSIS

The underlying objective of this report is to identify areas that warrant consideration for inclusion or removal from Napa's sphere of influence as part of a comprehensive update. In the course of identifying study areas, staff has placed an emphasis for consistency between the general plans of the City and County. This approach is consistent with the Cortese-Knox-Hertzberg Act and the Commission's own adopted policies. Consideration is also given to the availability of municipal services for each study area, which is drawn from information collected and analyzed as part of the service review.

Ten study areas have been developed for this report. Each area is generally described in terms of its location and current land uses. Other factors addressed include the land use designations of the affected territory and the consistency between the planned uses of each area as identified in the general plans of the City and County. In addition, when evident, staff has identified special circumstances involving a study area. These circumstances range from service-related issues to past policy statements by the Commission. Recommendations are offered for each area with regards to whether a sphere modification is appropriate at this time.

STUDY AREAS

As mentioned in the preceding section, staff has identified ten study areas for review in its analysis. Study areas were chosen because they represent areas where Napa's sphere of influence and its RUL are incongruent. Land use designations for each area were identified in the general plans of the City and County.⁴¹ These designations serve as key factors in the evaluation of each study area. Land use densities for each study area are also provided. Densities for the County are identified under its zoning standards with respect to minimum parcel sizes; the County does not specify maximum parcel sizes. Maximum densities for the City are identified under its land use designation, while its zoning standards provide specificity regarding minimum parcel sizes. Study areas are depicted in Attachment C.

Study Area A: Monte Vista Drive

This study area is comprised of one unincorporated parcel located near the eastern terminus of Monte Vista Drive. It is approximately two acres in size and is developed with a single-family residence. The area is designated "Cities" under the County of Napa General Plan with a zoning standard of "Residential County," which requires a minimum parcel density of 10 acres. This land use designation is consistent with the City of Napa General Plan, which designates the area as "Single Family Residential – 106" with a maximum density of two units per existing parcel. Napa has rezoned the area "Single Family Residence – 20," which requires a minimum parcel density of 20,000 square feet (0.46 acres). Napa has also assigned an overlay zoning standard to the area of "Hillside." This overlay prescribes additional standards with regard to preserving and retaining the natural aesthetics of the underlying hillside. The area is outside Napa's sphere, but within its RUL.

⁴¹ Land use designations for the County were identified from the *Land Use Element Map of the County of Napa General Plan*. This map is not parcel-specific. As a result, staff matched the map with each study area manually to identify the land use designation.

Study Area A: Monte Vista Drive	
Acre Amount:	2.0
Number of Parcels:	1
Assessor Parcel Numbers:	045-190-025 (231 Monte Vista Drive)
Current Use:	Single-Family Residential
County Land Use Designation:	Cities
• maximum density:	• none
City Land Use Designation:	Single-Family Residential - 106
• maximum density:	• 2 units per existing parcel
County Zoning Standard:	Residential Country
• minimum density:	• 10 acres per parcel
City Prezoning Standard:	Single Family Residence – 20
• minimum density:	• 20,000 square feet (0.46 acres) per parcel

The general plans for the City and County of Napa provide for the future annexation of the study area to the City for the purpose of residential development. No agricultural or open-space designated lands are included within the area. In addition, based on the service review portion of this study, essential municipal services, such as water, police protection, and fire protection, can be adequately extended to the area without impacting service to existing residents.

Recommendation for Study Area A: Monte Vista Drive
Staff recommends inclusion of the study area into Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would promote its planned and orderly development and provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also signal to the City, County, and property owner that any development of the area in the next five years is best served under the land use jurisdiction of the City.

Study Area B: Big Ranch Road/Trower Avenue

This study area is comprised of seven unincorporated parcels located on the western side of Big Ranch Road south of its intersection with El Centro Avenue. The area is approximately 61 acres in size and includes a mixture of single-family residences, planted acreage, and vacant or undeveloped uses. The area is designated “Cities” under the County of Napa General Plan with a combination zoning standard of “Residential County: Urban Reserve,” which requires a minimum parcel density of 10 acres.⁴² This land use designation is consistent with the City of Napa General Plan, which designates the area with a mixture of single family residential assignments that have maximum densities ranging from two to six units per acre. Napa has prezoned the area with five types of single family residence standards that require minimum parcel densities ranging from 5,000 square feet (0.11 acres) to 20,000 square feet (0.46 acres). The area is outside Napa’s sphere, but within its RUL.

⁴² It appears that a portion of the northeast boundary of the study area is designated under the County General Plan as “Rural Residential.” This designation affects APN 038-240-019 (2331 Big Ranch Road).

Study Area B: Big Ranch Road/Trower Avenue	
Acre Amount:	61.0
Number of Parcels:	7
Assessor Parcel Numbers:	038-240-019 (2331 Big Ranch Road) 038-240-007 (2319 Big Ranch Road) 038-240-006 (2321 Big Ranch Road) 038-240-016 (2285 Big Ranch Road) 038-240-005 (2275 Big Ranch Road) 038-240-015 (2295 Big Ranch Road) 038-240-014 (2305 Big Ranch Road)
Current Use:	Single-Family Residential Planted Acreage Vacant/Undeveloped
County Land Use Designation: ● maximum density	Rural Residential ● none
City Land Use Designation: ● maximum density	Single-Family Residential – 33a; 33b; 33c; 33d; and 33e ● 2 to 6 units per acre
County Zoning Standard: ● minimum density	Residential County: Urban Reserve ● 10 acres per parcel
City Rezoning Standard: ● minimum density	Single Family Residence – 20; 10; 7; and 5 ● 5,000 (.11 acres) to 20,000 sq. ft. (.46 acres) per parcel

In previous reviews by LAFCO, agricultural uses in the study area prompted the Commission to exclude it from Napa’s sphere of influence. However, over the last thirty years, commercial agricultural uses in the area have gradually given way to single-family residences and privately planted acreage. This transition was exemplified in 2003 when Pine Ridge Winery elected to pull out a commercial vineyard in the area prior to selling the affected parcel to the Napa Valley Unified School District (NVUSD) in 2004; NVSD intends to develop a school site on the parcel, however, no timeline has been established for this project.⁴³ Remaining agricultural uses in the area are privately maintained and are relatively limited in scope with the notable exception of an approximately 20-acre portion of land used as growing grounds for a nursery (APN 038-240-019). None of the parcels included within the area are under Williamson Act contracts with the County of Napa.

The general plans for the City and County of Napa provide for the future annexation of the study area to the City for the purpose of residential development. The area is part of the Napa’s “Big Ranch Road Specific Plan, which was adopted in 1996 and provides specific standards relating to future land use and infrastructure development. County Ordinance 18.100.020(c) also specifies that no additional development be allowed for territory assigned a combination zoning standard of urban reserve without annexation to an incorporated city. Accordingly, additional development within the area would only be allowed upon annexation to Napa. No agricultural or open-space designated lands are included within the area. In addition, based on the service review portion of the study, essential municipal services, such as water, police protection, and fire protection, can be adequately extended to the area without impacting service to existing residents.

⁴³ Based on communication between the LAFCO Executive Officer and John Glasser, NVSD Superintendent in February 2005.

Recommendation for Study Area B: Big Ranch Road/Trower Avenue
Staff recommends inclusion of the study area within Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would promote its planned and orderly development and provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also signal to the City, County, and property owners that any development of the area in the next five years is best served under the land use jurisdiction of the City. Although private agricultural uses persist, none of the parcels included in the area are designated agriculture or open-space by the County or City. Agricultural uses in the area currently consist of private and predominately non-commercial uses. The lack of commercial uses and the absence of agricultural-related contracts predicates that the inclusion of the area into the sphere would not encourage the premature conversion of agricultural lands to urban uses as described under California Government Code §56016.

* The recommend sphere update for the study area should be contiguous to Napa’s RUL and exclude the approximate 5-acre portion of APN 038-240-019 that lies outside the City’s adopted urban growth boundary.

Study Area C: Partrick Road

This study area is comprised of three unincorporated parcels located on the eastern side of Partrick Road near its intersection with Borrette Lane. It is approximately 1.8 acres in size and is developed with three single-family residences. The area is designated “Rural Residential” under the County of Napa General Plan with a combination zoning standard of “Residential County: Urban Reserve,” which requires a minimum parcel density of 10 acres. This land use designation is consistent with the City of Napa General Plan, which designates the area as “Single Family Residential” with a maximum density of two units per acre. Napa has prezoned the area “Single-Family Residence – 20,” which requires a minimum parcel density of 20,000 square feet (0.46 acres). Napa has also assigned an overlay zoning standard to the area of “Hillside.” This overlay prescribes additional standards with regard to preserving and retaining the natural aesthetics of the underlying hillside. The area is outside Napa’s sphere, but within its RUL.

Study Area C: Partrick Road	
Acre Amount:	1.8
Number of Parcels:	3
Assessor Parcel Numbers:	041-490-003 (1218 Partrick Road) 041-490-002 (1220 Partrick Road) 041-490-001 (1224 Partrick Road)
Current Use:	Single-Family Residential
County Land Use Designation: ● maximum density:	Rural Residential ● none
City Land Use Designation: ● maximum density:	Single-Family Residential – 40 ● 2 units per acre
County Zoning Standard: ● minimum density:	Residential County: Urban Reserve ● 10 acres per parcel

City Rezoning Standard: ● minimum density:	Single Family Residence – 20 ● 20,000 square feet (0.46 acres) per parcel
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In 1988, the study area was proposed for inclusion into Napa’s sphere of influence as part of the *Borrette Lane/Partrick Road Sphere Amendment* proposal. The proposal was petitioned by a neighboring property owner to facilitate a subdivision as part of a concurrent annexation request. The proposal, which initially consisted of one parcel, was expanded by the Executive Officer to include the three parcels included in the study area along with a fifth neighboring parcel. However, all four parcels added by the Executive Officer were removed from the proposal prior to its approval by the Commission.⁴⁴

The general plans for the County and City of Napa provide for the future annexation of the study area to the City for the purpose of residential development. County Ordinance 18.100.020(c) also specifies that no additional development be allowed for territory assigned a combination zoning standard of urban reserve without annexation to an incorporated city. Accordingly, additional development within the area would only be allowed upon annexation to Napa. No agricultural or open-space designated lands are included within the area. Water service to all three parcels is currently provided by Napa.⁴⁵ In addition, based on the service review portion of this study, other essential municipal services, such as police and fire protection, can be adequately extended to the area without impacting service to existing residents.

Recommendation for Study Area C: Partrick Road
Staff recommends inclusion of the study area within Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would promote its planned and orderly development and provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also recognize the current delivery of a municipal service to the area and signal to the City, County, and property owner that any development of the area in the next five years is best served under the land use jurisdiction of the City.

Study Area D: Hilltop Drive

This study area is comprised of five unincorporated parcels located at the western terminus of Hilltop Drive near its intersection with Devita Drive. It is approximately 6.2 acres in size and includes four single-family residences and one vacant parcel. The area is designated “Cities” under the County of Napa General Plan with a combination zoning standard of “Residential Single: Urban Reserve,” which requires a minimum parcel density of 8,000 square feet (0.18 acres). This land use designation is consistent with the City of Napa General Plan, which designates the area as single-family residential with a maximum density ranging from four to seven units per acre. Napa has rezoned the area with a mixture of single-family residence standards that require minimum parcel densities ranging from 5,000 square feet (0.11 acres) to 40,000 square feet (0.92 acres). One of the

⁴⁴ The fourth parcel was later added to Napa’s sphere in 1992 as part of the *Borrette Lane No. 2 Sphere Amendment* proposal.

⁴⁵ None of the three parcels included in the study area receive sewer service from the Napa Sanitation District.

affected parcels (043-020-001) is also assigned an overlay zoning standard of “Hillside.” This overlay prescribes additional standards with regard to preserving and retaining the natural aesthetics of the underlying hillside. The area is outside Napa’s sphere, but within its RUL.

Study Area D: Hilltop Drive	
Acre Amount:	6.2
Number of Parcels:	5
Assessor Parcel Numbers:	043-020-005 (3009 Devita Drive) 043-020-003 (2998 Hilltop Drive) 043-020-008 (2991 Hilltop Drive) 043-020-001 (3000 Hilltop Drive) 043-020-004
Current Use:	Single-Family Residential Vacant/Undeveloped
County Land Use Designation: ● maximum density	Cities ● none
City Land Use Designation: ● maximum density	Single-Family Residential – 117; and 119 ● 4 to 7 units per acre
County Zoning Standard: ● minimum density	Residential Single: Urban Reserve ● 8,000 square feet (0.18 acres) per parcel
City Prezoning Standard: ● minimum density	Single Family Residential – 40; 7; and 5 ● 5,000 (0.11 acres) to 40,000 (0.92 acres) sq. ft. per parcel

The general plans for the County and City of Napa provide for the future annexation of the study area to the City for the purpose of residential development. County Ordinance 18.100.020(c) also specifies that no additional development be allowed for territory assigned a combination zoning standard of urban reserve without annexation to an incorporated city. Accordingly, additional development within the area would only be allowed upon annexation to Napa. No agricultural or open-space designated lands are included within the area. Water service to two of the five parcels is currently provided by Napa.⁴⁶ Water service can also be extended to the other three parcels without impact to existing customers based on information collected as part of LAFCO’s *Comprehensive Water Service Study*. In addition, based on the service review portion of this study, other essential municipal services, such as police and fire protection, can be adequately extended to the area without impacting service to existing residents.

Recommendation for Study Area D: Hilltop Drive
Staff recommends inclusion of the study area into Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would promote its planned and orderly development and provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also recognize the current delivery of municipal services to the area and signal to the City, County, and property owner that any development of the area in the next five years is best served under the land use jurisdiction of the City.

⁴⁶ Four of the five parcels included in the study area receive sewer service from the Napa Sanitation District.

Study Area E: Foster Road/Golden Gate Drive

This study area is comprised of six unincorporated parcels located between Foster Road and Golden Gate Drive south of West Imola Avenue. It is approximately 143 acres in size and includes single-family residences, grazing fields, auxiliary animal facilities, and vacant or undeveloped uses. The area is designated “Cities” under the County of Napa General Plan and is divided by two combination zoning standards: “Residential Single: Urban Reserve” and “Agricultural Watershed: Urban Reserve.” These standards require minimum parcel densities of 8,000 square feet (0.18 acres) and 160 acres, respectively. The County’s land use designation is consistent with the City of Napa General Plan, which assigns three land use designations for the area: “Single-Family Infill – 130,” “Multi-Family Residential – 129,” and “Corporate Park – 671.” The two residential designations provide a maximum density of eight (single-family infill) and twenty (multi-family) units per acre, while the corporate designation allows for a maximum floor area ratio of 0.25 of the total gross square feet. Napa has prezoned the area “Master Plan.” This denotes that the City must approve a master plan or specific plan detailing land use and infrastructure standards prior to approving any development projects. Minimum parcel densities associated with the pre zoning for the area are three (single-family) and fifteen (multi-family) units per acre. Napa has assigned all but one of the six parcels at least one overlay zoning standard. Overlays assigned to the area include “Floodplain,” “Hillside,” and “Affordable Housing,” which prescribe additional standards with regard to existing and future development. The area is outside Napa’s sphere, but in its RUL.

Study Area E: Foster Road/Golden Gate Drive	
Acre Amount:	143
Number of Parcels:	6
Assessor Parcel Numbers:	043-062-006 (1200 Foster Road) 043-062-005 (1248 Foster Road) 043-062-008 (1298 Foster Road) 043-102-016 (2005 Golden Gate Drive) 043-102-001 (2003 Golden Gate Drive) 043-102-015
Current Use:	Single-Family Residential Grazing Fields Animal Auxiliary Facilities Vacant and Undeveloped
County Land Use Designation: ● maximum density	Cities ● none
City Land Use Designation: ● maximum density	Single-Family Infill - 130 ● 8 units per acre Multi-Family Residential - 129 ● 20 units per acre Corporate Park - 671 ● 0.25 floor area ratio of total gross sq. ft. per unit
County Zoning Standard: ● minimum density	Residential Single: Urban Reserve ● 8,000 square feet (0.18 acres) per parcel Agricultural Watershed: Urban Reserve ● 160 acres per parcel
City Prezoning Standard: ● minimum density	Master Plan ● 3 units per acre (single-family residential) ● 15 units per acre (multi-family residential)

The general plans for the County and City of Napa provide for the future annexation of the study area to the City for the purpose of urban development. County Ordinance 18.100.020(c) also specifies that no additional development be allowed for territory assigned a combination zoning standard of urban reserve without annexation to an incorporated city. Accordingly, additional development within the area would only be allowed upon annexation to Napa. No agricultural or open-space designated lands are included within the area. Water service to one of the six parcels is currently provided by Napa.⁴⁷ Water service can also be extended to the other five parcels without impact to existing customers based on information collected as part of LAFCO’s *Comprehensive Water Service Study*. In addition, based on the service review portion of this study, other essential municipal services, such police and fire protection, can be adequately extended to the area without impacting service to existing residents.

Recommendation for Study Area E: Foster Road/Golden Gate Drive
Staff recommends inclusion of the study area into Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would promote its planned and orderly development and provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also recognize the current delivery of a municipal service to the area and signal to the City, County, and property owner that any development of the area in the next five years is best served under the land use jurisdiction of the City.

* Upon inclusion into Napa’s sphere of influence, future annexations to the area will be subject to California Government Code §56744, which prohibits the Commission from approving an annexation that would result in an “island.”

Study Area F: Stanly Ranch

This study area is comprised of 21 incorporated parcels and is located south of the Soscol Ridge and is partially bisected by State Highway 29. It is approximately 931 acres in size and is predominately comprised of vineyards and open-space uses. The majority of land in the area is designated under the City of Napa General Plan as “Resource Area - 210” with a maximum density of one unit per existing parcel or one unit per 20 acres by use permit.⁴⁸ This area is zoned “Agriculture Resource.” The remaining portion of the area not designated Resource Area consists of a 2.6 acre parcel designated “Public Serving – 922,” which requires a maximum floor area ratio of 0.4 of the total gross square feet. The parcel is adjacent to Golden Gate Drive and is zoned “Park/Open Space.” Neither zoning standard in the area requires a minimum density. The majority of the area is assigned an overlay zoning standard of “Floodplain.” This overlay prescribes additional standards to help ensure that development is adequately protected from flooding. The area is located within Napa’s RUL, but outside its sphere of influence.

⁴⁷ None of the six parcels included in the study area receive sewer service from the Napa Sanitation District.

⁴⁸ As incorporated territory, the Stanly Ranch area is designated under the County of Napa General Plan as “Cities.”

Study Area F: Stanly Ranch	
Acre Amount:	931
Number of Parcels:	21
Assessor Parcel Numbers:	047-230-047 (1000 Stanly Lane) 047-230-048 (1100 Stanly Lane) 047-230-049 (1201 Stanly Lane) 047-240-023 (500 Home Hill Road) 047-240-024 (1701 Stanly Lane) 047-230-052 (200 Stanly Crossroad) 047-240-018 (101 Home Hill Road) 047-240-017 (301 Home Hill Road) 047-240-020 (200 Home Hill Road) 047-240-021 (300 Home Hill Road) 047-240-022 (400 Home Hill Road) 047-230-051 (100 Stanly Crossroad) 047-230-050 (1301 Stanly Lane) 047-240-019 (100 Home Hill Road) 047-240-027 (1451 Stanly Lane) 047-240-028 (1401 Stanly Lane) 047-240-026 (1501 Stanly Lane) 047-240-025 (1601 Stanly Lane) 047-230-038 047-230-044 047-230-043
Current Use:	Agriculture Agriculture Support Facilities Vacant or Undeveloped
County Land Use Designation: ● maximum density:	Cities ● none
City Land Use Designation: ● maximum density:	Resource Area – 210 ● 1 unit per existing parcel or 1 unit per 20 acres upon use permit Public Serving – 922 ● 0.4 floor area ratio of total gross sq. ft. per unit
County Zoning Standard: ● minimum density	None ● none
City Zoning Standard: ● minimum density	Agricultural Resource ● none Park/Open Space ● none

The study area was annexed to Napa as part of two separate proposals in 1955 and 1964. The area was excluded from Napa’s sphere of influence during previous LAFCO reviews due to its agricultural land use designation under the County of Napa General Plan and the lack of available sewer service.⁴⁹ In 1976, as part of the last comprehensive review, LAFCO commented that the development of the area prior to the annexation and development of land within Napa’s existing sphere was premature and represented urban sprawl. At the time of review, the area was connected to Napa through a “cherry stem,” which represented present-day Golden Gate Drive. The cherry stem was approximately one mile in length and represented the distance between the area and the developed portion of Napa.

⁴⁹ The County General Plan was updated in 1983. The land use designation for the area is now “Cities.”

Agricultural and open-space uses in the study area have remained largely intact since its annexation despite having been originally designated for residential use by Napa. In 1999, after a lengthy review that included the preparation of a specific plan, Napa denied a residential/resort development project for the area that would have resulted in the creation of 540 residential units and an 18-hole golf course. In 2003, Napa re-designated the area Resource Area. This designation is used by Napa to identify areas within its RUL that require special standards with respect to protecting natural resources and habitat. The decision to re-designate the area coincided with the City Council approving the “Stanly Ranch Vineyards Subdivision.” This subdivision resulted in the creation of 18 parcels encompassing over 700 acres for the purpose of preserving existing vineyards and open-space areas along with developing a small number of new wineries and agricultural support facilities. The remaining 200 plus acres that comprise the study area are owned by the State of California and are used for wildlife and habitat preservation.

Recommendation for Study Area F: Stanly Ranch

Staff recommends inclusion of the study area into Napa’s sphere of influence as part of this comprehensive update.

Inclusion of the study area into Napa’s sphere of influence would provide for greater consistency between the planning policies of the City, County, and LAFCO. Inclusion would also serve to acknowledge to the City and County that development of the area under the City’s land use authority is appropriate at this time. Further, previous concerns cited by LAFCO resulting in the area’s exclusion from the sphere have been moderated through changes in surrounding development and the ability of local agencies to efficiently extend municipal services without impact to existing customers. This includes the annexation and development of the nearby Napa Valley Corporate Park and the present-day practice of local agencies to pass costs relating to the extension of municipal services, such as sewer, to property owners as part of a buy-in charge. In addition, the area is no longer designated for agricultural use under the County of Napa General Plan – current designation is “Cities.”

It is important to note that the moderations identified above may not fully resolve the question of whether the development of the study area represents urban sprawl as previously suggested by LAFCO. This consideration is drawn from California Government Code, which charges LAFCO with preventing urban sprawl (§56001). If it is the determination of this Commission that development of the area under Napa’s land use authority represents urban sprawl, the Commission should exclude it from the sphere and direct staff to prepare a written policy formalizing this statement. If pursued, this policy should be paired with a written statement by the Commission addressing service-related sprawl, which relates to the availability of services by special districts that promote the inefficient and disordered development of their jurisdictions.

Study Area G: Silverado Trail

This study area is comprised of four unincorporated parcels located on the western side of Silverado Trail near its intersection with Hagen Road. It is approximately 19.1 acres in size and includes single-family residences, planted acreage, and vacant or undeveloped uses. The area is designated “Agricultural Resource” under the County of Napa General Plan with a zoning standard of “Agricultural Preserve,” which requires a minimum parcel density of 40 acres. This land use designation is consistent with the City of Napa General Plan, which designates the area as “Greenbelt.” This designation is assigned to all territory located immediately outside Napa’s RUL and is intended to provide a buffer between urban and non-urban development around the City. The area is within Napa’s sphere of influence, but outside its RUL.

Study Area G: Silverado Trail	
Acre Amount:	19.1
Number of Parcels:	4
Assessor Parcel Numbers:	052-010-005 (1945 Silverado Trail) 052-010-016 (1953 Silverado Trail) 052-010-003 (1971 Silverado Trail) 052-010-017
Current Use:	Single Family Residential Planted Acreage Vacant or Undeveloped
County Land Use Designation: ● maximum density:	Agricultural Resource ● none
City Land Use Designation: ● maximum density:	Greenbelt ● none
County Zoning Standard: ● minimum density:	Agricultural Preserve ● 40 acres per parcel
City Prezoning Standard: ● minimum density:	None ● none

It appears that the study area was added to Napa’s sphere of influence in 1973 in conjunction with the “Longwood Ranch” annexation proposal. Annexation of the Longwood Ranch was approved by LAFCO and was intended to facilitate the subdivision of a 100-acre parcel located north of the study area near the intersection of Trancas Street and Monticello Road. However, LAFCO later detached a portion of the territory after being petitioned by the City as a result of a voter referendum on the annexation. Water service is currently provided to one of the four parcels included in the area.⁵⁰

Recommendation for Study Area G: Silverado Trail
Staff recommends the removal of the study area from Napa’s sphere of influence as part of this comprehensive update.

Removal of the study area from Napa’s sphere of influence would provide for greater consistency between the planning policies of the City, County, and LAFCO. Removal would also be consistent with the directive of the Cortese-Knox-Hertzberg Act and the Commission’s own adopted polices to direct urban development away from designated agricultural lands.

⁵⁰ None of the four parcels included in the area receive sewer service from the Napa Sanitation District.

It is important to note that the one of the four parcels located within the study area receives water service from Napa. In addition, the entire area is located within the sphere of influence of the Napa Sanitation District. It has been the practice of the Commission to emphasize the availability of water and sewer service in determining the location of the sphere. However, staff recommends that greater deference be assigned to its agricultural land use designation under the County General Plan.

* Staff recommends that the sphere be amended to retain the inclusion of Silverado Trail in order to provide connectivity to APN 039-270-013, which is an incorporated parcel within the RUL north of the subject area.

Study Area H: Napa State Hospital

This study area is comprised of four unincorporated parcels located on the eastern side of the Napa Vallejo Highway near its intersection with Imola Avenue. It is approximately 400 acres in size and includes the Napa State Hospital along with a portion of an approximate 100-acre vacant parcel owned by Syar Industries. The area is designated “Public Institutional” under the County of Napa General Plan and is divided between two zoning standards: “Planned Development” and “Agricultural Watershed.”^{51 52} There are no minimum densities for parcels zoned Planned Development. Parcels that are zoned Agricultural Watershed require minimum parcel densities of 160 acres. The City of Napa General Plan designates the area as “Greenbelt.” This designation is assigned to unincorporated territory located outside the RUL and is intended to provide a buffer between urban and non-urban development around Napa. The area is within Napa’s sphere of influence, but outside its RUL.

Study Area H: Napa State Hospital	
Acre Amount:	400
Number of Parcels:	4
Assessor Parcel Numbers:	046-450-020 (2100 Napa Vallejo Highway) 046-450-040 046-450-044 046-450-043
Current Use:	Napa State Hospital Vacant or Undeveloped Uses
County Land Use Designation: ● maximum density:	Public Institutional ● none
City Land Use Designation: ● maximum density:	Greenbelt ● none
County Zoning Standard: ● minimum density:	Planned Development ● none Agricultural Watershed ● 160 acres per parcel
City Prezoning Standard: ● minimum density:	None ● none

⁵¹ The eastern portion of the study area is assigned an overlay designation by the County of “Mineral Resource.” The intent of the overlay is to recognize areas within Napa County that have been the site of mineral extraction operations.

⁵² Only a small portion of the subject area is zoned Agricultural Watershed. It appears that this standard, which is non-parcel-specific, is based on the topography of the area.

The study area has been in Napa's sphere of influence since the inception of the sphere in the 1972. Napa considered inclusion of the area into its RUL as part of its 1998 general plan update process. However, the area was excluded as part of a determination by Napa not to expand the RUL in any location. No agricultural or open-space designated lands are included within the area. Water service is provided to the Napa State Hospital by Napa.⁵³

Recommendation for Study Area H: Napa State Hospital

Staff recommends that the study area be retained inside Napa's sphere of influence as part of this comprehensive update.

The study area is designated for an urban-type of development under the County of Napa General Plan and a portion of the area currently receives water and sewer service from Napa and the Napa Sanitation District. Retaining the study area in Napa's sphere would recognize the current delivery of municipal services to the area. This is consistent with the past practice of the Commission to emphasize the availability of water and sewer service in determining the location of the sphere. It would also signal to the City and County that any development of the area – in the event of a change in property ownership – in the next five years is best served under the land use jurisdiction of the City.

* Retaining the existing sphere of influence would keep a non parcel-specific boundary for the study area. The existing sphere is contiguous with the County of Napa's "Industrial" land use designation for the area. As a result, the sphere line intersects a portion of APN 046-450-043.

Study Area I: Syar/Basalt Road

This study area is comprised of three unincorporated parcels along with a portion of a fourth unincorporated parcel located on the western side of the Napa Vallejo Highway near its intersection with Basalt Road.⁵⁴ It is approximately 57 acres in size and is predominately comprised of industrial uses. The area is designated "Industrial" under the County of Napa General Plan with a combination zoning standard of "Industrial: Airport Compatibility," which requires a minimum parcel density of 20,000 square feet (0.46 acres). The City of Napa General Plan designates the area as "Greenbelt." This designation is assigned to unincorporated territory located outside the RUL and is intended to provide a buffer between urban and non-urban development around Napa. The area is within Napa's sphere of influence, but outside its RUL.

⁵³ Sewer service is provided to the Napa State Hospital by the Napa Sanitation District.

⁵⁴ The fourth unincorporated parcel (046-450-018) is owned by Napa and is part of Kennedy Park. The affected portion is approximately 0.75 acres in size and is in Napa's sphere, but outside its RUL. This anomaly appears to be the result of a mapping error, which did not accurately identify that the affected portion is incorporated.

Study Area I: Syar/Basalt Road	
Acre Amount:	57
Number of Parcels:	4
Assessor Parcel Numbers:	046-370-002 (2301 Napa Vallejo Hwy) 046-370-003 (1060 Kaiser Road) 046-370-001 046-450-018
Current Use:	Industrial Vacant/Undeveloped
County Land Use Designation: ● maximum density:	Industrial ● none
City Land Use Designation: ● maximum density:	Greenbelt ● none
County Zoning Standard: ● minimum density:	Industrial: Airport Compatibility ● 20,000 square feet (.046 acres) per parcel
City Rezoning Standard: ● minimum density:	None ● none

The study area has been in Napa’s sphere of influence since the establishment of the sphere in 1972. Since that time, none of the affected property owners have sought annexation to Napa. Further, based on recent communication with staff, none of the affected property owners appear interested in petitioning for annexation within the foreseeable future. No agricultural or open-space designated lands are included within the area. Water service to one of the four parcels is provided by Napa.⁵⁵

Recommendation for Study Area I: Syar/Basalt Road
Staff recommends that the study area be retained inside Napa’s sphere of influence as part of a comprehensive update.

The study area is designated for an urban-type of development under the County of General Plan and a portion of the area currently receives water and sewer service from Napa and the Napa Sanitation District. In 2003, the City and County of Napa entered into an agreement that, among other things, called for greater cooperation between both agencies with respect to coordinating their respective land use policies. This agreement was reached in anticipation of the County initiating a general plan update, which is scheduled to begin in 2005. As part of the update process, it is expected that the study area will be one of several specific sites designated for discussions between the City and County. Retaining the study area in Napa’s sphere would recognize the current delivery of municipal services to the area, which is consistent with the past practice of the Commission to emphasize the availability of water and sewer service in determining the location of the sphere, and would allow the City and County to examine joint land use objectives regarding its future development. It would also signal LAFCO’s desire that the two agencies address the question of the land use jurisdiction ultimately anticipated for this area. This joint examination by the City and County will provide additional information to assist the Commission in making an informed decision with regard to designating the appropriate land use authority for the study area.

⁵⁵ One of the five parcels included in the study area receives sewer service from the Napa Sanitation District. A second parcel is also located within the jurisdictional boundary of the Napa Sanitation District, but does not receive sewer service.

* Staff has identified a boundary line discrepancy involving APN 046-450-018, which is owned by Napa and is the site of Kennedy Park. All but 0.75 acres of the 171-acre parcel is located within the City and the RUL. The remaining portion, which is unincorporated and outside the RUL, is located within Napa’s sphere of influence. Staff recommends that this portion remain in Napa’s sphere. Staff also recommends that the Commission convey its desire to the City of Napa that it revisit its RUL designation for the purpose of including the affected portion.

Study Area J: Napa Pipe Storage Yard

This study area is comprised of a portion of one unincorporated parcel located on the eastern side of Kaiser Road near its intersection with Stanly Lane. The affected portion is approximately 20 acres in size and is currently used as an industrial storage yard. The area is designated “Industrial” under the County of Napa General Plan with a combination zoning standard of “Industrial: Airport Compatibility,” which requires a minimum parcel density of 20,000 square feet (0.46 acres). The City of Napa General Plan designates the area as “Greenbelt.” This designation is assigned to unincorporated territory located outside the RUL and is intended to provide a buffer between urban and non-urban development around Napa. The area is within Napa’s sphere of influence, but outside its RUL.

Study Area J: Napa Pipe Storage Yard	
Acre Amount:	20
Number of Parcels:	1
Assessor Parcel Number:	046-412-005 (1025 Kaiser Road)
Current Use:	Industrial Storage
County Land Use Designation:	Industrial
• maximum density:	• none
City Land Use Designation:	Greenbelt
• maximum density:	• none
County Zoning Standard:	Industrial: Airport Compatibility
• minimum density:	• 20,000 square feet (.046 acres) per parcel
City Prezoning Standard:	None
• minimum density:	• none

The study area was added to Napa’s sphere of influence as part of the *South Napa Area Sphere Amendment* proposal in 1979. At the time, the study area represented an entire parcel and contained a fabrication facility owned by Kaiser Steel. The proposal involved approximately 1,600 acres of unincorporated land and extended south from Kaiser Road to north of the Napa County Airport.⁵⁶ This amendment facilitated the subsequent annexation and development of the Napa Valley Corporate Park, which is contiguous to the study area. No agricultural or open-space designated lands are included within the area. Water service to the parcel is provided by Napa.⁵⁷

⁵⁶ In 1982, the Commission adopted a modification of the proposal to remove approximately 1,350 acres. This modification resulted in the exclusion of all land south of the Soscol Ridge included in the 1979 proposal.

⁵⁷ The study area is within the jurisdictional boundary of the Napa Sanitation District, but does not currently receive sewer service.

Recommendation for Study Area J: Napa Pipe Storage Yard

Staff recommends that the study area be retained inside Napa's sphere of influence as part of a comprehensive update.

The study area is designated for an urban-type of development under the County of General Plan and it receives water service from Napa. In 2003, the City and County of Napa entered into an agreement that, among other things, called for greater cooperation between both agencies with respect to coordinating their respective land use policies. This agreement was reached in anticipation of the County initiating a general plan update, which is scheduled to begin in 2005. As part of the update process, it is expected that the study area will be one of several specific sites designated for discussions between the City and County. Retaining the study area in Napa's sphere would recognize the current delivery of municipal services to the area, which is consistent with the past practice of the Commission to emphasize the availability of water and sewer service in determining the location of the sphere, and would allow the City and County to examine joint land use objectives regarding its future development. It would also signal LAFCO's desire that the two agencies address the question of the land use jurisdiction ultimately anticipated for this area. This joint examination by the City and County will provide additional information to assist the Commission in making an informed decision with regard to designating the appropriate land use authority for the study area.

ADDITIONAL ANALYSIS: ALSTON PARK

Subsequent to the development of Study Areas A through J, staff reviewed the background of Alston Park, which is in Napa, but outside its sphere of influence. Alston Park is approximately 155 acres in size and was annexed to Napa in 1989. It is owned and operated by Napa for park and recreation uses. A review of the 1989 proposal file reveals that the Executive Officer recommended against adding Alston Park to Napa's sphere. The Executive Officer noted in his report to the Commission that a comprehensive update to Napa's sphere was needed, and any amendments to the sphere prior to a full update may jeopardize future annexations. This appears to have been the primary consideration for the Executive Officer's recommendation.

Based on a review of the general plans and related policy documents of the City and County of Napa, staff recommends that Alston Park remain outside the City's sphere. This recommendation is based on the County's "Agriculture, Watershed, and Open Space" land use designation for the area along with its exclusion from Napa's RUL. This recommendation is supported by the Commission's adopted policies to use the County General Plan to determine agricultural and open-space land use designations, and to exclude agricultural and open-space designated lands from a city sphere.