



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

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

Agenda Item 6b (Public Hearing)

TO: Local Agency Formation Commission

PREPARED BY: Dawn Mittleman Longoria, Analyst II

MEETING DATE: August 5, 2019

SUBJECT: Final Municipal Service Review and Sphere of Influence Update for the Napa County Regional Park and Open Space District and Associated CEQA Findings

RECOMMENDATION

It is recommended the Commission take the following actions:

- 1) Open the public hearing and take testimony;
- 2) Close the public hearing;
- 3) Receive and file the final Municipal Service Review and Sphere of Influence Update for the Napa County Regional Park and Open Space District (Attachment One);
- 4) Adopt the draft resolution confirming the determinative statements contained therein, affirming the Napa County Regional Park and Open Space District's sphere of influence with no changes, and making CEQA findings (Attachment Two).

RECOMMENDATION

It is recommended the Commission discuss the attached final Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the Napa County Regional Park and Open Space (NCRPOSD) and consider taking formal action as part of the noticed public hearing.

Kenneth Leary, Vice Chair
Councilmember, City of American Canyon

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

Gregory Rodeno, Chair
Representative of the General Public

Margie Mohler, Commissioner
Councilmember, Town of Yountville

Diane Dillon, Commissioner
County of Napa Supervisor, 3rd District

Vacant, Alternate Commissioner
Representative of the General Public

Scott Sedgley, Alternate Commissioner
Councilmember, City of Napa

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

Brendon Freeman
Executive Officer

SUMMARY

In accordance with its adopted Work Program, staff has prepared a draft report representing its scheduled MSR and SOI Update for NCRPOSD. The draft report succeeds the last MSR and SOI Update prepared by the Commission for NCRPOSD, completed in December 2010. The draft report is organized into two principal sections. The first section is an executive summary that includes determinations addressing the factors required for both the MSR and SOI Update mandates. The second section provides a comprehensive review of NCRPOSD in terms of its formation and development, population and growth, organizational structure, municipal service provision and financial standing. The draft report recommends affirming NCRPOSD's SOI with no changes. The draft report was made available to the public for review on May 21, 2019. Comments on the draft report were welcome through June 28, 2019.

The draft report was presented to the Commission at its regular meeting June 3, 2019. Commissioners provided feedback to staff on the scope and contents of the draft report. Minor changes were made to the report. No public comments were received during the public comment period.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The MSR component of the final report is exempt from further environmental review under CEQA pursuant to California Code of Regulations Section 15306. This finding would be based on the Commission determining with certainty the MSR is limited to basic data collection, research, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. Additionally, the staff recommendation to affirm NCRPOSD's SOI with no changes would be exempt from further review under CEQA pursuant to California Code of Regulations Section 15061(b)(3). This finding would be based on the Commission determining with certainty that affirming NCRPOSD's SOI would have no possibility of significantly effecting the environment given no new land use or municipal service authority is granted.

ATTACHMENTS

- 1) Final Municipal Service Review and Sphere of Influence Update for NCRPOSD
- 2) Draft Resolution Approving Determinative Statements, Affirming NCRPOSD's Sphere of Influence, and Making CEQA Findings

Attachment One



LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
Political Subdivision of the State of California

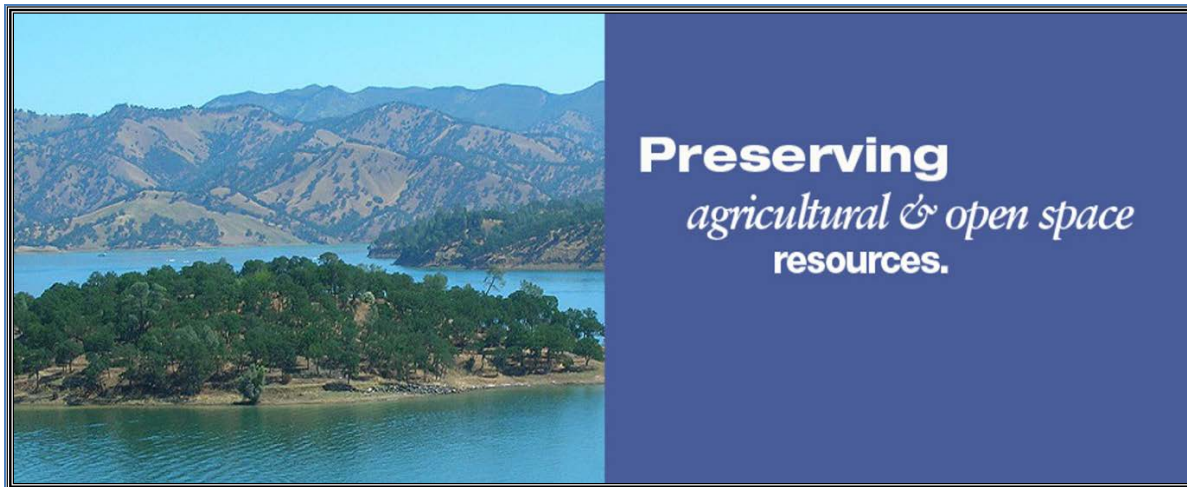
We Manage Government Boundaries, Evaluate Municipal Services, and Protect Agriculture

NAPA COUNTY REGIONAL PARK AND OPEN SPACE DISTRICT
MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

Prepared in accordance with Government Code Sections 56425 and 56430

Final Report

August 2019



Commissioners

Gregory Rodeno	Chair, Public Member
Kenneth Leary	Vice Chair, City Member
Diane Dillon	Commissioner, County Member
Margie Mohler	Commissioner, City Member
Brad Wagenknecht	Commissioner, County Member
Ryan Gregory	Alternate Commissioner, County Member
Scott Sedgley	Alternate Commissioner, City Member
Vacant	Alternate Commissioner, Public Member

Staff / Administrative Office

Brendon Freeman	Executive Officer
Dawn Mittleman Longoria	Analyst II
Kathy Mabry	Commission Secretary
DeeAnne Gillick	Commission Counsel

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ACKNOWLEDGEMENTS

LAFCO of Napa County wishes to express appreciation to Napa County Regional Park and Open Space District General Manager, John Woodbury, and staff for their cooperation and for providing necessary information throughout this process. In addition, we want to give credit to the District for the beautiful pictures they provided for use in the report. Certainly, these pictures helped to visually tell the story of the agency's purpose and accomplishments.

I. INTRODUCTION

A. Local Agency Formation Commissions

Local Agency Formation Commissions (LAFCOs) are political subdivisions of the State of California and are responsible for administering a section of Government Code known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. LAFCOs are

located in all 58 counties in California and are delegated regulatory and planning responsibilities to coordinate the logical formation and development of local governmental agencies and their services while protecting agricultural and open space resources.

B. Municipal Service Reviews

As part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, LAFCOs are required to prepare municipal service reviews in conjunction with updating each local agency's sphere of influence ("sphere") every five years, as necessary. The legislative intent of municipal service reviews is to inform LAFCOs about the availability and sufficiency of governmental services provided within their respective jurisdictions prior to making sphere determinations.

Municipal service reviews vary in scope and can focus on a particular agency, type of service, or geographic region. Municipal service reviews may also lead LAFCO to take other actions under its authority, such as initiating a reorganization involving two or more special districts. All municipal service reviews, however, must include written statements making determinations pursuant to Government Code (G.C.) Section 56340.

C. Sphere of Influence Updates

A central planning responsibility for LAFCO is the determination of a sphere for each city and special district under its jurisdiction. LAFCO establishes, amends, and updates spheres to designate the territory it believes represents the appropriate and probable future service area and jurisdictional boundary of the affected agency. All jurisdictional changes, such as annexations and detachments, as well as outside service extensions, must

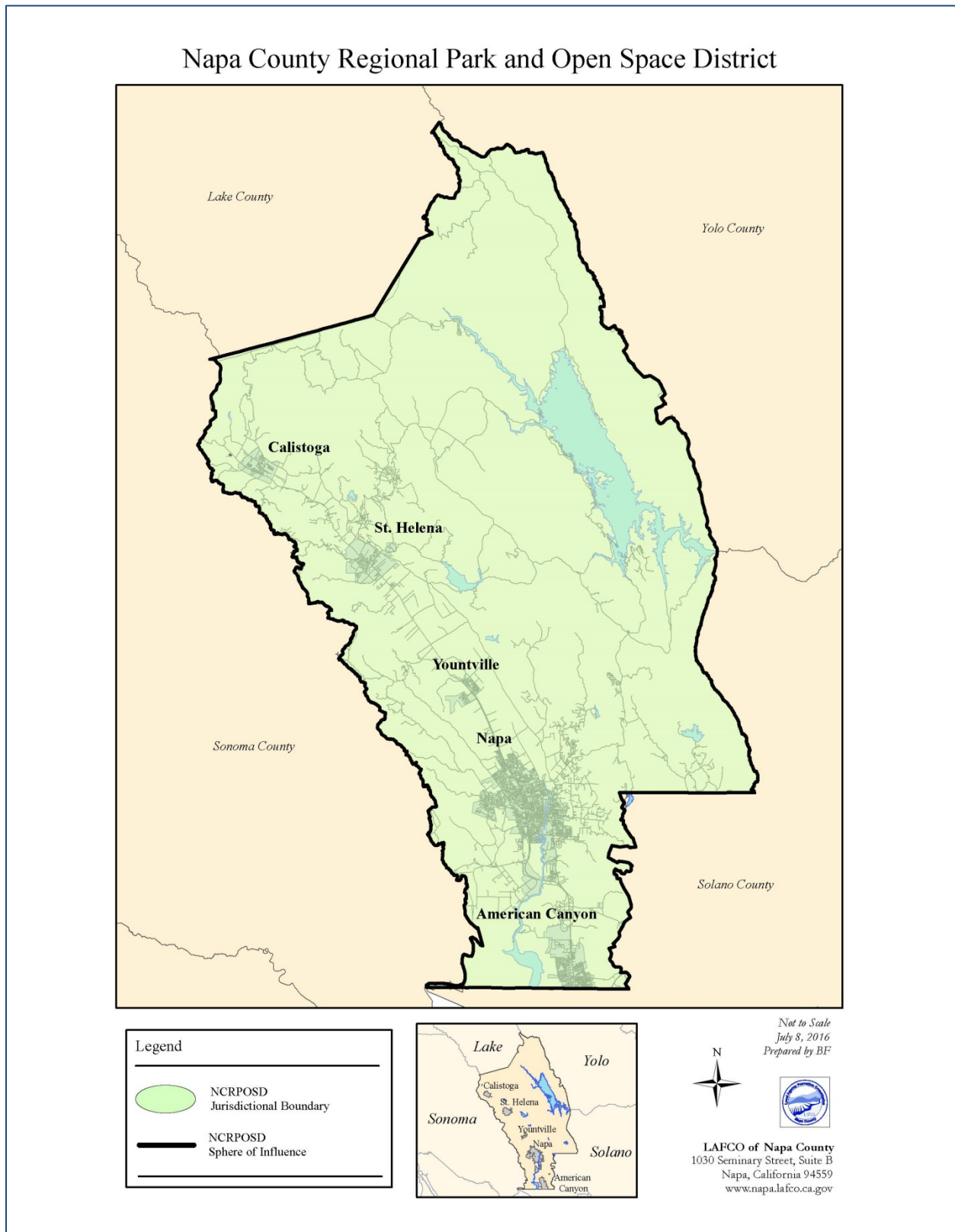
be consistent with the spheres of the affected local agencies with limited exceptions. In making a sphere determination, LAFCO must prepare written statements pursuant to G.C. Section 56425. The intent in preparing the written statements is to capture the legislative intent of the sphere determination with regard to coordinating the sensible development of each local agency consistent with the anticipated needs of the affected community.

D. Napa County Regional Park and Open Space District

This report represents LAFCO of Napa County's ("Commission") scheduled municipal service review and sphere of influence update for the Napa County Regional Park and Open Space District (NCRPOSD). The report is organized into two principal sections. The first section is an executive summary that includes determinations

addressing the factors required for both the municipal service review and sphere of influence mandates. The second section provides a comprehensive review of NCRPOSD in terms of its formation and development, population and growth, organizational structure, municipal service provision, and financial standing.

FIGURE 1 DISTRICT MAP



II. EXECUTIVE SUMMARY



A. Municipal Service Review

The municipal service review indicates NCRPOSD has generally established adequate administrative, service, and financial capacities to provide an appropriate level of public park and open space services within Napa County. These capacities appear sufficient to continue providing effective services in the near term based on local needs and conditions. Importantly, the adequacy of these capacities is predicated on NCRPOSD's ability to maintain its current funding relationship with the County, which currently covers between one-half to two-thirds of District operating costs. NCRPOSD's capacity to meet its increasing service commitments is also significantly

dependent on maintaining and expanding volunteer resources. An additional funding source will be necessary for the District to provide public access to important open space and for the District to protect fragile habitat for future generations.

The following statements address the factors prescribed for consideration as part of the municipal service review process under G.C. Section 56430. These statements are based on information collected and analyzed in the Agency Review section of this report.

1. Growth and population projections for the affected area.

NCRPOSD has experienced a 0.5% annual increase in its resident population over the last five years from an estimated 138,038 to 141,294. It is reasonable to assume the rate of annual population growth will remain stable over the next 10 years consistent with projections issued by the Association of Bay Area Governments, which suggests NCRPOSD's resident population will reach 148,600 by 2025 based on a 0.7% annual increase.

Public park and open space growth serves as a key service indicator for NCRPOSD as it relates to addressing current and future demands given its statutorily-defined duties and powers. All five cities in Napa County own and operate public parks and open space ranging from intensive to passive uses within or adjacent to urban areas. Importantly, it is assumed NCRPOSD and the cities have a shared customer base with regards to providing public park and open space services.

Local public park and open space growth by the five cities of Napa County has been relatively minimal as total acreage has increased by 11 acres in the last five years. This minimal growth is attributed to the downturn in the national economy and entirely limited to projects undertaken within the City of Napa.

NCRPOSD has made a measurable contribution in increasing public park and open space growth in Napa County since its formation. In all, NCRPOSD has added

over 5,090 acres of public park and open space lands. Projects owned and protected by the District include Moore Creek Park, Spanish Valley Crystal Flats, Smittle Creek, Amy's Grove, The Cove and Berryessa Vista Wilderness Park. Projects the District manages and provides public access, but does not own, include Oat Hill Mine Trail, Lake Hennessey Unit of Moore Creek, Bothe-Napa Valley State Park and Bale Grist Mill State Historic Park.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

No disadvantaged unincorporated communities have been identified within

or contiguous to NCRPOSD's sphere of influence.

3. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

NCRPOSD's current public facilities owned by the District are two distinct properties totaling close to 900 acres in size and under development as Berryessa Vista Wilderness Park and the Moore Creek Unit of Moore Creek Park. In addition, the District owns over 3,900 acres in land banks and preserves including Putah Creek Land Bank, Suscol Headwaters Preserve and Smittle Creek (Cedar Roughs). NCRPOSD is also under contract with other governmental agencies to manage Oat Hill Mine Trail, Napa River Ecological Reserve, the Napa River and Bay Tail, Bothe-Napa Valley State Park, Bale Grist Mill State Historic Park, and the Lake Hennessey Unit of Moore Creek Park. (See the separate District Projects section of this report.)

The ability of NCRPOSD to adequately operate and maintain current and planned public facilities and services

is largely dependent on volunteer resources given its present and planned organizational capacity.

In addition to maintaining an adequate volunteer base, NCRPOSD's ability to expand park and open space services is dependent on program income and external revenue streams, namely grants, donations, and annual contributions from the County of Napa.

NCRPOSD has established regular visitor counts. These counts have established baseline information with regard to the present demand for services while informing NCRPOSD in allocating current and future resources consistent with the preferences of constituents. (See Figure 6 for visitor counts.)

4. Financial ability of agencies to provide services.

The current ability of NCRPOSD to maintain present and future operating services is entirely dependent on program income, donations, grants, and discretionary funds provided by the County of Napa. This financial structure appears vulnerable because it has no dedicated

tax base. Some operations (such as at Bothe Napa Valley State Park and the Bale Grist Mill) are fully supported by program revenues, but others require discretionary grants to operate and could close if the County were to cancel its grant to the District of a portion of the County's

Transient Occupancy Tax (TOT). Without new dedicated funding, the District's rate of making improvements to and opening for public use its existing land-banked properties will be slow.

NCRPOSD's current financial structure is unique for a special district given it relies on various forms of outside contributions to support capital and operational expenses rather than collecting taxes and assessment.

NCRPOSD has successfully increased its available fund balance over each of the last five fiscal years with the balance currently totaling \$1.546 million. Most of this fund balance is restricted to particular purposes, but the remaining unrestricted fund balance provides NCRPOSD sufficient liquidity to cover budgeted

operating expenses and demonstrates prudent financial management.

Management for NCRPOSD has proven adept at obtaining grant funding through various statewide and local programs to finance several land acquisitions and trail improvements totaling over \$2.634 million in 2017-18. The ability to draw on outside funding helps economize NCRPOSD's resources in providing cost effective public park and open space services.

The absence of long-term debt coupled with positive operating margins advantageously positions NCRPOSD to potentially raise new capital through bonded debt at favorable interest rates.

5. Status and opportunities for shared facilities.

NCRPOSD's services are largely oriented towards addressing recreational and open space policies codified in the County General Plan. This orientation creates a prescriptive working relationship in which NCRPOSD works closely with the County in identifying and

implementing projects of shared interest and benefit. In the process of implementing policies the District works in collaboration with a variety of non-profit groups, government agencies and regional organizations.

6. Accountability for community service needs, including governmental structure and operational efficiencies.

NCRPOSD is governed by a responsive and dedicated board and staff. These characteristics enhance accountability and cultivate positive working relationships with members of the public and other local agencies.

NCRPOSD continues to solicit community input on the District's activities, which demonstrates a concerted effort to remain accountable. This and other outreach efforts help to ensure alignment between NCRPOSD's current and future activities with the needs and preferences of constituents.

There have been no complaints about NCRPOSD filed by Napa County residents or neighboring organizations.

NCRPOSD's current organizational capacity is largely supported by volunteers and highlights a premium on

the District providing tangible services to meet the preferences and demands of its constituents.

NCRPOSD's organizational structure as an independent special district is appropriate given the District's legislative authority to provide public park and open space services for the benefit of all citizens in Napa County, both in the unincorporated and incorporated areas of the county. It should be noted, however, that as a special district NCRPOSD is subject to the General Plan and Zoning policies of the County and the five municipalities, and the lack of a dedicated tax base means the District must be largely deferential to the County of Napa.

7. Relationship with regional growth goals and policies.

NCRPOSD serves an integral role in developing and implementing recreational and open space policies codified in the County of Napa General Plan. The

District works with a variety of State and Bay Area agencies to achieve regional plans that include or effect Napa County.

B. Sphere of Influence Update

No changes to NCRPOSD's sphere of influence appear warranted. This affirmation confirms the current sphere of influence designation demarks NCRPOSD's

appropriate service boundary consistent with its available and planned capacities. This determination is supported by the following statements.

1. Present and planned land uses in the area, including agricultural and open-space lands.

The present and planned land uses within the current sphere of influence are outlined in the general plans prepared by the six overlapping land use authorities. The exercise of NCRPOSD's public park and open space

services support – directly and indirectly – agricultural and open space policies that are prevalent within these general plans.

2. Present and probable need for public facilities and services in the area.

Voters affirmed their support and need for public park and open space services within the current sphere of influence in approving the formation of NCRPOSD in

November 2006. The present and probable need for these types of services is also codified as part of several policy goals and objectives in the County General Plan.

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

The Commission has confirmed through the municipal service review process NCRPOSD has established

adequate and effective public park and open space services within the current sphere of influence.

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

The current sphere of influence reflects social ties existing between NCRPOSD and its jurisdictional

boundary which were memorialized by voters in November 2006.

III. AGENCY REVIEW

A. District Profile

District Name: Napa County Regional Park and Open Space District
Type of District: Regional Park and Open Space District
Principal Act: Public Resources Code Sections 5500 to 5595
Functions/Services: Operation and management of public parks and open space
Main Office: County Administration Building, Second Floor
Email: info@nrcposd.org
Phone No. (707) 259-5933
Web Site: www.napaoutdoors.org
District Manager: John Woodbury
Governing Body: Five Member Board of Directors (registered-voter system)
Meeting Schedule: Second Monday of every month at 2:00 p.m.
Meeting Location: County of Napa Board of Supervisors Chambers
1195 Third Street, Third Floor
Napa, CA 94559
Date of Formation: 2006
Principal County: Napa County
District Boundary: 506,517 acres
District Sphere: 506,517 acres
2018-19 Budget: \$2,584,390
District Board Members:



- Brent Randol Ward Three, President
- Barry Christian Ward Five, Vice President
- Karen Bower Turjanis Ward One
- Tony Norris Ward Two
- Dave Finigan Ward Four

B. Overview

NCRPOSD was formed in 2006 and provides a range of municipal services relating to the operation of public parks and open space in Napa County. NCRPOSD is an independent special district governed by five elected members from the general public. Staffing services are provided by contract through other agencies, most notable the County of Napa. Private contractors are also

regularly retained as needed to provide specialized services. NCRPOSD's jurisdictional boundary includes all incorporated and unincorporated lands in Napa County and has an estimated resident service population of 141,294. The current budget is \$2,584,390 with an unrestricted fund balance of \$310,506 as of June 30, 2018.

C. Formation

NCRPOSD's formation was the result of special legislation that was sponsored by then-Senator Mike Thompson and codified as part of Senate Bill (SB) 1306, which was signed by Governor Pete Wilson and became effective on September 30, 1991. Notably, SB 1306 expedited the formation of a parks and open space district in Napa County to include an exemption from receiving written approval from LAFCO¹. Despite SB 1306's enactment, the formation of a parks and open space district in Napa County did not immediately follow. An initial formation attempt was presented to voters in November 1992 and accompanied by a second measure aimed at increasing the local sales tax rate to provide funding for the proposed parks and open space district. Successful passage of the two measures was dependent on each action being separately approved. Accordingly, while formation proceedings were approved, the parks and open space district was not formed given nearly two-thirds of voters rejected the proposed sales tax increase.

Interest in establishing elevated public parks and open space services in Napa County persisted throughout the 1990s and ultimately led to a second ballot attempt in November 2000. This second attempt differed from the

previous effort by proposing an increase to the transient occupancy tax rate to fund certain activities under the supervision of a to-be-created parks department within the County. The measure was rejected by close to three-fifths of voters.

By the mid-2000s, interest in establishing elevated public park and open space services was renewed in anticipation of the County preparing an update to its General Plan. In October 2005, an advisory committee issued a report to the Board of Supervisors that concluded the County lacked the organizational capacity to effectively implement and manage parks and open space projects, and therefore recommended the formation of an independent district. Significantly, the advisory committee envisioned the County supporting the parks and open space district while assisting in the development of independent revenue sources. The Board of Supervisors ultimately approved the advisory committee's recommendation with voters approving formation proceedings by close to a three-fifths amount along with electing five board members in November 2006.

¹Similar exemptions from LAFCO proceedings involving park and open space district formations had been approved by the Legislature for Marin, Sacramento, San Diego, Solano and Sonoma Counties.

D. Adopted Boundaries

NCRPOSD’s jurisdictional boundary is 791.4 square miles or 506,517 acres in size and includes all unincorporated and incorporated lands within Napa County. The jurisdictional boundary is conterminous with NCRPOSD’s sphere of influence, which was

adopted by the Commission in 2010. Although eligible to expand into other counties, there have been no changes to NCRPOSD’s jurisdictional boundary since formation².

E. Population and Growth

1. Population Trends

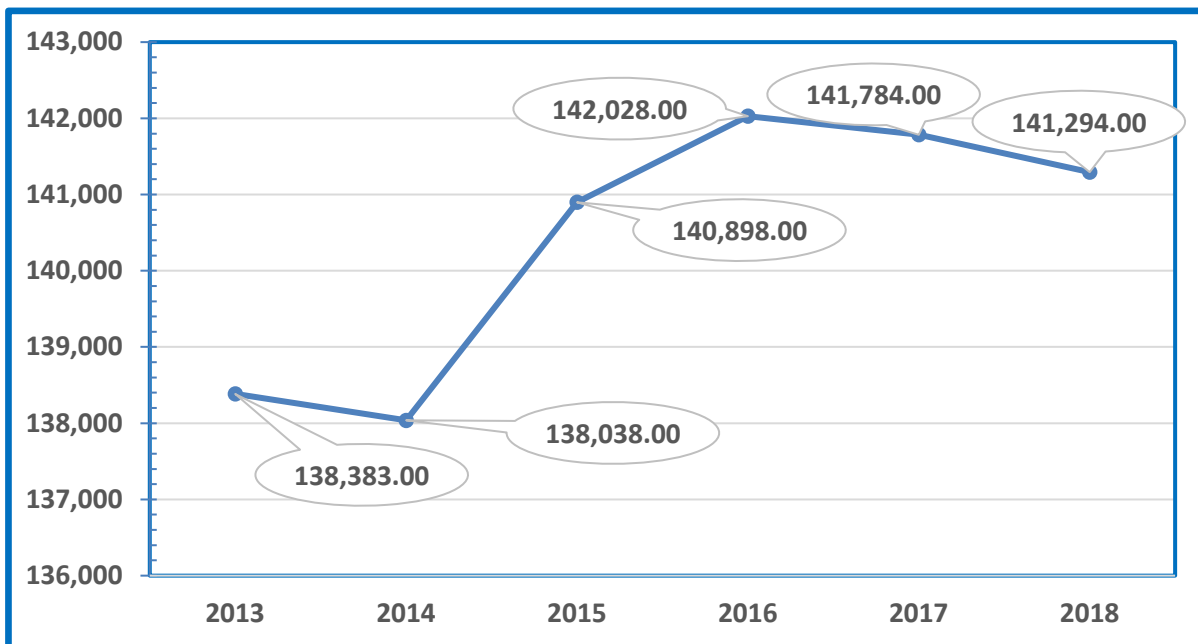
Resident Population Estimates

(Source: California Department of Finance)

NCRPOSD’s current resident population is estimated at 141,294 based on demographic information published by the California Department of Finance for Napa County. The resident population overall has risen by 2.3% over

the last five years, equaling a 0.46% annual increase. The following table depicts resident population estimates over the last six years. Six years are provided to better show the population trend.

FIGURE 2 POPULATION



² California Public Resources Code 5502

Future Resident Population Projections

(Source: Association of Bay Area Governments, ABAG, *Projections and Priorities 2013*)

Demographic estimates prepared by the Association of Bay Area Governments project Napa County’s annual population will increase by 0.7% annually through 2040 as summarized below.

FIGURE 3 ABAG POPULATION PROJECTIONS

Category	2015	2020	2025	2030	2035	2040	Annual Change
Population	140,300	144,200	148,600	153,100	158,400	163,700	0.7%

2. Growth Trends Relating to Public Parks and Open Space

Public park and open space growth serve as a key service indicator for NCRPOSD as it relates to addressing current and future demands given its statutory-defined duties and powers. NCRPOSD has added a total of 1,363 acres of public parks and open space lands over the last

five years highlighted by Suscol Headwaters Phase I and II, Smittle Creek (Cedar Roughs), Amy’s Cove and The Cove. The following table summarizes NCRPOSD’s public park and open space growth over the last five years in terms of total acreage and ratio to population.

FIGURE 4 ACREAGE PER POPULATION

2014 Acreage	Acreage Per 1,000 Residents	2018 Acreage	Acreage Per 1,000 Residents
3,727	27	5,090	36

F. Organizational Structure

1. Governance

NCRPOSD is organized under the Public Resources Code Sections 5500 to 5595 and is known as the Regional Park, Park and Open Space, and Open Space District Law. This legislation was originally established in 1933 with the intent of providing local communities with organizational alternatives in preserving, improving, and protecting park, wildlife, open space, and beach lands. Special districts under this legislation generally have broad authority to construct, improve, operate, and maintain a system of public parks, playgrounds, golf courses, beaches, trails, and natural areas.

NCRPOSD's governing body is comprised of an independently elected five-member board of directors ("Board") representing the five supervisorial wards. Board terms are four years. The Board is responsible for

annually electing a President and Vice-President for purposes of serving as the presiding officers. Elections are based on a registered-voter system. NCRPOSD is statutorily empowered to obtain grants, accept gifts, and collect fees for services provided. NCRPOSD is also authorized to raise revenues through property assessments and taxes subject to voter approval. NCRPOSD meetings are generally conducted on the second Monday of each month. Special meetings are scheduled as needed. Meetings are held at the Napa County Board of Supervisors Chambers. A review of agency records for the 2018 calendar year identifies NCRPOSD held 11 meetings. There have been no complaints about NCRPOSD filed by Napa County residents or neighboring organizations.

2. Administration

NCRPOSD contracts with the County and private contractors for most staff support services, as well as directly employees seasonal, temporary and a few full-time permanent employees. This includes appointing a County employee to serve as an at-will General Manager for purposes of administering daily activities. The General Manager's principal tasks include identifying park, recreation, and open space conversion opportunities, developing project proposals, obtaining necessary funding for permits, and forming partnerships

with other public agencies, non-profit organizations, and community groups. NCRPOSD contracts with the County for five full-time positions and seven part-time employees, and directly for four full-time employees and fourteen part-time and seasonal workers for a total of twelve to fourteen equivalent full-time employees. District officers contracted through the County include the General Manager, District Counsel, District Auditor, and District Secretary.

G. Municipal Services

NCRPOSD provides a range of municipal services involving the operation and resource-management of public parks and open space in Napa County. NCRPOSD has acquired over 5,000 acres of open space since formation and currently manages approximately 2,800 acres of public parks. In total, NCRPOSD has constructed, repaired, and/or maintained over 50 miles

of recreational trails throughout Napa County. Additionally, NCRPOSD has assumed management responsibilities for two State Parks to prevent their closure by the State: Bothe-Napa Valley State Park, Bale Grist Mill, and soon is expected to also manage Robert Louis Stevenson State Park.

1. Master Plan

NCRPOSD’s activities are guided by a master plan. The District is currently conducting its 2019 Master Plan Update which has been released for public review. The master plan is primarily focused on implementing key

recreational and open space policies in the County of Napa General Plan. All projects identified in the master plan are predicated on achieving four interrelated goals:

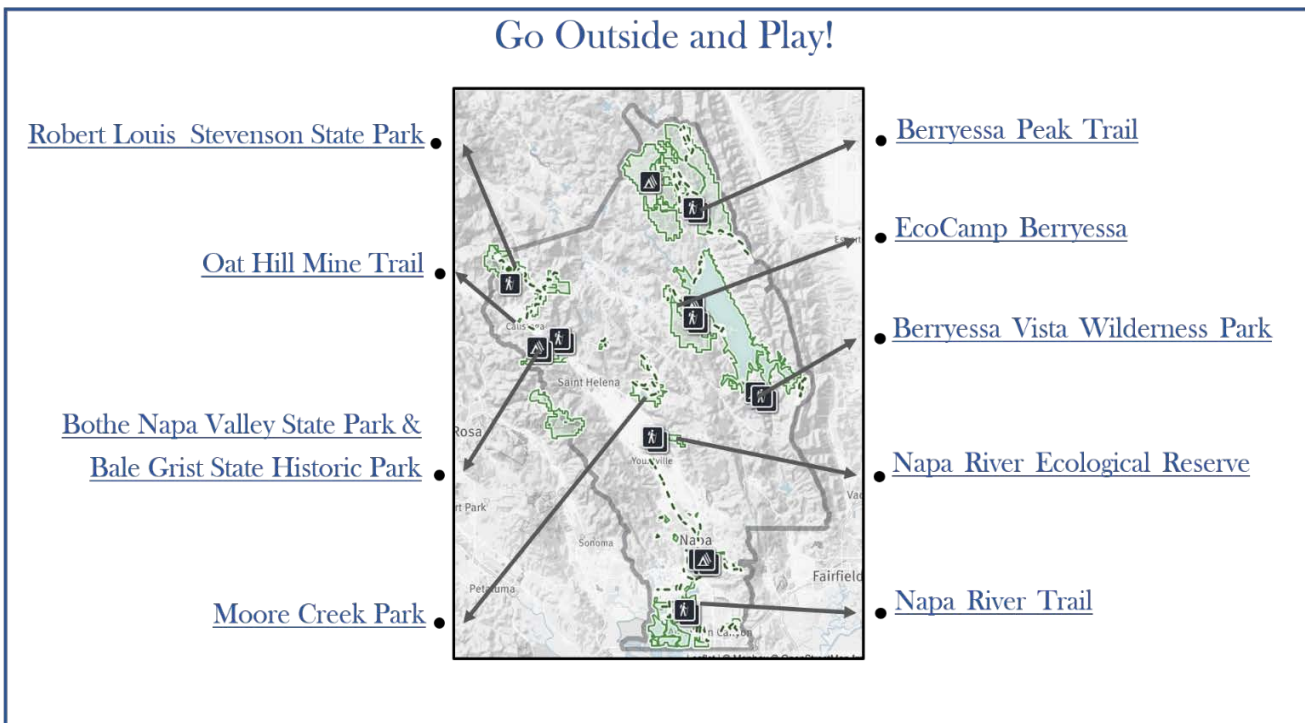
- a) *provide opportunities for outdoor recreation through developing a system of parks, trails, water resource activities, open space, and related facilities*
- b) *preserve, restore, and protect open space lands, natural resources, and special habitat areas*
- c) *provide historical and environmental educational programming opportunities*
- d) *provide for agency management and interagency partnerships*

2. District Projects

The District provides public access to the following projects as noted on the map (Figure 5). In some cases, NCRPOSD owns the park or open space and in other cases the District manages public access

through easement or by contract. Appendix D includes a list of properties with data regarding ownership or easement agreements.

FIGURE 5 PUBLIC ACCESS PROJECTS
(SOURCE: NCRPOSD)



Oat Hill Mine Trail is located immediately north of the City of Calistoga and is 8.3 miles in length totaling 9.9 acres. This trail was first developed as a dirt road in the 1890s and overlays the southeast portion of Robert Louis Stevenson State Park. The County maintains an easement underlying the trail, which was originally constructed as part of a mercury mining operation before being abandoned as a public road in the 1970s. In April 2007, NCRPOSD



entered into an agreement with the County to improve and operate the trail for public use, including providing signage installation, erosion control, and vegetation management.³ The trail was open for public use in May 2008 and is actively maintained by volunteers. NCRPOSD estimates the trail generated approximately 18,000 visitors in 2017, of these 88 percent were hikers while most of the rest were mountain bikers.

Napa River Ecological Reserve is approximately 73.0 acres in size and located east of the Town of Yountville. The reserve overlays lands owned by California Department of Fish and Wildlife (CDFW) and

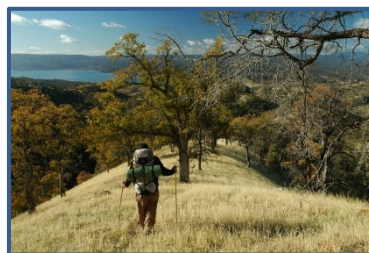


is a protected watershed of the Napa River. NCRPOSD entered into an agreement with CDFW in December 2008 to maintain the public portion of the reserve. No formal counts exist with regards to identifying usage.

Berryessa Vista Wilderness Park is an approximate 224-acre open space area on the southwest side of Lake Berryessa on land NCRPOSD purchased from the Napa County Land Trust in February 2008. Public access is currently limited to watercraft with plans to eventually establish land access via the Lake Berryessa Trail, which is contemplated in the Bureau of Reclamation's

redevelopment plans for the area. Future plans also include acquiring an additional 80 acres from the Land Trust of Napa County and other acquisitions to expand habitat protection and provide overland access. The estimated cost to develop the park, make related improvements and acquire additional land is \$1 million. Grants will be pursued to cover construction and acquisition costs while volunteers will be utilized for operations.

Berryessa Peak Trail is 8.0 miles in length along the eastern boundary of Napa County near Lake Berryessa on CDFW and BLM lands. NCRPOSD obtained a no-cost easement from a neighboring landowner to secure access to the lands from Berryessa-



Knoxville Road. In addition, the District secured permission at no cost from CDFG and BLM for the remaining portion of the trail. Volunteers will be utilized to maintain and to repair 2018 fire damage to signs and fence stiles.

³ The trail is secured by a non-exclusive easement maintained by the County.

Camp Berryessa Park is approximately 30.0 acres in size located along a former Boy Scout recreational site on the northwest side of Lake Berryessa north of Putah Creek on Bureau of Reclamation (BOR) land. The District constructed and operates the camp under an agreement with BOR. The camp includes a 64 bed (tent cabins) facility



serving youth and community groups. Volunteer camp hosts are utilized for on-site monitoring and camp fees pay for additional operations. The District is evaluating a second phase that could include another 32 beds, central dining hall and expanded wastewater system. Initial estimates for this phase are up to \$1.5 million

Bothe Napa Valley State Park and Bale Grist Mill State Historic Park NCRPOSD saved these parks from closure by the State in 2012. Since that time the District has made park improvements, as well as, addressing years of deferred maintenance. The



District operates the two parks within budget and without County-funded assistance. NCRPOSD has increased revenues without raising fees and cut expenses through more efficient operations.

Robert Louis Stevenson State Park (RLS) NCRPOSD informally operates this park which included repair of a small cabin for an on-site caretaker and trail repairs and signage. Unfortunately, the 2017 wildfires damaged the water system to the

cabin. Currently the District and State Parks are negotiating a 20-year operating agreement which will formalize the District's management of RLS. The District has repaired the water system and is in the process of repairing two other structures.

Moore Creek Park is approximately 673 acres in size located north of Chiles and Pope Valleys on land NCRPOSD purchased in December 2008. The District manages this municipal watershed land (Moore Creek Unit), as well as, 900 acres owned by the City of Napa (Lake Hennessey Unit). Over 20,000 people used the park trails in 2017. Grants have been



awarded to cover construction costs while volunteers, have been utilized for the majority of operations. A District employee rents one of the homes and lives on the property as a caretaker. Budget projections to acquire undeveloped parcels to protect the watershed are estimated at \$30 million.

Napa River and Bay Trail The District has worked in partnership with the City of American Canyon to construct about 5 miles of the trail, with approximately 4 miles to be completed. (This initial portion of the trail is managed by American Canyon.) The District has also constructed another 0.7 miles of the trail under the Butler Bridge connecting to Suscol Ferry Road.

The District has worked in partnership with the Vine Trail Coalition, since portions of the Vine Trail share alignment with the Napa River and Bay Trail. The District is expecting to hold the trail easement and manage a short segment which will be part of the Napa Pipe property redevelopment. Construction of a boardwalk along the edge of Fagan Marsh will require a permit from CDFW. The budget projection for completed project is estimated at \$2.5 million.

FIGURE 6 TRAIL USAGE MAY 2016-AUGUST 2018
(SOURCE: NCRPOSD)

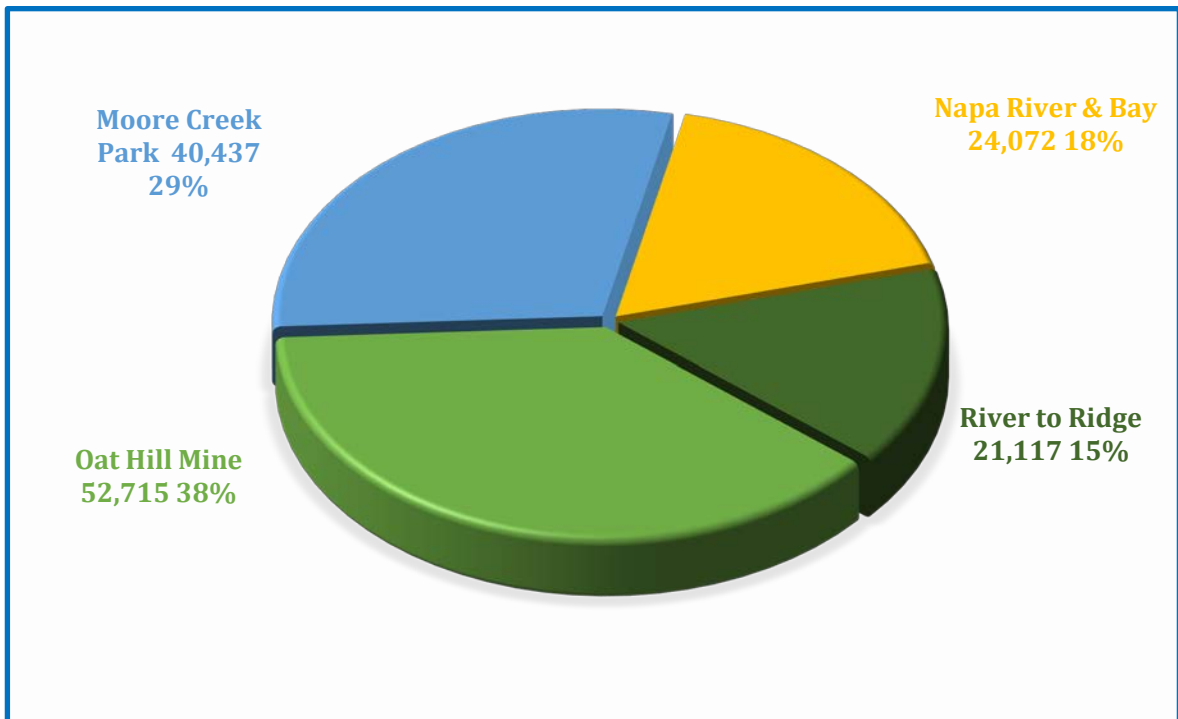
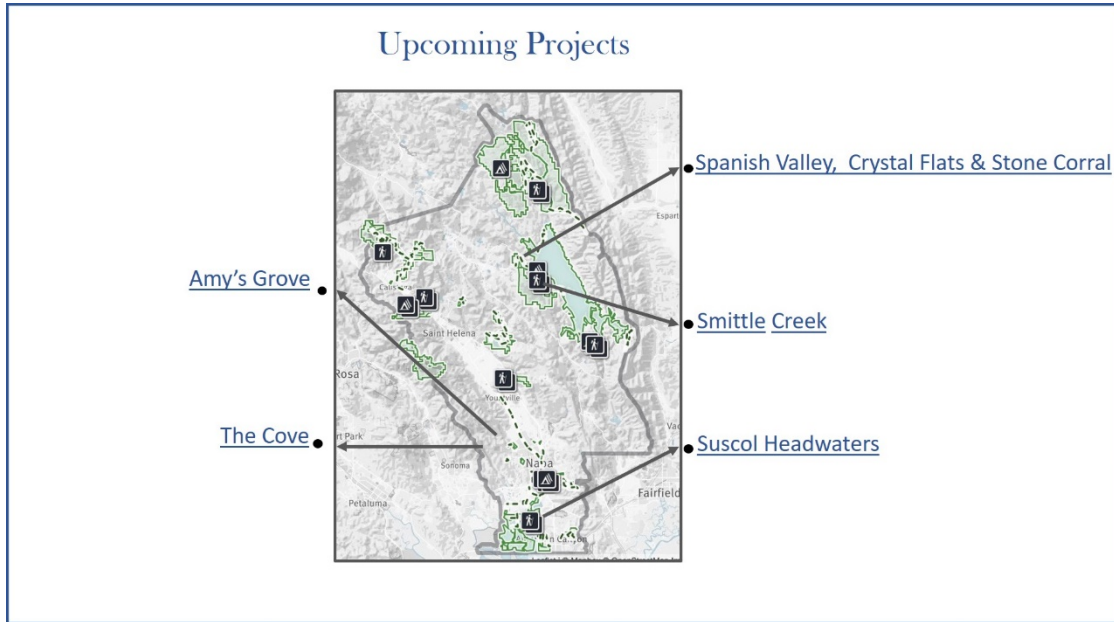
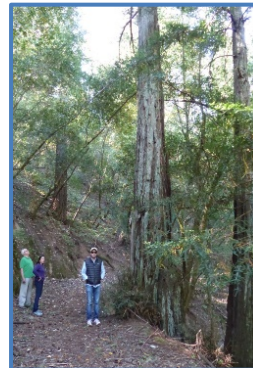


FIGURE 7 PLANNED PUBLIC ACCESS

(SOURCE: NCRPOSD)



Mt. Veeder including Amy's Grove and The Cove In 2015 Amy's Grove, a 51-acre property, was donated to the District. The District has an option to expand Amy's Grove through the purchase of an additional 164 acres and accepting a donation of an additional 7 acres. To the west is The Cove which was owned by the Girl Scouts of Northern California. In 2016 the District purchased this 160-acre rustic camp on Mt. Veeder. The Cove is located



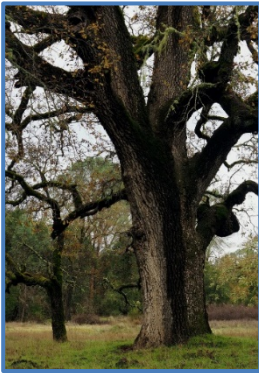
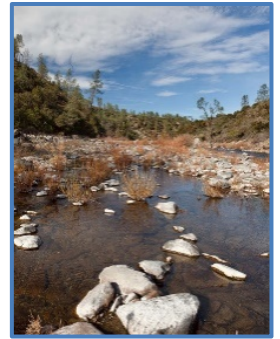
at the peak of Mt. Veeder and boasts 360-degree views. Both properties burned in the 2017 firestorm with The Cove suffering the greatest damage. The District plans to replace campground improvements so it can continue to be used by Girl Scouts, Boy Scouts and other groups.

Suscol Headwaters Preserve encompasses 709 acres and includes the upper watershed of Suscol Creek. Land acquisition was obtained with funding from the region's Priority Conservation Area (PCA) program, and from mitigation funds required for the Highway 12 improvements. The PCA program for funding is managed by the Napa Valley Transportation Authority, the Metropolitan Transportation Commission and the Association of Bay Area Governments. The Napa Valley Transportation Authority was an instrumental partner in obtaining both the PCA and Highway 12

mitigation funds. In addition to providing watershed protection, endangered species are protected along with a Native American cultural site. The Bay Area Ridge Trail can be extended an additional five miles through the Preserve. The District plans to reduce soil erosion, construct several miles of trails and a trailhead staging area to provide public access. The estimate for these projects is \$500,000.

Putah Creek Land Bank (Spanish Valley, Crystal Flats and Stone Corral) consists of 2,790 acres of land bank in the Lake Berryessa area. Spanish Valley encompasses 1,900 acres south of Lake Berryessa Estates and links together several hundred acres of federal government land. Crystal Flats consists of 684 acres along the Putah Creek and includes an unimproved campground. Stone Corral

has a boat launch. The District plans to maintain the existing recreation uses enjoyed by property owners in the adjacent Lake Berryessa Estates, while eventually also providing for general public use.



Smittle Creek (Cedar Roughs) is a 443-acre land holding which protects natural habitat. The land holding will provide public

access to the 6,500-acre Cedar Roughs Wilderness managed by the BLM. The District plans to obtain Use Permits to construct trails and open the area to the public. Estimates of \$50,000 are needed to construct trails and obtain permits.

3. Pending Services

Vine Trail is intended to be approximately 44.0 miles in total length generally along State Highway 29 between the Vallejo Ferry Terminal and the City of Calistoga. NCRPOSD has entered into an agreement with the non-profit Vine Train Coalition to partner as needed in planning, funding, and operating the project. The



estimated cost to develop the trail and make related improvements ranges from \$34.0 to \$49.0 million. Grants and private donations will be pursued to cover construction and operational costs. The District's role so far has been minimal. NCRPOSD is coordinating with Vine Trail Coalition on the route through Bothe Napa Valley State Park, and about to obtain an easement to accommodate a short section of trail on private land just south of Kennedy Park.

Berryessa Estates Park was intended to be approximately 480 acres in size located adjacent to the unincorporated Berryessa Estates community on land owned by BLM. NCRPOSD has applied to BLM for a no-fee transfer of the land given its surplus designation by the Federal government. With the District obtaining the adjacent Spanish Valley

property, the plan now is to jointly manage the BLM land as part of the Spanish Valley project. The estimated cost to develop the BLM land and make related improvements is \$50,000. Grants will be pursued to cover construction costs while volunteers will be utilized for operations. This project is waiting for BLM to complete their part.

Skyline Park is an approximate 850-acre public wilderness park owned by the State of California located southeast of the City of Napa near the Napa State Hospital. The State authorized the County of Napa to acquire the property in 2011, but the two could not agree on price. New legislation (SB 20:

Dodd) now under consideration by the State legislature would authorize either the County or the District to acquire the property to assure it remains a public park in perpetuity.



Vallejo Lakes is an approximate 1,500-acre area located east of the City of Napa beyond Skyline Park on land owned by the City of Vallejo, approximately 135 acres of which are within Napa County. NCRPOSD has initiated discussions to purchase the project site given Vallejo has designated the land as

surplus. Acquisition of the project site would protect against private development, as well as, potentially serve as a trail extension involving Skyline Park. The estimated cost of the property is not known. This project is currently on hold, pending action by the City of Vallejo.

H. Financial

1. Assets, Liabilities, and Net Position

Financial Highlights (FY 2017-2018)

Source: Independent Audit Report, Brown Armstrong, CPAs

- *The District ended the year with a fund balance of \$1,546,443, a decrease of \$376,884 from the prior year. Of that amount, \$91,990 is restricted for future expenditures at Moore Creek, \$62,721 is restricted for future expenditures at Suscol Headwaters, and \$1,081,226 is restricted and assigned for future expenditures at the State Parks, \$310,506 available for general District operations.*
- *The County of Napa continued its support for the District's operations and projects, granting funds from its Transient Occupancy Tax in the amount of \$979,925.*
- *The District organized just over 10,000 hours of volunteer work projects, valued at over \$201,000 and received \$494,225 in donations (includes cash and in-kind).*
- *Program revenues (camping fees, day use fees, and rental income) were \$808,086, which covers approximately 18 percent of District expenses for the fiscal year. If land acquisition costs are removed, program revenues cover 42 percent of District expenses. Since the formation of the District in 2006, the District has matched County grant support with other sources of support (grants, gifts, direct and indirect donations, and volunteer labor) at a ratio of 3.02 to 1.*
- *The District completed its sixth full year of operation of Bothe-Napa Valley State Park and the Bale Grist Mill State Historic Park, and ended the year with a fund balance sufficient to continue to undertake extensive repairs to historic buildings and other deferred maintenance within the park.*

NCRPOSD contracts with a private consulting firm to prepare an annual report following the end of each fiscal year summarizing the agency's overall financial standing. The most recent report was prepared by Brown Armstrong for the 2017-2018 fiscal year and includes audited financial statements

identifying NCRPOSD's assets, liabilities, and net position as of June 30, 2018. These audited financial statements provide quantitative measurements in assessing NCRPOSD's short and long-term fiscal health and are summarized in the following sections.

Assets

NCRPOSD’s assets at the end of 2017-2018 totaled \$15.659 million. Assets classified as current, with the expectation they could be liquidated into currency within a year, represented 11.4% of the total amount. Current assets are tied to cash investments with the County Treasurer,

dues from other governments, and prepaid dues.⁴ Assets classified as non-current represented the remaining amount and are associated with recent land acquisitions, buildings, and equipment.⁵

FIGURE 8 ASSETS: FIVE-YEAR CHART

Category	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Current Assets	\$1,425,521	\$1,792,257	\$1,680,271	\$2,121,170	\$1,781,558
Non-Current Assets	\$7,352,612	\$7,492,626	\$10,598,964	\$10,578,492	\$13,878,020
Total Assets	\$8,778,133	\$9,284,883	\$12,279,235	\$12,699,662	\$15,659,578

Liabilities

NCRPOSD’s liabilities at the end of 2017-18 totaled \$0.235 million. Current liabilities representing obligations owed within a year accounted for the

entire total amount and are tied to accounts payable and unearned revenue.⁶

FIGURE 9 LIABILITIES: FIVE-YEAR CHART

Category	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Current Liabilities	\$216,269	\$412,655	\$193,648	\$197,843	\$235,115
Non-Current Liabilities	\$0	\$0	\$0	\$0	\$0
Total Liabilities	\$216,269	\$412,655	\$193,648	\$197,843	\$235,115

⁴ Current assets totaled \$1.782 million and include cash investments (\$1.759 million), due from other governments (\$0.013 million), and “prepaids” (\$0.009 million).

⁵ Non-current assets totaled \$13.878 million and include land (\$13.363 million), buildings net of depreciation (\$0.503 million), and equipment net of depreciation (\$0.012 million).

⁶ Current liabilities totaled \$0.235 million and include accounts payable (\$0.066 million) and customer deposits (\$0.162 million).

Net Position

NCRPOSD’s net position at the end of 2017-18 totaled \$15.424 million. This amount represents the difference between NCRPOSD’s total assets and total liabilities. The amount is divided between net

investments in capital assets, restricted, and unrestricted. Net investment in capital assets represents 89.9% of the total.

FIGURE 10 NET POSITION: FIVE-YEAR CHART

Category	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Invested in Capital Assets	\$7,352,612	\$7,492,626	\$10,598,964	\$10,578,492	\$13,878,020
Restricted	\$697,911	\$886,544	\$1,101,899	\$1,211,015	\$1,235,937
Unrestricted	\$511,341	\$493,058	\$384,724	\$712,312	\$310,506
Total Net Position	\$8,561,864	\$8,872,228	\$12,085,587	\$12,501,819	\$15,424,463

NCRPOSD’s financial statements for 2017-2018 reflect the District experienced a positive change in its fiscal standing over the last five completed fiscal years as its overall net position increased by 44.5% from \$8.561 to \$15.424 million. This increase is attributed to the purchase of land, buildings, and through separate grant awards and donations.⁷

Calculations performed assessing NCRPOSD’s liquidity, capital, and solvency indicate the District finished 2017-18 in strong financial health. Liquidity remained high as NCRPOSD finished with current assets more than seven times greater than its current liabilities.⁸ NCRPOSD’s capital also remained entirely intact given it finished with no long-term debt while maintaining a positive operating margin.

FIGURE 11 FINANCIAL STATEMENTS 2017-18

Assets	\$15.660 million
Liabilities	\$0.235 million
Equity	\$15.425 million

⁷ For the fiscal year ending June 30, 2018, NCRPOSD owned the following: 224 acres of land known as Berryessa Vista Wilderness Park; 673 acres of land with two residences known as Moore Creek Park; approximately 2,790 other acres known as Spanish Valley, Crystal Flats, and Stone Corral; 0.2 acres known as the Keene parcel within the Lake Berryessa Estates subdivision; 40 acres along the Oat Hill Mine Trail; 411

acres in Phase I of the Suscol Headwaters and 298 acres in Phase II; 443 acres of land at Smittle Creek; 51 acres at Amy’s Grove; and 160 acres at The Cove. NCRPOSD acquired an all-terrain vehicle valued at \$10,375 through a donation from the Napa Valley State Parks Association.

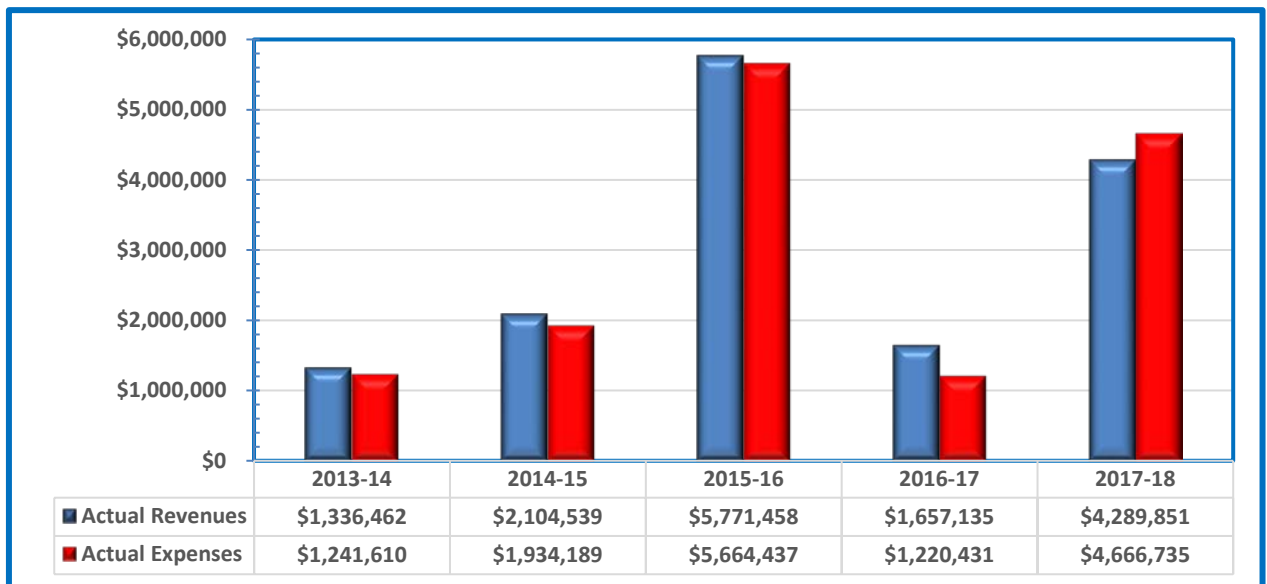
⁸ NCRPOSD’s current ratio in 2017-18 was 7.6:1.

2. Revenue and Expense Trends

NCRPOSD has no dedicated tax base and instead relies on grants, program income, and donations of labor and materials. The County provides a grant using a portion of the Transient Occupancy Tax (TOT), which totaled \$979,925 in 2017-18. The five-year grant agreement between NCRPOSD and the County terminates in 2023. It is expected the County will renew the grant for another five years under substantially similar terms as the present grant. This financing structure indicates NCRPOSD is challenged with respect to addressing existing service needs and deficiencies, as well as, meeting future service demands.

A review of NCRPOSD’s audited and pre-audited financial statements identifies the District has maintained positive cash flow over four of the last five fiscal years. In fiscal year 2017-18 the District intentionally approved a budget with expenditures exceeding revenues to draw down reserves. Revenues and expenses in fiscal years 2015-16 and 2017-18 include capital outlays for land acquisitions. The following table summarizes total actual revenues and expenses between 2013-2014 and 2017-2018.

FIGURE 12 REVENUES AND EXPENSES: FIVE-YEAR TABLE
(Operations and Capital Outlays)



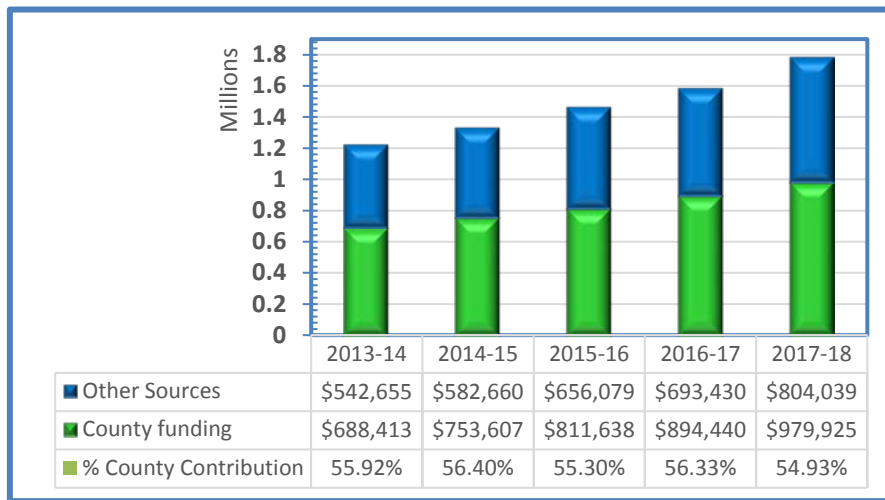
NCRPOSD’s revenues and expenses fall within two broad categories: operations and capital outlays. Operations are predominantly dependent on receiving an annual operating grant from the County while capital

outlays, such as land purchases and facility improvements, are funded through a variety of external grant and donation sources.

Importantly, in terms of operations, it has been the practice of the County to provide funding to NCRPOSD in an amount equal to 60% of the County’s Special Projects Fund. The County sets its Special Projects Fund at the beginning of each fiscal

year to be generally equal to 12.5% of the prior year’s TOT collection. Accordingly, the actual amount of operation funding provided to NCRPOSD changes annually as reflected in the following table.

FIGURE 13 PERCENTAGE COUNTY FUNDING: FIVE-YEAR
(Excludes Capital Outlays)



3. Current Budget

FIGURE 14 ADOPTED BUDGET 2018-19

Total Expenses:	\$2.584 million
Total Revenues:	\$2.103 million
Difference:	(\$0.480 million)

revenues total \$2.103 million with the resulting \$0.480 million deficit intentionally budgeted to draw down on the available fund balance.⁹ NCRPOSD’s 13 governmental fund units are summarized in the following section.

NCRPOSD’s adopted budget for the 2018-19 fiscal year totals \$2.584 million. This amount represents NCRPOSD’s total approved expenses or appropriations for the fiscal year within its 13 established governmental fund units. Budgeted

⁹ NCRPOSD’s available fund balance totaled \$1.546 million as of July 1, 2018.

General Operations

NCRPOSD’s general operations budget unit supports basic District administrative and operation activities. Approved expenses total \$417,635 with the majority of the amount dedicated to costs associated with NCRPOSD’s staff support services

contract with the County. Approved revenues total \$417,635 and budgeted to be drawn from a \$409,135 portion of NCRPOSD’s operating grant from the County of Napa, as well as, interest earned on the District’s fund balance.¹⁰

Moore Creek Park

Budgeted expenses \$130,286 exceed revenues at \$52,600 due to construction maintenance (new roof and well) which is funded from capital improvement funds set aside in prior years for this purpose. Usual budgeted expenses are tied to park monitoring,



maintaining houses, maintaining trails and removal of invasive species. The majority of budgeted revenues are tied to a portion of NCRPOSD’s operating grant from the County with the remaining amount tied to rent generated from rental housing located within the park and donations.

Oat Hill Mine Trail

Budgeted expenses and revenues match at \$169,322. Budgeted expenses are tied to trail monitoring, erosion control, entry gate improvements, and a

mercury cleanup project. All budgeted revenues are tied to a portion of NCRPOSD’s operating grant from the County.

Napa River and Bay Trail

Budgeted expenses and revenues match at \$17,382. Budgeted expenses are tied to maintaining the existing trail in the City of American Canyon and under Butler Bridge, installation of interpretative signage, monitoring Napa Pipe, other gap closure projects, and improved mapping and signage. All budgeted revenues are tied to a portion of NCRPOSD’s operating grant from the County.



Cost estimate of \$2.5 million is necessary to construct a boardwalk, bridge, additional levee trail and obtain permits necessary to complete the trail.

Camp Berryessa Park

Budgeted expenses and revenues match at \$50,615. Budgeted expenses are tied to overseeing Camp Berryessa usage. Budgeted revenues are divided between a portion of NCRPOSD’s operating grant from the County and camping concessions. The

District is considering Phase II to expand the camp to include another 32 beds, a central dining facility and expanded wastewater system. The estimated cost of Phase II is \$1.5 million.

¹⁰ The remainder of the operating grant is allocated to support contract services within the 12 other governmental fund units.

Berryessa Vista Wilderness Park

Budgeted expenses and revenues match at \$104,311. Budgeted expenses are tied to monitoring the 224-acre property, obtaining an overland access route, campground improvements, and controlling unauthorized motor vehicle use. All budgeted revenues are tied to a portion of NCRPOSD's



operating grant from the County. The District plans to acquire additional land from the Napa County Land Trust at an estimated cost of approximately \$80,000.

Napa River Ecological Reserve

Budgeted expenses and revenues match at \$27,761. Budgeted expenses are tied to continuation of a portable toilet, controlling invasive plant species in the entry meadow, and support for school field trips

to the 73 acre preserve located northeast of the Town of Yountville. All budgeted revenues are tied to a portion of NCRPOSD's operating grant from the County.

Vine Trail

Budgeted expenses and revenues match at \$2,064. Budgeted expenses are tied to coordinating Vine Trail and Napa River Bay Trail alignment between the City of American Canyon and Soscol Ferry Road, supporting Vine Trail alignment that affects

State Parks, and participating in Vine Trail maintenance resolution projects. All budgeted revenues are tied to a portion of NCRPOSD's operating grant from the County.

Putah Creek Land Bank (Spanish Valley, Crystal Flats and Stone Corral)

Budgeted expenses and revenues match at \$15,324. Budgeted expenses are tied to completing a transfer with BLM, work on accessibility for Spanish Valley, and installation of a gate and fence between



the campground and Crystal Flats. All budgeted revenues are tied to a portion of NCRPOSD's operating grant from the County.

State Parks



Budgeted expenses total \$1,022,482 exceeding revenues of \$737,450. The deficit will be drawn from available fund balance. Expenses are tied to obtaining a new operating agreement, ongoing maintenance and operations, cabin restoration, repair of

two rental units for employees, repairs to the boarded-up Recreation Hall and extensive deferred maintenance. The new agreement with the State is expected to include Robert Louis Stevenson State Park. The District helped repair an existing cabin for a live-in caretaker. Repairs are necessary after the 2017 firestorm at an estimated cost of \$50,000. Budgeted revenues total \$566,000 and are tied to interest, rent, concessions, and donations. Deferred maintenance could cost over \$8 million.

Suscol Headwaters

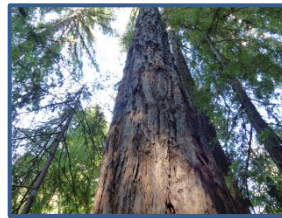
Budgeted revenues of \$307,407 exceed expenditures of \$248,463. Budgeted expenses are tied to monitoring, environmental



studies, obtaining easements, permitting costs and construction of red-legged frog habitat. Revenues include not only the County grant but also grazing lease revenues.

Amy's Grove and The Cove

Budgeted expenses and revenues match at \$113,104. The 2017 firestorm damaged both Amy's Grove and The Cove. The intensity of the fire in The Cove killed trees and destroyed campground improvements. Budgeted expenses



are tied to reforestation and rebuilding. All budgeted revenues are tied to a portion of NCRPOSD's operating grant from the County, as well as, some donations.

Smittle Creek (Cedar Roughs)

Budgeted expenses and revenues match at \$13,821. Budgeted expenses are tied to monitoring and permitting. All budgeted revenues are tied to a portion of NCRPOSD's operating grant from the County.



IV. ENVIRONMENTAL REVIEW

A. Municipal Service Review

The municipal service review of NCRPOSD is a project under the California Environmental Quality Act (CEQA) given it may reasonably result in a future indirect physical change to the environment. The municipal service review is categorically exempt from further environmental review under Code of Regulations Section 15306. This exemption applies to basic data collection, research, and

resource evaluation activities, which do not result in any serious or major disturbance to any environmental resource. This exemption applies to the municipal service review of NCRPOSD given it is strictly for information gathering purposes that may lead to an action which LAFCO has not approved, adopted, or funded.

B. Sphere of Influence Update

The sphere of influence update for NCRPOSD is a project under CEQA given it may reasonably result in a future indirect physical change to the environment. The sphere of influence update is exempt from further environmental review under Code of Regulations Section 15061(b) (3). This exemption is referred to as the “general rule” and applies to projects in which it

can be seen with certainty there is no possibility the action may have a significant effect on the environment. This exemption applies to the sphere of influence update for NCRPOSD given it can be seen with certainty the affirmation of the existing sphere will not result in any physical changes to the environment.

V. SOURCES

A. Agency Contacts

- John Woodbury, NCRPOSD General Manager

B. Documents

- Association of Bay Area Governments, “Projections and Priorities,” 2013
- Napa County Agreement No. 6782 with NCRPOSD
- Napa County Agreement No. 7827 with NCRPOSD
- NCRPOSD Bylaws, August 2008
- NCRPOSD Camp Berryessa Operations, Design, and Preliminary Engineering Study, January 2010
- NCRPOSD Management Agreement No. 11-LC-20-0194 for Development, Management, Operation, and Maintenance of Camp Berryessa
- NCRPOSD Master Plan 2008-2013, January 2009
- NCRPOSD Master Plan 2012 Update, June 2012
- NCRPOSD Draft Master Plan 2019 Update, March 2019
- NCRPOSD Operating Agreement for Bothe-Napa Valley State Park and Bale Grist Mill State Historic Park
- NCRPOSD Skyline Wilderness Park Master Plan, September 2009
- NCRPOSD “Audit Report for the Year Ended June 30, 2014,” (Gallina LLP)
- NCRPOSD “Audit Report for the Year Ended June 30, 2015,” (Gallina LLP)
- NCRPOSD “Audit Report for the Year Ended June 30, 2016,” (Brown Armstrong)
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- NCRPOSD “Audit Report for the Year Ended June 30, 2018,” (Brown Armstrong)
- NCRPOSD “Budget for Fiscal Year 2013-14”
- NCRPOSD “Budget for Fiscal Year 2014-2015”
- NCRPOSD “Budget for Fiscal Year 2015-2016”
- NCRPOSD “Budget for Fiscal Year 2016-2017”
- NCRPOSD “Budget for Fiscal Year 2017-2018”
- NCRPOSD “Budget for Fiscal Year 2018-19”
- NCRPOSD “Year Seven Report,” March 2014
- NCRPOSD “Trail Usage May 2016-August 2018”

C. Websites

- Napa County Regional Park and Open Space District, <https://napaoutdoors.org/>
- Association of Bay Area Governments, <https://abag.ca.gov/>
- California State Controller’s Office, <https://sco.ca.gov/>
- California Special Districts Association, <https://www.csda.net/home>
- California Department of Finance, <http://www.dof.ca.gov/Forecasting/Demographics/>

D. Appendix

Napa County Regional Park and Open Space District									
Real Property Assets									
Holding #	Date Acquired	Type of Ownership	Fee Title Owner	Property Name	APN's	Acreage	Distance	Purchase Price	Fair Market Value*
			(if not District)						
1	8/21/07	Easement	Napa County Flood Control District		005-180-019	24.14		donated	n/a
2	2/26/08	Fee Simple Land Ownership		Berryessa Vista Wilderness Park	019-220-009; 019-220-018; 019-220-026	224		\$125,414	\$340,000
3	Jun-08	Easement (replaced by new easement)	Land Trust of Napa County	Linda Falls	024-332-007	38.93		donated	n/a
4	9/23/2008	Easement	John and Judy Ahmann	Berryessa Peak Trail	015-260-004; 015-260-010		~0.6 miles	donated	n/a

Real Property Assets (continued)									
Holding #	Date Acquired	Type of Ownership	Fee Title Owner	Property Name	APN's	Acreage	Distance	Purchase Price	Fair Market Value*
			(if not District)						
5	12/24/08	Fee Simple Ownership		Moore Creek Open Space Park	025-440-010; 025-200-034; 025-060-023; 025-060-025	673		\$2,800,000	\$3,000,000
		Land portion							\$2,605,075
		Building portion							\$394,925
6	2/24/2009	Easement (revised)	John and Judy Ahmann	Berryessa Peak Trail	015-260-004, -010; 015-250-006		~0.6 miles	donated	n/a
7	3/16/2009	Fee Simple Land Ownership		Mildren Keene donation	016-221-001	0.2		donated	n/a
8	5/10/2010	Easement	VCC-Napa LLC	Napa River Trail Segment 8	046-630-007		4,000 lf	donated	n/a
9	12/29/2010	Fee Simple Land Ownership		Spanish Valley, Crystal Flats and Stone Corral	015-070-011, -012; 015-080-003, -010; 016-100-015, -016; 016-120-003, -004, -014, -016, -017, -020, -021, -023, -024, -025, -026; 016-140-004, -010, -012, -014	2,790		donated	\$4,250,000
10	12/16/2014	Fee Simple Land Ownership		Randy Johnson Property (OHMT)	18-030-026	40		donated	\$132,000
11	10/7/2015	Fee Simple Land Ownership		Suscol Headwaters Phase I (former Kirkland Ranch)	057-020-077 (partial), 057-030-012 (partial)	411		\$900,000	\$900,000

Real Property Assets (continued)									
Holding #	Date Acquired	Type of Ownership	Fee Title Owner	Property Name	APN's	Acreage	Distance	Purchase Price	Fair Market Value*
			(if not District)						
12	12/18/2015	Fee Simple Land Ownership		Smittle Creek (Cedar Roughs)	025-220-016, -017, -018	443		\$1,410,000	\$1,410,000
13	12/18/2015	Fee Simple Land Ownership		Amy's Grove	034-370-034, 034-040-015	51		donated by Chamberlain Family	\$590,000
14	11/4/2016	Easement	Land Trust of Napa County	Linda Falls	024-332-004, 024-332--022,024-282-017, 025-041-013	176		donated	n/a
15	12/8/2017	Fee Simple Land Ownership		Suscol Headwaters Phase II	portions of 045-360-016, -017	298		\$2,580,000	\$2,580,000
16	12/18/2017	Fee Simple Land Ownership		The Cove	034-360-017, 034-360-032 and -033	160		\$740,000	\$740,000
17	5/23/2018	Easement	Tuteur Family Trust	Napa-Solono Ridge Trail Loop	045-370-001	1.6 miles		donated	n/a
Notes:									
*	per appraisal at time of purchase								
Totals	January 2018								
	Fee		5,090						
	Manage								
	Easement		200.14						
	Trail								

RESOLUTION NO. _____

**RESOLUTION OF THE
LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
MAKING DETERMINATIONS**

**MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE:
NAPA COUNTY REGIONAL PARK AND OPEN SPACE DISTRICT**

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

WHEREAS, a “Municipal Service Review and Sphere of Influence Update” has been prepared for the Napa County Regional Park and Open Space District pursuant to said schedule and the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, commencing with Section 56000 of the California Government Code; and

WHEREAS, a written report on the municipal service review has been prepared that includes considering the adequacy of governmental services provided by the Napa County Regional Park and Open Space District and the Executive Officer recommends affirming the existing sphere of influence of the Napa County Regional Park and Open Space District with no changes; and

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

WHEREAS, the Commission heard and fully considered all the evidence presented at its public meetings concerning the Municipal Service Review and Sphere of Influence Update on the Napa County Regional Park and Open Space District on June 3, 2019, and August 5, 2019;

WHEREAS, as part of the Municipal Service Review, the Commission is required pursuant to California Government Code Section 56430 to make a statement of written determinations with regards to certain factors; and

WHEREAS, in considering the update to the Napa County Regional Park and Open Space District’s sphere of influence, the Commission also considered all the factors required by law under California Government Code Section 56425.

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

1. The Commission finds and determines the Municipal Service Review is exempt from further environmental review under the California Environmental Quality Act (hereinafter “CEQA”) pursuant to California Code of Regulations Section, Title 14, 15306. This finding is based on the Commission determining with certainty that the Municipal Service Review is limited to basic data collection, research, and resource evaluation activities which do not result in a serious or major disturbance to any environmental resource.

2. Having reviewed the municipal services provided by the Napa County Regional Park and Open Space District, the Commission adopts the statement of determinations prepared as part of the municipal service review as set forth in Exhibit One, which is attached hereto and hereby incorporated by reference.
3. In determining the sphere of influence for the Napa County Regional Park and Open Space District, pursuant to California Government Code Section 56425 of the Government Code, the Commission adopts the statement of determinations set forth in Exhibit Two, which is attached hereto and hereby incorporated by reference.
4. The Commission hereby affirms the sphere of influence of the Napa County Regional Park and Open Space District without modification, as shown in Exhibit Three.
5. The Commission finds and determines the affirmation of the Napa County Regional Park and Open Space District's existing sphere of influence with no changes is exempt from further review under the California Environmental Quality Act pursuant to California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty that the affirmation of the existing sphere will have no possibility of significantly effecting the environment given no new land use or municipal service authority is granted.
6. The effective date of this sphere of influence update shall be the date of adoption set forth below.
7. The Commission hereby directs staff to file a Notice of Exemption for the Municipal Service Review and Sphere of Influence Update for the Napa County Regional Park and Open Space District in compliance with CEQA.

The foregoing resolution was duly and regularly adopted by the Commission at a regular meeting held on August 5, 2019, by the following vote:

AYES: Commissioners _____

NOES: Commissioners _____

ABSTAIN: Commissioners _____

ABSENT: Commissioners _____

Gregory Rodeno
Commission Chair

ATTEST: _____
Brendon Freeman
Executive Officer

Recorded by: Kathy Mabry
Commission Secretary

EXHIBIT ONE

STATEMENT OF DETERMINATIONS

**NAPA COUNTY REGIONAL PARK AND OPEN SPACE DISTRICT
MUNICIPAL SERVICE REVIEW**

1. Growth and population projections for the affected area (Government Code 56430(a)(1)):
 - a) NCRPOSD has experienced a 0.5% annual increase in its resident population over the last five years from an estimated 138,038 to 141,294. It is reasonable to assume the rate of annual population growth will remain stable over the next 10 years consistent with projections issued by the Association of Bay Area Governments, which suggests NCRPOSD's resident population will reach 148,600 by 2025 based on a 0.7% annual increase.
 - b) Public park and open space growth serves as a key service indicator for NCRPOSD as it relates to addressing current and future demands given its statutorily-defined duties and powers. All five cities in Napa County own and operate public parks and open space ranging from intensive to passive uses within or adjacent to urban areas. Importantly, it is assumed NCRPOSD and the cities have a shared customer base with regards to providing public park and open space services.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to spheres of influence (Government Code 56430(a)(2)):
 - a) There are no disadvantaged unincorporated communities within or contiguous to NCRPOSD's sphere of influence.
3. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (Government Code 56430(a)(3)):
 - a) NCRPOSD's current public facilities owned by the District are two distinct properties totaling close to 900 acres in size and under development as Berryessa Vista Wilderness Park and the Moore Creek Unit of Moore Creek Park. In addition, the District owns over 3,900 acres in land banks and preserves including Putah Creek Land Bank, Suscol Headwaters Preserve and Smittle Creek (Cedar Roughs). NCRPOSD is also under contract with other governmental agencies to manage Oat Hill Mine Trail, Napa River Ecological Reserve, the Napa River and Bay Tail, Bothe-Napa Valley State Park, Bale Grist Mill State Historic Park, and the Lake Hennessey Unit of Moore Creek Park.

- b) The ability of NCRPOSD to adequately operate and maintain current and planned public facilities and services is largely dependent on volunteer resources given its present and planned organizational capacity.
 - c) In addition to maintaining an adequate volunteer base, NCRPOSD's ability to expand park and open space services is dependent on program income and external revenue streams, namely grants, donations, and annual contributions from the County of Napa.
 - d) NCRPOSD has established regular visitor counts. These counts have established baseline information with regard to the present demand for services while informing NCRPOSD in allocating current and future resources consistent with the preferences of constituents.
4. Financial ability of agencies to provide services (Government Code 56430(a)(4)):
- a) The current ability of NCRPOSD to maintain present and future operating services is entirely dependent on program income, donations, grants, and discretionary funds provided by the County of Napa. This financial structure appears vulnerable because it has no dedicated tax base. Some operations (such as at Bothe Napa Valley State Park and the Bale Grist Mill) are fully supported by program revenues, but others require discretionary grants to operate and could close if the County were to cancel its grant to the District of a portion of the County's Transient Occupancy Tax (TOT). Without new dedicated funding, the District's rate of making improvements to and opening for public use its existing land-banked properties will be slow.
 - b) NCRPOSD's current financial structure is unique for a special district given it relies on various forms of outside contributions to support capital and operational expenses rather than collecting taxes and assessment.
 - c) NCRPOSD has successfully increased its available fund balance over each of the last five fiscal years with the balance currently totaling \$1.546 million. Most of this fund balance is restricted to particular purposes, but the remaining unrestricted fund balance provides NCRPOSD sufficient liquidity to cover budgeted operating expenses and demonstrates prudent financial management.
 - d) Management for NCRPOSD has proven adept at obtaining grant funding through various statewide and local programs to finance several land acquisitions and trail improvements totaling over \$2.634 million in 2017-18. The ability to draw on outside funding helps economize NCRPOSD's resources in providing cost effective public park and open space services.
 - e) The absence of long-term debt coupled with positive operating margins advantageously positions NCRPOSD to potentially raise new capital through bonded debt at favorable interest rates

5. Status of, and opportunities for, shared facilities (Government Code 56430(a)(5)):
 - a) NCRPOSD's services are largely oriented towards addressing recreational and open space policies codified in the County General Plan. This orientation creates a prescriptive working relationship in which NCRPOSD works closely with the County in identifying and implementing projects of shared interest and benefit. In the process of implementing policies the District works in collaboration with a variety of non-profit groups, government agencies and regional organizations.
6. Accountability for community service needs, including governmental structure and operational efficiencies (Government Code 56430(a)(6)):
 - a) NCRPOSD is governed by a responsive and dedicated board and staff. These characteristics enhance accountability and cultivate positive working relationships with members of the public and other local agencies.
 - b) NCRPOSD continues to solicit community input on the District's activities, which demonstrates a concerted effort to remain accountable. This and other outreach efforts help to ensure alignment between NCRPOSD's current and future activities with the needs and preferences of constituents.
 - c) There have been no complaints about NCRPOSD filed by Napa County residents or neighboring organizations.
 - d) NCRPOSD's current organizational capacity is largely supported by volunteers and highlights a premium on the District providing tangible services to meet the preferences and demands of its constituents.
 - e) NCRPOSD's organizational structure as an independent special district is appropriate given the District's legislative authority to provide public park and open space services for the benefit of all citizens in Napa County, both in the unincorporated and incorporated areas of the county. It should be noted, however, that as a special district NCRPOSD is subject to the General Plan and Zoning policies of the County and the five municipalities, and the lack of a dedicated tax base means the District must be largely deferential to the County of Napa.
7. Relationship with regional growth goals and policies (Government Code 56430(a)(7)):
 - a) NCRPOSD serves an integral role in developing and implementing recreational and open space policies codified in the County of Napa General Plan. The District works with a variety of State and Bay Area agencies to achieve regional plans that include or effect Napa County.

EXHIBIT TWO

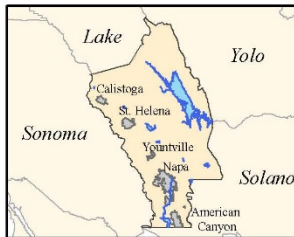
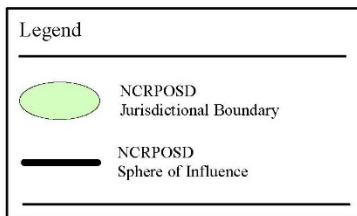
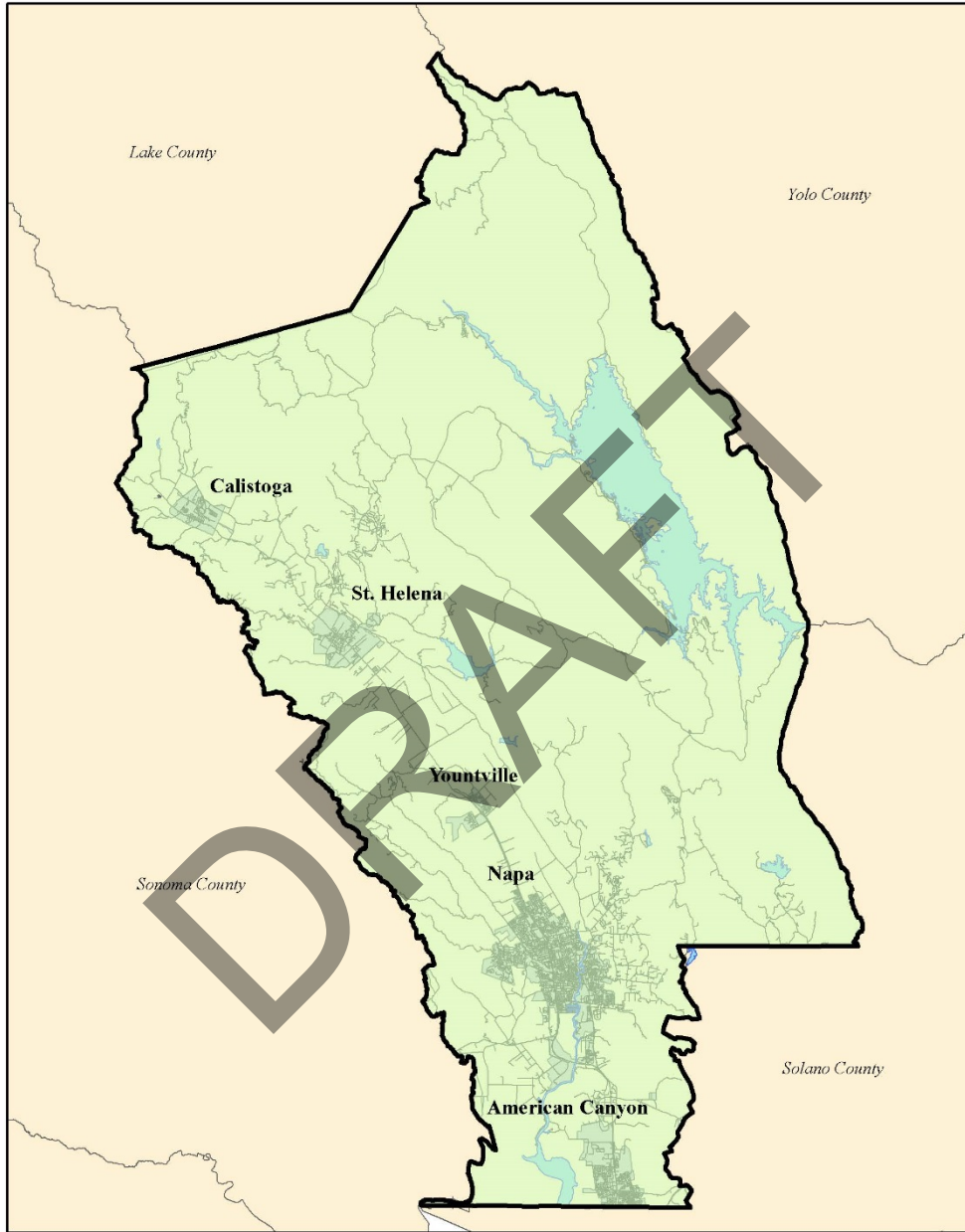
STATEMENT OF DETERMINATIONS

**NAPA COUNTY REGIONAL PARK AND OPEN SPACE DISTRICT
SPHERE OF INFLUENCE UPDATE**


1. Present and planned land uses in the sphere, including agricultural and open-space lands (Government Code 56425(e)(1)):
 - a) The present and planned land uses within the current sphere of influence are outlined in the general plans prepared by the six overlapping land use authorities. The exercise of NCRPOSD's public park and open space services support – directly and indirectly – agricultural and open space policies that are prevalent within these general plans.
2. The present and probable need for public facilities and services in the sphere (Government Code 56425(e)(2)):
 - a) Voters affirmed their support and need for public park and open space services within the current sphere of influence in approving the formation of NCRPOSD in November 2006. The present and probable need for these types of services is also codified as part of several policy goals and objectives in the County General Plan.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide (Government Code 56425(e)(3)):
 - a) The Commission has confirmed through the municipal service review process NCRPOSD has established adequate and effective public park and open space services within the current sphere of influence.
4. The existence of any social or economic communities of interest in the sphere if the Commission determines that they are relevant to the agency (Government Code 56425(e)(4)):
 - a) The current sphere of influence reflects social ties existing between NCRPOSD and its jurisdictional boundary which were memorialized by voters in November 2006.

EXHIBIT THREE

Napa County Regional Park and Open Space District



*Not to Scale
August 5, 2019*



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