



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

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**December 5, 2011**  
**Agenda Item No. 8a (Discussion)**

November 30, 2011

**TO:** Local Agency Formation Commission

**FROM:** Keene Simonds, Executive Officer  
Brendon Freeman, Analyst

**SUBJECT: Municipal Service Review: Countywide Law Enforcement Services**

The Commission will receive a preliminary draft report on its scheduled municipal service review on countywide law enforcement services. The preliminary draft examines the level and range of local law enforcement services relative to present and projected needs throughout Napa County. The preliminary draft includes agency profiles as well as analyzes pertinent demographic conditions and service measurements. The preliminary draft is being presented for discussion and feedback from the Commission in anticipation of preparing a complete draft report with determinative statements for presentation at a future meeting.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 directs Local Agency Formation Commissions (LAFCOs) to prepare municipal service reviews in conjunction with establishing and updating each local agency's sphere of influence. LAFCOs may also prepare municipal service reviews irrespective of establishing or updating spheres for purposes of informing future regulatory actions. The law specifies, at a minimum, that LAFCOs prepare conjunctive municipal service reviews and sphere of influence updates every five years.

The legislative intent of the municipal service review is to proactively inform LAFCOs with regard to the availability and sufficiency of governmental services provided within its respective jurisdiction. Municipal service reviews vary in scope and can focus on a particular agency, service, or geographic region as defined by the Commission. Municipal service reviews may also lead LAFCO to take other actions under its authority such as forming, consolidating, or dissolving one or more local agencies. Municipal service reviews culminate with LAFCO making determinations on a number of governance-related factors that include addressing infrastructure needs or deficiencies, growth and population trends, and financial standing consistent with California Government Code Section 56430.

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Representative of the General Public

Gregory Rodeno, Alternate Commissioner  
Representative of the General Public

Keene Simonds  
*Executive Officer*

## **A. Discussion**

### *Municipal Service Review on Law Enforcement Services*

Consistent with LAFCO of Napa County's ("Commission") adopted study schedule, staff has initiated work on a municipal service review on law enforcement services provided throughout Napa County. The immediate objective of the municipal service review is to develop and expand the Commission's knowledge and understanding of the current and planned provision of law enforcement services relative to the present and projected needs of the five affected agencies' respective jurisdictions: the County of Napa and the Cities of American Canyon, Calistoga, Napa, and St. Helena. The Commission will use the municipal service review to inform its decision-making as it relates to performing future sphere updates for the affected agencies as well as evaluating future jurisdictional changes throughout the county.

#### *Preliminary Draft Report*

With the preceding in mind, staff has prepared a preliminary draft report on the municipal service review for Commission discussion and feedback. The preliminary draft includes summary profiles on all five affected agencies' law enforcement services. The preliminary draft also evaluates key demographic conditions influencing law enforcement services throughout the county along with measuring individual agency capacities, demands, and performances.

It is important to note the preliminary draft does not include an executive summary with determinative statements addressing the factors required for consideration under the municipal service review mandate. The executive summary and its determinative statements will be prepared and included as part of a complete draft report presented at a future regular meeting. Importantly, staff has deferred preparing the executive summary and determinative statements in favor of first highlighting the pertinent issues identified in the preliminary draft to help ensure the conclusions reflect the collective thoughts of the Commission.

As for key issues identified in the preliminary draft, arguably the most pressing matter relates to the significant and growing costs of law enforcement services for local government agencies in Napa County. Markedly, all five affected local agencies have experienced sizable increases in their respective percentages of general fund monies being dedicated to law enforcement services. This trend is particularly evident for the four cities as they are all currently budgeting between 28 and 37 percent of their general fund monies to support law enforcement services. Moreover, the rate of increases in law enforcement costs among the five affected local agencies has exceeded the rate of their new general fund revenues over the last five years by nearly one-fifth or 20 percent; a disparity suggesting a "tipping point" is looming for one or more of the agencies in which their current service practices are no longer sustainable under the present funding system.

Other key issues identified in the preliminary draft are highlighted below.

- Pertinent demographic factors influencing the delivery of law enforcement services include:
  - Napa County's overall population growth rate has exceeded the remaining eight Bay Area counties by two to one over the last 10 years.
  - Four-fifths of the countywide population lives in cities with nearly 90 percent of the amount residing in American Canyon and Napa. American Canyon has experienced the largest percentage increase in population over the last five years by rising 75 percent from 11,261 to 19,693.
  - It is estimated the average daytime tourist population during peak visitor season is 15,753; an amount that represents over one-tenth of the current countywide resident population. The average overnight tourist population during peak visitor periods is estimated at 9,217.
  - Countywide visitor growth as measured by lodging rooms has increased over the last five years by almost one-fourth from 3,582 to 4,400. There are 12 additional project approvals that would increase the total number of countywide guestrooms by nearly one-third if constructed.
  - All five cities in Napa County have experienced a doubling of their unemployment rates over the last five years.
  - The average median household income in Napa County has increased by 30 percent over the last 10 years. The poverty rate, conversely, has remained relatively stagnant and is currently at 8.6 percent.
- There remains a sizable disparity in the relative law enforcement costs among the five affected local agencies over the last five years based on per capita expenses. This disparity is highlighted by the difference in average annual per capita expenses between St. Helena (\$413) and Calistoga (\$381) compared to American Canyon (\$266) and Napa (\$250). Notably, the former group's relative law enforcement costs exceed the latter group by over one-half.
- American Canyon has experienced the largest percentage change in its per capita law enforcement costs by rising 34 percent over the last five years; an amount that exceeds the percentage change in the City's population by two-fifths. The other affected local agencies have also experienced increases in their per capita law enforcement costs with the exception of Calistoga, which has decreased by nearly five percent.

- The five affected local agencies presently employ 266 law enforcement personnel divided between 187 sworn officers and 79 support staff. This aggregate total, notably, has remained the same over the last five years with the only changes limited to increasing the number of sworn officers by six with a matching decrease in support staff. The current total produces a composite breakdown in which 70 percent of all law enforcement personnel are sworn officers.
- There has been a distinct divide as it relates to staffing sworn officers over the last five years between the two north county cities and the two south county cities relative to their respective population bases. Calistoga and St. Helena have both averaged 2.0 sworn officers for every 1,000 residents while American Canyon and Napa have averaged 1.3 and 0.9 sworn officers for every 1,000 residents, respectively; a divide that contributes to the per capita law enforcement cost differences between the north and south county cities.
- There has been a slight decline in the number of annual countywide service calls over the last five years at approximately two percent. The majority of the decrease is attributed to service call declines reported by County Sheriff and Napa. Two distinct factors appear to underlie the decrease in service calls within these two agencies: the former involving the closure of the Lake Berryessa resorts and the latter attributed to the implementation of an online reporting system.
- A sharp contrast exists with regards to the relative number of annual service calls received among the five affected local agencies over the last five years. Specifically, St. Helena and Calistoga have experienced nearly double the number of annual service calls for every 1,000 residents compared to the remaining three affected agencies. Furthermore, only St. Helena and Calistoga have averaged more than one service call for every resident during this period.
- There has been a moderate decline in the annual number of countywide reported crimes over the last five years at approximately nine percent. St. Helena has experienced the largest percentage decline in reported crimes at 40 percent followed by Napa, County Sheriff, and Calistoga at 13.2, 12.8, and 8.3 percent, respectively. American Canyon, conversely, has experienced nearly a 40 percent increase in reported crimes with the most recent years marking peak totals.
- The ratio of service calls to reported crimes serves as a reasonable indicator of how efficiently law enforcement services are being utilized. Napa has the lowest ratio among the five local agencies by averaging 19 service calls for every one reported crime over the last five years. St. Helena, conversely, has the highest ratio by averaging 94 service calls for every one reported crime; an amount that is more than double the next highest total.

- The relationship between reported crimes and residents helps to contextualize demands on law enforcement agencies relative to their respective constituent bases. St. Helena has averaged the lowest relative crime totals of the five affected agencies over the last five years by tallying 18.7 reported crimes for every 1,000 residents. Conversely, Napa has averaged the highest relative crime totals by tallying 40.6 reported crimes for every 1,000 residents.
- Annual countywide clearance rates for reported crimes fluctuated considerably over the last five years from a low of 28.8 percent to a high of 37.7 percent.
- Countywide clearance rates show two distinct and opposite patterns in crime solving over the last five years: violent and simple assault offenses have been cleared on average 75 percent while property offenses have been cleared on average 17 percent.
- American Canyon and Napa's average annual clearance rates for all reported crimes over the last five years are the highest among the affected agencies at 36.4 and 34.4 percent, respectively. Calistoga and County Sheriff follow with respective average annual clearance rates at 31.1 and 28.1 percent. St. Helena has the lowest average annual clearance rate at 22.8 percent; nearly a 60 percent difference from American Canyon and Napa.

## **B. Commission Review**

Commissioners are encouraged to discuss and provide feedback to staff on the preliminary draft report. Specific feedback is respectfully requested as it relates to (a) areas of additional analysis, (b) approach in preparing determinative statements, and (c) solicitation of public comments.

### Attachment:

- 1) Preliminary Draft Report

## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

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### MUNICIPAL SERVICE REVIEW: COUNTYWIDE LAW ENFORCEMENT SERVICES

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#### **Agencies Evaluated:**

City of American Canyon  
City of Calistoga  
City of Napa  
City of St. Helena  
County of Napa

**Preliminary Draft Report  
December 2011**

#### **Prepared By:**



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*Subdivision of the State of California*

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Lewis Chilton, Vice Chair, City Member  
Joan Bennett, Commissioner, City Member  
Brian J. Kelly, Commissioner, Public Member  
Brad Wagenknecht, Commissioner, County Member  
Juliana Inman, Alternate Commissioner, City Member  
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## I. INTRODUCTION

### 1.0 Local Agency Formation Commissions

#### *Authority and Duties*

Local Agency Formation Commissions (LAFCOs) were established in 1963 as political subdivisions of the State of California and are responsible for administering a section of Government Code now known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH”).<sup>1</sup> LAFCOs are located in all 58 counties in California and are delegated regulatory authority to coordinate the logical formation and development of local governmental agencies and their municipal services. Towards this end, LAFCOs are commonly referred to as the Legislature’s “watchdog” for local governance issues.

Specific regulatory authority of LAFCOs includes approving or disapproving jurisdictional changes involving the establishment, expansion, and reorganization of cities and special districts. LAFCOs are also provided broad discretion to condition jurisdictional changes as long as they do not directly regulate land use, property development, or subdivision requirements. LAFCOs generally exercise their regulatory authority in response to applications submitted by local agencies, landowners, or registered voters. Recent amendments to CKH, however, now empower and encourage LAFCOs to initiate on their own jurisdictional changes to form, merge, and dissolve special districts consistent with current and future community needs.<sup>2</sup> The following table provides a complete list of LAFCOs’ regulatory authority.

#### LAFCOs’ Regulatory Authority (Table I/A)

- |  |  |
|--|--|
| • City Incorporations and Disincorporations    | • City and Special District Annexations                |
| • Special District Formations and Dissolutions | • City and Special District Detachments                |
| • City and Special District Consolidations     | • Merge/Establish Subsidiary Special Districts         |
| • City and Special District Service Extensions | • Special District Service Activations or Divestitures |

LAFCOs inform their regulatory authority through a series of planning activities, namely preparing municipal service reviews and sphere of influence updates. Markedly, the latter planning activity is predicated on determining spheres of influence for all cities and special districts for purposes of demarking the territory LAFCOs believe represent the appropriate and future jurisdictional boundaries of the affected agencies. All jurisdictional changes, such as annexations and detachments, must be consistent with the spheres of influence of the affected agencies with limited exceptions.<sup>3</sup>

<sup>1</sup> Reference California Government Code Section 56000 et seq..

<sup>2</sup> All jurisdictional changes approved by LAFCO are subject to conducting authority proceedings, which may include elections, unless specifically waived under CKH.

<sup>3</sup> Exceptions in which a jurisdictional change does not require consistency with the affected agency’s jurisdictional boundary include the annexation of correctional facilities or annexation of land owned and used by the affected agency for municipal purposes. Common examples of the latter include municipal water and wastewater facilities.

## *Composition*

LAFCOs are generally governed by an eight-member commission comprising three county supervisors, three city councilmembers, and two representatives of the general public.<sup>4</sup> Members are divided between “regular” and “alternate” status and must exercise their independent judgment on behalf of the interests of residents, landowners, and the public as a whole. LAFCO members are subject to standard disclosure requirements for California public officials and must file annual statements of economic interests. Importantly, LAFCOs have sole authority in administering its legislative responsibilities and its decisions are not subject to an outside appeal process.

All LAFCOs are independent of local government with the majority employing their own staff; an increasingly smaller portion of LAFCOs choose to contract with their local county government for staff support services. All LAFCOs, nevertheless, must appoint their own Executive Officers to manage agency activities and provide written recommendations on all regulatory and planning actions before the members

## *Funding*

CKH prescribes that local agencies fund LAFCOs’ annual operating costs. Counties are generally responsible for one-half of LAFCO’s annual operating costs with the remainder proportionally allocated among cities based on a calculation of tax revenues and population.<sup>5</sup> LAFCOs are also authorized to collect fees to offset local agency contributions.

### ***1.1 LAFCO of Napa County***

LAFCO of Napa County (“Commission”) was first established in 1963 as a department within the County of Napa. Consistent with pre CKH provisions, the County was entirely responsible for funding the Commission’s annual operating costs over the first three decades while the duties of the Executive Officer were performed by the County Administrator. CKH’s enactment in 2001 changed the Commission’s funding to assign one-half of its operating costs to the County with the other one-half assigned to the Cities of American Canyon, Calistoga, Napa, St. Helena, and the Town of Yountville. CKH’s enactment also facilitated a number of organizational changes highlighted by the Commission appointing its own Executive Officer and relocating the office out of the County Administration Building. The Commission’s current member roster is provided below.

<b>Napa LAFCO’s Commission Roster</b> (Table 1/B)		
<b>Appointing Agency</b>	<b>Regular Members</b>	<b>Alternative Members</b>
County of Napa: Supervisors	Bill Dodd Brad Wagenknecht	Mark Luce
City Selection Committee: Mayors	Joan Bennett Lewis Chilton	Juliana Inman
Commissioners: City and County	Brian J. Kelly	Gregory Rodeno

<sup>4</sup> Several LAFCOs also have two members from independent special districts within their county.

<sup>5</sup> The funding formula for LAFCOs with special district representation provides that all three appointing authorities (county, cities, and special districts) are responsible for one-third of LAFCOs’ annual operating costs.

Staffing for the Commission currently consists of 2.5 full-time equivalent employees. This includes a full-time Executive Officer and Analyst along with a part-time Secretary.<sup>6</sup> Legal services are provided by an appointed deputy from the County Counsel's Office on an as-needed basis. The Commission's adopted budget for 2011-2012 totals \$428,270 with an audited fund balance of \$169,212 as of July 1, 2011.

## 2.0 Municipal Service Review Program

The Commission is required under CKH to prepare municipal service reviews in conjunction with establishing and updating each local agency's sphere of influence ("sphere").<sup>7</sup> The Commission may also prepare municipal service reviews *irrespective* of establishing or updating spheres for purposes of informing potential future regulatory actions (emphasis). CKH mandates at minimum that conjunctive municipal service reviews and sphere of influence updates shall be prepared every five years.

The legislative intent of the municipal service review is to proactively inform the Commission with regard to the availability and sufficiency of governmental services provided within its respective jurisdiction. Municipal service reviews vary in scope and can focus on particular agency, service, or geographic region as defined by the Commission. Municipal service reviews may also lead the Commission to take other actions under its authority, such as forming, consolidating, or dissolving one or more local agencies. Municipal service reviews culminate with the Commission making determinations on a number of governance-related factors that include addressing infrastructure needs or deficiencies, growth and population trends, and financial standing consistent with G.C. Section 56430. A listing of all required municipal service review determinations follows.

*A municipal service review is a comprehensive evaluation of the availability and adequacy of one or more services within a defined area or of the range and level of services provided by one or more agencies.*

### Mandatory Municipal Service Review Determinations (Table I/C)

1. Growth and population projections for the affected area.
2. Present and planned capacity of public agencies and adequacy of public services, including infrastructure needs or deficiencies.
3. Financial ability of agencies to provide services.
4. Status and opportunities for shared facilities.
5. Accountability for community service needs, including governmental structure and operational efficiencies.
6. Any matter related to effective or efficient service delivery as required by LAFCO policy.

<sup>6</sup> The Commission contracts with the County for staff support services. The Executive Officer and all support personnel are County employees. The Commission, however, appoints and removes the Executive Officer on its own discretion.

<sup>7</sup> 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, must be consistent with the spheres of the affected local agencies with limited exceptions. CKH requires LAFCO to review and update spheres every five years, as needed, beginning January 1, 2008.

Beginning in 2001, it is the practice of the Commission to adopt a study schedule to calendar the preparation of municipal service reviews in Napa County over a five to eight year period. The study schedule is amended as needed to address changes in priorities or other timing considerations and generally – although not always – corresponds with anticipated sphere of influence updates. Commission policy necessitates all municipal service reviews be considered at public hearings along with adopting their corresponding determinations.

## ***2.1 Countywide Municipal Service Review on Law Enforcement Services***

This report represents the Commission’s scheduled municipal service review on local law enforcement services provided in Napa County. The municipal service review’s principal objective is to develop and expand the Commission’s knowledge and understanding of the current and planned provision of local law enforcement services relative to present and projected needs throughout the county. This includes, in particular, evaluating the availability and adequacy of law enforcement services provided by the five principal local service providers operating in Napa County subject to Commission oversight: (a) City of American Canyon; (b) City of Calistoga; (c) City of Napa; (d) City of St. Helena; and (e) County of Napa, hereinafter referred to as the “local law enforcement agencies.”<sup>8</sup>

*The focus of this municipal service review is for the Commission to independently consider the availability and adequacy of law enforcement services provided by local agencies. Specific focus includes independently assessing demand, supply, and funding indicators that underlie the delivery of local law enforcement services in Napa County.*

The report has been prepared in a manner consistent with the Commission’s *Policy on Municipal Service Reviews* and is organized into four principal focus areas. The first focus area (Section II) is an executive summary highlighting the key policy and services issues identified by the Commission with respect to law enforcement services in Napa County. This includes determinations addressing the specific factors required as part of the municipal service review process under G.C. Section 56430 as well as under local policy. The second focus area (Section III) provides a summary review of all five local law enforcement agencies in terms of their formation and development, relevant population and growth trends, capacities and demands, and financial standing. The third focus area (Section IV) considers pertinent demographic conditions influencing law enforcement services from growth to socioeconomic factors. The fourth and final focus area (Section V) examines key service characteristics underlying local law enforcement services. This includes evaluating and, as appropriate, quantifying service capacities, demands, and performance.

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<sup>8</sup> The Town of Yountville chooses to contract with the County of Napa for law enforcement services. Accordingly, this municipal service review assesses the adequacy of law enforcement services in Yountville as part of the review of the County of Napa.

## **II. EXECUTIVE SUMMARY**

This section will be prepared as part of the complete draft report.



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### III. AGENCY PROFILES

#### 1.0 City of American Canyon



American Canyon was incorporated in 1992 as a general law municipality. It is approximately 5.5 square miles in size and provides a full range of municipal services directly or through agreements with outside contractors with the notable exception of fire protection, which is the responsibility of a subsidiary agency of the City, the American Canyon Fire Protection District (ACFPD). American Canyon is the second largest municipality in Napa County as measured by residents and has been one of the fastest growing communities in the entire San Francisco Bay Area with an average annual population increase of 9.6% over the last 10 years; an amount more than double the 4.6% annual growth rate of the remaining region during the same period. The California Department of Finance estimates American Canyon's current population at 19,693, which results in a density of 3,580 residents for every square mile.

Resident Population in American Canyon									
Table III/A; Source: California Department of Finance									
2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
11,261	12,334	13,117	14,197	14,879	15,911	16,241	16,521	16,836	19,693

#### 1.1 Land Use Policies

The American Canyon General Plan was adopted in 1994 and codifies land use objectives and policies for the City through 2010. The General Plan includes a vision statement for American Canyon to evolve into a “compact urban community surrounded by a well-defined network of farmlands, hillsides, and riverine habitats.” The General Plan outlines four broad development goals: (a) serve as a bedroom community for the greater region; (b) create a sufficient commercial base for residents; (c) become a subregion employment center; and (d) emerge as a destination for visitors to the Napa Valley. American Canyon's sphere is generally coterminous with the City limits with the notable exception of the inclusion of a 76.7 acre unincorporated area located off of Watson Lane.

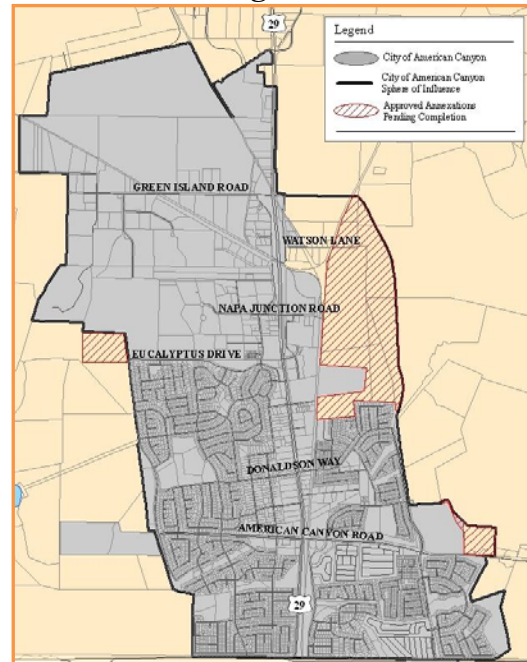
The American Canyon General Plan includes an urban limit line (ULL) directing the City's future growth through 2030. All lands in the ULL are assigned land use designations that orient American Canyon's development to emphasize predominately residential uses in the southwest and southeast while commercial and industrial uses are generally planned in the central and northwest. Residential densities range from one to 20 housing units per acre. There are currently 6,018 housing units in American Canyon. Housing units overall have increased by nearly one-fifth over the last five years with the 537 unit additions primarily attributed to Standard Pacific's development of the Vintage Ranch subdivision. Further, American Canyon has experienced a sizable increase in unoccupied residences, which are presumably attributed to foreclosures.

Housing Units in American Canyon						
Table III/B; Source: California Department of Finance						
Type	2007	2008	2009	2010	2011	Trends
Total	5,481	5,591	5,635	5,708	6,018	+9.8%
-Single-Family	4,357	4,467	4,511	4,582	n/a	+5.2%
-Multi-Family	1,124	1,124	1,124	1,126	n/a	+0.2%
Vacant (%)	1.97	1.97	1.97	1.96	5.43	+175.6%

## 1.2 Finances

American Canyon's current General Fund operating expenses are budgeted at \$15.6 million; an amount representing a per capita expenditure of \$794. The largest discretionary operating expenses are dedicated to the City's contract with the County of Napa Sheriff (\$4.9 million) and legal services (\$0.3 million). General Fund operating revenues are budgeted at \$15.7 million with close to one-half (\$7.7 million) expected to be drawn from property tax proceeds. On a regional level, American Canyon collects more than double the amount of property taxes than any other municipality in Napa County as measured on a per acreage basis.<sup>9</sup> Sales tax revenues are projected to represent the second largest discretionary revenue source for American Canyon accounting for one-eighth (\$2.0 million) of the total budgeted amount.<sup>10</sup>

Figure 1



A review of American Canyon's most recently audited financial statements reflect the City experienced a moderate negative change in its overall equity decreasing by 0.7% or \$2.6 million between 2008-09 and 2009-2010 from \$353.6 to \$351.1 million. Financial statements also note the unrestricted portion of the overall fund balance decreased in value over the preceding 12-month period by 6.7% or \$2.2 million to \$30.4 million due to a corresponding shortfall in revenues-to-expenses. Nevertheless, the financial statements assert American Canyon finished the last audited fiscal year with a high amount of liquidity given its total current assets equal more than seven times its current liabilities. American Canyon also finished the last audited fiscal year holding a low amount of long-term obligations relative to its net assets as measured by its debt-to-equity of 6.9%, reflecting an ability to assume additional debt as needed. American Canyon's audited General Fund unreserved/undesignated account as of June 30, 2010 totaled \$3.0 million; an amount equaling nearly three months of general operating expenditures during the fiscal year.<sup>11</sup>

<sup>9</sup> The State Controller's most recently published *Cities Annual Report* notes American Canyon's per acreage property tax collection was \$2,169. This amount surpassed the per acreage property tax collections for Napa at \$1,243, St. Helena at \$762, Calistoga at \$715, Yountville at \$560, and County of Napa at \$105.

<sup>10</sup> Sales tax revenues have more than doubled since 2000 as result of expansive new commercial development and highlighted by a Wal-Mart Supercenter, which has over 500 employees and is the largest employer in the City limits.

<sup>11</sup> American Canyon's General Fund operating expenses in 2009-2010 totaled \$14.6 million.

### American Canyon's Audited General Fund Balances

Table III/C; Source: City of American Canyon

Category	2005-06	2006-07	2007-08	2008-09	2009-10
Reserved	1.376	2.913	2.077	2.990	4.287
Unreserved/Designated	5.569	3.795	4.020	4.040	2.762
Unreserved/Undesignated	1.174	1.255	4.880	4.297	3.024
<i>Total</i>	<i>\$8.119</i>	<i>\$7.963</i>	<i>\$10.977</i>	<i>\$11.327</i>	<i>\$10.074</i>

*Dollars in Millions / Amounts as of July 1<sup>st</sup>*

## 1.3 Law Enforcement Services

### Available Resources

American Canyon's Police Department (ACPD) is directly responsible for providing the majority of law enforcement services within the City; other related services – such as animal control and special tactic operations – are provided by contract with the County of Napa. ACPD currently budgets 25.5 full-time equivalent employees divided between 23 sworn and 2.5 support personnel. The City of Napa provides dispatch services to ACPD by way of a separate contract with the County Sheriff.



ACPD's approved operating expenses in 2011-2012 total \$5.33 million. This amount is entirely funded through American Canyon's General Fund and accounts for 34% of the City's budgeted operating expenses. ACPD's overall per capita cost is \$271.

ACPD's organizational structure is unique relative to other local agencies given all of its sworn personnel are contracted with County Sheriff ("Sheriff"). A lieutenant or captain with Sheriff is mutually selected by the Sheriff-Coroner and City Council to serve as ACPD's Police Chief and oversee three divisions: 1) administration; 2) patrol; and 3) investigations. Other sworn personnel include four sergeants and 18 officers. Patrol is the largest division and is set up to include four units during the day and four units during the night shifts. One officer is assigned to each unit with all vehicles equipped with radio.<sup>12</sup> All sworn personnel generally work three 12-hour shifts one week followed by three 12-hour and one eight-hour shift the next week totaling 80 hours every two weeks.<sup>13</sup> Long-term holding is provided by the County of Napa's Department of Corrections.

ACPD	Self	Contract
Dispatch		☆
Patrol		☆
Investigations		☆
Parking Enforcement		☆
Animal Control		☆
Specialized:		
- Search and Rescue		☆
- Special Weapons / Tactics		☆
- Bomb Squad		☆
- Canine Deployment		☆
- Short-Term Holding		☆
- Long-Term Holding		☆
- Gang Unit		☆

<sup>12</sup> ACPD reports all vehicles are replaced every four years or 80,000 miles.

<sup>13</sup> This personnel arrangement with the County of Napa was established at the time of American Canyon's incorporation.

**ACPD's Facilities, Transportation Pool, and Personnel/Funding Resources**  
Table III/D; Source: ACPD

<b>Facilities</b>	<b>Location</b>	<b>Size</b>	<b>Built</b>	
1) Administration / Operations Building	911 Donaldson Way East, American Canyon, CA 94503	1,800 square feet	2006	
<b>Marked/Unmarked Vehicles</b>	<b>Motorcycles</b>	<b>Bicycles</b>	<b>Watercrafts</b>	<b>Helicopters</b>
14	2	2	0	0
<b>Sworn Staff</b>	<b>Canines</b>	<b>Support Staff</b>	<b>2010-11 Actual Exp.</b>	<b>2011-12 Adopted Exp.</b>
23	1	2.5	\$5.26 Million	\$5.33 Million
1.2 / 1,000 Residents	0.05 / 1,000 Residents	0.1 / 1,000 Residents	\$267,100 / 1,000 Residents	\$270,655 / 1,000 Residents

### ***Demand on Resources***

ACPD reports it has experienced an approximate eight percent increase in total annual service calls between 2005-06 and 2009-10. This produces a relatively moderate five-year average of 870 calls for every 1,000 residents compared to the other local law enforcement agencies.<sup>14</sup> Actual reported crimes have increased as well by 38 percent during the same period with the five-year average resulting in 35 reported crimes for every 1,000 residents. Further, with respect to the relationship between service calls and reported crimes, the five-year average in American Canyon resulted in one reported crime for every 32 service calls.

A summary of service demands on ACPD between 2005-06 and 2009-10 follows.

- Approximately 92 percent of reported crimes in American Canyon between 2005-06 and 2009-10 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for over four-fifths of the total of non-violent crimes with the largest portion associated with larceny/theft followed by burglaries.<sup>15</sup> Non-violent crimes overall have increased in the period by 34 percent.
- Violent crimes continue to represent a relatively small portion of the overall offense totals (eight percent) despite significantly increasing in American Canyon by 84 percent between 2005-06 and 2009-10. Aggravated assault offenses constitute 57 percent of all violent crimes during this period. Murder rates in American Canyon have been low with three total homicides during the period; all of which occurred in 2007-08.
- Clearance rates overall have fluctuated between 2005-06 and 2009-10 from a low of 27 to a high of 43 percent in terms of reported crimes resulting in an arrest or determined to be unfounded. The average overall clearance rate is 36 percent. The clearance rate for violent crimes averages 58 percent, which is lowest among all local law enforcement agencies.

<sup>14</sup> The per 1,000 resident estimates are based on American Canyon's projected population of 19,693 as of January 1, 2011.

<sup>15</sup> Larceny/theft offenses in American Canyon between 2005 and 2009 accounted for 52 percent of all non-violent crimes. Burglaries during this period accounted for 21 percent of all non-violent crimes.

- ACPD's five-year averages between 2005-06 and 2009-10 for violent crimes and property crimes total 45 and 417, respectively. These amounts are lower than the respective national averages of 49 violent crimes and 499 property crimes for similarly sized jurisdictional agencies as measured by population during the period.<sup>16</sup>
- ACPD's five-year averages between 2005-06 and 2009-10 for clearing violent crimes and property crimes are 58 percent and 26 percent, respectively. These clearance rates are both higher than the national averages of 53 percent and 21 percent for similarly sized jurisdictional agencies as measured by population during the period.

#### ACPD Service Characteristics: Service Calls and Crime Totals

Table III/E; Source: ACPD and United States Department of Justice

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
<b>Service Calls</b>	15,511	19,047	17,544	16,883	16,716	17,140	+7.8%
<b>Total Reported Crimes</b>	471	370	588	647	647	544.6	+37.4%
Violent Crimes	32	28	51	53	59	44.6	+84.4%
Simple Assault Crimes	94	70	102	77	70	82.6	-25.5%
Property Crimes	345	272	435	517	518	417.4	+50.1%
<b>Total Clearances</b>	189	112	160	250	280	198.2	+48.1%
Violent Crimes	17	11	33	36	39	27.2	+129.4%
Simple Assault Crimes	74	47	64	69	61	63.0	-17.6%
Property Crimes	98	54	63	145	180	108.0	+83.7%
<b>Clearances to Crimes %</b>	40.1	30.3	27.2	38.6	43.3	36.4	+8.0%
Violent Crimes	53.1	39.3	64.7	67.9	66.1	58.2	+24.5%
Simple Assault Crimes	78.7	67.1	62.7	89.6	87.1	77.0	+10.7%
Property Crimes	28.4	19.9	14.5	28.0	34.7	25.9	+22.2%

<sup>16</sup> The comparison against national averages involves law enforcement agencies with service populations ranging between 10,000 and 24,999.

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## 2.0 City of Calistoga



Calistoga was incorporated in 1886 as a general law municipality. It is approximately 2.6 square miles in size and provides a full range of municipal services directly or through agreements with outside contractors. Calistoga is the fourth largest of five municipalities in Napa County as measured by residents and has experienced negative growth over the last 10 years as its population has decreased by an average of 0.1% annually; a dynamic presumably attributed to the influx of single-family residences being converted to bed and breakfast establishments. The California Department of Finance estimates Calistoga's current population at 5,188, which results in a density of 1,995 residents for every square mile.

Resident Population in Calistoga									
Table III/F; Source: California Department of Finance									
2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
5,225	5,238	5,177	5,183	5,218	5,253	5,284	5,335	5,370	5,188

### 2.1 Land Use Policies

Calistoga's General Plan was comprehensively updated in 2003 and codifies land use policies for the City through 2020. The General Plan outlines a vision statement for Calistoga to remain a walkable small town with an eclectic commercial main street along with pedestrian-oriented neighborhoods that will continue to be attractive to visitors. The General Plan includes several unique growth control policies, such as discouraging the annexation of adjacent unincorporated lands, and as such, does not designate or prezone any unincorporated lands. Calistoga recently established an allocation system to better control the annual rate of residential and non-residential growth in the City. Notably, this allocation system restricts the number of approved residential projects to ensure no more than a 1.35% annual increase in population. Allocations are subject to an application process and formally awarded by the City Council. No allocations have been awarded for 2011 due to a lack of applications. Calistoga's sphere is coterminous with its City limits.

The Calistoga General Plan orients development within the City to include a perimeter of rural to low density residential uses. Medium to high density residential along with public and commercial uses are directed within the City core. Residential densities range from one to 20 housing units per acre. There are currently 2,319 housing units in Calistoga. Housing units overall have decreased by 0.4% over the last five years declining by 10 since 2007 with the change principally attributed to demolition/rebuild projects in the amount of 10 between 2007 and 2011.

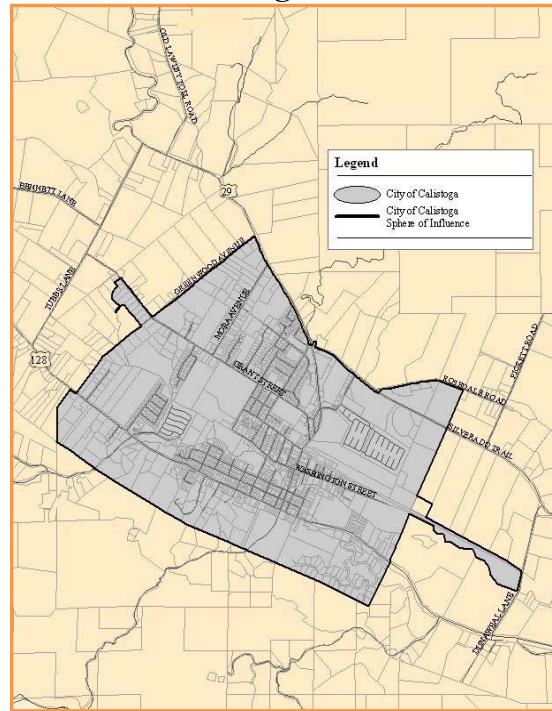
Housing Units in Calistoga						
Table III/G; Source: California Department of Finance						
Type	2007	2008	2009	2010	2011	Trends
Total	2,329	2,341	2,342	2,343	2,319	-0.4%
-Single-Family	1,174	1,185	1,184	1,185	n/a	+0.9%
-Multi-Family	1,155	1,156	1,158	1,158	n/a	+0.3%
Vacant (%)	9.15	9.14	9.14	9.13	12.94	+41.4%



## 2.2 Finances

Calistoga's current General Fund operating expenses are budgeted at \$6.3 million; an amount representing a per capita expenditure of \$1,209. The largest discretionary operating expenses are dedicated to police services (\$2.3 million) and support services (\$1.0 million). General Fund operating revenues are budgeted at \$7.0 million with more than one-half (\$3.5 million) expected to be drawn from transient occupancy tax proceeds. Towards this end, on a regional level, Calistoga collects more in transient occupancy taxes than any other municipality in Napa County as measured on a per capita basis with the exception of the Town of Yountville.<sup>17</sup> Property tax revenues are projected to represent the second largest discretionary revenue source for Calistoga accounting for over one-fifth (\$1.6 million) of the total budgeted amount.

Figure 2



A review of Calistoga's most recently audited financial statements reflect the City experienced a moderate positive change in its overall equity increasing by 1.6% or \$0.5 million between 2008-09 and 2009-2010 from \$28.9 to \$29.3 million. Financial statements, however, note the unrestricted portion of the overall fund balance decreased in value over the preceding 12-month period by 15.1% or \$0.1 million to \$0.6 million due to a corresponding shortfall in General Fund revenues-to-expenses. The financial statements also provide that Calistoga finished the last audited fiscal year with relatively low liquidity as its total current assets equal 1.4 times its current liabilities. Moreover, Calistoga also finished the last audited fiscal year holding a sizable amount of long-term obligations relative to its net assets as measured by its debt-to-equity of 72%, reflecting a leveraged capital position. Calistoga's audited General Fund balance for both unreserved/designated and emergency/contingency accounts as of June 30, 2010 totaled \$0.8 million; an amount equaling one month of general operating expenditures during the fiscal year.<sup>18</sup>

<sup>17</sup> The State Controller's most recently published *Cities Annual Report* notes Calistoga's per capita transient occupancy tax collection was \$601. This amount is second locally to Yountville's per capita collection total of \$935 and surpassed the collection total amounts for County of Napa at \$294, St. Helena at \$188, Napa at \$105, and American Canyon at \$28.

<sup>18</sup> Calistoga's General Fund operating expenses in 2009-2010 totaled \$6.6 million.

Calistoga's Audited General Fund Balances					
Table III/H; Source: City of Calistoga					
Category	2005-06	2006-07	2007-08	2008-09	2009-10
Reserved	1.540	1.559	0.589	0.448	0.000
Unreserved/Designated	0.253	0.327	1.101	0.941	0.933
Unreserved/Undesignated	0.000	0.000	0.021	0.000	0.000
<i>Total</i>	<i>\$1.793</i>	<i>\$1.886</i>	<i>\$1.711</i>	<i>\$1.389</i>	<i>\$0.933</i>

*Dollars in Millions / Amounts as of July 1<sup>st</sup>*

### 2.3 Law Enforcement Services

#### Available Resources

Calistoga's Police Department (CPD) is directly responsible for providing the majority of law enforcement services provided in the City; other related services such as special weapons and tactics are provided by mutual agreement with the County of Napa. CPD currently budgets 15.0 full-time equivalent employees divided between 11 sworn and four support personnel. Sworn personnel include a police chief, two sergeants, and eight officers. Support personnel include four full-time and three part-time dispatchers.



CPD's approved operating expenses in 2011-2012 total \$2.32 million. This amount is entirely funded through Calistoga's General Fund and accounts for 37% of the City's budgeted operating expenses. CPD's overall per capita cost is \$447.

CPD's organizational structure comprises four distinct divisions: 1) administration; 2) operations; 3) code enforcement; and 4) records/dispatch services. Operations is the largest of the four divisions and is set up to include two patrol units during the day and two patrol units during the night. One officer is assigned to each patrol unit with all marked vehicles equipped with multi-frequency radio and video.<sup>19</sup> Operations personnel generally work three 12-hour shifts one week followed by three 12-hour and one eight-hour shift the next week totaling 80 hours every two weeks. CPD operates its own short-term holding facility with a maximum detainee capacity of six individuals. Long-term holding is provided by the County of Napa's Department of Corrections.

CPD	Self	Contract
Dispatch	☆	
Patrol	☆	
Investigations	☆	
Parking Enforcement	☆	
Animal Control	☆	
Specialized:		
- Search and Rescue	☆	
- Special Weapons / Tactics		☆
- Bomb Squad		☆
- Canine Deployment	☆	
- Short-Term Holding	☆	
- Long-Term Holding		☆
- Gang Unit		

<sup>19</sup> CPD reports all vehicles are replaced every five to six years irrespective of mileage.

**CPD's Facilities, Transportation Pool, and Personnel/Funding Resources**  
Table III/I; Source: CPD

Facilities		Location	Size	Built
1) Administration / Operations Building		1235 Washington Street Calistoga 94515	3,072 square feet	1991
Marked/Unmarked Vehicles	Motorcycles	Bicycles	Watercrafts	Helicopters
8	0	1	0	0
Sworn Staff	Canines	Support Staff	2010-11 Actual Exp.	2011-12 Adopted Exp.
11	1	4	\$1.74 Million	\$2.32 Million
2.1 / 1,000 Residents	0.2 / 1,000 Residents	0.8 / 1,000 Residents	\$334,811 / 1,000 Residents	\$447,186 / 1,000 Residents

### ***Demand on Resources***

CPD reports it has experienced an approximate six percent decrease in total annual service calls between 2005-06 and 2009-10. This produces a relatively high five-year average of 1,364 calls for every 1,000 residents compared to the other law enforcement agencies.<sup>20</sup> Actual reported crimes have experienced a similar decrease by declining nine percent during the same period with the five-year average resulting in 30 reported crimes for every 1,000 residents. Further, with regard to the relationship between service calls and reported crimes, the five-year average in Calistoga resulted in one reported crime for every 44 service calls.

A summary of service demands on CPD between 2005-06 and 2009-10 follows.

- Approximately 91 percent of reported crimes in Calistoga between 2005-06 and 2009-10 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for close to four-fifths percent of the total non-violent crimes with the largest portion involving larceny/theft followed by simple assault.<sup>21</sup> Non-violent crimes overall have decreased during the period by 13 percent.
- Violent crimes continue to represent a relatively small portion of the overall offense totals (nine percent) and have significantly decreased in Calistoga by 25 percent between 2005-06 and 2009-10. Aggravated assault offenses constitute 82 percent of all violent crimes during this period. Murder rates in Calistoga during this period have been extremely low with one total homicide, which occurred in 2009-10.
- Clearance rates overall have fluctuated between 2005-06 and 2009-10 from a low of 25 to a high of 35 percent in terms of reported crimes resulting in an arrest or determined to be unfounded. The current average overall clearance rate is 31 percent. The clearance rate for violent crimes averages 83 percent and is the highest among all local law enforcement agencies.

<sup>20</sup> The per 1,000 resident estimates based on Calistoga's projected population as of January 1, 2011.

<sup>21</sup> Larceny/theft offenses in Calistoga between 2005 and 2009 accounted for 56 percent of all non-violent crimes. Simple assault during this period accounted for 21 percent of all non-violent crimes.

- CPD's five-year averages between 2005-06 and 2009-10 for violent crimes and property crimes total 14 and 116, respectively. These amounts both fall slightly above the respective national averages of 10 violent crimes and 107 property crimes for similarly sized jurisdictional agencies as measured by population during the period.<sup>22</sup>
- CPD's five-year averages between 2005-06 and 2009-10 for clearing violent crimes and property crimes are 83 percent and 15 percent, respectively. This clearance rate for violent crimes is significantly higher than the national average of 57 percent for similarly sized jurisdictional agencies as measured by population during the period. Conversely, the clearance rate for property crimes is lower than the national average of 20 percent for similarly sized jurisdictional agencies.

### CPD Service Characteristics: Service Calls and Crime Totals

Table III/J; Source: CPD and United States Department of Justice

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
<b>Service Calls</b>	7,187	6,728	7,439	7,261	6,767	7,076	-5.8%
<b>Total Reported Crimes</b>	157	154	179	166	144	160.0	-8.3%
Violent Crimes	16	8	23	12	12	14.2	-25.0%
Simple Assault Crimes	33	40	28	34	22	31.4	-33.3%
Property Crimes	118	106	128	120	110	116.4	-6.8%
<b>Total Clearances</b>	50	49	45	52	51	49.4	+2.0%
Violent Crimes	11	6	18	12	11	11.6	0.0%
Simple Assault Crimes	23	28	11	26	16	20.8	-30.4%
Property Crimes	16	15	16	14	24	17.0	+50.0%
<b>Clearances to Crimes %</b>	31.8	31.8	25.1	31.3	35.4	31.1	+11.3%
Violent Crimes	68.8	75.0	78.3	100.0	91.7	82.8	+33.3%
Simple Assault Crimes	70.0	70.0	39.3	76.5	72.7	65.7	+3.9%
Property Crimes	13.6	14.2	12.5	11.7	21.8	14.8	+60.3%

<sup>22</sup> The comparison against national averages involves law enforcement agencies with service populations under 10,000.

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### 3.0 City of Napa



Napa was incorporated in 1914 as a charter-law municipality.<sup>23</sup> It is approximately 18.2 square miles in size and provides a full range of municipal services directly or through contracts with the notable exception of sewer, which is the responsibility of a separate governmental entity, the Napa Sanitation District. Napa is the largest of five municipalities in Napa County as measured by residents and has experienced relatively moderate growth over the last 10 years as its population has increased by an average of 0.5% annually. The California Department of Finance estimates Napa's current population at 77,464, which results in a density of 4,256 residents for every square mile.

Resident Population in Napa									
Table III/K; Source: California Department of Finance									
2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
74,054	74,736	75,701	75,772	76,094	76,247	76,857	77,917	78,791	77,464

#### 3.1 Land Use Policies

The Napa General Plan was comprehensively updated in 1998 and codifies land use and development policies for the City through 2020. Major and explicit land use objectives within the General Plan include engendering a small town atmosphere enhancing the residential character of existing neighborhoods paired with considerable focus on economic growth. The General Plan also emphasizes a commitment to contained urban development within Napa's rural urban limit (RUL); an urban growth boundary that was established by the City Council in 1975 and has remained relatively unchanged over the last four decades.<sup>24</sup> Napa's sphere is over 90 percent coterminous with its City limits with notable exceptions involving the inclusion of three prominent unincorporated areas that collectively total 570 acres referred to as "North Big Ranch Road," "Ghisletta," and "Napa State Hospital" areas.

The Napa General Plan divides lands within the RUL into 12 distinct planning areas with residential designations comprising the City's north, east, and west perimeters. Residential densities range from two to 40 housing units per acre. There are currently 30,176 housing units in Napa. Housing units overall have increased by 1.0% over the last five years rising by 302 since 2007. Napa has also experienced a sizable increase in unoccupied residences, which are presumably attributed to foreclosures.

Housing Units in Napa						
Table III/L; Source: California Department of Finance						
Type	2007	2008	2009	2010	2011	Trends
Total	29,874	30,094	30,232	30,388	30,176	+1.0%
-Single-Family	20,426	20,598	20,677	20,748	n/a	+1.6%
-Multi-Family	9,448	9,496	9,555	9,640	n/a	+2.0%
Vacant (%)	2.87	2.87	2.87	2.87	6.58	+129.3%

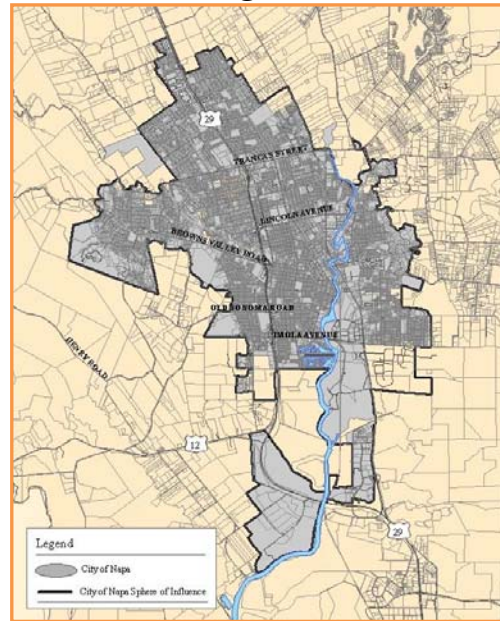
<sup>23</sup> The City of Napa was originally incorporated in 1872 as a general law municipality.

<sup>24</sup> The Napa City Council delegated the authority for making changes to the RUL to voters as part of a charter amendment adopted in 1999.

### 3.2 Finances

Napa’s current General Fund operating expenses are budgeted at \$62.4 million; an amount representing a per capita expenditure of \$805. The largest discretionary operating expenses are dedicated to police (\$21.0 million) and fire protection services (\$13.4 million). General Fund operating revenues are budgeted at \$58.2 million with more than one-third (\$21.4 million) expected to be drawn from property tax proceeds. Notably, on a regional level, Napa collects more in property taxes than any other municipality in Napa County as measured on a per capita basis with the exception of the City of American Canyon.<sup>25</sup> Sales tax revenues are projected to represent the second largest discretionary revenue source for Napa accounting for over one-fifth (\$12.0 million) of the total budgeted amount. As of June 30, 2011, Napa’s unaudited General Fund balance within its combined unreserved/undesignated and contingency/emergency accounts totaled \$12.1 million.

Figure 3



A review of Napa’s most recently audited financial statements reflect the City experienced a negative change in its overall equity decreasing by 0.3% or \$1.7 million between 2008-09 and 2009-2010 from \$511.1 to \$509.4 million. Financial statements also note the unrestricted portion of the overall fund balance decreased in value over the preceding 12-month period by 1.7% or \$0.8 million to \$45.6 million due to reduced revenues and drawdown on undesignated/unreserved funds to support service operations. The financial statements, nevertheless, provide that Napa finished the last audited fiscal year with a high amount of liquidity as its total current assets equal nearly eight times its current liabilities. Napa also finished the last audited fiscal year holding a manageable amount of long-term obligations relative to its net assets as measured by its debt-to-equity of 23%. Napa’s audited General Fund balance within its combined unreserved/undesignated and contingency/emergency accounts as of June 30, 2010 totaled \$11.0 million; an amount equaling two months of general operating expenditures during the fiscal year.<sup>26</sup>

Napa’s Audited General Fund Balances					
Table III/M; Source: Napa					
Category	2005-06	2006-07	2007-08	2008-09	2009-10
Reserved	1.874	1.838	2.127	1.911	2.877
Unreserved/Designated	8.016	6.573	7.000	7.934	7.537
Unreserved/Undesignated	10.991	19.933	17.652	8.236	3.458
<i>Total</i>	<i>\$20.881</i>	<i>\$28.344</i>	<i>\$26.779</i>	<i>\$18.081</i>	<i>\$13.872</i>

Dollars in Millions / Amounts as of July 1<sup>st</sup>

<sup>25</sup> The State Controller’s most recently published *Cities Annual Report* notes Napa’s per acre property tax collection was \$1,244. This amount is second locally to American Canyon’s per acre collection total of \$2,169 and surpassed the collection total amounts for St. Helena at \$762, Calistoga at \$716, Yountville at \$560, and County of Napa at \$105.

<sup>26</sup> Napa’s General Fund operating expenses in 2009-2010 totaled \$62.3 million.

### 3.3 Law Enforcement Services

#### Available Resources

Napa’s Police Department (NPD) currently budgets 125 full-time equivalent employees divided between 74 sworn and 51 support personnel. Sworn personnel include a police chief, two captains, two lieutenants, 10 sergeants, and 59 officers. Support personnel include 26 dispatchers. NPD provides dispatch services to County Sheriff, which in turn includes law enforcement services in the City of American Canyon and the Town of Yountville.



NPD’s approved operating expenses in 2011-2012 total \$17.70 million. This amount is entirely funded through Napa’s General Fund and accounts for 28% of the City’s budgeted operating expenses. NPD’s overall per capita cost is \$228.

NPD’s organizational structure comprises three distinct divisions: 1) operations; 2) support services/dispatch; and 3) administration. Operations is the largest of the three divisions and is set up to include a minimum of four patrol units between 12:00 AM and 3:00 AM, three patrol units between 3:00 AM and 6:30 AM, four patrol units between 6:30 AM and 1:30 PM, and five patrol units between 1:30 PM and 12:00 AM. Patrol personnel work either four 10-hour shifts or three 12.5-hour shifts to offer seven day coverage and 40 hours total each week.<sup>27</sup> Long-term holding is provided by the County of Napa Department of Corrections.

NPD	Self	Contract
Dispatch	☆	
Patrol	☆	
Investigations	☆	
Parking Enforcement	☆	
Animal Control		☆
Specialized:		
- Search and Rescue		☆
- Special Weapons / Tactics		☆
- Bomb Squad		☆
- Canine Deployment	☆	
- Short-Term Holding		
- Long-Term Holding		☆
- Gang Unit	☆	

**NPD’s Facilities, Transportation Pool, and Personnel/Funding Resources**  
Table III/N; Source: NPD

Facilities	Location	Size	Built	
1) Administration / Operations Building	1539 First Street Napa 94559	20,830 square feet	1959	
Marked/Unmarked Vehicles	Motorcycles	Bicycles	Watercrafts	Helicopters
53	5	10	0	0
Sworn Staff	Canines	Support Staff	2010-11 Actual Exp.	2011-12 Adopted Exp.
74	2	51	\$19.06 Million	\$17.70 Million
1.0 / 1,000 Residents	0.02 / 1,000 Residents	0.6 / 1,000 Residents	\$245,985 / 1,000 Residents	\$228,519 / 1,000 Residents

<sup>27</sup> NPD reports all vehicles are replaced every three years or between 85,000 and 100,000 miles.



## ***Demand on Resources***

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NPD reports it has experienced a two percent decrease in total annual service calls between 2005-06 and 2009-10. This produces a relatively moderate five-year average of 779 calls for every 1,000 residents compared to other local law enforcement agencies.<sup>28</sup> Actual reported crimes have experienced a more substantive decrease by declining 13 percent during the same period with the five-year average resulting in 41 reported crimes for every 1,000 residents. Further, with regard to the relationship between service calls and reported crimes, the five-year average in Napa resulted in one reported crime for every 19 service calls.

A summary of service demands on NPD between 2005-06 and 2009-10 follows.

- Approximately 90 percent of all reported crimes in Napa between 2005-06 and 2009-10 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for close to three-fourths of the total non-violent crimes with the largest contributor involving larceny/theft offenses followed by burglaries.<sup>29</sup> Non-violent crimes overall have declined during the period by 11 percent.
- Violent crimes continue to represent a relatively small portion of the overall offense totals (10 percent) and have significantly decreased in Napa by 29 percent between 2005-06 and 2009-10. Aggravated assault offenses constitute 77 percent of all violent crimes during this period. Murder rates in Napa during this period have been extremely low with only five homicides.
- Clearance rates overall have fluctuated between 2005-06 and 2009-10 from a low of 31 to a high of 38 percent in terms of reported crimes resulting in an arrest or determined to be unfounded. The average overall clearance rate is 34 percent. The clearance rate for violent crimes averages 63 percent and is moderate relative to all local law enforcement agencies.
- NPD's five-year averages between 2005-06 and 2009-10 for violent crimes and property crimes total 306 and 2,095, respectively. This amount for violent crimes falls slightly below the national average of 310 for similarly sized jurisdictional agencies as measured by population during the period. Moreover, the amount for property crimes falls measurably below the national average of 2,486 for similarly sized jurisdictional agencies.<sup>30</sup>
- NPD's five-year averages between 2005-06 and 2009-10 for clearing violent crimes and property crimes are 63 percent and 15 percent, respectively. This clearance rate for violent crimes is significantly higher than the national average of 46 percent for similarly sized jurisdictional agencies as measured by population during the period. Conversely, the clearance rate for property crimes is lower than the national average of 19 percent for similarly sized jurisdictional agencies.

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<sup>28</sup> The per 1,000 resident estimates based on Napa's projected population as of January 1, 2011.

<sup>29</sup> Larceny/theft offenses in Napa between 2005 and 2009 accounted for 53 percent of all non-violent crimes. Burglaries during this period accounted for 14 percent of all non-violent crimes.

<sup>30</sup> The comparison against national averages involves law enforcement agencies with service populations ranging between 50,000 and 99,999.

### NPD Service Characteristics: Service Calls and Crime Totals

Table III/O; Source: NPD and United States Department of Justice

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
<b>Service Calls</b>	64,394	61,996	55,786	56,600	62,945	60,344	-2.3%
<b>Total Reported Crimes</b>	3,202	3,348	3,509	2,896	2,779	3,146.8	-13.2%
Violent Crimes	384	336	288	249	272	305.8	-29.2%
Simple Assault Crimes	722	829	860	731	590	746.4	-18.3%
Property Crimes	2,096	2,183	2,361	1,916	1,917	2,094.6	-8.5%
<b>Total Clearances</b>	1,198	1,035	1,092	992	1,064	1,076.2	-11.2%
Violent Crimes	279	204	172	151	172	195.6	-38.4%
Simple Assault Crimes	654	585	579	528	491	567.4	-24.9%
Property Crimes	265	246	341	313	401	313.2	+51.3%
<b>Clearances to Crimes %</b>	37.4	30.9	31.1	34.3	38.3	34.4	+2.4%
Violent Crimes	72.7	60.7	59.7	60.6	63.2	63.4	-13.1%
Simple Assault Crimes	90.6	70.6	67.3	72.2	83.2	76.8	-8.2%
Property Crimes	12.6	11.3	14.4	16.3	20.9	15.1	+65.9%

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## 4.0 City of St. Helena



St. Helena was incorporated in 1876 as a general law municipality. It is approximately 5.1 square miles in size and provides a full range of municipal services directly or through agreements with outside contractors. St. Helena is the third largest of five municipalities in Napa County as measured by residents and has experienced negative growth over the last 10 years as its population has decreased by an average of 0.2% annually; a dynamic presumably attributed to the influx of single-family residences being converted to bed and breakfast establishments. The California Department of Finance estimates St. Helena's current population at 5,849, which results in a density of 1,156 residents for every square mile.

### Resident Population in St. Helena

Table III/P; Source: California Department of Finance

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
6,013	6,042	5,977	5,960	5,942	5,936	5,905	5,969	6,010	5,849

### 4.1 Land Use Policies

The St. Helena General Plan was last comprehensively updated in 1993 and codifies land use policies for the City through 2010; a new update is currently underway. The General Plan is predicated on maintaining the City's existing small town character through a number of growth control measures. This includes establishing an urban limit line that comprises less than two-thirds of St. Helena's incorporated boundary and designating the majority of properties within and along the perimeter of the City for agricultural use. The substantive effect of these two growth control measures is a municipal-controlled greenbelt. The St. Helena General Plan also includes a number of discretionary elements highlighting particular areas of unique focus to the City, most notably tourism management. St. Helena's sphere is coterminous with its City limits.

The St. Helena General Plan provides for agricultural and open space uses throughout the City perimeter consistent with the aforementioned greenbelt. A range of low to moderate residential and commercial uses is provided within St. Helena's core. Residential densities range from one to 20 housing units per acre. There are currently 2,775 housing units in St. Helena. Housing units overall have increased by 0.5% over the last five years rising by 13 between 2007 and 2011. Further, a relatively large percentage of housing units in St. Helena have been unoccupied, presumably reflecting a high number of secondary residences.

### Housing Units in St. Helena

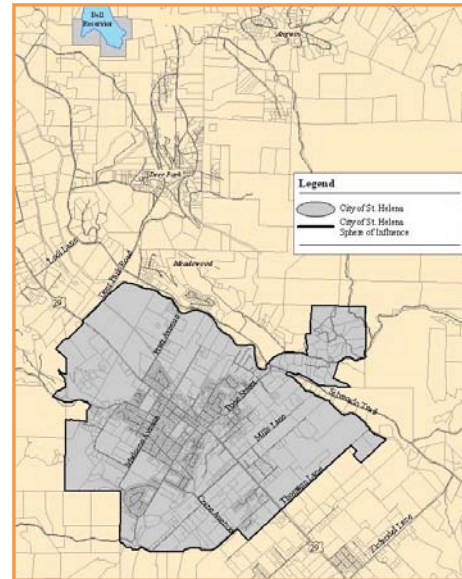
Table III/Q; Source: California Department of Finance

Type	2007	2008	2009	2010	2011	Trends
Total	2,762	2,745	2,749	2,751	2,775	+0.5%
-Single-Family	1,906	1,906	1,910	1,912	n/a	+0.3%
-Multi-Family	856	839	839	839	n/a	-2.0%
Vacant (%)	12.06	12.06	12.04	12.03	13.51	+12.0%

### 4.2 Finances

St. Helena’s current General Fund operating expenses are budgeted at \$8.0 million; an amount representing a per capita expenditure of \$1,372. The largest discretionary operating expenses are dedicated to police (\$2.4 million) and planning services (\$0.9 million). General Fund operating revenues match with over one-half (\$5.0 million) expected to be drawn from property and sales tax proceeds. Property tax revenues are projected to represent the largest discretionary revenue source for St. Helena accounting for over one-third (\$2.9 million) of the total budgeted amount. Significantly, on a regional level, St. Helena collects more than double the combined sales tax collected among all other municipalities in Napa County as measured on a per capita basis.<sup>31</sup> As of June 30, 2011, St. Helena’s unaudited General Fund balance within its unreserved/undesignated account totaled \$2.2 million.

Figure 4



A review of St. Helena’s most recently audited financial statements reflect the City experienced a negative change in its overall equity decreasing by 3.8% or \$2.2 million between 2008-09 and 2009-2010 from \$59.1 to \$56.8 million. Financial statements also note the unrestricted portion of the overall fund balance decreased in value over the preceding 12-month period by 15.5% or \$1.6 million to \$8.8 million due to reduced revenues and drawdown on undesignated/unreserved funds to support service operations. The financial statements provide that St. Helena finished the last audited fiscal year with above average liquidity as its total current assets equal four times its current liabilities. St. Helena also finished the last audited fiscal year holding a manageable amount of long-term obligations relative to its net assets as measured by its debt-to-equity of 34%. St. Helena’s audited General Fund balance within its unreserved/undesignated account as of June 30, 2010 totaled \$2.3 million; an amount equaling over three months of general operating expenditures during the fiscal year.<sup>32</sup>

St. Helena’s Audited General Fund Balance					
Table III/R; Source: St. Helena					
Category	2005-06	2006-07	2007-08	2008-09	2009-10
Reserved	n/a	0.804	n/a	0.578	n/a
Unreserved/Designated	n/a	1.246	n/a	1.268	n/a
Unreserved/Undesignated	n/a	3.123	n/a	3.411	n/a
<i>Total</i>	<i>\$4.195</i>	<i>\$5.173</i>	<i>5.651</i>	<i>\$5.257</i>	<i>\$2.33</i>

*Dollars in Millions / Amounts as of July 1<sup>st</sup>*

<sup>31</sup> The State Controller’s most recently published *Cities Annual Report* notes St. Helena’s per capita sales tax collection was \$305. This amount surpassed the collection total amounts for the County of Napa at \$240, Yountville at \$152, American Canyon at \$138, Calistoga at \$113, and Napa at \$111.

<sup>32</sup> St. Helena’s General Fund operating expenses in 2009-2010 totaled \$7.9 million.

### 4.3 Law Enforcement Services

#### Available Resources

St. Helena’s Police Department (SHPD) currently budgets 18 full-time equivalent employees divided between 13 sworn and five support personnel. Sworn personnel include a police chief and 12 officers, with the latter group alternating between 36-hour and 44-hour work weeks with shifts generally lasting 12 hours. Support personnel include four dispatchers and one clerical assistant.



SHPD’s approved operating expenses in 2011-2012 total \$2.44 million. This amount is entirely funded through St. Helena’s General Fund and accounts for 31% of the City’s budgeted operating expenses. SHPD’s overall per capita cost is \$417.

SHPD’s organizational structure comprises five distinct divisions: 1) crime prevention; 2) parking and traffic; 3) youth education; 4) community awareness; and 5) investigations. Crime prevention is the largest of the five divisions and is set up to include \*\*\*\* patrol units during the daytime, \*\*\*\* units during the afternoon/evening, and \*\*\*\* unit during the graveyard shift. Patrol personnel generally work \*\*\*\* hours per shift totaling \*\*\*\* hours per week.<sup>33</sup> SHPD operates its own short-term holding facility with a detainee capacity of \*\*\*\*\*. Long-term holding is provided by the County of Napa Department of Corrections.

SHPD	Self	Contract
Dispatch	☆	
Patrol	☆	
Investigations	☆	
Parking Enforcement	☆	
Animal Control	☆	
Specialized:		
- Search and Rescue		
- Special Weapons / Tactics		
- Bomb Squad		
- Canine Deployment	☆	
- Short-Term Holding	☆	
- Long-Term Holding		
- Gang Unit		

**SHPD’s Facilities, Transportation Pool, and Personnel/Funding Resources**  
Table III/S; Source: SHPD

Facilities	Location	Size	Built
1) Administration / Operations Building	1480 Main Street St. Helena, CA 94574	5,000 square feet	1955

Marked/Unmarked Vehicles	Motorcycles	Bicycles	Watercrafts	Helicopters
9	1	0	0	0

Sworn Staff	Canines	Support Staff	2010-11 Actual Exp.	2011-12 Adopted Exp.
13	1	5	\$2.35 Million	\$2.44 Million
2.2 / 1,000 Residents	0.2 / 1,000 Residents	0.9 / 1,000 Residents	\$402,182 / 1,000 Residents	\$416,759 / 1,000 Residents

<sup>33</sup> SHPD reports all vehicles are replaced every \*\*\*\* miles or \*\*\* years.

## ***Demand on Resources***

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SHPD reports it has experienced a three percent increase in total annual service calls between 2005-06 and 2009-10. This produces an extremely high five-year average of 1,764 calls for every 1,000 residents compared to other local law enforcement agencies.<sup>34</sup> Actual reported crimes have experienced a more substantive increase by rising 40 percent during the same period with the five-year average resulting in 18 reported crimes for every 1,000 residents. Further, with respect to the relationship between service calls and actual reported crimes, service calls in St. Helena resulted in one reported crime for every 94 service calls.

A summary of service demands on SHPD between 2005-06 and 2009-10 follows.

- Approximately 94 percent of all reported crimes in St. Helena between 2005-06 and 2009-10 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for close to nine-tenths of the total non-violent crimes with the largest contributor involving larceny/theft followed by burglary.<sup>35</sup> Non-violent crimes overall have declined during the period by 41 percent.
- Violent crimes continue to represent a relatively small portion of the overall offense totals (six percent) and have decreased in St. Helena by 20 percent between 2005-06 and 2009-10. Aggravated assault offenses constitute 93 percent of all violent crimes during this period. There have been no murders in St. Helena during this period.
- Clearance rates overall have fluctuated between 2005-06 and 2009-10 from a low of 17 to a high of 34 percent in terms of reported crimes resulting in an arrest or determined to be unfounded. The average overall clearance rate is 23 percent. The clearance rate for violent crimes averages 63 percent and is moderate relative to all local law enforcement agencies.
- SHPD's five-year averages between 2005-06 and 2009-10 for violent crimes and property crimes total seven and 92, respectively. These amounts both fall below the respective national averages of 10 violent crimes and 107 property crimes for similarly sized jurisdictional agencies as measured by population during the period.<sup>36</sup>
- SHPD's five-year averages between 2005-06 and 2009-10 for clearing violent crimes and property crimes are 63 percent and 13 percent, respectively. This clearance rate for violent crimes is significantly higher than the national average of 53 percent for similarly sized jurisdictional agencies as measured by population during the period. Conversely, the clearance rate for property crimes is lower than the national average of 21 percent for similarly sized jurisdictional agencies.

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<sup>34</sup> The per 1,000 resident estimates based on St. Helena's projected population as of January 1, 2011.

<sup>35</sup> Larceny/theft offenses in St. Helena between 2005 and 2009 accounted for 55 percent of all non-violent crimes. Burglaries during this period accounted for 27 percent of all non-violent crimes.

<sup>36</sup> The comparison against national averages involves law enforcement agencies with service populations under 10,000.

### SHPD Service Characteristics: Service Calls and Crime Totals

Table III/T; Source: SHPD and United States Department of Justice

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
<b>Service Calls</b>	8,965	9,655	12,355	11,441	9,188	10,320	+2.5%
<b>Total Reported Crimes</b>	145	102	112	102	87	109.6	-40.0%
Violent Crimes	5	14	8	3	4	6.8	-20.0%
Simple Assault Crimes	11	14	14	9	6	10.8	-45.5%
Property Crimes	129	74	90	90	77	92.0	-40.3%
<b>Total Clearances</b>	24	35	30	17	17	24.6	-29.2%
Violent Crimes	2	10	5	2	3	4.4	+50.0%
Simple Assault Crimes	6	10	13	8	5	8.4	-16.7%
Property Crimes	16	15	12	7	9	11.8	-43.8%
<b>Clearances to Crimes %</b>	16.6	34.3	26.8	16.7	19.5	22.8	+17.5%
Violent Crimes	40.0	71.4	62.5	66.7	75.0	63.1	+87.5%
Simple Assault Crimes	54.5	71.4	92.9	88.9	83.3	78.2	+52.8%
Property Crimes	12.4	20.3	13.3	7.8	11.7	13.1	-5.6%



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## 5.0 County of Napa



A Tradition of Stewardship  
A Commitment to Service

The County of Napa (“County”) was established in 1850 as one of the original 27 county governments in California.<sup>37</sup> Napa County itself is approximately 788.3 square miles in size making it the 11<sup>th</sup> smallest county in the state in terms of total land area. Napa County – incorporated and unincorporated area – has experienced relatively moderate growth over the last 10 years as its population has increased by an average of 0.9% annually with all of the increase attributed to the incorporated areas.<sup>38</sup> Significantly, growth specific to the unincorporated area has actually decreased by an average of 0.5% annually over the last 10 years. The California Department of Finance currently estimates Napa County’s entire population at 137,639 with 26,448 residing in the unincorporated area, which results in an unincorporated density of 35.0 residents for every square mile.

### Resident Population in Unincorporated Napa County

Table III/U; Source: California Department of Finance

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
28,071	28,184	28,023	27,961	28,067	28,108	28,732	28,714	28,653	26,448

### 5.1 Land Use Policies

The County General Plan was last comprehensively updated in 2008 and codifies land use policies through 2030. The General Plan includes a vision statement for the County to moderate and direct growth in ways that minimize resource consumption and make the unincorporated area a sustainable rural community. The General Plan also incorporates and complements two voter initiatives strongly influencing growth in the unincorporated area commonly referred to as Measures “A” and “P.” Measure A was approved by voters in 1980 and subsequently re-adopted by the Board of Supervisors as an ordinance in 2000 and limits housing growth in the unincorporated area to 1% annually. Measure P was originally approved by voters in 1990 and subsequently extended in 2008 to prohibit the redesignation of unincorporated lands designated for agricultural or open space use to another category except by majority vote of the people through 2058.

The County General Plan directs the majority of urban development within the five incorporated cities with the exception of a small number of unincorporated communities that range in resident population from approximately 70 in Oakville to approximately 920 in Berryessa Highlands. The majority of the unincorporated area is designated for agriculture and open space use with minimum lot densities ranging from 40 to 160 acres. There are currently 12,314 housing units in the unincorporated area. Housing units overall have increased by 3.4% in the unincorporated area over the last five years rising by 411 between 2007 and 2011. Further, a relatively large percentage of housing units in the unincorporated have been unoccupied, presumably reflecting a high number of secondary residences.

<sup>37</sup> Please note “County” refers to the governmental entity while “Napa County” refers to the geographic area.

<sup>38</sup> The unincorporated area has experienced negative growth of 0.5% in the last 10 years declining from 27,813 to 26,448.

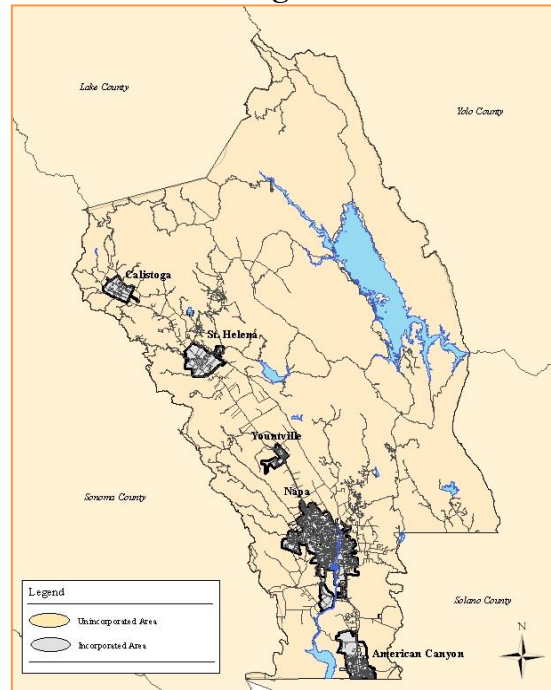
Housing Units in Unincorporated Napa County						
Table III/V; Source: California Department of Finance						
Type	2007	2008	2009	2010	2011	Trends
Total	11,903	11,984	12,028	11,961	12,314	+3.4%
-Single-Family	10,810	10,866	10,902	10,903	n/a	+0.9%
-Multi-Family	1,093	1,118	1,126	1,058	n/a	-3.2%
Vacant (%)	14.59	14.59	14.59	14.59	21.97	+50.6%

## 5.2 Finances

The County's current General Fund operating expenses are budgeted at \$228.5 million; an amount representing a countywide per capita expenditure of \$1,660.<sup>39</sup> The largest discretionary operating expenses are dedicated to Sheriff (\$24.1 million) and mental health services (\$18.9 million). General Fund operating revenues are budgeted at \$241.9 million with the majority expected to be drawn from property (\$60.4 million) and transient occupancy (\$9.0 million) tax proceeds. As of June 30, 2011, the County's unaudited General Fund balance within its unreserved/undesignated account totaled \$25.5 million.

A review of the County's most recently audited financial statements reflect it has experienced a positive change in its overall equity increasing by 4.9% or \$15.4 million between 2008-09 and 2009-2010 from \$315.4 to \$330.8 million. Financial statements, however, note the unrestricted portion of the overall fund balance decreased in value over the preceding 12-month period by 16.2% or \$19.5 million to \$101.2 million due to reduced revenues and drawdown on undesignated/unreserved funds to support service operations. The financial statements also provide that the County finished the last audited fiscal year with exceptionally high liquidity as its total current assets equal 12.1 times its current liabilities. The County also finished the last audited fiscal year holding an average amount of long-term obligations relative to its net assets as measured by its debt-to-equity of 27.7%. The County's audited General Fund balance within its unreserved/undesignated account as of June 30, 2010 totaled \$27.8 million; an amount equaling close to two months of general operating expenditures during the fiscal year.<sup>40</sup>

Figure 5



<sup>39</sup> Budgeted expenses include a \$6.0 million allocation to reserves.

<sup>40</sup> The County's General Fund operating expenses in 2009-2010 totaled \$184.7 million.

### County of Napa's Audited General Fund Balance

Table III/W; Source: County of Napa

Category	2005-06	2006-07	2007-08	2008-09	2009-10
Reserved	11.136	11.696	9.662	10.397	10.511
Unreserved/Designated	17.944	22.981	20.617	25.017	23.015
Unreserved/Undesignated	44.874	40.450	19.692	15.553	27.848
<i>Total</i>	<i>\$73.954</i>	<i>\$75.127</i>	<i>\$49.971</i>	<i>\$50.967</i>	<i>\$61.374</i>

*Dollars in Millions / Amounts as of July 1<sup>st</sup>*

## 5.3 Law Enforcement Services

### Available Resources

#### Sheriff-Coroner's Office

Law enforcement services provided by the County are primarily the responsibility of the County of Napa Sheriff-Coroner's Office ("Sheriff") and are generally divided between (a) field and (b) coroner/civil operations.<sup>41</sup> The former includes patrol and detective services while the latter involves determining the manner and cause of all violent, sudden, or unusual deaths. Sheriff currently budgets 132 full-time equivalent employees divided between 104 sworn and 28 support personnel; this includes sworn personnel assigned to staff ACPD (23) and serve the Town of Yountville (4). Two-thirds of budgeted personnel are assigned to patrol services and are set up to include 10 units during the daytime, four units during the afternoon/evening, and five units during the graveyard shift. Patrol services include all of the unincorporated area and the Town of Yountville with one deputy assigned to each unit with all marked vehicles equipped with multi-frequency radio and video. Patrol staff generally work eight or 10 hours per shift totaling 40 hours per week.<sup>42</sup> The majority of non-sworn support personnel include staffing for the Technical Services Bureau, which is located in the Sheriff's main operation facility in the Airport area and is responsible for all document management activities as well as processing and clearing arrest warrants, fingerprinting, and registering sex and drug offenders. Other non-sworn support personnel provide staffing for the civil process division, which involves issuing court notices ranging from summons and complaints to restraining orders.



Sheriff's approved operating expenses in 2011-2012 total \$24.15 million.<sup>43</sup> Funding this amount is derived from three key revenue sources. The largest revenue source is the County General Fund, which is expected to cover close to one-half of the current fiscal year total. The remaining one-half of expected funding is to be generated from the Sheriff's contracts with the City of American Canyon and the Town of Yountville for law enforcement services

<sup>41</sup> The County also provides correctional services on behalf of all other local law enforcement agencies in Napa County, which is run independent of the Sheriff and headed by a Board of Supervisors-appointed administrator.

<sup>42</sup> Sheriff reports all vehicles are replaced every 90,000 miles.

<sup>43</sup> The budgeted amount covers general field operations only and does not include expenses tied to special services.

as well as proceeds generated from Proposition 172.<sup>44</sup> Sheriff's overall per capita cost as it relates to its unincorporated and contracted service areas is \$492.

Sheriff also provides specialized law enforcement services that are not otherwise available in Napa County. Full-time specialized services include animal control and drug-related investigations as summarized below.<sup>45</sup>

### ***Animal Services***

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Sheriff's animal services capture strayed or abandoned animals as well as investigate dog bites, dangerous animal sightings, and animal neglect in the unincorporated area.<sup>46</sup> Sheriff is also contracted separately to provide these animal services within the Cities of American Canyon and Napa. Sheriff is not contracted by the Cities of Calistoga, St. Helena, or the Town of Yountville to provide animal services, though Sheriff will respond to reported dog bites in those jurisdictions as a preventative measure against the spread of rabies.<sup>47</sup> This division is currently staffed with five full-time animal service officers and one full-time administrative clerk with services available daily.<sup>48</sup>

### ***Special Investigations Bureau***

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Sheriff's special investigations bureau ("NSIB") is a countywide and multi-agency drug task force supervised and managed by the California Department of Justice Bureau of Narcotic Enforcement. NSIB is staffed by eight employees drawn from the Sheriff, NPD, and County of Napa Probation Department. Funding is shared by the County and the Cities of Calistoga, Napa, and St. Helena along with an annual allocation from the United States Drug Enforcement Administration.<sup>49</sup> NSIB's principle activities include conducting covert investigations in arresting drug offenders as well as seizing contraband with time resources principally dedicated to addressing marijuana and methamphetamine operations.

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<sup>44</sup> Expected service charges from the City of American Canyon and the Town of Yountville in 2011-2012 total \$4.909 million and \$0.834 million, respectively. Expected proceeds from Proposition 172 total \$4.025 million.

<sup>45</sup> Other specialized services provided by the Sheriff include overseeing a civil search and rescue unit consisting of 43 trained volunteers as well as a hazardous devices team comprising three volunteer deputies, all of whom must complete a six week bomb technician course. Sheriff also maintains its own special weapons and tactics (SWAT) team consisting of 14 volunteer deputies responsible for responding to critical incidents in which there is an immediate threat to life and property. SWAT team members must pass extensive interviews and physical tests before joining.

<sup>46</sup> Captured strayed or abandoned animals are delivered to the County's animal shelter, which is run by the County Environmental Management Department.

<sup>47</sup> Sheriff's animal services division adopted budget in 2011-2012 totals \$0.866 million. More than one-fourth of the budgeted amount is expected to be drawn from service charges collected from the Cities of American Canyon and Napa with the remainder provided by the County.

<sup>48</sup> Animal services division is staff seven days a week with one or more officers available between 6:00 AM and 10:00 PM. An on-call officer will respond to emergencies between 10:00 PM and 6:00 AM.

<sup>49</sup> NSIB's adopted budget in 2011-2012 totals \$0.821 million. Close to three-fourths of this amount is funded by the County with the remainder largely shared by the Cities of Calistoga, Napa, and St. Helena.

### Sheriff's Facilities, Transportation Pool, and Personnel/Funding Resources

Table III/X; Source: County Sheriff

Facilities	Location	Size	Built
1) Administration/Operations Main Office	1535 Airport Blvd Napa, CA 94558	38,800 square feet	2005
2) Angwin Regional Office	100 Howell Mountain Road Napa, CA 94558	**** square feet	***
3) Lake Berryessa Regional Office	5520 Knoxville Road Napa, CA 94558	**** square feet	***
4) St. Helena Regional Office	3111 N. Saint Helena Hwy St. Helena, CA 94574	**** square feet	***
5) Yountville Regional Office	1950 Mulberry Street Yountville, CA 94599	**** square feet	***

Marked/Unmarked Vehicles	Motorcycles	Bicycles	Watercrafts	Helicopters
30	7	0	10	0

Sworn Staff	Canines	Support Staff	2010-11 Actual Exp.	2011-12 Adopted Exp.
104	3	28	\$23.35 Million	\$24.15 Million
3.5 / 1,000 Residents	0.1 / 1,000 Residents	1.0 / 1,000 Residents	\$479,014 / 1,000 Residents	\$491,514/ 1,000 Residents

### Department of Corrections

Additionally, and separate from the law enforcement services provided by the Sheriff, the County of Napa Department of Corrections (“Corrections”) is responsible for housing both sentenced and pre-sentenced inmates. Corrections was formed in 1975 and is currently one of three county correctional facilities not operated by its respective sheriff’s department in California. Corrections operates a single jail facility located adjacent to the County’s Administrative Building with a maximum rated capacity of 264 inmates. Staffing currently includes 132 employees divided between four distinct divisions: administration, operations, food services, and building maintenance.<sup>50</sup> Civilian officers currently total 52. A director appointed by the County Board of Supervisors is responsible for managing day-to-day activities and ensuring compliance with minimum statewide standards required by the California Department of Corrections and Rehabilitation.



<sup>50</sup> Corrections adopted a 2011-2012 budget total of \$12.717 million.

## *Demand on Resources*

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### *Sherriff-Coroner's Office*

The Sheriff reports it has experienced an approximate six percent decrease in total annual service calls between 2005-06 and 2009-10. The overall totals produce a relatively high five-year average of 874 calls for every 1,000 residents compared to other local law enforcement agencies.<sup>51</sup> Actual reported crimes experienced a more sizable decrease by declining 13 percent during the same period with the five-year average resulting in 23 reported crimes for every 1,000 residents. Furthermore, with respect to the relationship between service calls and actual reported crimes, service calls for the Sheriff resulted in one reported crime for every 36 service calls.<sup>52</sup>

A summary of service demands on the Sheriff between 2005-06 and 2009-10 follows.

- Approximately 92 percent of all reported crimes for the Sheriff between 2005-06 and 2009-10 are classified as non-violent and involve either property or simple assault offenses. Property offenses account for three-fourths of the total non-violent crimes with the largest contributor involving larceny/theft followed by burglary.<sup>53</sup> Non-violent crimes overall have declined during the period by 14 percent.
- Violent crimes continue to represent a relatively small portion of the overall offense totals (eight percent) despite slightly increasing for the Sheriff by three percent between 2005-06 and 2009-10. Aggravated assault offenses constitute 77 percent of all violent crimes during this period. There have been two murders for the Sheriff during this period; one occurring in 2005-06 and one occurring in 2006-07.
- Clearance rates overall have fluctuated between 2005-06 and 2009-10 from a low of 17 to a high of 44 percent in terms of reported crimes resulting in an arrest or determined to be unfounded. The average overall clearance rate is 28 percent. The clearance rate for violent crimes averages 67 percent and is moderate relative to all local law enforcement agencies.
- Service calls within the Town of Yountville represent approximately eight percent of the average annual totals for the Sheriff.<sup>54</sup> This relationship is nearly identical to the proportion of reported crimes for the Sheriff generated in the Town of Yountville.

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<sup>51</sup> The per 1,000 resident estimates based on Napa County/Yountville's estimated population as of January 1, 2011.

<sup>52</sup> Sheriff totals include service calls and reported crimes for the unincorporated area and Town of Yountville.

<sup>53</sup> Larceny/theft offenses in unincorporated Napa County and Yountville between 2005 and 2009 accounted for 50 percent of all non-violent crimes. Burglaries during this period accounted for 26 percent of all non-violent crimes.

<sup>54</sup> This amount reflects service call data between 2007 and 2009; service call information collected as part of this review for the Sheriff before 2007 do not distinguish between the unincorporated area and Yountville.

- Sheriff's five-year averages between 2005-06 and 2009-10 for violent crimes and property crimes total 55 and 514, respectively. These amounts both fall significantly below the respective national averages of 126 violent crimes and 1,159 property crimes for similarly sized jurisdictional agencies as measured by population during the period.<sup>55</sup>
- Sheriff's five-year averages between 2005-06 and 2009-10 for clearing violent crimes and property crimes are 67 percent and 16 percent, respectively. This clearance rate for violent crimes is significantly higher than the national average of 49 percent for similarly sized jurisdictional agencies as measured by population during the period. Conversely, the clearance rate for property crimes is lower than the national average of 20 percent for similarly sized jurisdictional agencies.

### Sheriff Service Characteristics: Service Calls and Crime Totals

Table III/Y; Source: County Sheriff and United States Department of Justice

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
<b>Service Calls</b>	25,406	26,058	27,913	26,789	23,891	25,748	-6.0%
<b>Total Reported Crimes</b>	670	714	886	744	584	719.6	-12.8%
Violent Crimes	38	52	84	61	39	54.8	+2.6%
Simple Assault Crimes	146	169	176	129	133	150.6	-8.9%
Property Crimes	486	493	626	554	412	514.2	-15.2%
<b>Total Clearances</b>	294	119	266	242	102	204.6	-65.3%
Violent Crimes	24	26	54	53	27	36.8	+12.5%
Simple Assault Crimes	120	24	133	120	30	85.4	-75.0%
Property Crimes	150	69	79	69	45	82.4	-70.0%
<b>Clearances to Crimes %</b>	43.9	16.7	30.0	32.5	17.5	28.1	-60.1%
Violent Crimes	63.2	50.0	64.3	86.9	69.2	66.7	+9.5%
Simple Assault Crimes	82.2	14.2	75.6	93.0	22.6	57.5	-72.5%
Property Crimes	30.9	14.0	12.6	12.5	10.9	16.2	-64.7%

### Sheriff Service Characteristics: Animal Control

Table III/Z; Source: County Sheriff

Category	2006-07	2007-08	2008-09	2009-10	2010-11	Average	Trend
Total Service Calls	n/a	n/a	1,946	2,075	1,578	1,866.3	-18.9%
Loose/Stray Animal Calls	n/a	n/a	622	622	928	724.0	+49.2%
Animals Licensed	n/a	n/a	1,321	1,349	1,300	1,323.3	-1.6%

\* Sheriff began tracking and recording service calls and related information in 2008-2009.

### Sheriff Service Characteristics: Special Investigations Bureau

Table III/AA; Source: County Sheriff

Category	2006-07	2007-08	2008-09	2009-10	2010-11	Average	Trend
Number of Searches	n/a	n/a	143	118	103	121.3	-28.0%
Contraband Seized (grams)	n/a	n/a	4,882	10,906	7,575	7,787.7	+55.2%
Number of Arrests	n/a	n/a	150	122	115	129.0	-23.3%

<sup>55</sup> The comparison against national averages involves law enforcement agencies with service populations ranging between 25,000 and 49,999.



### *Department of Corrections*

Corrections reports it has experienced a four percent decrease in annual bookings between the fiscal years ending in 2007 and 2011. The five-year average is 6,442, which results in nearly 18 bookings per day. Despite the overall decrease in annual bookings, the average daily population has increased during the period by three percent and currently averages 252; an amount that is close to reaching Corrections' rated inmate capacity of 264 and reflects inmates are in holding for longer periods than in previous years.

#### Corrections Characteristics

Table III/BB; Source: County Department of Corrections

Category	2006-07	2007-08	2008-09	2009-10	2010-11	Average	Trend
Total Bookings	6,538	6,317	6,491	6,592	6,271	6,441.8	-4.1%
Average Daily Population	255	245	250	250	262	252.4	+2.7%

## IV. PERTINENT DEMOGRAPHIC CONDITIONS

### 1.0 Growth Factors

Growth trends serve as integral components in influencing the level and range of law enforcement services in local communities. Specifically, information collected and analyzed from national and local law enforcement agencies demonstrates a direct correlation between growth and crime. This section examines this correlation through four distinct though interrelated growth categories pertinent in Napa County: (a) population; (b) density; (c) development; and (d) visitor. This includes assessing these four growth categories relative to recent, current, and future conditions as well as regional comparisons as appropriate.

#### 1.1 Population

##### *Recent and Current Projections*

Local law enforcement agencies currently serve a permanent resident population in Napa County totaling 137,639. This total amount represents close to an eight percent overall increase in permanent residents in Napa County during the last 10 year period despite recent declines. The largest increase in permanent residents during this period occurred between 2002 and 2005 and, as described in greater detail in the succeeding sections, is attributed to a surge in new single-family residential construction. Most notably, there was a 1.5 percent increase between 2002 and 2003 alone, representing a net population addition of 1,898. More recent growth, however, has actually declined over the last two years and is attributed to the economic downturn coupled with incorporating new demographic information generated in the recent census.

Resident Population in Napa County: Past/Current Projections									
Table IV/A; Source: California Department of Finance/Napa LAFCO									
2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
127,918	129,816	131,254	132,314	133,448	134,726	136,276	137,723	138,917	137,639
--	+1.5%	+1.1%	+0.8%	+0.9%	+1.0%	+1.2%	+1.1%	+0.9%	-0.9%

Close to 81 percent of the countywide permanent resident population currently resides in one of the five incorporated cities with nearly nine-tenths of this amount belonging to the Cities of American Canyon and Napa. American Canyon has experienced the largest percentage increase in permanent residents over the last 10 years by rising 75 percent from 11,261 to 19,693; an amount that represents nearly nine-tenths of the overall increase in population for the county as a whole as well as the fourth highest percentage increase among all 101 cities in the Bay Area during this period.<sup>56</sup> Napa remains the largest city and experienced a moderate population increase of one-twentieth during this period rising from 74,054 to 77,464. The remaining three cities as well as the unincorporated area have all experienced a decrease in population over the last 10 years.

*Close to 81% of the county population live in cities with nearly 9/10 of the amount residing in the Cities of American Canyon and Napa.*

<sup>56</sup> Only Brentwood (Contra Costa), Rio Vista (Solano), and Dublin (Alameda) have experienced a larger percentage increase in population than American Canyon based on Department of Finance estimates.

**Resident Population of Local Jurisdictions in Napa County: Past/Current Projections**

Table IV/B; Source: California Department of Finance/Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2002	11,261	5,225	74,054	6,013	3,294	28,071	127,918
2003	12,334	5,238	74,736	6,042	3,282	28,184	129,816
2004	13,117	5,177	75,701	5,977	3,259	28,023	131,254
2005	14,197	5,183	75,772	5,960	3,241	27,961	132,314
2006	14,879	5,218	76,094	5,942	3,248	28,067	133,448
2007	15,911	5,253	76,247	5,936	3,271	28,108	134,726
2008	16,241	5,284	76,857	5,905	3,257	28,732	136,276
2009	16,521	5,335	77,917	5,969	3,267	28,714	137,723
2010	16,836	5,370	78,791	6,010	3,257	28,653	138,917
2011	19,693	5,188	77,464	5,849	2,997	26,448	137,639
<i>Annual</i>	+7.5%	-0.1%	+0.5%	-0.3%	-0.9%	-0.6%	+0.8%
<i>Total</i>	+74.9%	-0.7%	+4.6%	-2.7%	-9.0%	-5.8%	+7.6%

In terms of regional context, Napa County's permanent resident population growth rate over the last 10 years exceeds the growth rate for the remaining eight counties comprising the San Francisco Bay Area ("Bay Area") by over two to one or 7.6 to 3.7 percent. Napa County continues to represent a very small portion of the overall Bay Area population, however, despite outperforming the remaining region in recent growth trends. Specifically, Napa County's current population of 137,639 represents less than two percent of the nine county Bay Area total of 7,206,083.

*Napa County's growth rate overall has exceeded the remaining Bay Area 2:1 over the last 10 years.*

**Resident Population of Counties in San Francisco Bay Area: Past/Current Projections**

Table IV/C; Source: California Department of Finance/Napa LAFCO

Year	Alameda	Contra Costa	Marin	Napa	San Francisco	San Mateo	Santa Clara	Solano	Sonoma
2002	1,482,473	981,614	249,773	127,918	793,086	714,453	1,715,329	408,430	468,379
2003	1,490,072	993,766	250,402	129,816	797,992	715,898	1,726,183	412,837	470,738
2004	1,494,675	1,005,678	250,789	131,254	801,753	717,653	1,738,654	416,299	473,516
2005	1,498,967	1,016,407	251,586	132,314	806,433	720,042	1,753,041	418,876	475,536
2006	1,506,176	1,025,509	252,921	133,448	812,880	722,994	1,771,610	420,514	476,659
2007	1,519,326	1,035,322	254,527	134,726	823,004	728,314	1,798,242	422,477	478,662
2008	1,537,719	1,048,242	256,511	136,276	835,364	736,951	1,829,480	424,397	482,297
2009	1,556,657	1,060,435	258,618	137,723	845,559	745,858	1,857,621	426,729	486,630
2010	1,574,857	1,073,055	260,651	138,917	856,095	754,285	1,880,876	427,837	493,285
2011	1,521,157	1,056,064	254,692	137,639	812,820	724,702	1,797,375	414,509	487,125
<i>Annual</i>	+0.3%	+0.8%	+0.2%	+0.8%	+0.3%	+0.1%	+0.5%	+0.2%	+0.4%
<i>Total</i>	+2.6%	+7.7%	+2.0%	+7.6%	+2.5%	+1.4%	+4.8%	+1.5%	+4.0%

**Future Projections**

It is reasonable to assume the rate of population growth within each local jurisdiction in Napa County over the next five years will correspond with percentage changes that have occurred between 2008 and 2010 according to the California Department of Finance. This approach presumes the economic downturn that began in earnest in 2008 will continue into the near-term and depress new development. It also presumes the percentage change in growth in the most recent calendar year (2011) is largely an anomaly and attributed to the California Department of Finance’s practice of recalibrating their population projections every 10 years following the latest census release.

*It is reasonable to assume the rate of new growth in the near-term will mirror percentage changes between 2008 and 2010.*

With the preceding assumptions in mind, it is anticipated overall permanent resident population growth in Napa County will slightly decrease from its current annual estimate of 0.8% to 0.5%. This would increase the overall resident population from 137,639 to 142,143 by 2016; a difference of 4,504.<sup>57</sup> Close to three-fourths of this projected new population will occur in Napa with the remaining one-quarter allocated to American Canyon. The remaining local jurisdictions – Calistoga, St. Helena, Yountville, and the unincorporated area – are expected to experience either minimal, zero, or negative growth.

*It is projected Napa County’s overall growth rate will decrease from its current annual estimate of 0.8% to 0.5%; resulting in a countywide population of 142,143 by 2016.*

<b>Resident Population of Local Jurisdictions: Future Projections</b>							
Table IV/D; Source: California Department of Finance/Napa LAFCO							
Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2012	19,933	5,216	78,114	5,884	2,997	26,424	138,528
2013	20,177	5,244	78,769	5,919	2,997	26,400	139,423
2014	20,423	5,273	79,430	5,954	2,997	26,375	140,324
2015	20,673	5,302	80,096	5,989	2,997	26,351	141,230
2016	20,925	5,330	80,768	6,024	2,997	26,327	142,143
<i>Annual</i>	+1.0%	+0.4%	+0.7%	+0.5%	0.0%	-0.1%	+0.5%
<i>Total</i>	+5.0%	+2.2%	+3.4%	+2.4%	0.0%	-0.4%	+2.6%

**1.2 Density**

As already referenced, another key measurement of growth involves density and its relationship between permanent residents and land area. In particular, the measurement of density helps to influence the type and level of law enforcement services for a community with denser areas generally necessitating more policing than less populated areas. The latter statement emphasizes the inherent correlation between population and crime. There is also a direct correlation between increases in density of a community and crime.

*There is a direct correlation between increases in population and crime; there is also a direct correlation between community densities and crime totals.*

<sup>57</sup> The five-year projected timeframe corresponds with the municipal service review cycle period.

Napa and American Canyon are the densest local jurisdictions in Napa County with 4,256 and 3,581 permanent residents, respectively, for every square mile. Calistoga, St. Helena, and Yountville have a density range approximately half of these amounts at respectively 1,995, 1,147, and 1,998. The unincorporated area is by far the least dense local jurisdiction with only 35 residents for every square mile.

<b>Resident to Square Mile Densities of Local Jurisdictions in Napa County</b>			
Table IV/E; Source: California Department of Finance/Napa LAFCO			
<b>Jurisdiction</b>	<b>Population</b>	<b>Land Area (Square Miles)</b>	<b>Permanent Residents Per Square Mile</b>
American Canyon	19,693	5.5	3,580.5
Calistoga	5,188	2.6	1,995.4
Napa	77,464	18.2	4,256.3
St. Helena	5,849	5.1	1,146.9
Yountville	2,997	1.5	1,998.0
Unincorporated	26,448	755.4	35.0
<i>Average</i>	<i>22,939.8</i>	<i>131.4</i>	<i>174.6</i>

Napa County as a whole remains sparsely populated relative to the Bay Area in terms of permanent resident densities. Napa County currently averages 175 residents for every square mile. The remaining eight Bay Area counties, comparatively, average nearly six times this amount with 1,097 residents for every square mile.

<b>Resident to Square Mile Densities of Counties in San Francisco Bay Area</b>			
Table IV/F; Source: California Department of Finance/Napa LAFCO			
<b>County</b>	<b>Population</b>	<b>Land Area (Square Miles)</b>	<b>Permanent Residents Per Square Mile</b>
Alameda	1,521,157	738.0	2,061.2
Contra Costa	1,056,064	802.2	1,316.5
Marin	254,692	606.0	420.3
Napa	137,639	788.3	174.6
San Francisco	812,820	49.0	16,588.2
San Mateo	724,702	449.1	1,613.7
Santa Clara	1,797,375	1,315.0	1,366.8
Solano	414,509	909.4	455.8
Sonoma	487,125	1,573.5	309.6
<i>Average</i>	<i>800,676</i>	<i>803.4</i>	<i>996.6</i>

### 1.3 Development

Consistent with most metropolitan suburbs, the predominant development use among local jurisdictions in Napa County remains residential with commercial a distant second. (Industrial uses are relatively limited to an approximate 4.6 square mile area adjacent to the Napa County Airport and overlap the jurisdictions of the County and American Canyon.)

The rate of residential development among all local jurisdictions has considerably slowed over the last 10 year period; a trend directly attributed to the collapse of the “housing bubble” and subsequent downturn in the national and local economy.

*The rate of new residential development among all local jurisdictions has considerably slowed over the last 10 year period.*

Estimates prepared by the California Department of Finance indicate an overall 10 percent increase in the total number of housing unit development among all local jurisdictions in Napa County over the last 10 years rising from 49,713 to 54,882. However, the rate of this growth has sharply decreased with nearly two-thirds of the total number of new housing unit development occurring in the first five years and the remaining one-third taking place in the last five years. More than four-fifths of all new housing unit development during this period belongs to American Canyon (43 percent) and Napa (37 percent).

*More than four-fifths of all new housing unit development in Napa County since 2002 belongs to American Canyon (43%) and Napa (37%).*

#### Total Housing Unit Development Within Local Jurisdictions: Recent/Current

Table IV/G; Source: California Department of Finance/Napa LAFCO

Year	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2002	3,765	2,256	28,245	2,726	1,159	11,562	49,713
2003	4,125	2,260	28,489	2,737	1,163	11,629	50,403
2004	4,448	2,263	29,246	2,743	1,164	11,674	51,538
2005	4,844	2,278	29,433	2,750	1,165	11,739	52,209
2006	5,109	2,307	29,735	2,758	1,177	11,855	52,941
2007	5,481	2,329	29,874	2,762	1,194	11,903	53,543
2008	5,591	2,341	30,094	2,745	1,195	11,984	53,950
2009	5,635	2,342	30,232	2,749	1,194	12,028	54,180
2010	5,708	2,343	30,388	2,751	1,197	11,961	54,348
2011	6,018	2,319	30,176	2,775	1,280	12,314	54,882
<i>Change</i>	<i>+59.8%</i>	<i>+2.8%</i>	<i>+6.8%</i>	<i>+1.8%</i>	<i>+10.4%</i>	<i>+6.5%</i>	<i>+10.4%</i>

Napa County remains predominantly rural given an estimated 95 percent of its total land area currently categorized as undeveloped or greenfield.<sup>58</sup> The rate of greenfield development over the last 10 years countywide has increased by one percent raising the total land dedicated for urban use from 21,110 to 23,557. The average annual conversion of land from non-urban to urban use is 220 acres with the majority of the transitions occurring in the south county.

*Napa County remains predominantly rural given an estimated 95 percent of its total land area currently categorized as undeveloped or greenfield.*

<sup>58</sup> For purposes of this report, “greenfield” is defined as land that has not been developed or used for any purpose other than farm land, graze land, or other passive usage.

Recent Greenfield Development Projects in Napa County		
Table IV/H; Source: California Department of Conservation/Napa LAFCO		
Project Name	Acreage	Jurisdiction
Villagio Inn and Spa (1998-00)	5.0	Yountville
Napa Valley Gateway Business Park (1998-00)	150.0	Napa
La Vigne Subdivision (2000-02)	130.0	American Canyon
Capriana Subdivision (2002-04)	20.0	Napa
Eucalyptus/Gladwell Subdivision (2002-04)	75.0	American Canyon
Central Valley Distribution Warehouses (2002-04)	20.0	American Canyon
Vintage Ranch Subdivision I (2004-06)	90.0	American Canyon
Solage Resort (2006-08)	35.0	Calistoga
Meritage Resort (2006-08)	15.0	Napa
Vintage Ranch Subdivision II (2006-08)	75.0	American Canyon
Napa Junction Shopping Center (2006-08)	40.0	American Canyon
California Freight Sales Warehouses (2006-08)	10.0	American Canyon
Calistoga Ranch Resort (2006-08)	15.0	Calistoga
Hanna Court Business Center (2008-10)	20.0	American Canyon
Kendall-Jackson/Biagi Distribution (2008-10)	17.0	American Canyon
American Canyon High School (2008-10)	50.0	American Canyon
Springhill Suites Marriott (2008-10)	5.0	County

Napa County is the least developed county in the Bay Area in terms of the percentage of total land area used for urban purposes. The average percent of land developed for urban use among the eight other Bay Area counties is 29 percent with a high of 100 percent in San Francisco and a low of seven percent in Sonoma.<sup>59</sup> The remaining Bay Area counties overall have increased their collective allocation of land dedicated for urban use by four percent during the 10 year period.

Bay Area Counties: % Developed	
Table IV/ I	
County	% Developed
San Francisco	100%
Contra Costa	30%
Alameda	28%
Santa Clara	23%
San Mateo	20%
Marin	11%
Solano	10%
Sonoma	7%
Napa	5%

## 1.4 Visitor

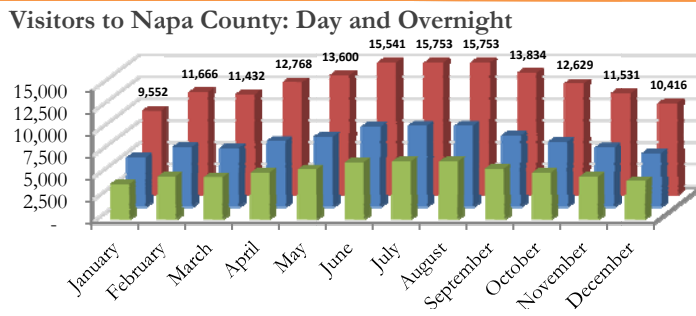
### Current Conditions

Visitors are an integral component in supporting Napa County's economy and create additional and unique demands on local law enforcement agencies. The volume of visitors during peak tourist periods (June through August), in particular, significantly increases the day population in the county by an estimated 10 percent with the addition of 15,753 daytime tourists. Most notably, a recent economic study estimated 4.7 million day visits during one calendar year with close to three-fifths of the amount resulting in one or more overnight stays; the latter producing an average overnight visitor population in peak periods of 9,217.<sup>60</sup>

*It is estimated the average overnight visitor population in Napa County during peak tourist season is 9,217.*

<sup>59</sup> San Francisco County includes expansive parklands, most notably Golden Gate Park, that are categorized as urban given the approximate 1,000 acre site is largely dedicated to civic facilities.

<sup>60</sup> Information on one-day and overnight visits are generated from *Napa County Visitor Profile and Economic Impact Study* (March 2006). For purposes of this review, LAFCO staff incorporated the baseline information included in the referenced economic study coupled with updated total lodging information along with making certain independent assumptions. Independent assumptions include: (a) the increased number of lodging guestrooms since 2006 has been effectively canceled out by the downturn in the economy in terms of any increases in one-day and overnight visits; (b) an



Visitor growth as measured by lodging rooms has increased in Napa County over the last five years by close to one-fourth from 3,582 to 4,400. More than two-thirds of the lodging rooms are located either in the City of Napa (46 percent) or the unincorporated area (22 percent). American Canyon has experienced the largest percentage increase in lodging rooms over the five-year period by increasing nearly three-fold by an additional 233 guestrooms.

Lodging Units Within Local Jurisdictions: Recent/Current				
Table IV/j; Source: NCLOG/Napa LAFCO/Napa Valley Destination Council				
Jurisdiction	2005	2010	% Change	Estimated Visitor Total at Full Occupancy
American Canyon	80	313	+291.3%	783
Calistoga	618	490	-20.7%	1,225
Napa	1,489	2,007	+34.8%	5,018
St. Helena	202	209	+3.5%	523
Yountville	347	423	+21.9%	1,058
Unincorporated	846	958	+13.2%	2,395
<b>Total</b>	<b>3,582</b>	<b>4,400</b>	<b>+22.8%</b>	<b>11,000</b>

\* Estimated visitor amounts assume 2.5 persons per lodging guestroom.

**Future Conditions**

There are 12 additional projects have been approved by local land use authorities and if constructed would generate an additional 1,363 guestrooms in Napa County. This includes Napa’s existing approval of two new luxury resorts (Ritz Carlton and St. Regis) that would add 526 guestrooms in the City.<sup>61</sup> All told, these 12 projects would have the potential to generate an estimated 3,408 additional overnight

There are 12 additional project approvals that would increase a total number of guestrooms in Napa County by nearly one-third if constructed.

average of 2.5 persons per lodging guestroom; (c) peak occupancy rate of 85% in July and August; and (d) an overall average year occupancy rate of 70%.

<sup>61</sup> The other 10 projects include two County approvals for a new luxury resort and conference center (Montalcino) in the Napa County Airport Area with 379 guestrooms along with an eight room expansion to an existing hotel in the Carneros region (Carneros Inn). Six additional City of Napa approvals involve hotels and expansions (California Boulevard Hotel, Eliza Yount Mansion Inn, La Residence, Milliken Creek Inn Expansion, Soscol Hotel, and Meritage Inn Expansion) would result in 305 new guestrooms. The remaining two projects involve St. Helena approvals for two new hotels (Grandview and Vineland Station) that would result in an additional 95 guestrooms. There are no existing approvals for new hotels or expansions to existing hotels within American Canyon, Calistoga, and Yountville.



visitors at full occupancy; an increase of nearly one-third over the current guestroom capacity.

## 2.0 Socioeconomic Factors

Similar to population and development growth, socioeconomic factors play important roles in underlying local law enforcement services. This includes, in particular, the relationship between how economics and employment conditions interplay with the amount of crime occurring within local communities. The inferred correlation being communities with higher income and lower unemployment levels on average will experience less crime than communities characterized by lower income and higher unemployment levels. This section examines this correlation through two distinct and interrelated socioeconomic factors within Napa County: (a) employment rates and (b) household income levels. This includes assessing these two socioeconomic factors relative to recent, current, and future conditions as well as regional comparisons as appropriate.

*Socioeconomic factors play important roles in underlying local law enforcement services specifically as it relates to employment and income conditions.*

### 2.1 Employment Rates

Most recent labor reports indicate approximately 8.5 percent of the overall labor force in Napa County is currently unemployed.<sup>62</sup> Markedly, this current unemployment rate reflects an overall five percent increase over the last five years. American Canyon presently holds the largest unemployment rate among local jurisdictions at 13.5 percent; the unincorporated area presently holds the lowest unemployment rate at 5.4 percent. All five cities have experienced a doubling of their unemployment rate since 2006.

*All five cities in Napa County have experienced a doubling of their unemployment rate over the last five years.*

#### Employment Rates Among Local Jurisdictions: Recent/Current

Table IV/K; Source: CA Employment Development Department/Napa LAFCO

Category	American Canyon	Calistoga	Napa	St. Helena	Yountville	Unincorporated	Total
2006 Unemployment Rate	6.3%	3.1%	4.0%	4.2%	2.8%	3.7%	3.9%
Labor Force	5,300	2,900	42,800	3,500	1,200	16,200	71,900
Total Employed	5,000	2,800	41,100	3,400	1,200	15,600	69,100
Total Unemployed	300	100	1,700	100	0	600	2,800
2011 Unemployment Rate	13.5%	6.8%	8.9%	9.1%	6.2%	5.4%	8.5%
Labor Force	5,800	3,100	45,200	3,700	1,300	16,600	75,700
Total Employed	5,000	2,800	41,200	3,400	1,200	15,700	69,300
Total Unemployed	800	200	4,000	300	100	900	6,400
5-Year Difference	+114%	+119%	+123%	+117%	+121%	+46%	+118%

\* Labor force is calculated by adding the number of employed individuals within a local jurisdiction to the number of unemployed individuals actively seeking employment within the same jurisdiction.

<sup>62</sup> Unemployment information provided by the California Employment Development Department. This agency collects and reports labor force, employment, and unemployment information for each local jurisdiction within Napa County and includes two "Census Designated Places" (CPDs); Angwin and Deer Park. Data for 2011 is currently preliminary.

Napa County as a whole remains relatively sound in terms of its countywide unemployment rates compared to the rest of the Bay Area. Napa County currently averages 85 unemployed persons for every 1,000 members of its labor force. The remaining eight Bay Area counties, comparatively, average slightly more than this amount with 94 unemployed persons for every 1,000 members of their aggregate labor force.

<b>Employment Rates Among San Francisco Bay Area Counties: Current</b>				
Table IV/L; Source: CA Employment Development Department/Napa LAFCO				
County	Labor Force	Total Employed	Total Unemployed	Unemployment Rate
Alameda	750,500	674,100	76,400	10.2%
Contra Costa	518,800	466,500	52,300	10.1%
Marin	132,500	122,700	9,800	7.4%
Napa	75,700	69,300	6,400	8.5%
San Francisco	459,600	421,700	37,900	8.3%
San Mateo	375,300	345,200	30,000	8.0%
Santa Clara	889,700	804,400	85,300	9.6%
Solano	212,800	189,300	23,500	11.0%
Sonoma	254,800	230,900	23,900	9.4%
<i>Average</i>	<i>407,744.4</i>	<i>369,344.4</i>	<i>38,388.9</i>	<i>9.4%</i>

## 2.2 Household Income Levels

Data collected from the last two Census publications identifies the average median household income in Napa County is currently \$66,970 and represents nearly a 30 percent increase over the last 10 year period. The data also shows that an estimated 8.6 percent of the overall countywide population is presently living in poverty with the largest proportional allocation residing in Napa at 11.0 percent. American Canyon, conversely, has the lowest poverty rate among local jurisdictions at 3.5 percent. The poverty rate overall has increased slightly by 0.3 percent over the 10 year period.

*The average median household income in Napa County has increased by 30% over the last ten years to \$66,970. The poverty rate is currently at 8.6%.*

<b>Household Income Levels Within Local Jurisdictions</b>					
Table IV/M; Source: US Census Bureau/Napa LAFCO					
Jurisdiction	Population	2009 Median Household Income	1999 Median Household Income	2009 Poverty Level	1999 Poverty Level
American Canyon	19,693	\$78,718	\$52,105	3.5%	8.8%
Calistoga	5,188	\$52,393	\$44,375	6.3%	8.0%
Napa	77,464	\$64,180	\$49,154	11.0%	8.9%
St. Helena	5,849	\$70,900	\$58,902	5.3%	6.4%
Yountville	2,997	\$69,028	\$46,944	5.2%	7.3%
Unincorporated	26,448	\$68,416	n/a	9.7%	6.8%
<i>Countywide Total</i>	<i>137,639</i>	<i>\$66,970</i>	<i>\$51,738</i>	<i>8.6%</i>	<i>8.3%</i>

Napa County as a whole has the second lowest median household income compared to the other eight Bay Area counties. Napa County currently averages \$66,970 per household; approximately 13 percent lower than the aggregate median household income for the remaining eight counties in the region. Napa County's poverty rate also remains relatively low compared to the other eight Bay Area counties.

<b>Household Income Levels of Counties in San Francisco Bay Area</b>					
Table IV/N; Source: US Census Bureau/Napa LAFCO					
<b>County</b>	<b>Population</b>	<b>2009 Median Household Income</b>	<b>1999 Median Household Income</b>	<b>2009 Poverty Level</b>	<b>1999 Poverty Level</b>
Alameda	1,521,157	\$68,863	\$55,946	10.8%	11.0%
Contra Costa	1,056,064	\$77,838	\$63,675	9.5%	7.6%
Marin	254,692	\$87,728	\$71,306	7.3%	6.6%
Napa	137,639	\$66,970	\$51,738	8.6%	8.3%
San Francisco	812,820	\$70,040	\$55,221	11.7%	11.3%
San Mateo	724,702	\$84,426	\$70,819	7.6%	5.8%
Santa Clara	1,797,375	\$85,569	\$74,335	9.1%	7.5%
Solano	414,509	\$67,920	\$54,099	10.7%	8.3%
Sonoma	487,125	\$63,848	\$53,076	9.5%	8.1%
<i>Average</i>	<i>800,676</i>	<i>\$74,800</i>	<i>\$61,135</i>	<i>9.4%</i>	<i>8.3%</i>

## V. LAW ENFORCEMENT SERVICE MEASUREMENTS

### 1.0 Capacities

The ability of law enforcement agencies to adequately accommodate demands is directly dependent on certain key planning factors that collectively capacitate the level and range of services provided. These planning factors are generally determined on an annual or biannual basis by the agency's respective governing board relative to perceived community needs paired with available resources. This section examines this relationship through three distinct and interrelated capacity categories: (a) financial resources; (b) staffing levels; and (c) facilities and equipment. This includes assessing these capacity categories relative to recent, current, and future conditions as well as regional comparisons as appropriate.

#### 1.1 Financial Resources

The financial resources of law enforcement agencies represent the most important capacity factor with regard to their ability to adequately address service demands. This factor is highlighted by the importance of the revenue to expense relationship and proportional impact of law enforcement costs on agency-wide resources. Other pertinent financial considerations relevant to assessing the present and future level of law enforcement include per capita expenses and availability of reserves.

#### *Revenues and Expenses*

Nearly all funding for law enforcement services provided by the five local agencies in Napa County subject to this review is generated from discretionary general tax revenues collected by the respective governing bodies, commonly referred to as "general fund" monies.<sup>63</sup> The principal general tax revenue source for all of the affected agencies is predominantly property followed either by sales or transient-occupancy. Over the last five years, general fund monies collected by the affected agencies have increased by an average of 2.6 percent annually rising from an estimated total of \$323.398 to \$365.889 million. Significant increases in property tax revenues combined with moderate increases in transient-occupancy tax revenues underlie the overall increase despite sizeable decreases in sales tax revenues.

*General fund monies collected by the five local agencies have increased by an annual average of 2.6% over the last five years.*

<sup>63</sup> A key exception relates to the County and its reimbursement for contracted law enforcement services with American Canyon and Yountville. All five local agencies also receive some annual funding from federal and state grant programs.

**General Fund Revenue Source Totals Among Local Jurisdictions: Recent**  
Table V/A; Source: Agency Comprehensive Annual Financial Reports and Budgets/Napa LAFCO

General Fund Revenues	American Canyon	Calistoga	Napa	St. Helena	County	Total
<b>2010-11 (Millions)</b>						
Property Tax	\$7.391	\$1.686	\$21.436	\$2.901	\$84.196	\$117.610
Sales Tax	\$1.930	\$0.739	\$11.583	\$2.139	\$5.142	\$21.533
Transient-Occupancy Tax	\$0.600	\$3.432	\$9.161	\$1.257	\$8.299	\$22.749
Year-End Total	\$14.985	\$7.069	\$56.904	\$8.028	\$278.903	\$365.889
<b>2009-10 (Millions)</b>						
Property Tax	\$7.133	\$1.655	\$23.111	\$2.722	\$91.575	\$126.196
Sales Tax	\$1.928	\$0.671	\$11.559	\$2.092	\$16.795	\$33.045
Transient-Occupancy Tax	\$1.104	\$3.042	\$8.242	\$1.193	\$8.301	\$21.882
Year-End Total	\$11.755	\$9.740	\$58.188	\$8.176	\$251.060	\$338.919
<b>2008-09 (Millions)</b>						
Property Tax	\$7.229	\$1.710	\$23.251	\$2.577	\$85.734	\$120.501
Sales Tax	\$2.276	\$0.843	\$13.288	\$2.608	\$28.460	\$47.475
Transient-Occupancy Tax	\$1.068	\$3.209	\$8.242	\$1.310	\$9.371	\$23.200
Year-End Total	\$22.552	\$12.078	\$62.363	\$8.979	\$252.051	\$358.023
<b>2007-08 (Millions)</b>						
Property Tax	\$7.165	\$1.461	\$23.365	\$2.530	\$75.713	\$110.234
Sales Tax	\$2.447	\$0.820	\$13.502	\$1.970	\$31.188	\$49.927
Transient-Occupancy Tax	\$1.043	\$3.402	\$8.725	\$1.537	\$10.810	\$25.517
Year-End Total	\$17.280	\$11.040	\$65.644	\$9.313	\$244.105	\$347.382
<b>2006-07 (Millions)</b>						
Property Tax	\$6.416	\$1.329	\$21.267	\$2.257	\$69.224	\$100.493
Sales Tax	\$1.277	\$0.556	\$13.695	\$2.533	\$30.598	\$48.659
Transient-Occupancy Tax	\$0.784	\$2.522	\$7.779	\$1.493	\$9.654	\$22.232
Year-End Total	\$12.869	\$5.019	\$60.216	\$8.204	\$237.090	\$323.398

Calistoga has experienced the largest increase in general fund monies over the last five years among the affected agencies with its composite total rising by approximately 40 percent from an estimated \$5.019 to \$7.069 million; an increase highlighted by a one-third rise in transient-occupancy tax proceeds. American Canyon and the County have also experienced increases in their composite general fund monies during this period with their respective percentage changes both rising by slightly less than one-fifth. Napa and St. Helena, conversely, have both experienced small decreases in their composite general fund monies during this period primarily as a result of sales tax losses.

**General Fund Revenue Trends:**  
FY2007 to FY2011  
Table V/B

Calistoga	+40.8%
County of Napa	+17.6%
American Canyon	+16.4%
St. Helena	-2.1%
Napa	-5.3%

Similar to revenue changes in general fund monies, law enforcement expenses among the affected agencies have also increased over the last five years by a composite average of 3.1 percent annually rising from \$45.36 to \$52.36 million. The increase in personnel costs underlies the rise in expenses with the largest single year change occurring in 2008-2009 as most of the agencies began funding other post-employment benefit costs as required by the Government Accounting Standards Board.<sup>64</sup>

*Law enforcement expenses among the five local agencies have increased by a composite average of 3.1% over the last five years.*

<sup>64</sup> Government Accounting Standards Board (GASB) Statement 45 was initially established in 2004 and requires governmental entities to recognize the cost of other post-employment benefits, such as retiree healthcare, when they are earned rather than when they are paid.

<b>Law Enforcement Expenditures Within Local Jurisdictions: Recent</b>						
Table V/C; Source: Agency Comprehensive Annual Financial Reports and Budgets/Napa LAFCO						
Jurisdiction	2006-07	2007-08	2008-09	2009-10	2010-11	Average
American Canyon	\$3.19	\$3.74	\$5.29	\$5.25	\$5.26	\$4.55
Calistoga	\$1.85	\$2.09	\$2.20	\$2.20	\$1.74	\$2.02
Napa	\$17.82	\$18.63	\$20.58	\$20.68	\$19.06	\$19.35
St. Helena	\$2.27	\$2.55	\$2.55	\$2.55	\$2.35	\$2.45
County: Sheriff	\$20.23	\$20.54	\$22.77	\$22.79	\$23.35	\$21.94
<i>Countywide Total</i>	<i>\$45.36</i>	<i>\$47.55</i>	<i>\$53.39</i>	<i>\$53.47</i>	<i>\$52.36</i>	<i>\$50.43</i>

*Amounts in millions*

### ***Relationship to Total General Fund Expenses***

Also of significance, as reflected in the preceding paragraph, the rate of increases in local law enforcement expenses in Napa County has exceeded the rate of new general fund revenues among the affected agencies during the last five years by nearly one-fifth or 20 percent. The end result of this ongoing trend is that all five affected agencies have experienced sizeable increases in the percentage of their general fund monies being dedicated to law enforcement services. This trend is particularly evident with respect to the cities as all four are now budgeting between 28 and 37 percent of their general fund monies to support law enforcement services in the current fiscal year.

### **Current Percentage of General Fund Monies Budgeted to Law Enforcement**

Table V/D; Source: Napa LAFCO

American Canyon	Calistoga	Napa	St. Helena	County of Napa
34%	37%	28%	31%	11%

### ***Per Capita Expenses***

The County Sheriff has averaged the highest per capita expense for law enforcement services over the last five years at \$453 among the five affected agencies. This amount, however, is artificially inflated given there is no practical method of adjusting to account for the cost recovery associated with its service contracts with American Canyon and Yountville. Among the cities, there is a sizeable cost difference as measured by per capita law enforcement expenses between the north valley and south valley cities with the latter group incurring a cost savings of over one-half relative to the former group.

<b>Average Law Enforcement Expense Per Capita: FY2007 to FY2011</b>	
Table V/E; Source: Napa LAFCO	
County: Sheriff	\$453
St. Helena	\$413
Calistoga	\$381
American Canyon	\$266
Napa	\$250

American Canyon has experienced the largest percentage change in its per capita law enforcement cost by rising 34 percent over the last five years; an amount that exceeds the percentage change in its population by two-fifths. County Sheriff, Napa, and St. Helena have also experienced moderate increases in their per capita law enforcement expenses ranging between 5 and 11 percent during the period. Calistoga is the only local agency that has experienced an actual decline in its per capita law enforcement expense as reflected by its 5 percent decrease.

<b>Changes in Law Enforcement Per Capita Costs: FY2007 to FY2011</b>	
Table V/F; Source Napa LAFCO	
American Canyon	+33.5%
County: Sheriff	+11.0%
St. Helena	+5.2%
Napa	+5.1%
Calistoga	-4.8%

## Agency Reserves

Almost all of the five affected agencies providing local law enforcement services in Napa County with the exception of American Canyon have experienced precipitous declines in their general fund reserves over the last audited fiscal years. The decline is directly attributed to a reduction in general fund revenues – namely sales tax and miscellaneous service fees – associated with the downturn in the economy and has led to a composite decline of 19%. This trend has had a particular negative effect on the portion of the affected agencies' fund balances that are either set aside for unreserved/undesignated and or emergency/contingency purposes; the portion of the fund balance that could be immediately accessed to absorb law enforcement overruns.

Calistoga has experienced the largest percentage decrease in audited general fund reserves declining by nearly (50%) between fiscal years 2006 and 2010 from \$1.8 to \$0.9 million; an amount equaling only one month of generally operating expenses. St. Helena, Napa, and the County follow with declines in their audited general fund reserves during the five year period at (44%), (33%), and (17%), respectively. American Canyon, conversely, experienced a positive change in its general fund reserve over the five year period by increasing 24%.

Changes in Local Agencies' Audited General Fund Reserves						
Table V/G; Source: Affected Agencies' CAFRs						
Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Change
American Canyon	\$8.119	\$7.963	\$10.977	\$11.327	\$10.074	+24%
Calistoga	\$1.793	\$1.886	\$1.711	\$1.389	\$0.933	-47%
Napa	\$20.881	\$28.344	\$26.779	\$18.081	\$13.872	-33%
St. Helena	\$4.195	\$5.173	5.651	\$5.257	\$2.33	-44%
County of Napa	\$73.954	\$75.127	\$49.971	\$50.967	\$61.374	-17%

*Amounts in millions*

## 1.2 Staffing Levels

Staffing levels among local law enforcement agencies are generally divided between two distinct categories: sworn officers and support personnel. It is common practice for most local law enforcement agencies that their sworn officers represent a significantly larger portion of their overall staffing compared to their support personnel and are typically the most likely group to have interactions with the general public. Nonetheless, support personnel appear to be assuming larger responsibilities within law enforcement agencies as part of a national trend towards “community policing” in which there is a greater emphasis on organizing and managing citizen engagement.

### Combined Personnel Totals

The five local agencies in Napa County subject to this review employ 266 law enforcement personnel divided between 187 sworn officers and 79 support staff.<sup>65</sup> This aggregate total has remained the same, markedly, over the last five years with the only changes limited to increasing the number of

*Total number of actual law enforcement personnel among the five agencies has remained the same over the last five years.*

<sup>65</sup> Personnel totals as of June 30, 2011.

sworn officers by six with a matching decrease in support staff. The current total produces a composite breakdown in which 70% of local law enforcement personnel within the five affected agencies are sworn officers.

All five affected agencies have experienced some change in the number and division of their law enforcement personnel. Three agencies have experienced a net increase in law enforcement personnel and include the County Sheriff (six), American Canyon (one), and Calistoga (one). The remaining two agencies, Napa (seven) and St. Helena (one), in turn, have decreased their law enforcement personnel.

#### Law Enforcement Personnel Within Local Jurisdictions: Recent

Table V/H; Source: FBI Uniform Crime Reports

Jurisdiction	2006-07		2007-08		2008-09		2009-10		2010-11	
	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	Sworn/Support	
American Canyon	22	3	22	3	22	3	23	3	23	3
Calistoga	10	4	11	4	11	4	11	4	11	4
Napa	71	43	69	42	74	41	71	43	66	41
St. Helena	12	4	13	4	12	4	12	4	11	4
County: Sheriff	66	31	71	27	76	28	73	28	76	27
<i>Totals:</i>	<i>181</i>	<i>85</i>	<i>186</i>	<i>80</i>	<i>195</i>	<i>80</i>	<i>190</i>	<i>82</i>	<i>187</i>	<i>79</i>
<i>Personnel Division:</i>	<i>(68%)</i>	<i>(32%)</i>	<i>(70%)</i>	<i>(30%)</i>	<i>(71%)</i>	<i>(29%)</i>	<i>(70%)</i>	<i>(30%)</i>	<i>(70%)</i>	<i>(30%)</i>

\* Preceding totals represent *actual* filled positions; budgeted numbers may differ

\* County Sheriff totals exclude sworn officers assigned by contract to American Canyon

#### Sworn Officers Relative to Population

A common measurement for law enforcement agencies with respect to quantifying the relationship between staff and service population is to consider the number of *sworn officers* for every 1,000 persons residing in their respective jurisdictions (emphasis added). Although no national standard exists, the current composite total for law enforcement agencies in the western United States are 1.84 sworn officers for every 1,000 residents.<sup>66</sup>

Average Sworn Officers/1,000:  
FY2007 to FY2011  
Table V/I; Source Napa LAFCO

Calistoga	2.0
St. Helena	2.0
County Sheriff	1.5
American Canyon	1.3
Napa	0.9

The composite range among the five affected agencies Napa County over the last five years has been relatively stagnant from a low of 1.34 to a high of 1.42 sworn officers for every 1,000 residents. Within the individual local agencies, Calistoga and St. Helena have both averaged the highest number of sworn officers for every 1,000 residents over the last five years at 2.0. County Sheriff, American Canyon, and Napa follow with an average number of sworn officers for every 1,000 residents of 1.5, 1.3, and 0.9, respectively.

*The ratio of sworn officers per 1,000 residents in Napa County falls within the bottom one-third of the entire Bay Area region.*

<sup>66</sup> The composite average for law enforcement agencies in the western United States showing 1.84 sworn officers per 1,000 residents derived from the Department of Justice's Uniform Crime Report for 2010, Table 71.



The overall ratio of sworn officers for every 1,000 residents among the five affected agencies in Napa County is currently 1.35. This amount falls within the bottom one-third of the entire nine county Bay Area region and ahead of only Alameda and Solano.

**Current Sworn Officers / 1,000 Residents Among Bay Area Counties**  
Table V/J; Source: FBI 2010 Uniform Crime Reports / Napa LAFCO

County	Ratio
San Francisco	3.80
Sonoma	1.68
Marin	1.62
Contra Costa	1.52
San Mateo	1.51
Santa Clara	1.46
Napa	1.35
Solano	1.22
Alameda	1.14

### ***1.3 Facilities and Equipment***

This subsection will be prepared as part of the complete draft report.

## **2.0 Demands**

Demands on law enforcement continue to serve as important indicators with respect to assessing the capacity of affected agencies in protecting and serving their respective communities. Most notably, although not an exclusive connection, an underlying principle in considering demands and its informative relationship to capacities is the tenet that law enforcement in and of itself serves as a deterrent to criminal activity. This section examines the range of demands on local law enforcement agencies through three distinct and interrelated categories: (a) service calls; (b) reported crimes; and (c) types of reported crimes. This includes assessing these demand categories relative to recent and current conditions as well as regional comparisons as appropriate.

### ***2.1 Service Calls***

#### ***Countywide Service Calls***

The five affected local agencies providing law enforcement services in Napa County collectively tallied 119,507 service calls in 2009-2010. This amount represents a slight reduction in annual service calls over the preceding five year period of less than two percent or 1,956. Nearly all of the decrease is attributed to service call declines reported by County Sheriff and Napa. Two distinct factors appear to underlie the decline in annual service calls within these two agencies: the former involving the closure of the Lake Berryessa resorts and the latter tied to the implementation of an online crime reporting system. Decreases with County Sheriff and Napa, markedly, also helped to absorb a sizeable increase in annual service calls from American Canyon and, to a lesser degree, St. Helena.

*Service calls overall have decreased by more than 2% over the last five years.*

### Service Calls Among Local Law Enforcement Agencies

Table V/K; Source: Affected Local Agencies / Napa LAFCO

Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	15,511	19,047	17,544	16,883	16,716	17,140	+7.8%
Calistoga	7,187	6,728	7,439	7,261	6,767	7,076	-5.8%
Napa	64,394	61,996	55,786	56,600	62,945	60,344	-2.3%
St. Helena	8,965	9,655	12,355	11,441	9,188	10,320	+2.5%
County Sheriff	25,406	26,058	27,913	26,789	23,891	25,748	-6.0%
Totals	121,463	123,484	121,037	118,974	119,507	120,893	-1.6%

### Individual Agency Service Calls

The five year average among the affected agencies produces a ratio of 878 service calls for every 1,000 residents in Napa County. This ratio translates to nearly nine out of ten residents generating one annual service call to law enforcement. The two north valley cities – St. Helena and Calistoga – both averaged more than one service call per resident during the five year period with their five year average ratio (calls per 1,000) totaling 1,764 and 1,364, respectively. The remaining three affected agencies – County Sheriff, American Canyon, and Napa – averaged less than one call per resident during the five year period with respective ratios totaling 874, 870, and 779.

*Calistoga and St. Helena have averaged more than one service call for every resident over the last five years.*

### Five-Year Average Service Calls Per 1,000 Residents

Among Local Law Enforcement Agencies

Table V/L; Source: Affected Local Agencies / Napa LAFCO

Agency	Average Annual Calls 2005-06 to 2009-10	Current Population	Service Calls Per 1,000 Residents
American Canyon	17,140	19,693	870.4
Calistoga	7,076	5,188	1,364.0
Napa	60,344	77,464	779.0
St. Helena	10,320	5,849	1,764.4
County	25,748	29,445	874.4
Totals	120,893	137,639	878.3

\* County population includes the unincorporated area and the Town of Yountville

## 2.2 Reported Crimes

Reported crime totals among all local law enforcement agencies are annually collected and cataloged by the United States Department of Justice. Reported crimes represent actual criminal offenses that have been tallied by law enforcement agencies in response to service calls and/or self-reporting. The phrase “reported” denotes the crime has not been adjudicated by the courts or cleared by other means.

### Countywide Trends in Reported Crimes

The five local law enforcement agencies in Napa County have collectively averaged 4,681 reported crimes between 2005-2006 and 2009-2010. Average totals have experienced a sizable reduction in reported crimes over the preceding five year period of nearly nine percent or 404. All of the affected agencies with the exception of American Canyon have experienced declines in reported crimes during this period. St. Helena experienced the largest percentage decline in reported crimes at 40.0 percent followed by Napa, County Sheriff, and Calistoga at 13.2, 12.8, and 8.3 percent, respectively. American Canyon, conversely, experienced nearly a 40 percent increase in reported crimes with the most recent years marking peak totals.

*Average crime totals overall in Napa County have declined by nearly 10 percent over the preceding five year period.*

#### Reported Crimes Among Local Law Enforcement Agencies

Table V/M; Source: CA Department of Justice/ Napa LAFCO

Agency	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	471	370	588	647	647	544.6	+37.4%
Calistoga	157	154	179	166	144	160.0	-8.3%
Napa	3,202	3,348	3,509	2,896	2,779	3,146.8	-13.2%
St. Helena	145	102	112	102	87	109.6	-40.0%
County	670	714	886	744	584	719.6	-12.8%
Totals	4,645	4,688	5,274	4,555	4,241	4,680.6	-8.7%

### Individual Agency Relationship Between Service Calls and Reported Crimes

The relationship between service calls and reported crimes serves as an effective measurement in assessing the actual value of calls. More specifically, the ratio of service calls to reported crimes serves as a reasonable indication on how efficient law enforcement resources are being utilized. While there is no national standard, a lower ratio is preferred given it indicates a more direct relationship between calls and crimes. A higher ratio, conversely, suggests a higher proportion of unwarranted calls to law enforcement agencies.

Napa has the lowest ratio among the five affected local agencies with 19 service calls for every one reported crime over the last five years. American Canyon, County, and Calistoga follow relatively close to Napa with respective ratios of 32, 36, and 44 service calls for every one reported crime in their respective jurisdictions. St. Helena, on the other hand, has a relatively high ratio of 94 service calls for every one reported crime; an amount that is more than double the next highest total.

#### Average Call to Crime Ratio: FY2006 to FY2010

Table V/N; Source Napa LAFCO

Napa	19 to 1
American Canyon	32 to 1
County	36 to 1
Calistoga	44 to 1
St. Helena	94 to 1

### *Individual Agency Relationship Between Crimes and Population*

The relationship between crimes and resident population helps to contextualize demands on law enforcement agencies relative to their respective constituent base. An accepted method in assessing this relationship is to quantify crime totals in more manageable amounts with the most common measurement being in 1,000 person increments. A lower ratio is inherently preferred given it indicates crime levels within the affected community are presumably manageable. A higher ratio, in contrast, suggests crime levels within the affected community are more pervasive and require additional resources to address.

Average reported crime totals among the five local law enforcement agencies between 2005-2006 and 2009-2010 generally correspond with population totals with the larger communities producing more crime on average than smaller communities. Towards this end, St. Helena has averaged the lowest crime totals of the five affected agencies over the last five years by tallying 18.7 reported crimes for every 1,000 residents. Conversely, Napa has averaged the highest crime totals by tallying 40.6 reported crimes for every 1,000 residents. A notable outlier involves Calistoga, which along with St. Helena have the two smallest resident populations of the five affected agencies, but finished with the second highest average crime totals by tallying 30.8 reported crimes for every 1,000 residents.

*St. Helena has averaged the lowest proportional crime totals of the five affected agencies over the last five years by tallying 18.7 reported crimes for every 1,000 residents. Conversely, Napa has averaged the highest proportional crime totals by tallying 40.6 reported crimes for every 1,000 residents.*

**Five-Year Average Reported Crimes Per 1,000 Residents  
Among Local Law Enforcement Agencies in Napa County**  
Table V/O; Source: Affected Local Agencies / Napa LAFCO

Agency	Average Reported Crimes 2005-06 to 2009-10	Current Population	Reported Crimes Per 1,000 Residents
St. Helena	109.6	5,849	18.7
County	719.6	29,445	24.4
American Canyon	544.6	19,693	27.7
Calistoga	160.0	5,188	30.8
Napa	3,146.8	77,464	40.6

\* County population includes the unincorporated area and the Town of Yountville

### **2.3 Types of Reported Crimes**

Not all crimes are equal and there is value in distinguishing the types of criminal offenses in terms of assessing severity. The most serious types of crimes are uniformly categorized by law enforcement as violent and involve force or threat of force. Violent crimes are subdivided to include murder, rape, aggravated assault, and robbery. Simple assault crimes follow violent in terms of severity and are generally characterized by the lack of intent and are subdivided to include inadvertent physical harm, unwelcome physical contact, and threats of violence. Property crimes are relatively the least serious offenses and generally involve inanimate objects, such as theft of property with no force or threat of force against the victims. Examples include burglary, larceny-theft, motor vehicle theft, and arson.

### Countywide Trends in Types of Reported Crimes

The breakdown of reported crime types has remained relatively consistent in Napa County between 2005-2006 and 2009-2010. Property crimes on average represented more than two-thirds of all reported incidents among the five local law enforcement agencies during this period followed by simple assault (one-fifth) and violent (one-tenth) offenses. Markedly, during this period, the percentage of property crimes in one year never fell below 66.7 percent while the percentage of violent crimes never exceeded 10.2 percent.

#### Reported Crime Types in Napa County

Table V/P; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	% of Total
Violent	475	438	454	378	386	9.1
Simple Assault	1,006	1,122	1,180	980	821	21.8
Property	3,174	3,128	3,640	3,197	3,034	69.1
<i>Totals</i>	4,655	4,688	5,274	4,555	4,241	

In terms of trends, consistent with overall volume, crime within each of the three category types has declined over the last five years with the sharpest decreases occurring most recently. The largest percentage decline involved violent crimes, which has decreased by 18.7 percent and underlined by over a one-third decrease in countywide aggravated assault totals. Further, murder totals countywide have remained relatively minimal with the notable exception in which one-half of the 12 homicides reported during the period occurred during 2005-2006. Simple assaults have also experienced a sizeable decrease during the period at 18.4 percent followed by property crimes at 4.4 percent.

*Crime within each of the three category types has declined over the last five years with the sharpest decreases occurring most recently.*

#### Trends in Reported Crime Types in Napa County

Table V/Q; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	Trend
Violent	475	438	454	378	386	-18.7%
Simple Assault	1,006	1,122	1,180	980	821	-18.4%
Property	3,174	3,128	3,640	3,197	3,034	-4.4%
<i>Totals</i>	4,655	4,688	5,274	4,555	4,241	-8.9%

## Individual Agency Trends in Types of Reported Crimes

### Violent Crimes

American Canyon experienced the largest percentage change in violent crime totals during the last five years with an increase of 84.4 percent, which is attributed to an over two-third increase in robberies.<sup>67</sup> Napa experienced the largest percentage decrease in violent crimes by declining 29.2 percent; a change attributed to an over two-fifths drop in aggravated assaults.<sup>68</sup> St. Helena and Calistoga also experienced percentage decreases in violent crimes at 20.0 and 25.0 percent, respectively, while County remained relatively stagnant.

**Agency Trends in Violent Crimes:  
FY2006 to FY2010**  
Table V/R; Source Napa LAFCO

American Canyon	+84.4%
County	+2.6%
St. Helena	-20.0%
Calistoga	-25.0%
Napa	-29.2%

### Simple Assaults

St. Helena experienced the largest percentage change in simple assaults during the last five years with a decrease of 45.5 percent. The other four affected local agencies also experienced decreases in simple assaults ranging from 8.9 to 33.3 percent during the time period.

**Agency Trends in Simple Assaults:  
FY2006 to FY2010**  
Table V/S; Source Napa LAFCO

County	-8.9%
Napa	-18.3%
American Canyon	-25.5%
Calistoga	-33.3%
St. Helena	-45.5%

### Property Crimes

American Canyon experienced the largest percentage change in property crimes by increasing 50.1 percent over the last five years. This change is primarily attributed to nearly a four-fifths increase in larceny and thefts followed by a one-tenth increase in motor vehicle thefts. St. Helena has experienced the largest percentage decrease in property crimes during the period underlined by a two-fifths reduction in larceny and thefts. County, Napa, and Calistoga also experienced moderate to small decreases in property crimes at 15.2, 8.5, and 6.8 percent, respectively.

**Agency Trends in Property Crimes:  
FY2006 to FY2010**  
Table V/T; Source Napa LAFCO

American Canyon	+50.1%
Calistoga	-6.8%
Napa	-8.5%
County	-15.2%
St. Helena	-40.3%

<sup>67</sup> Robberies in American Canyon increased by 71% rising from nine to 31 between 2005-06 and 2009-10.

<sup>68</sup> Aggravated assaults in Napa have declined by 42.3% over the five-year period by decreasing from 331 to 191 incidents.

### 3.0 Performance

Assigning appropriate performance measures for law enforcement agencies is challenging given the number of external and changing variables influencing the level and range of service delivery. This includes, most notably, local conditions that are unique to individual communities and difficult to quantify relative to creating an “apple to apple” comparison among multiple service providers. It appears reasonable, accordingly, to focus performance measures to those factors that are less impressionable to external factors and easier to quantify in terms of cross-agency comparisons. With this in mind, this section focuses on two types of performance measures for law enforcement: (a) clearance rates and (b) public complaint filings. The former measurement includes assessing the portion of reported crimes that have been successfully adjudicated or determined to be unfounded while the latter involves the number of citizen complaints filed by and/or on behalf of the public.

#### 3.1 Clearance Rates

##### *Trends in Clearance Rates: Overall Reported Crimes*

The five local law enforcement agencies in Napa County have collectively cleared 1,553 of the 4,681 total reported crimes between 2005-2006 and 2009-2010. This results in an average overall clearance rate of 33.2 percent. Total annual clearance rates have fluctuated considerably during this period from a low of 28.8 percent to a high of 37.7 percent.

*Countywide clearance rates have fluctuated between 2005-06 and 2009-10 from a low of 28.8% and a high of 37.7%.*

The five year trend, nevertheless, shows clearance rates have remained relatively consistent as measured by the beginning and ending points by only decreasing by one-twentieth.

The total number of clearances during this period has experienced a sizeable reduction of nearly 14 percent or 241; a reduction that contrasts with the overall nine percent decline in crime during the five year span. The percentage of cleared crimes during this period has also declined from 37.7 to 35.7 percent. Significantly, this decline is largely attributed to a sharp and pervasive decrease in clearance rates between 2005-2006 and 2006-2007; a period in which countywide crimes increased by only 33, but the number of cleared crimes decreased by 405, or 10 percent. This sharp decrease in clearance rates during the two-year period parallels the timing of the housing market collapse and suggests law enforcement capacities were overtaxed and their response to this “stress test” resulted in a dramatic one-year decline in clearance rates; rates that have gradually been improving since 2006-2007.

*The housing market collapse and economic downturn appear to have significantly effected crime clearance rates beginning in 2006-2007.*

##### **Trends in Clearance Rates: Overall Reported Crimes in Napa County**

Table V/U; Source: CA Department of Justice/ Napa LAFCO

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Trend
Reported Crimes	4,655	4,688	5,274	4,555	4,241	-8.9%
Clearances	1,755	1,350	1,593	1,553	1,514	-13.7%
% Cleared	37.7	28.8	30.2	34.1	35.7	-5.3%

### *Trends in Clearance Rates: Individual Reported Crime Types*

The breakdown of types of reported crime clearance rates in Napa County between 2005-2006 and 2009-2010 highlight two distinct and opposite patterns with respect to the probability of certain offenses being adjudicated or deemed unfounded by one of the five local law enforcement agencies. Violent and simple assault crimes, specifically, have been collectively cleared on average more than two-thirds of the time at 70.5 percent despite percentage declines in respective clearance rates over the corresponding period. Property crimes, contrarily, have been collectively cleared on average less than one-fifth of the time at 16.5 percent despite a percentage increase in clearance rates. It appears a reasonable explanation underlying the distinction in which local law enforcement agencies are far more successful in clearing violent and simple assault crimes compared to property crimes is that the former (i.e., violent and simple assault offenses) are more likely to produce eye-witnesses.

*Countywide clearance rates show two distinct and opposite patterns in crime solving: violent and simple assault offenses have been cleared on average 75% while property offenses are cleared on average 16.5%.*

#### **Trends in Clearance Rates: Individual Reported Crime Types in Napa County**

Table V/V; Source: CA Department of Justice/ Napa LAFCO

Year	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
Violent	70.1	58.7	62.1	67.2	65.3	64.7	-6.8%
Simple Assault	87.2	61.9	67.8	76.6	73.4	72.9	-15.8%
Property	17.2	12.8	14.0	17.1	21.7	16.5	+26.2%

### *Trends in Clearance Rates: Individual Agencies*

All of the individual affected agencies with the exception of the County have experienced improvement in their respective clearance rates between 2005-2006 and 2009-2010. St. Helena experienced the largest percentage improvement in its clearance rate rising by nearly one-fifth during this period. Calistoga and American Canyon also experienced approximate one-tenth improvements in their clearance rates followed by Napa which finished the period with a slight percentage increase. The County's clearance rate declined precipitously by three-fifths and highlighted by sharp decreases occurring in 2006-2007 and 2009-2010.

*All five local affected agencies with the exception of the County have improved their respective clearance rates between 2005-06 and 2009-10.*

#### **Average and Trends in Clearance Rates: Individual Agencies in Napa County**

Table V/W; Source: CA Department of Justice/ Napa LAFCO

Category	2005-06	2006-07	2007-08	2008-09	2009-10	Average	Trend
American Canyon	40.1	30.3	27.2	38.6	43.3	36.4	+8.0%
Calistoga	31.8	31.8	25.1	31.3	35.4	31.1	+11.3%
Napa	37.4	30.9	31.1	34.3	38.3	34.4	+2.4%
St. Helena	16.6	34.3	26.8	16.7	19.5	22.8	+17.5%
County	43.9	16.7	30.0	32.5	17.5	28.1	-60.1%



## *Trends in Clearance Rates: Types of Reported Crimes*

### *Violent Crimes*

The overall clearance rate for violent crimes is 64.7 percent among the five affected local law enforcement agencies between 2005-2006 and 2009-2010. Calistoga has averaged the highest clearance rate for violent crimes during the period at 82.8 percent. The remaining four agencies' clearance rates for violent crimes have averaged from a low of 58.2 to a high of 66.7 percent.

Agency Average Clearance Rates for Violent Crime: FY2006 to FY2010 Table V/X; Source Napa LAFCO	
Calistoga	82.8%
County	66.7%
Napa	63.4%
St. Helena	63.1%
American Canyon	58.2%

The overall trend in clearance rates for violent crimes has been a 6.8 percent decline between 2005-2006 and 2009-2010. This overall decline is attributed to Napa and its 13.1 percent decrease in clearance rate for violent crimes during this period.<sup>69</sup> The remaining four affected agencies all experienced improvements in their clearance rates for violent crimes led by St. Helena at 87.5 percent and followed by Calistoga, American Canyon, and the County at 33.3, 24.5, and 9.5 percent, respectively.

Agency Trends in Clearance Rates for Violent Crime: FY2006 to FY2010 Table V/Y; Source Napa LAFCO	
St. Helena	+87.5%
Calistoga	+33.3%
American Canyon	+24.5%
County	+9.5%
Napa	-13.1%

### *Simple Assault Crimes*

The overall clearance rate for simple assault crimes is 72.9 percent among the five affected local law enforcement agencies between 2005-2006 and 2009-2010. St. Helena, American Canyon, and Napa have averaged the highest clearance rates for simple assault crimes during the period at 78.2, 77.0, and 76.0 percent, respectively. Calistoga and the County's clearance rates for simple assault crimes have averaged 65.7 and 37.5 percent, respectively.

Agency Average Clearance Rates for Simple Assault Crime: FY2006 to FY2010 Table V/Z; Source Napa LAFCO	
St. Helena	78.2%
American Canyon	77.0%
Napa	76.0%
Calistoga	65.7%
County	37.5%

The overall trend in clearance rates for simple assault crimes has been a 15.8 percent decline between 2005-2006 and 2009-2010. This overall decline is attributed to Napa and its 8.2 percent decrease in clearance rate for simple assault crimes during this period.<sup>70</sup> The remaining four affected agencies all experienced improvements in their clearance rates for simple assault crimes led by St. Helena at 52.8 percent and followed by American Canyon, the County, and Calistoga at 10.7, 9.5, and 3.9 percent, respectively.

Agency Trends in Clearance Rates for Simple Assault Crime: FY2006 to FY2010 Table V/AA; Source Napa LAFCO	
St. Helena	+52.8%
American Canyon	+10.7%
County	+9.5%
Calistoga	+3.9%
Napa	-8.2%

<sup>69</sup> In 2005-06, Napa cleared 279 of the 384 violent crimes in its jurisdiction, resulting in a percentage of 72.7%. Comparatively, Napa cleared only 172 of the 272 violent crimes in 2009-10, resulting in a percentage of 63.2%.

<sup>70</sup> In 2005-06, Napa cleared 654 of the 722 simple assault crimes in its jurisdiction, resulting in a percentage of 90.6%. Comparatively, Napa cleared only 491 of the 590 simple assault crimes in 2009-10, resulting in a percentage of 83.2%.

### *Property Crimes*

The overall clearance rate for property crimes is 16.5 percent among the five affected local law enforcement agencies between 2005-2006 and 2009-2010. American Canyon has averaged the highest clearance rates for simple assault crimes during the period at 25.9 percent. The remaining four agencies' clearance rates for property crimes have averaged from a low of 13.1 to a high of 16.2 percent.

**Agency Average Clearance Rates  
for Property Crime:  
FY2006 to FY2010**  
Table V/BB; Source Napa LAFCO

American Canyon	25.9%
County	16.2%
Napa	15.0%
Calistoga	14.6%
St. Helena	13.1%

The overall trend in clearance rates for property crimes has been a 26.2 percent increase between 2005-2006 and 2009-2010. This overall rise is attributed to Napa, Calistoga, and American Canyon with their respective 65.9, 60.3, and 22.2 percent increases in clearance rate for property crimes during this period. St. Helena and the County experienced decreases in their clearance rate for property crimes at 5.6 and 64.7 percent, respectively.

**Agency Trends in Clearance Rates  
for Property Crime:  
FY2006 to FY2010**  
Table V/CC; Source Napa LAFCO

Napa	+65.9%
Calistoga	+60.3%
American Canyon	+22.2%
St. Helena	-5.6%
County	-64.7%

### **3.2 Public Compliant Filings**

This subsection will be prepared as part of a complete draft report.

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## **VI. SOURCES**

This section will be prepared as part of a complete draft report.

California Government Code Section 56430

(a) In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

- (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, including advantages and disadvantages of consolidation or reorganization of service providers.
- (8) Evaluation of management efficiencies.
- (9) Local accountability and governance.

(b) In conducting a service review, the commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area.

(c) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.

(d) Not later than July 1, 2001, the Office of Planning and Research, in consultation with commissions, the California Association of Local Agency Formation Commissions, and other local governments; shall prepare guidelines for the service reviews to be conducted by commissions pursuant to this section.



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Policy on Municipal Service Reviews*

Adopted: November 3, 2008

#### **I. Background**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires the Commission to prepare municipal service reviews in conjunction with its mandate to review and update each local agency's sphere of influence every five years as necessary. The legislative intent of the municipal service review process is to inform the Commission with regard to the availability, capacity, and efficiency of governmental services provided within its jurisdiction prior to making sphere of influence determinations. Municipal service reviews must designate the geographic area in which the governmental service or services are under evaluation. Municipal service reviews must also include determinations addressing the governance factors prescribed under Government Code Section 56430 and any other matters relating to service provision as required by Commission policy.

#### **II. Purpose**

The purpose of these policies is to guide the Commission in conducting municipal service reviews. This includes establishing consistency with respect to the Commission's approach in the (a) scheduling, (b) preparation, and (c) adoption of municipal service reviews.

#### **III. Objective**

The objective of the Commission in conducting municipal service reviews is to proactively and comprehensively evaluate the level, range, and structure of governmental services necessary to support orderly growth and development in Napa County. Underlying this objective is to develop and expand the Commission's knowledge and understanding of the current and planned provision of local governmental services in relationship to the present and future needs of the community. The Commission will use the municipal service reviews not only to inform subsequent sphere of influence determinations but also to identify opportunities for greater coordination and cooperation between providers as well as possible government structure changes.

#### **IV. Municipal Service Review Policies**

##### **A. Scheduling**

Beginning in 2008, and every five years thereafter, the Commission will hold a public hearing to adopt a study schedule calendaring municipal service reviews over the next five year period. Public hearing notices will be circulated 21 days in advance to all local agencies as well as posted on the Commission website. The Commission will generally schedule municipal service reviews in conjunction with sphere of influence updates. The Commission, however, may schedule municipal service reviews independent of sphere of influence updates. The Commission may also amend the study schedule to add, modify, or eliminate calendared municipal service reviews to address changes in circumstances, priorities, and available resources.

In adopting a study schedule, the Commission will calendar three types of municipal service reviews. These three types of municipal service reviews are 1) service-specific, 2) region-specific, and 3) agency-specific and are summarized below.

- A service-specific municipal service review will examine particular governmental services across multiple local agencies on a countywide basis.
- A region-specific municipal service review will examine the range of governmental services provided by local agencies within a particular area.
- An agency-specific municipal service review will examine the breadth of governmental services provided by a particular local agency.

## **B. Preparation**

The Commission will encourage input among affected local agencies in designing the municipal service reviews to enhance the value of the process among stakeholders and capture unique local conditions and circumstances effecting service provision. This includes identifying appropriate performance measures as well as regional growth and service issues transcending political boundaries. The Commission will also seek input from the affected local agencies in determining final geographic area boundaries for the municipal service reviews. Factors the Commission may consider in determining final geographic area boundaries include, but are not limited to, spheres of influence, jurisdictional boundaries, urban growth boundaries, general plan designations, and topography.

The Commission will prepare the municipal service reviews but may contract with outside consultants to assist staff as needed. Data collection is an integral component of the municipal service review process and requires cooperation from local agencies. The Commission will strive to reduce the demands on local agencies in the data collection process by using existing information resources when available and adequate. All service related information compiled by local agencies will be independently reviewed and verified by the Commission.

Each municipal service review will generally be prepared in three distinct phases. The first phase will involve the preparation of an administrative report and will include a basic outline of service information collected and analyzed by staff. The administrative report will be made available to each affected local agency for their review and comment to identify any technical corrections. The second phase will involve the preparation of a draft report that will be presented to the Commission for discussion at a public meeting. The draft report will incorporate any technical corrections identified during the administrative review and include determinations. The draft report will be made available to the public for review and comment for a period of no less than 21 days. The third phase will involve the preparation of a final report and will address any new information or comments generated during the public review period and will be presented to the Commission as part of a public hearing.

As noted, each municipal service review will include one or more determinations addressing each of the following governance factors required under Government Code Section 56430 and by Commission policy:

1. Growth and population projections for the affected area. (§56340(a)(1)).
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies. (§56340(a)(2))
3. Financial ability of agencies to provide services. (§56340(a)(3))
4. The status of, and opportunities for, shared facilities. (§56340(a)(4))
5. Accountability for community service needs, including governmental structure and operational efficiencies. (§56340(a)(5))
6. Relationship with regional growth goals and policies. (Commission)

### **C. Adoption**

The Commission will complete each scheduled municipal service review by formally receiving a final report and adopting a resolution codifying its determinations as part of public hearing.



# Appendix C

Jurisdiction	Name	2005 Rooms	2013 Rooms	% of Overall	% Change	
City of American Canyon	Fairfield Inn and Suites		80			
	Double Tree		132			
	Holiday Inn and Express		101			
	<b>Total</b>	<b>80</b>	<b>313</b>	<b>7.1%</b>	<b>291.3%</b>	
	City of Napa	1801 First Inn		8		
		Arbor Guest House		5		
		Auia		141		
		Beazley House		11		
		Bell Abri		15		
		Best Western Elm House Inn		22		
Best Western Plus			69			
Black Bird Inn			8			
Brookside Vineyard			3			
Candlelight Inn			10			
Cedar Gables Inn			9			
Chablis Inn			34			
Chardonnay Lodge			20			
Churchill Manor			10			
Cottages of Napa Valley			8			
Embassy Suites			205			
Hawthorn Inn			60			
Hennessey House			10			
Hilton Garden Inn			80			
Inn on the First			10			
Inn on Randolph			10			
by Hotel			115			
John Muir Inn			60			
LaBelle Epoque			9			
La Residence			26			
Napa Valley Marriott			275			
McClintock Priest Bed			5			
Meritage Resort		158				
Napa Inn		14				
Napa River Inn		66				
Napa Valley Redwood Inn		58				
Napa Valley Travel Lodge		40				
Old World Inn		9				
River Point Resort		5				
River Terrace Inn		106				
Vino Bello Resort		116				
Western Verasa		180				
Whitehouse Inn		17				
<b>Total</b>	<b>1,489</b>	<b>2,007</b>	<b>46.3%</b>	<b>34.8%</b>		
County of Napa	Carneros Inn		86			
	Hillview Country Inn		3			
	Milliken Creek Inn		12			
	Oak Knoll Inn		4			
	Sierrado Resort and Spa		435			
	Springhill Suites Marriott		100			
	Stahlecker House		5			
	Auberge		50			
	Ink House		7			
	Rancho Caymus		26			
	Meadowood		85			
	Mayacamas Conference Center		50			
	Trailside Inn		3			
	Rustridge Ranch		3			
	Shady Oaks Country Inn		4			
	Wine Country Inn		24			
	Zinfandel Inn		3			
	Calistoga Ranch		48			
	Chateau de Vie		5			
	Oleander House		5			
<b>Total</b>	<b>846</b>	<b>958</b>	<b>22.1%</b>	<b>13.2%</b>		
Town of Yountville	Bardessono		62			
	Hotel Luca		20			
	Hotel Yountville		80			
	Napa Valley Lodge		55			
	Napa Valley Railway Inn		9			
	Petit Logis		5			
	Village Inn		112			
Vintage Inn		80				
<b>Total</b>	<b>347</b>	<b>423</b>	<b>9.8%</b>	<b>21.9%</b>		
City of St. Helena	Adagio Inn		3			
	Ambrose Bierce		4			
	Byland House		2			
	El Borgia		41			
	Harvest Inn		74			
	Hotel St. Helena		18			
	Inn at Southbridge		21			
	Aidy's		1			
	Red Door Inn		3			
	Sunny Acres		2			
Vineyard Country Inn		20				
Wydrown Hotel		20				
<b>Total</b>	<b>202</b>	<b>209</b>	<b>4.8%</b>	<b>3.5%</b>		
City of Calistoga	Aurora Park		6			
	Best Western Stevenson Manor Inn		34			
	Brannan Cottage Inn		6			
	Calistoga Inn		18			
	Calistoga Spa Hot Springs		57			
	Carlin Country Cottages		15			
	Casa Lana		2			
	Chanrick Inn		6			
	Chelsea Garden Inn		5			
	Chien Blanc		3			
	Cottage Grove Inn		16			
	Doctor Wilkinson's Hot Springs Resort		42			
	Golden Haven Hot Springs		28			
	Hotel di-Amici		4			
	Indian Springs Resort		42			
	Mount View Hotel and Spa		31			
	Pink Mansion		6			
Roman Spa and Resort		60				
Silver Rose Inn		20				
Solage		89				
<b>Total</b>	<b>618</b>	<b>490</b>	<b>11.3%</b>	<b>-20.7%</b>		
<b>Countywide Total</b>	<b>3,582</b>	<b>4,400</b>	<b>100.0%</b>	<b>22.8%</b>		