



Local Agency Formation Commission
LAFCO of Napa County

1700 Second Street, Suite 268
Napa, California 94559
Telephone: (707) 259-8645
Facsimile: (707) 251-1053
<http://napa.lafco.ca.gov>

November 3, 2008
Agenda Item No. 7a

October 24, 2008

TO: Local Agency Formation Commission

FROM: Keene Simonds, Executive Officer

SUBJECT: Adoption of Proposed Policy on Municipal Service Reviews and Amendments to Adopted Study Schedule (Action)

The Commission will consider a proposed policy on conducting municipal service reviews. The Commission will also consider amendments to its adopted study schedule calendaring municipal service reviews and sphere of influence updates for 2008-2012.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires Local Agency Formation Commissions (LAFCOs) to prepare municipal service reviews in conjunction with updating cities and special districts' spheres of influence by January 1, 2008 and every five years thereafter as needed. The legislative intent of the municipal service review process is to inform LAFCO 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 include written determinations making statements on the governance factors prescribed under Government Code (G.C.) Section 56430 along with any other matters relating to service provision required by LAFCO policy.

A. Discussion

At the October 6, 2008 meeting, LAFCO of Napa County ("Commission") reviewed a proposed policy on conducting municipal service reviews. The proposed policy establishes principles and procedures to help guide the Commission in scheduling, preparing, and adopting municipal service reviews in accordance with G.C. §56430. In conjunction with the proposed policy, the Commission also reviewed amendments to its adopted study schedule calendaring municipal service reviews and sphere of influence updates for 2008-2012. Amendments include consolidating seven agency-specific municipal service reviews into two region-specific municipal service reviews affecting the local agencies operating in south and central Napa County. A copy of the staff report addressing both the proposed policy and amendments to the study schedule presented at the October meeting is attached.

Jack Gingles, Commissioner
Mayor, City of Calistoga

Juliana Inman, Commissioner
Councilmember, City of Napa

Cindy Coffey, Alternate Commissioner
Councilmember, City of American Canyon

Brad Wagenknecht, Chair
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Keene Simonds
Executive Officer

At the direction of the Commission, staff circulated the proposed policy and amendments to the study schedule to local agencies on October 13th welcoming their review and comment. No written comments were received. Also at the direction of the Commission, staff has prepared the attached memorandum outlining the scope and purpose of the currently scheduled municipal service review on transportation services for 2010.

The proposed policy and amendments to the study schedule are being presented today for Commission consideration. No changes have been made to either document from their initial presentation at the October meeting.

B. Analysis

As discussed at the October meeting, the proposed policy on conducting municipal service reviews reflects and expands on the established practices of the Commission. This includes formalizing the practice of the Commission to schedule municipal service reviews every five years as needed while now requiring their adoptions take place during public hearings. Markedly, the proposed policy establishes clear written goals and procedures to direct the Commission in fulfilling its mandate to proactively assess the current and planned provision of municipal services in relationship to present and future growth in Napa County.

Substantive amendments made to the study schedule include the aforementioned consolidation of seven agency-specific municipal service reviews into two region-specific municipal service reviews affecting local agencies in south and central Napa County. This amendment will help economize staff resources as well as enhance the focus of the Commission in making measured determinations with regard to service capacities and demands in the two regions. An additional amendment includes transitioning the study schedule from calendar to fiscal year to correspond with the annual budget process.

C. Recommendation

It is recommended the Commission take the following actions:

- 1) Adopt the attached proposed policy on municipal service reviews with any desired changes; and
- 2) Adopt the attached amended study schedule calendaring municipal service reviews and sphere of influence updates for 2008-2012 with any desired changes.

Respectfully submitted,



Keene Simonds
Executive Officer

Attachments:

- 1) Proposed Policy on Municipal Service Reviews
- 2) Revised Study Schedule
- 3) Memo: Municipal Service Review on Transportation Services
- ~~4) October 6, 2008 Staff Report~~



LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
Policy on Municipal Service Reviews

Adopted: _____

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.



**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
STUDY SCHEDULE (2008/09-2012/13)**

**Municipal Service Reviews (Government Code §56430)
Sphere of Influence Reviews (Government Code §56425)**

Adopted: February 4, 2008

Amended: _____

Fiscal Year 2008/2009

South Napa County

Municipal service review will examine the governmental services provided by the City of American Canyon, American Canyon Fire Protection District, and County Service Area No. 3. The municipal service review will precede sphere of influence reviews for all three local agencies.

Lake Berryessa Area

Municipal service review will examine the governmental services provided by the Lake Berryessa Resort Improvement District, Napa-Berryessa Resort Improvement District, and the Spanish Flat Water District. The municipal service review will precede sphere of influence reviews for all three local agencies.

Fiscal Year 2009/2010

County Service Area No. 4

Municipal service review will examine the governmental services provided by County Service Area No. 4 and will precede a sphere of influence review.

Napa County Regional Park & Open Space District

Municipal service review will examine the governmental services provided by the Napa County Regional Park & Open Space District will precede the establishment of a sphere of influence review.

Napa County Mosquito Abatement District

Municipal service review will examine the governmental services provided by the Napa County Mosquito Abatement District and will precede a sphere of influence review.

Law Enforcement Services

Municipal service review will examine public law enforcement (i.e., police protection) services provided in Napa County.

Fiscal Year 2010/2011

Central Napa County

Municipal service review will examine the governmental services provided by the City of Napa, Napa Sanitation District, Silverado Community Services District, and Congress Valley Water District. The municipal service review will precede sphere of influence reviews for all four local agencies.

Napa River Reclamation District No. 2109

Municipal service review will examine the governmental services provided by the Napa River Reclamation District No. 2109 and will precede a sphere of influence review.

Transportation Services

Municipal service review will examine public transit and road services provided in Napa County.

Fiscal Year 2011/2012

Town of Yountville

Municipal service review will examine the governmental services provided by the Town of Yountville and will precede a sphere of influence review.

Circle Oaks County Water District

Municipal service review will examine the governmental services provided by the Circle Oaks County Water District and will precede a sphere of influence review.

Napa County Flood Control and Water Conservation District

Municipal service review will examine the governmental services provided by the Napa County Flood Control and Water Conservation District and will precede a sphere of influence review.

Napa County Resource Conservation District

Municipal service review will examine the governmental services provided by the Napa County Resource Conservation District and will precede a sphere of influence review.

Fiscal Year 2012/2013

City of Calistoga

Municipal service review will examine the governmental services provided by the City of Calistoga and will precede a sphere of influence review.

City of St. Helena

Municipal service review will examine the governmental services provided by the City of St. Helena and will precede a sphere of influence review.

Los Carneros Water District

Municipal service review will examine the governmental services provided by the Los Carneros Water District and will precede a sphere of influence review.

Cemetery Services

Municipal service review will examine public interment services provided in Napa County and will precede a sphere of influence review of the Monticello Public Cemetery District and the Pope Valley Cemetery District.



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Attachment Three

MEMORANDUM

October 6, 2008

TO: Local Agency Formation Commission

FROM: Keene Simonds, Executive Officer

**SUBJECT: Municipal Service Review on Transportation Services
(Supplement to Agenda Item No. 7a)**

This memorandum has been prepared at the request of the Commission and outlines the scope and purpose in preparing a municipal service review on transportation services during the 2008-2012 study schedule. The memorandum is being presented for discussion as part of the Commission's consideration of approving revisions to the aforementioned study schedule as part of Agenda Item No. 7a.

A. Background

On February, 4, 2008, the Commission adopted a study schedule calendaring a second round of municipal service reviews and sphere of influence updates for 2008-2012 in accordance with Government Code Sections 56430 and 56425, respectively. The adopted study schedule includes a municipal service review on transportation services in 2010.

B. Discussion

The municipal service review on transportation services will examine the level and range of public road and transit services provided throughout Napa County. This includes assessing current and planned roadways within each of the six land use authorities' jurisdictions in relationship to their respective circulation and land use policies. This also includes assessing the public transit services provided by local and regional agencies within the incorporated and unincorporated areas, such as air and ground transportation.

The purpose in scheduling the municipal service review on transportation services is to better inform the Commission with respect to the availability, capacity, and efficiency of local public transportation services within Napa County. The municipal service review will also serve as an opportunity to consider whether there is merit in alternative government structures with respect to economizing and improving transportation services. The information collected and analyzed in the municipal service review will enhance the Commission's ability to effectively coordinate orderly growth and development as it relates to present and future transportation resources.

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C. Commission Review

Staff respectfully requests the Commission review and provide input with respect to whether it prefers to (a) retain, (b) modify, or (c) eliminate the scheduled municipal service review on transportation services as part of its study schedule for 2008-2012. Direction to modify or eliminate the municipal service review should be incorporated into a motion made in conjunction with considering the suggested revisions to the study schedule outlined in the staff report for Agenda Item No. 7a.

Attachments: none