



**Napa County Regional Park  
and Open Space District**

Harold Kelly  
*Director Ward One*

Tony Norris  
*Director Ward Two*

Guy Kay  
*Director Ward Three*

Dave Finigan  
*Director Ward Four*

Myrna Abramowicz  
*Director Ward Five*

## AGENDA

### BOARD OF DIRECTORS SPECIAL JOINT MEETING WITH THE COUNTY OF NAPA BOARD OF SUPERVISORS

**Tuesday May 8, 2012 9:30 A.M.**  
1195 Third Street, Third Floor, Napa, CA 94559

#### GENERAL INFORMATION

Agenda items will generally be considered in the order indicated below, except for Set Matters, which will be considered at the time indicated. Agenda items may from time to time be taken out of order at the discretion of the President.

The meeting room is wheelchair accessible. Assistive listening devices and interpreters are available through the District Secretary. Requests for disability related modifications or accommodations, aids, or services may be made to the Secretary's office no less than than 48 hours prior to the meeting date by contacting (707) 259-8603.

Any member of the audience desiring to address the District on a matter on the Agenda, please proceed to the rostrum and, after receiving recognition from the President, give your name, address, and your comments or questions. In order that all interested parties have an opportunity to speak, please be brief and limit you comments to the specific subject under discussion. Time limitations shall be at the discretion of the President.

State law requires agency officers (Directors and Officers) to disclose, and then be disqualified from participation in, any proceeding involving a license, permit, or other entitlement for use, if the officer has received from any participant in the proceeding an amount exceeding \$250 within the prior 12 month period. State law also requires any participant in a proceeding to disclose on the record any such contributions to an agency officer.

All materials relating to an agenda item for an open session of a regular meeting of the Board of Directors which are provided to a majority or all of the members of the Board by Board members, staff or the public within 72 hours of but prior to the meeting will be available for public inspection, on and after at the time of such distribution, in the Conservation, Development and Planning Department Office at 1195 Third Street, Suite 210, Napa, California 94559, Monday through Friday, between the hours of 8:00 a.m. and 5:00 p.m., except for County holidays. Materials distributed to a majority or all of the members of the Board at the meeting will be available for public inspection at the public meeting if prepared by the members of the Board or County staff and after the public meeting if prepared by some other person. Availability of materials related to agenda items for public inspection does not include materials which are exempt from public disclosure under Government Code sections 6253.5, 6254, 6254.3, 6254.7, 6254.15, 6254.16, or 6254.22.

1. Call to Order and Roll Call
2. Public Comment

In this time period, anyone may address the Board of Directors regarding any subject over which the Board has jurisdiction but which is not on today's posted agenda. In order to provide all interested parties an opportunity to speak, time limitations shall be at the discretion of the President. As required by Government Code, no action or discussion will be undertaken on any item raised during this Public Comment period.

3. Joint Meeting with the County of Napa Board of Supervisors to discuss and potentially provide direction to staff regarding the following topics:

- a. An updated Master Plan for the Napa County Regional Park and Open Space District, including long-term funding options for the District;
- b. Status report regarding District operation of Bothe-Napa Valley State park and the Bale Grist Mill State Historic Park;
- c. State plans to surplus property and efforts to acquire Skyline Wilderness Park; and
- d. Proposed federal legislation for the creation of a Berryessa Snow Mountain National Conservation Area.

4. Adjournment



A Tradition of Stewardship  
A Commitment to Service

Agenda Date: 5/8/2012  
Agenda Placement:  
Set Time: 9:30 AM  
Estimated Report Time: 1 Hour

## NAPA COUNTY BOARD OF SUPERVISORS

### Board Agenda Letter

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**TO:** Board of Supervisors

**FROM:** Gitelman, Hillary - Director  
Conservation, Development & Planning

**REPORT BY:** John Woodbury, PARK AND OPEN SPACE PRG MGR - 259-5933

**SUBJECT:** Joint meeting with the Napa County Regional Park and Open Space District

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#### **RECOMMENDATION**

Joint Meeting of the Board of Supervisors and the Napa County Regional Park and Open Space District with discussion and possible direction to staff regarding the following topics:

1. An updated Master Plan for the Napa County Regional Park and Open Space District, including long-term funding options for the District;
2. Status report regarding District operation of Bothe-Napa Valley State Park and the Bale Grist Mill State Historic Park;
3. State plans to surplus property and efforts to acquire Skyline Wilderness Park; and
4. Proposed federal legislation for the creation of a Berryessa Snow Mountain National Conservation Area.

#### **EXECUTIVE SUMMARY**

The Board of Supervisors and the Napa County Regional Park and Open Space District Board of Directors will meet in joint session to discuss issues of mutual interest.

#### **PROCEDURAL REQUIREMENTS**

1. District roll call & District Board of Directors President calls District Special Meeting to order
2. Staff presentation
3. Public comment
4. Board & District discussion and direction to staff
5. District Board President recesses District Special Meeting.

**FISCAL IMPACT**

Is there a Fiscal Impact?                      No

**ENVIRONMENTAL IMPACT**

**ENVIRONMENTAL DETERMINATION:** No action is proposed and therefore CEQA is not applicable. This District will be completing CEQA review of the draft Master Plan Update prior to considering its adoption.

**BACKGROUND AND DISCUSSION**

The first Master Plan for the Napa County Regional Park and Open Space District was adopted by the Board of Directors in 2009. The Plan was intended to be updated every three years to ensure the Plan retains its usefulness as a "living" strategic document. In March 2012 the District Board released the first draft Master Plan Update. Comments are being accepted through June 11th, when the District Board is scheduled to consider adoption of the Update. As a result of District actions, it is now possible to identify ten open space parks, campgrounds and regional trails to which the District has committed significant resources and which will form the core of the District system. Since its formation the District has leveraged County Special Projects Funds with non-County funds at a ration of 4.9: 1.

**District Master Plan -- Status**

Since the Master Plan was adopted in 2009, the District has completed seven projects, the most significant of which were the acquisition of the Moore Creek and Berryessa Vista properties, and the completion of about 5 miles of Class I bicycle and pedestrian pathway along the Napa River in the vicinity of American Canyon. Meanwhile, another seven new projects were added. Three of these involve three major open space areas-- Spanish Valley, Crystal Flats and Stone Corral--donated to the District in 2010. Another new project--District operation of Bothe-Napa Valley State Park and the Bale Grist Mill State Historic Park--is in response to the State's decision to close 70 State Parks. The other three "new" projects are actually follow-on projects to some of the completed projects.

The net result of these changes is that the Master Plan Update still contains 61 projects, although 13 of these have been placed in the Inactive category, and another 16 are defined as Category II (lower priority). Despite the winnowing of the list of projects since the first Master Plan was adopted, the Master Plan still contains more projects than the District can realistically implement with current financial and staff resources.

Based on the principle that the District should finish and properly maintain the projects it has already started, District priorities going forward can be further narrowed and defined by what it has already committed to. This includes ten significant parks, campgrounds and regional trails, as follows:

1. Napa River and Bay Trail (American Canyon to City of Napa)
2. Napa River Ecological Reserve
3. Oat Hill Mine Trail
4. Berryessa Vista Wilderness Park
5. Berryessa Peak Trail
6. Moore Creek Park (including north shore of Lake Hennessey)
7. Camp Berryessa

8. Skyline Park
9. Spanish Valley, Crystal Flats and Stone Corral
10. Bothe-Napa Valley State Park and Bale Grist Mill State Historic Park

The single largest capital improvement within the above list is the completion of the Napa River and Bay Trail, followed by completion of Phase II (central dining facility) for Camp Berryessa. There are also huge but as yet not clearly defined capital improvement needs at the state parks now under District management.

### **Long Term Funding Options**

On November 2, 2004, Napa County voters approved Measure V and increased the Transient Occupancy Tax from 10.5% to 12% with the proceeds of the tax increase to be spent for general government purposes. Arguments prepared in favor of Measure V stated that the intent of this type of tax was to capture revenue from visitors to help pay for the impacts of their visits including emergency services, road improvements, parks, tourism and the like.

On July 31, 2007, the Board of Supervisors approved the initial "Special Projects Fund Allocation Policies and Process." Among the three year goals (Fiscal Year 2007-2008 through Fiscal Year 2009-2010) the Board allocated 60% of the Special Projects Fund towards parks and open space and of that 60%, \$300,000 to the Park and Open Space District operating costs to ensure that the recently formed independent district could become fully operational while it evaluated long-term funding options. On January 25, 2011, the Board of Supervisors renewed this commitment to parks and open space through Fiscal Year 2013-2014. The District is now seeking input through its Master Plan Update on a long-term funding strategy to supplement any Transient Occupancy Tax it receives from the County. Without additional funding, the District will remain dependant on the County and will be increasingly limited in its ability to operate and maintain the parks and other facilities it has developed.

As background, when the voters approved an increase in the Transient Occupancy Tax, the tax was put on the ballot by the County as a general fund tax that could not be earmarked for a specific purpose. Nonetheless, during the campaign, there was a general understanding that the increase -- should it pass -- would be used for parks and open space, visitor services and other special projects. After formation of the District, the Board of Supervisors adopted, and subsequently renewed, a policy allocating 60 percent of the increase in TOT revenues to parks and open space. Under the current County policy, the District in FY 2011-12 is contracted to receive a grant from the County of \$596,000. At least some members of the Board of Supervisors have suggested that County funds should be used for capital projects (i.e. "special projects"), and that alternative sources of funding should be identified to cover operating expenses.

Toward this end, the District expects to generate an estimated \$660,000 per year in revenue from park operations at build-out of the ten parks and facilities listed above. Revenues would principally accrue from camping fees at the State parks, but could also come from parking fees and other charges.

Even with the combination of County support (assuming the current level of support continues) plus program income, the District will have only minimal financial resources to operate its ten parks and trails, and will still have to seek substantial grant funds to complete all proposed improvements. If the District were able to continue its past track record for obtaining grants, it would take a decade or more to raise the funding needed to complete the ten parks and trails.

The draft Master Plan Update presents three funding options to stimulate discussion. Scenario One assumes the County continues to support the District at the current level of approximately \$600,000 per year. At this level of funding the District will be able to operate and maintain ten parks and trails, as discussed above, but it will most likely take many decades to fully complete these projects.

Scenario Two assumes the amount of locally available funding approximately doubles, to about \$1.2 million

annually (this level of increase is roughly equivalent to a new \$13 annual parcel tax added to the County's current level of funding through the Special Projects Fund.) Under this scenario, the time needed to complete the core system of ten parks and trails would be reduced dramatically. It would also provide the District with a limited but important ability to respond to immediate opportunities or threats affecting the most important open space lands and resources.

Scenario Three assumes a annual revenue stream of \$3 million, which is approximately what would be generated by a one-eighth percent sales tax. This level of funding would enable the District to provide the highest level of stewardship for the lands and resources it manages, to take advantage of many opportunities to acquire key parcels as they become available, and to expand outdoor recreational opportunities for the enjoyment of residents and tourists alike.

A large and growing body of studies nationwide show that proximity to well funded parks and trails adds considerable value to a community. Evidence points to increase property values, improved mental and physical health by exposure to nature and by outdoor recreation, and more business patronage due to park activities and operations as well as retail purchases made locally by park employees and visitors. The evidence suggests an expanded park system would strengthen the tourist-based economy of Napa County.

To help frame the joint session discussion about the long-term direction and funding of the District, staff will at the meeting also provide up-to-date information on the District's campaign to save Napa County's State Parks, as well as County efforts to acquire Skyline Park.

### **Berryessa Snow Mountain National Conservation Area**

Congressman Mike Thompson, together with Congressman John Garamendi and Senators Barbara Boxer and Diane Feinstein, are preparing legislation to designate the Berryessa Snow Mountain National Conservation Area. The designation only applies to federal lands, and will facilitate cooperation between federal agencies and potentially result in additional conservation funding for the region. The designation will also make it easier for federal landowning agencies to coordinate with local agencies who own adjacent or nearby lands. Supporters of the proposed National Conservation Area have asked the County and the District to approve resolutions in favor of the legislation.

The proposed Berryessa Snow Mountain National Conservation Area (NCA) stretches over 100 miles and encompasses over 321,000 acres of federal public land throughout four counties, Napa, Yolo, Lake and Mendocino. Currently these public lands are managed by the Bureau of Land Management, the National Forest Service and the Bureau of Reclamation. The legislation would merge jurisdiction of these lands into a singular National Conservation Area. NCA's are designated by Congress to conserve, protect, enhance and manage federally owned public lands for the benefit and enjoyment of present and future generations. The Bureau of Land Management's National Landscape Conservation group oversees the NCA's. There are currently 16 NCA's in ten states.

The region begins at Lake Berryessa in the south and extends through the Snow Mountain Wilderness area in the north. There are three existing wilderness areas within the proposed NCA which are Snow Mountain, Cache Creek and Cedar Roughts. Within the proposed boundary of the proposed Berryessa Snow Mountain NCA are hiking trails at Cold Canyon and the Blue Ridge; Native American sites, Big Bertah a large Sugar Pine tree in the Mendocino National Forest and Tule elk.

There are a number of threats to the region that include illegal marijuana production, unmanaged recreation activities, growth of invasive species, water pollution from abandoned mines and fire dangers. Designation of the region as an NCA will allow for greater landscape level management from federal land managers, from the Bureau of Land Management, Bureau of Reclamation and Mendocino Forest. It would also enhance the area's ability to

receive state and federal funds to support ongoing restoration and enhancement projects as well as to ensure the protection of the region's environmental resources. In addition the region would be eligible to compete annually for federal funds that are only available to region designated in the National Landscape Conservation System.

An NCA designation of the region would essentially put the federal public lands in eastern Napa County on the national recreation map, increasing awareness of the region as an area for outdoor recreation among hikers, wildlife enthusiasts and others.

### **SUPPORTING DOCUMENTS**

A . Draft Master Plan Update

CEO Recommendation: Approve

Reviewed By: Molly Rattigan