

LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

TOWN OF YOUNTVILLE SPHERE OF INFLUENCE REVIEW

**Final Report
August 2007**

Prepared by:

LAFCO of Napa County

Committed to serving the citizens and government agencies of its jurisdiction by encouraging the preservation of agricultural lands and open-space and coordinating the efficient delivery of municipal services.

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INTRODUCTION

Local Agency Formation Commissions

Local Agency Formation Commissions (LAFCOs) were established in 1963 and are responsible for administering California Government Code §56000 et seq., which is now known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. LAFCOs are delegated regulatory and planning responsibilities to encourage the orderly formation and development of local governmental agencies and services, preserve agricultural and open-space lands, and discourage urban sprawl. Duties include regulating governmental boundary changes through annexations or detachments, approving or disapproving city incorporations, and forming, consolidating, or dissolving special districts. LAFCOs are also responsible for conducting studies addressing a range of service and governance issues to inform and direct regional planning activities and objectives. LAFCOs are located in all 58 counties in California.

Spheres of Influence

Among LAFCO's primary planning responsibilities is the determination of a sphere of influence ("sphere") for each city and special district under its jurisdiction.¹ California Government Code §56076 defines a sphere as "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." LAFCO establishes, amends, and updates spheres to indicate to local agencies and property owners that, at some future date, a specific area will likely require the services provided by the subject agency. The sphere determination also indicates the agency LAFCO believes to be best positioned to serve the subject area. LAFCO is required to review each agency's sphere by January 1, 2008 and every five years thereafter as necessary.

In establishing, amending, or updating a city or special district's sphere, LAFCO is required to consider and prepare written statements addressing four specific planning factors. These planning factors, which are enumerated under California Government Code §56425(e), are intended to capture the legislative intent of the sphere determination with regard to promoting the logical and orderly development of each local agency. These planning factors are:

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

¹ LAFCOs have been required to determine spheres for cities and special districts since 1972.

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

Beginning in 2001, to help inform the sphere review process, LAFCO is responsible for preparing a municipal service review. A municipal service review can take on many different forms, including a review of a single agency, or a review of several agencies providing a similar service, such as sewer, water, or fire protection. The municipal service review culminates in the preparation of written determinations that address nine specific factors enumerated under California Government Code §56430(a). The municipal service review is a prerequisite to updating an agency's sphere and may also lead LAFCO to take other actions under its authority.

Town of Yountville

This report represents LAFCO of Napa County's sphere review of the Town of Yountville. The report draws on information collected as part of a recent municipal service review prepared by LAFCO evaluating the level and range of services provided by Yountville and is incorporated by reference. The focus of the report is to consider whether changes to the sphere are warranted to plan the orderly development of Yountville in a manner that meets the present and future needs of the community.

OVERVIEW

The Town of Yountville was incorporated in 1965 and operates under a council-manager system of government. Yountville is approximately 1.5 square miles in size and is located in the Napa Valley north of the City of Napa. Yountville is governed by a five-member town council that includes a directly elected mayor. The mayor serves a two-year term while the four council members serve staggered four-year terms. The mayor and council members are elected by general vote. A town manager is appointed to oversee service operations and implement the policies adopted by the council.

Town of Yountville	
Incorporation Date	1965
Enabling Legislation	California Gov. Code §34000-45345
Estimated Resident Population	3,400

Since its incorporation, Yountville has developed into a tourist attraction accommodating visitors to the Napa Valley with a number of hotels and inns, restaurants, and retail businesses. Between 1998 and 2005 development in Yountville was limited as a result of a moratorium on new water service connections, which was enacted due to supply concerns. Yountville lifted the moratorium in 2005 after entering into a new long-term agreement with the State of California for annual water entitlements to nearby Rector Reservoir. The lifting of the moratorium has generated a number of new residential and commercial projects in Yountville. Notable projects include expansions to the Yountville Inn and Villagio Spa as well as the current construction of the 62-unit Bardessano Inn.

The Association of Bay Area Governments estimates Yountville’s current population at 3,400. Approximately one-third of Yountville’s population resides at the State of California’s Veterans Home.

Adopted Boundaries

Yountville’s incorporated boundary was established at the time of its incorporation in 1965. There have been four subsequent annexations to Yountville. All four annexations were approved by LAFCO between 1966 and 1967.

Yountville’s sphere was adopted by LAFCO in 1974. LAFCO designated the sphere to be coterminous with Yountville’s incorporated boundary. There have been no amendments to the sphere since its adoption.

Town of Yountville: Adopted Boundaries
(Source: County Geographic Information System)

	Sphere of Influence	Incorporated Boundary
Total Acres:	966	966
Assessor Parcels:	832	832

* A map depicting Yountville’s sphere and incorporated boundary is provided in Attachment One.

Land Use Policies

Yountville's 1992 General Plan ("Yountville General Plan") establishes land use policies for the physical development of the Town through 2020. The Yountville General Plan is supported by a Zoning Ordinance and Design Review Ordinance and includes a number of objectives and policies aimed at preserving the Town's small-town character and protecting surrounding agricultural and open-space lands. Specific policies include supporting Napa County's Agricultural Lands Preservation Initiative ("Measure J") and maintaining the existing incorporated boundary by discouraging sphere amendments and the annexation of adjacent agricultural lands. These policies are reflected in Yountville's decision not to designate or prezone any lands located outside its incorporated boundary.

Land located outside and adjacent to Yountville is designated under the County of Napa's 1983 General Plan ("County General Plan") as *Agricultural Resource* or *Agriculture, Watershed and Open Space*. These designations support the preservation of existing agricultural and open-space uses by requiring minimum parcel sizes of 40 and 160 acres, respectively. The majority of these outside lands are also zoned by the County as *Agricultural Watershed* or *Agricultural Preserve*. A key exception involves an approximate 10 acre area that is zoned *Commercial Limited* and currently the location of Domaine Chandon's Visitor Center.

- * An aerial map depicting current land uses within and adjacent to Yountville is provided in Attachment Two.
- * A map depicting the land use designations under the Yountville General Plan is provided in Attachment Three.
- * A map depicting the land use designations under the County General Plan is provided in Attachment Four

DISCUSSION

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, the objective of this report is to identify and evaluate areas that warrant consideration for inclusion or removal involving Yountville's sphere as part of a comprehensive update. Underlying this effort is to designate the sphere in a manner that promotes the logical and orderly development of Yountville in a manner that supports the provisions of California Government Code and the policies of the Commission.

LAFCO's "General Policy Determinations" provide direction with respect to establishing and amending an agency's sphere in relationship to local conditions and circumstances. The General Policy Determinations state that a city's sphere shall exclude lands designated as agricultural or open-space for the purpose of urban development unless it is demonstrated that infill opportunities are limited or non-existent. The General Policy Determinations also state that the Commission will use the County General Plan to determine agriculture and open-space designations.

ANALYSIS

As mentioned, California Government Code §56425(e) requires the Commission to consider four planning factors in making a sphere determination. These factors include the 1) present and planned lands uses, 2) present and probable need for public facilities and services, 3) present capacity and adequacy of public facilities, and 4) existence of any relevant social or economic communities of interest. A review of each of these factors as it relates to making a sphere determination for Yountville is provided below.

Present and Planned Land Uses

All land within Yountville's existing sphere is incorporated and under the land use authority of the Town. The present land uses within the sphere are predominately urban ranging from residential to commercial and are consistent with the planned land uses contemplated under the Yountville General Plan. Yountville does not designate or prezone any land outside its sphere. Land outside and adjacent to the sphere is primarily in agricultural use and under the land use authority of the County. The County General Plan designates all land outside the sphere as *Agricultural Resource or Agriculture, Watershed and Open Space*.

Present and Probable Need for Public Facilities and Services

Yountville provides a full range of public services either directly or through contract within its existing sphere. These public services support the present and planned urban uses within the sphere as contemplated under the Yountville General Plan. Yountville also provides water and sewer services to a limited number of unincorporated properties outside the sphere.² LAFCO law emphasizes the availability and delivery of public services in determining the location of an agency's sphere. However, the affected properties are outside the planning area of the Yountville General Plan and are designated for agricultural use by the County. Accordingly, the inclusion of the affected properties would be inconsistent with local land use policies as well as LAFCO's long-standing legislative mandate to protect against the premature conversion of agricultural lands.

Present Capacity and Adequacy of Public Facilities

LAFCO's recent municipal service review of Yountville determined that the Town has developed adequate capacities, controls, and funding streams to provide an appropriate level of public services within its existing sphere. Yountville has not planned for the extension of new or extended public services outside the sphere.

Social or Economic Communities of Interest

Yountville has established a number of policies aimed at preserving its small-town character. These policies help to foster social and economic interdependencies within the existing sphere that are distinct from neighboring areas.

² The Town of Yountville provides outside water services to 32 rural residences located along Yountville Crossroad and Silverado Trail. Water service to these unincorporated properties was established in the late 1950s by the Yountville County Water District, which was merged into Yountville in 1966. Yountville provides outside sewer service to Domaine Chandon's Visitor Center through a 1990 outside service agreement with the property owner.

CONCLUSION

Yountville's existing sphere designates an appropriate service area for the Town in a manner that provides for the present and future needs of the community. The existing sphere promotes the orderly development of Yountville by encouraging infill and protecting against the premature conversion of adjacent agricultural lands. The existing sphere is also responsive to Yountville's current and planned service capacities and continues to foster social and economic interdependences that are distinct from neighboring areas.

In offering the above conclusion, staff recognizes that there is merit to consider the modification of Yountville's sphere to include an approximate 10 acre area immediately adjacent to the Town that currently comprises Domaine Chandon's Visitor Center. In particular, the delivery of sewer service by Yountville along with its commercial use and zoning assignment by the County supports the inclusion of the area into the sphere. However, the area is outside the planning area of the Yountville General Plan and designated under the County General Plan as *Agriculture, Watershed and Open Space*. Staff believes that greater deference should be assigned to these latter factors in continuing to exclude the area from the sphere at this time.

RECOMMENDATION

Staff recommends that the Commission affirm with no changes Yountville's existing sphere. Pursuant to California Government Code §56425(e), the following statements have been prepared in support of the recommendation:

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

The present and planned land uses in the area are contemplated under the Yountville General Plan. The Yountville General Plan provides for the current and future urban uses that characterize the majority of the area. A small amount of land located within the area includes planted vineyards. These planted vineyards will not be affected by their retention in the sphere.

- 2. The present and probable need for public facilities and services in the area.**

The Town of Yountville provides a full range of municipal services either directly or through contract with other governmental agencies or private contractors. These public services support the present and planned urban uses within the area as contemplated in the Yountville General Plan.

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

The Town of Yountville has demonstrated its ability to provide an adequate level and range of public services within the area.

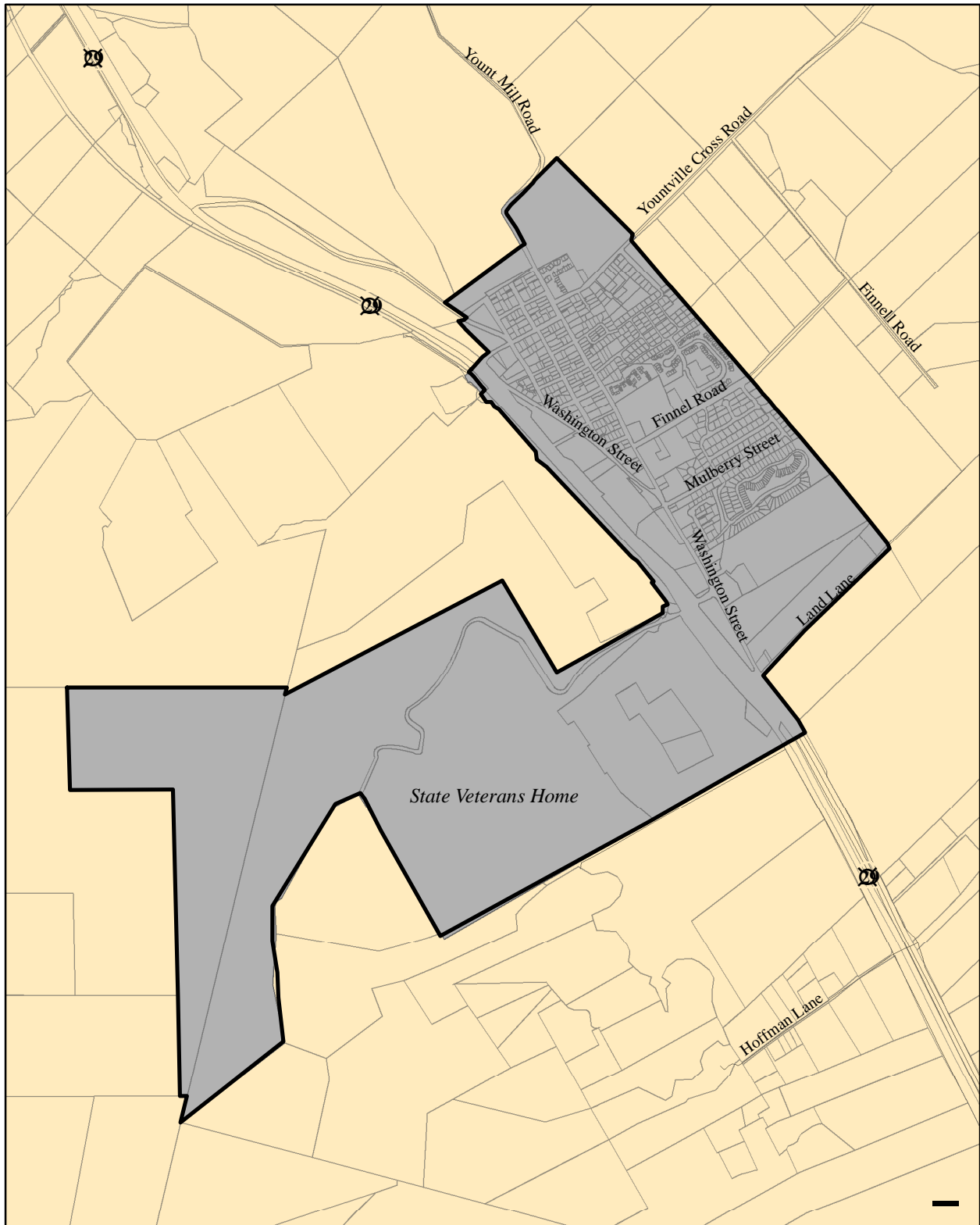
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The Town of Yountville fosters social and economic interdependencies within the area that are distinct from neighboring areas.




Attachments:

- 1) LAFCO Map of the Town of Yountville
- ~~2) LAFCO Aerial Map of the Town of Yountville~~
- ~~3) Town of Yountville Land Use Map~~
- ~~4) County of Napa Land Use Map~~

Town of Yountville



Legend

-  Town of Yountville
-  Town of Yountville Sphere of Influence
-  Unincorporated Napa County



*Not to Scale
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Prepared by KS*



LAFCO of Napa County
1700 Second Street, Suite 268
Napa, CA 94559
(707) 259-8645