



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

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

NAPA SANITATION DISTRICT
SPHERE OF INFLUENCE REVIEW AND UPDATE
Prepared in accordance with Government Code Section 56425

Final Report
October 2015



LAFCO of Napa County
Overseeing the
logical formation and development
of cities and special districts.

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I. EXECUTIVE SUMMARY

This report is presented as part of a process mandated by Section 56425 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. A “sphere of influence” is defined under Government Code Section 56076 to be “a plan for the probable physical boundaries and service area of a local (government) agency.” Decisions on annexations, detachments and other boundary or organizational changes must be consistent with the conclusions that the Commission has drawn in its previous research and policy activities. The adopted spheres of influence are used by LAFCO as a policy guide in its consideration of boundary change proposals affecting each city and special district in Napa County. The following report reviews the sphere of influence of the Napa Sanitation District (NSD), originally established by Napa LAFCO in 1975 and updated in 1976 as well as in 2006. The Commission is required to consider and adopt written determinations for five factors relevant to the development of spheres of influence. Those factors are:

1. The present and planned land uses in the area, including agricultural and open space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines they are relevant to the agency.
5. If the city or district provides water, sewer, or fire, the present and probable need for those services of any disadvantaged unincorporated communities within the existing sphere.

This periodic review and update is partially based on the Commission’s Central County Region Municipal Service Review which details services provided by NSD as well as the District’s ability to continue and extend those services. The Central County Region Municipal Service Review is available on the Commission’s website and can be accessed by clicking the link provided below:

http://www.napa.lafco.ca.gov/uploads/documents/MSR_CentralCounty_FinalReport_2014.pdf

Study Areas

For NSD, staff identified seven total study areas according to each area’s consistency with the definition of “sphere of influence” as well as recent changes to local planning policy, service demand, and service availability. The study areas are listed and discussed beginning on page four of this report. A map showing all seven study areas is included on page six. Staff recommends the Commission affirm NSD’s existing sphere of influence with no changes.

The six study areas that have been considered for inclusion within NSD’s sphere are not likely to be in position to receive public sewer services from the District within the next ten year period. The seventh study area, the Browns Valley Study Area, has been considered for potential removal from NSD’s sphere, but a sphere amendment is not recommended given that the area includes several parcels that have been designated and zoned by the City of Napa for residential purposes. Removing the lands from NSD’s sphere would signal that the Commission does not believe extension of public sewer services would be appropriate in the foreseeable future. NSD is able to provide sewer services as discussed in the Commission’s Central County Region Municipal Service Review.

II. OVERVIEW

NSD provides public sewer services to the majority of the City of Napa as well as several surrounding urbanized unincorporated areas. NSD’s current resident population is estimated at 86,991. Future population growth is expected to generally match growth within the City of Napa and result in an estimated population of 88,965 in 2020. NSD provides sewage collection, treatment, and disposal services through approximately 40,000 connections and 280 miles of collection system pipelines. Upgraded treatment facilities have a dry weather treatment design capacity of 15.4 million gallons per day. NSD’s adopted operating budget for fiscal year 2015-16 is \$27.5 million and includes 51 total employees. NSD’s governance structure, finances, municipal service provision, and Commission determinations are described in more detail on pages 64 to 79 in the Central County Region Municipal Service Review.

NSD’s sphere of influence was established in 1975 and later updated in 1976 and 2006. Since the 2006 sphere of influence update, the Commission has approved 26 annexations of territory within NSD’s sphere of influence totaling approximately 650 acres to the District as shown in the following table.

Annexations to NSD Since 2006 (Napa LAFCO)		
Year Approved	Proposal Name	Size (Acres)
2015	Buhman Court No. 1	13.9
	Redwood Road No. 5	1.7
	Garfield Lane No. 4	1.0
2014	Orchard Avenue No. 4	7.7
	Big Ranch Road No. 5	6.5
	Airport Road No. 1	19.7
	Borrette Lane No. 9	0.4
	Garfield Lane No. 3	1.4
	Silver Trail No. 9	3.8
	Airport Boulevard No. 5	32.5
2013	Valley Green Lane No. 1	2.2
2012	Rosewood Lane No. 1	1.1
2011	Stanly Ranch	469.8
	Garfield Lane No. 2	1.3
2010	Jefferson Street No. 9	0.7
	Linda Vista Avenue No. 20	0.8
	Big Ranch Road No. 4	1.1
2009	Villa Lane / Trancas Street No. 2	6.9
2008	Silver Trail No. 8	0.8
2007	Hussey Ranch	40.0
	McCormick Lane No. 3	0.7
	Villa Lane No. 7	1.3
	Browns Valley Road No. 11	0.8
2006	Montalcino Resort	31.3
	Linda Vista / Wine Country No. 5	0.8
	Redwood Road / Argyle Street	0.5
TOTAL		648.7

Relevant Planning and Service Factors

City of Napa

Approximately 71% of NSD's jurisdictional area and 91% of the District's registered voters lie within the City of Napa's jurisdictional boundary. Growth within NSD generally parallels growth and development within the City's sphere of influence with limited exceptions. The typical exception involves pre-existing single-family residences in unincorporated areas located outside the City's sphere that experience failure in their onsite septic systems and pose an environmental threat to public health and safety.

The City of Napa General Plan was updated in 1998 and codifies land use and development policies through 2020. Major land use objectives within the General Plan include restricting development to the area within the rural urban limit (RUL) and maintaining and cultivating distinct neighborhood characteristics. The General Plan also emphasizes redevelopment of the downtown area in step with the implementation of the Napa River/Napa Creek Flood Protection Project. All unincorporated lands located within the RUL – which currently total approximately 580 acres – have been pre-zoned by the City and, with limited exceptions, are assigned moderate to low residential densities. The General Plan contemplates a total population in the City of 90,000 by 2020.

Governance, finances, population growth, municipal service provision, and agency determinations made by the Commission for the City of Napa are more broadly discussed on pages 10 to 62 in the Commission's Central County Region Municipal Service Review.

County of Napa

The County General Plan was 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 1.0% annually. Measure P was originally approved by voters in 1990 and subsequently extended in 2008 to prohibit the re-designation 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 emphasizes and directs the majority of urban development to areas within the boundaries of the County's five incorporated cities.

III. DISCUSSION

The basic objective of this report is to identify and evaluate areas warranting consideration for inclusion in NSD's sphere of influence as part of a scheduled update required by the State. This effort will culminate in a designated sphere of influence that represents a plan for the probable future jurisdictional boundary and service area of NSD that will facilitate the sensible and timely development of the District consistent with the objectives of the Legislature as expressed in the Cortese-Knox-Hertzberg Act. Specific goals under this legislation include discouraging urban sprawl, preserving open-space and prime agricultural lands, and providing for the efficient extension of local government services.

The Commission's *General Policy Determinations* were comprehensively updated in 2011 and provide general prescription in fulfilling its legislative objectives paired with responding appropriately to local conditions and circumstances. The policy determinations highlight the Commission's commitment to avoid the premature conversion of important agricultural or open-space lands for urban uses through a series of protective allowances. This includes a broad determination to exclude all agricultural or open-space lands from city and district spheres of influence with limited exceptions.

State law currently requires LAFCOs review and update each local agency's sphere by January 1, 2008 and every five years thereafter. Accordingly, it has been the practice of the Commission to update each local agency's sphere in a manner emphasizing a probable five year annexation or outside service area plan; actual boundary change approvals, however, are subject to separate analysis with particular emphasis on determining whether the timing of the proposed action is appropriate.¹ This update's analysis is consistent with this practice.

Study Areas

The study areas for potential inclusion within NSD's sphere of influence are comprised of lands that might be expected to be developed with uses that would require public sewer services within the next five years as well as areas that are predominantly served by aging private septic systems that may be subject to failure primarily due to improper maintenance. The study areas for potential removal from NSD's sphere of influence are comprised of lands that have remained undeveloped, located outside of the District's jurisdictional boundary, and not expected to require extension of public sewer services within the next five years. Based on these criteria, and in consultation with affected and interested parties, seven total study areas have been selected for review as part of this update; six for potential inclusion and one for potential removal. All seven study areas are depicted in the map included on page six.

The evaluation of the seven study areas selected for review as part of this report are organized to focus on addressing the five factors the Commission is required to consider anytime it makes a sphere determination under CKH. These five factors are: (a) present and planned uses; (b) present and probable need for public facilities and services; (c) present adequacy and capacity of public services; (d) existence of any social or economic communities of interest; and (e) if the agency provides water, sewer, or fire protection, present and probable need for these services for any disadvantaged unincorporated communities.

¹ LAFCOs are directed to consider 16 specific factors under G.C. Section 56668 anytime it reviews a proposed boundary change (i.e. annexation) for purposes of informing the appropriateness of the action. Additionally, it is Commission policy to discourage annexations to cities and districts involving undeveloped or underdeveloped lands without a known project or development plan.

Discussion and staff’s conclusions are offered for each study area relative to evaluating these factors along with discussion of the policies of the Commission in administering the Cortese-Knox-Hertzberg Act as summarized below.

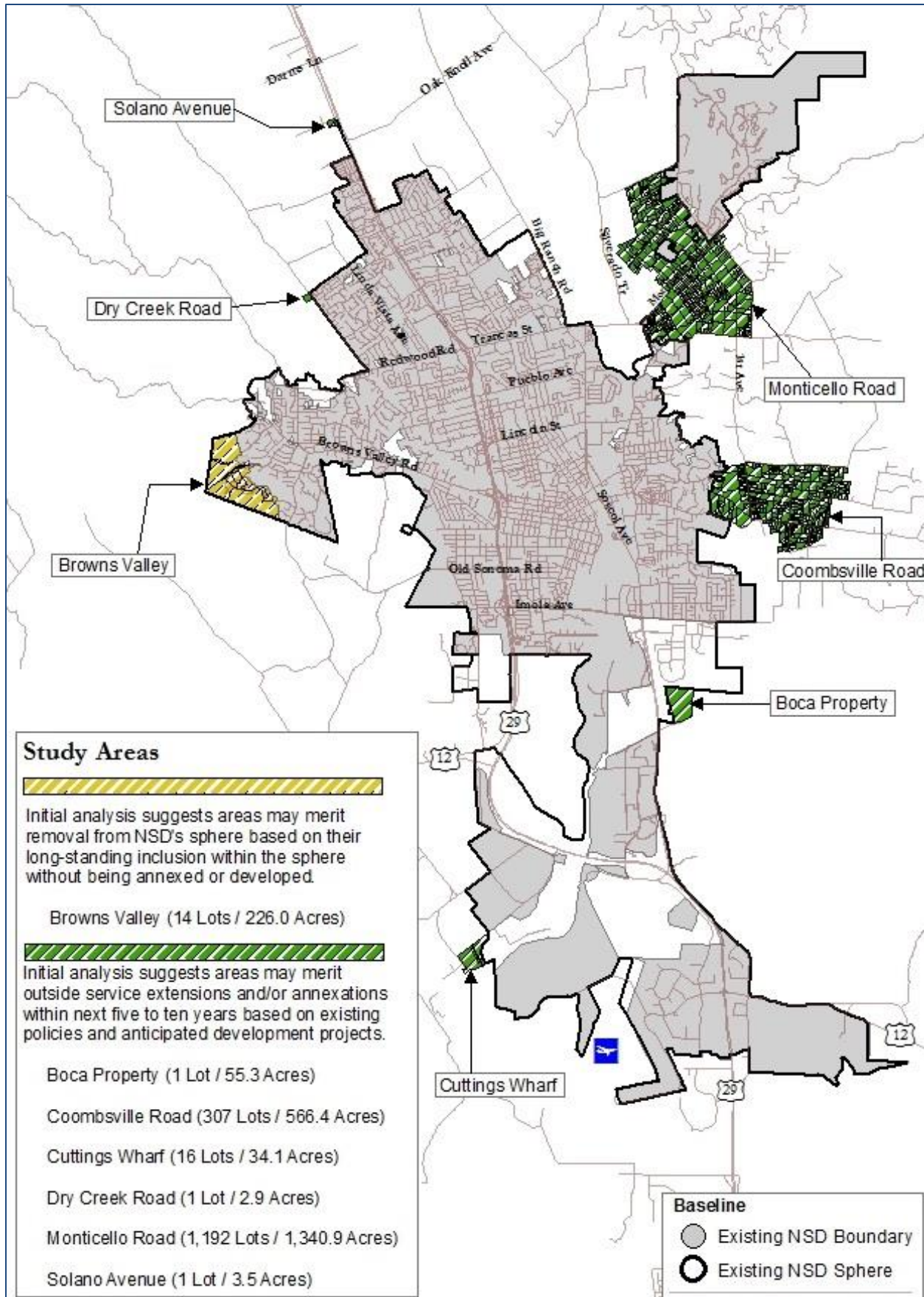
- The establishment, amendment, or update of a special district’s sphere of influence serves to promote urban development with limited exceptions.
- A special district’s sphere of influence should reflect existing and planned service capacities based on information collected by, or submitted to, the Commission.
- A special district’s sphere of influence shall generally be used to guide annexations within a five-year planning period.
- Land designated agricultural or open-space by the applicable city or County general plan shall not be approved for inclusion within any special district’s sphere of influence for purposes of urban development through the extension of essential public services. The Commission may consider exceptions to this policy based on evidence provided by the affected special district demonstrating all of the following:
 - The expansion is necessary in order to provide potable water or sewer to the territory to respond to a documented public health or safety threat.
 - The affected special district can provide adequate potable water or sewer service to the affected territory without extending any mainline more than 1,000 feet.
 - The expansion will not promote the premature conversion of agricultural or open-space land to urban use.

IV. ANALYSIS

Staff has identified seven total study areas; six areas warranting consideration for potential inclusion within NSD’s sphere of influence and one additional area warranting consideration for potential removal from the District’s sphere. These seven total study areas are summarized in terms of their size and land use designations in the following table and depicted in the map on the following page.

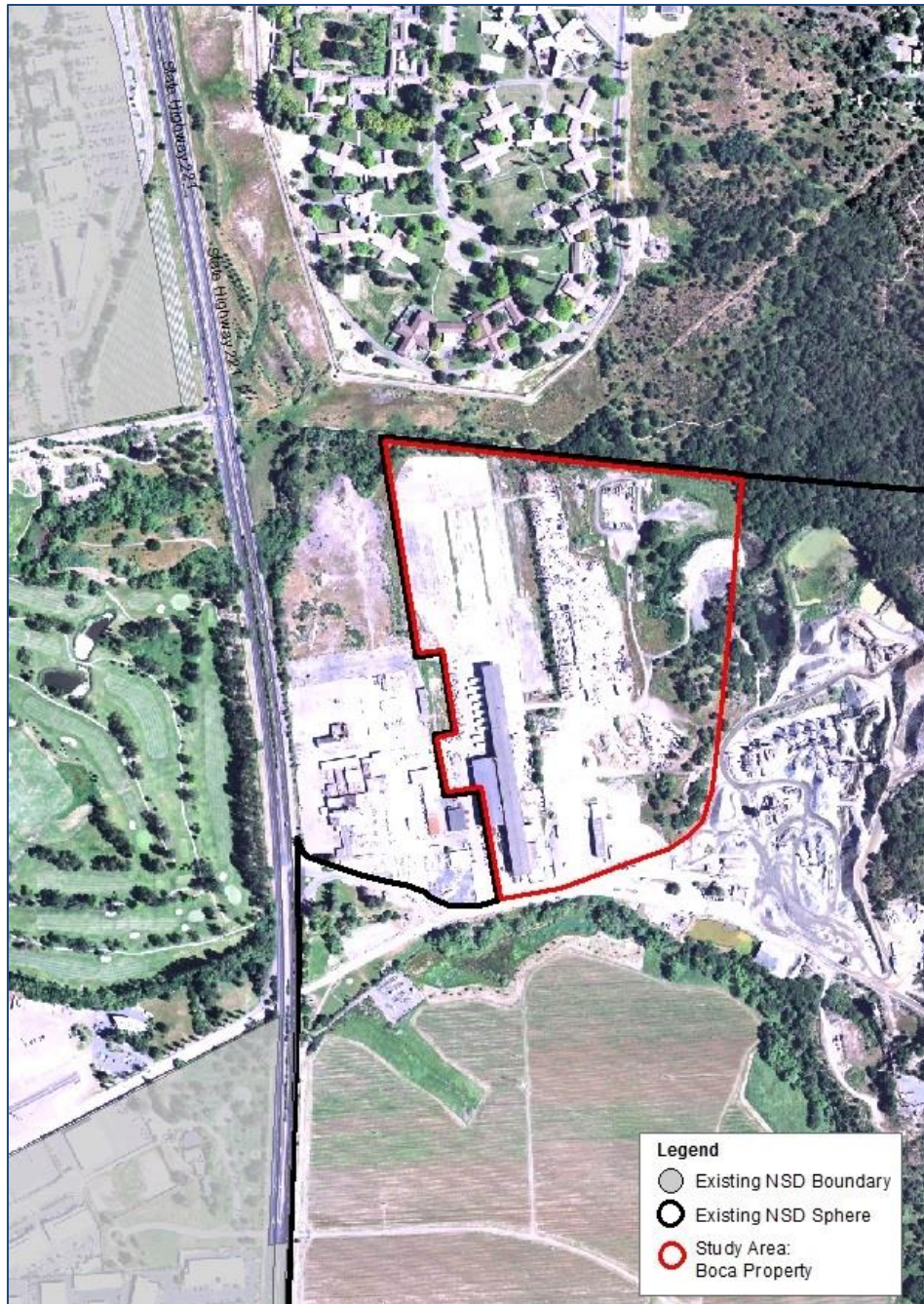
NSD SOI Study Areas: Land Use Planning Characteristics
(Source: Napa LAFCO)

Study Area	Parcels	Acres	General Plan Designation	Zoning Standard
Boca Property	1	55.3	Study Area	Industrial
Browns Valley	14	226.0	Browns Valley Planning Area (City of Napa)	88% Agricultural Resource 5% Park/Open Space 7% Single Family Residential
Coombsville Road	307	566.4	97% Rural Residential 3% Agriculture, Watershed, and Open Space	Residential Country
Cuttings Wharf	16	34.1	Agricultural Resource	Residential Single: Airport Compatibility
Dry Creek Road	1	2.9	Agriculture, Watershed, and Open Space	Agricultural Watershed
Monticello Road	1,192	1,340.9	80% Rural Residential 20% Agricultural Resource	85% Residential Country 13% Residential Single 1% Commercial Limited 1% Planned Development
Solano Avenue	1	3.5	Agricultural Resource	Commercial Limited



Boca Property

The Boca Property Study Area is located outside NSD’s existing sphere of influence on unincorporated land approximately two miles southeast of Downtown Napa. The area comprises one entire 55.3 acre parcel located on the east side of Napa-Vallejo Highway/State Route 221 immediately south of Napa State Hospital. The parcel to the immediate west of the Boca Property Study Area was recently added to NSD’s sphere of influence as part of an individual sphere amendment request from the County of Napa for purposes of supporting financing endeavors involving the County Jail project. The Boca Property was not adequately reviewed and analyzed in the environmental impact report prepared for the County Jail project, but shares similar land use characteristics. The Boca Property Study Area is depicted in the following map.



Present and Planned Land Use

The Boca Property Study Area is designated as “Special Study” in the County General Plan and has been assigned an “Industrial” zoning classification. The area is currently used for equipment storage, retail and wholesale of building materials, and an impound yard for a local towing company. The parcel contains a complex of abandoned industrial buildings, small modern buildings, and a rectangular, open bay, partitioned sand/gravel storage area.

Present and Probable Need for Public Facilities and Services

The landowner of the Boca Property Study Area has expressed interest in receiving public sewer service from NSD. The purpose of public sewer service would be to replace the existing private onsite septic system of undeterminable age and depreciation. Expansion of NSD’s sphere of influence to include the Boca Property Study Area would allow extension of sewer service following approval of annexation to the District.

Present Capacity and Adequacy of Public Services

NSD does not currently have adequate capacity or infrastructure to provide public sewer services to the Boca Property Study Area. In order to receive public sewer services, the landowner would be required to identify an appropriate financing mechanism to extend infrastructure into the area without impacting existing ratepayers.

Social and Economic Communities of Interest

No social or economic communities of interest currently exist between the Boca Property Study Area and NSD. However, the area is adjacent to NSD’s existing sphere.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

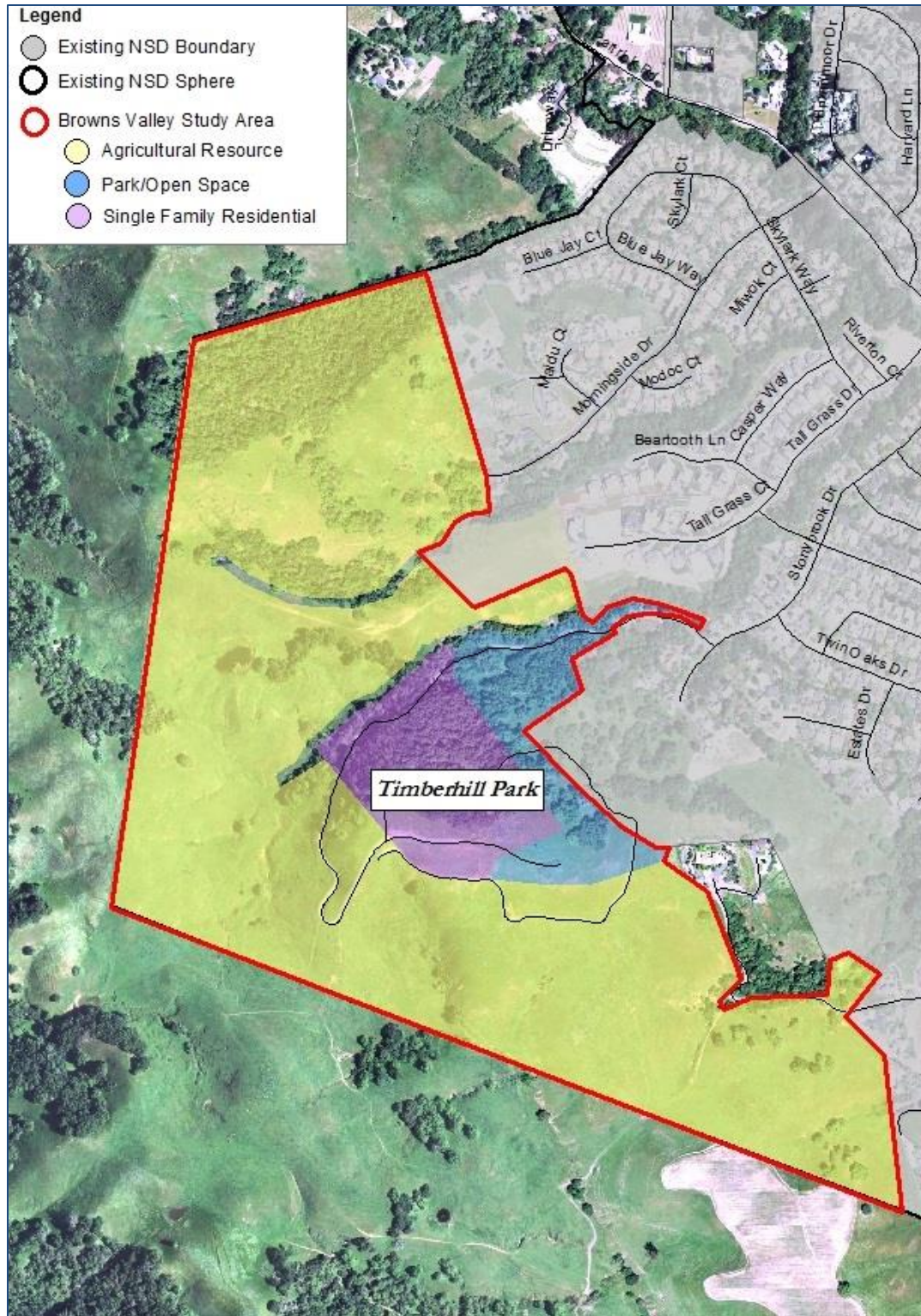
Recommendation

The Boca Property Study Area has been in industrial use for many years. Re-development of the area within NSD’s sphere of influence would be consistent with adopted policies promoting the use of public sewer infrastructure to serve urban development. However, the area remains designated as “Study Area” by the County and no specific development plans or urgent demand for service exists at this time. It would be appropriate to allow the County the opportunity to process a specific development project and perform the necessary environmental review before extending NSD’s sphere of influence to include the area. If the onsite septic system fails and the County Environmental Health Division confirms a threat to public health and safety exists, the Boca Property Study Area will be eligible to receive public sewer services from NSD through an outside service agreement without extending the sphere of influence.

Staff recommends the Commission take no action with respect to the Boca Property Study Area.

Browns Valley

The Browns Valley Study Area is comprised of 14 parcels totaling 226.0 acres located within the City of Napa. The area is contiguous to NSD’s present boundary. Access to the area is by means of City streets in the Browns Valley neighborhood. The area includes sloping terrain with existing public park and open space uses and is depicted in the following map.



Present and Planned Land Use

The Browns Valley Study Area is incorporated as part of the City of Napa and located within NSD's sphere of influence. The area is currently undeveloped and is unlikely to experience urban growth pressure due to high elevation and steep slopes exceeding 30%, thereby limiting urban development potential. The majority of the Browns Valley Study Area is zoned by the City as "Agricultural Resource." Approximately 5% of the area is currently used as a public open space park known as "Timberhill Park." The City of Napa states there may be development plans approved for the area within the next five years that would require extension of public sewer services.

Present and Probable Need for Public Facilities and Services

As referenced above, the Browns Valley Study Area is undeveloped with portions of the area currently used as a public park. However, and given existing land use designations, the Browns Valley Study Area may experience urban development within the foreseeable future.

Present Capacity and Adequacy of Public Services

NSD's existing public sewer infrastructure is presently inadequate to serve the Browns Valley Study Area due to its aforementioned topographical characteristics along with its existing land use as Timberhill Park. Any future urban development would require the interested party to identify an appropriate financing mechanism to extend infrastructure into the area without impacting existing ratepayers.

Social and Economic Communities of Interest

The Browns Valley Study Area was included in the sphere of influence established for NSD in 1975. This relationship was recognized in retaining the area in each subsequent sphere update for the District.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

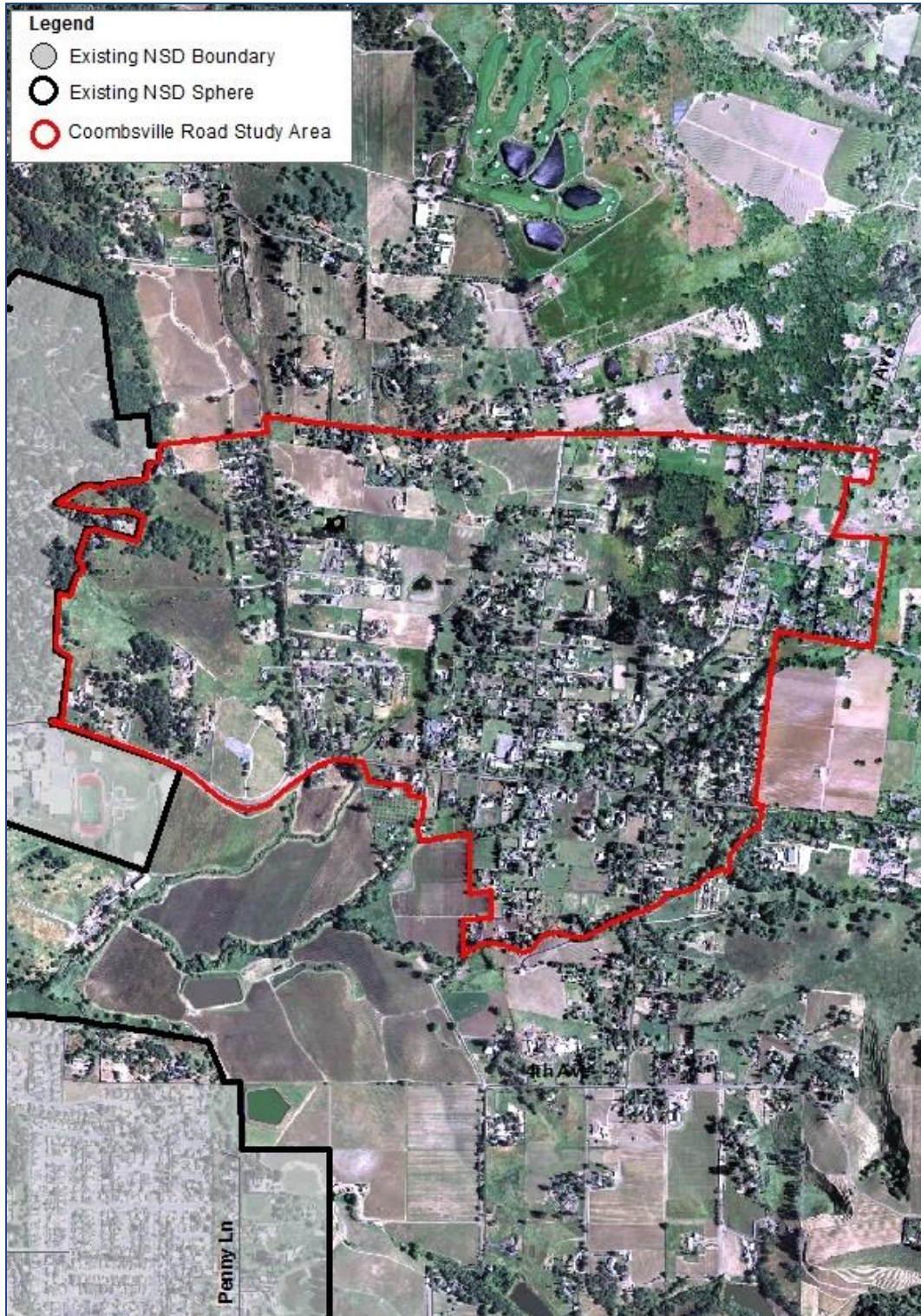
Recommendation

The Browns Valley Study Area is currently undeveloped with a portion of the area used for public park and open space uses as Timberhill Park under the City of Napa's land use authority. The Commission's adopted policies direct staff to consider the removal of lands from a special district's sphere of influence if those lands are outside the agency's jurisdictional boundary but have been inside the agency's sphere for more than 10 years. The Browns Valley Study Area has been outside NSD's boundary and inside the District's sphere since 1975. However, the City of Napa states there may be development activity occurring within the Browns Valley Study Area that would require public sewer services in the foreseeable future.

Staff recommends the Commission take no action with respect to the Browns Valley Study Area.

Coombsville Road

The Coombsville Road Study Area is comprised of 307 parcels totaling 566.4 acres located immediately east of the City of Napa and NSD’s jurisdictional boundaries and spheres of influence. Access to the area is primarily by means of Coombsville Road and utilizes the road networks of both the City and County of Napa. The area is relatively flat with low-density residential uses and is depicted in the following map.



Present and Planned Land Use

The Coombsville Road Study Area is a rural residential area with some agricultural and open space designations interspersed. The area is characterized by average parcel sizes of two to three acres, typically with either exclusively residential use or with small-scale vineyard or equestrian uses. The area is contiguous to NSD's existing sphere and jurisdictional boundary. Zoning in these areas is Residential Country, which is outside the City of Napa's general plan area and RUL, but not subject to the County's Measure P restrictions on conversion of agricultural and open space lands.

Approximately 97% of the Coombsville Road Study Area is designated by the County as "Rural Residential," a land use category that contemplates low density residential uses in neighborhoods that are in proximity to existing urbanized areas but that are currently in agriculture or where further subdivision will be discouraged. Permitted uses include single-family dwellings, day care centers, large residential care homes, existing major medical care facilities, private schools, agriculture, stables, and – in specified areas – tourist-serving commercial uses.

The remaining 3% of the Coombsville Road Study Area is designated by the County as "Agriculture, Watershed, and Open Space," a land use category that contemplates agriculture as the predominant land use, where watersheds are protected and enhanced, where geological conditions make the land unsuitable for urban development, where urban development would adversely impact all such uses, and where the protection of agriculture, watersheds, and floodplain tributaries from fire, pollution, and erosion is essential to the general health, safety, and welfare. Permitted uses include agriculture, processing of agricultural products, and single-family dwellings.

Present and Probable Need for Public Facilities and Services

NSD has recently begun extending a recycled wastewater pipeline to the Coombsville Road Study Area to allow for vineyard and other non-residential irrigation in support of the area's semi-rural character. The pipeline project will annually deliver approximately 700 acre-feet of recycled water from NSD to the Coombsville Road Study Area. This does not require the area to be within the District's sphere or boundary given that transfers of non-potable water are exempt from Commission oversight. The project involves five miles of pipeline and \$13.3 million in costs. The pipeline system will have a capacity of 2,000 acre-feet annually based on availability of recycled water supply. NSD is currently in the process of increasing its capacity from 2,000 to 3,700 acre-feet per year of recycled water.

The Coombsville Road Study Area is groundwater deficient and includes agricultural land uses with vineyards that require irrigation. The aforementioned recycled water project involves the construction of new public facilities that will provide the area with public water services in support of existing residential and agricultural uses. The existing residences are typically dependent on private onsite septic systems that are aging and may result in a need for public sewer services within the foreseeable future.

Present Capacity and Adequacy of Public Services

Sewer service from NSD is not currently available for the Coombsville Road Study Area. As mentioned above, existing residences within the area typically rely on private onsite septic systems for sewer service. Infrastructure improvements along with financing mechanisms will be required to extend public sewer service to the area.

Social and Economic Communities of Interest

The Coombsville Road Study Area is located within an urbanizing unincorporated area adjacent to NSD's sphere and jurisdictional boundary. The area has established social and economic interests with NSD with respect to the aforementioned recycled water pipeline project. However, the extension of non-potable water to the area does not require consistency with NSD's sphere or jurisdictional boundary.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

Recommendation

The Coombsville Road Study Area has been in low density residential uses for many years. Inclusion within NSD's sphere of influence would be consistent with policies adopted by LAFCO, the County of Napa, and the District with respect to aligning urban development with the availability of essential urban-type municipal services. However, sewer service feasibility and cost should be studied to ensure a stable, long-term financing mechanism is in place for infrastructure improvements. It would also be appropriate to first review and analyze potential environmental impacts associated with future development projects or requests for service from the affected land use authority: the County of Napa. This would involve identifying a financing mechanism and making determinations pursuant to the California Environmental Quality Act (CEQA) before amending NSD's sphere. Once a project or service request becomes known and all potential environmental impacts have been adequately analyzed, it would be appropriate to reconsider staff's recommendation and allow the County of Napa to submit individual sphere of influence amendment requests with the Commission. It appears unlikely that planning activities or obtaining financial commitments to extend sewer service to the Coombsville Road Study Area will be able to be completed within the next five years.

Staff recommends that the Commission take no action on NSD's sphere of influence with respect to the Coombsville Road Study Area until the District has performed the necessary cost and environmental analyses as well as the County of Napa performing the necessary environmental review and analysis of potential environmental impacts. However, it may be appropriate to consider amending NSD's sphere of influence to include the Coombsville Road Study Area as part of the next update performed for the District.

Cuttings Wharf

The Cuttings Wharf Study Area is comprised of 16 parcels totaling 34.1 acres located immediately southwest of the City of Napa and NSD’s jurisdictional boundaries and spheres of influence near Stanly Ranch. The area is contiguous to NSD’s present boundary. Access to the area is by means of Las Amigas Road near Cuttings Wharf Road. The area is flat with low-density residential uses and is depicted in the following map.



Present and Planned Land Use

The Cuttings Wharf Study Area is contiguous to NSD's existing sphere of influence and jurisdictional boundary. The area is located along the Napa River immediately southwest of the incorporated area known as "Stanly Ranch" and is developed with 11 single-family residential units as well as a marina. The Cuttings Wharf Study Area is designated by the County as "Agricultural Resource" and is zoned as "Residential Single: Airport Compatibility." These land use designations allow for single-family residential structures in the unincorporated area.

Present and Probable Need for Public Facilities and Services

The landowner recently submitted a letter to the Commission discussing the evaporative pond sewer system, which may pose a threat to public health and safety given the area's immediate proximity to the Napa River. The letter states that a recent engineering investigation suggested that the system serving the area is inadequate by current standards. The engineering investigation identified three alternatives, two of which involve rebuilding or replacing the existing onsite wastewater system and are infeasible due to engineering and soil composition concerns. The third alternative is to connect to NSD, which is infeasible due to the location of the District's existing sphere of influence, jurisdictional boundary, and infrastructure. The letter further discusses the landowner's interest in the Commission including the Cuttings Wharf Study Area within NSD's sphere of influence to allow for connection to the District's public sewer system to alleviate the threat to public health and safety associated with the area's evaporative pond waste disposal system.

The Cuttings Wharf Study Area is currently developed with occupied residential structures and a marina. The residential structures currently rely on an inadequate evaporative pond system for waste disposal services. Residents within the area as well as the Napa River are posed with a potential risk to health and safety. The landowner has expressed interest in connecting to NSD's public sewer service infrastructure within the immediate future.

Present Capacity and Adequacy of Public Services

NSD's existing public sewer infrastructure is located approximately two miles northeast of the Cuttings Wharf Study Area within Stanly Ranch, which was annexed to the District in 2011. The landowner would be required to finance the needed infrastructure improvements to extend public sewer services to the area. This would allow NSD to serve the Cuttings Wharf Study Area without negatively impacting existing ratepayers or service levels.

Social and Economic Communities of Interest

No social or economic communities of interest currently exist between the Cuttings Wharf Study Area and NSD. However, the area is contiguous to the Stanly Ranch area, which is within NSD's sphere of influence and jurisdictional boundary.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

Recommendation

The Cuttings Wharf Study Area has been located outside NSD's sphere of influence since the District's sphere was established in 1975. The area is currently designated by the County as "Agricultural Resource" and zoned as "Residential Single: Airport Compatibility." Extension of public sewer infrastructure would respond to a potential threat to public health and safety associated with an onsite septic system located in close proximity to the Napa River. However, extending NSD's sphere of influence to include the Cuttings Wharf Study Area would be inconsistent with the Commission's adopted Policy III(D)(3) given that the lands are designated by the County for agricultural land uses and the District can't provide sewer service to the area without extending the mainline more than 1,000 feet. If the County Environmental Health Division confirms a threat to public health and safety exists, the Cuttings Wharf Study Area will be eligible to receive public sewer services from NSD through an outside service agreement without extending the sphere of influence.

Staff recommends that the Commission take no action on NSD's sphere of influence with respect to the Cuttings Wharf Study Area.

Dry Creek Road

The Dry Creek Road Study Area is comprised of one parcel totaling 2.9 acres located northwest of the City of Napa and NSD’s jurisdictional boundaries and contiguous to each of their spheres of influence. Access to the area is by means of Dry Creek Road. The area is flat and is depicted in the following map.



Present and Planned Land Use

The Dry Creek Road Study Area is located to the immediate west of NSD's sphere of influence and jurisdictional boundary. The area is also located immediately north of an existing public park and open space facility owned and operated by the City of Napa. The public park is known as "Alston Park."

Present and Probable Need for Public Facilities and Services

The Dry Creek Road Study Area is currently undeveloped. The landowner has formally requested the Commission include the Dry Creek Road Study Area as part of this comprehensive sphere update for NSD in anticipation of developing a single-family residence in the near future. The landowner has stated that a residence will be built on the property and would prefer the home be served by public sewer infrastructure as opposed to a private onsite septic system.

Present Capacity and Adequacy of Public Services

NSD's existing public sewer infrastructure is located immediately adjacent to the Dry Creek Road Study Area and would not require significant infrastructure improvements. NSD has established adequate capacities to extend public sewer service to the area.

Social and Economic Communities of Interest

No social or economic communities of interest currently exist between the Dry Creek Road Study Area and NSD. However, the area is located immediately adjacent to NSD's existing sphere, jurisdictional boundary, and infrastructure.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

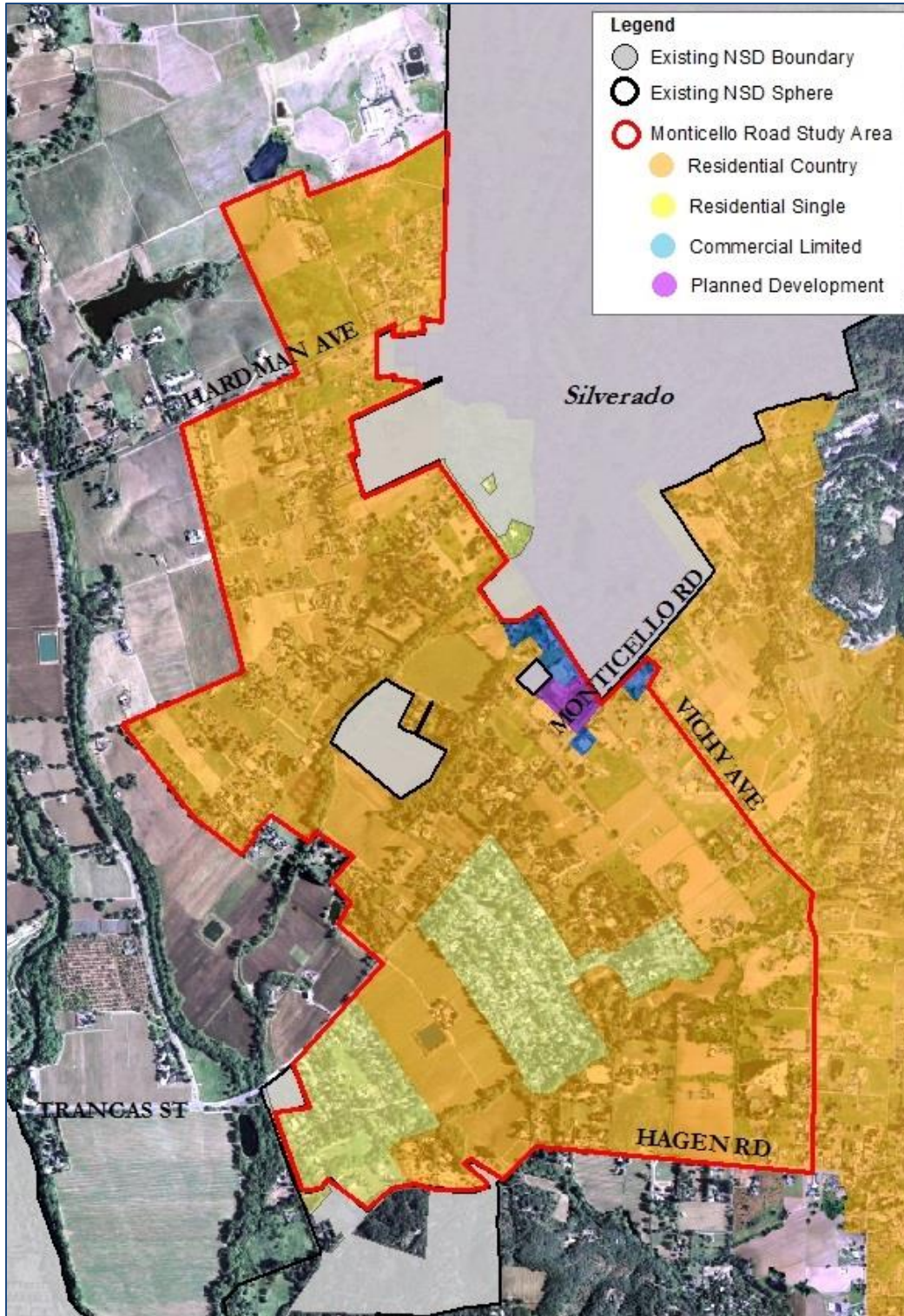
Recommendation

The Dry Creek Road Study Area is currently designated by the County as "Agricultural Resource." In general, extending public sewer services would be preferable to allowing a new septic system to be constructed in the unincorporated area. However, extending NSD's sphere of influence to include the Dry Creek Road Study Area would be inconsistent with the Commission's adopted Policy III(D)(3) given that the lands are designated by the County for agricultural land uses and extending public sewer services to the area would be growth inducing by converting agricultural land to an urban use. Waiving this policy would potentially set an undesirable precedent for future landowner requests of a similar nature.

Staff recommends that the Commission take no action on NSD's sphere of influence with respect to the Dry Creek Road Study Area.

Monticello Road

The Monticello Road Study Area is comprised of 1,192 parcels totaling 1,341 acres located between the two large non-contiguous portions of NSD’s jurisdictional boundary near the Silverado community. The area is contiguous to both portions of NSD’s present boundary. Access to the area is by means of Monticello Road. The area is flat with low-density residential and commercial uses and is depicted in the following map.



Present and Planned Land Use

Approximately one-fifth of the Monticello Road Study Area is designated by the County as “Agricultural Resource,” a land use category that contemplates agriculture as the predominant land use, where uses incompatible with agriculture should be precluded, and where the development of urban type uses would be detrimental to the continuance of agriculture and the maintenance of open space. Permitted uses include agriculture, processing of agricultural products, and single-family dwellings.

The remaining four-fifths of the Monticello Road Study Area is designated by the County as “Rural Residential,” a land use category that contemplates low density residential uses in neighborhoods that are in proximity to existing urbanized areas but that are currently in agriculture or where further subdivision will be discouraged. Permitted uses include single-family dwellings, day care centers, large residential care homes, existing major medical care facilities, private schools, agriculture, stables, and – in specified areas – tourist-serving commercial uses.

There are current four unincorporated parcels in the Monticello Road Study Area that already lie within NSD’s sphere of influence and jurisdictional boundary. These parcels were previously included within NSD’s sphere and boundary in response to unique circumstances and are summarized below.

1. County Fire Station: 1.7 acres at 1820 Monticello Road (APN 039-320-015)
2. Rural residential parcel: 16.26 acres at 1079 Hedgeside Avenue (APN 039-290-032)
3. Rural residential parcel: 2.97 acres at 1105 Hedgeside Avenue (APN 039-290-029)
4. Rural residential parcel: 1.0 acres at 1101 Hedgeside Avenue (APN 039-290-028)

Present and Probable Need for Public Facilities and Services

The Monticello Road Study Area is predominantly developed with single-family residences and agriculture-serving land uses with aging onsite private septic systems. There is one public school (Vichy Elementary) and one restaurant located within the area. Extensive portions of the area receive public water services from the City of Napa through outside service extensions. Some existing residences already receive public sewer services from NSD through outside service extensions.

Present Capacity and Adequacy of Public Services

NSD has asserted that the collection line traversing the area – Milliken Trunk Line – was not capable of serving the residential uses in the Monticello Road area given the majority of available capacity had been contractually reserved to accommodate additional development in the Silverado area. As mentioned above, existing residences within the area typically rely on private onsite septic systems for sewage disposal. Infrastructure improvements along with financing mechanisms would be required to extend public sewer service to the area. This would likely involve environmental studies, the creation of a mandatory assessment district, and an alignment study performed by NSD. NSD’s limited capacity to provide adequate services to the Monticello Road Study Area is further described in the Commission’s Central County Region Municipal Service Review.

Social and Economic Communities of Interest

The Monticello Road Study Area is located within an unincorporated area adjacent to NSD's sphere and jurisdictional boundary. The area has established minimal social and economic interests with NSD with respect to the location of public sewer infrastructure as well as a small number of existing residential service commitments within the area.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

Recommendation

The Monticello Road Study Area has been in low density residential uses for many years. Inclusion within NSD's sphere of influence would be consistent with policies adopted by LAFCO, the County of Napa, and the District with respect to aligning urban development with the availability of essential urban-type municipal services. However, sewer service feasibility and cost should be studied to ensure a stable, long-term financing mechanism is in place for infrastructure improvements. It would also be appropriate to first review and analyze potential environmental impacts associated with future development projects or requests for service from the affected land use authority: the County of Napa. This would involve identifying a financing mechanism and making determinations pursuant to CEQA before amending NSD's sphere. Once a project or service request becomes known and all potential environmental impacts have been adequately analyzed, it would be appropriate to reconsider staff's recommendation and allow the County of Napa to submit individual sphere of influence amendment requests with the Commission. It appears unlikely that planning activities or obtaining financial commitments to extend sewer service to the Monticello Road Study Area will be able to be completed within the next five years.

Staff recommends that the Commission take no action on NSD's sphere of influence with respect to the Monticello Road Study Area until the District has performed the necessary cost and environmental analyses as well as the County of Napa performing the necessary environmental review and analysis of potential environmental impacts. However, it may be appropriate to consider amending NSD's sphere of influence to include the Monticello Road Study Area as part of the next update performed for the District.

Solano Avenue

The Solano Avenue Study Area is comprised of one parcel totaling 3.5 acres located north of the City of Napa and NSD’s jurisdictional boundaries and spheres of influence. The area is not contiguous to NSD’s present sphere. Access to the area is by means of Solano Avenue. The area is flat and is depicted in the following map.



Present and Planned Land Use

The Solano Avenue Study Area is located approximately one mile north of NSD's sphere of influence and outside of the area contemplated by the District's Master Facilities Plan. The parcel located immediately south of the Solano Avenue Study Area is in agricultural use as a vineyard. The area is developed with commercial uses that have been abandoned. The Solano Avenue Study Area is designated by the County as "Agricultural Resource" and is zoned as "Commercial Limited." The landowner has submitted a use permit modification application to the County to allow for the development of a 50-room hotel and a 100-seat restaurant. The landowner's development application currently remains incomplete pending technical revisions.

Present and Probable Need for Public Facilities and Services

As referenced above, the Solano Avenue Study Area is developed with abandoned commercial structures. No approved development project currently exists to redevelop the Solano Avenue Study Area. However, a development application has been submitted to the County to construct a 50-room hotel and 100-seat restaurant. The development application is unlikely to be approved within the next five years given that, among other issues, (a) an environmental impact report is required to support the proposed development, (b) public sewer infrastructure improvements in support of a commercial use located on land designated as Agricultural Resource would likely be subject to voter approval under the County's Measures J and P, (c) a will-serve letter from the City of Napa would be required for extension of public water service, (d) a new will-serve letter from NSD would be required for extension of public sewer service if the area has not been annexed by December 5, 2016, and (e) additional detail of the location and improvements of a proposed off-site force main is needed. Therefore, extension of public sewer services to the Solano Avenue Study Area does not appear necessary within the next five years.

Present Capacity and Adequacy of Public Services

NSD's existing public sewer infrastructure is inadequate to serve the Solano Avenue Study Area. As discussed above, the area is located approximately one mile north of the existing sewer main along Solano Avenue.

Social and Economic Communities of Interest

No social or economic communities of interest currently exist between the Solano Avenue Study Area and NSD.

Present and Probable Need for Public Services for Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the definition under State law have been identified anywhere in Napa County.

Recommendation

The Solano Avenue Study Area is currently designated by the County as “Agricultural Resource.” Extension of public sewer infrastructure would potentially undermine existing agricultural land uses located immediately between the Solano Avenue Study Area and NSD’s existing facilities and sphere of influence. Development of the area would be inconsistent with current policies promoting the expansion of public sewer infrastructure into agricultural and open space lands without a known project that has been approved by an affected agency. This includes the need to review and analyze potential environmental impacts associated with a project and making determinations pursuant to CEQA. Once a project becomes known and all potential environmental impacts have been adequately analyzed, it would be appropriate to reconsider staff’s recommendation and allow the landowner to submit an individual sphere of influence amendment request with the Commission.

Staff recommends the Commission take no action on NSD’s sphere of influence with respect to the Solano Avenue Study Area.