



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

1754 Second Street, Suite C
Napa, California 94559
Phone: (707) 259-8645
www.napa.lafco.ca.gov

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

Agenda Item 7a (Public Hearing)

TO: Local Agency Formation Commission

PREPARED BY: Brendon Freeman, Executive Officer *B F*

MEETING DATE: August 3, 2026

SUBJECT: Consider Sphere of Influence Amendment Request Involving the Napa Sanitation District and Assessor Parcel Number 046-450-076

RECOMMENDATION

It is recommended the Commission take the following actions:

- 1) Open the public hearing and take testimony;
- 2) Close the public hearing; and
- 3) Adopt one of the following:
 - A. Adopt the Resolution of the Local Agency Formation Commission (LAFCO) of Napa County Making Determinations – Sphere of Influence (SOI) Amendment Involving the Napa Sanitation District (NSD) and Assessor Parcel Number (APN) 046-450-076, included as Attachment 1, approving the amendment to NSD’s SOI; or
 - B. Adopt the Resolution of LAFCO of Napa County Making Determinations – SOI Amendment Involving NSD and APN 046-450-076, included as Attachment 2, denying the amendment to NSD’s SOI.

BACKGROUND AND SUMMARY

Collective Operations and PEP Housing (“applicant”) are co-developers of the Imola Affordable Apartments project and applied to amend NSD’s SOI to include one parcel owned by the State of California identified as APN 046-450-076. The application materials are included as Attachment 3 and were submitted consistent with the procedures described in the Commission’s *Policy on Spheres of Influence* (“Policy”), included as Attachment 4, and California Government Code (G.C.) Section 56428. Staff also fully complied with all noticing requirements for this public hearing pursuant to G.C. Section 56427.

Beth Painter, Chair
Councilmember, City of Napa

Paul Dohring, Commissioner
Councilmember, City of Napa

David Oro, Alternate Commissioner
Councilmember, City of American Canyon

Belia Ramos, Vice Chair
County of Napa Supervisor, 5th District

Anne Cottrell, Commissioner
County of Napa Supervisor, 3rd District

Joelle Gallagher, Alternate Commissioner
County of Napa Supervisor, 1st District

Jeffrey Crosswhite, Commissioner
Representative of the General Public

Eve Kahn, Alternate Commissioner
Representative of the General Public

Brendon Freeman
Executive Officer

The affected territory comprises one entire parcel with no situs address totaling approximately 5.2 acres in size and identified as APN 046-450-076. The affected territory is an undeveloped lot with no structures, flat, and covered in native grasses.

Land uses surrounding the affected territory are summarized as follows:

- **North:** Imola Avenue; single-family residences; undeveloped lot
- **East:** Skyline Wilderness Park; a few sheds are located in the park
- **South:** A barn and portions of the park
- **West:** Asphalt paved road; Napa County Office of Education

The project involves the development of 185 residential units as part of six three-story buildings and a single-story community building. The site consists of State-owned surplus land located along Imola Avenue southeast of the City of Napa and adjacent to Skyline Wilderness Park in unincorporated Napa County.

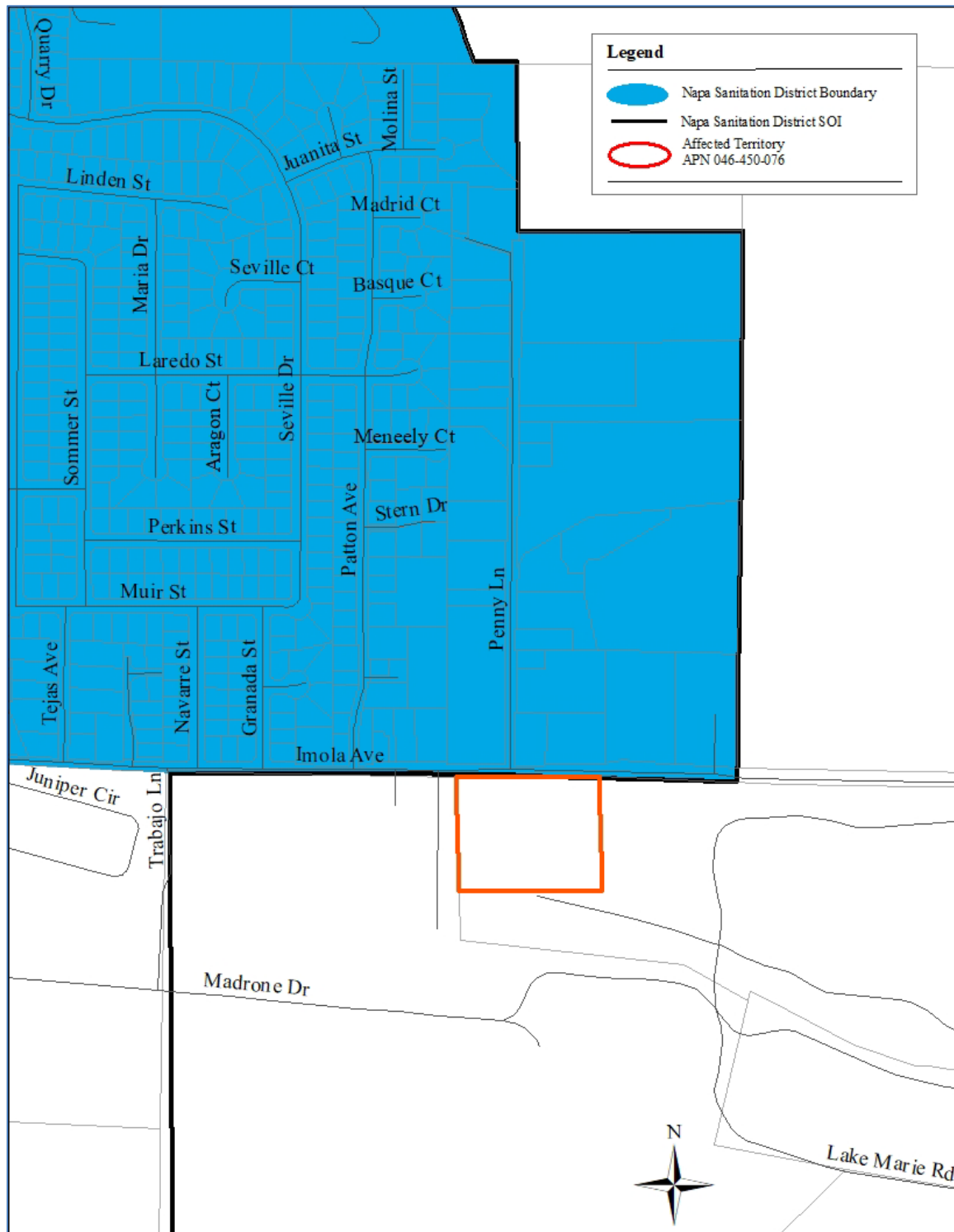
The application materials state the proposed SOI amendment would support future extension of urban services necessary to facilitate affordable residential development identified in the Napa County Housing Element. Future development of the site would be subject to applicable environmental review and permitting requirements.

While not required as part of the LAFCO process, the applicant provided a copy of a Phase I Environmental Site Assessment for the affected territory, available online at:

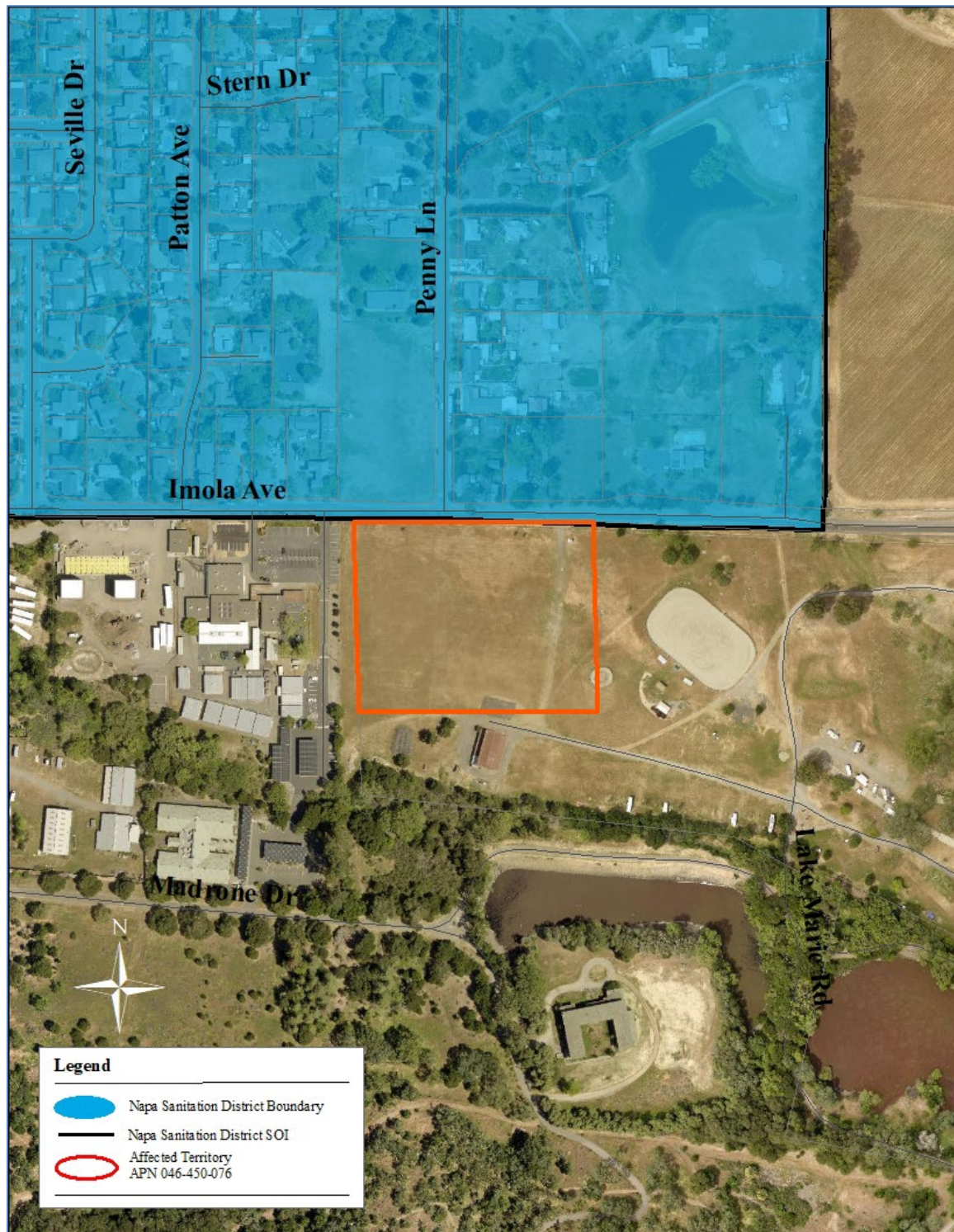
<https://www.napa.lafco.ca.gov/files/7c8f0933d/7a+Imola+Affordable+Apartments+Phase+I+Environmental+Site+Assessment.pdf>

Various maps of the affected territory, affected local agencies, and land use designations follow.

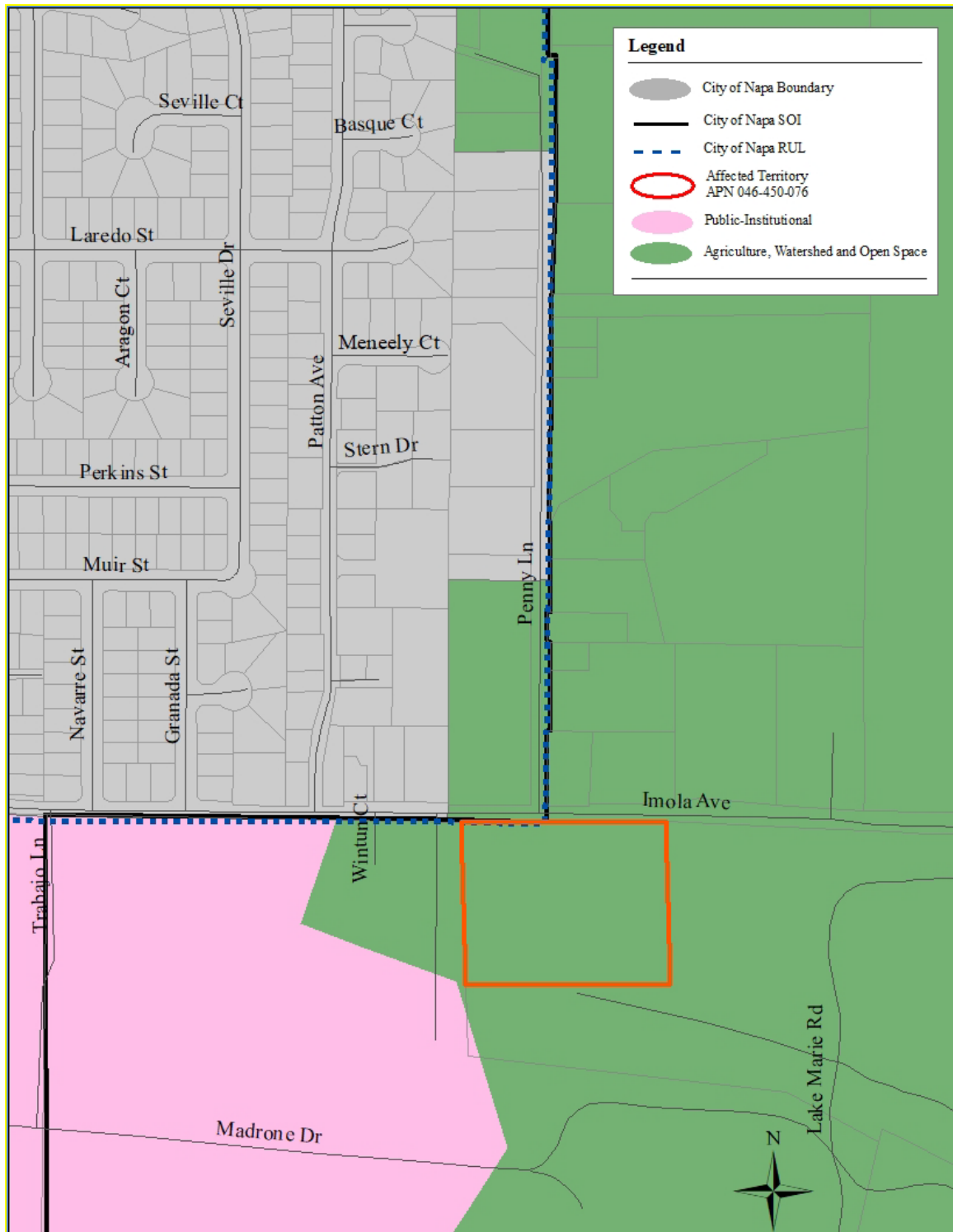
Map showing affected territory, NSD boundary, and NSD SOI:



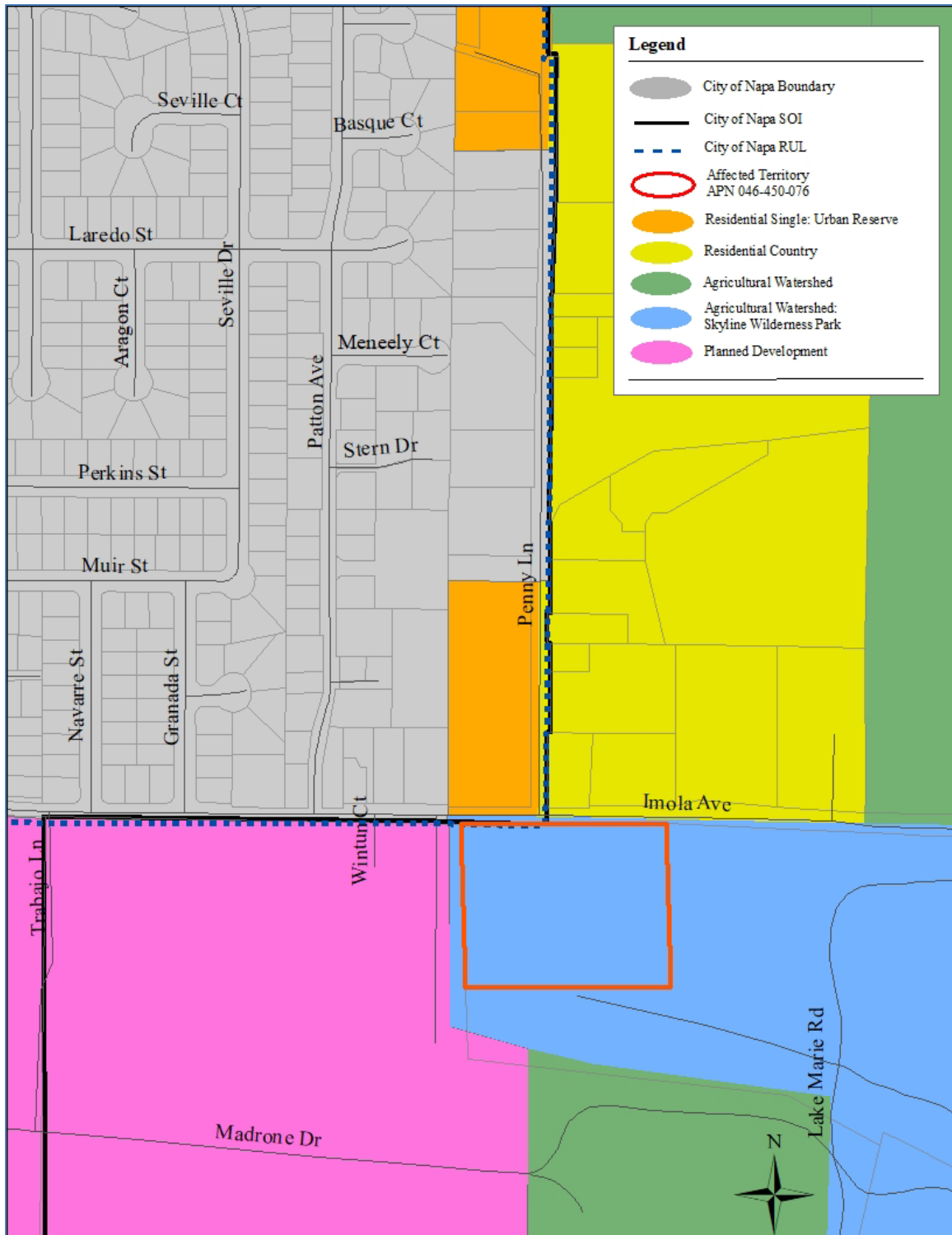
Aerial map showing affected territory, NSD boundary, and NSD SOI:



Map showing affected territory, City of Napa boundary, City of Napa SOI, City of Napa Rural Urban Limit (RUL), and Napa County General Plan land use designations:



Map showing affected territory, City of Napa boundary, City of Napa SOI, City of Napa RUL, and Napa County zoning assignments:



DISCUSSION

The following is a discussion of factors that are relevant to the application.

Mission and Purpose of LAFCO

G.C. Section 56001 states (emphasis added):

The Legislature finds and declares that it is the policy of the state to encourage orderly growth and development which are essential to the social, fiscal, and economic well-being of the state. The Legislature recognizes that the logical formation and determination of local agency boundaries is an important factor in promoting orderly development and in balancing that development with sometimes competing state interests of discouraging urban sprawl, preserving open-space and prime agricultural lands, and efficiently extending government services. ***The Legislature also recognizes that providing housing for persons and families of all incomes is an important factor in promoting orderly development.*** Therefore, the Legislature further finds and declares that this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.

G.C. Section 56301 states:

Among the purposes of a commission are discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances...

Statutory Factors

In determining the SOI of each agency, the Commission is required to consider five specific factors pursuant to G.C. Section 56425. The following is a summary of the statutory factors as they relate to the SOI request, which are also included in the draft resolutions.

1) Present and planned land uses in the area, including agricultural and open space lands:

The County of Napa General Plan assigns the affected territory a land use designation of *Agriculture, Watershed, and Open Space* and zoning standard of *Agricultural Watershed: Skyline Wilderness Park*. These land use characteristics prescribe a minimum lot size of 160 acres. Furthermore, the *Skyline Wilderness Park* combination district only allows for agriculture, parks, rural recreation uses and facilities, and campgrounds when located on public lands. The affected territory is undeveloped open space. Inclusion within NSD's SOI and future annexation could facilitate extension of public sewer service in support of a future affordable housing project.

2) Present and probable need for public facilities and services in the area:

Public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. Public sewer service is needed to facilitate a future affordable housing project.

3) Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide:

Based on the Commission's *Napa Countywide Water and Wastewater Municipal Service Review* updated in 2021, NSD has established adequate capacity to extend public sewer service to the affected territory to facilitate its contemplated development.

4) Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency:

There are no social or economic communities of interest in the affected territory.

5) Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence:

There are no disadvantaged unincorporated communities within NSD's SOI.

Policy Considerations

A summary of relevant local policy considerations follows.

- Section III states: It is the intent of the Commission to determine appropriate SOIs that promote the orderly expansion of cities, towns, and special districts in a manner that ensures the protection of the environment and agricultural and open space lands while also ensuring the effective, efficient, and economic provision of essential public services, including public water, wastewater, fire protection and emergency response, and law enforcement.
 - Staff response: The SOI amendment would not ensure the protection of the affected territory as vacant open space. The SOI amendment would promote the expansion of NSD's public sewer infrastructure and arguably ensure the effective, efficient, and economic provision of wastewater services to the affected territory in support of future residential development.
- Section V(A)(1) states: Land defined or designated in the County of Napa General Plan land use map as agricultural or open space shall not be approved for inclusion within any local agency's SOI for purposes of new urban development unless the action is consistent with the objectives listed in Section III of this policy.
 - Staff response: The County General Plan land use map designates the affected territory as *Agriculture, Watershed, and Open Space*. The SOI amendment would be inconsistent based on this land use designation.

- Section V(A)(4) states: The Commission will consider the Agricultural Preserve and intent of voters in passing Measure J and Measure P in its decision making processes to the extent they apply, prior to taking formal actions relating to SOIs.
 - Staff response: The affected territory is subject to Measure P, which is relevant to the County's land use designations. Changing the land use designation in the County General Plan from agricultural to non-agricultural requires approval by Napa County voters.
- Section V(A)(9) states: A local agency's SOI should reflect existing and planned service capacities based on information collected by, or submitted to, the Commission. This includes information contained in current municipal service reviews (MSRs). The Commission shall consider the following municipal service criteria in determining SOIs:
 - a) The present capacity of public facilities and adequacy of public services provided by affected local agencies within the current jurisdiction, and the adopted plans of these local agencies to address any municipal service deficiency, including adopted capital improvement plans.
 - Staff response: Based on the *Napa Countywide Water and Wastewater Municipal Service Review* updated in 2021, NSD has established adequate capacity to serve their current jurisdiction and accommodate growth within the affected territory.
 - b) The present and probable need for public facilities and services within the area proposed or recommended for inclusion within the SOI, and the plans for the delivery of services to the area.
 - Staff response: The affected territory would need public sewer and water services in the future to facilitate residential development.
- Section V(A)(10) states: The Commission shall consider, at a minimum, the following land use criteria in determining SOIs:
 - a) The present and planned land uses in the area, including lands designated for agriculture and open space.
 - Staff response: The present land use is open space. Future land use is contemplated to be residential by the State.
 - b) The present and probable need for public facilities and services in the area.
 - Staff response: The affected territory would need public sewer and water services in the future to facilitate residential development.

- c) The present capacity of public facilities and adequacy of public services that the local agency provides or is authorized to provide.
 - Staff response: NSD has established adequate capacities to provide public sewer service within its existing boundary and can accommodate the contemplated services that would be needed within the affected territory for any residential development that may occur.
- d) Consistency with the County General Plan and the general plan of any affected city or town.
 - Staff response: The County General Plan designates the affected territory as *Agriculture, Watershed, and Open Space*, which is inconsistent with the SOI amendment.
- e) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the local agency.
 - Staff response: The Skyline Park Citizens Association was established to protect the Skyline Park property from development.
- f) Adopted general plan policies of the County and of any affected city or town that guide future development away from lands designated for agriculture or open space.
 - Staff response: The County General Plan includes the following relevant land use policies:
 - Policy AG/LU-126: “...the County will work collaboratively with LAFCO in its reviews of spheres to encourage orderly, city-centered growth and development in Napa County and the preservation of agricultural land.”
 - Policy AG/LU-126.5: “The County seeks to engage incorporated jurisdictions in collaborative planning efforts, particularly efforts aimed at ensuring adequate infrastructure capacity, vibrant city-centers, sufficient housing and agricultural lands and natural resource protection.”
- g) Adopted policies of affected local agencies that promote infill development of existing vacant or underdeveloped land.
 - Staff response: The affected territory is currently vacant but is not considered infill. NSD has not adopted policies that are relevant to promoting infill development of existing vacant land.
- h) Amount of existing vacant or underdeveloped land located within any affected local agency’s jurisdiction and current SOI.
 - Staff response: Does not appear relevant to NSD’s SOI.

- i) Adopted urban growth boundaries by the affected land use authorities.
 - Staff response: Does not appear relevant to NSD's SOI. However, the affected territory is located outside the City of Napa's rural urban limit (RUL) and SOI, and therefore it is unlikely the affected territory will be annexed to the City in the foreseeable future.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

If the Commission chooses to amend NSD's SOI to include the affected territory, the action would be exempt from further review under CEQA pursuant to California Code of Regulations Section 15061(b)(3). Notably, the proposed SOI amendment would not cause the direct, or reasonably foreseeable indirect, physical change in the environment and does not have the potential for causing a significant effect on the environment, as no new land use or municipal service authority would be provided. Further, the SOI amendment does not commit any local agency to take any definite course of action or to approve any specific project. Any future annexation of the affected territory would require environmental analysis to be performed by the appropriate lead agency. Denial of an amendment to NSD's SOI requires no CEQA related action by the Commission.

ALTERNATIVES FOR COMMISSION ACTION

The Commission may take any of the following actions as part of this item:

- 1) Approve the requested amendment to NSD's SOI by adopting the draft resolution included as Attachment 1. Staff recommends this alternative only if the Commission's desire is to emphasize its mission and purpose as described in G.C. section 56001 specifically related to providing housing for persons and families of all incomes as an important factor in promoting orderly development.
- 2) Deny the requested amendment to NSD's SOI by adopting the draft resolution included as Attachment 2. Staff recommends this alternative based on local policy considerations paired with the Commission's general mission and purpose related to the preservation of agricultural and open space lands.
- 3) Continue consideration of action to a future Commission meeting and direct staff to return with any desired additional information.

ATTACHMENTS

- 1) Draft Resolution Approving the Amendment to NSD's SOI
- 2) Draft Resolution Denying the Amendment to NSD's SOI
- 3) Application Materials
- 4) Policy on SOIs

RESOLUTION NO. ____

**RESOLUTION OF
THE LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
MAKING DETERMINATIONS**

**SPHERE OF INFLUENCE AMENDMENT INVOLVING
THE NAPA SANITATION DISTRICT AND ASSESSOR PARCEL NUMBER 046-450-076**

WHEREAS, a landowner (the “Applicant”) seeking a sphere of influence (SOI) amendment involving the Napa Sanitation District (“NSD”) and unincorporated Assessor Parcel Number 046-450-076 with no situs address has filed an application (the “Application”) with the Local Agency Formation Commission of Napa County, hereinafter referred to as “Commission,” pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, the Application seeks Commission approval to amend the sphere of influence of the City to include approximately 5.2 acres of territory comprising one entire parcel identified by the County of Napa Assessor’s Office as APN 046-450-076; and

WHEREAS, the Executive Officer prepared a written report on the Application in accordance with Government Code Section 56428; and

WHEREAS, said Executive Officer’s report has been presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all evidence related to the Application, including oral and written testimony presented at a duly noticed public hearing held on August 3, 2026; and

WHEREAS, the Commission considered all the factors required by law under California Government Code Section 56425.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, FIND, AND ORDER as follows:

1. The Recitals above are true and correct and are fully incorporated herein.
2. The Record of Proceedings (“Record”) upon which the Commission bases its decision includes, but is not limited to: (1) the staff reports, Commission files and records and other documents, prepared for and/or submitted to the Commission relating to the Application, including environmental analysis conducted or prepared pursuant to the California Environmental Quality Act (“CEQA”); (2) the evidence, facts, findings and other determinations set forth in this resolution; (3) all applicable General Plan(s), Specific Plan(s), zoning and pre-zoning designation(s), and adopted Commission policies; (4) all plans, studies, data and correspondence

submitted by the Applicant and affected local agencies in connection with the Application; (5) all documentary and oral evidence received at public meetings and hearings or submitted to the Commission during the comment period relating to the Application; (6) all other matters of common knowledge to the Commission including, but not limited to, local, state, and federal laws, policies, rules, regulations, reports, records and projections related to the Application.

The location and custodian of the records is the Napa County Local Agency Formation Commission at 1754 Second Street, Suite C, Napa CA 94559.

3. The SOI of the NSD is hereby amended to include all areas within its current SOI plus the area shown in Exhibit One subject to the conditions outlined herein.
4. The Commission finds that the SOI amendment is consistent with the Commission's *Policy on Spheres of Influence* given it would promote the logical and orderly development of the NSD's jurisdictional boundaries as well as the efficient delivery of governmental services.
5. The Commission finds the SOI amendment is exempt from further review under the California Environmental Quality Act pursuant to Title 14 of the California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the SOI amendment would not cause the direct, or reasonably foreseeable indirect, physical change in the environment and does not have the potential for causing a significant effect on the environment, as no new land use or municipal service authority would be provided. This finding is based on its independent judgment and analysis. The Executive Officer is the custodian of the records upon which this determination is based and such records are located at the Commission office located at 1754 Second Street, Suite C, Napa, California 94559.
6. Pursuant to California Government Code Section 56425, the Commission adopts the statement of determinations as set forth in Exhibit Two, attached hereto and incorporated herein by reference.
7. The Commission hereby directs staff to file a Notice of Exemption in compliance with CEQA.
8. The effective date of this SOI amendment shall be the date upon which all of the following conditions have been satisfied:
 - a) The Executive Officer is in receipt of all outstanding Commission fees.
9. The Executive Officer shall revise the official records of the Commission to reflect the SOI amendment upon the effective date.

The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on August 3, 2026, after a motion by Commissioner _____, seconded by Commissioner _____, by the following vote:

AYES: Commissioners _____

NOES: Commissioners _____

ABSENT: Commissioners _____

ABSTAIN: Commissioners _____

Beth Painter
Commission Chair

ATTEST: _____
Brendon Freeman
Executive Officer

Recorded by: Charlie Livingston
Commission Clerk

DRAFT

EXHIBIT ONE

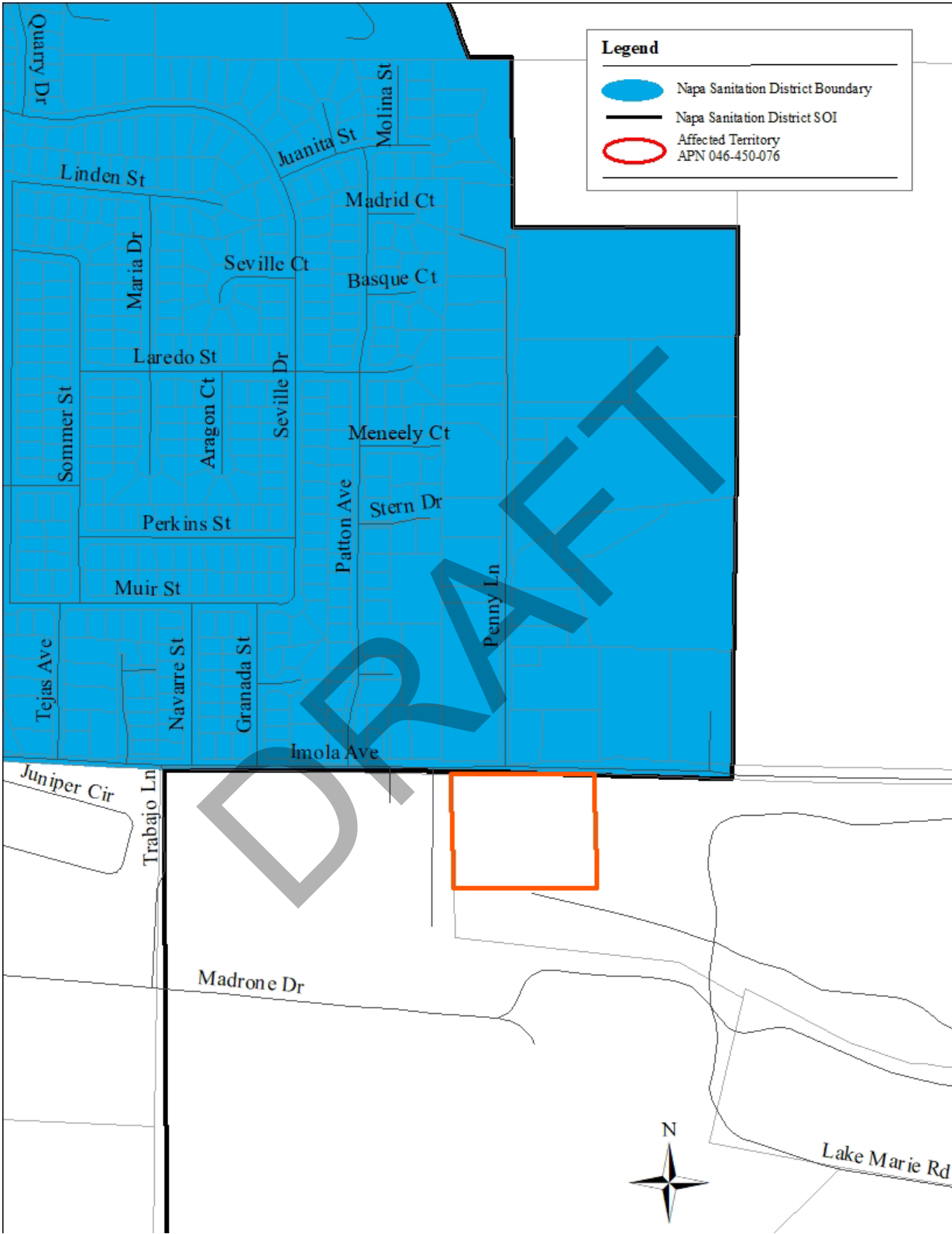


EXHIBIT TWO

STATEMENT OF DETERMINATIONS

**SPHERE OF INFLUENCE AMENDMENT INVOLVING
THE NAPA SANITATION DISTRICT AND ASSESSOR PARCEL NUMBER 046-450-076**

1. Present and planned land uses in the sphere, including agricultural and open-space lands (Government Code 56425(e)(1)):

The County of Napa General Plan assigns the affected territory a land use designation of *Agriculture, Watershed, and Open Space* and zoning standard of *Agricultural Watershed: Skyline Wilderness Park*. These land use characteristics prescribe a minimum lot size of 160 acres. Furthermore, the *:Skyline Wilderness Park* combination district only allows for agriculture, parks, rural recreation uses and facilities, and campgrounds when located on public lands. The affected territory is undeveloped open space. Inclusion within NSD's SOI and future annexation could facilitate extension of public sewer service in support of a future affordable housing project.

2. The present and probable need for public facilities and services in the sphere (Government Code 56425(e)(2)):

Public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. Public sewer service is needed to facilitate a future affordable housing project.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide (Government Code 56425(e)(3)):

Based on the Commission's *Napa Countywide Water and Wastewater Municipal Service Review* updated in 2021, NSD has established adequate capacity to extend public sewer service to the affected territory to facilitate its contemplated development.

4. The existence of any social or economic communities of interest in the sphere if the Commission determines that they are relevant to the agency (Government Code 56425(e)(4)):

There are no social or economic communities of interest in the affected territory.

5. Present and probable need for public services for disadvantaged unincorporated communities (Government Code 56425(e)(5)):

There are no disadvantaged unincorporated communities within the NSD's SOI.

RESOLUTION NO. ____

**RESOLUTION OF
THE LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY
MAKING DETERMINATIONS**

**SPHERE OF INFLUENCE AMENDMENT INVOLVING
THE NAPA SANITATION DISTRICT AND ASSESSOR PARCEL NUMBER 046-450-076**

WHEREAS, a landowner (the “Applicant”) seeking a sphere of influence (SOI) amendment involving the Napa Sanitation District (“NSD”) and unincorporated Assessor Parcel Number 046-450-076 with no situs address has filed an application (the “Application”) with the Local Agency Formation Commission of Napa County, hereinafter referred to as “Commission,” pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, the Application seeks Commission approval to amend the sphere of influence of the NSD to include approximately 5.2 acres of territory comprising one entire parcel identified by the County of Napa Assessor’s Office as APN 046-450-076; and

WHEREAS, the Executive Officer prepared a written report on the Application in accordance with Government Code Section 56428; and

WHEREAS, said Executive Officer’s report has been presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all evidence related to the Application, including oral and written testimony presented at a duly noticed public hearing held on August 3, 2026; and

WHEREAS, the Commission considered all the factors required by law under California Government Code Section 56425, as set forth in Exhibit One, attached hereto and incorporated by reference.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

Section 1. Recitals. The Recitals above are true and correct and are fully incorporated herein.

Section 2. Record. The Record of Proceedings (“Record”) upon which the Commission bases its decision includes, but is not limited to: (1) the staff reports, Commission files and records and other documents, prepared for and/or submitted to the Commission relating to the Application, including environmental analysis conducted or prepared pursuant to the California Environmental Quality Act (“CEQA”); (2) the evidence, facts, findings and other determinations set forth in this resolution; (3) all applicable General Plan(s), Specific Plan(s), zoning and pre-zoning designation(s), and adopted Commission policies; (4) all plans, studies, data and correspondence submitted by the Applicant and affected local agencies in connection with the Application; (5) all documentary and oral evidence received

at public meetings and hearings or submitted to the Commission during the comment period relating to the Application; (6) all other matters of common knowledge to the Commission including, but not limited to, local, state, and federal laws, policies, rules, regulations, reports, records and projections related to the Application.

The location and custodian of the records is the Napa County Local Agency Formation Commission at 1754 Second Street, Suite C, Napa CA 94559.

Section 3. Determination. The Application is hereby denied as it is inconsistent with the Commission's Policy on Spheres of Influence Sections III, V(A)(1), V(A)(4), V(A)(10)(a), V(A)(10)(d), V(A)(10)(e), and V(A)(10)(f) as described in the associated staff report.

Section 4. CEQA. Pursuant to Public Resources Code Section 21080(b)(5), CEQA does not apply to projects a public agency rejects or disapproves. The Commission's denial of the Application is therefore not subject to CEQA analysis.

The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on August 3, 2026, after a motion by Commissioner _____, seconded by Commissioner _____, by the following vote:

AYES:	Commissioners	_____
NOES:	Commissioners	_____
ABSENT:	Commissioners	_____
ABSTAIN:	Commissioners	_____

Beth Painter
Commission Chair

ATTEST: _____
Brendon Freeman
Executive Officer

Recorded by: Charlie Livingston
Commission Clerk

EXHIBIT ONE

STATEMENT OF DETERMINATIONS

**SPHERE OF INFLUENCE AMENDMENT INVOLVING
THE NAPA SANITATION DISTRICT AND ASSESSOR PARCEL NUMBER 046-450-076**

1. Present and planned land uses in the sphere, including agricultural and open-space lands (Government Code 56425(e)(1)):

The County of Napa General Plan assigns the affected territory a land use designation of *Agriculture, Watershed, and Open Space* and zoning standard of *Agricultural Watershed: Skyline Wilderness Park*. These land use characteristics prescribe a minimum lot size of 160 acres. Furthermore, the *Skyline Wilderness Park* combination district only allows for agriculture, parks, rural recreation uses and facilities, and campgrounds when located on public lands. The affected territory is undeveloped open space. Inclusion within NSD's SOI and future annexation could facilitate extension of public sewer service in support of a future affordable housing project.

2. The present and probable need for public facilities and services in the sphere (Government Code 56425(e)(2)):

Public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. Public sewer service is needed to facilitate a future affordable housing project.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide (Government Code 56425(e)(3)):

Based on the Commission's *Napa Countywide Water and Wastewater Municipal Service Review* updated in 2021, NSD has established adequate capacity to extend public sewer service to the affected territory to facilitate its contemplated development.

4. The existence of any social or economic communities of interest in the sphere if the Commission determines that they are relevant to the agency (Government Code 56425(e)(4)):

There are no social or economic communities of interest in the affected territory.

5. Present and probable need for public services for disadvantaged unincorporated communities (Government Code 56425(e)(5)):

There are no disadvantaged unincorporated communities within the NSD's SOI.

QUESTIONNAIRE

The information provided in this application will be used to evaluate this proposal. Please complete this form to facilitate our review. Please respond to all items in this form, indicating “NA” when an item does not apply. It is important to note that while a SOI amendment may be initiated by any person or local agency, ultimately, the affected agency must consent to the change and all parties may be required to provide information, conduct studies, and may be subject to conditions of approval.

Subject Agency(ies)
(City or Special District):

Napa Sanitation District

**Describe Proposed
SOI Change(s):**

Expand the Napa Sanitation District Sphere of Influence to include APN 046-450-076, located in unincorporated Napa County.

Applicant/ Agents

Name	Email	Telephone	Mailing
1. Weijia Song	wsong@co-operations.org	(628)294-4262	2106 Union St San Francisco, CA 94123
2. Jim Wallen	jimw@pephousing.org	(707)981-6386	625, Acacia Lane Santa Rosa, CA 95409
3.			
4.			
5.			

Interested Parties

Name	Email	Telephone	Mailing
1.			
2.			
3.			
4.			

A. General Information

1. This application was initiated by:

PEP Housing

2. State reason(s) for requesting the proposed action **at this time**.

The proposed SOI expansion would support development of the proposed affordable housing project and associated infrastructure and utility improvements.

3. Describe the use of developed property within the proposal territory, including details about existing structures, if applicable. Describe anticipated development of vacant property, including types of buildings, number of units, supporting facilities, etc., and when development is scheduled to occur, if applicable.

The property is currently vacant with no existing structures or active uses. Proposed development includes six 3-story residential buildings and a single-story community building. There are existing underground services located on the site that serve the County operated maintenance barn to the South of the site. Construction is anticipated to begin in late 2027.

4. State the location of the property and its general location in relation to communities, freeways/highways, roads, etc.:

The property is located along Imola Avenue in unincorporated Napa County, adjacent to the Napa County Office of Education and across from existing residential properties. There is a maintenance barn to the South of the site.

5. Describe the present and planned uses in the area, including agricultural and open space lands.

The property is currently vacant with no active use. The proposed use is residential and consistent with the applicable Napa County General Plan land use designation and the Napa County Housing Element 2023-2031 (Sixth Cycle) that identified the site for affordable housing on it's housing sites inventory list and is included in the County's RHNA goals.

6. Describe the present and probable need for public facilities and services in the area.

Development of the site for residential uses will require extensions and/or connections to sewer infrastructure, as well as ongoing utility and public service capacity to support future residents.

7. Describe the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.

Existing sewer infrastructure is located adjacent to the site along Imola Avenue,. The development team has confirmed sewer service feasibility with the Napa Sanitation District and has been coordinating on issues regarding service capacity and connections.

8. Describe the existence of any social or economic communities of interest in the area that the Commission may determine are relevant to the agency.

The proposed development will serve low, very low and extremely low-income households and address identified affordable housing needs within Napa County.

B. Land Use Information

1. Total acreage: 5.22
2. Assessor Parcel Number(s): 046-450-076
 - a. If multiple parcels are involved in the sphere request, will any be consolidated?
3. Indicate the current zoning:
 - a. County: AW:SWP
 - b. City: _____
4. What community plan or General Plan is the territory in:
Napa County General Plan
5. The County/City General Plan land use designation:
State-owned surplus land designated Agriculture, Watershed, and Open Space (AWOS)

6. Describe any special land use concerns found in General Plans:

The site is State-owned surplus land and identified within the Napa County General Plan and Napa County Housing Element 2023-2031 for future residential development.

7. What is the proposed land use?

Affordable multifamily residential

8. Has the affected territory been rezoned? ☒ No ☐ Yes

If yes, what is the rezoning use and densities (if applicable) permitted?

N/A

9. Indicate below all permits or approvals that will be needed, or have been granted by, the County or any city or town to complete the project.

Type of Approval	File No.	Approval Date	Resolution attached?
Tentative Parcel Map			☐ No / ☐ Yes / ☒ N/A
Use Permit			☐ No / ☐ Yes / ☒ N/A
City/Town/County General Plan Amendment			☐ No / ☐ Yes / ☒ N/A
City/Town Rezoning			☐ No / ☐ Yes / ☒ N/A
County Rezone			☐ No / ☐ Yes / ☒ N/A
Other			☐ No / ☐ Yes / ☒ N/A

10. Have any of the above-mentioned approvals been appealed? ☒ No ☐ Yes

If yes, please state when the project was appealed, who appealed it, and when it was or will be reconsidered.

11. Is the affected territory subject to a Williamson Act Contract or Farmland Security Zone Contract?

☒ No ☐ Yes

If yes, please attach the following (if applicable)

- Copy of contract
- Board of Supervisor's resolution upholding contract
- City resolution protesting contract
- City resolution succeeding to contract

12. How will the proposal assist a city, town, or the County to achieve its fair share of regional housing needs as determined by its current General Plan Housing Element, and are any RHNA transfer agreements applicable?

The proposal would facilitate development of affordable multifamily housing on a State-owned surplus site identified in the Napa County Housing Element as a future housing opportunity site supporting the County's RHNA obligations. No RHNA transfer agreements are applicable.

C. Environmental Information

1. Has an environmental determination (Notice of Exemption, Negative Declaration, Mitigated Negative Declaration, or Environmental Impact Report) been adopted and/or certified by a legislative body?

☐ No ☒ Yes (If yes, please attach a copy)

a. Is the certified environmental documentation currently being challenged? ☒ No ☐ Yes

2. Is the site presently zoned for or engaged in agricultural use?

If yes, please explain:

The site is currently designated Agriculture, Watershed, and Open Space (AWOS) and zoned AW:SWP; however, the property is State-owned surplus land and is not actively used for agricultural operations.

3. Does the site contain prime agricultural land as defined in Gov. Code §56064? ☒ No ☐ Yes

4. Will extension of services requested for this proposal induce growth on affected property? ☐ No ☒ Yes

a. On adjacent properties? ☒ No ☐ Yes

b. Unincorporated? ☒ No ☐ Yes

c. Vacant? ☒ No ☐ Yes

5. Please provide a detailed description of the environmental setting of the site, including any information related to potential environmental impacts associated with an SOI amendment:

The site consists of State-owned surplus land located along Imola Avenue adjacent to Skyline Wilderness Park in unincorporated Napa County. The property is currently undeveloped and bordered by existing transportation and utility infrastructure. The proposed SOI amendment would support future extension of urban services necessary to facilitate affordable residential development identified in the Napa County Housing Element. Future development of the site would be subject to applicable environmental review and permitting requirements.

6. Terrain:

- ☒ Level to gently rolling (0-10%)
☐ Slopes (10-30%)
☐ Steep slopes (over 30%)

7. Hydrology:

- ☐ Streams, lakes, or marshes on site? ☒ No ☐ Yes

If yes, please explain:

- ☐ Is there irrigation on site? ☒ No ☐ Yes

- ☐ Is the site within a GSA managed subbasin? ☒ No ☐ Yes

8. Has the natural vegetation already been removed or altered? ☒ No ☐ Yes

9. Are there any endangered plant species on site? ☒ No ☐ Yes

10. Have any endangered or threatened species been identified? ☒ No ☐ Yes

If yes, please explain:

I hereby certify that the statements made in this entire Sphere of Influence Amendment Application are to the best of my knowledge accurate.

Everitt Phillips

PRINT name of person completing this application

Everitt Phillips

Digitally signed by Everitt Phillips
Date: 2026.07.10 10:06:41 -07'00'

Signature

2106 Union St, San Francisco, CA 94123

Address

July 10, 2026

Date

ephillips@co-operations.org

email

(415)466-5516

Phone Number

NAPA LAFCO POLICY ON SPHERES OF INFLUENCE

I. BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, beginning with [California Government Code \(G.C.\) §56425](#), requires the Local Agency Formation Commission (LAFCO or “Commission”) to establish and maintain spheres of influence for all local agencies within its jurisdiction. A sphere of influence (SOI) is defined by statute as a “plan for the probable physical boundary and service area of a local government agency as determined by the commission” ([G.C. §56076](#)). Every determination made by LAFCO shall be consistent with the SOIs of the local agencies affected by that determination ([G.C. §56375.5](#)). The Commission encourages cities, towns, and the County of Napa (“County”) to meet and agree to SOI changes. The Commission shall give “great weight” to these agreements to the extent they are consistent with its policies ([G.C. §56425\(b\) and \(c\)](#)). Local agency SOIs are established and changed in part based on information in municipal service reviews, including adopted determinative statements and recommendations ([G.C. §56430](#)).

II. PURPOSE

The purpose of these policies is to guide the Commission in its consideration of SOI amendment requests as well as SOI reviews and updates initiated by LAFCO. This includes establishing consistency with respect to the Commission’s approach in the scheduling, preparation, and adoption of SOI reviews and updates. Requests to amend an SOI may be made by any person or local agency as described in Section VI of this policy. Requests to amend an SOI are encouraged to be filed with LAFCO’s Executive Officer as part of the Commission’s municipal service review (MSR) and SOI review process.

III. OBJECTIVE

It is the intent of the Commission to determine appropriate SOIs that promote the orderly expansion of cities, towns, and special districts in a manner that ensures the protection of the environment and agricultural and open space lands while also ensuring the effective, efficient,

and economic provision of essential public services, including public water, wastewater, fire protection and emergency response, and law enforcement. The Commission recognizes the importance of considering local conditions and circumstances in implementing these policies. An SOI is primarily a planning tool that will:

- Serve as a master plan for the future organization of local government within the County by providing long range guidelines for the efficient provision of services to the public;
- Discourage duplication of services by two or more local governmental agencies;
- Guide the Commission when considering individual proposals for changes of organization;
- Identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

IV. DEFINITIONS

Recognizing that an SOI is a plan for the probable physical boundary and service area of a local government agency as determined by LAFCO, the Commission incorporates the following definitions:

- A. “Agricultural lands” are defined as set forth in [G.C. §56016](#).
- B. “Open space” are defined as set forth in [G.C. §56059](#).
- C. “Prime agricultural land” is defined as set forth in [G.C. §56064](#).
- D. “Infill” is defined as set forth in [Public Resources Code §21061.3](#).
- E. “Underdeveloped land” is defined as land that lacks components of urban development such as utilities or structure(s).
- F. “Vacant land” is defined as land that has no structure(s) on it and is not being used. Agricultural and open space uses are considered a land use and therefore the underlying land is not considered vacant land.

- G. “SOI establishment” refers to the initial adoption of a city or special district SOI by the Commission.
- H. “SOI amendment” refers to a single change to an established SOI, typically involving one specific geographic area and initiated by a landowner, resident, or local agency.
- I. “SOI review” refers to a comprehensive review of an established SOI conducted as part of an MSR. Based on information collected in the SOI review component of an MSR, the Commission shall determine if an SOI update is needed.
- J. “SOI update” refers to a single change or multiple changes to an established SOI, typically initiated by the Commission and based on information collected in the SOI review.
- K. “Zero SOI” when determined by the Commission, indicates a local agency should be dissolved and its service area and service responsibilities assigned to one or more other local agencies.
- L. “Study area” refers to territory evaluated as part of an SOI update for possible addition to, or removal from, an established SOI. The study areas shall be identified by the Commission in consultation with all affected agencies.

V. LOCAL CONSIDERATIONS

A. General Guidelines for Determining Spheres of Influence

The following factors are intended to provide a framework for the Commission to balance competing interests in making determinations related to SOIs. No single factor is determinative. The Commission retains discretion to exercise its independent judgment as appropriate:

- 1) Land defined or designated in the County of Napa General Plan land use map as agricultural or open space shall not be approved for inclusion within any local agency’s SOI for purposes of new urban development unless the action is consistent with the objectives listed in Section III of this policy.
- 2) Land that is within the Napa County Airport Land Use Commission (ALUC) Planning Area shall not be approved for inclusion within any local agency’s SOI prior to LAFCO conferring with the ALUC.

- 3) The Commission encourages residents, landowners, and local agencies to submit requests for changes to SOIs to the LAFCO Executive Officer as part of the LAFCO-initiated MSR and SOI review process.
- 4) The first Agricultural Preserve in the United States was created in 1968 by the Napa County Board of Supervisors. The Agricultural Preserve protects lands in the fertile valley and foothill areas of Napa County in which agriculture is and should continue to be the predominant land use. Measure J was passed by voters in 1990 and Measure P was passed by voters in 2008 and requires voter approval for any changes that would re-designate unincorporated agricultural and open-space lands. The Commission will consider the Agricultural Preserve and intent of voters in passing Measure J and Measure P in its decision making processes to the extent they apply, prior to taking formal actions relating to SOIs.
- 5) In the course of an SOI review for any local agency as part of an MSR, the Commission shall identify all existing outside services provided by the affected agency. For any services provided outside the affected agency's jurisdictional boundary but within its SOI, the Commission shall request the affected agency submit an annexation plan or explanation for not annexing the territory that is receiving outside services. For any services provided outside an agency's jurisdictional boundary and SOI, the Commission encourages a dialogue between the County and the affected agency relating to mutually beneficial provisions.
- 6) In the course of reviewing a city or town's SOI, the Commission will consider the amount of vacant land within the affected city or town's SOI. The Commission discourages SOI amendment requests involving vacant or underdeveloped land that requires the extension of urban facilities, utilities, and services where infill development is more appropriate.
- 7) A local agency's SOI shall generally be used to guide annexations within a five-year planning period. Inclusion of land within an SOI shall not be construed to indicate automatic approval of an annexation proposal.
- 8) When an annexation is proposed outside a local agency's SOI, the Commission may consider both the proposed annexation and SOI amendment at the same meeting. The SOI amendment to include the affected territory, however, shall be considered and resolved prior to Commission action on the annexation.

- 9) A local agency's SOI should reflect existing and planned service capacities based on information collected by, or submitted to, the Commission. This includes information contained in current MSRs. The Commission shall consider the following municipal service criteria in determining SOIs:
 - a) The present capacity of public facilities and adequacy of public services provided by affected local agencies within the current jurisdiction, and the adopted plans of these local agencies to address any municipal service deficiency, including adopted capital improvement plans.
 - b) The present and probable need for public facilities and services within the area proposed or recommended for inclusion within the SOI, and the plans for the delivery of services to the area.
- 10) The Commission shall consider, at a minimum, the following land use criteria in determining SOIs:
 - a) The present and planned land uses in the area, including lands designated for agriculture and open-space.
 - b) The present and probable need for public facilities and services in the area.
 - c) The present capacity of public facilities and adequacy of public services that the local agency provides or is authorized to provide.
 - d) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the local agency.
 - e) Consistency with the County General Plan and the general plan of any affected city or town.
 - f) Adopted general plan policies of the County and of any affected city or town that guide future development away from lands designated for agriculture or open-space.
 - g) Adopted policies of affected local agencies that promote infill development of existing vacant or underdeveloped land.
 - h) Amount of existing vacant or underdeveloped land located within any affected local agency's jurisdiction and current SOI.
 - i) Adopted urban growth boundaries by the affected local agency.

B. Scheduling Sphere of Influence Reviews and Updates

[G.C. §56425\(g\)](#) directs the Commission to review and update each SOI every five years, as necessary. Each year, the Commission shall adopt a Work Program with a schedule for initiating and completing MSRs and SOI reviews based on communication with local agencies. This includes appropriate timing with consideration of city, town, and County general plan updates. The Commission shall schedule SOI updates, as necessary, based on determinations contained in MSRs.

C. Environmental Review

SOI establishments, amendments, and updates will be subject to the review procedures defined in the California Environmental Quality Act (CEQA) and the Napa LAFCO CEQA Guidelines. If an environmental assessment or analysis is prepared by an agency for a project associated with an SOI establishment, amendment, or update, and LAFCO is afforded the opportunity to evaluate and comment during the Lead Agency's environmental review process, then LAFCO can act as a Responsible Agency under CEQA for its environmental review process. All adopted environmental documents prepared for the project, a copy of the filed Notice of Determination/Notice of Exemption, and a copy of the Department of Fish and Wildlife fee receipt must be submitted as part of the application. Completion of the CEQA review process will be required prior to action by the Commission.

VI. REQUESTS FOR SPHERE OF INFLUENCE AMENDMENTS

A. Form of Request

Any person or local agency may file a written request with the Executive Officer requesting amendments to an SOI pursuant to [G.C. §56428\(a\)](#). Requests shall be made using the form provided in this packet. Requests shall include an initial

deposit as prescribed under the Commission's adopted Schedule of Fees and Deposits. The Executive Officer may require additional data and information to be included with the request. Requests by cities, towns, and special districts shall be made by resolution of application.

B. Review of Request

The Executive Officer shall review and determine within 30 days of receipt whether the request to amend an agency's SOI is complete. If a request is deemed incomplete, the Executive Officer shall immediately notify the applicant and identify the information needed to accept the request for filing.

C. Consideration of Request

Once a request is deemed complete, the Executive Officer will prepare a written report with a recommendation. The Executive Officer will present his or her report and recommendation at a public hearing for Commission consideration. The public hearing will be scheduled for the next meeting of the Commission for which adequate notice can be given. The Commission may approve, approve with conditions, or deny the request for an SOI amendment. The Commission's determination and any required findings will be set out in a resolution that specifies the area added to, or removed from, the affected agency's SOI. While the Commission encourages the participation and cooperation of the subject agencies, the determination of an SOI is a LAFCO responsibility and the Commission is the sole authority as to the sufficiency of the documentation and consistency with law and LAFCO policy.