



**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

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

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**Agenda Item 6a (Special Presentation)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer *BF*  
Dawn Mittleman Longoria, Analyst II *DML*

**MEETING DATE:** December 6, 2021

**SUBJECT:** CALAFCO Achievement Award Presentation, Proclamation for CALAFCO Executive Director Pamela Miller, and Other CALAFCO Announcements

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**SUMMARY**

This item involves the presentation of several notable items related to the California Association of Local Agency Formation Commissions (CALAFCO). A summary follows.

***Achievement Award***

The Commission recently received the “Mike Gotch Excellence in Public Service Award” from CALAFCO for the Commission’s role in advancing the Napa Pipe project. This award is named for Mike Gotch: former Assembly Member, LAFCO Commissioner, LAFCO Executive Officer, and CALAFCO Executive Director responsible for much of the foundations of LAFCO law and CALAFCO. A press release and the Commission’s nomination submittal for the award are included as Attachment One.

The Napa Pipe Project is an outstanding example of a “smart-growth” community and of collaborative determination between Napa LAFCO (with special assistance from Commissioners Dillon and Wagenknecht), the County of Napa, the City of Napa, and Senator Bill Dodd to create an innovative approach to provide housing, control urban sprawl, and to protect agricultural land and open space. The project is a reuse of an existing industrial site. Senator Dodd has championed the project for over 15 years, including his tenure as a LAFCO Commissioner and County Supervisor. Various agency coordination was necessary to achieve project success, including land use regulations and assignment of Regional Housing Needs Allocation (RHNA). The agreement between the County and City provided for the City to serve as planning authority in exchange for RHNA credits assigned to the County. However, assignment of RHNA credits required one-time special legislation. Senator Dodd provided the political will for passage of the necessary legislation. Commissioners Dillon and Wagenknecht were instrumental in fostering the necessary actions required by LAFCO, since timing was a crucial factor.

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Margie Mohler, Vice Chair  
Councilmember, Town of Yountville

Mariam Aboudamous, Commissioner  
Councilmember, City of American Canyon

Beth Painter, Alternate Commissioner  
Councilmember, City of Napa

Diane Dillon, Chair  
County of Napa Supervisor, 3rd District

Brad Wagenknecht, Commissioner  
County of Napa Supervisor, 1st District

Ryan Gregory, Alternate Commissioner  
County of Napa Supervisor, 2nd District

Kenneth Leary, Commissioner  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
Executive Officer

***Proclamation for Executive Director Pamela Miller***

On October 4, 2021, the Commission directed staff to prepare and issue a proclamation honoring Pamela Miller upon retirement as CALAFCO's Executive Director. Staff prepared a proclamation, included as Attachment Two, which was signed by the Commission Chair prior to issuance to Ms. Miller. The Commission is invited to read the proclamation during the presentation of this item if desired.

***Board of Directors***

Vice Chair Mohler was re-elected to a third consecutive term on the CALAFCO Board of Directors as the Coastal Region City Member. CALAFCO Board members serve two-year terms and are elected by the individual LAFCOs within each of four regions (Coastal, Central, Northern, and Southern). Napa County is in the Coastal Region. Vice Chair Mohler's current term on the CALAFCO Board expires in October 2023. A press release is included as Attachment Three.

***Coastal Region Deputy Executive Officer***

The Commission's Administrative Analyst, Dawn Mittleman Longoria, was appointed to the position of CALAFCO Coastal Region Deputy Executive Officer. The position includes a budget contribution of \$4,000 per year to offset staff time dedicated to CALAFCO business during this two-year assignment. A letter from CALAFCO announcing the appointment of Ms. Longoria is included as Attachment Four.

**ATTACHMENTS**

- 1) CALAFCO Achievement Award Press Release & Napa LAFCO's Submitted Nomination Form
- 2) Proclamation for CALAFCO Executive Director Pamela Miller
- 3) Margie Mohler Re-Elected to CALAFCO Board of Directors Press Release
- 4) Announcement: Dawn Mittleman Longoria Appointed as CALAFCO Coastal Region Deputy EO



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**PRESS RELEASE**

**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
 WINS STATEWIDE AWARD**

The California Association of Local Agency Formation Commissions (CALAFCO) awards Napa LAFCO, the City of Napa, the County of Napa, and Senator Bill Dodd the Mike Gotch Excellence in Public Service Award for their efforts related to the Napa Pipe Project. This award is named for Mike Gotch: former Assembly Member, LAFCO Executive Officer, and CALAFCO Executive Director responsible for much of the foundations of LAFCO law and CALAFCO. He is remembered as a source of great inspiration for staff and legislators from throughout the state.

The Napa Pipe Project is an outstanding example of a “smart-growth” community and of collaborative determination between Napa LAFCO with special assistance from Commissioners Diane Dillon and Brad Wagenknecht, the County, the City of Napa, and Senator Dodd to create an innovative approach to provide housing, control urban sprawl, and to protect agricultural land and open space. The project is a reuse of a World War II steel foundry site on 150 acres along the Napa River. It will be a walkable community with numerous amenities to support 945 housing units (including moderate, low, and very low-income housing), senior housing, and a school site. The project will go a long way in addressing Regional Housing Need Allocation (RHNA) for the County and the City.

With a foundation of strong policies that prioritize the protection of agricultural land and open space and direct urban development to the cities, a thorough Municipal Service Review and an updated sphere of influence, Napa LAFCO approved annexation of Phase One in 2015 with authorization for the City to provide a full range of municipal services to the balance of the project site that remained unincorporated.

After a series of delays, it was determined that the agreed upon swapping of housing credits was not legal under current state law. In 2019, former LAFCO Commissioner, now Senator Bill Dodd, introduced Senate Bill 235 to allow a one-time swap of housing credits. Based on the bill, the County was allowed to claim the RHNA credit even though the property had already been annexed to the City.

The bill was signed into law on October 12, 2019. Shortly thereafter, Napa LAFCO approved the final annexation of the remaining Napa Pipe Project territory with special conditions for the purpose of confirming the agreements between the County and City. One month later, the City and County met the conditions and the annexation of the remaining Napa Pipe territory became final on December 23, 2019. The project could now proceed with one land use authority.

For additional information, please contact Napa LAFCO Executive Officer Brendon Freeman at [bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov) or (707) 259-8645.

Margie Mohler, Vice Chair  
 Councilmember, Town of Yountville

Mariam Aboudamous, Commissioner  
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Beth Painter, Alternate Commissioner  
 Councilmember, City of Napa

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Eve Kahn, Alternate Commissioner  
 Representative of the General Public

Brendon Freeman  
 Executive Officer



**2021 Achievement Award Nominations**  
**Due by Friday, August 13, 2021 at 3:00 p.m.**

## Achievement Award Nomination Form

### NOMINEE - Person or Agency Being Nominated

Name: Napa Pipe Project, Napa LAFCO, Commissioners Diane Dillon and Brad Wa

Organization: Napa LAFCO

Address: 1754 2nd St., Suite C Napa, CA 94559

Phone: 707.259.8645

E-mail: bfreeman@napa.lafco.ca.gov

### NOMINATION CATEGORY (check one – see category criteria on attached sheet)

- Outstanding CALAFCO Volunteer
- Outstanding CALAFCO Associate Member
- Outstanding Commissioner
- Outstanding LAFCo Professional
- Mike Gotch Excellence in Public Service (choose one category below)
- Protection of agricultural and open space lands and prevention of sprawl*
- Innovation, collaboration, outreach and effective support of the evolution and viability of local agencies, promotion of efficient and effective delivery of municipal services*
- Legislator of the Year (must be approved by the full CALAFCO Board)
- Lifetime Achievement Award

### NOMINATION SUBMITTED BY:

Name: Napa LAFCO (Dawn Mittleman Longoria)

Organization: Napa LAFCO

Address: 1754 2nd St., Suite C Napa, CA 94559

Phone: 707.259.8645

E-mail: dlongori@napa.lafco.ca.gov





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**Achievement Award Nomination: Napa Pipe Project, Napa LAFCO, Commissioners Diane Dillon and Brad Wagenknecht, the County of Napa, the City of Napa, and Senator Bill Dodd**

The Napa Pipe Project is an outstanding example of a “smart-growth” community. It is a reuse of a WWII steel foundry site, on 150 acres along the Napa River. It will be a walkable community with a promenade along the river, outdoor entertainment areas, walking and bike trails, parks and open space, 945 housing units (including moderate, low and very low-income housing), senior housing, a school site, retail shops and a hotel.

The Napa Pipe Project is an exemplary example of coordination and collaboration among agencies, including Napa LAFCO, Commissioners Diane Dillon and Brad Wagenknecht, the County of Napa, the City of Napa, and Senator Bill Dodd. Even a vote of City residents was necessary to expand the City’s Rural Urban Limit Line<sup>1</sup>. The project is also an example determination, over the past 15 years, to create an innovative approach to provide housing, control urban sprawl and to protect agricultural land and open space.

The project will go a long way in addressing Regional Housing Need Allocation (RHNA) numbers for the County and the City.<sup>2</sup> Agreements were reached to share the housing allocation numbers. Special legislation was necessary to achieve this goal (SB235).

The developer, Keith Rogal of Napa Redevelopment Partners stated, 'It is a beautiful place, and it is the single best opportunity Napa has had in decades, or ever will have, for truly substantial amounts of well-planned new housing,' Rogal wrote in an email. 'It was agonizing — working and waiting and wondering if it would happen — if that huge obsolete site would be allowed to be recycled in this badly needed way. And it was wonderful to see the community, the County and City and State leadership, pull together in the end to make it possible.'<sup>3</sup>

The developer originally submitted “overly ambitious” plans to the County for the unincorporated property (2007). The 2018-19 Grand Jury report stated that the City objected to a new “town center” removed from the City’s downtown.<sup>4</sup> The City Council felt the City should be the lead for the development. Seven years of delays occurred with inconsistent input from the City and County. An ad-hoc committee of City and County electives was formed to reach a realistic solution (2013). Bill Dodd, LAFCO Commissioner and County Supervisor, served on the committee. As a result, the County and City entered into a “Memorandum of Understanding”

<sup>1</sup> Measure A. November 2014

<sup>2</sup> RHNA is the state-mandated process to identify the total number of housing units by affordability level that each jurisdiction must accommodate in its General Plan Housing Element.

<sup>3</sup> Napa Valley Register; March 30, 2021

<sup>4</sup> Napa County Grand Jury 2018-19, Final Report

*“Where’s My Costco? A History of the Napa Pipe Project”*

(MOU). The City would serve as lead agency and fulfill 80% of the County's RHNA obligations from 2022-2058. Property taxes, sales taxes and transient occupancy taxes would be split between the agencies. Also, the MOU required the annexation of the entire property by 2022.

An important element of the agreement would be annexation to the City, including SOI expansion and expansion of the Rural Urban Limit line (Measure A). City voters approved Measure A. The Commission's adopted policies clearly prioritize the protection of agricultural land and open space, directing urban development to the cities.<sup>5</sup> LAFCO conducted the Central County Region MSR (2014) to determine that all service providers had the ability and planned capacity to provide the necessary services to the project. The SOI was updated to include the unincorporated project area into the City's SOI (September 22, 2015).

In 2015, LAFCO approved annexation of the Phase One (Eastern Parcel). The Commission authorized the City to provide the full range of municipal services to the balance of the project site that remained unincorporated.<sup>6</sup> However, since the Western Parcel remained unincorporated, it meant the developer needed to comply with process, regulations and design requirements of both the City and the County. Further delays occurred. Previously approved permits expired.

At this point, it was determined that the agreed upon swapping of house credits was not legal under current state law. Former LAFCO Commissioner, now Senator Bill Dodd, introduced a bill to allow a onetime swap of housing credits.<sup>7</sup> Of course, the bill had to pass both houses and be signed by the Governor. It became law in 2019. The new law enabled the one-time transfer of RHNA credits. The Code Section states that the Legislature recognized the unique circumstances stating; "Since the county approved the project, the project's intent has been for the county to help fund the construction of affordable units in the project while counting any constructed affordable and moderate-income housing units toward the county's regional housing need allocation before the annexation." The County was allowed to claim the RHNA credit, though the property had already been annexed to the City.

The 2018-19 Grand Jury recommended: *"...the City and County of Napa should move as quickly as possible to annex the balance of the Napa Pipe Property into the City so that the Developer only has to deal with one entity for permitting, zoning, design, and other related building issues. The annexation should take place no later than January 1, 2020."*

In November of 2019, Napa LAFCO held a special meeting to facilitate the final annexation of the remaining Napa Pipe Property. The Commission's action included special conditions, for the purpose of confirming the agreements between the County and City.<sup>8</sup>

All conditions were met and the annexation of Napa Pipe Property became final on December 23, 2019. The project could now proceed with one land use authority.

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<sup>5</sup> Supplemental Information attached

<sup>6</sup> G. C. Section 56133

<sup>7</sup> G.C. Section 65584.08 (SB 235)

<sup>8</sup> Supplemental Information attached



**CALAFCO 2021 Awards Nomination: Achievement Award Nomination: Napa Pipe Project, Napa LAFCO, Commissioners Diane Dillon and Brad Wagenknecht, the County of Napa, the City of Napa, and Senator Bill Dodd**

**Supporting Information**

**A. Current Approved Uses and Proposed Modified Land Uses  
City of Napa EIR Addendum 5, November 2019**



**B. Napa LAFCO's Special Conditions (summary): Napa Pipe 2 Reorganization**

A-1 The City of Napa (the City) and the County of Napa (the County) enter into a mutually acceptable agreement.

A-2 The City, County and Developer established a Memorandum of Understanding amending the Development agreement's Affordable Housing Plan.

A-3 The City and County agreed upon future Regional Needs for Future Housing Elements.

C. Napa LAFCO's relevant policies:

Commission Declarations (summary):

The Commission review shall be made in adherence to its policies and Napa County General Plan on proposals, projects, studies and to determine designated agricultural an open-space lands.

D. Letter of Support from Napa Farm Bureau (page 3):





VIA ELECTRONIC MAIL

July 28, 2021

Brendon Freeman  
Executive Officer  
LAFCO of Napa County  
[bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov)

Dear Mr. Freeman:

I write to nominate Supervisor Diane Dillon in the CALAFCO award categories for "Lifetime Achievement Award" and "Excellence in Public Service – Protection of agricultural and open space lands and prevention of sprawl".

Throughout her career, Diane has tirelessly worked with the agricultural community to understand and address the complex issues we face. Diane is regarded as a passionate and dedicated elected official and has been recognized for her hard work to protect the scenic resources and beautiful lands of Napa County's agricultural industry. She is both an honorable example of what it means to be a hard-working elected official and a role model to many in leadership and the agricultural sector.

To that end, the Napa County Farm Bureau Board of Directors recently voted to name Diane Napa Valley's 2021 Friend of Agriculture to honor her many achievements on behalf of agriculture in Napa County.

Supervisor Dillon is the consummate choice to receive a CALAFCO award in both of these categories and I highly encourage her selection.

If I can be of further assistance, please do not hesitate to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Ryan Klobas', written over a horizontal line.

Ryan Klobas  
Chief Executive Officer



**2021 Achievement Award Nominations**  
**Due by Friday, August 13, 2021 at 3:00 p.m.**

**EXECUTIVE SUMMARY**

In no more than 250 words, summarize why this recipient is the most deserving of this award.

Benefits of the Napa Pipe Project:

1. Smart-growth community: 945 (including moderate, low and very low-income housing), senior housing, a school site, retail shops, a hotel, walking and bike trails, parks and open space.
2. Reuse of a WWII steel foundry site
3. Location near transportation and full range of municipal services
4. Prevents urban sprawl, protects agricultural land and open space

Originally unincorporated with the County as land use authority, low and very-low income units approved. City desired to be lead agency. An ad-hoc committee was formed, including Bill Dodd, LAFCO Commissioner. An MOU was reached between City and County to share RHNA numbers, property tax, sales tax and transient occupancy tax. Annexation of total area to City required by 2022. This required SOI expansion and City voter approval to expand URL.

LAFCO conducted an MSR to determine ability and planned capacity to provide the necessary services. The SOI was updated to include the project area into the City's SOI. In 2015, LAFCO approved annexation of the Phase One (Eastern Parcel). The Commission authorized the City to provide the full range of municipal services to the balance of the project site that remained unincorporated.

Sharing the RHNA numbers required special legislation: G.C. Section 65584.08 (SB 235 Dodd)

Napa LAFCO held a special meeting to facilitate the final annexation. Commission approval included special conditions. All conditions were met and the annexation of Napa Pipe Property became final on December 23, 2019.

**RESOLUTION NO. 2021-23**

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

**PROCLAMATION FOR PAMELA MILLER**

**WHEREAS**, Pamela Miller has served as the Executive Director for the California Association of Local Agency Formation Commissions (CALAFCO) between 2012 and 2021; and

**WHEREAS**, under Pamela Miller's leadership and guidance, CALAFCO has become an effective and respected information resource and legislative advocate to the enduring benefit of all Local Agency Formation Commissions (LAFCOs) in California; and

**WHEREAS**, Pamela Miller earned the respect and gratitude of her colleagues with her thoughtful approach in assisting and improving the ability of LAFCOs to fulfill their legislative mission to oversee and facilitate logical and orderly municipal growth and development; and

**WHEREAS**, Pamela Miller provided exemplary leadership and innovation during the pandemic, moving the entire organization to a virtual environment, including conference sessions and CALAFCO U courses; virtually attending each county's Commission meeting; providing support for Commissioners and staff across the state during unprecedented times; and

**WHEREAS**, CALAFCO has been exceedingly fortunate to have Pamela Miller as the Executive Officer of the organization; and

**WHEREAS**, LAFCO of Napa County, hereinafter referred to as the "Commission," is particularly grateful for Pamela Miller for her commitment to further educate and empower LAFCOs in protecting against the premature conversion of open-space and agricultural resources; a commitment the Commission first came to appreciate in Pamela Miller's previous service as the Clerk of the Board for the County of Napa; and

**WHEREAS**, the Commission wishes Pamela Miller continued happiness and success upon her recent retirement from CALAFCO;

**NOW, THEREFORE, BE IT RESOLVED**, the members of the Commission, individually and collectively, convey their heartfelt appreciation and admiration for the service rendered by Pamela Miller to CALAFCO and wish to acknowledge and commend the value her service has added to this Commission and to the people of Napa County.

**FURTHER RESOLVED**, that a copy of this resolution be presented to Pamela Miller as a token of our respect.



Diane Dillon, Chair

Attest:



Brendon Freeman, Executive Officer





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**PRESS RELEASE**

**MARGIE MOHLER REELECTED TO THE  
 CALAFCO BOARD OF DIRECTORS**

At the California Association of Local Agency Formation Commissions (CALAFCO) annual business meeting on October 7, 2021, Napa LAFCO Commissioner Margie Mohler was reelected to the CALAFCO Board of Directors representing the Coastal Region. The CALAFCO Coastal Region comprises 15 counties spanning from Sonoma to the north and Ventura to the south.

Margie was first elected to the CALAFCO Board in October 2017, reelected to a second term in October 2019, and serves as the Coastal Region City Member. Margie's third two-year term commences immediately and expires in October 2023.

CALAFCO was established in 1971 to assist members in fulfilling their duties to coordinate the orderly formation and development of governmental agencies and services. Key services include facilitating information sharing among members by organizing annual conferences and workshops as well as providing technical assistance through training classes. CALAFCO also serves as a resource to the Legislature and actively drafts and reviews new legislation. CALAFCO is divided into four geographic regions for purposes of elections; Central; Coastal; Northern; and Southern. Each region is responsible for electing four members to serve on the 16-member CALAFCO Board with representation from city, county, special district, and public member positions.

For additional information, please contact Napa LAFCO Executive Officer Brendon Freeman at [bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov) or (707) 259-8645.

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 Councilmember, Town of Yountville

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Kenneth Leary, Commissioner  
 Representative of the General Public

Eve Kahn, Alternate Commissioner  
 Representative of the General Public

Brendon Freeman  
*Executive Officer*

November 12, 2021

Ms. Diane Dillon, Chair  
Napa Local Agency Formation Commission  
1754 2<sup>nd</sup> Street, Suite C  
Napa, CA 94559

Dear Chair Dillon:

On behalf of the California Association of Local Agency Formation Commissions (CALAFCO), we extend our sincere thanks and appreciation to Napa LAFCo for its continued support and participation in CALAFCO.

CALAFCO relies a great deal on its volunteer Board members and regional officers to carry out its business and couldn't exist without the support of its members. The Association is served by an Executive Officer and three Deputy Executive Officers, representing each of the four regions. The term of office for these positions is typically two years.

CALAFCO is greatly honored that your Analyst II, Dawn Mittleman Longoria, has volunteered to serve as a CALAFCO Deputy Executive Officer, representing CALAFCO's coastal region, and appreciate the support of your Executive Officer, Brendon Freeman, in Dawn's appointment.

The CALAFCO Board of Directors confirmed this appointment during their meeting on November 12, 2021. We are pleased to welcome Dawn to the regional officer team of CALAFCO for the next two years.

Sincerely,



Pamela Miller  
Executive Director, CALAFCO



Stephen Lucas  
Executive Officer, CALAFCO