



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

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

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**Agenda Item 8a (Public Hearing)**

**TO:** Local Agency Formation Commission  
**FROM:** Brendon Freeman, Executive Officer B F  
**MEETING DATE:** April 6, 2026  
**SUBJECT:** Napa Sanitation District Sphere of Influence Update

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**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 the Resolution of the Local Agency Formation Commission of Napa County Making Determinations – Napa Sanitation District (NSD) Sphere of Influence (SOI) Update, included as Attachment 1, approving amendments to NSD’s SOI to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area.

**BACKGROUND AND SUMMARY**

The Commission is required to adopt and periodically update each local agency’s SOI consistent with California Government Code (G.C.) section 56425. This process involves the adoption of written determinative statements and possible changes to the affected agency’s SOI. This NSD SOI Update is being conducted consistent with the Commission’s *Policy on Spheres of Influence*, included as Attachment 2.

G.C. section 56430(a) states that in order to prepare and to update spheres of influence in accordance with G.C. section 56425, the Commission shall conduct a service review of the municipal services provided in the area. This SOI Update is based on information collected and evaluated as part of the Commission’s 2020 *Napa Countywide Water and Wastewater Municipal Service Review*, updated in 2021, and available online at:

[napa.lafco.ca.gov/files/f8a4ec2b4/NapaCountywideWaterWastewaterMSR\\_Updated\\_10-4-21.pdf](http://napa.lafco.ca.gov/files/f8a4ec2b4/NapaCountywideWaterWastewaterMSR_Updated_10-4-21.pdf)

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Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
Executive Officer

In 2015, the Commission completed an SOI Update that involved seven study areas for potential inclusion within, or removal from, NSD's SOI. The report is available online at: [https://napa.lafco.ca.gov/files/528a74c7e/NSD\\_SOI\\_RevisedFinalReport\\_2015.pdf](https://napa.lafco.ca.gov/files/528a74c7e/NSD_SOI_RevisedFinalReport_2015.pdf)

## **DISCUSSION**

The following is a discussion of factors that are relevant to the NSD SOI Update.

### ***Study Areas***

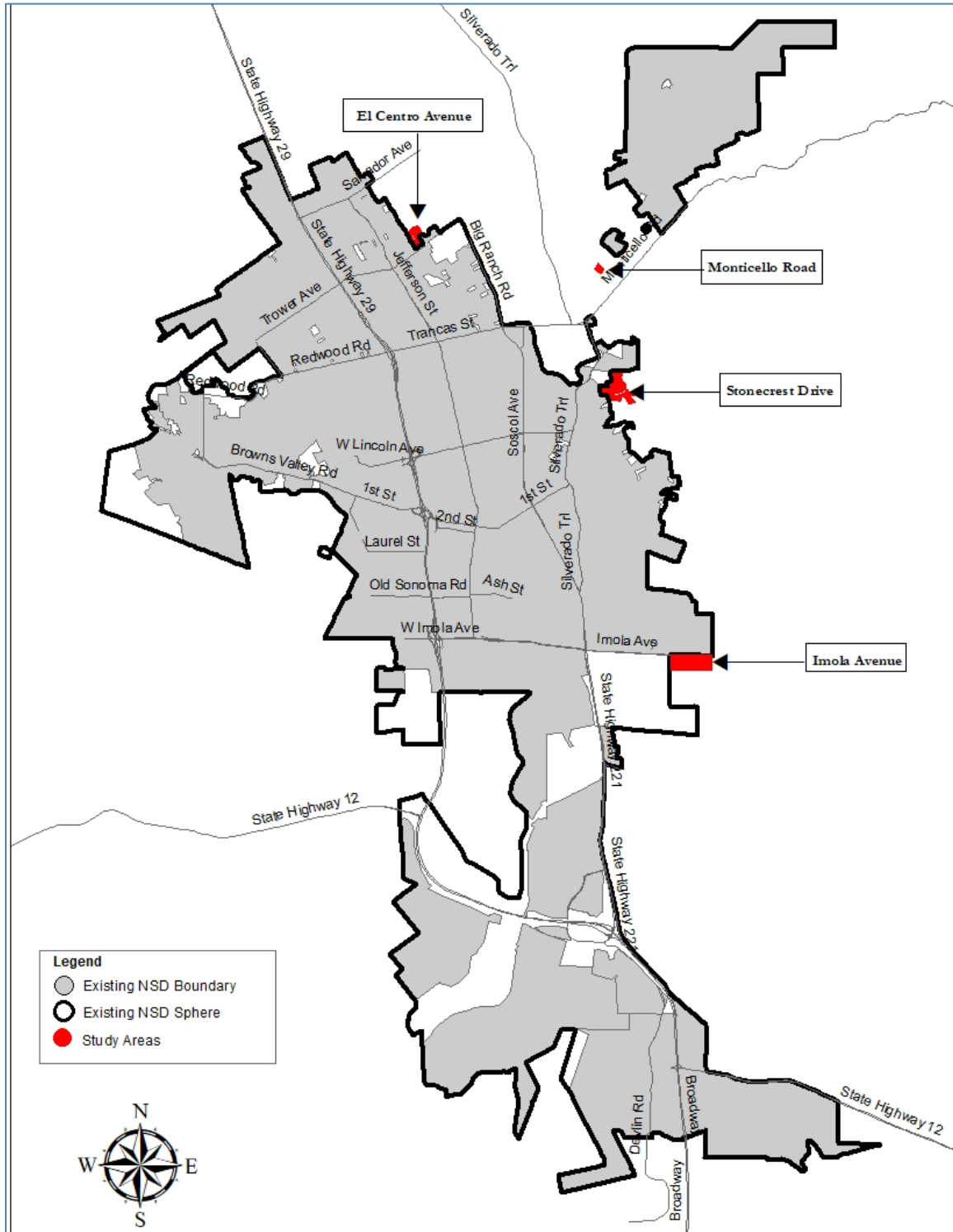
Consistent with local policy, staff consulted with NSD to identify four distinct study areas for possible inclusion within NSD's SOI based on a combination of factors, including:

- Eliminate private septic systems in favor of public sewer service for public health purposes where feasible
- Eliminate pockets or islands of unserved territory surrounded by NSD where their inclusion in NSD's SOI appears logical and orderly
- Recognition of existing NSD outside service agreements (OSAs) for sewer service
- Feasibility of NSD extending service efficiently and effectively

The four study areas are identified by the nearest major road, listed below, and summarized on the following pages along with maps showing their locations:

- El Centro Avenue Study Area
- Monticello Road Study Area
- Stonecrest Drive Study Area
- Imola Avenue Study Area

As part of this item, the Commission will consider adopting a draft resolution amending NSD's SOI to include all four study areas as recommended by staff. However, the Commission may instead choose to amend the resolution to include only the study areas as desired, or affirm the existing SOI with no changes.



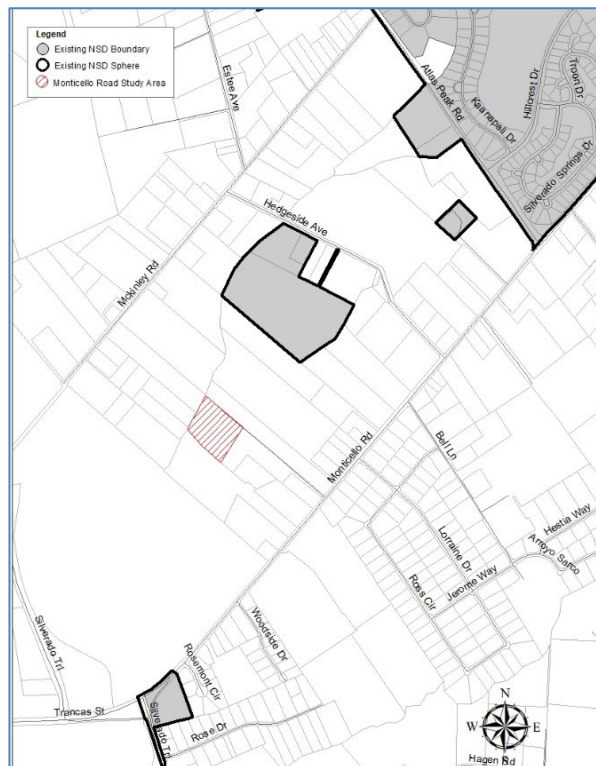
### El Centro Avenue Study Area

The El Centro Avenue Study Area involves seven unincorporated parcels totaling approximately 12.8 acres located between El Centro Avenue and Trower Avenue. The parcels are identified as APNs 038-110-001, 038-110-002, 038-110-022, 038-110-023, 038-110-024, 038-110-034, and 038-110-050. This area is substantially surrounded by NSD's existing SOI and jurisdictional boundary. One property located at 1089 El Centro Avenue is already served by NSD via outside service agreement. Present and planned land uses are residential. Inclusion within NSD's SOI is recommended by staff.



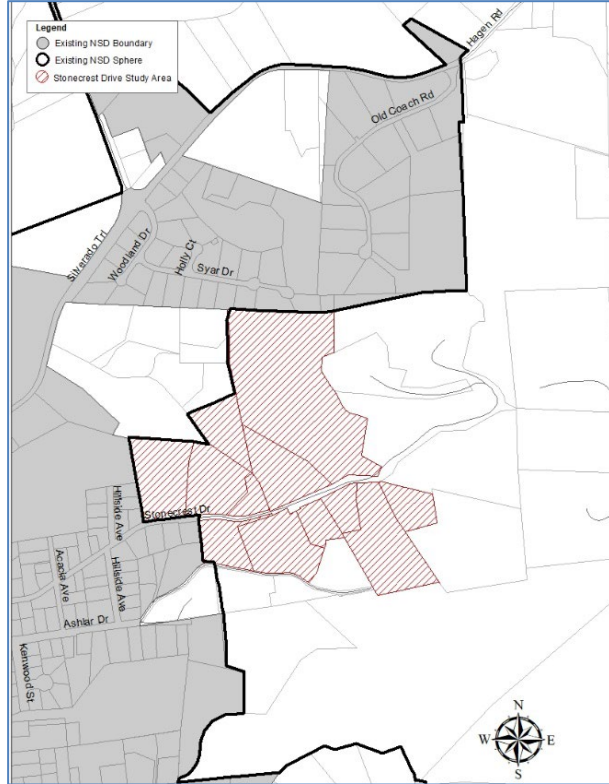
### Monticello Road Study Area

The Monticello Road Study Area involves one unincorporated parcel totaling approximately 4.2 acres located between Monticello Road and McKinley Road to the southwest of the Silverado community. The parcel is identified as APN 039-310-017 and located at 1166 Monticello Road. An existing residence at 1166 Monticello Road is already served by NSD via outside service agreement. Planned land uses are agricultural. However, the parcel is ineligible for future lot splits or reconfigurations that could induce growth due to lot size restrictions under existing zoning. Therefore, inclusion within NSD's SOI is recommended by staff.



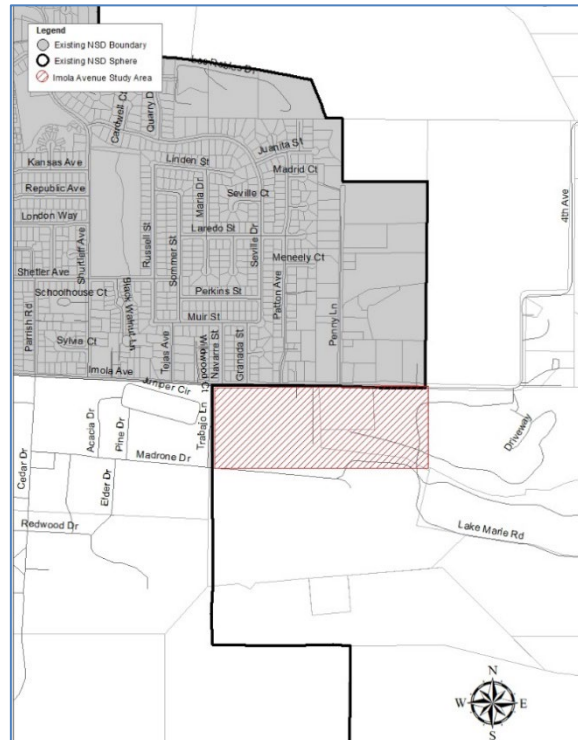
### Stonecrest Drive Study Area

The Stonecrest Drive Study Area involves 12 unincorporated parcels totaling approximately 35.9 acres located along Stonecrest Drive to the east of Silverado Trail. The parcels are identified as APNs 052-030-004, 052-030-005, 052-030-007, 052-030-069, 052-080-012, 052-080-018, 052-080-022, 052-080-025, 052-080-026, 052-090-013, 052-090-014, and 052-090-028. This area is substantially surrounded by NSD's existing SOI as well as portions of its jurisdictional boundary. One property located at 410 Stonecrest Drive is already served by NSD via outside service agreement. Planned land uses are agricultural. However, the area is predominantly residential and the parcels are ineligible for future lot splits or reconfigurations that could induce growth due to lot size restrictions under existing zoning. Therefore, inclusion within NSD's SOI is recommended by staff.



### Imola Avenue Study Area

The Imola Avenue Study Area involves one entire unincorporated parcel and portions of two unincorporated parcels totaling approximately 39.4 acres located near the intersection of Imola Avenue and Penny Lane. The parcels are identified as APNs 046-380-002 (portion), 046-450-075 (portion), and 046-450-076 (entire 5.2-acre parcel). This area is substantially surrounded by NSD's existing SOI as well as portions of its jurisdictional boundary. Camille Creek School is located at 2097 Imola Avenue within this area and is already served by NSD via outside service agreement. APN 046-450-076 (no situs address) is subject to a planned future residential project that will require public sewer service from NSD. Inclusion within NSD's SOI is recommended by staff.



### ***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 statutory factors for the four study areas are addressed as Exhibit 2 to the draft resolution, included as Attachment 1.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

If the Commission chooses to amend NSD's SOI to include any number of the four study areas, the action would be exempt from further review under CEQA pursuant to California Code of Regulations Section 15061(b)(3).

### **ATTACHMENTS**

- 1) Draft Resolution Amending NSD's SOI
- 2) Policy on SOIs

**RESOLUTION NO. \_\_\_\_\_**

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

**NAPA SANITATION DISTRICT  
SPHERE OF INFLUENCE UPDATE**

**WHEREAS**, the Local Agency Formation Commission of Napa County, hereinafter referred to as “the Commission”, adopted a schedule to conduct studies of the provision of municipal services in conjunction with reviewing the spheres of influence (SOIs) of the local governmental agencies whose jurisdictions are within Napa County; and

**WHEREAS**, the Napa Local Agency Formation Commission is required to periodically review and update adopted SOI for each city and special district within Napa County under Government Code section 56425; and

**WHEREAS**, the Executive Officer prepared a written report of the SOI update, including his recommendation to amend the SOI of the Napa Sanitation District to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area; 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 the evidence presented at a public meeting, including oral and written testimony presented at a duly noticed public hearing held on April 6, 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 SOI of the Napa Sanitation District is hereby amended to add four distinct areas identified as the El Centro Avenue Study Area, the Monticello Road Study Area, the Stonecrest Drive Study Area, and the Imola Avenue Study Area as shown in Exhibit 1.
3. The Commission finds that the SOI update is consistent with the Commission’s *Policy on Spheres of Influence* given it would promote the logical, orderly, and efficient delivery of governmental services.
4. The Commission, as lead agency, finds the approved update to Napa Sanitation District’s SOI 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 update 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.

- 5. Pursuant to California Government Code section 56425 of the Government Code, the Commission adopts the statement of determinations as shown in Exhibit 2.
- 6. The Commission hereby directs staff to file a Notice of Exemption in compliance with CEQA.
- 7. The effective date of this sphere of influence update shall be the date of adoption set forth below.
- 8. The Executive Officer shall revise the official records of the Commission to reflect the SOI update upon the effective date.

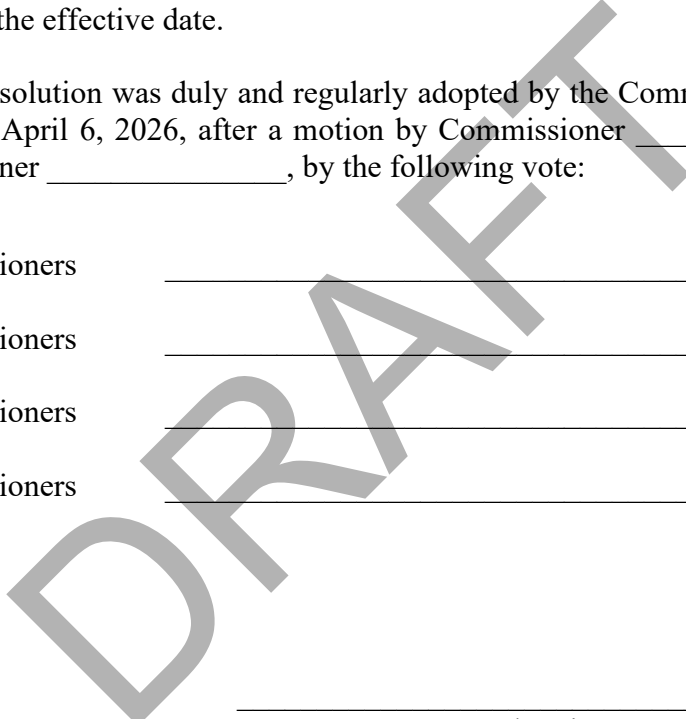
The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on April 6, 2026, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

AYES:           Commissioners \_\_\_\_\_

NOES:           Commissioners \_\_\_\_\_

ABSENT:       Commissioners \_\_\_\_\_

ABSTAIN:      Commissioners \_\_\_\_\_

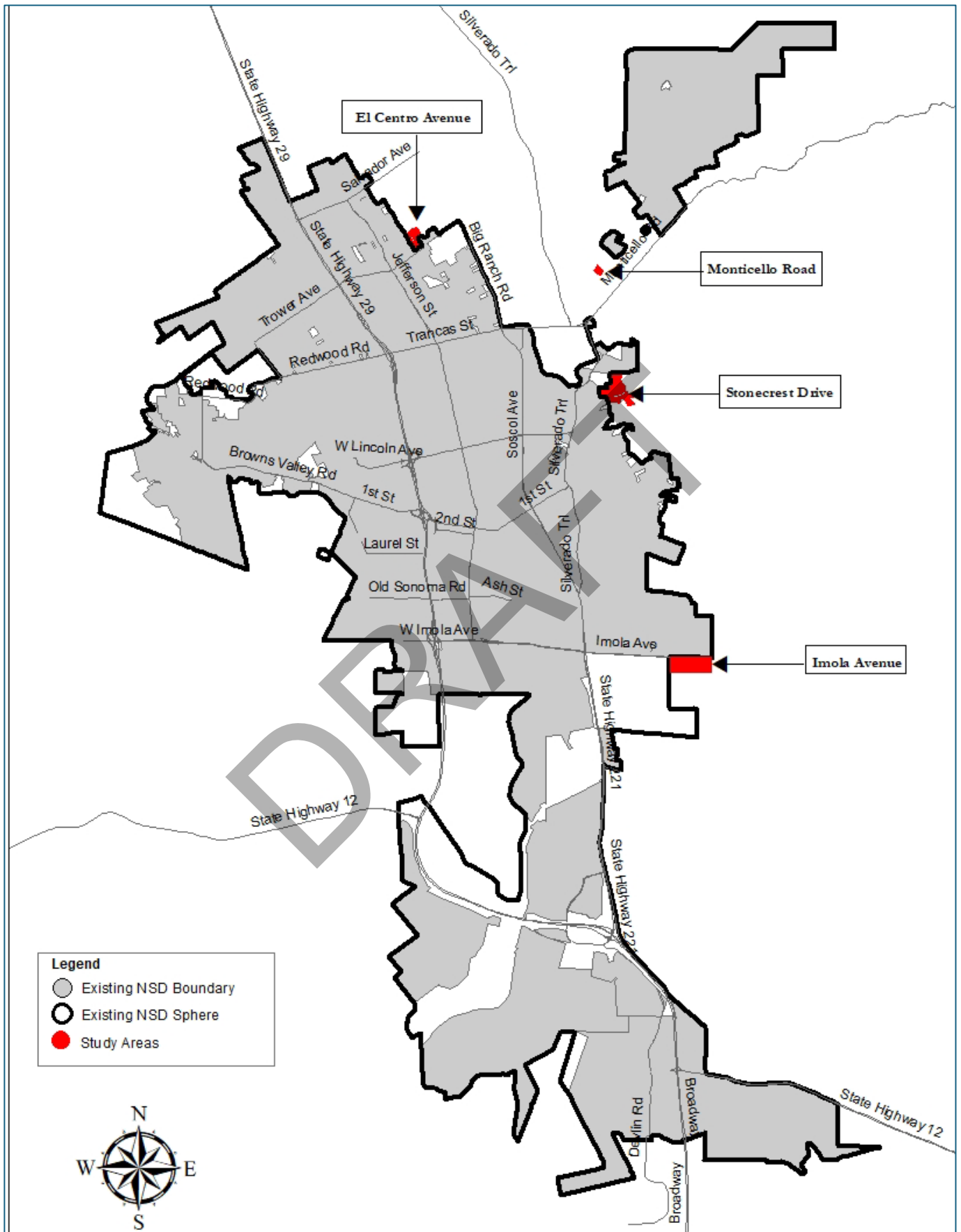


\_\_\_\_\_  
Beth Painter  
Commission Chair

ATTEST: \_\_\_\_\_  
Brendon Freeman  
Executive Officer

Recorded by: Charlie Gray  
Commission Clerk

EXHIBIT 1



**EXHIBIT 2****STATEMENT OF DETERMINATIONS****NAPA SANITATION DISTRICT  
SPHERE OF INFLUENCE UPDATE****1. Present and planned land uses in the sphere, including agricultural and open-space lands.**

The City of Napa and County of Napa's adopted land use policies provide for the current and future land uses within the recommended sphere. These present and planned uses are compatible with Napa Sanitation District's public sewer service provision. Portions of two study areas recommended for inclusion within the District's sphere are designated for agricultural and open space land uses by the County. However, these areas comprise existing or planned residential areas with no potential for additional growth due to lot size restrictions. Therefore, the sphere update will not negatively impact agricultural or open space lands.

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

There is a present and probable need for public sewer services within the four study areas. Inclusion of the study areas within Napa Sanitation District's sphere would recognize existing outside service agreements and support the extension of services to areas in need.

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

The Commission's Countywide Water and Wastewater Municipal Service Review indicates Napa Sanitation District's public sewer services are sufficiently capacitated to meet both existing and projected needs in the recommended sphere, including the four study areas.

**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.**

The territory within the recommended sphere has established strong social and economic interdependencies with Napa Sanitation District that are distinct from neighboring areas and agencies. These ties are affirmed and strengthened by this update.

**5. 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.

## NAPA LAFCO POLICY ON SPHERES OF INFLUENCE

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### 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.