



## Local Agency Formation Commission of Napa County

Subdivision of the State of California

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

■ Kenneth Leary, Chair ■ Beth Painter, Vice Chair ■ Anne Cottrell ■ Margie Mohler ■ Belia Ramos  
■ Joelle Gallagher, Alternate ■ Eve Kahn, Alternate ■ David Oro, Alternate

**Administrative Office**  
1754 Second Street, Suite C  
Napa, California 94559  
Telephone: 707-259-8645  
[www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov)

### REGULAR MEETING AGENDA

Monday, April 7, 2025, 2:00PM

**County of Napa Administration Building**

1195 Third Street, Board Chambers, 3<sup>rd</sup> Floor

Napa, California 94559

**1. CALL TO ORDER BY CHAIR; ROLL CALL**

**2. PLEDGE OF ALLEGIANCE**

**3. DISCLOSURES UNDER POLITICAL REFORM ACT / LEVINE ACT**

**4. APPROVAL OF AGENDA**

The Chair will consider approving the Agenda as prepared by the Executive Officer with any requests to remove or rearrange items by members of the Commission or staff.

**5. PUBLIC COMMENTS**

The public may address the Commission concerning any matter not on the Agenda. The Commission is prohibited from discussing or taking action on any item not appearing on the posted Agenda.

**6. CONSENT ITEMS**

**Action Items:**

a) **Approval of Meeting Minutes:** [February 3, 2025 Regular Meeting](#)

**Receive Report for Information Only:**

b) [Current and Future Proposals](#)

c) [CALAFCO Board Retreat Summary](#)

d) [Update on Countywide Fire and Emergency Medical Services Municipal Service Review](#)

**7. PUBLIC HEARING ITEMS**

Any member of the public may address the Commission with respect to a scheduled public hearing item.

a) [Consider Proposed Budget for Fiscal Year 2025-26 and Draft Work Program](#)

The Commission will consider adopting a resolution to approve a proposed budget for the 2025-26 fiscal year. The recommended actions are for the Commission to do the following: (1) adopt the proposed budget by resolution; (2) direct staff to circulate the proposed budget for public review and comment; and (3) direct the Budget Committee to return with recommendations for a final budget for adoption at a noticed public hearing on June 2, 2025. The Commission will also receive a draft work program for fiscal year 2025-26 and consider providing direction to staff with respect to any desired changes.

b) [Consider Sphere of Influence Amendment Request Involving the City of American Canyon and 1661 Green Island Road](#)

The Commission will consider a landowner request to amend the City of American Canyon's sphere of influence to include one entire parcel located at 1661 Green Island Road and identified as Assessor Parcel Number 058-030-041. The Commission's action on the sphere amendment request is exempt from further review under CEQA pursuant to CEQA Guidelines section 15061(b)(3).

## 8. ACTION ITEMS

Items calendared for action do not require a public hearing before consideration by the Commission. Applicants may address the Commission. Any member of the public may provide comments on an item.

### a) Unincorporated Islands

The Commission will receive information related to unincorporated islands and consider options to study desired next steps, including but not limited to establishing an ad hoc subcommittee to advise staff or providing other direction to staff.

### b) Consider Authorizing Commission Chair to Execute Consultant Contract for City of St. Helena Municipal Service Review

The Commission will consider executing a consultant contract related to the scheduled City of St. Helena Municipal Service Review. The recommended action is for the Commission to authorize the Executive Officer to negotiate a contract with RSG to prepare the City of St. Helena Municipal Service Review, and authorize the Chair to sign the contract.

### c) Consider Adopting a Resolution Amending the Policy on Municipal Service Reviews

The Commission will consider proposed amendments to its Policy on Municipal Service Reviews as prepared by staff and the ad hoc Policy Committee. The recommended action is for the Commission to approve the policy amendment by resolution.

## 9. EXECUTIVE OFFICER REPORT

## 10. COMMISSIONER COMMENTS/REQUESTS FOR FUTURE AGENDA ITEMS

## 11. ADJOURNMENT TO NEXT SCHEDULED MEETING

Monday, June 2, 2025, at 2:00 P.M. at the Napa County Board of Supervisors Chambers, located at 1195 Third Street, 3rd floor, Napa, CA 94559.

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## MEETING INFORMATION

AGENDA ITEMS: The Commission may reschedule items on the Agenda. The Commission will generally hear uncontested matters first, followed by discussions of contested matters, and staff announcements in that order.

CONDUCT OF HEARINGS: A contested matter is usually heard as follows: (1) discussion of the staff report and any related environmental document(s); (2) testimony of proponent; (3) public testimony; (4) rebuttal by proponent; (5) provision of additional clarification by staff as required; (6) close of the public hearing; (7) Commission discussion and Commission vote.

ADDRESSING THE COMMISSION: The Local Agency Formation Commission (LAFCO) of Napa County welcomes and encourages participation in its meetings. Any person who wishes to address the Commission should move to the front of the chambers when an item is called and, when recognized by the Chair, state their name, address, and affiliation. Please attempt to make your statements concise and to the point. It is most helpful if you can cite facts to support your contentions. Groups of people with similar viewpoints should appoint a spokesperson to represent their views to the Commission. The Commission appreciates your cooperation in this matter.

PUBLIC COMMENT TIME LIMITS: The Commission will hear public comment prior to the consideration of any item. (1) A principal proponent will be allowed up to a 5-minute statement; (2) other proponents will be allowed up to a 3-minute statement; (3) opponents are allowed up to a 3-minute statement with the exception of spokespersons for any group who shall be permitted up to 5-minutes; (4) the principal proponent shall have up to a 3-minute rebuttal; (5) staff will provide clarification, as required.

**SUBMITTING WRITTEN COMMENTS TO BE READ AT THE MEETING:** Any member of the public may submit a written comment to the Commission before the meeting by email to [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or by mail to Napa LAFCO at 1754 Second Street, Suite C, Napa, CA 94559-2450. If you are commenting on a particular item on the Agenda, please identify the Agenda item number and letter. Any comments of 500 words or less (per person, per item) will be read into the record if: (1) the subject line includes “COMMENT TO COMMISSION – PLEASE READ”; and (2) it is received by the Commission prior to the deadline of **April 4, 2025, at 12:00 P.M.**

**SUBMITTING SUPPLEMENTAL WRITTEN COMMENTS:** Any member of the public may submit supplemental written comments to the Commission, beyond the 500-word limit for comments read into the record, and those supplemental written comments will be made a part of the written record.

**VOTING:** A quorum consists of three members of the Commission. No action or recommendation of the Commission is valid unless a majority of the quorum of the Commission concurs therein.

**OFF AGENDA ITEMS:** Matters under the jurisdiction of the Commission and not on the posted Agenda may be addressed by the public under “Public Comments” on the Agenda. The Commission limits testimony on matters not on the Agenda to 500-words or less for a particular subject. The Commission cannot take action on any unscheduled items.

**SPECIAL NEEDS:** Meetings are accessible to persons with disabilities. Requests for assistive listening devices or other considerations should be made 72 hours in advance through LAFCO staff at (707) 259-8645 or [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov).

**POLITICAL REFORM ACT:** Pursuant to Government Code Sections 56700.1 and 81000 et seq., any person or combination of persons who directly or indirectly contributes \$1,000 or more or expends \$1,000 or more in support of or in opposition to a change of organization or reorganization that will be, or has been, submitted to LAFCO must comply, to the same extent as provided for local initiative measures, with reporting and disclosure requirements of the California Political Reform Act of 1974. Additional information can be obtained by contacting the Fair Political Practices Commission. Pursuant to Government Code Section 84308, if you wish to participate in the proceedings indicated on this Agenda, you or your agent is prohibited from making a campaign contribution of \$500 or more to any Commissioner or Alternate Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCO and continues until 12 months after a final decision is rendered by LAFCO. If you or your agent has made a contribution of \$500 or more to any Commissioner or Alternate Commissioner during the 12 months preceding the decision, that Commissioner or Alternate Commissioner must disqualify themselves from the decision in the proceeding. However, disqualification is not required if the Commissioner or Alternate Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings.

**MEETING MATERIALS:** Any writings or documents provided to a majority of the members of the Commission regarding any item on this Agenda after the posting of the Agenda and not otherwise exempt from disclosure will be made available for public review at [www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov) or by contacting LAFCO staff at [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or call the LAFCO office at (707) 259-8645. If supplemental materials are made available to the members of the Commission at the meeting, a copy will be available for public review at [www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov). Staff reports are available online at [www.napa.lafco.ca.gov/staff-reports-2023](http://www.napa.lafco.ca.gov/staff-reports-2023) or upon request to LAFCO staff at [info@napa.lafco.ca.gov](mailto:info@napa.lafco.ca.gov) or call the LAFCO office at (707) 259-8645.

**VIEWING RECORDING OF MEETING:** The Commission’s meeting will be recorded. Members of the public may access the meeting and other archived Commission meetings by going to <https://napa.lafco.ca.gov/2023-agendas-and-minutes>. Please allow up to one week for production time. Meetings are also broadcast on Napa TV on the second and fourth Tuesdays of each month at 8pm and second and fourth Wednesdays at 1pm (<http://napavalleytv.org/channel-28>).

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**Agenda Item 6a (Consent/Action)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Stephanie Pratt, Clerk/Jr. Analyst *SP*

**MEETING DATE:** April 7, 2025

**SUBJECT:** Approval of Meeting Minutes: February 3, 2025 Regular Meeting

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**SUMMARY AND RECOMMENDATION**

This is a consent item for formal action. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair.

The Commission will consider approving the draft meeting minutes prepared by staff for the February 3, 2025 regular meeting, included as Attachment 1.

Staff recommends approval of draft meeting minutes.

**ATTACHMENT**

- 1) Draft Minutes for February 3, 2025 Regular Meeting

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*



**LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
SPECIAL MEETING MINUTES OF MONDAY, FEBRUARY 3, 2025**

**1. WELCOME AND CALL TO ORDER; ROLL CALL**

Chair called the regular meeting of February 3, 2025 to order at 2:07 PM.

At the time of roll call, the following Commissioners and staff were present:

Regular Commissioners	Alternate Commissioners	Staff
Kenneth Leary, Chair	Joelle Gallagher	Brendon Freeman, Executive Officer
Beth Painter, Vice Chair	Eve Kahn	Dawn Mittleman Longoria, Assistant Executive Officer
Anne Cottrell	David Oro	(Absent)
Margie Mohler		Gary Bell, Commission Counsel
Belia Ramos		Stephanie Pratt, Clerk/Jr. Analyst

**2. PLEDGE OF ALLEGIANCE**

Chair Leary led the Pledge of Allegiance.

**3. OATH OF OFFICE FOR NEW COMMISSIONER**

Commission Counsel administered an Oath of Office for new Alternate Commissioner David Oro.

**4. APPROVAL OF AGENDA**

Commissioner Cottrell asked if the agenda could be rearranged to move Action Item 8c above Action Item 8b to accommodate members of the public in the audience.

Upon motion by Commissioner Cottrell and second by Commissioner Mohler, the Commission unanimously adopted the agenda with the order of Items 8b and 8c reversed by the following vote:

**VOTE:**

**AYES: LEARY, PAINTER, COTTRELL, MOHLER, RAMOS**

**NOES: NONE**

**ABSENT: NONE**

**ABSTAIN: NONE**

**5. PUBLIC COMMENTS**

Chair Leary invited members of the audience to provide public comment. No comments were received.

**6. CONSENT ITEMS**

**Action Items:**

a) **Approval of Meeting Minutes:** December 9, 2024 Special Meeting

**Receive Report for Information Only:**

b) **Current and Future Proposals**

c) **Second Quarter Budget Report for Fiscal Year 2024-25**

Chair Leary invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Mohler and second by Vice Chair Painter, the Commission unanimously approved the consent items by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

## 7. PUBLIC HEARING ITEMS

### a) Consider Approval of an Outside Service Agreement Authorizing the City of Napa to Provide Water Service to 7855 St. Helena Highway (APN 027-280-077) and Associated CEQA Findings

The Commission considered a request from the City of Napa to provide new permanent public water service to 7855 St. Helena Highway, identified as Assessor Parcel Number 027-280-077. The affected territory is approximately 3.56 acres in size and located in unincorporated Napa County outside the City's jurisdictional boundary and sphere of influence. The approval of the outside service agreement is exempt from CEQA pursuant to CEQA Guidelines Sections 15282(k), 15301, and 15303.

Chair Leary invited members of the audience to provide public comment and Rob Anglin representing the Napa Grapegrowers thanked the Commission for their support. Chair Leary invited additional members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Cottrell and second by Commissioner Ramos, the Commission unanimously adopted the draft resolution authorizing the outside water service agreement by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

## 8. ACTION ITEMS

### a) Proposed Penny Lane No. 6 Reorganization and Associated CEQA Findings

The Commission considered a proposal to annex one parcel and the adjacent portion of public right-of-way to the City of Napa along with concurrent detachment of the affected territory from County Service Area No. 4. The affected territory is approximately 0.52 acres in size, located at 2133 Penny Lane, and identified as Assessor Parcel Number 046-481-028. The approval of this reorganization is exempt from CEQA pursuant to CEQA Guidelines Sections 15061(b)(3) and 15319(b).

Chair Leary invited members of the audience to provide public comment and the applicant thanked the Commission for their support. Chair Leary invited additional members of the audience to provide public comment. No comments were received.

Upon motion by Vice Chair Painter and second by Commissioner Ramos, the Commission unanimously adopted the draft resolution approving the proposed reorganization by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

**c) Strategic Plan and Work Program Updates and Possible Direction**

The Commission received an update from staff on the adopted Strategic Plan 2023-25 and the adopted Work Program for Fiscal Year 2024-25. The Commission acknowledged staff's limited resources and indicated the next strategic planning workshop should occur after some of the high priority current projects are completed first. The Commission also requested a future agenda item on unincorporated islands with maps of each area.

**b) Draft Request for Proposals for City of St. Helena Municipal Service Review**

The Commission received a draft request for proposals (RFP) prepared by staff for purposes of hiring a consultant to prepare the scheduled City of St. Helena Municipal Service Review (MSR). Staff noted the draft RFP as presented did not include language related to the two legislative pilot programs, California Government Code Sections 56133.5 and 56133.6, and suggested revising the draft RFP to include reference to the pilot programs. The Commission agreed, and also requested the RFP be further revised to request a review of implementation feasibility for the recommendations contained in the Commission's previously completed Countywide Water and Wastewater MSR.

Chair Leary invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Mohler and second by Commissioner Cottrell, the Commission unanimously authorized staff to circulate the RFP with the aforementioned revisions and return with a recommendation to enter into a contract with a preferred consultant at the next regular meeting by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

**d) Consider Adopting Resolutions Amending Budget Policy and Policy on Conducting Commission Meetings and Business**

The Commission proposed amendments to its Budget Policy and Policy on Conducting Commission Meetings and Business as prepared by the ad hoc Policy Committee. The recommended action is for the Commission to approve each policy amendment by resolution.

Chair Leary invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Cottrell and second by Vice Chair Painter, the Commission unanimously adopted the two draft resolutions amending the policies by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

**e) Consider Appointments to Ad Hoc Budget Committee and Ad Hoc Legislative Committee**

The Commission considered appointments to the Ad Hoc Budget Committee and Ad Hoc Legislative Committee for Fiscal Year 2025-2026. Vice Chair Painter and Chair Leary volunteered for the Budget Committee. Commissioner Cottrell and Alternate Commissioner Kahn volunteered for the Legislative Committee.

Chair Leary invited members of the audience to provide public comment. No comments were received.

Upon motion by Commissioner Cottrell and second by Commissioner Ramos, the Commission unanimously appointed (1) Chair Leary and Vice Chair Painter to the Budget Committee, and (2) Commissioners Cottrell and Kahn to the Legislative Committee, by the following vote:

**VOTE:**

**AYES:** LEARY, PAINTER, COTTRELL, MOHLER, RAMOS  
**NOES:** NONE  
**ABSENT:** NONE  
**ABSTAIN:** NONE

**9. EXECUTIVE OFFICER REPORT**

Executive Officer Freeman reported the activity and changes occurring at CALAFCO. Staff is still exploring staffing options as there is no immediate end in sight to the lingering absence of a key position. He is looking forward to working with our new Chair Leary and Commissioner Oro with the fresh energy and perspectives that will prove valuable.

**10. COMMISSIONER COMMENTS/REQUESTS FOR FUTURE AGENDA ITEMS**

Commissioner Cottrell will be absent for our April 7<sup>th</sup> meeting. Commissioner Cottrell suggested inviting Joy Eldredge, City of Napa Utilities Director, to join a Commission meeting in the future as an agenda item to complement the City's outside service agreement maps.

**11. ADJOURNMENT at 3:59 PM TO NEXT SCHEDULED MEETING**

Monday, April 7, 2025, at 2:00 P.M. at the Napa County Board of Supervisors Chambers, located at 1195 Third Street, 3rd floor, Napa, CA 94559.

\_\_\_\_\_  
 Kenneth Leary, LAFCO Chair

ATTEST:

\_\_\_\_\_  
 Brendon Freeman, Executive Officer

Prepared by:

\_\_\_\_\_  
 Stephanie Pratt, Clerk/Jr. Analyst



**Agenda Item 6b (Consent/Information)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Stephanie Pratt, Clerk/Jr. Analyst *SP*

**MEETING DATE:** April 7, 2025

**SUBJECT:** Current and Future Proposals

**SUMMARY**

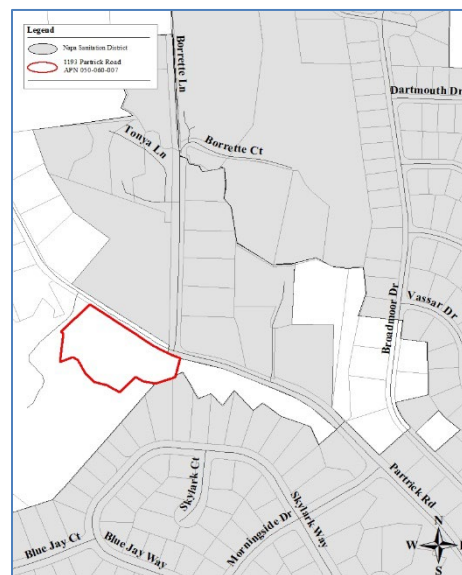
This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

This report summarizes all current and future boundary change proposals. There are currently no active proposals on file and nine anticipated new proposals that are expected to be submitted in the future. A summary follows.

***Anticipated Proposals***

**Partrick Road No. 7 Annexation to the Napa Sanitation District**

A representative for the landowner of one unincorporated parcel submitted a preliminary application to annex one parcel to the Napa Sanitation District (NSD). The parcel is in NSD’s sphere of influence (SOI), identified as APN 050-060-007, located at 1193 Partrick Road, and is approximately 2.0 acres in size. The adjacent portion of public right-of-way on Partrick Road will also be included in the affected territory. Annexation to NSD would eliminate setback requirements associated with the existing private onsite septic system and thus facilitate the future development of an accessory dwelling unit and a detached garage. The application is pending submittal of miscellaneous materials.



Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

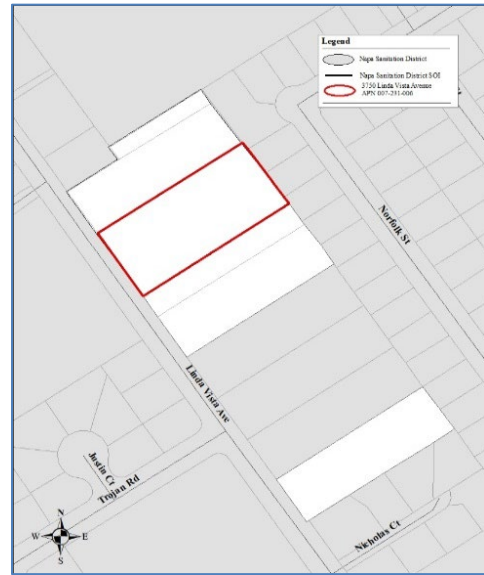
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Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

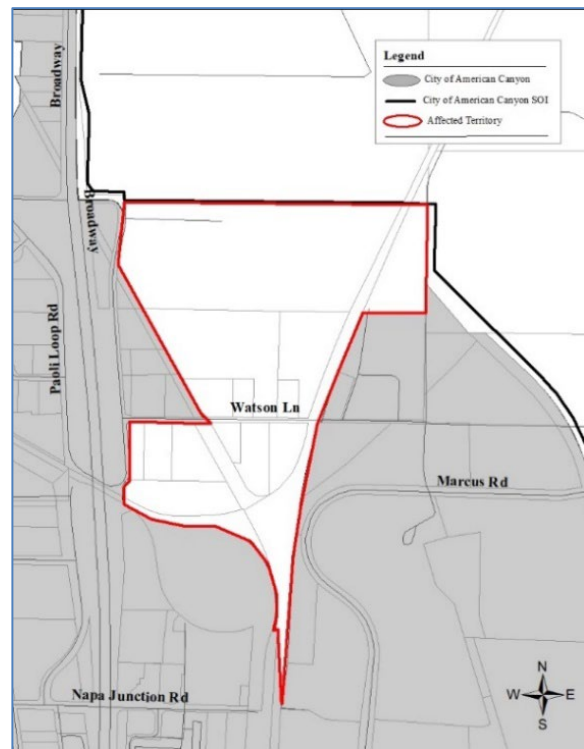
### Linda Vista No. 22 Annexation to NSD

A representative for the landowner of one unincorporated parcel submitted a preliminary application to annex one parcel to NSD. The parcel is in NSD's SOI, identified as APN 007-231-006, located at 3750 Linda Vista Avenue, and is approximately 1.2 acres in size. Annexation to NSD would facilitate an SB9 urban lot split, dividing the one parcel into five and connecting all existing and future structures to NSD. The application is pending analysis of potential environmental impacts.



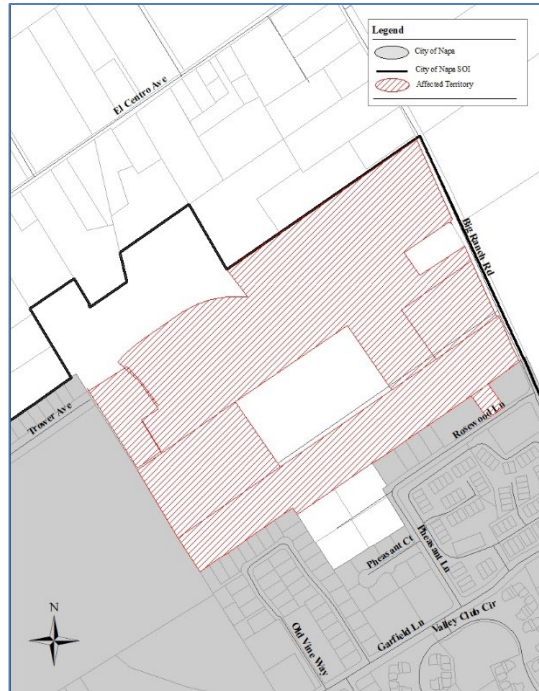
### Paoli Loop/Watson Lane Annexation to the City of American Canyon

A landowner submitted a preliminary application to annex 16 parcels and a portion of railroad totaling approximately 83 acres of territory to the City of American Canyon. Concurrent detachment from County Service Area No. 4 is required under local policy. The area is located within the City's SOI near Watson Lane and Paoli Loop and identified as APNs 057-120-014, -015, -017, -028, -034, -036, -041, -045, -047, -048, -049, -050, & -051, 057-180-014 & -015, and 059-020-036. The purpose of annexation is to allow development of the area for industrial and residential purposes as well as help facilitate the extension of Newell Drive to South Kelly Road. The City of American Canyon, as lead agency under CEQA, certified a Final Environmental Impact Report for the Paoli/Watson Lane Annexation Project. It is anticipated a complete application for annexation will be submitted in the foreseeable future.



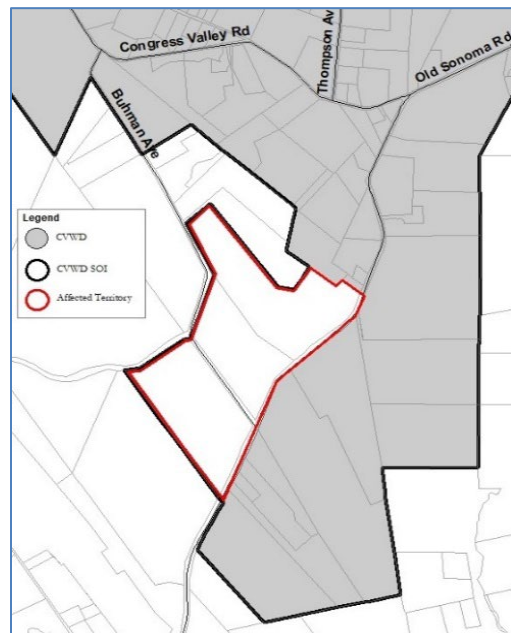
### Big Ranch Road/Rosewood Lane Annexation to the City of Napa

The City of Napa is processing an application from multiple landowners for the annexation of five entire parcels and a portion of a sixth parcel totaling approximately 53.5 acres. The parcels are located within the City's SOI at 2275 Big Ranch Road, 2285 Big Ranch Road, 2305 Big Ranch Road, 1130 Trower Avenue (portion), and 1438 Rosewood Lane, and identified as APNs 038-240-022, 038-240-005, 038-240-023, 038-240-014, and 038-160-029, respectively. Annexation to the City would allow the parcels to be developed consistent with the City's adopted Big Ranch Road Specific Plan and a future master plan for the area. Notably, the current configuration of the planned annexation would result in the creation of new unincorporated islands, which is prohibited under state law unless LAFCO makes a specific finding related to the orderly development of the City. It is anticipated an application for annexation will be submitted to LAFCO in the foreseeable future.



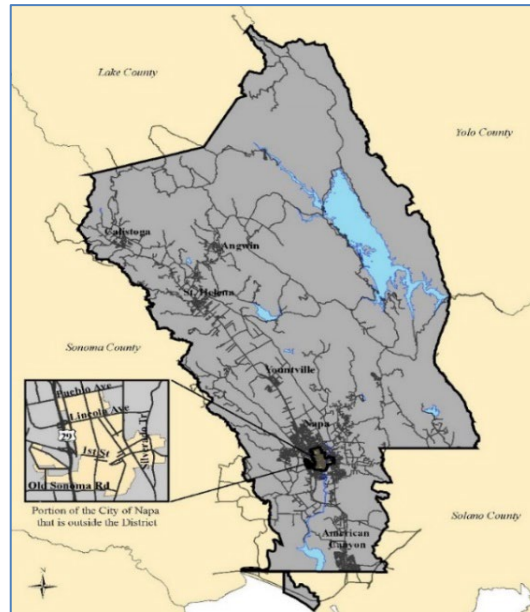
### Old Sonoma Road/Buhman Avenue Annexation to CVWD

A landowner previously submitted a proposal to annex three unincorporated parcels totaling approximately 141.5 acres in size to the Congress Valley Water District (CVWD). The parcels are located in CVWD's SOI along the northwestern side of Old Sonoma Road at its intersection with Buhman Avenue and identified as APNs 047-030-005, 047-030-020, and 047-080-001. Current land uses include two single-family residences and commercial vineyards with auxiliary structures and facilities. Two of the parcels already receive water service through grandfathered outside service agreements. Annexation would establish permanent water service to all three parcels. CVWD has requested, and the landowners have agreed, to postpone LAFCO action. There is no current timetable for the process to be resumed.



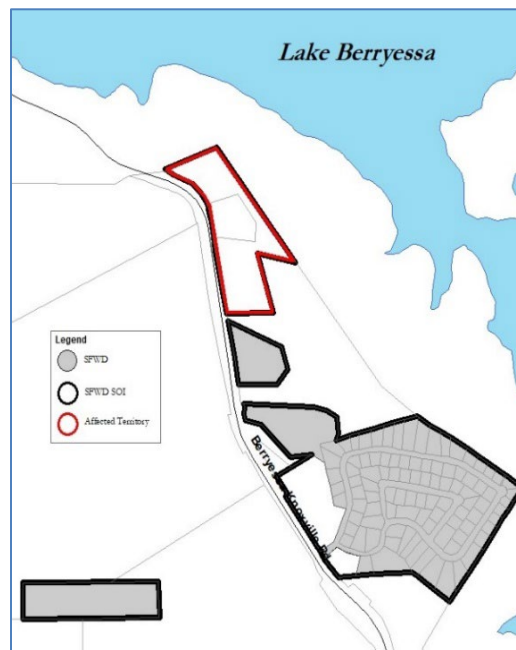
### NCRCDD Donut Hole Annexation

Staff from the Napa County Resource Conservation District (NCRCDD) has inquired about annexation of approximately 1,300 acres of incorporated territory located in the City of Napa. This area comprises the only remaining territory located within NCRCDD's SOI but outside its jurisdictional boundary and is commonly referred to as a "donut hole". The purpose of annexation would be to allow NCRCDD to expand its service programs and hold public meetings within the affected territory; activities that are currently prohibited within the area. In February 2020, the Commission approved a request for a waiver of LAFCO's proposal processing fees. The Commission recently completed a Municipal Service Review for NCRCDD that includes a recommendation for the District to annex the donut hole. It is anticipated a proposal for annexation will be submitted in the future, but there is no current timetable.



### 7140 & 7150 Berryessa-Knoxville Road Annexation to SFWD

A landowner has inquired about annexation of one entire unincorporated parcel and a portion of a second unincorporated parcel totaling approximately 7.9 acres in size to the Spanish Flat Water District (SFWD). The parcels were added to SFWD's SOI in 2021, are located at 7140 and 7150 Berryessa-Knoxville Road, and identified as APNs 019-280-004 (entire) and 019-280-006 (portion). Current land uses within the parcels include a commercial boat and recreational vehicle storage facility (Lakeview Boat Storage), approximately 6,000 square feet of enclosed storage structures, an administrative office, and a detached single-family residence. The parcels are currently dependent on private water and septic systems to support existing uses. Annexation would facilitate the connection of existing uses to SFWD's water and sewer services. It is anticipated a proposal for annexation will be submitted in the future, but there is no current timetable.



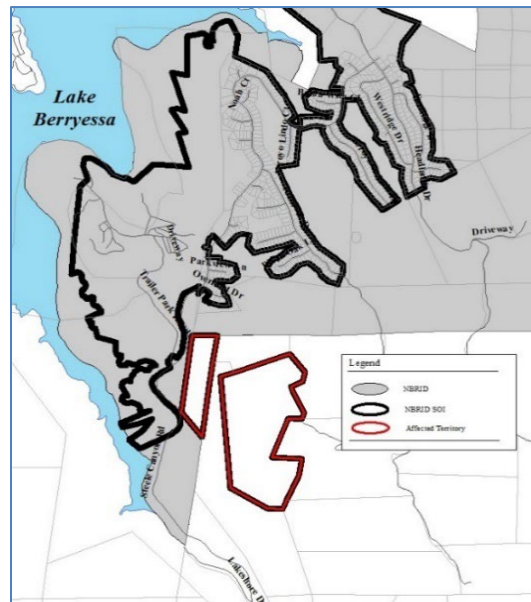
### Materials Diversion Facility Annexation to the City of Napa

Staff from the City of Napa has inquired about annexation of approximately 2.9 acres of unincorporated territory comprising a portion of a parcel owned by the Napa-Vallejo Waste Management Authority. The APN of the entire parcel is 057-090-060. A property sale and a lot line adjustment are planned to create new parcels. The purpose of the property acquisition and future annexation is to expand the City’s existing materials diversion facility operations. The property is located outside the City of Napa’s SOI near the City of American Canyon. Annexation to the City of Napa is allowed given the property is owned by the City and soon will be used by the City for municipal purposes.<sup>1</sup> It is anticipated a proposal for annexation will be submitted in the future, but there is no current timetable.



### Wastewater Treatment Plant Annexation to NBRID

Staff from the Napa Berryessa Resort Improvement District (NBRID) has inquired about annexation of two unincorporated parcels totaling approximately 101 acres in size that serve as the location of the District’s wastewater treatment plant facilities. The parcels were added to NBRID’s SOI in 2021, are owned by NBRID, and are identified as APNs 019-220-028 & -038. Annexation would be for purposes of reducing NBRID’s annual property tax burden. It is anticipated a proposal for annexation will be submitted in the future, but there is no current timetable.



<sup>1</sup> See [California Government Code §56742](#).



**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](http://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 6c (Consent/Information)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** April 7, 2025

**SUBJECT:** CALAFCO Board Retreat Summary

---

**BACKGROUND AND SUMMARY**

This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

On March 20<sup>th</sup> and March 21<sup>st</sup>, the Board members and regional officers of the California Association of Local Agency Formation Commissions (CALAFCO) held a planning retreat. A one-page retreat summary prepared by facilitators Pamela Miller and Erin LaCombe is included as Attachment 1 and outlines retreat focus areas, highlights, and emerging priorities. A full summary report is being developed and will be followed by a detailed six-to-nine-month action plan.

**ATTACHMENT**

- 1) CALAFCO Board Retreat Summary

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*



The CALAFCO Board and Regional Officers gathered for a forward-thinking planning retreat, facilitated by Pamela Miller of Miller Management & Consulting Group and Erin LaCombe of CV Strategies.

The two-day session was grounded in reflection, alignment, and action—with a shared focus on CALAFCO's future.

## Retreat Highlights

### DAY ONE – FOUNDATION AND VISION

Led by Pamela Miller, the group explored CALAFCO's evolution, reaffirmed its purpose and values, examined good governance practices, and envisioned a future shaped by unity and responsible leadership.

### DAY TWO – COMMUNICATION AND CULTURE

Facilitated by Erin LaCombe, participants deepened their understanding of effective communication, including how to navigate conflict, rebuild trust, and foster a culture of transparency and collaboration.

## Emerging Priorities



**MISSION DELIVERY – EDUCATION & ADVOCACY** – Renewed energy will be directed toward CALAFCO's core mission of education, legislative advocacy, and capacity-building.



**GOOD GOVERNANCE & RESPONSIBLE LEADERSHIP** – A governance structure will clarify roles, expectations, and decision-making processes, ensuring alignment with CALAFCO's mission and increasing organizational effectiveness.



**EFFECTIVE COMMUNICATION FRAMEWORK** – CALAFCO is developing a Strategic Communication Framework to align all messaging with the values of trust, transparency, and professionalism through actionable methods, tools, and resources.



**RESPONSIVE SUPPORT FOR TRANSITION** – The transition team will maximize resources to address member needs and create opportunities for input from LAFCOs across the state.



**STATEWIDE LISTENING SESSIONS** – CALAFCO will host regional focus groups to hear directly from members about structure, culture, and the value of desired services.

**Next Steps:** Several action items unanimously supported by the Board members present at the retreat will be ratified by the Board at the April 4, 2025 meeting. A full retreat summary and a detailed six-to-nine-month action plan are forthcoming. This moment of transition is also one of transformation—and through clear communication, collaborative governance, and shared purpose, CALAFCO is poised to evolve and thrive.



**Pamela Miller**

Owner & Chief Engagement Officer, Miller Consulting  
pmiller@millermcg.com | 916-850-9271 | millermcg.com

**Erin LaCombe**

President, CEO & Founder, CV Strategies  
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**Agenda Item 6d (Consent/Information)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer *BF*

**MEETING DATE:** April 7, 2025

**SUBJECT:** Update on Countywide Fire and Emergency Medical Services  
Municipal Service Review and Sphere of Influence Reviews

---

**BACKGROUND AND SUMMARY**

This is a consent item for information purposes only. Accordingly, if interested, the Commission is invited to pull this item for additional discussion with the concurrence of the Chair. No formal action will be taken as part of this item.

On November 28, 2023, the Commission entered into a contract with AP Triton to prepare the Countywide Fire and Emergency Medical Services (EMS) Municipal Service Review (MSR). A master document is approximately 95% complete.

Planned next steps include:

1. Circulate the document among the AP Triton team for review, and to have "missing blanks" filled in/clarified/revised.
2. Have AP Triton's technical review staff go through the document for proofing, formatting, and revision requests.
3. Submit an administrative draft report to LAFCO staff.
4. LAFCO staff will work with a technical review committee comprised of staff from the subject agencies to review the administrative draft report and recommend final revisions.
5. Address any final revisions in a complete draft report to be circulated to the public and presented to the Commission for discussion at a future meeting.

It is anticipated that a draft MSR will be presented to the Commission at its August 4, 2025 regular meeting.

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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Brendon Freeman  
*Executive Officer*



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**Agenda Item 7a (Public Hearing)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer *BF*

**MEETING DATE:** April 7, 2025

**SUBJECT:** Proposed Budget for Fiscal Year 2025-26 and Draft Work Program

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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;
- 3) Adopt the Resolution of the Local Agency Formation Commission of Napa County Adopting a Proposed Budget for the 2025-26 Fiscal Year (Attachment 1);
- 4) Direct staff to circulate the adopted proposed budget to each of the funding agencies as well as the general public for review and comment; and
- 5) Direct the Budget Committee to return with recommendations for a final budget for adoption at a noticed public hearing on June 2, 2025.

It is also recommended the Commission discuss the draft Work Program as described on page 4 of this report and consider providing any appropriate direction to staff.

**BACKGROUND AND SUMMARY**

LAFCOs are responsible for annually adopting a proposed budget by May 1<sup>st</sup> and a final budget by June 15<sup>th</sup> pursuant to California Government Code section 56381.

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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Brendon Freeman  
*Executive Officer*

### ***Prescriptive Funding Sources***

The Commission's annual operating expenses are primarily funded by the County of Napa and the Cities of American Canyon, Calistoga, Napa, St. Helena, and Town of Yountville. State law specifies the County is responsible for one-half of the Commission's operating expenses while the remaining amount is to be apportioned among the cities and town. The current formula for allocating the cities' and town's shares of the Commission's budget was adopted by the municipalities in 2003 and is based on a weighted calculation of population (60%) and general tax revenues (40%). Additional funding – typically less than 10% of total revenues – is budgeted from anticipated application fees and interest earnings.

### ***Budgeting Policies***

Consistent with the Commission's *Budget Policy* ("the Policy"), included as Attachment 2, the Commission appointed Chair Leary and Vice Chair Painter to serve on an ad hoc Budget Committee ("the Committee") to inform the Commission's decision-making process in adopting an annual operating budget. The Policy directs the Committee to also consider the Commission's work program.

The Commission is directed to control operating expenses by utilizing its available undesignated/unreserved fund balance ("reserves") whenever possible and appropriate. Following a recent amendment to the Policy, the Commission is now directed to retain reserves equal to 10% of budgeted expenses. The Commission's reserves totaled \$424,359 on July 1, 2024 and are projected to total \$437,106 at the end of the current fiscal year.

The Budget Committee agreed to recommend the Commission utilize its reserves by contracting with more consultants and minimize annual increases in agency contributions over an approximate five-year period to reach the 10% target under the Policy.

### ***Proposed Budget Overview***

The Commission will consider approving a proposed budget for fiscal year 2025-26 with operating expenses totaling \$859,000 and operating revenues totaling \$773,950, resulting in an intentional deficit/shortfall of \$85,050 and positioning the Commission to finish the fiscal year with reserves totaling \$352,056 or 41% of operating expenses.

### ***Proposed Operating Expenses***

The Committee proposes a decrease in budgeted operating expenses from \$902,704 to \$859,000; a difference of \$43,704 compared to the current fiscal year. The decrease is primarily due to higher consultant expenses in the current fiscal year budget.

A summary of significant operating expenses follows.

### Salaries and Benefits Unit

This budget unit is proposed to total \$8,150 and is primarily associated with Commissioner stipends for attendance at meetings. Staff salaries and benefits are categorized under Administration Services (Account No. 52100) within the Services and Supplies budget unit as summarized below.

### Services and Supplies Unit

This budget unit is proposed to total \$850,850. A summary of key accounts follows.

Administration Services (Account No. 52100) expenses are proposed to increase from \$614,588 to \$630,571 over the current fiscal year to reflect the following:

- Staffing at 3.0 full-time equivalent employees including one Executive Officer, one Assistant Executive Officer, and one Clerk/Jr. Analyst
- 3.5% cost of living adjustments for all staff
- Executive Officer management leave cash out (80 hours)
- Executive Officer vacation leave cash out (40 hours)
- \$3,600 for the Executive Officer and Assistant Executive Officer to participate in the County of Napa's 401(a) retirement savings plan and agree to the maximum matching contribution
- Increase in cell phone allowance to \$1,680 to reflect recent changes following labor negotiations with Napa County

Consulting Services (Account No. 52310) expenses are proposed to decrease from \$127,754 to \$75,000 over the current fiscal year to reflect the completion of the Countywide Fire and Emergency Medical Services Municipal Service Review (MSR) by a consultant in the current fiscal year. It is anticipated another consultant will be hired to prepare the scheduled City of St. Helena MSR during fiscal year 2025-26. In addition, the Budget Committee recommends the Commission anticipate consulting expenses associated with the scheduled Napa Sanitation District Sphere of Influence Update.

Training/Conference (Account No. 52900) expenses are proposed to decrease from \$20,000 to \$10,000 over the current fiscal year to reflect historical demand from staff and Commissioners for additional training and educational opportunities.

Insurance: Liability (Account No. 52700) expenses are proposed to increase from \$922 to \$12,157 over the current fiscal year to reflect an accounting error in which two general liability claims were inadvertently ignored and thus not factored into LAFCO's annual general liability charge from Napa County. The proposed amount in fiscal year 2025-26 is the correct amount. Notably, the two referenced claims will be dropped within the next three years, which will substantially reduce the Commission's annual general liability expenses moving forward.

### ***Proposed Operating Revenues***

The Committee proposes an increase in operating revenues from \$767,910 to \$773,950; a difference of \$6,040 compared to the current fiscal year. Agency contributions are proposed to remain equal to the current fiscal year and total \$737,950.

### ***Work Program***

The Commission annually adopts a work program and the Budget Committee is directed to consider it as part of the budget preparation process. The Committee considered a draft Work Program for Fiscal Year 2025-26 prepared by staff, included as Attachment 3. This includes approximate schedules for the preparation of MSRs and other projects. The Commission is invited to discuss the draft Work Program and consider any appropriate changes before adoption of a final Work Program at a future meeting.

## **ATTACHMENTS**

- 1) Draft Resolution Adopting a Proposed Budget for Fiscal Year 2025-26
- 2) Budget Policy
- 3) Draft Work Program for Fiscal Year 2025-26

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

**RESOLUTION OF  
THE LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
ADOPTING A PROPOSED BUDGET FOR THE 2025-26 FISCAL YEAR**

**WHEREAS**, the Local Agency Formation Commission of Napa County (hereinafter referred to as “Commission”) is required by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code sections 56000 et seq.) to adopt a proposed budget for the next fiscal year; and

**WHEREAS**, Government Code section 56381 requires the Commission to adopt a proposed budget by May 1 and a final budget by June 15; and

**WHEREAS**, the Commission appoints and utilizes an ad hoc subcommittee (“Budget Committee”) to help inform and make decisions regarding the agency’s funding requirements; and

**WHEREAS**, the Executive Officer prepared a report concerning the Budget Committee’s recommended proposed budget; and

**WHEREAS**, the Executive Officer’s report was presented to the Commission in the manner provided by law; and

**WHEREAS**, the Commission heard and fully considered all the evidence presented at its public hearing on the proposed budget held on April 7, 2025; and

**WHEREAS**, the Commission determined the proposed budget projects the staffing and program costs of the Commission as accurately and appropriately as is possible.

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

1. The proposed budget as outlined in Exhibit “A” is adopted.
2. The proposed budget provides the Commission sufficient resources to fulfill its regulatory and planning responsibilities in accordance with Government Code section 56381(a).

The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on April 7, 2025, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

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

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

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

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

\_\_\_\_\_  
Kenneth Leary  
Commission Chair

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

Recorded by: Stephanie Pratt  
Clerk/Jr. Analyst

DRAFT

**Napa LAFCO Fiscal Year 2025-26 Proposed Budget**

Adopted on April 7, 2025

**Expenses**

**Salaries and Benefits**

<u>Account</u>	<u>Description</u>	FY 2022-23		FY 2023-24		FY 2024-25		FY 2025-26
		Final Budget	Actual	Final Budget	Actual	Final Budget	Estimate	Draft Budget
51210	Commissioner Per Diems	15,200	12,690	16,000	15,750	18,000	10,500	7,200
51300	Medicare - Commissioners	250	181	250	228	300	250	250
51305	FICA - Commissioners	500	583	1,100	967	700	650	700
<b>Total Salaries &amp; Benefits</b>		<b>15,950</b>	<b>13,454</b>	<b>17,350</b>	<b>16,946</b>	<b>19,000</b>	<b>11,400</b>	<b>8,150</b>

**Services and Supplies**

<u>Account</u>	<u>Description</u>	FY 2022-23		FY 2023-24		FY 2024-25		FY 2025-26
		Final Budget	Actual	Final Budget	Actual	Final Budget	Estimate	Draft Budget
52100	Administration Services	509,844	429,510	559,015	572,978	614,588	508,787	630,571
	<i>Salaries and Wages</i>	360,698	271,335	395,246	391,561	421,018	342,500	440,306
	<i>401A Employer Contribution</i>	1,000	1,000	3,200	1,590	3,600	2,850	3,600
	<i>Cell Phone Allowance</i>	420	420	455	420	455	1,680	1,680
	<i>Medicare - Staff</i>	5,201	5,164	5,731	5,483	5,872	4,870	6,145
	<i>Employee Insurance-Premiums</i>	54,703	52,679	67,054	64,567	63,684	60,500	55,538
	<i>Worker's Compensation</i>	595	595	692	692	876	876	889
	<i>PERS Retirement</i>	73,599	84,690	79,226	101,254	107,232	83,660	110,706
	<i>OPEB</i>	13,627	13,627	7,411	7,411	11,851	11,851	11,707
52125	Accounting/Auditing Services	7,500	7,742	7,500	8,039	7,500	7,450	7,500
52130	Information Technology Services	23,974	23,974	34,309	30,875	27,746	27,746	31,635
52131	ITS Communication Charges	1,685	1,692	2,000	2,000	2,757	2,757	2,908
52140	Legal Services	35,000	32,402	35,000	36,195	35,000	35,000	35,000
52310	Consulting Services	10,000	-	105,000	20,662	127,754	127,754	75,000
52345	Janitorial Services	300	150	300	-	300	270	300
52515	Maintenance-Software	1,930	629	3,062	1,762	1,512	1,512	1,512
52600	Rents and Leases: Equipment	4,000	2,740	3,500	2,994	3,000	2,700	3,000
52605	Rents and Leases: Building/Land	25,995	25,995	26,775	26,775	27,570	27,570	28,200
52700	Insurance: Liability	638	638	716	-	922	922	12,157
52800	Communications/Telephone	3,000	1,667	5,000	4,397	3,000	2,500	3,000
52830	Publications and Notices	1,000	1,282	750	1,133	1,000	500	1,000
52835	Filing Fees	200	-	150	100	200	100	200
52900	Training/Conference	15,000	8,937	12,500	11,183	20,000	11,000	10,000
52905	Business Travel/Mileage	1,000	-	2,000	201	1,000	500	1,000
53100	Office Supplies	1,000	1,282	2,000	1,192	2,500	700	1,000
53110	Freight/Postage	150	-	100	-	100	50	100
53115	Books/Media/Subscriptions	119	119	119	-	119	119	119
53120	Memberships/Certifications	3,078	3,078	3,332	3,332	3,411	3,411	3,523
53205	Utilities: Electric	2,000	1,540	2,400	1,837	2,500	2,100	2,500
53410	Computer Equipment/Accessories	-	-	571	1,140	-	-	-
53415	Computer Software/License	225	-	225	-	225	225	225
53650	Business Related Meal/Supplies	-	316	760	594	1,000	130	400
<b>Total Services &amp; Supplies</b>		<b>647,638</b>	<b>543,693</b>	<b>807,084</b>	<b>727,389</b>	<b>883,704</b>	<b>763,803</b>	<b>850,850</b>
<b>EXPENSE TOTALS</b>		<b>663,588</b>	<b>557,147</b>	<b>824,434</b>	<b>744,335</b>	<b>902,704</b>	<b>775,203</b>	<b>859,000</b>

**Revenues**

		FY 2022-23		FY 2023-24		FY 2024-25		FY 2025-26
		Final Budget	Actual	Final Budget	Actual	Final Budget	Estimate	Draft Budget
<b>Intergovernmental</b>								
<u>Account</u>	<u>Description</u>							
43910	County of Napa	313,794	313,794	339,738	339,738	368,975	368,975	368,975
43950	Other Governmental Agencies	313,794	313,794	339,738	339,738	368,975	368,975	368,975
----	<i>City of Napa</i>	207,969	207,969	222,680	222,680	241,028	241,028	244,290
----	<i>City of American Canyon</i>	56,307	56,307	61,235	61,235	64,258	64,258	64,904
----	<i>City of St. Helena</i>	20,381	20,381	22,609	22,609	25,171	25,171	22,124
----	<i>City of Calistoga</i>	16,885	16,885	20,342	20,342	22,963	22,963	23,035
----	<i>Town of Yountville</i>	12,252	12,252	12,872	12,872	15,554	15,554	14,622
	<b>Total Intergovernmental</b>	627,588	627,588	679,476	679,476	737,950	737,950	737,950
<b>Service Charges</b>								
<u>Account</u>	<u>Description</u>							
42690	Application/Permit Fees	25,000	30,110	22,950	40,170	25,000	26,000	25,000
46800	Charges for Services	1,000	2,667	510	4,150	1,000	4,000	1,000
47900	Miscellaneous	4,000	-	-	-	4,000	-	-
	<b>Total Service Charges</b>	30,000	32,777	23,460	44,320	23,460	30,000	26,000
<b>Investments</b>								
<u>Account</u>	<u>Description</u>							
45100	Interest	6,000	7,243	6,500	18,168	6,500	20,000	10,000
	<b>Total Investments</b>	6,000	7,243	6,500	18,168	6,500	20,000	10,000
	<b>REVENUE TOTALS</b>	663,588	667,608	709,436	741,964	767,910	787,950	773,950
<b>OPERATING DIFFERENCE</b>		0	110,461	(114,998)	(2,371)	(134,794)	12,747	(85,050)

**Reserves**

	2022-23	2023-24	2024-25	2025-26
<b>Undesignated/Unreserved Fund Balance ("Reserves")</b>				
Beginning:	296,702	407,163	424,359	437,106
Ending:	407,163	404,792	437,106	352,056



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Budget Policy*

(Adopted: August 9, 2001; Last Amended: February 3, 2025)

#### **I. Background**

The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 includes provisions for establishing a budget and for the receipt of funds. [Government Code \(G.C.\) §56381](#) establishes that the Commission shall annually adopt a budget for the purpose of fulfilling its duties under CKH.

#### **II. Purpose**

It is the intent of the Commission to adopt a policy for budget purposes which establishes procedures for compiling, adopting and administering the budget. The Commission is committed to providing transparency of its operations including its fiscal activities. The Commission follows recognized accounting principles and best practices in recognition of its responsibility to the public.

#### **III. Preparation of Annual Budget**

- A) An annual budget shall be prepared, adopted and administered in accordance with [\(G.C.\) §56381](#).
- B) The Commission should annually consider the Fee Schedule, including any anticipated changes, and Work Program in conjunction with the budget process.
- C) The Commission is committed to ensuring the agency is appropriately funded each fiscal year to effectively meet its prescribed regulatory and planning responsibilities. The Commission is also committed to controlling operating expenses to reduce the financial obligations on the County of Napa, the cities and town, hereafter referred to as the “funding agencies,” whenever possible and appropriate.
- D) The budget shall include an undesignated/unreserved fund balance equal to 10% of annually budgeted operating expenses.
- E) The Commission shall establish an ad-hoc budget committee at the last meeting of each calendar year comprising of two Commissioners which will terminate with the adoption of the final budget. Commissioners appointed to a budget committee shall receive a regular per diem payment for each meeting attended.
- F) The adopted final budget should be posted on the Commission’s website for public viewing for a minimum of five years.
- G) The Executive Officer shall provide quarterly budget reports to the Commission for informational purposes.

#### IV. Budget Contributions and Collection of Funds

[G.C. §56381](#) establishes that the Commission shall adopt annually a budget for the purpose of fulfilling its duties under CKH. It further establishes that the County Auditor shall apportion the operating expenses from this budget in the manner prescribed by [G.C. §56381\(b\)](#), or in a manner mutually agreed upon by the agencies responsible for the funding of the Commission's budget [G.C. §56381\(c\)](#) states that:

After apportioning the costs as required in subdivision (b), the auditor shall request payment from the Board of Supervisors and from each city no later than July 1 of each year for the amount that entity owes and the actual administrative costs incurred by the auditor in apportioning costs and requesting payment from each entity. If the County or a city does not remit its required payment within 60 days, the Commission may determine an appropriate method of collecting the required payment, including a request to the auditor to collect an equivalent amount from the property tax, or any fee or eligible revenue owed to the County or city. The auditor shall provide written notice to the County or city prior to appropriating a share of the property tax or other revenue to the Commission for the payment due the Commission pursuant to this section.

It is the intent of the Commission that all agencies provide the costs apportioned to them from the LAFCO budget. Pursuant to [G.C. §56381\(c\)](#), the policy of the Commission is:

- A) If the County or a city or a town does not remit its required payment within 45 days of the July 1 deadline, the County Auditor shall send written notice to the agency in question that pursuant to [G.C. §56381\(c\)](#) and this policy, the Auditor has the authority to collect the amount of the Commission's operating expenses apportioned to that agency after 60 days from the July 1 deadline.
- B) If the County or a city or a town does not remit its required payment within 60 days of the July 1 deadline, the County Auditor shall collect an amount equivalent to the cost apportioned to that agency from the property tax owed to that agency, or some other eligible revenue deemed appropriate or necessary by the County Auditor. The County Auditor shall send written notice of the action taken to the agency and to the Commission.

## V. Executive Officer Purchasing and Budget Adjustment Authority

Pursuant to [G.C. §56380](#), the Commission shall make its own provision for necessary quarters, equipment, supplies, and services. The associated operating costs are provided for through the Commission's adoption of its annual budget in the manner prescribed in [G.C. §56381](#).

It is the intent of the Commission to charge the LAFCO Executive Officer with the responsibility and authority for coordinating and managing the procurement of necessary quarters, equipment, supplies, and services, and to adjust the annual budget as necessary under certain circumstances. The policy of the Commission is:

- A) The Executive Officer is charged with the responsibility and authority for coordinating and managing the procurement of necessary quarters, equipment, supplies, and services in accordance with applicable laws, regulations and policies.
- B) The Executive Officer is authorized to act as the agent for LAFCO in procuring necessary quarters, equipment, supplies, and services.
- C) Only the Commission itself or the Executive Officer may commit LAFCO funds for the purchase of any necessary quarters, equipment, supplies, or services for LAFCO use.
- D) The Executive Officer is delegated purchasing authority on behalf of LAFCO for necessary quarters, equipment, supplies, and services not to exceed \$5,000 per transaction. The Commission must approve any purchase of necessary quarters, equipment, supplies, and services that exceed the monetary limits set forth in this policy.
- E) Following review and approval by the Chair, the Executive Officer is authorized to make adjustments and administrative corrections to the budget without Commission action provided the adjustments and corrections are within the total budget allocations adopted by the Commission and within the same budget category pursuant to [Revenue and Taxation Code §29125](#).
- F) Following review and approval by the Chair, the Executive Officer is authorized to adjust the budget for purposes of carrying over to the new fiscal year any encumbered funds that have been approved by the Commission in a prior fiscal year and involve unspent balances. Said funds include committed contracts for services that were not completed in the prior fiscal year and must be re-encumbered by way of a budget adjustment in the new fiscal year.

Napa LAFCO Work Program for Fiscal Year 2025-26			
		Timeline	Comments
STUDIES	Napa Sanitation District SOI (In-House)	Draft report in June 2025	Previous MSR completed in 2014 (Central County Region MSR). Previous SOI completed in 2015. Staff has engaged District staff, County staff, and interested community members to identify potential SOI study areas.
	Countywide Fire & EMS MSR (Consultant)	Draft report in June or August 2025	Previous Countywide Fire MSR completed in 2006. Contracting with AP Triton to prepare the report.
	City of St. Helena MSR & SOI (Consultant)	Draft report in October or December 2025	Previous MSR & SOI completed in 2008.
ADMINISTRATION	Audit	Annual	Presented by the County Auditor-Controller annually in December.
	Budget	Annual	Ad hoc Budget Committee appointed annually in December to assist staff in preparing budget and work program. Staff presents quarterly budget reports.
	Legislation	Annual	Ad hoc Legislative Committee appointed annually in December to review state legislation and recommend formal positions.
	New Commissioner Orientation	Ongoing	Mandatory in-person orientation process for new commissioners.
	Policies	Ongoing	Policy amendments will be proposed as needed. Policy Manual updated accordingly.
	Proposals	Ongoing	See "Current and Future Proposals" staff report on each meeting agenda for a status update.
	Staff Training	Ongoing	Clerk/Jr. Analyst requires ongoing training on LAFCO's administrative functions and application processing.
	Website/Document Management	Ongoing	Staff continuously updates information on website including agendas, minutes, meeting recordings, audits, budgets, etc.
OTHER	Special Projects & Studies	TBD	To be determined in budget cycle and strategic planning. Typically involves a contract with a consultant to be funded with reserves. See Countywide Fire & EMS MSR in "Studies".
	Education & Outreach to Stakeholders & Public	Ongoing	Proactive engagement with local agencies. Conduct regular presentations. Leverage website whenever possible.
	Climate Resiliency in LAFCO's Work	Ongoing	Research policies & best practices of other LAFCOs. Consider adopting additional local policies.
	Coordination & Provision of Broadband Services	Ongoing	Participate in the North Bay Broadband Consortium. Coordinate with other LAFCOs.
	2025 CALAFCO Annual Conference	October 22-24, 2025	Scheduled to be held in San Diego at the Wyndham San Diego Bayside.
	2026 CALAFCO Staff Workshop	TBD	Location to be determined.
<b>DRAFT Work Program for Committee review</b>			



**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](http://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 7b (Public Hearing)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** April 7, 2025

**SUBJECT:** Consider Sphere of Influence Amendment Request Involving the City of American Canyon and 1661 Green Island Road

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**RECOMMENDATION**

It is recommended the Commission take the following actions:

- 1) Open the continued public hearing and take testimony;
- 2) Close the public hearing;
- 3) Adopt one of the following:
  - A. Resolution of the Local Agency Formation Commission of Napa County Making Determination – Sphere of Influence Amendment Involving the City of American Canyon (“City”) and 1661 Green Island Road, included as Attachment 1, approving the amendment to the City’s sphere of influence (SOI).
  - B. Resolution of the Local Agency Formation Commission of Napa County Making Determination – Sphere of Influence Amendment Involving the City of American Canyon (“City”) and 1661 Green Island Road, included as Attachment 2, denying the amendment to the City’s SOI.

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

## **BACKGROUND AND SUMMARY**

The landowners of 1661 Green Island Road (Assessor Parcel Number 058-030-041) have requested an amendment to the SOI for the City to include their property. The application materials are included as Attachment 3 and was 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. Actions on SOIs require noticed public hearings pursuant to G.C. Section 56427.

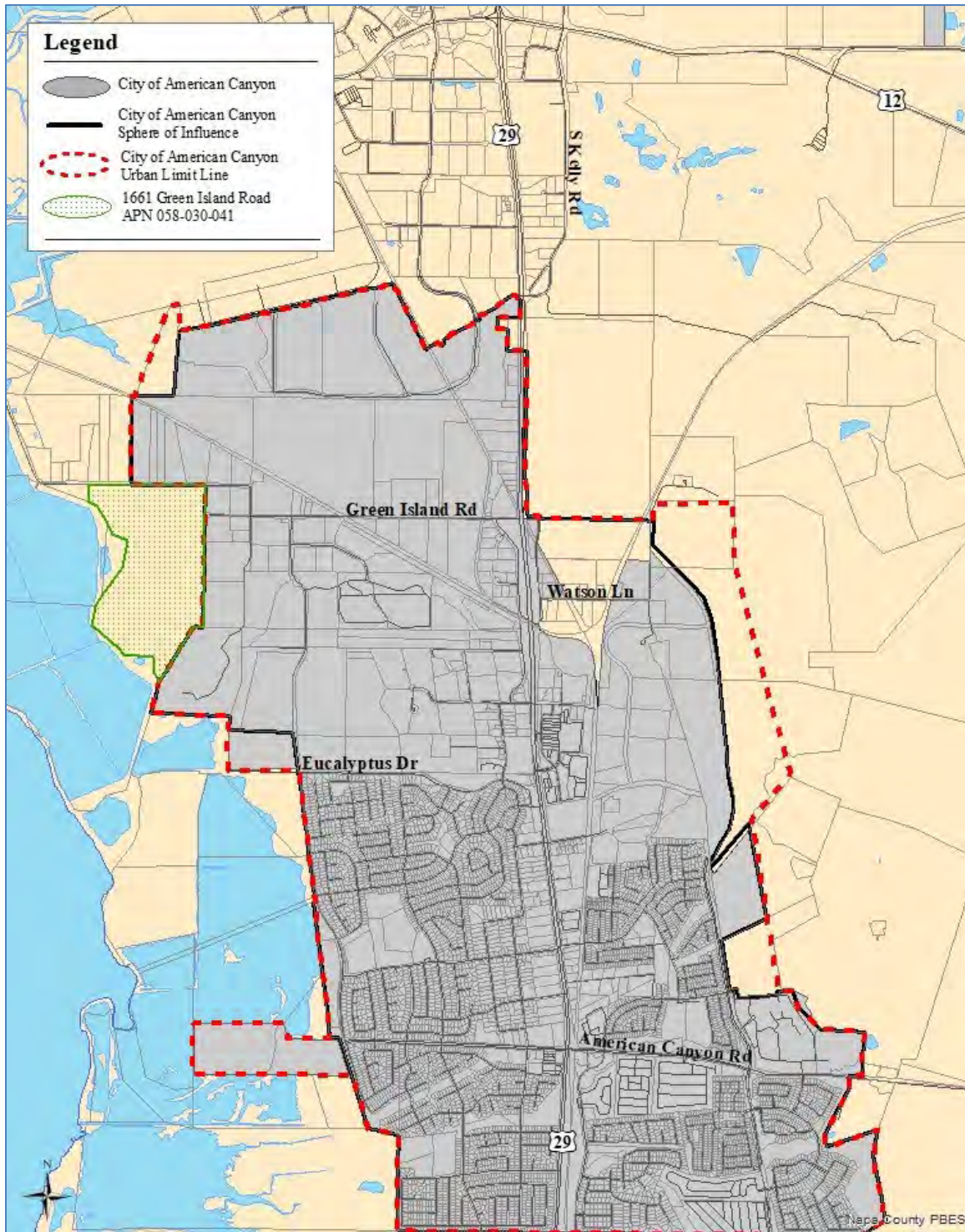
The affected territory comprises one unincorporated parcel totaling 157.15 acres in size and is currently undeveloped. The property can best be described as vacant or open space. The application materials describe the property as infill in terms of its location as it is bordered on three sides by the City’s boundary. The property is adjacent to an existing industrial area/business park that is located in the City. Notably, the Napa County Airport Land Use Commission recently made specific findings regarding the affected territory which suggest the property is suitable for a variety of land uses. The City already provides essential municipal services to the property.

The application materials reference previous information provided to the Commission as part of an earlier attempt in 2021 to include the affected territory in the City’s SOI. The 2021 application materials are included as part of Attachment 3. At that time, a commercial vineyard was planted on the property. However, issues related to soil salinity and general location of the property rendered the vineyard impracticable and economically infeasible. The 2021 application materials include a vineyard report, soils analysis, an economic viability report, and the opinions of several soils and viticulture experts indicating the vineyard is no longer viable due to high salinity. Also included are letters of support from a former City of Napa Mayor, Ed Henderson, and a former City of American Canyon Mayor and LAFCO Commissioner, Lori Luporini. Photos and maps of the property follow.

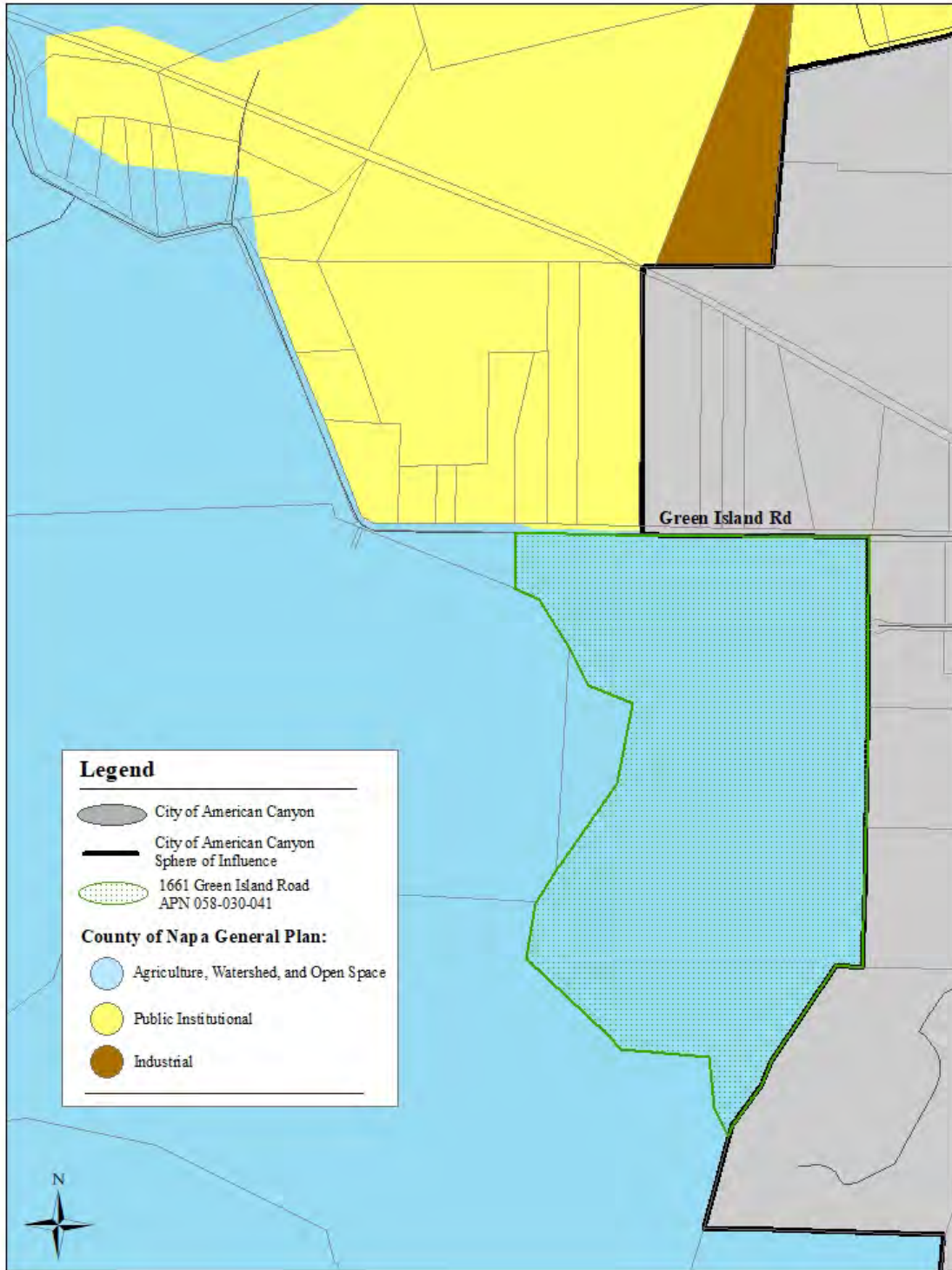




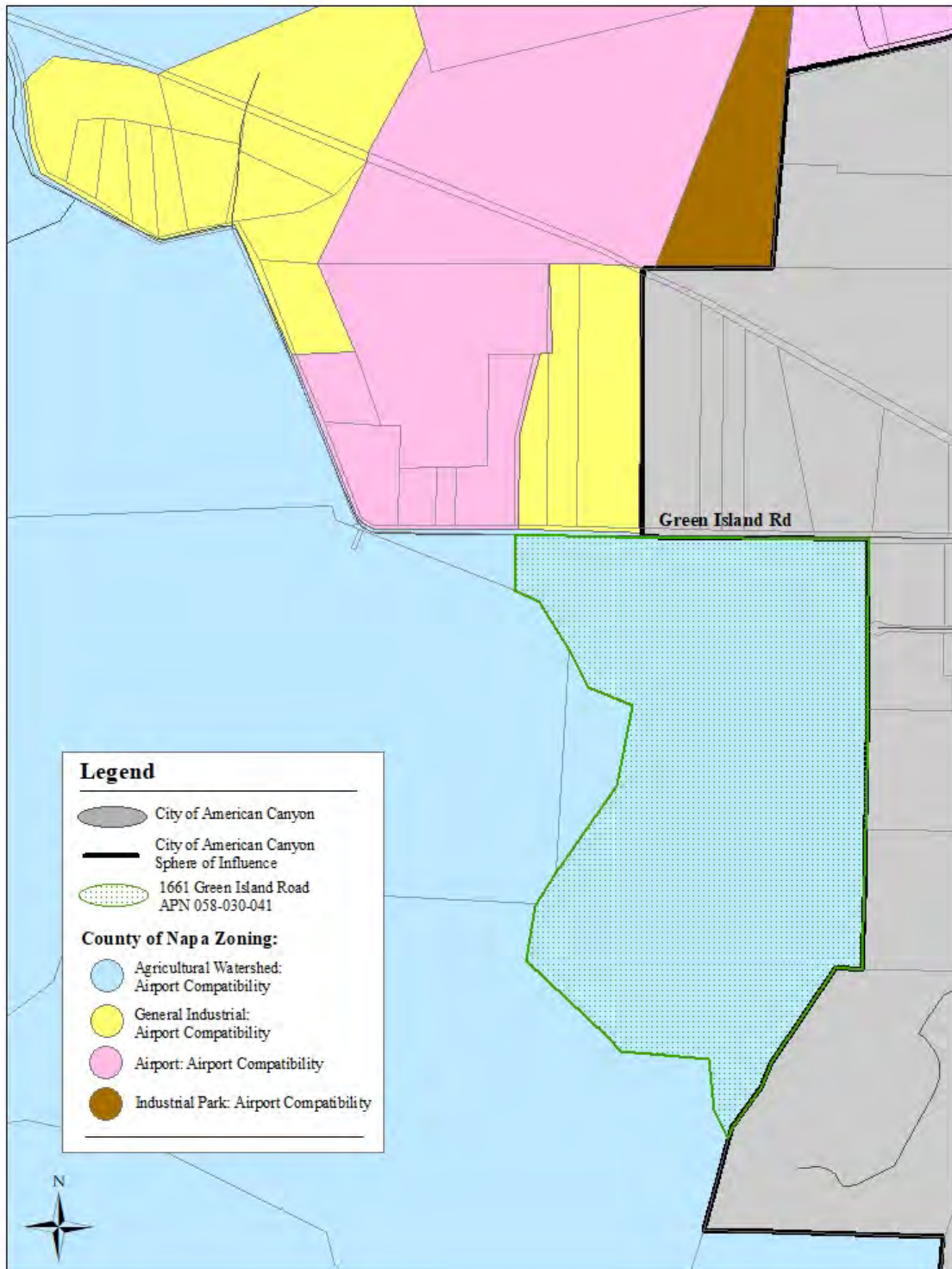
The map below shows the affected territory relative to the City's jurisdictional boundary, SOI, and Urban Limit Line (ULL):



The map below shows the County of Napa's General Plan land use designations for the affected territory and surrounding areas:



The map below shows the County of Napa's zoning assignments for the affected territory and surrounding areas.



## **DISCUSSION**

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

### ***Mission and Purpose of LAFCO***

G.C. Section 56001 states:

*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...*

### ***City and County Agreement on the City's ULL***

In 2008, the City entered into an agreement with the County of Napa related to the City's SOI and ULL, included as Attachment 5. The agreement is intended to recognize the importance of preserving agricultural and open space lands in the County to maintain a viable agriculture-based economy, preserve open space, prevent urban sprawl, and direct growth and development into already urbanized areas. The agreement designates a mutually agreed upon ULL to serve as the City's ultimate growth boundary until at least 2030. The parties agree the City's jurisdictional boundary and SOI shall not expand beyond the ULL prior to 2030 unless the citizens of the City first approve an expansion of the ULL.

LAFCO and the applicant are not parties to the agreement and therefore aren't bound to the terms of the agreement. The Commission retains discretion to approve or disapprove SOI requests irrespective of their consistency with the agreement. Nevertheless, staff recommends the Commission recognize and consider the agreement given that it designates an agreed-upon urban growth boundary for the City through 2030.

### ***Previous SOI Requests and ULL Efforts***

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.

In 2018, as part of the Commission's *South County Region Municipal Service Review*, the City requested the affected territory be added to its SOI.<sup>1</sup> The Commission denied the request primarily based on the aforementioned issue of ULL inconsistency.

In 2021, the landowners submitted a request to amend the SOIs of the City as well as American Canyon Fire Protection District (ACFPD) to each include 1661 Green Island Road. In June 2022, the Commission denied the request to amend the City's SOI based on inconsistencies with local policies and the City's ULL. However, the Commission did approve the concurrent request to amend ACFPD's SOI in recognition of efficient service delivery and logical, orderly boundaries. A subsequent proposal to annex the property into ACFPD was approved by the Commission in February 2024.

In November 2022, City voters rejected an initiative to expand the City's ULL and amend the General Plan to allow for the future industrial development of the affected territory.

### ***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: Airport Compatibility*. These land use characteristics prescribe a minimum lot size of 160 acres. The affected territory is undeveloped open space. There are no known development plans at this time. However, inclusion within the City's SOI and future annexation could facilitate a property subdivision and industrial development.
- 2) Present and probable need for public facilities and services in the area:  
The affected territory presently receives outside water service from the City through a grandfathered agreement consistent with G.C. Section 56133. Other public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. No additional public facilities or services needed within the affected territory in the foreseeable future.

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<sup>1</sup> The report is available online at:  
[https://napa.lafco.ca.gov/files/5ff47c6a5/SouthCountyRegion\\_MSR-SOI\\_FinalReport\\_12-3-18.pdf](https://napa.lafco.ca.gov/files/5ff47c6a5/SouthCountyRegion_MSR-SOI_FinalReport_12-3-18.pdf).

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 *South County Region Municipal Service Review* adopted in 2018, the City has established adequate capacity to provide a full range of municipal services to the affected territory.

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 the City'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. However, the SOI amendment would arguably promote the orderly expansion of the City while ensuring the effective, efficient, and economic provision of essential public services.
- 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)(3) 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 City's SOI and land use designations. Changing the land use

designation in the County General Plan from agricultural to non-agricultural requires approval by Napa County voters. Notably, SOI amendments and annexations do not require Measure P votes.

- Section V(A)(6) states: 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.
  - Staff response: Annexation to the City would first require the affected territory to be rezoned and included within the City’s ULL. It appears these actions are unlikely to occur within the next five years.
  
- Section V(A)(8) 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 2018 *South County Region Municipal Service Review* and planned capital improvements, the City has established adequate capacity to serve their current jurisdiction and accommodate growth.
  
  - 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 presently receives outside water service from the City and fire protection services from ACFPD. There are no plans for delivery of additional services to the affected territory.
  
- Section V(A)(9) 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. There are currently no planned future land uses.

- b) 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. The City General Plan does not assign any land use designations for the affected territory and no rezoning has occurred.
- c) 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.”
    - Policy AG/LU-127: “The County will coordinate with the cities and town to establish land use policies for unincorporated lands located within their respective spheres of influence and will do likewise for unincorporated lands within any locally-adopted urban growth boundaries.”
    - Policy AG/LU-130: “The County recognizes the growth boundary for the City of American Canyon shown in Figure LU-5 and will support the City’s annexation of unincorporated land located within the boundary...”
- d) Adopted policies of affected local agencies that promote infill development of existing vacant or underdeveloped land.
- Staff response: The affected territory is currently vacant. The affected territory could be viewed as infill given it is more than 50% surrounded by the City’s boundary and the only access is by using City roads. The remaining perimeter is predominantly surrounded by wetlands owned by the State of California.

- e) Amount of existing vacant or underdeveloped land located within any affected local agency's jurisdiction and current SOI.
  - Staff response: The City does not maintain inventories of vacant land within their jurisdiction. The 2018 *South County Region Municipal Service Review* states most of the City's SOI is already built out, suggesting there is minimal vacant or underdeveloped land available for infill purposes.
  
- f) Adopted urban growth boundaries by the affected land use authorities.
  - Staff response: The City's ULL is its urban growth boundary and subject to the agreement adopted by the City and County in 2008. The agreement states the City and County agree there will be no expansions to the City's ULL or SOI prior to 2030. The affected territory is outside the City's ULL. A voter initiative (Measure J) to expand the City's ULL to include the affected territory and amend the City's General Plan was rejected in November 2022.

### ***Additional Key Considerations***

Staff recommends the Commission consider the following additional considerations that provide justification for either approval or denial of the SOI request:

- G.C. Section 56064 defines "prime agricultural lands" for purposes of LAFCO law based on Storie index ratings and the United States Department of Agriculture's Natural Resources Conservation Service land use capability classifications. The National Cooperative Soil Survey, included as Attachment 6, identifies some of the affected territory as prime agriculture. However, this data is based on approximate areas and rarely updated. Staff recommends the Commission instead rely on current scientific soils analyses when available to determine prime agricultural lands. Toward this end, included as Attachment 7 is a letter submitted on behalf of Vineyard Soil Technologies asserting that the best available scientific evidence shows the affected territory is not agriculturally sustainable.
- No further development or change in land use is currently proposed or contemplated as part of the SOI application, and thus the SOI amendment arguably does not conflict with the Commission's agricultural and open space preservation policies because the affected territory is subject to Measure P and will be limited to agricultural land use unless or annexation into the City or voter approval occurs.
- The property is already adequately serviced by the City and other local governmental agencies.

- Surrounding lands to the west and south are unincorporated and comprise wetlands owned by the State of California. Lands to the north and east are mostly within the City's jurisdictional boundary and comprise industrial and warehouse uses.
- Comment and position letters are included as Attachment 8 and summarized below:
  - Support from the City of American Canyon
  - Support from the Filipino-American Association of American Canyon (Fil-Am)
  - Opposition from the Greenbelt Alliance
  - Opposition from the Sierra Club
  - Opposition from the Napa Solano Audubon Society
  - Opposition from the Napa County Wildlife Habitat Conservation Coalition
  - Opposition from 35 additional interested members of the public originally submitted to American Canyon City Council per the comment matrix
  - No comments or position from the County

### ***Conditioning Authority***

The Commission is granted the authority to apply conditions to its approvals related to SOIs. If the Commission desires to approve and SOI amendment and impose conditions, the draft resolution included as Attachment 1 will need to be revised to include all conditions. The following are examples of conditions that may merit consideration:

- Require the City to first update its General Plan and pre-zone the property.
- Require the ULL to first be expanded to include the property, which would likely require a change to the existing 2008 agreement between the City and the County.
- As part of pre-zoning, address the location, distribution, intensity, and extent of the land use designation(s), including open space.
- Require a Memorandum of Agreement or Understanding between the City and County that defines mutually acceptable terms for the extension of planned services in the SOI prior to annexation approval by LAFCO.
- Require the applicant and/or the City to enroll a portion of the property in a conservation easement or similar protection mechanisms.
- Prior to any future annexations, require a Strategic Plan that includes any or all of the following: fiscal analysis, analysis of current water system and fire suppression operations, current water usage and demands, future anticipated water usage and demand (such as subdivision ability, accessory dwelling/secondary dwelling unit ability, and other growth), and consistent outreach plan.

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

If the Commission chooses to amend the City'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). The applicant submitted a letter related to CEQA, included as Attachment 9, with which staff and legal counsel concur. 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 amendments do not commit any local agency to take any definite course of action or to approve any specific project. Any future rezoning by the City or annexation of the affected territory would require environmental analysis to be performed by the appropriate lead agency. Denial of an amendment to either agency'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 expansion to the City's SOI by adopting the draft resolution included as Attachment 1 with any desired revisions. Staff recommends this alternative if the Commission's desire is to emphasize its mission and purpose as they relate to the logical and orderly development of local communities along with the most efficient delivery of governmental services.
- 2) Deny the requested expansion to the City's SOI by adopting the draft resolution included as Attachment 2. Staff recommends this alternative if the Commission's desire is to emphasize its 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.

## **PROCEDURES FOR CONSIDERATION**

This item has been agendized as a noticed public hearing. The applicant has requested an opportunity to make a presentation to the Commission as part of this item. The following procedures are recommended with respect to the Commission's consideration of this item:

- 1) Receive verbal report from staff;
- 2) Commission initial questions to staff;
- 3) Open the public hearing and receive presentation from applicant;
- 4) Receive public comments;
- 5) Commission questions and comments to applicant and staff;
- 6) Close the public hearing; and
- 7) Discuss item and consider taking formal action.

## **ATTACHMENTS**

- 1) Draft Resolution Approving the Amendment to the City's SOI
- 2) Draft Resolution Denying the Amendment to the City's SOI
- 3) Application Materials
- 4) LAFCO Policy on SOIs
- 5) 2008 ULL Agreement Between the County of Napa and the City of American Canyon
- 6) National Cooperative Soil Survey Maps and Reports
- 7) Letter from Vineyard Soils Technology
- 8) Comments Received
- 9) CEQA Letter from Applicant

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

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

**SPHERE OF INFLUENCE AMENDMENT INVOLVING  
THE CITY OF AMERICAN CANYON AND 1661 GREEN ISLAND ROAD**

**WHEREAS**, a landowner (the “Applicant”) seeking a sphere of influence (SOI) amendment involving the City of American Canyon (“City”) and unincorporated territory located at 1661 Green Island Road 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 157.15 acres of territory comprising one entire parcel identified by the County of Napa Assessor’s Office as APN 058-030-041; 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 April 7, 2025; 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 City 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 City'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.
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 Parties hereby agree as follows:
  - a) Applicant and its successors and assigns, in whole or in part, shall indemnify, defend and hold harmless LAFCO, its agents, officers, and employees, from and against any and all claims, actions, or proceedings brought against LAFCO, its agents, officers, and/or employees, to attack, set aside, void, or annul LAFCO's approval of this Application. This indemnification shall include, without limitation, any and all demands, liabilities, judgments, settlements, damages (such as consequential damages), awards, interest, attorneys' fees, expert witness costs, and other costs and expenses of whatever kind or nature, at any time arising out of, or in any way connected with, the claim(s), action(s), or proceeding(s), whether incurred by Applicant, LAFCO, and/or the parties initiating such action (collectively, "Indemnification Costs"). Applicant's obligation to indemnify, defend and hold harmless LAFCO pursuant to this Agreement shall apply, regardless of fault, to any acts or omissions, or negligent conduct, whether active or passive, on the part of Applicant, LAFCO, its agents, officers, and/or employees.

- b) Applicant's obligation to defend, indemnify, and hold harmless LAFCO, its agents, officers, and employees under this Agreement shall be at Applicant's sole expense with LAFCO using counsel it selects or approves in LAFCO's sole discretion. LAFCO shall cooperate fully in the defense.
  - c) In the event of a claim, action, or proceeding to which this Agreement applies, LAFCO will notify Applicant within five (5) business days of being served. Within five (5) business days thereafter, Applicant will notify LAFCO whether or not it wishes to defend the claim, action, or proceeding. In the event Applicant wishes not to defend the claim, action, or proceeding, Applicant will fully cooperate and be responsible for Indemnification Costs associated with the settlement therefor. If Applicant elects to proceed with defending the claim, action, or proceeding, LAFCO will thereafter submit an invoice to Applicant for an amount between \$10,000 and \$25,000 to cover a portion of the Indemnification Costs (the "Reserve"), the amount of which shall be based on LAFCO's reasonable estimate of the Indemnification Costs in LAFCO's sole discretion. Applicant shall pay the Reserve within seven (7) calendar days of receipt of LAFCO's invoice. The Reserve shall be applied against LAFCO's future invoices to Applicant for the Indemnification Costs, with any unused portion to be returned to Applicant. LAFCO shall invoice Applicant monthly for the Indemnification Costs, which shall be paid to LAFCO no later than fifteen (15) calendar days after receipt of LAFCO's invoice.
  - d) Notwithstanding anything to the contrary in this Agreement, Applicant: (1) may at any time notify LAFCO if its decision to no longer defend the claim, action, or proceeding and, in which case, Applicant will fully cooperate and be responsible for Indemnification Costs associated with the settlement therefor, (2) shall pay and perform any settlement related to such decision, and (3) shall not be required to pay or perform any settlement unless Applicant approves the settlement; provided, however, that LAFCO shall continue to defend the claim, action, or proceeding if Applicant does not approve the settlement and, in which case, Applicant will still be bound by and responsible for its obligations under this Agreement including, without limitation, payment of Indemnification Costs.
  - e) LAFCO may in its sole discretion stop defending the claim, action, or proceeding, if at any time LAFCO has not received timely payment, as required by this Agreement, of the Reserve and/or the Indemnification Costs. In such case, Applicant will still be bound by and responsible for its obligations under this Agreement.
8. The Commission hereby directs staff to file a Notice of Exemption in compliance with CEQA.
9. 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.
10. 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 April 7, 2025, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

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

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

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

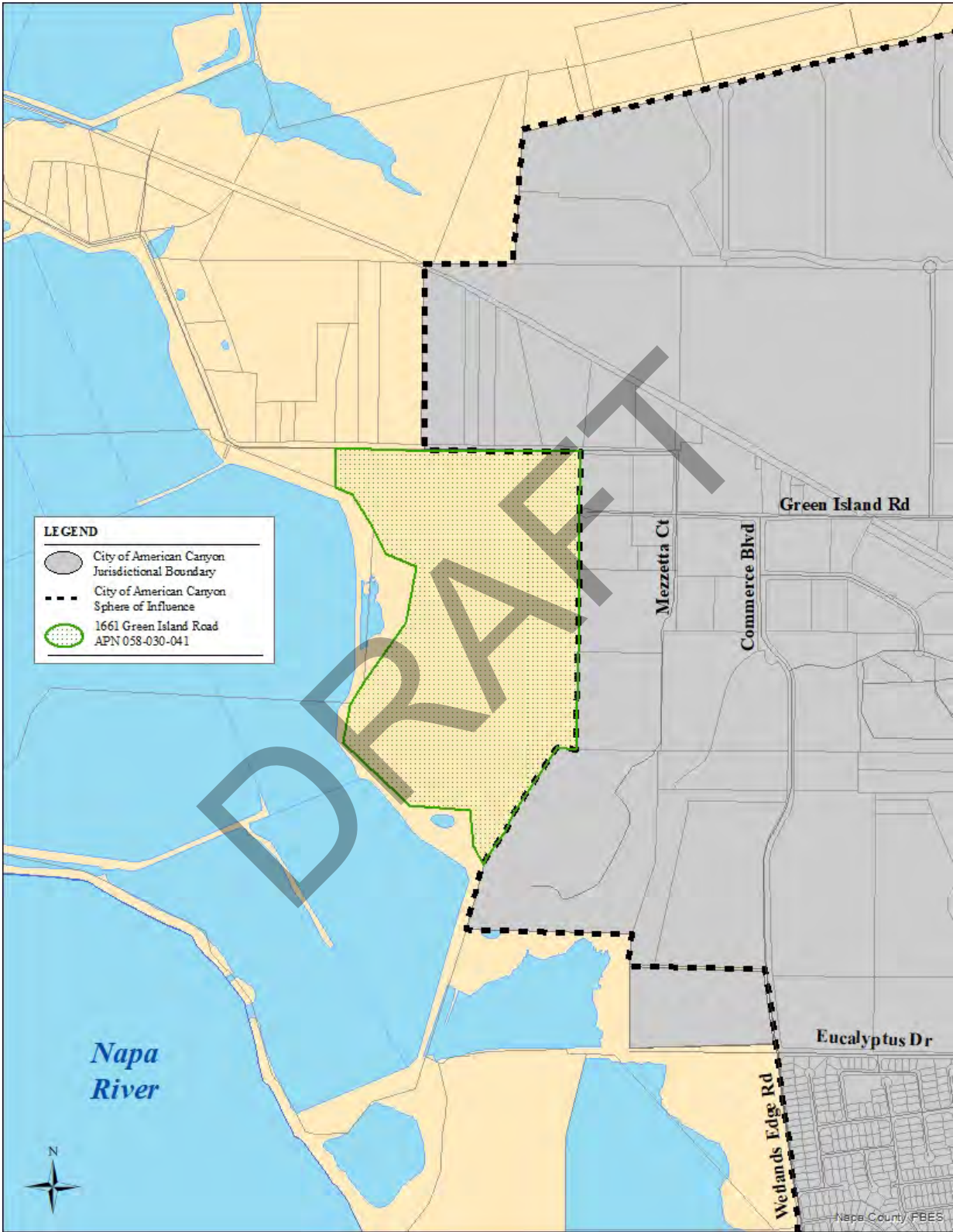
ABSTAIN: Commissioners \_\_\_\_\_

\_\_\_\_\_  
Kenneth Leary  
Commission Chair

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

DRAFT

EXHIBIT ONE



## EXHIBIT TWO

### STATEMENT OF DETERMINATIONS

#### SPHERE OF INFLUENCE AMENDMENT INVOLVING THE CITY OF AMERICAN CANYON AND 1661 GREEN ISLAND ROAD

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: Airport Compatibility*. These land use characteristics prescribe a minimum lot size of 160 acres. The affected territory is undeveloped open space. There are no known development plans at this time. However, inclusion within the City's SOI and future annexation could facilitate a property subdivision and industrial development.

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

The affected territory presently receives outside water service from the City through a grandfathered agreement consistent with G.C. Section 56133. Other public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. No additional public facilities or services needed within the affected territory in the foreseeable future.

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 *South County Region Municipal Service Review* adopted in 2018, the City has established adequate capacity to provide a full range of municipal services to the affected territory.

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 City's SOI.

RESOLUTION NO. \_\_\_\_

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

**SPHERE OF INFLUENCE AMENDMENT INVOLVING  
THE CITY OF AMERICAN CANYON AND 1661 GREEN ISLAND ROAD**

**WHEREAS**, a landowner (the “Applicant”) seeking a sphere of influence (SOI) amendment involving the City of American Canyon (“City”) and unincorporated territory located at 1661 Green Island Road 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 157.15 acres of territory comprising one entire parcel identified by the County of Napa Assessor’s Office as APN 058-030-041; 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 April 7, 2025; 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)(3), V(A)(6), V(A)(8)(b), V(A)(9)(a), V(A)(9)(b), V(A)(9)(c), and V(A)(9)(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 April 7, 2025, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

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

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

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

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

\_\_\_\_\_  
Kenneth Leary  
Commission Chair

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

**EXHIBIT ONE****STATEMENT OF DETERMINATIONS****SPHERE OF INFLUENCE AMENDMENT INVOLVING  
THE CITY OF AMERICAN CANYON AND 1661 GREEN ISLAND ROAD**

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: Airport Compatibility*. These land use characteristics prescribe a minimum lot size of 160 acres. The affected territory is undeveloped open space. There are no known development plans at this time. However, inclusion within the City's SOI and future annexation could facilitate a property subdivision and industrial development.

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

The affected territory presently receives outside water service from the City through a grandfathered agreement consistent with G.C. Section 56133. Other public services available to the affected territory include fire protection, law enforcement, flood control, resource conservation, and mosquito abatement. No additional public facilities or services needed within the affected territory in the foreseeable future.

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 *South County Region Municipal Service Review* adopted in 2018, the City has established adequate capacity to provide a full range of municipal services to the affected territory.

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 City's SOI.

**Local Agency Formation Commission of Napa County**  
1754 Second Street, Suite C  
Napa, California 94559  
(707) 259-8645 Telephone  
<https://www.napa.lafco.ca.gov>

**Questionnaire for Amending a Sphere of Influence**

1. Applicant information:

Name: Green Island Property, LLC (David B. Gilbreth and Ed Farver, Managers)

Address: 1661 Green Island Road, American Canyon, CA APN: 058-030-041

Andrea A. Matarazzo, Attorney David B. Gilbreth, Manager

Telephone Number: (916) 287-9500 (Primary) (707) 337-6412 (Secondary)

E-Mail Address: andrea@pioneerlawgroup.net; davidgnapa@icloud.com

2. What is the purpose for the proposed sphere of influence amendment?

See Attachment A

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3. Describe the affected territory in terms of location, size, topography, and any other pertinent characteristics.

See Attachment A

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4. Describe the affected territory's present and planned land uses.

See Attachment A

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5. Identify the current land use designation and zoning standard for the affected territory.

The land is designated as Agriculture, Watershed and Open Space.

6. Is the affected territory subject to a Williamson Act contract? If yes, please provide a copy of the contract along with any amendments.

No

7. If applicable, identify the governmental agencies currently providing the listed municipal services to the affected territory.

Water: City of American Canyon (limited backup)

Sewer: City of American Canyon currently provides recycled wastewater

Fire: City of American Canyon Fire Protection District

Police: City of American Canyon

Print Name: David B. Gilbreth, Manager

Date: 3/11/25

Signature: David B. Gilbreth

Print Name: Ed Farver, Manager

Date: 3-11-25

Signature: Ed Farver

# ATTACHMENT A

## ATTACHMENT A

Green Island Property, LLC by its managers, respectfully, is applying to Napa County LAFCO to include its property into the sphere of influence (“SOI”) of the City of American Canyon (“City”).

The application and request is simply and classically based upon logical boundaries of infill land, which is annexed to the City of American Canyon Fire Protection District, which provides fire protection, the essential public services exclusively provided by the City, the availability of public utilities at or near the perimeter of the property, and future productive use of this non-agriculturally sustainable property resulting (1) in the protection of other truly sustainable agricultural lands and (2) an economic return on investment based upon economies of scale of millions of dollars invested by Napa County and the City of American Canyon for the expansion of Devlin Road along with the other services which serve and benefit this property, together with the Napa County Airport and City of American Canyon industrial/ business park lands.

All of which is logical and consistent with the stated intent of Napa County LAFCO's objective for SOIs:

“It is the intent of the Commission to determine appropriate SOIs that promote the orderly expansion of cities, towns, and special districts in a matter 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.”

### **Description of the Infill Property and Location**

The property is bordered on three sides by the City of American Canyon and consists of approximately 157 acres. The four attached maps demonstrate that the property is classically infill property adjacent to an existing industrial area/business park in the City (see **Exhibit 1** attached hereto). Additionally, on June 25, 2020, the City of American Planning Commission approved a Mitigated Negative Declaration and Conditional Use Permit for a Copart Automotive Storage Facility (“Copart project”) on two parcels totaling 20 acres located at 1660 and 1578 Green Island Road (APNs 058-070-019 and 058-070-020), which are directly across the street from the property (i.e., 1661 Green Island Road). The City’s decision to approve the Copart project and allow continued growth simply across the street from the property further confirms that the property is infill property.

The northern boundary of the property is significantly contiguous to the City limit, which extends to the north for approximately 1 to 1.5 miles through an existing

industrial/business park area to the Napa County Airport. The eastern boundary of the property is contiguous to the City limit, which extends to the east through an existing industrial/business park area and beyond, through the entire width of the City. The western boundary of the property is the Napa River, and the southern boundary is a saltwater overflow area of the Napa River.

### **Napa County Airport Land Use Commission Newly Approved Compatibility Uses**

On November 6, 2024, after multiple public hearings and extensive public outreach, the Napa County Airport Land Use Commission (“ALUC”) unanimously approved the 2024 Countywide Airport Land Use Compatibility Plan (“ALUCP”), published on December 4, 2024.<sup>1</sup> The 2024 ALUCP entirely replaced the prior plan, last amended in December 1999. According to the Airport and Land Use Commission, the “need for the comprehensive update arose primarily because of a desire to bring the plan up to current standards, reflect current airport layout plans (ALPs), and address stakeholder needs.” (2024 Plan, p. 1-1.) The basic function of the updated ALUCP “is to promote compatibility between the two airports [Napa County Airport and Angwin Airport] *and future land use development in their surroundings . . .* through establishment of a set of compatibility criteria applicable to new development around each airport.” (*Ibid.* [italics added].)

As part of its public review process, ALUC made specific findings regarding the property. (Napa Countywide Airport Land Use Compatibility Plan, Public Comment and Response Matrix (Nov. 5, 2024), pp. D-8-D-10.) In response to our public comments, ALUC provided that the property is predominately located in Compatibility Zone D1 (~140 acres), with some sections zoned D2 (~15 acres) and zone B1 (~2 acres). (*Ibid.*; see also 2024 ALUCP, Exhibit 5-2 (Compatibility Policy Map, Napa County Airport).<sup>2</sup> ALUCP policy 2.7.4(d) provides that in Napa County Airport compatibility Zone D1, “affordable housing developments, including workforce housing” are allowed by right “in commercial zones or mixed-income housing developments along commercial corridors as defined by state law and local regulations.” (2024 ALUCP, p. 2-16.) In Zone D1, “workforce housing associated with a primary nonresidential use” is also allowed by right, as provided in ALUCP policy

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<sup>1</sup> / Napa County Airport Land Use Commission, Napa Countywide Airport Land Use Compatibility Plan (Dec. 4, 2024), [https://www.countyofnapa.org/DocumentCenter/View/35937/Napa-Countywide-ALUCP---Complete-Version?bidId=.](https://www.countyofnapa.org/DocumentCenter/View/35937/Napa-Countywide-ALUCP---Complete-Version?bidId=)

<sup>2</sup> / The property’s updated compatibility designations are consistent with and substantially similar to the adjacent areas of the City of American Canyon. (2024 ALUCP, Exhibit 5-2.)

2.7.4(e). (2024 ALCUP, p. 2-17.) ALUC further provided that “normally compatible” and “conditionally compatible” uses in Zone D1 include development of short-term group lodging (e.g., farmworker housing), short-term lodging (e.g., hotels, motels, etc.), long-term lodging ( $\leq 30$  days).<sup>3</sup> (*Id.* at p. D-8; 2024 ALUCP, Exhibit 5-1.) Family day care homes ( $\leq 14$  children) are “normally compatible” in Zone D1, and various commercial uses are “conditionally compatible.” (2024 ALUCP, Exhibit 5-1.) Zone D2 is deemed compatible with the above uses, as well as housing (e.g., single-family and multi-family residential) with density restrictions. Regarding the property, ALUC specifically provided:

“D2 allows for 10-25 dwelling units per acre. With ~15 acres of Zone D2, there is the potential to develop 300 units on that section of the parcel and be deemed conditionally compatible. As noted earlier, the existing [now superseded] ALUCP Zone D does not allow for any residential development other than by-right land uses allowed in agriculturally zoned parcel.”

(Napa Countywide Airport Land Use Compatibility Plan, Public Comment and Response Matrix (Nov. 5, 2024), p. D-8.)

In sum, the 2024 ALUCP and its underlying public engagement process demonstrate that, according to the Napa County Airport Land Use Commission, the property is suitable for a variety of infill uses. These recent land use compatibility determinations, which superseded outdated findings from 1999, constitute a major land use and planning development regarding the property’s reasonable future uses. Ultimately, the property should be in the City’s SOI based on ALUC’s findings, logical boundaries, and the provision of essential services. As is customary, the City should decide the property’s permitted beneficial uses.

### **Existing Provision and Availability of Essential Public Services and Public Utilities**

Napa County has not provided substantial services to the property and cannot reasonably provide them. In contrast, the City can and does provide the property with essential public services. As such, the SOI amendment would “[d]iscourage duplication of services by two or more local governments” and promote orderly development by “ensuring the effective,

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<sup>3</sup> / As provided in the 2024 ALUCP, “Normally Compatible” means that normal examples of the use are presumed to comply with applicable countywide noise, safety, airspace protection, and overflight criteria. “Conditional” means that the proposed land use is compatible if the indicated usage *Intensity* (e.g., residential density restrictions) and other listed conditions are met. (2024 ALUCP, p. 3-3 [italics in original].)

efficient, and economic provision of essential public services.” (Policy of Spheres of Influence (2021), p. 1.)

Regarding the existing provision of services, the City of American Canyon and the City of American Canyon Fire Protection District exclusively provide essential public services to the property, including fire and emergency services, historically limited water, recycled wastewater, and police services. Sewer service is not currently approved by Napa County LAFCO but is readily available from the City of American Canyon through its contiguous wastewater facility. Public utilities, electricity and gas, are available at or near the perimeter of the property.

### **Expert Opinion Confirms the Non-Agricultural Sustainability of the Property**

The topography of the property is significantly elevated and as a result is very well drained from a development perspective. The prior studies and relevant documents presented to Napa County LAFCO regarding soil and water characteristics of the property are hereby incorporated by reference.<sup>4</sup> Site-specific evaluation of the soil and water applied to the previous vineyard by leading scientific experts determined that the soil and water are not suitable for any agricultural activities and there is no available water in any event for such activities. For example, Paul R. Anamosa, Ph.D., a soil scientist and viticulturalist of VineyardSoil Technologies, concluded:

“[I]t is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard, that ***the vineyard is continuing in death spiral and the soils are unsustainable*** for not only wine grapes but also for fruit trees and nut trees as a result of excessive accumulation of salts in the rootzones of the vines and most certainly an expected accumulation of salts in the rootzones if the fruit trees and nut trees would be planted.”

(VineyardSoil Technologies (Oct. 12, 2021), p. 1 [emphasis added].)

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<sup>4</sup> / These documents include the reports of VineyardSoil Technologies dated September 29, 2021 and October 12, 2021; the letter from Green Island Vineyard (GIV) Managers Will Nord and Ed Farver dated September 30, 2021; the letter from Erik Roget at UBS Farmland Investors LLC dated September 30, 2021; the letter from Hal Huffsmith dated October 20, 2021; the independent peer review letter from Robert Steinhauer of Wineland Consulting, LLC dated October 27, 2021; the letter from Ed Henderson dated November 9, 2021; the report of Wenbaio Cai, Ph.D., of Vega Economics dated November 12, 2021; the letter of former City of American Canyon mayor, City Council member, and Planning Commissioner Lori Luporini dated November 25, 2021.

This is, in fact, what has happened. All vines have died and have been removed, which proves that the property is not agriculturally sustainable.

Wenbiao Cai, Ph.D., of Vega Economics analyzed the economic viability of agricultural production on the property and found that growing vegetables on the property “is not sustainable due to the high level of soil salinity.” (Vega Economics (Nov. 12, 2021), p. 3.) Dr. Cai further concluded growing barley or running a beef cattle/sheep and lamb operation would not be economically viable and that it would be “against the economic interest of a rational investor to purchase the Subject Property for the purpose of agricultural production.” (*Id.* at p. 10.) Thus, the record before Napa County LAFCO conclusively demonstrates that the property is not agriculturally sustainable. In light of the property’s logical boundaries and recognized suitability for infill uses, the proposed SOI amendment will protect other truly sustainable agricultural lands and benefit both the City and the entire Napa County community.

In summary, the proposed SOI amendment is logical and consistent with the purposes of Napa County LAFCO’s Policy on Spheres of Influence. The property’s local conditions and circumstances show it is classically infill property. These circumstances include the property’s non-agricultural sustainability, its location next to expanding industrial area/business park uses, and the Napa County Airport Land Use Commission’s recent compatibility findings. All essential public services are either provided by or available from the City of American Canyon and the City of American Canyon Fire Protection District.

We respectfully request that Napa County LAFCO approve the SOI amendment to include the property in the City of American Canyon SOI because to do so is logical and complies with all state and local LAFCO laws and procedures.

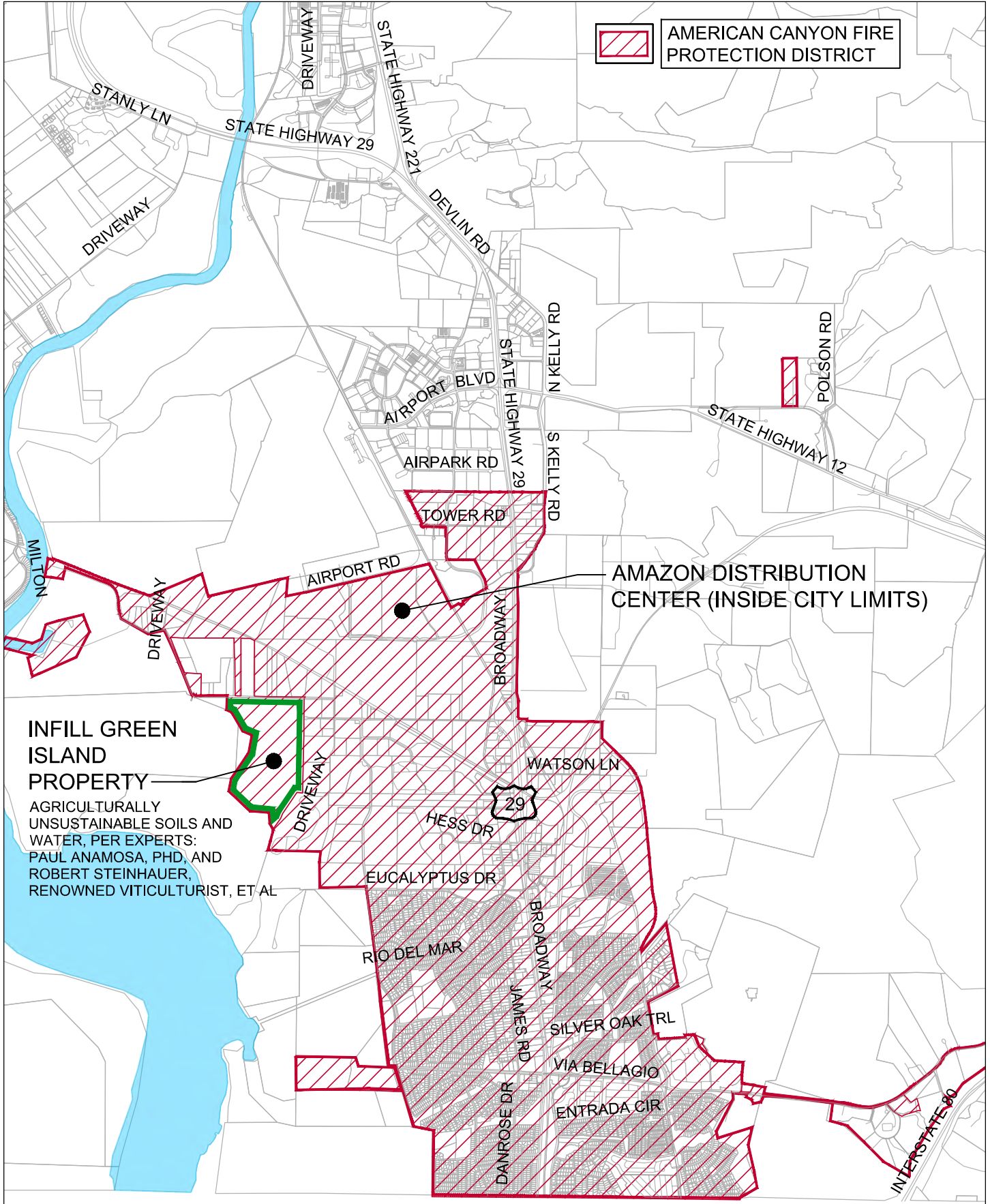
Very truly yours,

David B. Gilbreth & Ed Farver  
Managers  
Green Island Property, LLC

# EXHIBIT 1

# GREEN ISLAND PROPERTY INFILL, LOGICAL BOUNDARIES, RECEIVING CITY UTILITIES, POLICE PROTECTION, AND ACFPD FIRE PROTECTION SERVICES AND ANNEXED INTO ACFPD

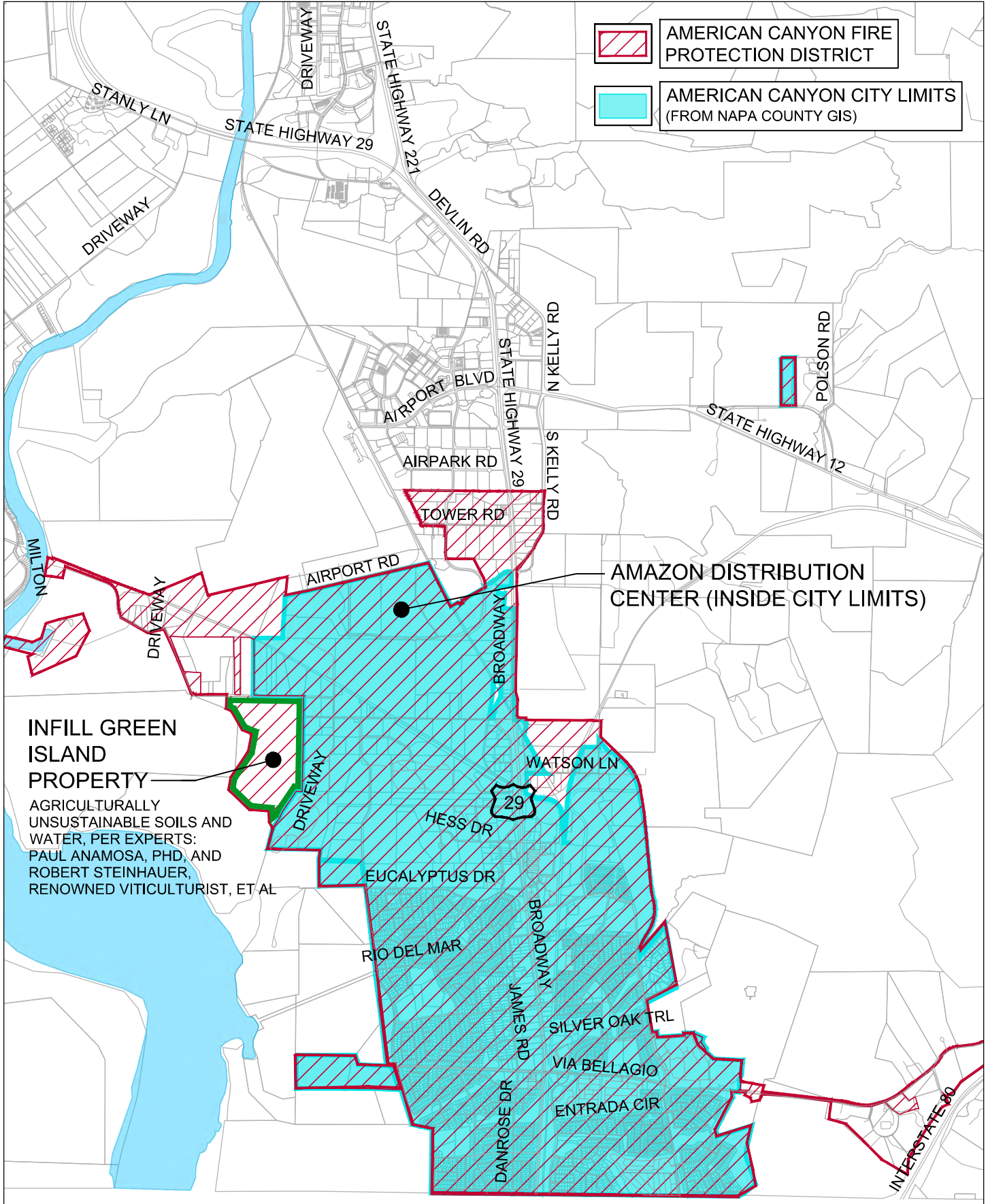
Attachment 3



THE FOLLOWING ITEMS WERE OBTAINED FROM THE NAPA COUNTY GIS WEBSITE ON 3/6/2025: PARCEL BOUNDARIES, STREETS & ROADS, AMERICAN CANYON FIRE DEPARTMENT SPHERE OF INFLUENCE.

# GREEN ISLAND PROPERTY INFILL, LOGICAL BOUNDARIES, RECEIVING CITY UTILITIES, POLICE PROTECTION, AND ACFPD FIRE PROTECTION SERVICES AND ANNEXED INTO ACFPD

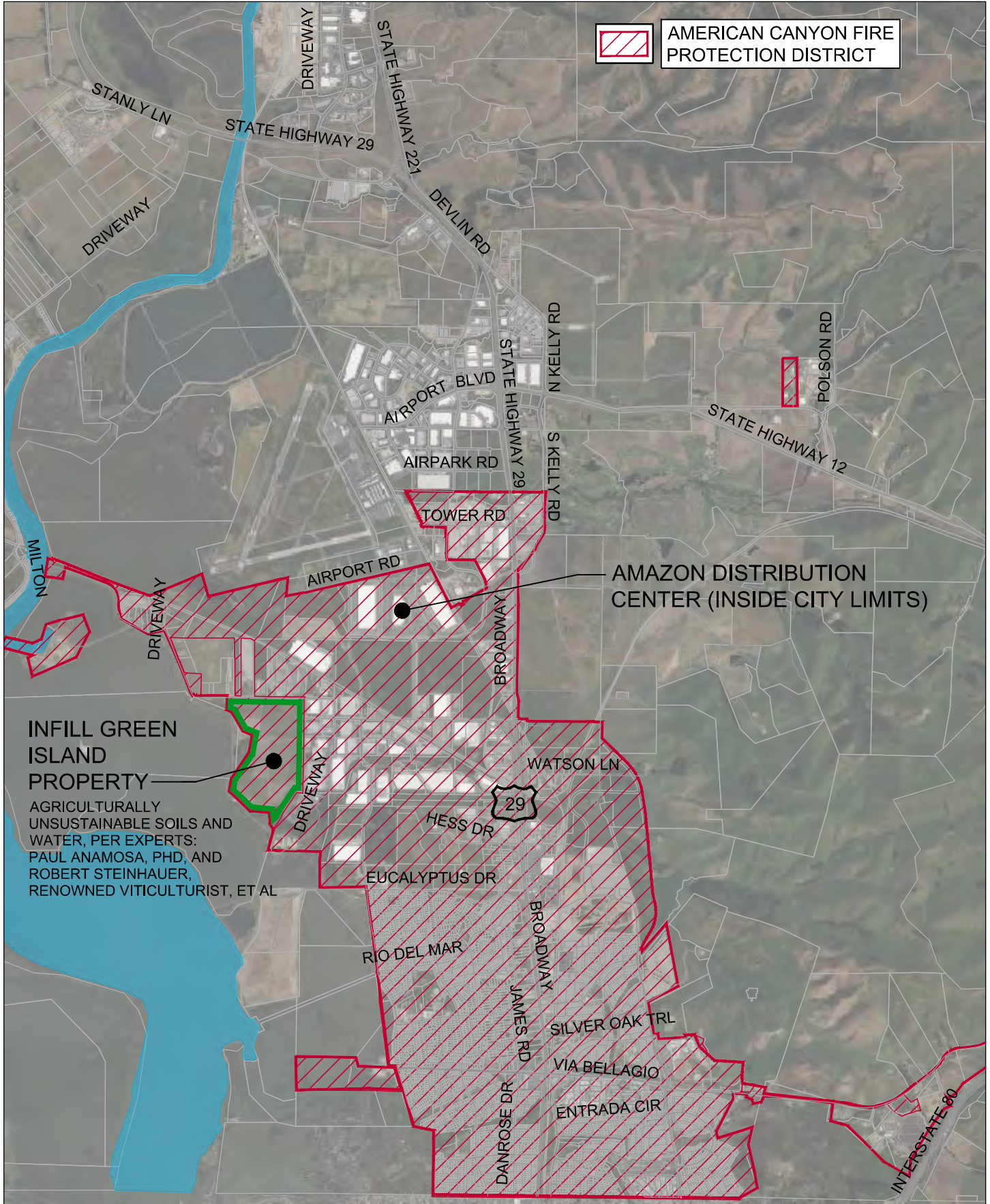
Attachment 3



THE FOLLOWING ITEMS WERE OBTAINED FROM THE NAPA COUNTY GIS WEBSITE ON 3/6/2025: PARCEL BOUNDARIES, STREETS & ROADS, CITY LIMITS OF AMERICAN CANYON, AMERICAN CANYON FIRE DEPARTMENT SPHERE OF INFLUENCE.

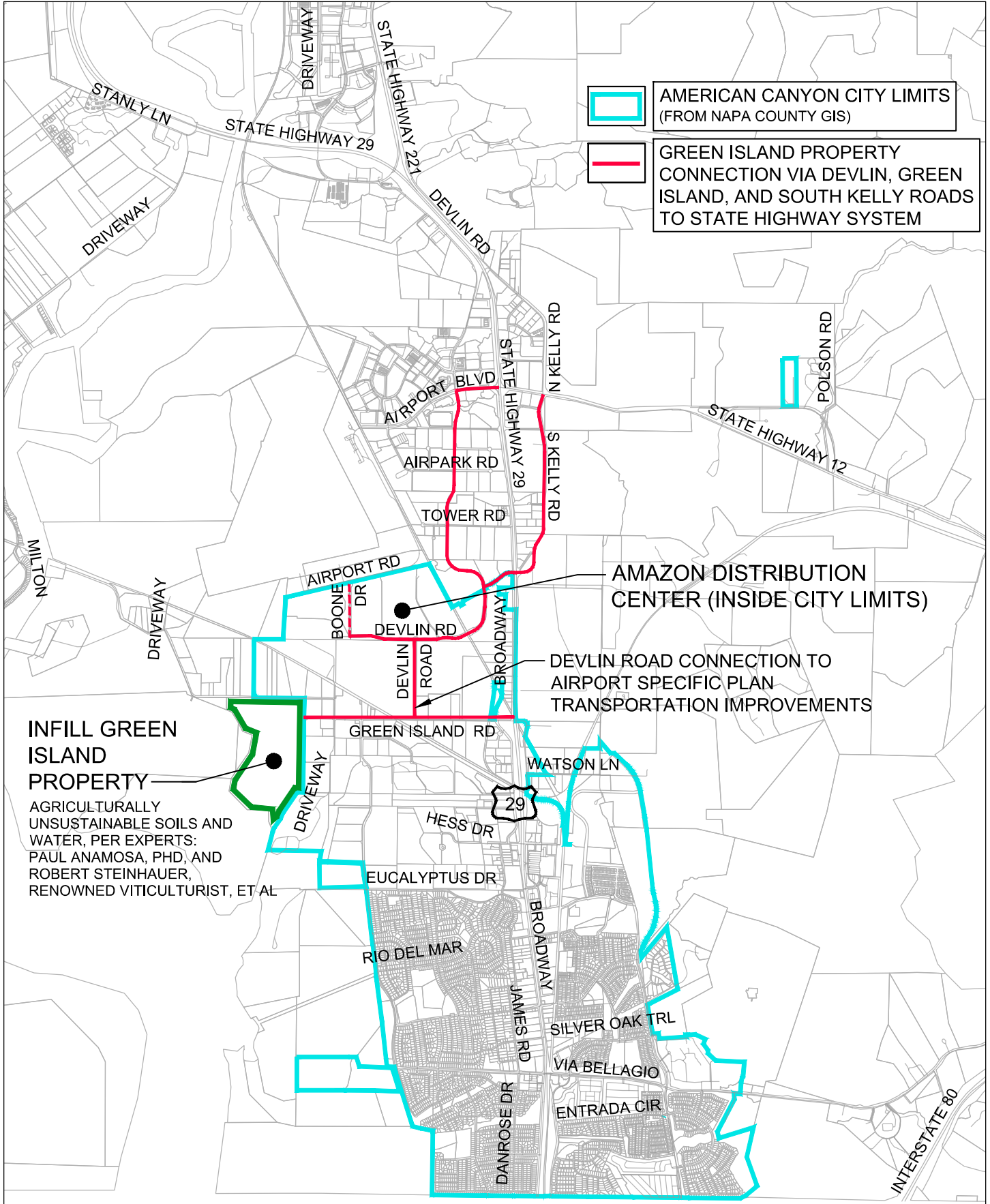
# GREEN ISLAND PROPERTY INFILL, LOGICAL BOUNDARIES, RECEIVING CITY UTILITIES, POLICE PROTECTION, AND ACPFD FIRE PROTECTION SERVICES AND ANNEXED INTO ACPFD

Attachment 3



# GREEN ISLAND PROPERTY INFILL, LOGICAL BOUNDARIES, RECEIVING CITY UTILITIES, POLICE PROTECTION, AND ACFPD FIRE PROTECTION SERVICES AND ANNEXED INTO ACFPD

Attachment 3



THE FOLLOWING ITEMS WERE OBTAINED FROM THE NAPA COUNTY GIS WEBSITE ON 3/6/2025:  
PARCEL BOUNDARIES, STREETS & ROADS, CITY LIMITS OF AMERICAN CANYON.

**Local Agency Formation Commission of Napa County**  
1754 Second Street, Suite C  
Napa, California 94559  
(707) 259-8645 Telephone  
<http://www.napa.lafco.ca.gov>

**Questionnaire for Amending a Sphere of Influence**

1. Applicant information:

Name: GIV, LLC (Will Nord, Ed Farver and David B. Gilbreth, Managers)

Address: 1661 Green Island Road, American Canyon, CA APN: 058-030-041

Telephone Number: Douglas Straus, Attorney 415 227-3553 (Primary) David B. Gilbreth, Manager 707 337-6412 (Secondary)

E-Mail Address: dstraus@buchalter.com; davidgnapa@icloud.com

2. What is the purpose for the proposed sphere of influence amendment?

See Attachment #2  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Describe the affected territory in terms of location, size, topography, and any other pertinent characteristics.

See Attachment #3.  
\_\_\_\_\_  
\_\_\_\_\_

4. Describe the affected territory's present and planned land uses.

See Attachment #4.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5. Identify the current land use designation and zoning standard for the affected territory.

The land is designated as Agriculture, Watershed and Open Space.

6. Is the affected territory subject to a Williamson Act contract? If yes, please provide a copy of the contract along with any amendments.

NO

7. If applicable, identify the governmental agencies currently providing the listed municipal services to the affected territory.

Water: City of American Canyon


Sewer: City of American Canyon

Fire: City of American Canyon Fire Protection District

Police: City of American Canyon

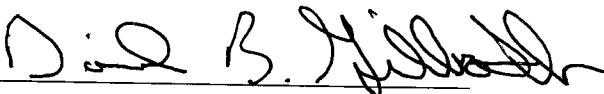
Print Name: Will Nord, Manager

Date: September 30 2021

Signature: 

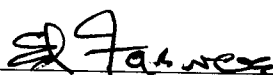
Print Name: David B. Gilbreth, Manager

Date: September 30 2021

Signature: 

Print Name: Ed Farver, Manager

Date: September 30 2021

Signature: 

**ATTACHMENTS TO QUESTIONNAIRE FOR AMENDING A SPHERE OF  
INFLUENCE  
GIV, LLC  
LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY**

**Attachment #2**

The applicant property owner seeks this proposed sphere of influence amendment to bring the subject property within the City of American Canyon and American Canyon Fire Protection District spheres of influence pursuant to Local Consideration V(A)(2) in Napa County LAFCO's 6-7-21 policy on spheres of influence. Such an amendment is appropriate because it will promote the orderly expansion of the City of American Canyon 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.

The subject property receives almost all essential public services (fire, water, sewer and police from the City of American Canyon or the American Canyon Fire Protection District. The subject property is bordered on three sides by the City of American Canyon. The fourth property boundary is the Napa River. It is not plausible for Napa County to provide public services to this "island" of County land situated in the midst of American Canyon.

The properties adjoining and near the subject property are being used for industrial and warehouse purposes. The City of American Canyon has plans to upgrade Green Island Road and Devlin Road, other roads in the vicinity of the subject property. Moving the subject property into the City of American Canyon's sphere of influence would give the City of American Canyon the ability to address land use planning for the property and ensure that the subject property pays its fair share of the costs of these infrastructure upgrades by including the property in the appropriate Community Facilities District.

This request for an amendment to the sphere of influence is *not* being brought by either the City of American Canyon or the American Canyon Fire Protection District—although property owner Green Island Vineyards, LLC ("GIV") anticipates that both government agencies may support this request. Thus, if there are any potential restrictions on the right of either of these government entities to seek sphere of influence amendments or changes to the Urban Limit Line, those restrictions do not prevent GIV from making this application. Nor do they prevent LAFCO from approving the request.

**Attachment #3**

The subject property is located at 1661 Green Island Road, American Canyon, California, 94503, APN 058-030-041. It is roughly 157 acres total. The subject property soil is experiencing increased salinity that is toxic to agricultural use.

Historically, the subject property has been used for vineyard purposes. However, the salinity of the soil precludes the possibility of continued agricultural use of the subject property. Consequently, the owner has removed 65 acres of vineyard from production, has no plans to

replant that acreage and expects to remove the remaining vineyards from production in the near future. The intolerably high level of salinity in subject property soil precluding future agricultural use is also confirmed by the reports of Vineyard Soil Technologies dated September 29, 2021 attached hereto as Exhibit A.

Vineyard Soil Technologies confirms that the vineyards on the property have entered a “death spiral” from which they will not recover. Vines are both stunted and blighted. These conditions are only going to get worse. As Vineyard Soil Technologies concludes, “the soils are unsustainable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines.” This report explains that this problem impacts all vineyard lands on the property.

Scientific analysis has confirmed that the subject property is no longer suitable for agricultural use. So has the marketplace. GIV has been marketing the property as agricultural land since 2012. *See* the letter from GIV Managers Will Nord and Ed Farver attached here as Exhibit B. GIV has used multiple brokers in its efforts to market the property, including some of the most experienced and successful vineyard brokers in Napa County. Only once has anyone expressed interest in acquiring this property.

And that prospective purchaser decided not to purchase the property due to concerns about excessive soil salinity. *See* the September 30, 2021 letter from Erik Roget at UBS Farmland Investors LLC attached hereto as Exhibit C. As Mr. Roget explains, UBS Farmland LLC declined to purchase the property after spending thousands of dollars on due diligence because of concerns including “that the vineyard was not likely to be viable in the future due to saline toxicity...”

The subject property is no longer suitable for agricultural use as vineyard land or otherwise. The current characteristics of this property make it suitable for including in the City of American Canyon and American Canyon Fire Protection District spheres of influence.

#### **Attachment #4**

The subject property is presently partially fallow land and partially failing vineyard land. As already noted, the portion of the property used for vineyard purposes is decreasing in size. In a very few years the property will be entirely unsuitable for agricultural uses.

There is no current specific project or plan for the future use of the subject property. The properties adjoining the subject property are increasingly used for industrial and warehouse purposes. It seems likely that a similar use for the subject property might be appropriate at some point, which should be determined by the City of American Canyon at the appropriate time given the property’s address within the City of American Canyon and the City’s current provision of services to the site.

Placing this property into the sphere of influence is entirely consistent with Objective III and Local Consideration V(A)(1) in Napa County LAFCO’s 6-7-21 policy on spheres of influence because the subject property is no longer suitable for agricultural use and inclusion in the sphere of influence helps promote effective, efficient and economic provision of essential public

services by harmonizing the subject property with surrounding lands and increasing the revenue base for relevant Community Facilities Districts.

Local Consideration V(A)(5) in Napa County LAFCO's 6-7-21 policy on spheres of influence supports this request because the City of American Canyon has very little vacant or underutilized land available for infill purposes. See Final Report, Napa County LAFCO, South County Region Municipal Service Review and Sphere of Influence Updates, December 3, 2018, Section 6-3 ["Most of the area within the City [of American Canyon]'s SOI is built out."]. Realistically, the only way for this relatively new city to grow is through appropriate expansion of its borders via annexation.

Local Consideration V(A)(5) in Napa County LAFCO's 6-7-21 policy on spheres of influence further supports this request as does Local Consideration V(A)(8) because no extension of urban facilities, utilities and services are required for the subject property. The subject property is already serviced by the City of American Canyon and the Fire District.

Of course, as noted in Local Consideration V(A)(6) in Napa County LAFCO's 6-7-21 policy on spheres of influence, granting the request to amend the sphere of influence to include the subject property is no guarantee of approval of annexation.

# **EXHIBIT A**

David Gilbreth, Manager  
Ed Farver, Manager  
Will Nord, Manager  
Green Island Vineyard LLC

September 29, 2021

**Site Visit Report**  
**Green Island Vineyard**  
**Project 21-178**

The objective of the site visit was to qualify the current condition of the Green Island vineyard in light of the passage of time since the submission of the report regarding the irrigation water chemistry and soil chemistry of the vineyard: Anamosa-Gilbreth-Ghisletta-GIV-Geoff-Monk-CCA-15-179-Soil-Water-Chemistry-Review-June- 2018-Proj-18-136.

In summary, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard, that the vineyard is continuing in death spiral and the soils are unsustainable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines. Consequently, as generally anticipated based on the data presented in my 2018 report, in 2021 the vineyard owners removed one-half of the most severely affected vineyard blocks. An additional one-quarter of the blocks will be removed at the termination of this season, and the remaining blocks will be removed in the very near future. The review of the ACRW indicates it is unsuitable for winegrapes. It is probably the repeated use of the ACRW on this vineyard that has caused the salinity, sodium, and chloride problems in the vineyard.

**Introduction**

Soil salinity issues with grapevines is not common in the North Coast California viticultural areas, but are becoming more common as continued pumping of ground water in the periphery of San Pablo Bay has caused saltwater intrusion into the ground water system, and vineyards have continued to use the ever increasingly salty water on vineyard. Much of scientific research and development of scientifically based “best practices” for management of vineyards with salinity, sodium, and chloride problems has been done in Australia. Shown below are photos provided in several Australian extension education bulletins for growers to identify and manage salt issues in vineyards. I am showing these photos to provide a baseline of the symptoms of winegrapes grown on soils with high salt accumulations.

Generally, the symptoms of excessive soil salinity are the development of necrotic (brown) tissue along the margin and/or quarter or half-sections of the leaves. The most severe symptom may envelop the entire leaf and all leaves on the vine. Severe necrotic leaf tissue damage will frequently weaken the vine for the following year due to the lack of carbohydrate storage into the roots and trunk for the next season’s growth. Some vine may die and will not push buds the following season.



Figure 1. Highly salinity water damage to winegrapes (Best Management Practices for Irrigation Water Salinity and Salt Build-up in Vineyard Soils, Limestone Coast Grape and Wine Council, Government of South Australia, 2017.)



Figure 2. Highly salinity water damage to winegrapes (Best Management Practices for Irrigation Water Salinity and Salt Build-up in Vineyard Soils, Limestone Coast Grape and Wine Council, Government of South Australia, 2017.)



Figure 3. Managing Salinity in the Vineyard Factsheet; Rob Walker; CSIRO Plant Industry, Adelaide, Australia.

The general symptoms of salinity, will usually occur prior to the toxicity symptoms of either sodium or chloride, because in order to get to the toxic levels for sodium and/or chloride, the salinity is already above the minimally problematic value of 1.5 dS/m. The moderate to severe salinity toxicity symptoms occur around 2.0 to 2.5 dS/m and vine death is typical at 3.5 to 4.0 dS/m. Since the soil salinity impact on the vine is osmotic, only a few roots must be in soil with toxic salinity levels for the vine to become dehydrated and show symptoms. Osmosis is the movement of water from an area of low solute concentrations to an area of high solute concentration through a semi-permeable membrane. In the vineyard setting the semi-permeable membrane is the cell membrane in the root. So as the soil salinity increases water flows from the roots to the soil, instead of the preferred flow from the soil into the root. Even if the soils are quite wet, the water will not flow into the roots. This causes the vines leaves to dehydrate and leaf cell death starting around the periphery of the leaf even in the presence of moist soil.

### **Site Visit Protocols**

A Site Visit to the Green Island Vineyard (GIV) was conducted on September 10, 2021.

**Vineyard Layout:** The vineyard is planted on 7-foot rows with 6 feet between vines. The vines are trained on bilateral cordon on a vertical trellis. The trellis has a drip hose wire, a fruiting wire, and two sets of two fruiting wires that vary by block in distance above the fruiting (cordon) wire 12-14 inches and 24-30 inches. Although the end-post and stakes are sufficiently tall, there is not a set of fruiting wires that would typically be found around 36" above the cordon. Many vineyard managers construct the trellis as needed, meaning that they add the drip, fruiting (cordon) and first set of foliage catch wires when the vines are planted, and then add additional wires if needed as the vineyard matures. The fact that this vineyard did not install the typical foliage catch wires at 36" above the cordon, indicates that the vines did not grow sufficiently to warrant the wires, and their consequent expense. Vines with shoots only to the 2nd wire are considered stunted

The qualitative evaluation of each block will be provided in the following parameters:

**PV2W** Percentage of vine shoots not reaching the second fruiting wire (24 to 30"). The lower the value, the more shoot growth there has been.

**PLN** Percentage of leaf area with necrosis. The higher the value, the more necrotic leaves there are.

Blocks A1, B5, B4-south, C1, C2, D3 and D4 have been pulled out and are fallow. These blocks were most affected, and vine growth and yields were well below economic profitability.

We have attached a block map and a 2017 EVI (Enhanced Vegetative Index) image of the vineyard, as well as our Electromagnetic scanner evaluation to a depth of 5-feet. The EVI image show the relative photosynthetic capacity of the vines. Those area represented by Blocks A3, B2, B3, and the eastern portion of D2 and D3, show the highest vigor. The areas represented by A1, A2 (young vines in 2016), B4-south, B-5, D3, D4 showed the lowest vigor and a but A2 have been pulled.

The map of the Electromagnetic Scanner (EM) shows patterns across the vineyard very similar to the EVI. Soil sampling has confirmed that those areas where the EM data showed the highest Electrical Conductivity values also have the highest electrical conductivity and salinity. Therefore, the patterns shown across the landscape of the EVI and EM data set have been confirmed by soil analysis.

### **Findings and Discussion**

The photos take of vines in each block are attached in the following pages, along with the percentage of vines shoots not reaching the 2<sup>nd</sup> wire, and the percentage of leaf area with necrosis.

1. It should be expected that continued use of the high salt content ACRW will continue to accumulate in these soils and render the vineyard area unsuitable for continued vineyard operations in the upcoming years. It is just a matter of time, that the land is sufficiently toxified to kill the remaining vines if they are not pulled out first.
2. We have had two years (2020, and 2021) of lower than average rainfall that has reduced the leaching of salts, and an additional two years of application of water that is unsuitable for the irrigation of winegrapes. Even with near-normal rainfall, there will be inadequate leaching of salts to overcome the current salt load in the soil and the anticipated addition of more salts in the irrigation water that will be required to continue farming this vineyard.
3. These vineyard blocks are 20+ years old and cordon trained. They are also exhibiting fungal disease indicative of Eutypa (and similar canker wood rot diseases) . The symptoms of this disease appear as dead spur positions, dead cordons and eventually vine death. Vine death typically starts to occur once the vines are 20 to 40 years old. Although, some vine death may be occurring due to Eutypa, the cluster of dead vines along the western boundaries of Blocks C3, D1 and D2 are neighboring vines with severe toxic salinity symptoms. Therefore, even though Eutypa is present in this vineyard, it is most certainly not the cause of the majority of vine death in the most salt affected areas.
4. Only Block A3 (young vines) and the western portions of Blocks B2 and B3 showed minor damage.
5. All other blocks showed moderate to severe damage especially the western sides of Blocks C3, D1 and D2. These blocks showed upwards of 60% to 80% necrotic leaf area, and many dead vines.
6. The vines growing in the Green Island Vineyard are showing minor to severe toxicity symptoms from high salinity soils. Only a small portion of the south-central regions of the vineyard (west side of Blocks B2 and B3) are showing minor impact from the salinity. The rest of the blocks including the eastern sides of Blocks B2 and B3 are showing moderate to severe toxic symptoms from high salinity soil. The vines are showing the symptoms of high salts in the soil indicated by short shoot growth and necrotic tissue starting on the leave margins and may affect much of the leaf area. Vines showing 60% to 80% salinity damage are in a death spiral due to the inability to manufacture and store late season carbohydrates for the next season's bud-break. Therefore, increased rate of vine death should be expected, especially in those areas that are currently most severely affected by the high salt damage.
7. The American Canyon Recycled Water (AMCR) that is used to irrigate the vineyard is unsuitable for the irrigation of vineyards, and the salts in that water have been accumulating in the soils for many years. This salt accumulation has degraded the condition of the vineyard and will continue to do so into the future. Due to the proximity of the vineyard to San Pablo Bay it is unlikely that on-site well water would be an improvement over the ACRW.

### **Conclusion**

In conclusion, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard that the vineyard is continuing in death spiral and the soils are unsustainable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines.

*Paul R. Anamosa*

Paul R. Anamosa, Ph.D.  
Soil Scientist & Viticulturist

**Block A2**

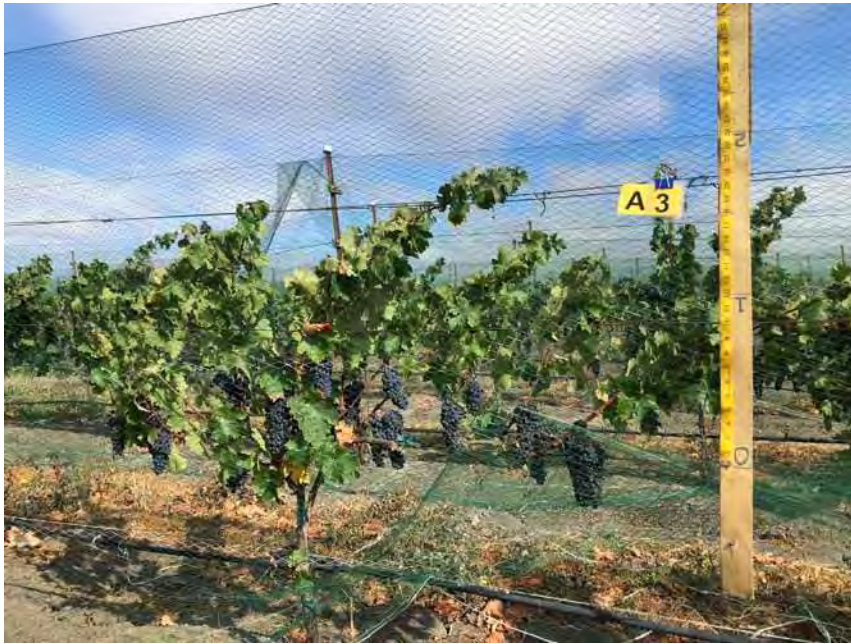
**PV2W: 80%**  
**PLN: 40%**



Upper Left: Vines with most shoots below 2<sup>nd</sup> wire.  
Upper Right: Readily visible 2<sup>nd</sup> wire with few shoots touching  
Lower Left: Vines with 20% shoots above wire, and 30% to 40% leaf area necrosis.  
Lower Right: Outline of white salts evaporation ring around beneath the emitter.

**Block A3**

**PV2W: 60%**  
**PLN: 20%**



Left: Notice tape measure draped over netting showing second wire at about 20" above cordon. 60% of shoots below this wire.

Minor leaf damage.



Block A3 had many short shoots, but showed only minor leaf necrosis salinity symptoms.

**Block B1**

**PV2W: 20%**  
**PLN: 30%**



Upper Left: This block shows the wire installed at 36" above the cordon. Only 20% of shoots were below the 2<sup>nd</sup> wire and most were between the second and the third wires.

Upper Right: Showing the impact of the necrosis equally on all of the vines down the rows.

Lower Left: Close up of leaf necrosis (40%) on leaf at 3<sup>rd</sup> wire.

Lower Right: Vine with nearly 90% necrotic tissue next to vines with 30% necrotic tissue.

**Block B2**

**PV2W: 40%**  
**PLN: 50%**



Upper Left: Vines showing marginal leaf necrosis across rows.

Upper Right: Vine with about 60% of shoots above 2<sup>nd</sup> wire, 30% leaf necrosis.

Lower Left: Down the row showing consistent green leaves and moderate leaf necrosis.

**Block B3-1 Pinot Noir**

**PV2W: 20%**

**PLN: 20%**



Left: Vines with only 20% of shoots less than 24” and about 20% greater than 24”. Leaf necrosis was only about 20%.

Strongest part of vineyard.



Left: More vines with only 20% shoots less than 24” length and many over 24, but all less than 36”

Leaf area necrosis is between 10% and 20%.

**Block B3-2 Malbec**

**PV2W: 60%**

**PLN: 80%**



Left: Vines with short shoots and nearly all leaves necrotic. Some vines in neighboring rows with less necrosis.

Among the worst salinity damage on the vineyard.



Left: Vines far down the rows with 60 to 100% necrotic leaves.

Some of these vines may not make it to next season due to lack of leaves to power carbohydrate storage for next season's bud-break.

**Block B3-3 Merlot**

**PV2W: 20%**

**PLN: 30%**



Left: This block has the 3<sup>rd</sup> wire at 36".  
\*0% of wires at or above 26" wire, and 20% at or above 36" wire.

Longer shoot growth, but still 30% of leaf surface area has necrosis.



Left: This portion of B-3-3 Merlot has shorter shoots and 40% to 60% leaf area necrosis.

**Block B-4**

**PV2W: 40%**  
**PLN: 20%**



**Left: 40% of short shoot  
not above 2<sup>nd</sup> wire.**

**About 20% to 30% leaf  
area necrotic.**



**Block C3**

**PV2W: 40% to 100**  
**PLN: 10% to 100**



Left: 40% short shoot not up to 2<sup>nd</sup> wire at 26", but only about 10% to 20% leave area necrosis. This is from the east side of the blocks

One of the least affected areas.



Upper Left: Vines along the western block boundary at low elevations. Most vines with 80% to 100% necrosis.

Many dead vines from previous season with no leaves (no-budbreak).

Upper Right: Mid-way between east and west block boundary. About 40% to 50% leave necrosis. Many short shoots.

**Block D1**

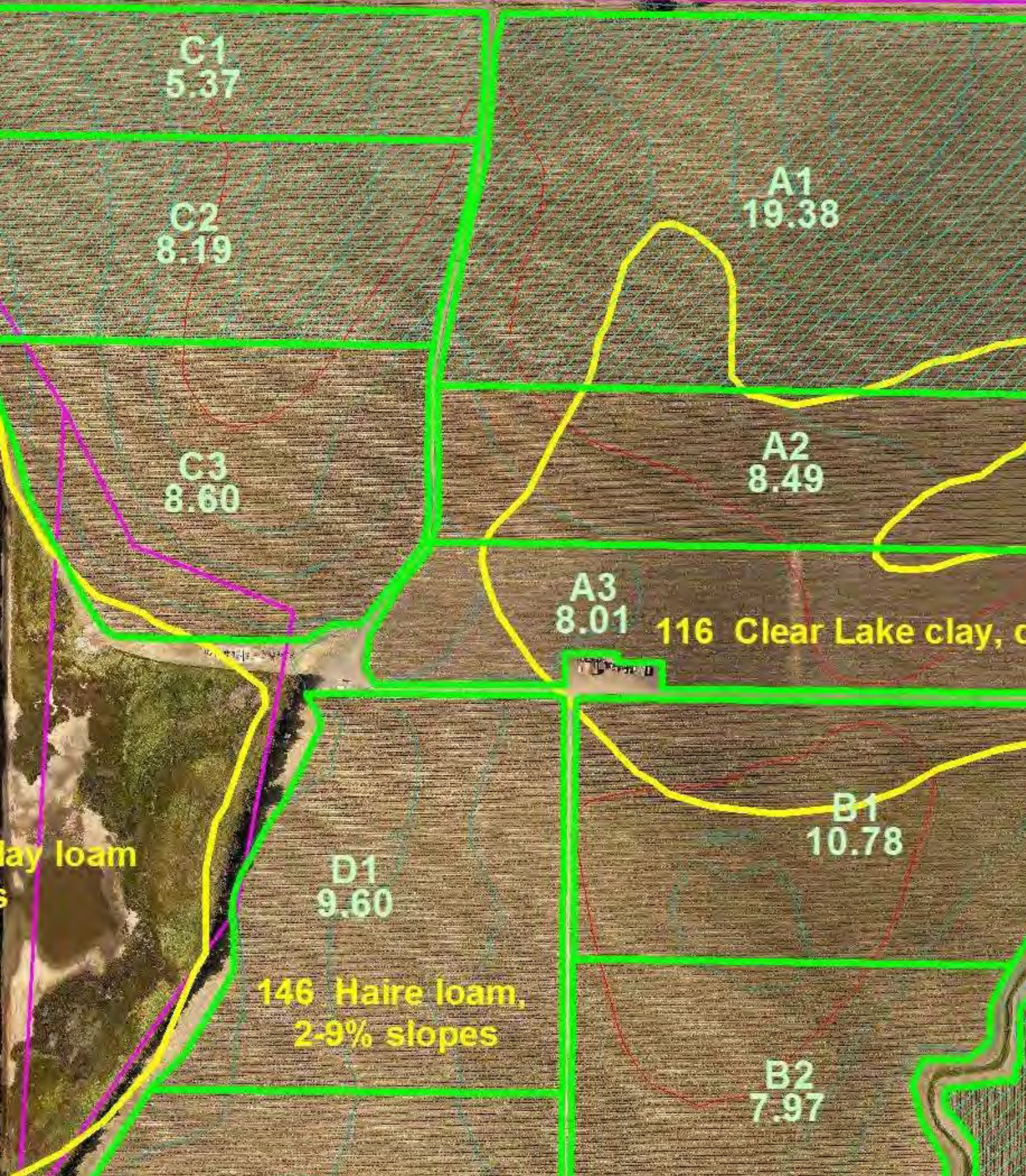
**PV2W: 60%**  
**PLN: 20%**

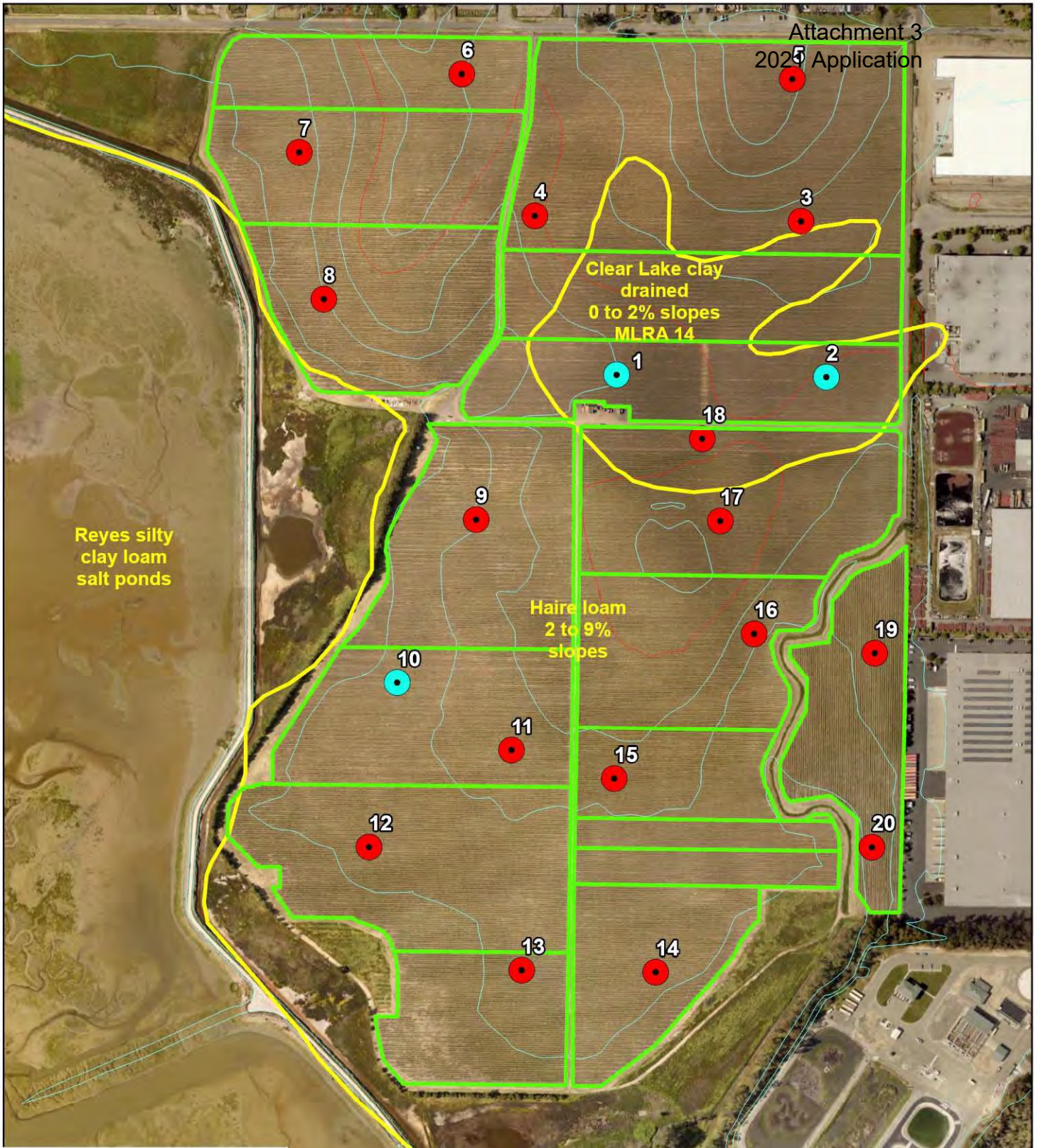


Left: Close up of leaf necrosis with some shoots above 2<sup>nd</sup> wire.



Left: Most vines with less than 60% of shoots up to 2<sup>nd</sup> wire. 20% to 30% leaf area necrosis.





Soil Series by Morphology

- Haire loam
- Clear Lake clay

- ▭ Study Area
- ▭ Napa County Soil Series

Elevation Contours

- 5 ft.
- 25 ft.

Ed Farver  
Green Island Vineyard  
American Canyon, CA.

250 0 250 500 750 Feet

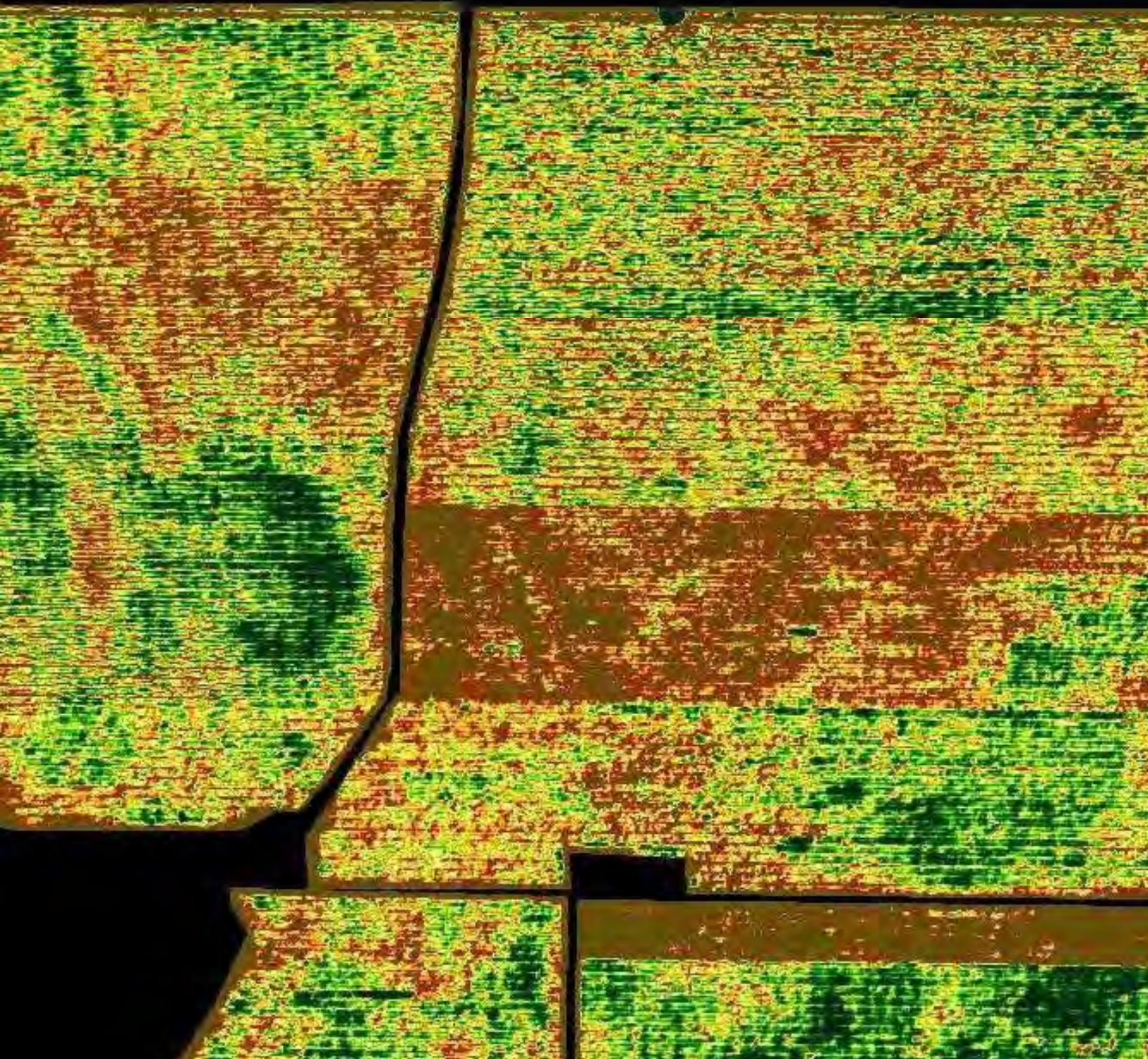


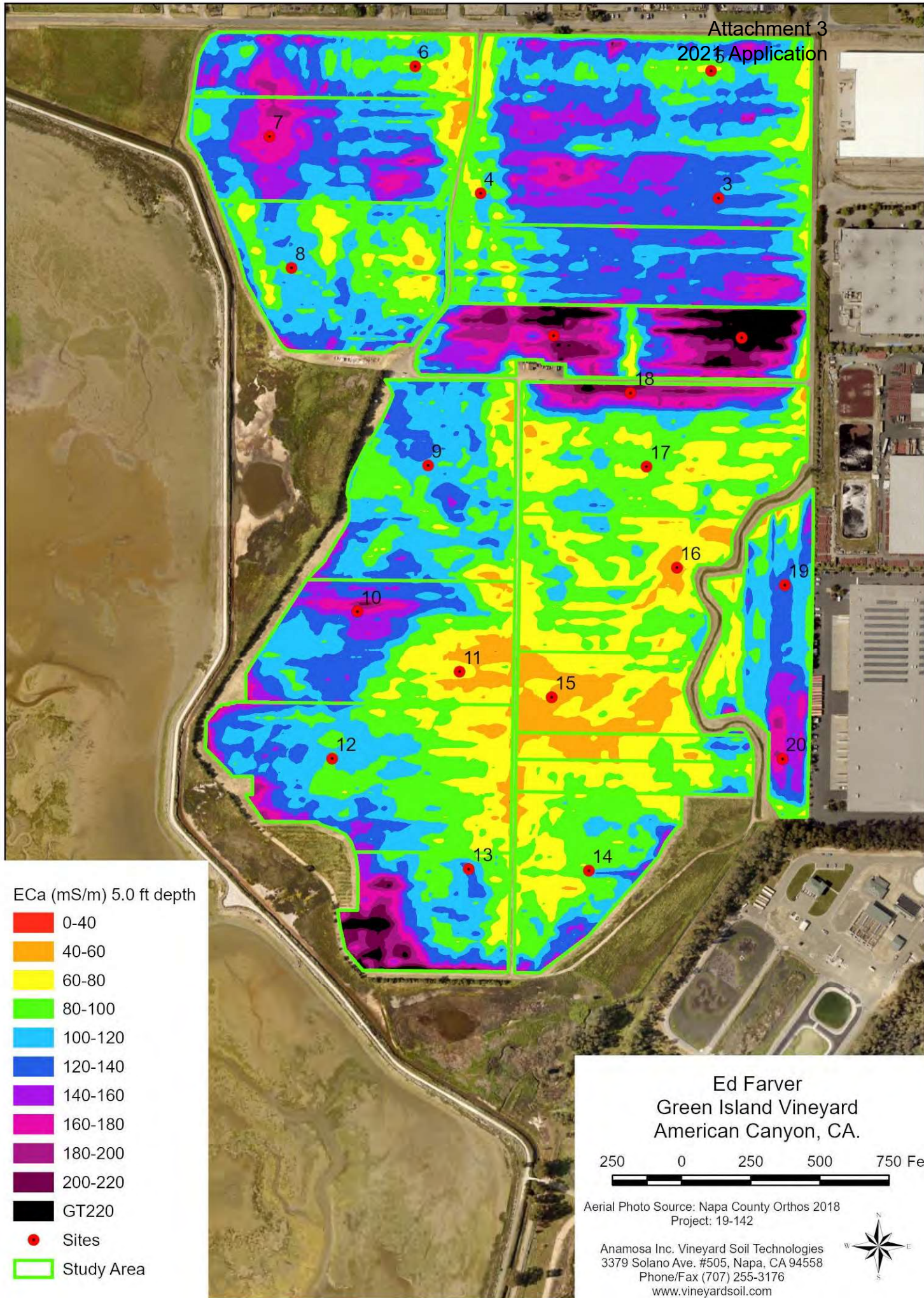
Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142

Anamosa Inc. Vineyard Soil Technologies  
3379 Solano Ave. #505, Napa, CA 94558  
Phone/Fax (707) 255-3176  
www.vineyardsoil.com



ve EVI

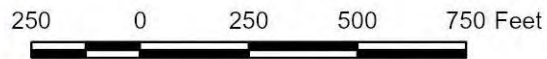




ECa (mS/m) 5.0 ft depth

- 0-40
- 40-60
- 60-80
- 80-100
- 100-120
- 120-140
- 140-160
- 160-180
- 180-200
- 200-220
- GT220
- Sites
- Study Area

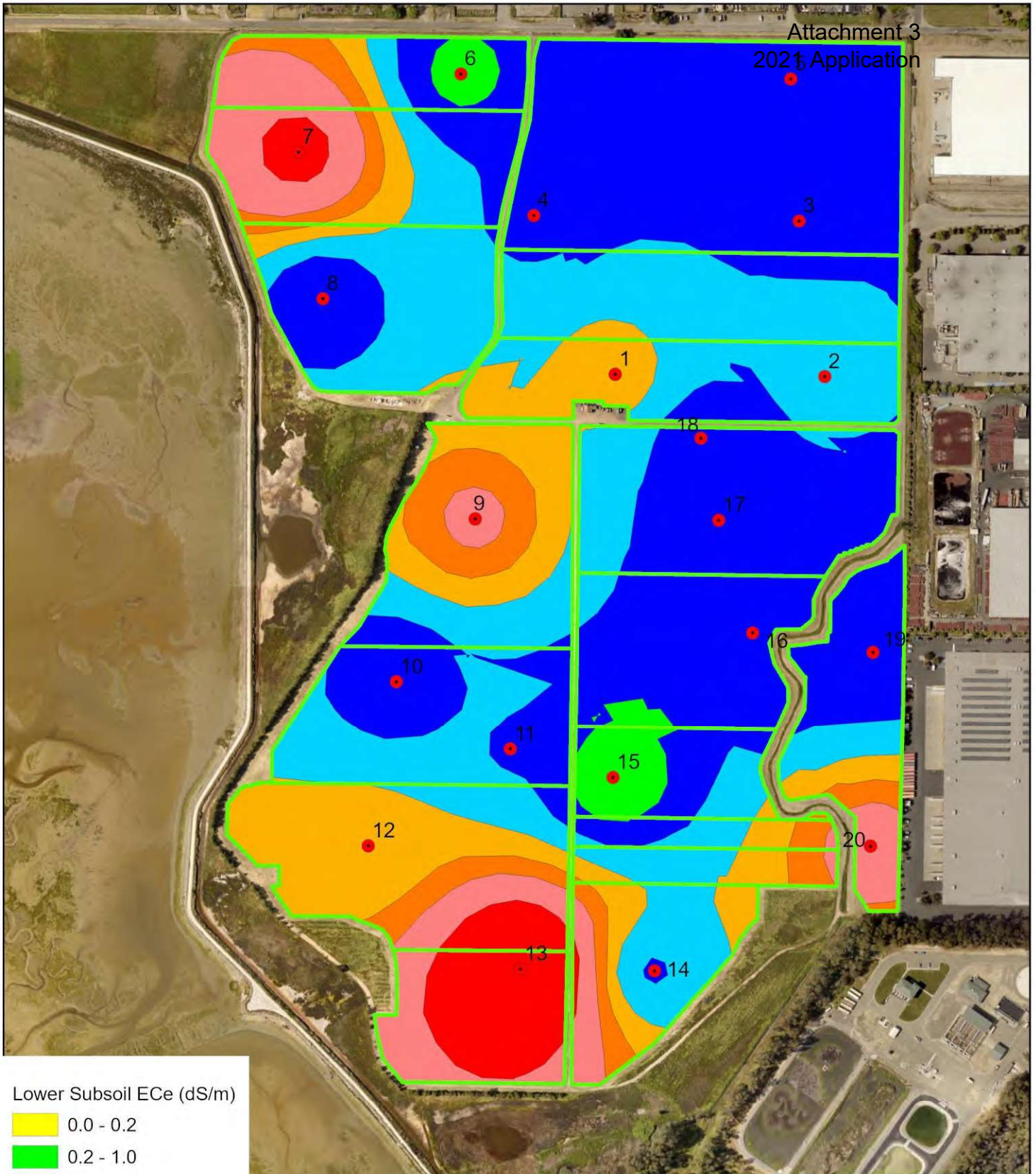
Ed Farver  
Green Island Vineyard  
American Canyon, CA.



Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142


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Lower Subsoil ECe (dS/m)

-  0.0 - 0.2
-  0.2 - 1.0
-  1.0 - 1.5
-  1.5 - 2.0
-  2.0 - 2.5
-  2.5 - 3.0
-  3.0 - 4.0
-  4.0 - 8.0

 Sites

 Study Area

Ed Farver  
Green Island Vineyard  
American Canyon, CA.

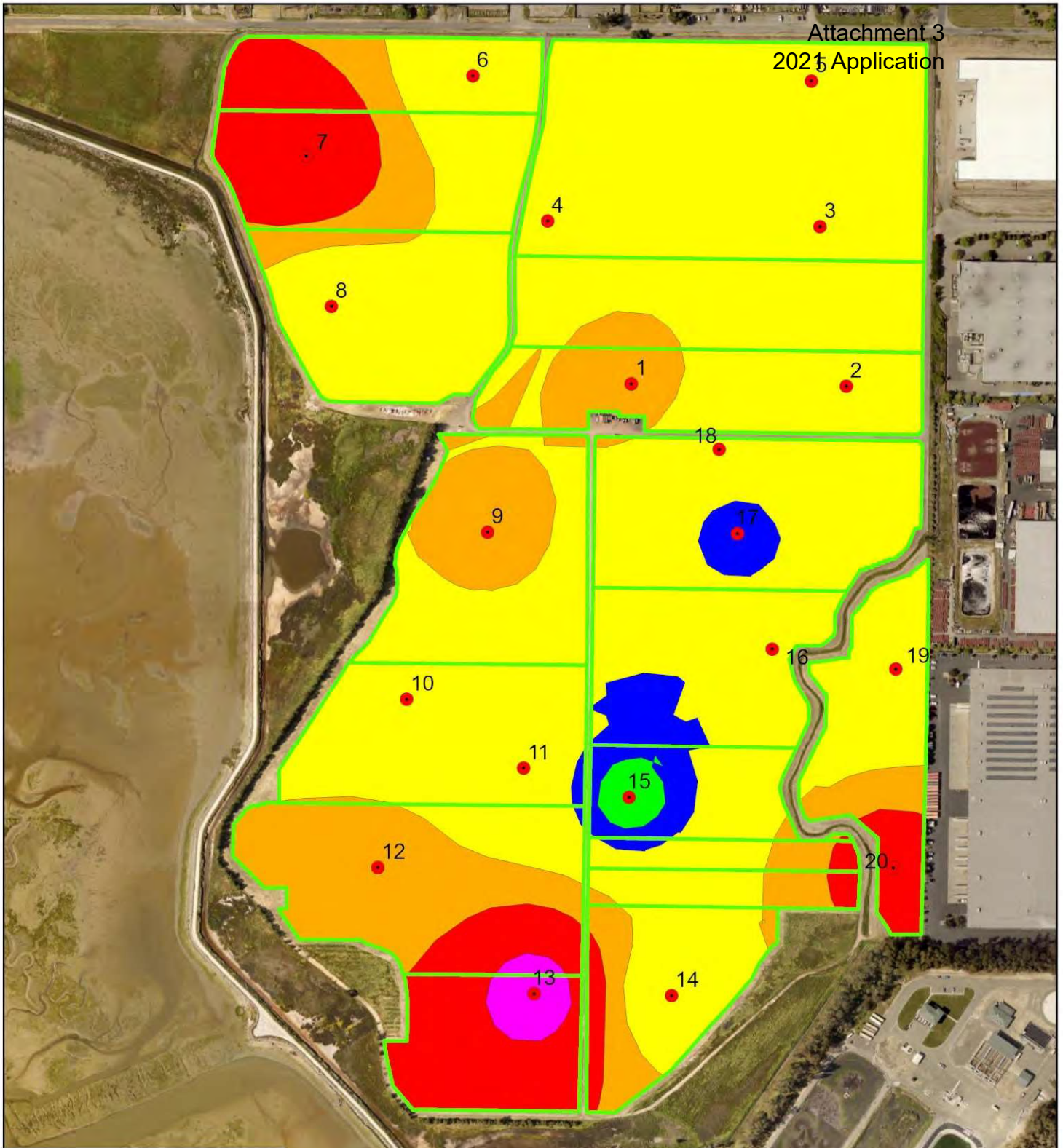
250 0 250 500 750 Feet



Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142

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Lower Subsoil Sodium (meq/l)

- 0 - 3
- 3 - 5
- 5 - 10
- 10 - 15
- 15 - 25
- GT 25
- Sites
- Study Area

Ed Farver  
Green Island Vineyard  
American Canyon, CA.

250 0 250 500 750 Feet

Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142

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Appendix Table A4



Date: 23-Aug-2019

For: Vineyard Soil Technologies  
 Client: ED FARVER  
 Property: GREEN ISLAND VINEYARD  
 Project Number: 19-142

Log In #: 398610  
 Date Sampled: 9-Aug-2019  
 Date Submitted: 14-Aug-2019  
 Date Reported: 23-Aug-2019

Report of Soil Analysis

Profile	Layer*	Method > Sample Depth (in)	Saturation Extract											Free Lime	Extractable Nutrients							Extractable Cations					estm.
			S-1.00	S-1.10	S-2.30	S-1.60	S-1.60	S-1.60	Calc.	S-1.50	S-1.70	S-1.40	S-3.10		S-4.10	S-4.20	S-5.10	S-6.10	S-15.10	S-6.10	S-10.10	S-5.10	S-5.10	S-5.10	S-5.10		
			Sat%	pH	dS/m	meq/l	meq/l	meq/l	meq/l	mg/l	meq/l	meq/l	mg/kg		mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	meq/100g	Ca	Percentage of Mg	Percentage of K	Percentage of Na	H+Al	
1	1E	0   15	64	7.2	0.9	3.7	2.0	3.8	2.2	0.23	3.5	18.2	Med	8.6	55		348	2.7	1.3	36.2	68	27	2.5	3.0	0		
1	1M	0   15	67	6.1	0.5	1.7	1.6	1.6	1.3	0.07	2.8		0	5.4	6		169	0.6	2.8	38.6	49	42	1.1	1.7	6		
1	2M	15   30	68	6.1	1.0	2.7	3.3	4.6	2.7	0.05	7.7		0	2.3	3		152	0.5	2.5	38.3	42	48	1.0	4.2	5		
1	3M	30   44	78	6.3	2.3	5.0	7.2	12.9	5.2	0.02	16.7	6.0	0	4.0	2		153	0.3	2.0	40.0	37	49	1.0	8.7	4		
2	1E	0   15	66	7.1	1.1	4.8	3.0	4.2	2.1	0.26	5.7	2.2	Low	5.3	27		207	2.0	1.4	35.9	64	32	1.5	3.1	0		
2	1M	0   15	61	6.1	0.6	2.4	2.1	1.9	1.3	0.05	4.4		0	3.2	4		154	0.4	2.3	37.2	53	39	1.1	1.6	5		
2	2M	15   30	64	6.4	0.8	2.4	2.2	3.7	2.4	0.03	5.4		0	3.6	2		154	0.3	2.2	37.1	49	42	1.1	3.5	4		
2	3M	30   43	68	6.5	1.7	4.3	4.4	8.7	4.1	0.02	11.1	4.3	0	3.4	2		150	0.3	1.8	35.9	48	44	1.1	6.6	0		
3	1E	0   17	41	7.0	1.1	7.4	1.6	3.3	1.6	0.26	7.4	1.5	Low	4.6	12		200	1.2	0.6	13.5	82	12	3.8	2.6	0		
3	1M	0   17	39	6.8	0.6	4.2	0.9	0.9	0.5	0.12	3.5		0	3.0	9		154	1.0	0.7	12.9	85	11	3.1	0.9	0		
3	2M	17   29	72	5.7	0.9	3.6	2.4	3.3	1.9	0.03	7.7		0	1.6	2	3	163	0.3	0.5	29.1	56	32	1.4	2.9	8		
3	3M	29   40	66	5.2	1.5	5.2	4.4	6.5	3.0	0.02	12.2	2.4	0	1.5	1	2	155	0.2	0.7	29.4	50	36	1.3	4.6	7		
4	1E	0   15	42	6.8	1.2	4.2	2.1	6.6	3.7	0.41	7.5	2.5	Low	1.9	25		171	1.9	0.8	13.8	68	22	3.2	6.2	0		
4	1M	0   15	38	6.1	0.6	2.7	1.5	2.1	1.4	0.18	3.5		0	4.2	8		120	1.1	1.2	12.2	59	22	2.5	2.2	14		
4	2M	15   29	43	5.3	0.6	1.8	1.5	2.5	2.0	0.11	3.9		0	1.3	3	3	70	0.2	0.8	12.0	45	31	1.5	3.4	18		
4	3M	29   40	85	4.2	1.3	2.4	3.0	7.5	4.6	0.03	7.4	4.5	0	1.0	2	2	140	0.4	283	4.0	35.1	30	43	1.0	7.5	19	
5	1E	0   25	38	7.3	0.6	3.6	1.1	2.0	1.3	0.18	2.7		Low	2.3	37		245	3.1	1.2	14.1	80	13	4.5	1.8	0		
5	1M	0   25	36	6.7	0.5	2.8	1.2	1.4	1.0	0.08	2.7		0	2.3	6		70	0.6	1.7	12.9	78	19	1.4	1.6	0		
5	2M	25   35	69	5.7	0.8	2.2	1.9	4.2	3.0	0.02	6.4		0	1.4	2	4	148	0.3	2.4	30.6	49	37	1.2	4.5	8		
5	3M	35   43	49	5.5	1.0	2.4	2.2	5.5	3.6	0.02	7.0	1.9	0	1.6	2	2	106	0.2	1.7	29.9	48	38	0.9	5.3	7		
6	1E	0   20	38	7.4	1.2	5.2	1.8	5.0	2.6	0.31	5.9	2.2	Med	5.3	65		338	7.9	1.0	14.3	75	15	6.0	3.7	0		
6	1M	0   20	35	6.2	0.6	2.6	1.4	2.3	1.6	0.18	3.5		0	3.7	7		72	1.5	2.3	12.2	63	21	1.5	2.5	13		
6	2M	20   36	62	5.8	1.0	1.7	1.7	6.0	4.7	0.08	6.1		0	1.4	2	3	142	0.3	1.7	31.9	45	40	1.1	6.4	8		
6	3M	36   52	38	5.7	0.8	1.4	1.4	5.1	4.4	0.04	4.3		0	1.7	1	1	69	0.2	1.1	27.3	47	41	0.6	5.6	6		
7	1E	0   19	38	7.4	1.2	6.5	1.6	4.7	2.3	0.35	6.2	2.6	High	2.1	33		142	3.5	0.5	13.2	81	13	2.8	3.5	0		
7	1M	0   19	40	6.4	1.5	10.5	3.2	5.0	1.9	0.28	13.4	1.8	0	2.3	10		81	1.8	1.0	13.6	73	14	1.5	3.2	8		
7	2M	19   29	78	5.1	2.4	6.3	6.9	12.5	4.9	0.05	15.6	8.4	0	1.6	1	2	150	0.5	0.5	35.7	40	41	1.1	8.6	9		
7	3M	29   42	84	4.9	4.3	12.6	16.9	22.8	5.9	0.02	30.5		0	1.2	1	1	153	0.4	30	0.4	43.5	38	43	0.9	11.1	8	

**Appendix Table A4**

DATA PROCESSED BY WINE SOIL™ .COM - VITICULTURAL SOIL AND WATER TECHNOLOGIES

 <p>Vineyard Soil Technologies</p>	<p><b>3377 Solano Ave. #505 Napa, CA 94558</b></p> <p><b>ph/fax: (707)255-3176</b></p> <p><b><a href="http://www.VineyardSoil.com">www.VineyardSoil.com</a></b></p>
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Appendix Table A4



Date: 23-Aug-2019

For: Vineyard Soil Technologies  
 Client: ED FARVER  
 Property: GREEN ISLAND VINEYARD  
 Project Number: 19-142

Log In #: 398610  
 Date Sampled: 9-Aug-2019  
 Date Submitted: 14-Aug-2019  
 Date Reported: 23-Aug-2019

Report of Soil Analysis

Profile	Layer*	Method > Sample Depth (in)	Saturation Extract											Free Lime	Extractable Nutrients							Extractable Cations					estm.
			S-1.00	S-1.10	S-2.30	S-1.60	S-1.60	S-1.60	Calc.	S-1.50	S-1.70	S-1.40	S-3.10		S-4.10	S-4.20	S-5.10	S-6.10	S-15.10	S-6.10	S-10.10	S-5.10	S-5.10	S-5.10	CEC		
			Sat%	pH	dS/m	meq/l	meq/l	meq/l	meq/l	mg/l	meq/l	meq/l	mg/kg		mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	meq/100g	Ca	Percentage of Mg	K	Na	H+Al	
1	1E	0   15	64	7.2	0.9	3.7	2.0	3.8	2.2	0.23	3.5	18.2	Med	8.6	55		348	2.7	1.3	36.2	68	27	2.5	3.0	0		
1	1M	0   15	67	6.1	0.5	1.7	1.6	1.6	1.3	0.07	2.8		0	5.4	6		169	0.6	2.8	38.6	49	42	1.1	1.7	6		
1	2M	15   30	68	6.1	1.0	2.7	3.3	4.6	2.7	0.05	7.7		0	2.3	3		152	0.5	2.5	38.3	42	48	1.0	4.2	5		
1	3M	30   44	78	6.3	2.3	5.0	7.2	12.9	5.2	0.02	16.7	6.0	0	4.0	2		153	0.3	2.0	40.0	37	49	1.0	8.7	4		
2	1E	0   15	66	7.1	1.1	4.8	3.0	4.2	2.1	0.26	5.7	2.2	Low	5.3	27		207	2.0	1.4	35.9	64	32	1.5	3.1	0		
2	1M	0   15	61	6.1	0.6	2.4	2.1	1.9	1.3	0.05	4.4		0	3.2	4		154	0.4	2.3	37.2	53	39	1.1	1.6	5		
2	2M	15   30	64	6.4	0.8	2.4	2.2	3.7	2.4	0.03	5.4		0	3.6	2		154	0.3	2.2	37.1	49	42	1.1	3.5	4		
2	3M	30   43	68	6.5	1.7	4.3	4.4	8.7	4.1	0.02	11.1	4.3	0	3.4	2		150	0.3	1.8	35.0	48	44	1.1	6.6	0		
3	1E	0   17	41	7.0	1.1	7.4	1.6	3.3	1.6	0.26	7.4	1.5	Low	4.6	12		200	1.2	0.6	13.5	82	12	3.8	2.6	0		
3	1M	0   17	39	6.8	0.6	4.2	0.9	0.9	0.5	0.12	3.5		0	3.0	9		154	1.0	0.7	12.9	85	11	3.1	0.9	0		
3	2M	17   29	72	5.7	0.9	3.6	2.4	3.3	1.9	0.03	7.7		0	1.6	2	3	163	0.3	0.5	29.1	56	32	1.4	2.9	8		
3	3M	29   40	66	5.2	1.5	5.2	4.4	6.5	3.0	0.02	12.2	2.4	0	1.5	1	2	155	0.2	0.7	29.4	50	36	1.3	4.6	7		
4	1E	0   15	42	6.8	1.2	4.2	2.1	6.6	3.7	0.41	7.5	2.5	Low	1.9	25		171	1.9	0.8	13.8	68	22	3.2	6.2	0		
4	1M	0   15	38	6.1	0.6	2.7	1.5	2.1	1.4	0.18	3.5		0	4.2	8		120	1.1	1.2	12.2	59	22	2.5	2.2	14		
4	2M	15   29	43	5.3	0.6	1.8	1.5	2.5	2.0	0.11	3.9		0	1.3	3	3	70	0.2	0.8	12.0	45	31	1.5	3.4	18		
4	3M	29   40	85	4.2	1.3	2.4	3.0	7.5	4.6	0.03	7.4	4.5	0	1.0	2	2	140	0.4	283	4.0	35.1	30	43	1.0	7.5	19	
5	1E	0   25	38	7.3	0.6	3.6	1.1	2.0	1.3	0.18	2.7		Low	2.3	37		245	3.1	1.2	14.1	80	13	4.5	1.8	0		
5	1M	0   25	36	6.7	0.5	2.8	1.2	1.4	1.0	0.08	2.7		0	2.3	6		70	0.6	1.7	12.9	78	19	1.4	1.6	0		
5	2M	25   35	69	5.7	0.8	2.2	1.9	4.2	3.0	0.02	6.4		0	1.4	2	4	148	0.3	2.4	30.6	49	37	1.2	4.5	8		
5	3M	35   43	49	5.5	1.0	2.4	2.2	5.5	3.6	0.02	7.0	1.9	0	1.6	2	2	106	0.2	1.7	29.9	48	38	0.9	5.3	7		
6	1E	0   20	38	7.4	1.2	5.2	1.8	5.0	2.6	0.31	5.9	2.2	Med	5.3	65		338	7.9	1.0	14.3	75	15	6.0	3.7	0		
6	1M	0   20	35	6.2	0.6	2.6	1.4	2.3	1.6	0.18	3.5		0	3.7	7		72	1.5	2.3	12.2	63	21	1.5	2.5	13		
6	2M	20   36	62	5.8	1.0	1.7	1.7	6.0	4.7	0.08	6.1		0	1.4	2	3	142	0.3	1.7	31.9	45	40	1.1	6.4	8		
6	3M	36   52	38	5.7	0.8	1.4	1.4	5.1	4.4	0.04	4.3		0	1.7	1	1	69	0.2	1.1	27.3	47	41	0.6	5.6	6		
7	1E	0   19	38	7.4	1.2	6.5	1.6	4.7	2.3	0.35	6.2	2.6	High	2.1	33		142	3.5	0.5	13.2	81	13	2.8	3.5	0		
7	1M	0   19	40	6.4	1.5	10.5	3.2	5.0	1.9	0.28	13.4	1.8	0	2.3	10		81	1.8	1.0	13.6	73	14	1.5	3.2	8		
7	2M	19   29	78	5.1	2.4	6.3	6.9	12.5	4.9	0.05	15.6	8.4	0	1.6	1	2	150	0.5	0.5	35.7	40	41	1.1	8.6	9		
7	3M	29   42	84	4.9	4.3	12.6	16.9	22.8	5.9	0.02	30.5		0	1.2	1	1	153	0.4	30	0.4	43.5	38	43	0.9	11.1	8	

**Appendix Table A4**

DATA PROCESSED BY WINE SOIL™.COM - VITICULTURAL SOIL AND WATER TECHNOLOGIES

 <p>Vineyard Soil Technologies</p>	<p><b>3377 Solano Ave. #505 Napa, CA 94558</b></p> <p><b>ph/fax: (707)255-3176</b></p> <p><b><a href="http://www.VineyardSoil.com">www.VineyardSoil.com</a></b></p>
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**Appendix Table A4**

Date: 23-Aug-2019  
 For: Vineyard Soil Technologies  
 Client: ED FARVER  
 Property: GREEN ISLAND VINEYARD  
 Project Number: 19-142



**Vineyard Soil Technologies**  
 3377 Solano Ave. #505  
 Napa, CA 94558  
 ph/fax: (707)255-3176  
 www.VineyardSoil.com

Log In #: 398610  
 Date Sampled: 9-Aug-19  
 Date Submitted: 14-Aug-19  
 Date Reported: 23-Aug-19

**Report of Soil Analysis**

Profile	Layer*	Sample Depth (in)		Extractable Cations									%		tons/acre-ft			PARTICLE SIZE ANALYSIS				tons/acre per layer depth			
				S-5.10	S-5.10	S-5.10	S-5.10	estim.	S-6.10	S-6.10	S-6.10	S-9.10	Organic Matter	Active Lime	S2.50 Lime Req.		Gypsum Req. Ca to 60% of CEC	% Sand	% Silt	% Clay	Classification	Lime (pH6)	Gypsum (60%)		
				mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg			(pH 5.5)	(pH 6.0)									
1	1E	0	15	4934	1172	348	253	0	4.4	30	2.4	2.6	1												
1	1M	0	15	3823	1971	169	149	22	5.8	56	2.9	1.6				6.8								8.4	
1	2M	15	30	3188	2238	152	367	20	4.9	48	2.6	1.2				11.8								14.7	
1	3M	30	44	2989	2367	153	805	18	3.3	33	2.4	0.9				15.2	15	29	56	Clay				17.7	
2	1E	0	15	4591	1376	207	253	0	5.5	28	2.4	2.4	1												
2	1M	0	15	3934	1771	154	140	20	4.6	40	2.6	1.4				4.5	15	33	52	Clay				5.5	
2	2M	15	30	3637	1916	154	295	15	4.9	34	2.5	1.2				6.9								8.6	
2	3M	30	43	3468	1926	150	541	0	3.6	32	2.4	1.1				7.1								7.6	
3	1E	0	17	2207	192	200	81	0	6.4	27	1.3	2.1	0												
3	1M	0	17	2201	172	154	28	0	6.7	32	1.4	2.1													
3	2M	17	29	3246	1150	163	196	22	4.5	32	1.4	0.7			0.5	2.1	19	33	48	Clay			0.5	2.1	
3	3M	29	40	2965	1294	155	311	22	7.6	43	2.1	0.7			0.6	4.7								0.6	4.3
4	1E	0	15	1889	373	171	198	0	8.6	30	1.0	1.9	1												
4	1M	0	15	1439	321	120	61	18	16.3	37	1.2	1.7				0.2									
4	2M	15	29	1086	458	70	95	22	9.0	25	0.7	0.6			0.4	3.0	39	37	24	Loam			0.5	3.4	
4	3M	29	40	2120	1818	140	609	66	25.2	69	1.6	0.6			5.1	17.5								4.7	16.1
5	1E	0	25	2268	228	245	58	0	5.2	25	0.7	2.2	0												
5	1M	0	25	2019	300	70	49	0	5.6	29	0.8	2.0													
5	2M	25	35	3003	1389	148	313	24	0.4	42	1.0	0.8			0.5	5.6	29	27	44	Clay			0.4	4.7	
5	3M	35	43	2895	1389	106	363	22	3.9	24	0.5	0.3			0.0	5.9								0.0	3.9
6	1E	0	20	2158	259	338	123	0	6.8	29	0.8	2.3	3												
6	1M	0	20	1534	310	72	70	15	9.4	61	1.0	2.0													
6	2M	20	36	2883	1547	142	470	24	0.5	35	0.8	0.7			0.3	8.0								0.3	10.6
6	3M	36	52	2563	1375	69	349	15	1.6	14	0.3	0.4			0.0	6.0	53	25	22	Sandy Clay Loam			0.0	8.0	
7	1E	0	19	2135	205	142	107	0	5.3	33	1.1	1.8	2												
7	1M	0	19	1980	236	81	101	11	9.7	46	1.2	2.4													
7	2M	19	29	2865	1784	150	703	33	3.8	51	1.2	0.8			1.0	11.9	21	27	52	Clay			0.8	9.9	
7	3M	29	42	3286	2262	153	1109	33	5.3	54	1.4	0.5			0.9	16.2								1.0	17.6

**Appendix Table A4**

Date



**3377 Solano Ave. #505**  
**Napa, CA 94558**

**ph/fax: (707)255-3176**

**www.VineyardSoil.com**

Log In #

Date Sampled

Date Submitted

Date Reported

For

Client

Property

Project Number

**Report of Soil Analysis**



Profile	Layer*	Method > Sample Depth (in)	Saturation Extract											Extractable Nutrients								Extractable Cations					estm.
			S-1.00	S-1.10	S-2.30	S-1.60	S-1.60	S-1.60	Calc.	S-1.50	S-1.70	S-1.40	Free Lime	S-3.10	S-4.10	S-4.20	S-5.10	S-6.10	S-15.10	S-6.10	S-10.10	S-5.10	S-5.10	S-5.10	CEC		
			Sat%	pH	dS/m	meq/l	meq/l	meq/l		mg/l	meq/l	meq/l		mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	meq/100g	Ca	Percentage of Mg	K	Na	H+Al	
8	1E	0   17	37	7.2	0.7	4.0	1.5	2.4	1.5	0.24	2.8		Low	2.9	21		166	1.6		0.8	14.2	77	17	3.0	2.5	0	
8	1M	0   17	45	7.0	0.9	5.7	2.1	2.0	1.0	0.19	5.0		Low	4.8	16		141	1.8		1.1	16.0	77	19	2.2	1.7	0	
8	2M	17   28	69	5.3	1.2	3.5	3.7	5.1	2.7	0.04	8.9	2.2	0	1.2	3	5	128	0.2		1.0	25.7	42	40	1.3	4.4	12	
8	3M	28   39	37	5.1	1.0	2.5	2.4	5.4	3.5	0.04	6.6	2.5	0	1.4	1	2	74	0.2		0.5	18.3	41	41	1.0	6.1	11	
9	1E	0   17	41	7.3	1.0	6.0	1.7	2.5	1.3	0.19	5.7		Med	4.7	53		272	5.2		0.7	15.1	79	14	4.6	2.0	0	
9	1M	0   17	40	6.8	0.6	4.5	0.9	1.3	0.8	0.18	3.9		0	2.3	8		160	1.1		1.0	12.6	85	10	3.3	1.4	0	
9	2M	17   28	65	5.4	1.4	5.5	4.1	5.4	2.5	0.08	11.2	2.4	0	1.5	2	3	206	0.2		1.5	29.8	52	33	1.8	3.8	10	
9	3M	28   40	77	4.9	3.2	12.9	14.2	12.3	3.3	0.04	25.5	10.6	0	1.4	2	1	201	0.4	37	2.6	42.7	44	40	1.2	5.4	9	
10	1E	0   18	54	7.2	1.1	6.5	2.2	3.5	1.7	0.20	7.3	0.8	High	5.7	49		443	2.4		0.7	27.0	73	20	4.2	2.6	0	
10	1M	0   18	58	7.0	0.8	5.7	2.1	1.2	0.6	0.10	4.9		Low	4.2	36		293	2.4		1.1	28.1	75	22	2.7	0.9	0	
10	2M	18   28	60	5.8	1.2	4.2	3.5	4.5	2.3	0.06	8.9	2.0	0	2.1	3	4	136	0.5		2.1	29.5	50	38	1.2	3.4	7	
10	3M	28   44	65	6.1	1.1	2.8	2.6	5.1	3.1	0.03	7.7	1.8	0	1.5	2		144	0.3		2.1	30.9	47	41	1.2	5.0	6	
11	1E	0   16	41	7.0	2.0	21.1	2.7	1.0	0.3	0.24	17.6	0.6	High	18.0	79		258	9.1		0.8	12.1	88	6	5.5	0.6	0	
11	1M	0   16	39	7.3	0.6	5.0	0.8	0.4	0.3	0.12	2.7		Low	3.4	14		106	1.5		0.6	10.1	89	8	2.7	0.5	0	
11	2M	16   27	36	6.7	0.4	1.9	0.7	1.3	1.2	0.09	2.5		0	1.5	4		40	0.1		0.5	6.8	79	17	1.5	2.5	0	
11	3M	27   41	61	5.5	1.5	6.1	4.7	5.4	2.3	0.02	12.9	1.9	0	1.2	1	2	133	0.2		1.0	24.7	51	34	1.4	4.0	9	
12	1E	0   17	36	7.6	1.0	4.3	1.2	2.3	1.4	0.17	5.9		Med	2.2	58		468	6.2		0.2	10.0	75	11	12.0	1.9	0	
12	1M	0   17	31	6.0	0.6	3.7	1.2	0.7	0.4	0.20	3.9		0	2.1	7	11	75	0.7		0.3	7.3	66	13	2.6	1.0	18	
12	2M	17   27	64	5.0	1.1	5.2	3.1	4.0	1.9	0.10	9.5	1.3	0	1.5	1	2	133	0.6	23	1.1	23.7	53	28	1.4	3.8	13	
12	3M	27   36	64	5.3	2.2	6.0	5.4	12.2	5.1	0.06	17.2	5.1	0	1.4	1	1	93	0.4		0.3	21.9	43	35	1.1	10.0	11	
13	1E	0   17	34	7.3	1.0	5.9	1.3	2.5	1.3	0.22	6.1		Med	1.7	45		213	3.9		0.3	8.4	81	11	6.5	2.3	0	
13	1M	0   17	34	6.9	0.7	5.0	1.6	0.9	0.5	0.18	4.3		0	3.5	11		51	1.1		0.4	8.2	81	16	1.6	1.2	0	
13	2M	17   28	33	5.8	2.6	8.8	4.4	13.4	5.2	0.03	13.0	11.6	0	1.3	3	4	37	0.1		0.5	8.3	53	21	1.1	11.4	13	
13	3M	28   43	69	5.6	6.3	25.0	23.5	29.7	6.0	0.02	39.2	32.8	0	2.4	2	3	108	0.3		0.2	28.8	45	35	1.0	12.7	7	
14	1E	0   14	30	7.6	1.4	4.7	1.2	6.1	3.5	0.30	8.0	2.2	High	2.8	58		399	5.0		0.3	7.9	72	9	12.9	5.2	0	
14	1M	0   14	33	6.8	1.4	14.0	2.8	0.7	0.2	0.14	13.9	0.3	0	3.9	7		74	0.7		0.2	6.8	85	11	2.8	1.0	0	
14	2M	14   25	28	7.0	0.4	2.5	0.5	1.0	0.8	0.06	2.3		0	1.5	5		46	0.1		0.2	5.3	88	8	2.2	1.8	0	
14	3M	25   40	55	5.5	1.5	5.9	5.0	5.1	2.2	0.02	11.4	2.7	0	4.1	1	2	86	0.3		0.4	16.3	49	36	1.3	4.3	9	



**Appendix Table A4**

Date 23-Aug-2019

For Vineyard Soil Technologies

Client ED FARVER

Property GREEN ISLAND VINEYARD

Project Number 19-142



**3377 Solano Ave. #505**  
**Napa, CA 94558**

**ph/fax: (707)255-3176**

**www.VineyardSoil.com**

Log In # 398610

Date Sampled 9-Aug-19

Date Submitted 14-Aug-19

Date Reported 23-Aug-19

**Report of Soil Analysis**

Profile	Layer*	Sample Depth (in)		Extractable Cations									%		tons/acre-ft			PARTICLE SIZE ANALYSIS				tons/acre per layer depth		
				S-5.10	S-5.10	S-5.10	S-5.10	estm.	S-6.10	S-6.10	S-6.10	S-9.10	Organic Matter	Active Lime	S2.50 Lime Req.		Gypsum Req. Ca to 60% of CEC	% Sand	% Silt	% Clay	Classification	Lime (pH6)	Gypsum (60%)	
				mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg			(pH 5.5)	(pH 6.0)								
8	1E	0	17	2203	294	166	83	0	5.2	19	0.8	1.6	1											
8	1M	0	17	2473	374	141	61	0	8.2	34	1.2	2.5	2											
8	2M	17	28	2173	1255	128	262	31	1.2	47	0.7	1.0			1.0	7.7							0.9	7.0
8	3M	28	39	1509	909	74	255	20	0.5	24	0.7	0.3			0.0	5.7	47	33	20	Loam	0.0	5.3		
9	1E	0	17	2401	256	272	68	0	5.1	35	1.3	1.8	3											
9	1M	0	17	2142	158	160	41	0	6.3	40	1.4	1.9					35	45	20	Loam				
9	2M	17	28	3096	1192	206	262	29	6.6	39	1.5	0.9			0.8	4.0							0.7	3.7
9	3M	28	40	3799	2086	201	528	37	13.0	64	2.3	0.6			0.9	11.1							0.9	11.1
10	1E	0	18	3938	665	443	162	0	5.1	29	2.1	1.9	1											
10	1M	0	18	4189	749	293	56	0	4.4	35	2.0	3.1	0				23	37	40	Clay				
10	2M	18	28	2954	1363	136	232	22	4.7	37	2.2	1.1			0.0	4.9							0.0	4.1
10	3M	28	44	2894	1557	144	355	18	3.4	25	1.9	0.7				6.9								9.1
11	1E	0	16	2123	94	258	18	0	17.9	23	1.4	2.4	1											
11	1M	0	16	1806	98	106	12	0	6.8	28	1.3	2.0	0											
11	2M	16	27	1064	143	40	39	0	2.3	16	1.0	0.7					45	43	12	Loam				
11	3M	27	41	2547	1033	133	230	22	4.9	24	0.6	0.5			0.5	3.6							0.6	4.2
12	1E	0	17	1503	133	468	44	0	5.2	41	1.3	1.4	2											
12	1M	0	17	954	112	75	16	13	7.8	40	1.6	1.2			0.0		49	37	14	Loam	0.0			
12	2M	17	27	2531	821	133	205	31	8.8	43	1.2	1.0			1.0	2.6							0.8	2.2
12	3M	27	36	1899	919	93	502	24	0.9	44	1.2	0.7			0.4	6.1							0.3	4.6
13	1E	0	17	1366	108	213	44	0	4.0	38	1.2	2.0	1											
13	1M	0	17	1338	161	51	22	0	6.8	38	1.5	1.5												
13	2M	17	28	879	212	37	216	11	3.9	22	1.2	0.7			0.0	1.0	47	37	16	Loam	0.0	0.9		
13	3M	28	43	2595	1213	108	843	20	0.2	30	1.0	0.7			0.0	7.3							0.0	9.1
14	1E	0	14	1148	91	399	94	0	5.6	19	1.4	1.1	1											
14	1M	0	14	1162	91	74	15	0	4.2	22	1.4	1.3												
14	2M	14	25	928	51	46	22	0	2.3	10	1.1	0.7												
14	3M	25	40	1596	714	86	162	15	0.4	25	0.4	0.6			0.0	3.0	45	23	32	Clay Loam	0.0	3.8		

Appendix Table A4

Date: 23-Aug-2019

For: Vineyard Soil Technologies

Client: ED FARVER

Property: GREEN ISLAND VINEYARD

Project Number: 19-142



3377 Solano Ave. #505  
Napa, CA 94558

ph/fax: (707)255-3176

www.VineyardSoil.com

Log In #: 398610

Date Sampled: 9-Aug-2019

Date Submitted: 14-Aug-2019

Date Reported: 23-Aug-2019

Report of Soil Analysis



Profile	Layer*	Method > Sample Depth (in)		Saturation Extract										Free Lime	Extractable Nutrients								Extractable Cations					
				S-1.00	S-1.10	S-2.30	S-1.60	S-1.60	S-1.60	S-1.50	S-1.70	S-1.40	S-3.10		S-4.10	S-4.20	S-5.10	S-6.10	S-15.10	S-6.10	S-10.10	S-5.10	S-5.10	S-5.10	S-5.10	estm.		
				Sat%	pH	ECe	Ca	Mg	Na	SAR	B	SO <sub>4</sub>	Cl		mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	Percentage of CEC					
15	1E	0	16	39	7.5	0.6	2.9	1.0	1.8	1.3	0.21	2.8		Med	2.5	52		317	3.9		0.4	8.7	75	14	9.3	2.0	0	
15	1M	0	16	38	7.2	0.7	6.0	1.3	1.0	0.5	0.15	4.1		Med	3.4	24		123	1.9	0.6	8.9	86	9	3.5	1.1	0		
15	2M	16	24	31	6.9	0.5	2.8	0.7	1.3	0.9	0.11	3.0		0	3.3	7		58	0.3	0.5	7.3	83	13	2.0	1.9	0		
15	3M	24	32	29	6.5	0.5	1.8	0.8	1.7	1.5	0.06	2.9		0	1.2	4		36	0.1	0.4	5.9	71	24	1.6	3.2	0		
16	1E	0	14	37	7.6	1.3	4.0	1.2	6.1	3.8	0.26	5.2	2.9	High	4.8	55		489	7.5	0.8	12.9	73	13	9.7	5.0	0		
16	1M	0	14	43	7.0	0.9	6.3	1.7	1.5	0.7	0.10	5.5		Low	4.9	17		248	2.0	1.3	12.9	81	13	4.9	1.4	0		
16	2M	14	26	34	6.6	0.5	2.4	1.0	1.5	1.2	0.07	3.1		0	6.2	7		122	0.7	1.2	9.5	75	19	3.3	2.2	0		
16	3M	26	38	28	6.1	1.2	3.6	2.5	5.7	3.2	0.04	8.1	2.3	0	1.0	2		41	0.1	0.4	7.1	56	29	1.5	6.5	6		
17	1E	0	18	40	7.5	0.9	4.3	1.7	3.0	1.7	0.26	3.4		Med	2.8	44		198	3.6	1.0	14.4	75	19	3.5	2.5	0		
17	1M	0	18	41	6.7	0.8	4.0	1.9	2.1	1.2	0.14	4.4		0	3.9	13		100	1.6	1.8	12.5	74	21	2.0	2.1	0		
17	2M	18	31	37	6.3	0.7	2.2	1.3	2.7	2.1	0.07	4.3		0	1.8	6		76	0.3	0.9	20.5	61	29	0.9	3.0	6		
17	3M	31	52	44	5.9	1.1	3.9	3.1	4.1	2.2	0.02	7.0	3.1	0	1.0	4	5	81	0.3	1.2	25.6	55	34	0.8	3.4	6		
18	1E	0	17	46	7.0	1.6	7.6	2.8	6.6	2.9	0.37	8.8	2.5	High	14.6	249		614	6.0	1.6	16.0	70	16	9.8	4.3	0		
18	1M	0	17	43	6.8	0.7	5.0	1.6	1.0	0.6	0.23	2.8		0	12.1	15		141	2.0	1.4	14.5	80	17	2.5	1.0	0		
18	2M	17	30	59	5.4	0.6	2.2	1.7	2.2	1.6	0.06	4.7		0	1.1	2	2	150	0.3	2.0	23.4	48	35	1.6	2.5	12		
18	3M	30	52	61	4.7	1.2	3.1	3.0	5.7	3.2	0.05	7.9	3.0	0	1.0	2	4	157	0.4	0.7	27.5	41	38	1.5	5.2	14		
19	1E	0	18	36	7.6	1.3	5.3	1.4	5.8	3.1	0.32	5.9	2.2	High	4.0	32		349	3.8	0.3	8.8	74	11	10.2	4.7	0		
19	1M	0	18	33	7.4	0.5	4.1	0.7	0.4	0.3	0.13	2.5		Med	3.0	16		171	1.3	0.3	8.3	86	8	5.2	0.6	0		
19	2M	18	29	27	6.5	0.7	1.8	0.7	4.2	3.8	0.08	4.9		0	1.7	3		43	0.1	0.2	5.0	70	19	2.2	8.6	0		
19	3M	29	48	59	5.0	1.1	2.7	2.1	5.8	3.7	0.02	7.8	2.1	0	1.5	1	8	108	0.2	2.2	0.7	21.1	47	34	1.3	6.1	11	
20	1E	0	17	41	7.1	2.2	22.4	3.2	2.8	0.8	0.34	21.0	1.7	High	4.7	52		215	3.9	0.5	12.9	86	8	4.3	1.6	0		
20	1M	0	17	34	7.1	0.5	3.4	0.9	0.7	0.5	0.16	2.6		Low	2.1	6		76	0.4	0.3	11.0	85	13	1.8	0.9	0		
20	2M	17	35	72	7.0	0.8	2.3	1.9	4.2	2.9	0.02	4.2		Low	1.1	1		149	0.5	0.8	32.6	54	40	1.2	4.9	0		
20	3M	35	52	80	7.8	3.4	8.7	9.0	19.0	6.4	0.03	17.1	15.3	High	1.1	1		211	0.3	0.1	37.9	47	40	1.4	11.3	8		
Desired level for grapes				20-60	5.5-7.0	0.2-2.0	<5.0	<3.0	<5.0	<4	<1.5	<5.0	<5.0			2-10	15-30	15-30	125-300	>1.0	<100	<15	5-40	>60	20-40	2-4	<4	<20

\*Layer 1 is Topsoil; Layer 2 is Upper Subsoil; Layer 3 is Lower Subsoil; Layer 4 is Deep Subsoil; E represents a sample from under the emitter; M from the midrow

In accompanying diagrams, critical criteria are shown as horizontal lines on the charts. These criteria are color coded according to "traffic light" logic: It is desirable for data to pass through green critical criteria lines, while it is undesirable for data to pass through red or amber critical criteria lines.

**Appendix Table A4**

Date: 23-Aug-2019  
 For: Vineyard Soil Technologies  
 Client: ED FARVER  
 Property: GREEN ISLAND VINEYARD  
 Project Number: 19-142



**Vineyard Soil Technologies**  
 3377 Solano Ave. #505  
 Napa, CA 94558  
 ph/fax: (707)255-3176  
 www.VineyardSoil.com

Log In #: 398610  
 Date Sampled: 9-Aug-19  
 Date Submitted: 14-Aug-19  
 Date Reported: 23-Aug-19

**Report of Soil Analysis**

Profile	Layer*	Sample Depth (in)		Extractable Cations									%		tons/acre-ft			PARTICLE SIZE ANALYSIS				tons/acre per layer depth		
				S-5.10	S-5.10	S-5.10	S-5.10	estm.	S-6.10	S-6.10	S-6.10	S-9.10	Organic Matter	Active Lime	S2.50		Gypsum Req. Ca to 60% of CEC	% Sand	% Silt	% Clay	Classification	Lime (pH6)	Gypsum (60%)	
				mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg			Lime Req. (pH 5.5)	Lime Req. (pH 6.0)								
15	1E	0	16	1305	147	317	41	0	5.7	21	1.1	1.2	2											
15	1M	0	16	1537	98	123	23	0	7.1	22	1.2	1.7	2											
15	2M	16	24	1215	112	58	32	0	4.9	13	1.1	1.0												
15	3M	24	32	847	173	38	44	0	3.5	14	0.7	0.6					47	39	14	Loam				
16	1E	0	14	1876	198	489	147	0	7.5	24	1.2	2.0	4											
16	1M	0	14	2091	205	248	43	0	9.3	51	1.5	2.7	1											
16	2M	14	26	1432	219	122	48	0	6.2	27	1.3	1.5												
16	3M	26	38	805	255	41	107	4	3.8	12	0.6	0.6				0.4	45	39	16	Loam		0.4		
17	1E	0	18	2170	326	198	83	0	4.7	20	1.0	2.2	0											
17	1M	0	18	1870	327	100	60	0	8.3	34	1.2	2.2												
17	2M	18	31	2499	716	76	142	13	4.2	21	0.4	0.7												
17	3M	31	52	2830	1072	81	201	15	3.8	15	0.3	0.5			0.0	2.0	47	33	20	Loam	0.0	3.5		
18	1E	0	17	2240	309	614	157	0	16.4	39	1.8	2.3	1											
18	1M	0	17	2324	293	141	33	0	6.8	42	1.8	2.5					35	43	22	Loam				
18	2M	17	30	2271	1006	150	132	29	11.7	46	2.4	0.8			0.7	4.5						0.8	4.9	
18	3M	30	52	2255	1269	157	327	40	23.8	75	2.8	0.7			1.8	8.7						3.3	16.0	
19	1E	0	18	1305	114	349	95	0	6.5	19	0.9	1.6	2											
19	1M	0	18	1443	80	171	11	0	5.8	24	1.1	1.3	2											
19	2M	18	29	707	114	43	99	0	3.0	12	0.6	0.6					47	41	12	Loam				
19	3M	29	48	1987	879	108	294	24	1.3	46	0.9	0.6			0.5	4.6						0.8	7.3	
20	1E	0	17	2227	129	215	49	0	6.3	29	1.2	2.0	3											
20	1M	0	17	1856	171	76	22	0	2.4	18	1.2	0.9	2											
20	2M	17	35	3494	1599	149	368	0	1.9	23	2.1	0.7	0			3.5		47	33	20	Loam		5.3	
20	3M	35	52	3596	1843	211	984	0	0.5	20	0.8	0.5	11			8.0								11.4

\*Layer 1 is Topsoil; Layer 2 is Upper Subsoil; Layer 3 is Lower Subsoil; Layer 4 is Deep Subsoil; E represents a sample from under the emitter; M from the midrow  
 In accompanying diagrams, critical criteria are shown as horizontal lines on the charts. These criteria are color coded according to "traffic light" logic  
 It is desirable for data to pass through green critical criteria lines, while it is undesirable for data to pass through red or amber critical criteria lines.

# **EXHIBIT B**

## **GREEN ISLAND VINEYARDS**

1075 Ross Circle  
Napa, CA 94558

September 30, 2021

Napa County LAFCO  
Attn: Diane Dillon, Chair  
1754 2<sup>nd</sup> Street, Suite C  
Napa, CA 94559

Re: Green Island Vineyards, LLC Sphere of Influence Application

Dear Chair and Commissioners:

We are writing to provide you with important information regarding the Green Island Vineyards, LLC (GIV) Sphere of Influence Application.

Green Island Vineyards, LLC is the owner of property, located at 1661 Green Island Road, City of American Canyon. The property is essentially an "in-fill island" and surrounded on three sides by the City of American Canyon. GIV purchased the property in 1996, with the intention of farming the portion of the property that could support agriculture.

In 1997, GIV entered into an agreement with the City of American Canyon (City) to receive recycled water from the City as there was and still is no other option for water.

Over the next 20 years GIV planted up to 130 acres of vineyards. Unfortunately, GIV soon realized that some of the planted area could not support grapevines due to soil salinity and portions of the vineyard were removed.

In 2012, GIV listed the property for sale with Ghisletta Land & Investment/Wine Country Realty, an experienced Napa vineyard real estate broker. No offers were received. In 2014 GIV signed an Engagement Letter with Zepponi & CO, a leading wine/vineyard merger, acquisition and advisory firm, to assist GIV in the sale of the GIV property. With lead advisor Joe Ciatti, Zepponi & Co marketed the property from 2014 until 2018. During that time one offer was received which, after conducting due diligence, was withdrawn because the prospective purchaser, with their independent experts concluded that the soil, due to high levels of salt, would not and does not sustain winegrapes. Later the property was again listed with Ghisletta Land & Investment for portions of 2020 up to February 2021 and no offers were received.

After over 20 years of attempting to farm this property, GIV recognizes the futility of farming grape vines in soils that have seen increasing salinity not only from nearby salt water intrusion, but also from poor quality recycled irrigation water. Today GIV is farming only 67 vine acres and will be removing approximately 30 more vine acres in 2021. The

Napa County LAFCO  
September 30, 2021

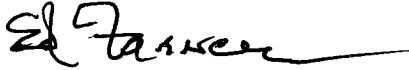
Attachment 3  
2021 Application

remaining vine acres will be removed in the next few years. GIV will not replant any of the property due to the toxicity of the soils.

Since the property is and can only be served by the City of American Canyon we believe that it should be included in the Sphere of Influence of the City of American Canyon.

Thank you for considering this information and our request.

Sincerely yours,



Ed Farver  
Manager  
Green Island Vineyards, LLC



Will Nord  
Manager  
Green Island Vineyards, LLC

cc: Brendon Freeman, Executive Officer

# **EXHIBIT C**



UBS Farmland Investors  
2021 Application  
1920 Tienda Drive, Suite 204  
Lodi, CA 95242  
Tel. +1-209-368 8874

Erik C. Roget, ARA, RPRA, AFM  
Erik.Roget@ubs.com

www.ubs.com

Green Island Vineyard, LLC  
Mr. Will Nord, Manager  
Mr. Ed Farver, Manager  
Mr. David B. Gilbreth, Manager  
1152 Hardman Avenue  
Napa, CA 94558

September 30, 2021

**Re: Green Island Vineyard, TLH #1**

Gentlemen:

This letter is intended to summarize our company's efforts in 2016 to acquire the above referenced vineyard in the City of American Canyon in Napa County on behalf of one of our clients. Part of our efforts included spending material client funds to undertake appropriate due-diligence activities of the property including but not limited to soil and vine testing by Crop Care Associates, a highly regarded local agricultural consulting firm. In addition, we spent time analyzing the water supply and conditions of the vineyard.

Importantly, under the UBS Farmland Investors business model, we do not directly operate any of the farms we manage but lease them out. The proposed tenant for this acquisition was the Mumm Napa winery which had been purchasing grapes from the vineyard for a number of years. The Crop Care report was, of course, provided to Mumm Napa for their review and comment along with other due-diligence materials. That combined with their noted concerns regarding the condition of the vineyard following the 2016 crop and extended drought conditions at that time resulted in Mumm Napa declining to enter into a long-term lease with our client.

With no other prospective tenants and because of the noted concerns, we concluded that the vineyard was not likely to be viable in the future due to saline toxicity and terminated our escrow. Looking back with the benefit of hindsight, I am relieved that the purchase was not completed and believe we avoided a potentially disastrous investment.

We appreciated your professional cooperation at the time and know like us that you are disappointed with the condition of the vineyard and soil.

Please feel free to contact me with any other questions you may have.



UBS Farmland Investors LLC  
2024 Application  
1920 Tienda Drive, Suite 204  
Lodi, CA 95242  
Tel. +1-209-368 8874

Erik C. Roget, ARA, RPRA, AFM  
Erik.Roget@ubs.com

[www.ubs.com](http://www.ubs.com)

Sincerely,

UBS Farmland Investors LLC

A handwritten signature in black ink, appearing to read "E.C. Roget".

Erik C. Roget  
Director



David B. Gilbreth, Manager  
Ed Farver, Manager  
Will Nord, Manager  
Green Island Vineyard LLC

October 12, 2021

**ADDENDUM ASSESSING FRUIT AND NUT TREES**  
**Soils and Vineyard Report**  
**Green Island Vineyard Project 21-178**

The objective of this Addendum is to assess the feasibility of fruit trees and nut trees subject to the current condition of the Green Island Vineyard irrigation water chemistry, soil chemistry and condition of the vineyard and update the Site Visit Report Green Island Vineyard Project 21-178 dated September 29, 2021.

In summary, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard, that the vineyard is continuing in death spiral and the soils are unsustainable for not only wine grapes but also for fruit trees and nut trees as a result of excessive accumulation of salts in the rootzones of the vines and most certainly an expected accumulation of salts in the rootzones if the fruit trees and nut trees would be planted. Consequently, as generally anticipated based on the data presented in my 2018 report, in 2021 the vineyard owners removed one-half of the most severely affected vineyard blocks. An additional one-quarter of the blocks will be removed at the termination of this season (2021), and the remaining blocks will be removed in the very near future. The review of the American Canyon Recycled Water (ACRW) indicates it is unsuitable for not only winegrapes but also for fruit trees and nut trees. It is probably the repeated use of the ACRW on this vineyard that has caused the salinity, sodium, and chloride problems in the vineyard.

**Introduction**

I am incorporating the Vineyard Site Visit Report Green Island Vineyard Project 21-178 dated September 29, 2021 and rather than reiterating it, I am attaching it because all of the data, soils analysis and conclusions are relevant to assessing the feasibility of fruit and nut trees. For reference I have attached the *University Of California Crop Salinity Tolerance And Yield Function - Salinity Management* table. The table presents the Threshold EC value at which yields will start to decline, and the slope of the decline. The document then presents a qualitative assessment of the sensitivity of each fruit and nut tree to salinity damage. This data indicates that most fruit and nut trees are moderately sensitive with EC-Thresholds 1.5 to 1.8 dS/m.

The Threshold EC value for fruit tree and nut trees clearly indicates that the salt tolerance, which is the level at which plant damage is initiated, is unsustainable for grape vineyards is also unsustainable for fruit trees and nut trees because the Threshold EC values are quite similar. Any replanting of grapevines, or fruit and/or nut trees, would start with soil already above these thresholds, and then compound the salinity issue by the necessary continued irrigation with high-salt water.

Crop		EC of saturated soil extract		Rating <sup>2</sup>
Common name	Botanical name <sup>2</sup>	Threshold <sup>1</sup> dS/m	Slope (%)/ dS/m	
Almond	<i>Prunus dulcis</i>	1.5	19.0	S
Apple	<i>Malus sylvestris</i>			S
Apricot	<i>Prunus armeniaca</i>	1.6	24.0	S
Avocado	<i>Persea americana</i>			S
Blackberry	<i>Rubus sp.</i>	1.5	22.0	S
Boysenberry	<i>Rubus ursinus</i>	1.5	22.0	S
Castorbean	<i>Ricinus communis</i>			MS*
Cherimoya	<i>Annona cherimola</i>			S*
Cherry, sweet	<i>Prunus avium</i>			S*
Cherry, sand	<i>P. besseyi</i>			S*
Currant	<i>Ribes sp.</i>			S*
Date palm	<i>Phoenix dactylifera</i>	4.0	3.6	T
Fig	<i>Ficus carica</i>			MT*
Gooseberry	<i>Ribes sp.</i>			S*
Grape	<i>Vitis sp.</i>	1.5	9.6	MS
Grapefruit	<i>Citrus paradisi</i>	1.8	16.0	S
Guayule	<i>Parthenium argentatum</i>	15	13.0	T
Jjoba	<i>Simmondsia chinensis</i>			T
Jujube	<i>Zizohus jujuba</i>			MT*
Lemon	<i>Citrus A77011</i>			S
Lime	<i>C. aurantiifolia</i>			S*
Loquat	<i>Eriobotrya japonica</i>			S*
Mango	<i>Mangifera indica</i>			S*
Olive	<i>Olea europaea</i>			MT
Orange	<i>Citrus sinensis</i>	1.7	16.0	S
Papaya	<i>Carica papaya</i>			MT
Passion fruit	<i>Passiflora edulis</i>			S*
Peach	<i>Prunus persica</i>	1.7	21.0	S
Pear	<i>Pyrus communis</i>			S*
Persimmon	<i>Diospyros virginiana</i>			S*
Pineapple	<i>Ananas comosus</i>			MT*
Plum; prune	<i>Prunus domestica</i>	1.5	18.0	S
Pomegranate	<i>Punica granatum</i>			MT*
Pummele	<i>Citrus maxima</i>			S*
Raspberry	<i>Rubus idaeus</i>			S
Rose apple	<i>Syzygium jambos</i>			S*
Sapote, white	<i>Casimiroa edulis</i>			S*
Tangerine	<i>Citrus reticulata</i>			S*

**Conclusion**

In conclusion, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard that the vineyard is continuing in death spiral and the soils are unsustainable not only for wine grapes, but also for fruit trees and nut trees as a result of excessive accumulation of salts in the rootzones of the vines and most certainly an expected accumulation of salts in the rootzones of any future fruit trees and nut trees.

*Paul R. Anamosa*

Paul R. Anamosa, Ph.D.  
Soil Scientist & Viticulturist

## Hal Huffsmith

October 20, 2021

Mr. Will Nord  
Mr. Ed Farver  
Mr. David Gilbreth  
1152 Hardman Avenue, Napa CA

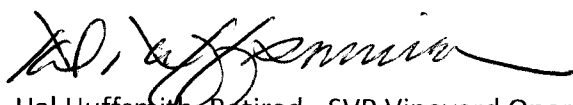
Gentlemen,

Pursuant to a request from David Gilbreth to examine soil, irrigation water and related material associated with past and recent studies addressing vineyard productivity and longevity for the property located at 1661 Green Island Road, American Canyon, I offer the following opinion based on an examination of those studies and a recent walk-through evaluation of the property.

The referenced soil and irrigation water studies (Crop Care Associates Baseline Soil Analysis and Viticulture Assessment – September 30, 2015, Vineyard Soil Technologies Soil Water Chemistry Review – June 2018, Vineyard Soil Technologies Baseline Soil Analysis for Vineyard Problem Investigation – September 2019 and Vineyard Soil Technologies reexamination of previous studies and on site vineyard evaluation (Site Visit Reports) – September 15, 21 and 29, 2021) lead to the same conclusion that it is highly unlikely that this property will support a financially viable vineyard. The current “root zone” salinity levels and the continued use of the saline American Canyon Recycled Water (ACRW) for irrigation have rendered this property unsuitable for wine grape production.

Based on my experience as Senior Vice President of Vineyard Operations for Trinchero Family Estates (responsible for farming 9,500 acres of wine grapes across 10 California counties) I agree with Dr. Anamosa’s assessment and conclusion that, due to excessive salt accumulation with the continued use of ACRW for vineyard irrigation, the Green Island Vineyard is engaged in a “death spiral” leading to soil conditions that are toxic to grapevines.

Sincerely,



Hal Huffsmith, Retired - SVP Vineyard Operations, Trinchero Family Estates

ROBERT STEINHAUER  
WINELAND CONSULTING, LLC

October 27, 2021

Napa County LAFCO  
Attn: Diane Dillon, Chair  
1754 2<sup>nd</sup> Street, Suite C  
Napa, CA 94559

Re: Green Island Vineyards, LLC Sphere of Influence Application  
Confirmation of Unsuitable Soils/Support for SOI Application Actually Protects Sustainable  
Agriculture

Dear Chair and Commissioners:

I have been requested by the Green Island Vineyard LLC managers to independently provide my opinion of the soil, irrigation water and related material associated with various studies and opinions set forth below involving the agricultural viability of the property at 1661 Green Island Road, American Canyon. My opinion is a result of a site visit to the vineyard in the last week and a review of those studies.

I reviewed the following studies:

- Crop Care Associates Baseline Soil Analysis and Viticulture Assessment, dated September 30, 2015;
- Vineyard Soil Technologies Soil Water Chemistry Review, dated June 2018;
- Vineyard Soil Technologies Baseline Soil Analysis for Vineyard Problem Investigation - September 2019 and Vineyard Soil Technologies reexamination of previous studies and on site vineyard evaluation (Site Visit Reports) dated September 15, 21 and 29, 2021 respectively in which Dr. Anamosa reached the conclusion that it is highly unlikely that this property will support a financially viable vineyard. The current "root zone" salinity levels and the continued use of the saline American Canyon Recycled Water (ACRW) for irrigation have rendered this property unsuitable for wine grape production; and,
- Hal Huffsmith's confirming opinion dated October 20, 2021.
- Published reports and my technical files for reference for my comprehensive review.

As a result of my review of those studies, I clearly agree with the opinions and conclusions of Dr. Anamosa and Hal Huffsmith that there is toxic salt accumulation and that the Green Island Vineyard will not sustain a grape vine vineyard. Additionally, I note that there is no reasonable water source for any viable agricultural activity.

Respectfully, I urge you to accept and approve the application to include this property into the Sphere of Influence in the City of American Canyon for the following reasons:

The SOI Application actually protects sustainable agriculture and is a benefit to the Napa community.

The Napa Cities, Napa County and the State of California over a period of more than ten years have invested tens of millions of dollars of road infrastructure extending Devlin Road and connecting it to

Green Island Road with a goal of having a western traffic connector for truck traffic west of 29, keeping trucks off of 29 so they can go in and out of Jameson Canyon.

Importantly the goal includes providing warehousing in the City of American Canyon served by this infrastructure in order to protect viable agricultural lands. The GIV LLC property is clearly not viable agricultural land.

The infrastructure is essentially complete except for the improvements on Green Island Road. This property is served by this western traffic connector and if not included part of the overall goal and investment by local and state governments would certainly not be realized.

Respectfully submitted,



Robert Steinhauer  
Wineland Consulting, LLC

Ed Henderson  
269 Monte Vista Drive  
Napa, CA 94558

November 9, 2021

Napa County LAFCO  
Attn: Diane Dillon, Chair  
1754 2<sup>nd</sup> Street, Suite C  
Napa, CA 94559

Re: Support for Sphere of Influence Application by GIV, LLC

Dear Chair Diane Dillon & Members of the Commission:

I strongly, most respectfully, urge you to approve the GIV, LLC SOI Application because I think it is in the absolute best interest of the Napa community, is in compliance with applicable law, and is consistent with excellent planning which clearly preserves and supports the preservation of viable agriculture, logical boundaries, the delivery of services, and is needed to complete the road infrastructure regarding the extension of Devlin Road and the connection to Green Island Road.

If this land was out in the middle of nowhere of course I wouldn't support the application. But that's not the case here and this just makes overall classical good planning sense with logical boundaries.

Incidentally, I am troubled and dismayed that the authority of the City of American Canyon and the authority of Napa County LAFCO seems to be undermined by an agreement in 2008 that purports to limit the rights of the City to modify its Urban Limit Line for a period of about 22 years, i.e., to 2030. Fundamentally, among other items, in my view, there should be no such purported limitations and as a matter of reality it is impossible to tell the future. Proper planning should not restrain Cities or try to compel the City to foresee the future, especially over a 22 year period. Obviously it has been 13 years and there have been enormous changes including the construction of the Amazon Hub , IKEA warehouse and massive infrastructure improvements.

The land, as confirmed by the leading viticultural experts in Napa County, has no agricultural viability. All of the services come from the City of American Canyon and none come from the County of Napa. It appears to be a quarter of a mile or more south of the developed northern boundary of the City of American Canyon and a cut out piece surrounded on three sides by the City of American Canyon.

As some might know, it was my honor and pleasure to be the Mayor of the City of

Napa for eight years from 1997 to 2005.

I appointed council member JoAnn Busenbark to LAFCO so that she would independently and thoughtfully consider and make her decisions regarding the incorporation of the City of American Canyon and applications for SOI's and ultimate annexations.

I was proud of her thoughtful decisions in March 1998 to include non-viable agricultural lands and annex them into the City of American Canyon. She looked at the totality of the facts, including the non-viable agricultural aspect, the location adjacent to the City of American Canyon and the provision of services, the need to put housing there so that the housing didn't take up viable agricultural lands to the north and made her decision. She understood that the AW designation on the 157 acre parcel and the other parcel of 25 acres, under the circumstances, should and was considered but common sense and logical planning supported her decision to include non-viable agricultural lands (confirmed by soil samples and lack of a water source) which did in fact thoughtfully preserve viable agriculture. I believe that that's the case now and actually even stronger. Our Napa community has invested tens of millions of dollars to create an industrial area and put in the road extensions on Devlin Road to keep warehousing from the northern viable agricultural lands and truck traffic off of Highway 29. This land will contribute to those goals and pay for a portion of the last upgrades required on Green Island Road and preserve viable agriculture.

I believe GIV's proposal is logical and should be approved.

Thank you for your consideration.



Ed Henderson

Report on the Economic Viability of Agricultural Production on

1611 Green Island Road, American Canyon, CA

Prepared for GIV, LLC.

By Wenbiao Cai, Ph.D., Vega Economics

November 12, 2021

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**I. QUALIFICATIONS AND ASSIGNMENT**

1. My name is Wenbiao Cai. I am a Director at Vega Economics, a full-service economic consulting firm located in Berkeley, California. I hold a Ph.D. in Economics from the University of Iowa and a bachelor's degree in Finance from the University of Alberta. Prior to joining Vega, I was an associate professor of economics at the University of Winnipeg.
2. I am a specialist in agricultural economics. My doctoral dissertation was on agriculture and income differences across countries. My research on agricultural economics has been published in leading economics journals including *Economic Inquiry*, *Journal of Economic Dynamics and Control*, and *International Economic Review* and has received research funding from government agencies including the Social Science and Humanities Research Council of Canada.
3. I have been asked to provide my independent professional opinion on the economic feasibility of agricultural production on the real property located on 1611 Green Island Road, City of American Canyon, California (the "Subject Property").
4. It is my understanding that the owner of the Subject Property commissioned a report by Dr. Paul R. Anamosa (the "Anamosa Report"), who opined that the soil on the Subject Property is "not suitable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines."<sup>1</sup> In an addendum to his report, Dr. Anamosa further opined that the property is "unsuitable for not only wine grapes but also for fruit trees and nut trees."<sup>2</sup>
5. I relied on the Anamosa Report for the scientific assessment of soil salinity on the Subject Property. Because Dr. Anamosa has provided his professional opinion that it is not sustainable to grow wine grapes, fruit trees, or nut trees on the Subject Property, I did not evaluate the economic feasibility of growing these agricultural commodities on the Subject Property.
6. Instead, I evaluated whether the Subject Property soil can support growing other crops commonly planted in the Napa County region and, if so, whether such an operation would be economically viable. I also evaluated whether the Subject Property could support an economically viable ranching operation with cows.

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<sup>1</sup> Anamosa, Paul R. Site Visit Report, Green Island Vineyard Project 21-178 (September 21, 2021) at 1.

<sup>2</sup> Anamosa, Paul R. Addendum Assessing Fruit and Nut Trees, Soils and Vineyard Report, Green Island Vineyard Project 21-178 (October 12, 2021) at 3.

7. Based on my review of Dr. Anamosa's soil report and my independent analysis of the costs and revenues of growing barley and running a beef cattle operation on the Subject Property, it is my professional opinion that agricultural production is not economically viable on the Subject Property.

**II. AGRICULTURAL PRODUCTION IS NOT ECONOMICALLY VIABLE ON THE SUBJECT PROPERTY.**

8. The Subject Property is comprised of 157 gross acres, although I understand from the property owner that excluding ditches and roads, only 135 net acres are suitable for agriculture. The Subject Property has been used as vineyard since it was purchased but has experienced unsustainable toxic salinity. As a result, the property owner removed 65 acres of vineyard from production with no plans to replant the acreage.<sup>3</sup> I further understand from the property owner that another 35 acres are currently being taken out of production, with the remaining 35 acres to be taken out next year.
9. The Subject Property is within the boundaries of Napa County. Wine grapes are the dominant agricultural commodity in Napa County, accounting for more than 99 percent of the total value of agricultural commodities produced in 2019. Outside of wine grapes, agricultural commodities produced in the county include animal products (cattle and calves, sheep and lambs), nut and fruit trees, range pasture, vegetables, and hay.<sup>4</sup>

**A. The Subject Property Soil Is Not Sustainable for Growing Vegetables.**

10. Napa County produced a total \$171,500 in vegetables in 2019 and \$198,700 in 2020.<sup>5</sup> Growing vegetables on the Subject Property, however, is not sustainable due to the high level of soil salinity. **Table 1: Salinity Tolerance of Vegetables Commonly Grown in California** below, which is based on information contained in a crop salinity tolerance and yield function table published by the University of California at Davis,<sup>6</sup> summarizes the threshold salinity level for a variety of selected vegetables. For comparison, values for grapes, fruit trees, and nut trees are also included.

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<sup>3</sup> GIV, LLC. Sphere of Influence Amendment Attachment #3 (September 30, 2021).

<sup>4</sup> "Napa County Agricultural Crop Report 2020." *Napa County Department of Agriculture and Weights and Measures* (2020) at 5. <<https://www.countyofnapa.org/DocumentCenter/View/21404/2020-Agricultural-Crop-Report-English?bidId=>> (accessed Nov. 10, 2021).

<sup>5</sup> *Id.*

<sup>6</sup> "Crop Salinity Tolerance and Yield Function." *Salinity Management, University of California at Davis.* <[https://ucanr.edu/sites/Salinity/Salinity\\_Management/Effect\\_of\\_soil\\_salinity\\_on\\_crop\\_growth](https://ucanr.edu/sites/Salinity/Salinity_Management/Effect_of_soil_salinity_on_crop_growth)> (accessed Nov. 9, 2021).

11. Soil salinity is measured by the electrical conductivity of saturated soil extracts ( $EC_e$  in  $dS/m$ ). The threshold indicates the level of salinity above which yield starts to decrease. The slope indicates the percentage yield decrease when the salinity level increases by one unit above the threshold.
12. Many vegetables commonly planted in California have salinity tolerance that is similar to that of grapes. The Anamosa Report has concluded that the Subject Property soil is not sustainable for growing wine grapes, fruit trees, or nut trees. Based on this conclusion from the report, and my analysis of the salinity tolerance of vegetables, I conclude that the Subject Property soil is not sustainable for growing vegetables commonly planted in California.

**Table 1:** Salinity Tolerance of Vegetables Commonly Grown in California

Vegetable	Threshold ( $dS/m$ )	Slope (% per $dS/m$ )
Asparagus	4.1	2
Bean	1.0	19
Broccoli	2.8	9.2
Brussel sprouts	1.8	9.7
Cabbage	1.0	14
Cauliflower	1.8	6.2
Celery	2.5	13
Cucumber	1.1	6.9
Kohlrabi	1.3	13
Lettuce	1.7	12
Okra	1.2	16
Pea	1.5	14
Pepper	1.7	12
Pumpkin	1.2	13
Radish	2.0	7.6
Spinach	3.2	16
Squash, zucchini	1.0	33
Strawberry	1.5	11
Sweet potato	2.5	9.9
Tomato	0.9	9
Grape	1.5	9.6
Almond	1.5	19
Apricot	1.6	24
Orange	1.7	16

**B. Growing Barley on the Subject Property Is Not Economically Viable.**

13. Some agricultural commodities are more saline-tolerant than others. Barley is one of the most saline-tolerant crops with a threshold salinity level of  $8 dS/m$ . It is commonly grown in the Central Valley and surrounding foothills, but no significant production of barley has been reported for Napa County

during the 2019-2020 growing season.<sup>7</sup> Nevertheless, because the prospect of growing barley on the Subject Property is supported by the plant's salinity tolerance, I fully evaluated this possibility.

14. I estimated the economic returns to an investor who purchases the Subject Property to grow barley. Two models of cultivation were considered—irrigated and non-irrigated. The expected yield from irrigated production is 65 bushels per acre, based on historical yields for the state of California.<sup>8</sup> The expected yield from non-irrigated production is 32.5 bushels per acre, which was assumed to be half the expected yield from irrigated production. The total revenue from these yields was calculated, including both the sales of grains as the primary product as well as the sales of secondary products such as silage, straw, and grazing.
15. I relied on the October 2021 Costs and Returns report on barley production published by the United States Department of Agriculture (“USDA”) for the following information: (1) per-acre value of secondary product; (2) per-acre operating costs except for hired labor; and (3) per-acre allocated overhead costs except for the cost of land and the opportunity cost of unpaid labor.<sup>9</sup>
16. I made the following adjustments to the USDA cost estimates to reflect market conditions specific to California and Napa County. First, I estimated the cost of hired labor based on a labor requirement of two hours per acre (one hour for tilling and one hour for harvesting) and a cost of \$32 per acre. I estimated an opportunity cost of \$32 per acre for unpaid labor supplied by the owner (or family members). Second, for non-irrigated production, the cost of irrigation and straw baling was reduced by 80 percent and the costs of fuel, lube, electricity, repairs, and hired labor were reduced by 20 percent, relative to irrigated production. Third, capital recovery of machinery and equipment is scaled by the ratio of the assumed planted acres on the Subject Property (135 acres) to the benchmark acres used in the USDA estimates (289 acres).

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<sup>7</sup> “California Agricultural Statistics Review 2019-2020.” *California Department of Food and Agriculture* (2020). <[https://www.cdfa.ca.gov/Statistics/PDFs/2020\\_Ag\\_Stats\\_Review.pdf](https://www.cdfa.ca.gov/Statistics/PDFs/2020_Ag_Stats_Review.pdf)> (accessed Nov. 10, 2021).

<sup>8</sup> Lazicki, Patricia, Daniel Geisseler, and William R. Horwath. “Barley Production in California.” *University of California at Davis* (June 2016) at 2. <[https://apps1.cdfa.ca.gov/FertilizerResearch/docs/Barley\\_Production\\_CA.pdf](https://apps1.cdfa.ca.gov/FertilizerResearch/docs/Barley_Production_CA.pdf)> (accessed Nov. 10, 2021).

<sup>9</sup> “Commodity Costs and Returns.” *United States Department of Agriculture*. <<https://www.ers.usda.gov/data-products/commodity-costs-and-returns/>> (accessed Nov. 9, 2021). Numbers cited in the table correspond to the “Fruitful Rim” region in the USDA report, which includes California.

17. Lastly, I calculated the cost of land by amortizing 80 percent of the purchase price over 30 years at an annual interest rate of 3.7 percent. The annual cost is \$81,384, which implies a per-acre cost of \$603 on a 135-acre production basis.<sup>10</sup>
18. **Table 2: Revenue and Cost Estimates of Hypothetical Barley Production** summarizes the estimated total revenue, operating costs, and overhead costs of the hypothetical barley production, for both the irrigated and non-irrigated scenarios.

**Table 2: Revenue and Cost Estimates of Hypothetical Barley Production<sup>11</sup>**

	Irrigated	Non-Irrigated
<b>Gross value of production</b>		
Yield (bushels per planted acre)	65.0	32.5
Price (dollars per bushel at harvest)	\$4.8	\$4.8
Primary product, grain	\$313.3	\$156.7
Secondary product, silage/straw/grazing	\$20.1	\$20.1
Total, gross value of production	\$333.4	\$176.7
<b>Operating costs</b>		
Seed	\$29.4	\$29.4
Fertilizer	\$57.0	\$57.0
Chemicals	\$19.1	\$19.1
Custom services	\$28.3	\$28.3
Fuel, lube, and electricity	\$40.6	\$32.5
Repairs	\$45.0	\$36.0
Irrigation and straw baling	\$18.5	\$3.7
Interest on operating inputs	\$0.5	\$0.5
Hired labor	\$32.0	\$25.6
Total, operating costs	\$270.4	\$232.1
<b>Allocated overhead</b>		
Cost of land	\$603	\$603
Opportunity cost of unpaid labor	\$32.0	\$32.0
Capital recovery of machinery and equipment	\$63.4	\$63.4
Taxes and insurance	\$10.9	\$10.9
Total, allocated overhead	\$709.2	\$709.2
<b>Costs listed</b>		
Total, costs listed	\$979.6	\$941.3
<b>Net value</b>		
Value of production less total costs listed (per-acre)	-\$646.2	-\$764.6
Value of production less total costs listed (annual)	-\$87,241	-\$103,219

<sup>10</sup> The 2021 assessed land value for the Subject Property is \$1,841,670, as reported by the Napa County Assessor. <<https://common1.mptsweb.com/mbap/napa/asr>> (accessed Nov. 12, 2021).

<sup>11</sup> Unless otherwise noted, dollar values are expressed in units of dollars per acre.

19. Based on my calculations, irrigated barley production on the Subject Property would generate a total revenue of \$333.4 per acre at a cost of \$979.6 per acre, resulting in a loss of \$646.2 per acre. On a 135-acre production basis, the annual total loss would be \$87,241.
20. Based on my calculations, non-irrigated barley production on the Subject Property would generate a total revenue of \$176.7 per acre at a cost of \$941.3 per acre, resulting in a loss of \$764.6 per acre. On a 135-acre production basis, the annual total loss would be \$103,219.
21. My estimate of the net revenue from the hypothetical barley production is conservative. First, the implied wage of \$16 per hour for hired labor is likely unattainable in the current market, given the severe labor shortage many sectors face at present. Higher labor cost reduces net revenue. Second, the Subject Property currently relies on salty recycled water supplied by the City of American Canyon for irrigation. Growing barley with salty recycled water reduces yield once soil salinity reaches the threshold. That would also reduce net revenue.
22. Based on these analyses, I conclude that barley production on the Subject Property is not economically viable.

**C. A Sheep and Lamb Operation on the Subject Property Is Not Economically Viable.**

23. To determine the economic prospect of a sheep and lamb operation on the Subject Property, I reviewed a cost of production analysis published by the American Sheep Industry Association. The report shows, based on most recent estimates, that a representative operation in the western U.S. would produce a loss of \$15.67 per ewe.<sup>12</sup>
24. The report also indicates that hired labor and pasture are the two largest operating costs for a sheep and lamb operation. Considering that the Subject Property currently has no irrigated pasture and higher labor costs in California than in other western states, I conclude that a sheep and lamb operation on the Subject Property would not be economically viable either.

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<sup>12</sup> “U.S. Baseline Lamb Cost of Production Analysis, 2018 Update.” *American Sheep Industry Association* (November 27, 2019) at 15. <<https://www.sheepusa.org/wp-content/uploads/2019/12/2018-ASI-Budget-Project.pdf>> (accessed. Nov. 11, 2021).

**D. A Beef Cattle Operation on the Subject Property Is Not Economically Viable.**

25. In 2019, Napa County produced roughly \$3 million of animal products, among which beef represents the largest value of production. I estimated the economic returns to an investor who purchases the Subject Property to run a beef cattle operation.
26. The hypothetical operation I considered involves purchasing twenty yearling heifers in the spring and feeding them on grass from April to October until they reach 1,100 pounds in weight. The animals would then be harvested, processed, and packaged at a USDA-inspected processing plant. Revenue is generated through sales of packaged beef products to consumers.
27. I relied on a 2017 cost study of a 20-head beef cattle operation in the Northern Sacramento Valley, published by the University of California at Davis, for the following information: (1) average hanging carcass weight for 1,100-pound cattle; (2) operating costs; and (3) overhead costs except for land cost, opportunity cost of unpaid labor, interest on working capital, and fencing cost.<sup>13</sup>
28. I made the following adjustments to those costs. First, unit variable costs and cash overhead costs were adjusted for inflation at an annual rate of three percent. Second, the purchase cost of heifers and the unit wholesale price of beef were updated to reflect current market rates. The purchase price of heifers was based on a February 2021 report from Shasta Livestock Auction Yard.<sup>14</sup> The wholesale price per pound is estimated using the average beef wholesale price reported by the USDA between 2015 and 2020.<sup>15</sup> Third, working capital is calculated as the sum of operating cost and the purchase price of heifers, of which 40 percent is assumed to be borrowed at an annual interest rate of six percent. Fourth, it is assumed that the property owner provides unpaid labor on a part-time basis, with an opportunity cost of \$5,376.<sup>16</sup> Fifth, I estimated a land cost of \$81,384, based on amortizing 80 percent of the purchase price over 30 years at an annual interest rate of 3.7 percent.
29. Lastly, an amortized fencing cost was added to the overhead cost. Fences provide protection for the cattle and are necessary for a ranching operation on the Subject Property that borders busy roads on three sides and the Napa River on the fourth. At present, the Subject Property is not fenced. I

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<sup>13</sup> “Current Cost and Return Studies.” *University of California at Davis* (June 11, 2020). <<https://coststudies.ucdavis.edu/en/current/>> (accessed Nov. 9, 2021).

<sup>14</sup> “Current Market Report.” *Shasta Livestock Auction Yard* (February 12, 2021) <<https://shastalivestock.com/current-market-report/>> (accessed Nov. 9, 2021).

<sup>15</sup> “Meat Price Spreads.” *Economic Research Service, United States Department of Agriculture* (November 10, 2021). <<https://www.ers.usda.gov/data-products/meat-price-spreads/>> (accessed Nov. 10, 2021).

<sup>16</sup> Calculated based on forgone wage rate of \$32 per hour and 7 hours per week from April to October.

estimated the total cost of installing barbed wire fences around the Subject Property, based on an estimated cost of \$2.72 per linear foot and an estimated perimeter length of 12,196 feet. The total cost is amortized over an assumed working life of ten years.<sup>17</sup>

30. **Table 3: Revenue and Cost Estimates of Hypothetical Beef Cattle Operation** summarizes the returns to the hypothetical beef cattle operation on the Subject Property. The operation would generate a total revenue of \$22,031 at a cost of \$115,033, resulting in an annual total loss of -\$93,002.

**Table 3: Revenue and Cost Estimates of Hypothetical Beef Cattle Operation**

		Animals	Weight	Dollar Value	Gross Value
<b>Gross Value of Production<sup>18</sup></b>					
Carcasses sold		20	627	\$3.4	\$42,511
Calves purchased		20	800	\$1.3	\$20,480
Total, gross value of production					\$22,031
<b>Operating Cost</b>	<b>Units</b>		<b>Animals</b>	<b>\$/Unit</b>	<b>Total Costs</b>
Pasture lease	AUM	6.00	20	\$33.8	\$4,052
Salt/mineral supplements	Tons	0.50	20	\$270.1	\$135
Hay	Tons	1.00	20	\$135.1	\$135
Veterinary/Medical	Each		20	\$4.4	\$89
Death loss (1% of purchased price)				\$204.8	\$205
Brand inspection	Each		20	\$1.4	\$28
Marketing order promotion	Each		20	\$1.1	\$23
Harvest costs	Carcass		20	\$112.6	\$2,251
Cut and wrap	Pounds	627	20	\$1.1	\$14,114
Marketing advertisement costs	Each		20	\$39.4	\$788
1-Ton pickup truck	Miles	1,000		\$0.6	\$608
Stock trailer	Miles	400		\$0.2	\$90
ATV-4WD	Miles	1,000		\$0.4	\$394
Horse (shoes, vet, & feed)	Each		1	\$225.1	\$225
Total, operating costs					\$23,136
<b>Allocated Overhead</b>					
Cost of land					\$81,384
Opportunity cost of unpaid labor					\$5,376
Amortized fencing cost					\$3,311
Interest on working capital					\$521
Insurance (Liability)					\$1,021
Office expenses					\$281
Total, allocated overhead					\$91,897
<b>Total Cost</b>					
Total, costs listed					\$115,033
<b>Net Revenue</b>					
Value of production less total costs listed (annual)					-\$93,002

<sup>17</sup> “Estimated Costs for Livestock Fencing.” *Ag Decision Maker, File B1-75. Iowa State University Extension and Outreach* (February 2012). < <https://www.extension.iastate.edu/agdm/livestock/html/b1-75.html> > (accessed. Nov. 10, 2021). The reported estimates are adjusted for inflation at an annual rate of five percent and an average labor cost of \$32 per hour.

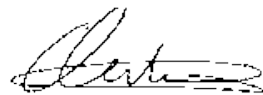
<sup>18</sup> The purchased heifer’s weight is on the hoof whereas the carcass’s sold weight is the hanging weight.

31. My calculation of net revenue is conservative because a 20-head operation may exceed the maximum number of animals the Subject Property can support. A general rule of thumb is that 15 to 18 acres of non-irrigated rangeland is needed for each animal,<sup>19</sup> which suggests that the 157-acre Subject Property can support, at most, 10 animals. Since a smaller number of animals reduces revenue proportionately—but not costs—the expected loss would be larger if the actual number of animals in the operation were lower.
32. Based on these calculations, I conclude that a beef cattle operation on the Subject Property is not economically viable.

### III. CONCLUSION

33. Based on my independent review of Dr. Anamosa's soil report, I conclude that the Subject Property soil is not sustainable for growing vegetables. Based on my review of cost studies published by the American Sheep Industry Association, I conclude that a sheep and lamb operation on the Subject Property would not be economically viable. Based on my analysis of costs and revenues, I further conclude that growing barley or running a beef cattle operation on the Subject Property would not be economically viable.
34. It is therefore my professional opinion that agricultural production is not economically viable on the Subject Property. Given the lack of economic profits, it is against the economic interest of a rational investor to purchase the Subject Property for the purpose of agricultural production.

Dated: November 12, 2021



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Wenbiao Cai, Ph.D.

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<sup>19</sup> Dan Macon and Hannah Meyer. "How Many Cows Can My Property Support? Basics of Carrying Capacity, Stocking Rate, and Pasture Irrigation." *University of California, Agriculture and Natural Resources, Cooperative Extension, publication number 31-1005* (June 2018). <<https://projects.sare.org/wp-content/uploads/Pub-31-1005-Carrying-Capacity-and-Stocking-Rate.pdf>> (accessed Nov. 10, 2021).

Lori Luporini  
November 25th, 2021

Dear LAFCO Commissioners,

I have had the honor of being on the City of American Canyon Planning Commission from 1994 to 1996 and the City of American Canyon City Council from 1996 to 2006 as a Council Member and a two term mayor.

The voters of the community, City Council and myself identified the critical importance of the green island road, lighting and landscaping improvements and how to pay for them over 25 years ago and we are unfortunately still waiting. We need your help.

The GIV lands, which clearly have no viable agricultural use or really anything else except for growing weeds, should respectfully be included in the sphere of influence for the City of American Canyon.

The inclusion of these lands are extremely important to the historical Napa County plans, the voters of the City of American Canyon and the voters of Napa County.

If approved, the City of American Canyon, can responsibly plan and implement the appropriate assessment district to pay for these improvements, which necessarily fiscally needs to include these lands, to get the nightmare traffic off of Highway 29 which goes through the heart of the City. This is what the voters have always wanted.

The community and Napa County have struggled with each other regarding the issues involving incorporation and other issues.

I believe and hope that your approval will provide for a very harmonious cooperative future together.

Thank you,  
Lori Luporini





## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Policy on Spheres of Influence*

(Adopted on June 7, 2021)

#### **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) 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.
- 3) 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.
- 4) 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.
- 5) 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.

- 6) 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.
- 7) 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.
- 8) 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.
- 9) 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) Consistency with the County General Plan and the general plan of any affected city or town.
  - c) 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.
  - d) Adopted policies of affected local agencies that promote infill development of existing vacant or underdeveloped land.
  - e) Amount of existing vacant or underdeveloped land located within any affected local agency's jurisdiction and current SOI.
  - f) Adopted urban growth boundaries by the affected land use authorities.

## **B. Scheduling Sphere of Influence Reviews and Updates**

[G.C. §56425\(g\)](#) directs the Commission to 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 Attachment A and be accompanied by a cover letter and a map of the proposed amendment. 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.

**Local Agency Formation Commission of Napa County**  
1754 Second Street, Suite C  
Napa, California 94559  
(707) 259-8645 Telephone  
[www.napa.lafco.ca.gov](http://www.napa.lafco.ca.gov)

**Questionnaire for Amending a Sphere of Influence**

1. Applicant information:

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone Number: \_\_\_\_\_ (Primary) \_\_\_\_\_ (Secondary)

E-Mail Address: \_\_\_\_\_

2. What is the purpose for the proposed sphere of influence amendment?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Describe the affected territory in terms of location, size, topography, and any other pertinent characteristics.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Describe the affected territory's present and planned land uses.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5. Identify the current land use designation and zoning standard for the affected territory.

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6. Is the affected territory subject to a Williamson Act contract? If yes, please provide a copy of the contract along with any amendments.

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7. If applicable, identify the governmental agencies currently providing the listed municipal services to the affected territory.

Water: \_\_\_\_\_

Sewer: \_\_\_\_\_

Fire: \_\_\_\_\_

Police: \_\_\_\_\_

Print Name: \_\_\_\_\_

Date: \_\_\_\_\_

Signature: \_\_\_\_\_

Napa County Agreement No. 7070  
American Canyon Agreement No. 2008-93

**AGREEMENT  
BETWEEN THE COUNTY OF NAPA  
AND  
THE CITY OF AMERICAN CANYON**

This Agreement (hereafter "Agreement") is entered into and effective as of July 3, 2008 by and between the County of Napa, a political subdivision of the State of California (hereafter "County"), and the City of American Canyon, a municipal corporation (hereafter "City").

**WHEREAS**, the parties recognize the importance of agricultural preservation and open space in the County and desire to preserve agricultural and open space lands in the County so as to maintain a viable agriculture-based economy, preserve open space, prevent urban sprawl, and direct growth and development into already urbanized areas; and

**WHEREAS**, the parties desire to implement the planned development of the City and adjacent lands within the County; and

**WHEREAS**, the parties recognize the importance of the Napa County Airport ("Airport") to the economy of the County and have a longstanding interest in protecting the Airport from the encroachment of incompatible land uses; and

**WHEREAS**, the parties recognize that citizens, businesses and employees within both jurisdictions benefit when the parties collaborate successfully and solve disagreements amicably; and

**WHEREAS**, the parties seek to provide a solid footing for future planning and decision-making by recognizing a mutually agreed upon City urban growth boundary that will remain in place without change until 2030; and

**WHEREAS**, the parties are taking such steps as may be necessary to ensure that an adjusted urban growth boundary in the form of an amended City Urban Limit Line will not be changed until the year 2030; and

**WHEREAS**, in the County's view, industrial development within the County Airport Industrial Area Specific Plan ("Airport Specific Plan") boundaries supports agricultural uses in the County, benefits the local economy, and will contribute to the construction of necessary infrastructure improvements; and

**WHEREAS**, the parties recognize that upon incorporation in 1992, the City assumed the rights and responsibilities of the former American Canyon County Water District; and

**WHEREAS**, the parties recognize that the City provides water service to properties located within the City's Water Service Area, which includes the Airport Specific Plan area, and

that it is essential for the City to continue to provide water service to these properties in an environmentally sensitive, reasonable and fair manner.

**NOW, THEREFORE, THE PARTIES AGREE AS FOLLOWS:**

**PART I. AGREEMENT DEFINITIONS**

When used in this Agreement, the following words or phrases shall have the following meanings unless the context clearly indicates otherwise:

“Airport Industrial Area Specific Plan” or “Airport Specific Plan” shall mean the 1986 Napa County Airport Industrial Area Specific Plan, as amended through the effective date of this Agreement.

“CEQA” shall mean the California Environmental Quality Act, Public Resources Code section 21000 *et seq.*

“City” shall mean the City of American Canyon.

“City Customers” shall mean all persons and entities presently receiving water service from the City, and all persons and entities that are requesting or in the future request new or increased water service from the City, for parcels that are located within City’s incorporated limits.

“City’s Water Service Area” shall mean all lands within the area depicted in Exhibit H, attached hereto and incorporated herein by this reference.

“County” shall mean the County of Napa.

“LAFCO” shall mean the Napa County Local Agency Formation Commission.

“Outside Customers” shall mean all persons and entities presently receiving water service from the City, and all persons and entities that are requesting or in the future request new or increased water service from the City for parcels that are located outside the City’s limits but within the Airport Industrial Area Specific Plan boundaries.

“Panattoni Property” shall mean that real property described by Assessor Parcel Numbers 057-090-075 and 057-090-076, consisting of approximately 16.30 acres and 34.40 acres, respectively, as is more fully described in Exhibit A, attached hereto and incorporated herein by this reference.

“Subject Parcels” shall mean:

1. The parcel commonly known as the “Headwaters property,” Assessor Parcel Number 057-090-069 consisting of approximately 218.06 acres as is more fully described in Exhibit B, attached hereto and incorporated herein by this reference.
2. The parcel commonly known as the “Atkins property,” Assessor Parcel Number 057-040-007 consisting of approximately 25.44 acres as is more fully described in Exhibit C, attached hereto and incorporated herein by this reference.

“Sphere of Influence” shall mean the LAFCO-approved plan for the probable physical boundary and service area of the City of American Canyon, as defined in Government Code section 56076.

“Urban Limit Line” or “ULL” shall mean that line which describes the boundaries described in Exhibit D, attached hereto and incorporated herein by this reference, beyond which the City and the City’s Sphere of Influence shall not expand prior to 2030 unless the citizens of the City first approve an expansion of the line.

**PART II. PRE-CONDITIONS TO THE AGREEMENT TAKING EFFECT;  
ANNEXATION OF PANATTONI PROPERTY**

**A. Preconditions to Agreement Effectiveness**

This Agreement, excluding Agreement Section II.B, shall become effective only if each and every one of the following events occurs within its respective time frame. Therefore, if any one of the preconditions fails to occur within the time frame set forth in this Agreement for that precondition, then this Agreement and the obligations of the parties as set forth in Agreement Section III shall automatically become null and void.

**1. *Industrial Easements.***

The City shall ensure that the owners of the Subject Parcels and the Panattoni Property, prior to amendment of the City’s sphere of influence and completion of annexation of the Subject Parcels and the Panattoni Property to the City:

a. Grant and record industrial easements in favor of the County in perpetuity, in a form acceptable to the County Counsel and the City Attorney, ensuring that the Subject Parcels and the Panattoni Property may be developed in accordance with the uses permitted for those parcels by the Airport Specific Plan, and

b. Deed restrict, in a form acceptable to the County Counsel and the City Attorney, the Subject Parcels and Panattoni Property prior to development or use of the same, ensuring that the Subject Parcels and the Panattoni Property shall be developed in accordance with the uses permitted for those parcels in the Airport Specific Plan.

c. The City shall ensure that any development approvals sought by the owners of the Subject Parcels and the Panattoni Property in the City shall be conditioned by the City to be industrial uses as permitted for those parcels by the Airport Specific Plan and that the owners of these parcels grant and record avigation (flight) easements in favor of the County, in a form acceptable to the County Counsel and the City Attorney.

**2. *Standards for Providing Water Service.*** On or before September 1, 2008 the City shall take the following actions:

a. Revise its water policies to confirm that the City will provide water service to all Outside Customers upon request under all of the same terms and conditions under which the City provides water service to City Customers, and that the City will not impose any term or condition on any water service to any Outside Customer that is different from the terms and conditions that the City imposes on City Customers, except that the City may continue to

impose higher water rates on Outside Customers consistent with *Hansen v. City of San Buenaventura* (1986) 42 Cal.3d 1172; and

b. Amend City Municipal Code sections 13.10.010, 13.10.020, and 13.10.040, and all other related Municipal Code provisions, implementing resolutions and policies, so that they will be consistent with Agreement Sections II.A.2.a, III.E, and Exhibit E. The City shall schedule a public hearing for this purpose. The City shall make all of the revisions and amendments referenced in Agreement Section II.A.1 and II.A.2 before the City files any requests for any amendment of the City's Sphere of Influence or any annexations of the Subject Parcels and the Panattoni Property.

3. ***Preconditions Are Prerequisite to Sphere of Influence Amendment and Annexation.*** Satisfaction of the requirements set forth in Agreement Section II.A.1 (Industrial Easements) and II.A.2 (Standards for Providing Water Service) are preconditions to this Agreement. If these preconditions are not satisfied, this Agreement shall be null and void.

**B. Immediate Annexation of Panattoni Property**

Notwithstanding any other provision of this Agreement, as an indication of good faith of both parties, the County shall, upon execution of this Agreement and upon satisfaction of the requirements set forth in Agreement Sections II.A.1 (Industrial Easements), II.A.2 (Standards for Providing Water Service) and III.F.2 (Property Tax Revenue Sharing Agreement), provide written support of that portion of City's application before LAFCO involving a sphere amendment or annexation of the Panattoni Property to the City.

**PART III. AGREEMENT OBLIGATIONS**

**A. City's Urban Limit Line**

The parties agree that the City's growth boundary shall not expand beyond the ULL described and depicted in Exhibit D until at least 2030. To implement this ULL agreement, the parties will take one or more of the following actions which are intended to ensure that the ULL will not change prior to 2030.

1. If a citizen's initiative is circulated that establishes an ULL as a part of the City General Plan that is consistent with Exhibit D and that cannot be changed without a vote of the people until 2030, and if that initiative gathers a sufficient number of valid signatures to require the City to either adopt the initiative or place the matter on the ballot, then the City shall either: (a) adopt the initiative without alteration at the regular meeting at which the certification of the initiative petition is presented to the City Council or within 10 days after it is submitted; or (b) place the matter on the ballot. Otherwise, this Agreement shall become null and void, except that the parties may agree otherwise concerning the 60 foot strip in the unincorporated territory separating Area 1 from Area 2, as described and depicted in Exhibit D.

2. If a notice of intent to circulate a citizen's initiative to establish an ULL consistent with Agreement Section III.A.1 is not filed with the City elections official on or before June 30, 2008, then a ballot measure that will establish an ULL in the City General Plan that is consistent with Exhibit D and cannot be changed without a vote of the people until 2030 shall be placed on

the November 2008 municipal ballot by the City Council. The order of election shall be adopted by the City Council no later than August 8, 2008. Any such ballot measure shall expressly provide that any further changes to the ULL described and depicted in Exhibit D prior to 2030 shall take effect only following the approval by a majority of the voters of the City at a regularly scheduled municipal election. If the City fails to place such a measure on the ballot, this Agreement shall automatically become null and void, except that the parties may agree otherwise concerning the 60 foot strip in the unincorporated territory separating Area 1 from Area 2, as described and depicted in Exhibit D.

3. If a notice of intent to circulate a citizen's initiative to establish an ULL in the City's General Plan that is consistent with Exhibit D and cannot be changed without a vote of the people until 2030 is filed with the City election official on or before June 30, 2008, and the initiative is circulated but fails to achieve the necessary number of signatures to qualify for the November 2008 ballot, then a ballot measure that will establish an ULL as a part of the City's General Plan that is consistent with Exhibit D and cannot be changed without a vote of the people until 2030 shall be placed on the November 2008 municipal ballot by the City Council. The order of election shall be adopted by the City Council no later than August 8, 2008. Any such ballot measure shall expressly provide that changes to the ULL depicted in Exhibit D that cannot be changed without a vote of the people prior to 2030 shall take effect only following the approval by a majority of the voters of the City at a regularly scheduled municipal election. If the City fails to place such a measure on the ballot, or if a referendum successfully repeals action of the City, this Agreement shall automatically become null and void, except that the parties may agree otherwise concerning the 60 foot strip in the unincorporated territory separating Area 1 from Area 2, as described and depicted in Exhibit D.

4. If the City fails to satisfy the requirements of Section III.A of this Agreement, or if the City is successfully challenged in court on its action as authorized in Agreement Section III.A, this Agreement shall automatically become null and void, excepting the obligations of Agreement Section II.B.

5. If Agreement Section III.A.1 is applicable and the City Council places the matter on the November 2008 ballot rather than adopting the initiative measure without alteration and the initiative does not pass, then this Agreement shall automatically become null and void, excepting the obligations of Agreement Section II.B.

6. If Agreement Section III.A.2 or III.A.3 is applicable, and Agreement Section III.A.1 is not, and if a majority of the voters of the City do not approve the ULL depicted in Exhibit D with the condition that it cannot be changed without a vote of the people until 2030, then this Agreement shall automatically become null and void, excepting the obligations of Agreement Section II.B.

7. Area 4 as described and depicted in Exhibit D (commonly known as "Clark Ranch West") is currently in an Agriculture, Watershed and Open Space land use designation. As a condition of this Agreement, the City will keep this area in open space, recreation, and/or wildlife conservation when the area is annexed to the City and will take all actions necessary to ensure that this property remains in open space, recreation and/or wildlife conservation.

**B. Sphere of Influence Amendments of the Subject Parcels**

Within ten days of execution of this Agreement, City shall amend its pending application for an amendment of its Sphere of Influence, which was filed with LAFCO in 2007, so that the application is consistent with this Agreement. City shall not pursue any applications with LAFCO for a Sphere of Influence amendment and/or annexation of any properties, other than the Panattoni Property as set forth in Agreement Section II.B, until the preconditions in Agreement Section II.A have been satisfied.

The parties recognize that any expansion of City's Sphere of Influence must be heard and approved by LAFCO. County agrees to provide written support of City's application to expand its Sphere of Influence to include the Subject Parcels described in Exhibits B and C but only if the voters of the City, or the City, as the case may be, first approves adoption of the ULL described in Exhibit D, with the condition that the approval occurred in such a manner that the approved ULL cannot be changed prior to 2030 except by the voters of the City. Otherwise, the County reserves the right to oppose including such parcels within the City's Sphere of Influence. This County obligation to support the City's application to expand its Sphere of Influence for the Subject Parcels is in addition to, and separate from the County's obligation to support any Sphere of Influence amendment necessary to complete the annexation of the Panattoni Property, as required by Agreement Section II.B.

**C. Annexation of the Subject Parcels**

The parties recognize that expansion of the City by annexation is a matter to be heard and approved by LAFCO. County agrees to provide written support of the City's application to LAFCO for annexation of the Subject Parcels described in Exhibits B and C only if the voters of the City, or the City, as the case may be, have first approved adoption of the ULL described in Exhibit D and further providing that the approval occurred in such a manner that the approved ULL cannot be changed prior to 2030 unless first approved by the voters of the City. Otherwise, the County reserves the right to oppose the annexation of the Subject Parcels. This obligation in support of the City's applications to annex the Subject Parcels is in addition to, and separate from, the obligation to support the annexation of the Panattoni Property as required by Agreement Section II.B.

It is further understood and agreed that nothing contained in this Agreement shall be construed as requiring the County to support annexations of parcels located within the ULL to the City or the inclusion of those parcels in the City's Sphere of Influence, other than the Subject Parcels and the Panattoni Property.

**D. Parties to Amend Their Respective General Plans**

1. ***County Requirements Following Voter Approval of the ULL Depicted in Exhibit D.*** The County will amend the Goals, Policies and implementing measures of all applicable maps, tables and diagrams of its General Plan to reflect the City adjusted ULL in a manner that is consistent with Exhibit D, concurrent with the completion of City's obligations described in Agreement Section III.A.

2. ***City Requirements if an Initiative Adopting the ULL Depicted in Exhibit D is successful.*** The City will amend the Goals, Policies and implementing measures of all applicable maps, tables and diagrams of its General Plan to reflect the City adjusted ULL in a manner that is consistent with Exhibit D, concurrent with the completion of City's obligations described in Agreement Section III.A.

**E. City Water Services to the Airport Industrial Specific Plan Area**

The City shall continue to provide water service to existing Outside Customers and, upon request, the City shall provide new or increased water service to all Outside Customers under the same terms and conditions under which the City provides water service to City Customers, as provided in Agreement Section II.A.2.a. The City shall provide all new City Customers and all new Outside Customers with water service under the conditions in Exhibit E, attached hereto and incorporated herein by this reference. Nothing in this Agreement shall limit or affect the rights of City water customers for parcels that are located outside the City's limits and the Airport Specific Plan area but within the City's Water Service Area.

**F. Property Tax Revenue Sharing Agreements**

1. Within 120 days of execution of this Agreement and as a condition of County's support of annexation of the Subject Parcels to City, the parties will enter into an agreement setting forth the method of sharing those incremental real property taxes (the "Tax Revenue Sharing Agreement") generated by the Subject Parcels subsequent to annexation of those parcels to the City. This Tax Revenue Sharing Agreement will become effective only upon annexation of the Subject Parcels to the City. The Tax Revenue Sharing Agreement shall provide that the City and County will each receive forty-seven and one-half percent (47.5%) of the property tax increment, with the American Canyon Fire Protection District, a subsidiary special district of the City receiving five percent (5%). The Agreement shall expressly provide that the City's proposed annexation of parcels within the voter approved ULL, other than the Subject Parcels and the Panattoni Property, are not subject to the Tax Revenue Sharing Agreement.

2. Within 120 days of execution of this Agreement and as a condition of County's support of annexation of the Panattoni Property to City, the parties will enter into a separate Tax Revenue Sharing Agreement setting forth the method of sharing those incremental real property taxes generated by the Panattoni Property subsequent to annexation of those parcels to the City. This Tax Revenue Sharing Agreement will become effective only upon annexation of the Panattoni Property to the City. The Tax Revenue Sharing Agreement shall provide that the City and County will each receive forty-seven and one-half percent (47.5%) of the property tax increment, with the American Canyon Fire Protection District, a subsidiary special district of the City receiving five percent (5%). The Agreement shall expressly provide that the City's proposed annexation of parcels within the approved ULL, other than the Subject Parcels and the Panattoni Property, are not subject to the Tax Revenue Sharing Agreement.

**G. Return of Tax Revenues**

1. Any party who violates one or more of the provisions contained in Agreement Section III.G.2. shall return to the other party the following incremental property tax revenues the offending party has received and will receive pursuant to the Tax Revenue Sharing

Agreements referenced in Agreement Section III.F.1 and III.F.2:

- a. All such property tax revenues received for the four (4) fiscal years prior to the fiscal year in which the violation occurred; and
- b. All such property tax revenues received for the fiscal year in which the violation occurred; and
- c. All such property tax revenues received in all future fiscal years following the fiscal year in which the violation occurred (i.e. in perpetuity).

2. A violation of the Agreement triggering Agreement Section III.G shall be deemed to have occurred if any of the following occurs:

- a. The ULL described and depicted in Exhibit D is changed on or before January 1, 2030, by the City, by the passage of an initiative measure placed on the ballot by the City, or by the passage of an initiative measure which resulted from a successful petition circulated by registered voters of the City which qualifies for the ballot.

- b. The City files an application with LAFCO prior to January 1, 2030 seeking to expand the City's Sphere of Influence to include parcels outside the ULL described and depicted in Exhibit D.

- c. The County fails to support the City's Sphere of Influence application and related annexation of the Subject Parcels in the manner and within the timeframes contemplated by this Agreement. Notwithstanding the foregoing, nothing in this Agreement shall be interpreted to require any member of the County Board of Supervisors to vote in any certain manner when sitting as a Commissioner on LAFCO.

- d. The City fails to provide a water service will-serve letter to any person or entity requesting such a letter in a manner that is consistent with the terms of this Agreement. If City fails to provide such a will-serve letter within 90 days after receiving a request for such a letter, and if a mutual agreement between the City and the property owner making the request to extend that 90 day period for up to an additional 180 days has not been executed within the original 90 day period, then it shall be conclusively presumed that the City has violated the requirement to provide water service will-serve letters upon request. This paragraph shall not apply if during that entire 90 day period the City has in effect a policy of refusing to provide water service to all new City Customers, and of refusing to provide increased levels of water to all existing City Customers, due to factors relating to water shortages encountered by the City. When said policy ceases to be applied, a requirement to provide the requested will-serve letters within the 90 day period following the termination of the policy shall automatically go into effect.

- e. The City fails to provide water service to, or unlawfully discriminates against any Outside Customer in the provision of water services, or the City otherwise does not provide water service to any Outside Customer in a manner that is consistent with this Agreement. However, the amount of water service that the City is obligated to provide shall be subject to the City's Zero Water Footprint Methodology, provided the City applies this Zero

Water Footprint Methodology equally to City Customers and Outside Customers in a manner that does not result in conditions of approval that differ between similarly situated Outside Customers and City Customers. The list of Water Conditions that the City will impose on all parcels for which new water service is requested is attached to this Agreement as Exhibit E, and a copy of the Zero Water Footprint Methodology is attached to this Agreement as Exhibit F. The process for Outside Customers to appeal conditions imposed by the City as a result of implementing the Zero Water Footprint Methodology is described in Exhibit G to this Agreement. Exhibits E, F and G are incorporated herein by this reference and may only be changed upon mutual consent of the parties.

f. The City imposes a requirement that any future Outside Customer, other than the owner or owners of record of the Subject Parcels, must consent to, or waive objection to, annexation of his, her, or its parcel to the City as a condition of receiving water services from the City.

g. The County amends its Airport Specific Plan prior to 2030 to allow residential uses in the Airport Specific Plan area.

## **II. Development of Parcels**

As a precondition to the grant of final entitlements to any of the Subject Parcels or the Panattoni Property that are not challenged within the applicable statute of limitations, the party having land use authority over that parcel shall ensure that all of the following are accomplished conditions of approval, either through a development agreement or a reimbursement agreement:

1. Subject to any claims the County is obligated to perform related to the Montalcino Project (Napa County Use Permit #98177-UP and #P05-0220-MOD), traffic mitigation fees attributable to the Subject Parcels and the Panattoni Property that the County receives pursuant to its Airport Industrial Area Traffic Mitigation Program, to the extent those parcels are developed in the unincorporated area shall be placed in a restricted account, if not already appropriated and expended by the County. All such fees shall be placed in a segregated account by the County Auditor and may only be disbursed to construct improvements to and/or extend Devlin Road from Tower Road to Airpark Road, as depicted in Exhibit I (attached to this Agreement and incorporated herein by this reference), including the construction of a two lane bridge ("Bridge") including pedestrian and bike lanes across Fagan Creek. If any of the Subject Parcels or the Panattoni Property is annexed to the City prior to development same, then the City shall pay to the County the amount of fees the County would have collected under the Airport Industrial Area Traffic Mitigation Program had that parcel been developed in the unincorporated area. City's obligation to pay those fees shall be due and payable within ten days of (1) issuance of the building permit or (2) whenever development would have triggered payment of the traffic mitigation fee under the County's Airport Industrial Area Traffic Mitigation Program had the parcel been developed in the unincorporated area, whichever date is earlier. The fees shall be used by the County to offset costs to construct improvements to and/or extend Devlin Road as described in this Agreement, or to reimburse County for expenditures it may have previously made toward the design and construction of Devlin Road in the event development on these parcels lags any portion of the development of Devlin Road.

2. The County shall take appropriate steps to ensure that the Devlin Road and Bridge are completed prior to 2018. This shall include the design, acquisition of right-of-way and construction of the Devlin Road extension and Bridge (including pedestrian and bike lanes) over Fagan Creek.

3. Development of the Headwaters property shall be conditioned upon dedication of a secondary public access road to support the Airport. That access road shall at a minimum be a Type H Collector including two travel lanes, parallel parking, and consisting of 56 feet of public right-of-way in accordance with Napa County Road and Street Standards.

4. The parties further agree that in order to implement the provisions of Agreement Sections III.H.1, III.H.2 and III.H.3, the Public Works Directors of the City and the County shall annually report to their respective entities with respect to the generation of all traffic revenue within the affected area and their expenditures to accomplish the described improvements.

#### **PART IV. GENERAL PROVISIONS**

##### **A. Warranty of Legal Authority**

Each party warrants and covenants that it has the present legal authority to enter into this Agreement and to perform the acts required of it hereunder. If any party is found to lack the authority to perform the acts required of it hereunder or is prevented from performing the acts by a court of competent jurisdiction, then this Agreement shall be null and void.

##### **B. Assignment/Delegation**

Neither party hereto shall assign or transfer any benefit or obligation of this Agreement without the prior written consent of the other, and no assignment shall be of any force or effect whatsoever unless and until the other party shall have so consented.

##### **C. Severability**

In the event any provision of this Agreement is held to be invalid or unenforceable, the remaining provisions of this Agreement will remain in full force and effect.

##### **D. Waiver**

Any waiver (express or implied) by either party of any breach of this Agreement shall not constitute a waiver of any other or subsequent breach.

##### **E. Venue**

This Agreement shall be governed and construed in accordance with the laws of the State of California. Any claim, action, arbitration or other proceeding arising from this Agreement shall be initiated and conducted only in the County of Napa.

##### **F. Notices**

All notices required or authorized by this Agreement shall be in writing and shall be delivered in person or by deposit in the United States mail, by certified mail, postage prepaid, return receipt

requested. Any mailed notice, demand, request, consent, approval or communication that either party desires to give the other party shall be addressed to the other party at the addresses set forth below. Either party may change its address by notifying the other party of the change of address. Any notice sent by mail in the manner prescribed by this Paragraph shall be deemed to have been received on the date noted on the return receipt or five days following the date of deposit, whichever is earlier.

***City of American Canyon:***  
 City Manager  
 300 Crawford Way  
 American Canyon, California 94503

With copy to:  
 City Attorney  
 Law Offices of William Ross  
 400 Lambert Street  
 Palo Alto, California 94306

***County of Napa:***  
 Napa County Executive Officer  
 1195 Third Street, Suite 310  
 Napa, CA 94559

With copy to:  
 Napa County Counsel  
 County of Napa  
 1195 Third Street, Suite 301  
 Napa, CA 94559

**G. Amendment**

This Agreement may only be amended in writing by an amendment authorized by the City Council and County Board of Supervisors, except as provided in Agreement Section IV.K below.

**H. Recitals Adopted**

The parties hereby agree to, and adopt, the Agreement recitals as portions of the Agreement.

**I. Termination for Cause**

Either party may terminate this Agreement for cause of non-performance. Such termination shall be based upon ninety (90) days notice given to the other party in the manner set forth in Agreement Section IV.F. Such notice shall also constitute a notice of default, which shall provide the defaulting party with an automatic right to cure the default within sixty (60) days.

**J. Joint Defense in Event of Third Party Challenges to the Agreement**

In the event of a third party challenge of any type to this Agreement, the parties agree to jointly

defend the validity and implementation of the Agreement.

**K. Extension of Dates by Mutual Agreement**

The dates provided for the performance of any of the terms of this Agreement may be changed and/or extended by mutual written agreement of the parties, the City acting through its City Manager and the County acting through its County Executive Officer.

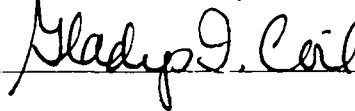
**L. Entire Agreement**

This document is intended both as the final expression of the agreement between the parties hereto with respect to the included terms and as a complete and exclusive statement of the terms of the Agreement. This Agreement may be executed in two counterparts, each of which shall constitute an original.

**IN WITNESS WHEREOF**, this Agreement was executed by the parties hereto as of the date first above written.

COUNTY OF NAPA  
By:   
BRAD WAGENKNECHT,  
Chair of the Board

ATTEST: Gladys I. Coil  
Clerk of the Board of Supervisors

By: 

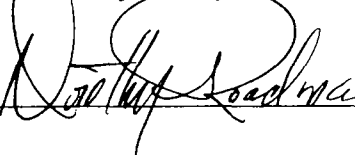
APPROVED AS TO FORM:  
ROBERT WESTMEYER, County Counsel

By: 

CITY OF AMERICAN CANYON

By:   
LEON GARCIA,  
Mayor

ATTEST: Dorothy Roadman  
American Canyon City Clerk

By: 

APPROVED AS TO FORM:  
WILLIAM D. ROSS, City Attorney

By: 

**EXHIBIT A**

## Legal Description of Panattoni Parcel

Commencing at the southwest corner of the 0.504 acre parcel of land described in the Deed to the State of California, recorded January 27, 1949 in Book 301 at page 69 of Official Records of Napa County; thence along the western line of the lands of said State of California; northerly along a curve to the left, from a tangent that bears N 0°12'55.6"W having a radius of 9910 feet, through a central angle of 2°16'39.4" an arc distance of 393.94 feet; thence N02°29'35"W 16.21 feet to a point on the south line of a 0.16 acre parcel of land described in Exhibit "B" of the Grant Deed recorded at series number 1993-037831 in the office of the Napa County Recorder; thence N63°49'30"W along the south line of said parcel 31.32 feet; thence N84°18'26"W along said south line 35.36 feet; thence N02°26'14"W to the centerline of Kelly Road South as shown on Exhibit "B" as shown on the Grant Deed recorded at series number 1993-037831 in the office of the Napa County Recorder; thence S87°25'31"W along said centerline 28.33 feet to a curve concave to the south, having a radius of 250 feet; thence westerly and southerly along said curve through a central angle of 33°41'24" an arc length of 147.00 feet; thence S53°44'07"W 376.66 feet to the beginning of a curve concave to the northwest, having a radius of 1000.00 feet; thence southerly and westerly along said curve through a central angle of 12°48'50" an arc length of 223.64 feet; thence S66°32'57"W 117.18 feet to the eastern line of a 35.29 acre parcel of land described in Exhibit "A" of the Grant Deed recorded at series number 1993-037831 in the Office of the Napa County Recorder; thence S08°41'22"E along said eastern line 65.93 feet to the southeast corner of said parcel; thence S61°04'46"W along the southern line of said parcel, 36.24 feet; thence S8°35'53"E 115.44 feet to the beginning of a curve concave to the west having a radius of 1000.00 feet; thence southerly along said curve through a central angle of 13°38'08" an arc length of 237.99 feet; thence S05°02'15"W 494.58 feet to the beginning of a curve concave to the northwest having a radius of 475.00 feet; thence southerly along said curve through a central angle of 51°02'54" an arc length of 423.21 feet; thence S56°05'09"W 312.76 feet to the northeastern line of the Napa Valley Branch of the Southern Pacific Railroad and/or the San Francisco, Napa and Calistoga Railway; thence S27°45'25"E along the northeastern line of said railway 282.16 feet to the south line of the 397.75 acre tract of land described as Parcel One in the Deed to Louis Gonsalves, et ux, recorded July 13, 1944 in Book 211 at Page 476 of Official Records of Napa County; thence east along the south line of said 397.75 acre parcel of land to the southwestern corner of the parcel of land described in the Deed to Ray L. Welch, et ux, recorded December 7, 1953 in Book 428 at page 398 of Official Records of Napa County; thence along the western line of the land of said Welch, N00°36'30"E 582.14 feet to the southwestern corner of the 2.5 acre parcel of land described in the Deed to Arthur C. Pollard, et ux, recorded June 23, 1947 in Book 271 at page 168 of Official Records of Napa County; thence along the western line of the Land of Pollard, N28°36'W 124.4 feet and N17°04'E 302.3 feet to the southwestern corner of the 3.54 acre parcel of land described in the Deed to James K. Pendery, et ux, recorded November 13, 1947 in Book 278 at page 403 of Official Records of Napa County; thence along the western line of the lands of said Pendery N00°36'E 468.30 feet, more or less, to the southeastern corner of the 1 acre parcel of land described in the Deed to William Gonsalves, et ux, recorded November 13, 1961 in Book 640 at page 583 of Official Records of Napa County; thence along the southern line of the land of said Gonsalves, N89°24'W 208 feet to the southwestern corner thereof; thence along the western line of said land N00°36'E, 208 feet to the northwestern corner thereof; thence along the northern line of said land S89°24'E 208 feet to the northeastern corner thereof, said corner also being the northwestern corner of the land of James K. Pendery, above referred to; thence along the northern line of the land of said Pendery S89°24'E, 203.76 feet, more or less, to the point of beginning.

APN 057-090-076

Commencing at the southeasterly corner of the lands of the South Napa Waste Management Authority (S.N.W.M.A.) Exhibit "A" recorded November 19, 1993 as Instrument Number 1993-037831 in the office of the Napa County Recorder and shown on the Record of Survey of a portion of the lands of South Napa Waste Management Authority (S.N.W.M.A.) recorded February 25, 1997 in Book 31 of Surveys at Pages 8-10 in the office of the Napa County Recorder; thence South  $61^{\circ} 04' 46''$ , 36.24 feet to the TRUE POINT OF BEGINNING; thence from said true point of beginning South  $08^{\circ} 35' 53''$  East 115.44 feet to the beginning of a curve concave to the west having a radius of 1000.00 feet; thence southerly along said curve through a central angle of  $13^{\circ} 38' 08''$  an arc length of 237.99 feet; thence South  $05^{\circ} 02' 15''$  West 494.58 feet to the beginning of a curve concave to the northwest having a radius of 475.00 feet; thence southerly along said curve through a central angle of South  $51^{\circ} 02' 54''$  an arch length of 423.21 feet; thence South  $56^{\circ} 05' 09''$  West to the northeastern line of the Napa Valley Branch of the Southern Pacific Railroad and/or the San Francisco, Napa and Calistoga Railway; thence northwest along the northeastern line of the Napa Valley Branch of the Southern Pacific Railroad and/or the San Francisco, Napa and Calistoga Railway to the southerly corner of the said South Napa Waste Management Authority parcel; thence northeasterly along the southeasterly boundary of the South Napa Waste Management Authority to the TRUE POINT OF BEGINNING.

APN 057-090-075

**EXHIBIT B**

## Legal Description of Headwaters Parcel

Beginning at the intersection of the south line of the land described in the Deed to the County of Napa recorded December 31, 1986 in Book 1489 at page 213 in the office of the Napa County Recorder and the southwest line of the Napa Valley Branch of the Southern Pacific Railroad and/or the San Francisco, Napa, and, Calistoga Railway; thence South 75°30'04"West along the south line of the said lands of Napa County 4509.24 feet to the southwest corner of said lands of Napa County, said corner also being a point on the western line of the Lands of Louis Gonsalves described as Parcel One in the deed to Louis Gonsalves, et ux, recorded July 13, 1944 in Book 211 at page 476 of official records of Napa County; thence southerly along the western line of said land to the southwestern corner thereof, thence east along the south line of said 397.75 acre parcel of land to the southwestern line said Railway; thence northwesterly along the southwestern line of said Railway to the Point of Beginning.

APN 057-090-069

**EXHIBIT C**

## Legal Description of Atkins Parcel

Commencing at the Southeastern corner of the 140.04 acre tract of land described in the Deed to Steve O. Atkins, et al, recorded January 4, 1954, in book 430, Page 186 Official Records of Napa County, running thence South 87 degrees 54 minutes 30 seconds West, along the Southern line of said tract, 859.82 feet to the Northeastern Right of Way line of the Santa Rosa Branch of the Southern Pacific Railroad; thence North 68 degrees 44 minutes 48 seconds West, along said Northeastern line, 90.77 feet to the most Southerly corner of that certain 52.95 acre tract of land described in the Deed to County of Napa recorded August 16, 1956, in book 521 of Official Records at page 292; thence along the Easterly line of said 52.95 acre tract of land, North 21 degrees 38 minutes East 1919.15 feet to the most Northerly corner of said 52.95 acre tract; being a point in the Southern line of the Napa County Airport as described in the Judgment of Condemnation recorded April 12, 1944 in book 208, page 364, Official Records of Napa County; thence North 76 degrees 08 minutes 23 seconds East along said Southern line, 281.89 feet to the Northeastern corner of the 140.04 acre tract above referred to; thence South 1 degree 03 minutes 57 seconds West, along the Eastern line of said tract, 1859.55 feet to the point of commencement.

Excepting from said Parcel One an undivided 1/2 interest in and to all of the oil, gas and other minerals and mineral rights of whatsoever nature, as granted to Charles I. Joens, et ux, in Deed recorded March 17, 1967, in book 762 of Official Records, at page 759, Napa County Records.

APN 057-040-007

**EXHIBIT D**

## Legal Description - Proposed Urban Limit Line for American Canyon, CA

AREA #1:

A portion of Township 4 North, Range 3, 4, and 5 West, Mount Diablo Base and Meridian (and also being shown on the attached plat entitled "Plat of Description - Proposed American Canyon, CA. Urban Limit Line" attached hereto, for illustrative purposes only, as EXHIBIT "D-1"), more particularly described as follows:

BEGINNING at a t-bar and tag stamped "R.C.E. 6250", marking the westernmost corner of Parcel B-1, as shown on the map entitled "Survey and Division of the Madigan Ranch in Napa County and Solano County, California", filed December 17, 1971 in Book 3 of Parcel Maps at Page 67-68 in the office of the County Recorder of Napa County, California, all further references to filing or recording being made to said Napa County Recorder unless otherwise stated for purposes of this description; said Point of Beginning being a point on the Napa - Solano County line; thence westerly along said Napa - Solano County line 9460± feet to the southwest corner of Parcel A as shown on the map entitled "Final Map of Napa Meadows Unit 8" filed July 27, 2000 in Book 22 of Record Maps at Page 10-15 in the office of the County Recorder of Napa County, California; thence northerly along the extended westerly line of Parcels A, C & B as shown on said "Final Map of Napa Meadows Unit 8" 1900± feet to the southeast corner of the lands known as "Napa Meadows Unit 7" as shown on the map entitled "Final Map of Napa Meadows Unit 7" filed October 26, 2000 in Book 22 of Record Maps at Page 27-33 in the office of the County Recorder of Napa County, California; thence westerly and northwesterly along the southerly and extended westerly lines of said "Napa Meadows Unit 7" to a t-bar and tag stamped "R.C.E. 6250" at the easterly terminus of a line labeled "N87°45'00"W 187.83'" marking a point on the easterly line of the lands of Pauline Burastero, et al, as shown on the map entitled "Record of Survey of the lands of American Canyon Sanitary Land Fill Co., Inc., and the lands of Pauline Burastero, et al" filed May 31, 1974 in Book 18 of Surveys at Page 71; thence westerly, northerly and westerly along the lines of said lands of Pauline Burastero, et al 9700± feet to a ¾" iron pipe stamped "R.C.E. 3389" marking the northwest corner thereof, said point being also the southwest corner of the 58.49 acre parcel of land described in the Judgment and Final Order of Condemnation filed February 15, 2006 and recorded as Document No. 2006-0005485; thence northerly and easterly along the lines of said 58.49 acre parcel of land 2016± feet to a ¾" iron pipe stamped "R.C.E. 11649" marking the southwest corner of Parcel 1 as shown on the map entitled "Parcel Map of the lands of Louis O. Wurz Jr., et al and Covenant Presbyterian Church of Napa" filed December 1, 1986 in Book 15 of Parcel Maps at Page 20; thence northerly along the westerly line of said Parcel 1, 2280± feet to the northwest corner thereof, said northwest corner being also the southwest corner of Parcel One as shown on the map entitled "Parcel Map of the Lands of Napa Mill Development Company..." filed October 12, 2006 in Book 25 of Parcel Maps at Page 29-32; thence northerly along the West line of said Parcel One 575± feet to the southerly right of way line of Green Island Road; thence westerly along said southerly right of way line of Green Island Road 1510± feet to the intersection with the extended westerly line of the lands of All Technical Engineering & Construction, Inc, as shown on the map entitled "Record of Survey of the lands of All Technical Engineering & Construction, Inc.", filed October 6, 1978 in Book 20 of Surveys at Page 88; thence northerly along the extended westerly line of said lands of All Technical Engineering & Construction, Inc. 1820± feet to the southerly line of the lands described in the Grant Deed filed October 11, 2005 and recorded as Document No. 2005-0041461; thence northwesterly and northeasterly along said lands 2010± feet to the northwest corner thereof; thence northeasterly along the northerly line of said lands 282± feet to the northeast corner thereof; thence southerly along the easterly line of said lands 545± feet to the northwest corner of the lands described in the Grant Deed filed September 7, 2006 and recorded as Document No. 2006-0031319; thence northeasterly along the northerly line of said lands 4510± feet to the northeastern corner thereof; said

corner being a point on the southwesterly right of way line of the Napa Valley Branch of the Southern Pacific Railroad right of way; thence southeasterly along said southwesterly right of way line 1510± feet to the intersection with the extended southerly line of the lands of S.N.W.M.A. as shown on the map entitled "Record of Survey of South Napa Waste Management Authority..." filed February 25, 1997 in Book 31 of Surveys at Page 8-10; thence northeasterly along said southerly line 1250± feet to the southerly right of way line of Kelly Road South, as shown on the same map entitled "Record of Survey of South Napa Waste Management Authority..."; thence northeasterly along said southerly right of way line 850± feet to the westerly right of way line of State Highway 29; thence southerly along said westerly right of way line 350± feet to the northeast corner of the lands described in the Grant Deed filed August 16, 2007 and recorded as Document No. 2006-0028706; thence westerly along the northerly line of said lands 225± feet to the northwestern corner thereof; said northwestern corner being also the northeastern corner of the lands described in the Grant Deed filed November 13, 1961 and recorded in Book 640 at Page 583; thence westerly along the northerly line of said lands 208± feet to the northwestern corner thereof; thence southerly 208± feet to the southwesterly corner thereof; thence easterly 208± feet to the southeasterly corner thereof, said southeasterly corner being also a point on the westerly line of the aforementioned lands described in the Grant Deed filed August 16, 2007 and recorded as Document No. 2006-0028706; thence southerly along said westerly line 468± feet to the southwestern corner thereof; thence easterly along the extended southerly line of said lands 380± feet to a point on the easterly right of way line of State Highway 29, said easterly right of way line of State Highway 29 being also the westerly line of Parcel C as shown on the map entitled "Parcel Map of the lands of Security Owners Corporation..." filed August 24, 1995 in Book 21 of Parcel Maps at Page 50-51; thence southerly along said westerly line of Parcel C 3460± feet to the southwestern corner thereof; thence easterly along the southerly line of said Parcel C 2500± feet to the southeastern corner thereof, said southeastern corner being also a point on the westerly line of Parcel One as described in the Corporation Grant Deed filed December 31, 1997 and recorded as Document No. 1997-031470; thence northerly along said westerly line 375± feet to the northwestern corner thereof; thence easterly along the northerly line of said Parcel One 1678± feet to the northeastern corner thereof; thence southerly along the extended easterly line of said Parcel One 3580± feet to a point on the northerly line of the lands of John D. & Lorraine D. Cantoni as shown on the map entitled "Record of Survey of the lands of John D. & Lorraine D. Cantoni" filed April 23, 1980 in Book 21 of Surveys at Page 69; thence leaving said northerly line 2200± feet to a nail and tag stamped "R.C.E. 15390" in a corner post at the northerly terminus of a line labeled "N40°13'46"E 2463.39'" on said map; thence southwesterly along the last mentioned line 1300± feet to the point of intersection with the northerly extension of the line labeled "N9°56'50"W 1007.63'" shown on the map entitled "Record of Survey of the lands of Amcan Land Holdings Inc..." filed February 18, 1999 in Book 32 of Surveys at Page 34; thence southerly along said extended line labeled "N9°56'50"W 1007.63'" 3460± feet to the southerly terminus thereof, said line terminus being also a point on the easterly line of Parcel One as described in the Grant Deed filed January 25, 2007 and recorded as Document No. 2007-0002762; thence southeasterly along said easterly line 2600± feet to a point on the southerly line of said Parcel One, said point being also the northwest corner of the lands of Palm, marked by a ½" rebar and tag stamped "L.S. 4510" as shown on the map entitled "Parcel Map of the lands of a portion of the lands of Mary C. Avilla" filed December 10, 1986 in Book 15 of Parcel Maps at Page 23-24; thence southerly along the extended westerly line of said lands of Palm 350± feet to the southerly right of way line of American Canyon Road; thence westerly along said southerly right of way line of American Canyon Road 170± feet to a t-bar and tag stamped "R.C.E. 6250", marking the northeastern corner of Parcel B, as shown on the map entitled "Survey and Division of the Madigan Ranch in Napa County and Solano County, California", filed December 17, 1971 in Book 3 of Parcel Maps at Page 67-68; thence southwesterly, northeasterly, southerly and southwesterly along the eastern line of said Parcel B 5100± feet to a t-bar and tag stamped "R.C.E. 6250", marking the westernmost corner of Parcel B-1 as shown on said map entitled "Survey and Division of the Madigan Ranch in Napa County and Solano County, California", said point being the TRUE POINT OF BEGINNING.

AREA #2 :

BEING that 62.779 acre parcel designated "American Canyon County Water District" as shown on the map entitled "Record of Survey of the lands of American Canyon Sanitary Land Fill Co., Inc., and the lands of Pauline Burastero, et al" filed May 31, 1974 in Book 18 of Surveys at Page 71 in the office of the County Recorder at Napa County, California.

AREA #4 :

A portion of the lands of Pauline Burastero, et al as the same is shown on the map entitled "Record of Survey of the lands of American Canyon Land Fill Co. ...and of the lands of Pauline Burastero, et al" filed May 31, 1974 in Book 18 of Surveys at Page 71 in the office of the Recorder of Napa County, California, more particularly described as follows:

BEGINNING at a  $\frac{3}{4}$ " iron pipe tagged "R.C.E. 3389" marking the northeast corner of the lands of Pauline Burastero, et al as shown on the map entitled "Record of Survey of the lands of American Canyon Land Fill Co. ...and of the lands of Pauline Burastero, et al" filed May 31, 1974 in Book 18 of Surveys at Page 71 in the office of the Recorder of Napa County, California; thence along the northerly line of said lands of Burastero N 89°14'40" W 1318.94 feet to an angle point on said northerly line; thence leaving said northerly line S 3°46'32" E 790.22 feet to a point on the northerly right of way line of Eucalyptus Drive; thence along said northerly right of way line of Eucalyptus Drive S 89°46'10" E 1365.83 feet to the intersection of the northerly right of way line of Eucalyptus Drive with the easterly line of said lands of Burastero; thence along the easterly line of the lands of Burastero N 7°16'00" W 782.90 feet to the POINT OF BEGINNING.

**EXHIBIT E****Water Conditions To Be Imposed On All Parcels  
(City Customers and Outside Customers) For Which New Water Service is Requested**

The City of American Canyon ("City") may impose the conditions listed below on new water services for Outside Customers by including these conditions in the "will-serve" letters that the City provides to such Outside Customers, but only if the City also imposes the same conditions on all new water services for parcels with similar uses within the City's limits. The County shall include these same conditions in all new land use development permits for parcels within the Airport Industrial Area Specific Plan area.

1. **City Capacity Fees and Conditions of Approval for Water Service.** Capacity Fees charged for parcels within the City's Water Service Area shall be established by the City and will be periodically reviewed and updated. Capacity Fees (also known as Connection Fees) will be uniform throughout the Water Service Area, regardless of whether the parcel to which the fee applies is inside or outside the City's Limits. The Capacity Fee and any conditions on new water service will be determined based on the Water Supply Report, which shall contain the analysis described in Part II.C. of Exhibit "F" of this Agreement, and which will be consistent with the City's Zero Water Footprint Policy, adopted by the City on October 23, 2007.

2. **Cost of Water Service.** The cost of new water service shall be imposed through the capacity fees in the City's Ordinance 2007-09 or through new capacity fees approved by the County and enacted in a new City ordinance. However, if the Water Supply Report finds, consistent with the City's Zero Water Footprint Policy (see Exhibit F), that the City will have to obtain additional water supplies to meet "dry year" shortfalls, then the cost of water to meet such "dry year" shortfalls will be the sole responsibility of the Applicant. In determining whether or not such "dry year" shortfalls will occur, the City shall include in the base supplies available to the City during "dry years" the new water supplies that have been or will be included in the calculations used to set the City's Capacity Fees and water rates. The City will conclude that "dry year" shortfalls will occur only if such base supplies will not be adequate to meet anticipated "dry year" demands. The City may not impose any costs on the Applicant under this section to reimburse the City for any capital or operating costs that have been or will be included in the calculations used to set the City's Capacity Fees or water rates. The City may impose the additional costs described in the preceding sentence on Outside Customers only if the City also imposes such additional costs uniformly on City Customers.

3. **Maximum Allowable Water Use.** Water received from the City for use on parcels within the Airport Industrial Area Specific Plan area and on parcels with similar uses within the City's limits shall be limited to an average of 650 gallons of water per day per acre (measured monthly), and Applicants for new or increased City water service for all such parcels shall be required to demonstrate to the City while the City is preparing the Water Supply Report for the Applicant the maximum extent to which the Applicant can further reduce its water consumption by applying the following best management practices:

- No Flow or Low Flow Fixtures. These Applicants shall be required to install no flow or low flow water fixtures, and to implement other reasonable water conservation measures that are described in the City's Water Conservation Guidelines adopted in the City's Resolution No. 2008-08 or in new City water conservation guidelines approved by the County and adopted in a new City ordinance or resolution.
- Drought Tolerant Landscape & Irrigation with Recycled Water. These Applicants shall be required to use only drought tolerant landscaping, and they may only irrigate landscaped areas with recycled water, when it is available.
- Purple Pipe. These Applicants shall be required to dual plumb their buildings and install "purple pipe" in all landscape areas in anticipation of the availability of recycled water and shall use the recycled water when available.
- These Applicants shall follow the water conservation methods that are described in the Water Conservation Guidelines adopted in the City's Resolution No. 2008-08 or in new City water conservation guidelines approved by the County and adopted in a new City ordinance or resolution.

The City may apply the provisions of this Paragraph 3 to Applicants for new or increased City water service for parcels within the Airport Industrial Area Specific Plan area only if the City also uniformly applies these provisions to all Applicants for new or increased City water service for parcels with similar uses within the City's limits.

4. **Water Offsets.** Applicants for City water service for parcels within the Airport Industrial Area Specific Plan area and for parcels with similar uses within the City's limits that wish to use more than an average of 650 gallons of water per day per acre (measured monthly) shall offset the proposed water use over 650 gallons per day per acre (measured monthly) through the use of one or more options that are made available by the City to the Applicants. These options include, but are not limited to, retrofitting of existing residences with low flow fixtures, purchase of otherwise developable land as permanent open space, or acquisition of other water supply resources as provided for by a water supply analysis that follows the Zero Water Footprint Methodology described in Exhibit F. The City shall make all such options available uniformly to Applicant for City water service for parcels within the Airport Industrial Area Specific Plan area and for parcels with similar uses within the City's limits, and that seek such offsets.

5. **Drought Restrictions.** To the extent permitted by law, the City may curtail or ration the use of water provided by the City below the limit of 650 gallons per day per acre (measured monthly) in dry years through the imposition of drought restrictions that are uniformly applied throughout the City's Water Service Area.

## EXHIBIT F

### Zero Water Footprint and Water Supply Report Methodology

#### I. PURPOSE

To implement the Zero Water Footprint Policy adopted by the City Council on October 23, 2007. In this policy, "Zero Water Footprint" is defined as:

"No loss in reliability or increase in water rates for existing water service customers due to requested increased demand for water within the City's Water Service Area."

#### II. PROCEDURES

- A) Initial Request.** Applicants for all projects requiring additional water supplies from the City of American Canyon, either inside City limits or in the City's Water Service Area but outside of City limits, shall complete a water supply worksheet estimating average and peak use for indoor and outdoor uses and provide the completed worksheet to the City's Engineering Division.
- B) Evaluation of Water Footprint.** The Engineering Division shall evaluate the water footprint of the project, using the water supply worksheet provided by the Applicant, to determine whether a Water Supply Report is required. A Water Supply Report will not be required if the project meets the adopted Zero Water Footprint definition. This can be accomplished by projects with no additional water demand or by projects which offset increased water demand by off-site conservation measures.
- C) Water Supply Report.** A Water Supply Report shall be prepared for all projects that do not meet the adopted Zero Water Footprint definition. The Water Supply Report shall be prepared by the City of American Canyon at the cost of the project applicant. The Water Supply Report shall be substantially in the form of the report approved in the City's Resolution No. 2008-02, or in a new form approved by the County and approved by the City in a new resolution and shall include the following analysis:
- 1) Water service request
    - a) Description of project
    - b) Water service request
      - (i) Average Daily Demand
      - (ii) Peak Day Demand
    - c) Conservation Measures Included in Project
  - 2) Consistency
    - a) Urban Water Management Plan
    - b) Recycled Water Facilities Plan
    - c) Water Conservation Implementation Guidelines
  - 3) Water footprint
    - a) Zero Water Footprint Definition
    - b) Project's impact on reliability
    - c) Project's impact on rates

- d) Project's water footprint
- 4) Project's contribution
  - a) Capacity fee
  - b) Reimbursable improvements
- 5) Capital program status
  - a) Summary
  - b) System planning status
  - c) Water supply
    - (i) Water supply implementation status
    - (ii) Water supply alternatives
  - d) Water treatment
    - (i) Water treatment implementation status
    - (ii) Water treatment alternatives
  - e) Water storage, transmission, and distribution status
  - f) Water capital program financial status
- 6) Vineyards analysis
  - a) Vineyards decision
  - b) Facts with respect to solutions to water supply problems
  - c) Water supply over the life of the project
  - d) Impacts of likely future water sources
  - e) Possible replacement sources and their impacts
- 7) Recommended mitigations
  - a) Long term water mitigations
  - b) Short term water mitigations
- 8) Opportunities to reduce project's water footprint
  - a) On-site conservation opportunities
  - b) Off-site conservation opportunities

**D) Applicant Review of Water Supply Report.** The Water Supply Report, once approved by the City, will be furnished to the project applicant. If the applicant elects to revise the project to reduce the water footprint, the Water Supply Report may be revised at the applicant's cost.

**E) Water Will Serve Letter.** Water will-serve letters are required for projects outside of the Napa Valley Gateway project limits that are requesting increased water services from the City. The Napa Valley Gateway project is subject to the terms and conditions of a will-serve letter for the entire project agreed upon between the City of American Canyon and Charles Slutzkin of Napa Valley Gateway Limited in a will-serve letter agreement dated December 13, 2002. So long as the terms and conditions of that will-serve letter agreement are complied with, developments of parcels within the Napa Valley Gateway project limits will not require any Water Supply Report or additional will-serve letters.

## EXHIBIT G

### Appeal Procedure: Zero Water Footprint Methodology

1. **Grounds for Appeal- Conditions of Approval.** If the water service application is for a parcel outside the City's limits, then the City shall, within 30 days of receipt of such application, provide to the Applicant and the County any conditions of approval that the City proposes to impose on the parcel at least 90 days before imposing the conditions of approval.

Conditions of approval that result from the Water Supply Report and that the City proposes to include in a water service will-serve letter that will be issued by the City for a parcel outside of the City's limits may be appealed by an Applicant under the process described in Section 3 below.

2. **Exceptions:** An appeal may not challenge water rates imposed by the City that are consistent with *Hansen v. City of San Buenaventura* (1986) 42 Cal.3d 1172, and the City's Ordinance 2007-13. An appeal also may not challenge Capacity Fees that are set pursuant to the City's Ordinance 2007-09, or new capacity fees approved by the County and enacted in a new City ordinance.

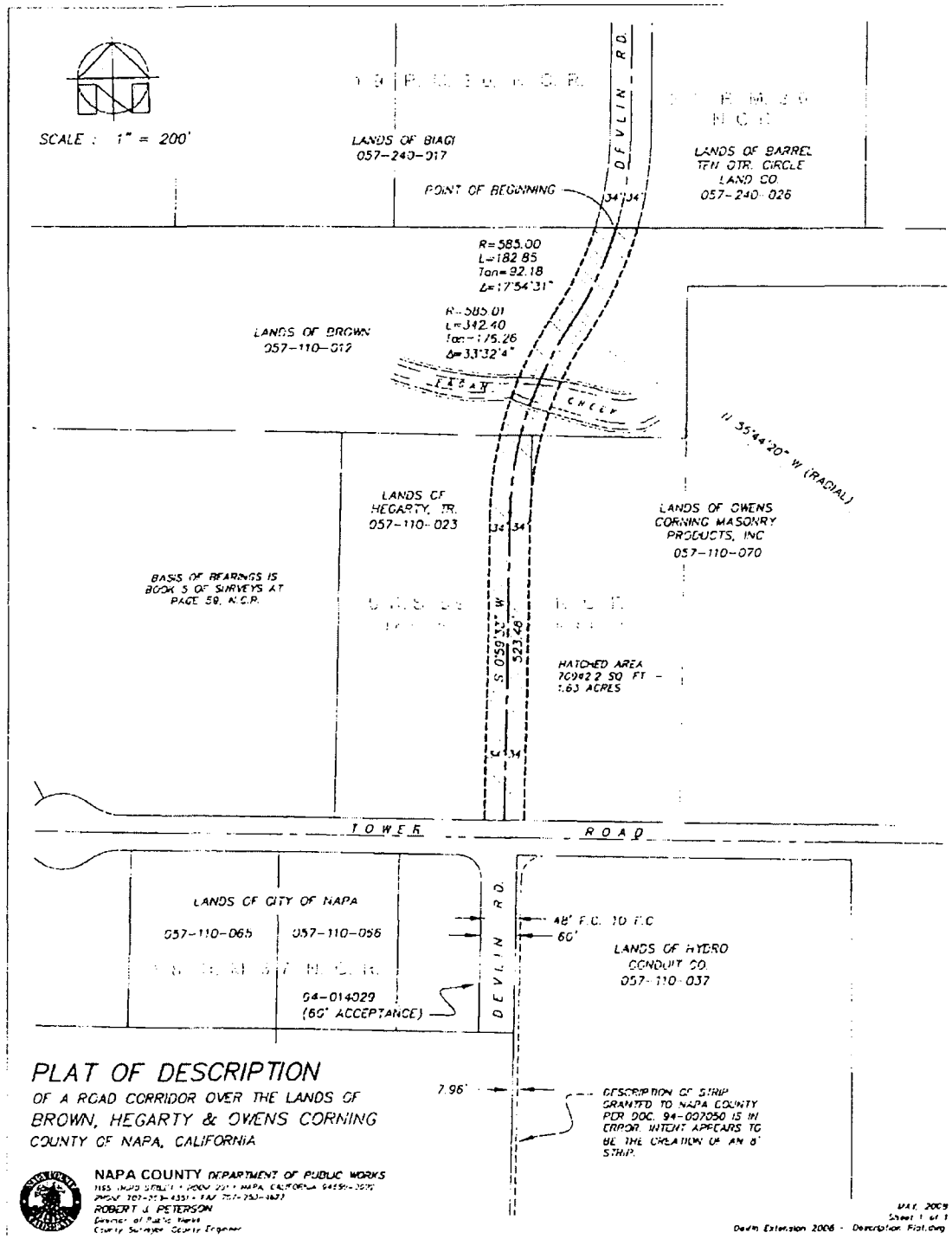
3. **Appeal Process and Appeal Panel.** An appeal of water service conditions of approval that the City proposes for a parcel outside the City's limits may be filed within ninety (90) days after the proposed conditions are forwarded to the Applicant and the County for inclusion in a development permit. The appeal will be heard by the panel described in the following paragraph, and this panel will determine whether any of the conditions under appeal is inconsistent with any provision of this Agreement.

The Appeal Panel will be made up of one member selected by the County Executive Officer, one member selected by the City Manager and one member selected by the two appointed members. If the two appointed members cannot agree on the third member, the name of each candidate shall be placed in a hat to be drawn for selection. The decision of the Appeal Panel will be final, but subject to judicial review pursuant to Code of Civil Procedure section 1094.5. The reasonable cost of the Appeal Panel shall be borne by the Applicant.



**EXHIBIT I**

Devlin Road Extension



Being a portion of that parcel of land conveyed to the Brown Trust by deed filed November 4, 1987 and recorded in Book 1547 of Official Records at Page 932 in the office of the Recorder of Napa County, California; being also a portion of Parcel "B" as shown on the Record of Survey filed February 24, 1960 and recorded in Book 5 of Surveys at Page 59 in the office of the Recorder of Napa County, California, and also shown on the "Plat of Description" attached hereto and made a part hereof by reference; more particularly described as follows:

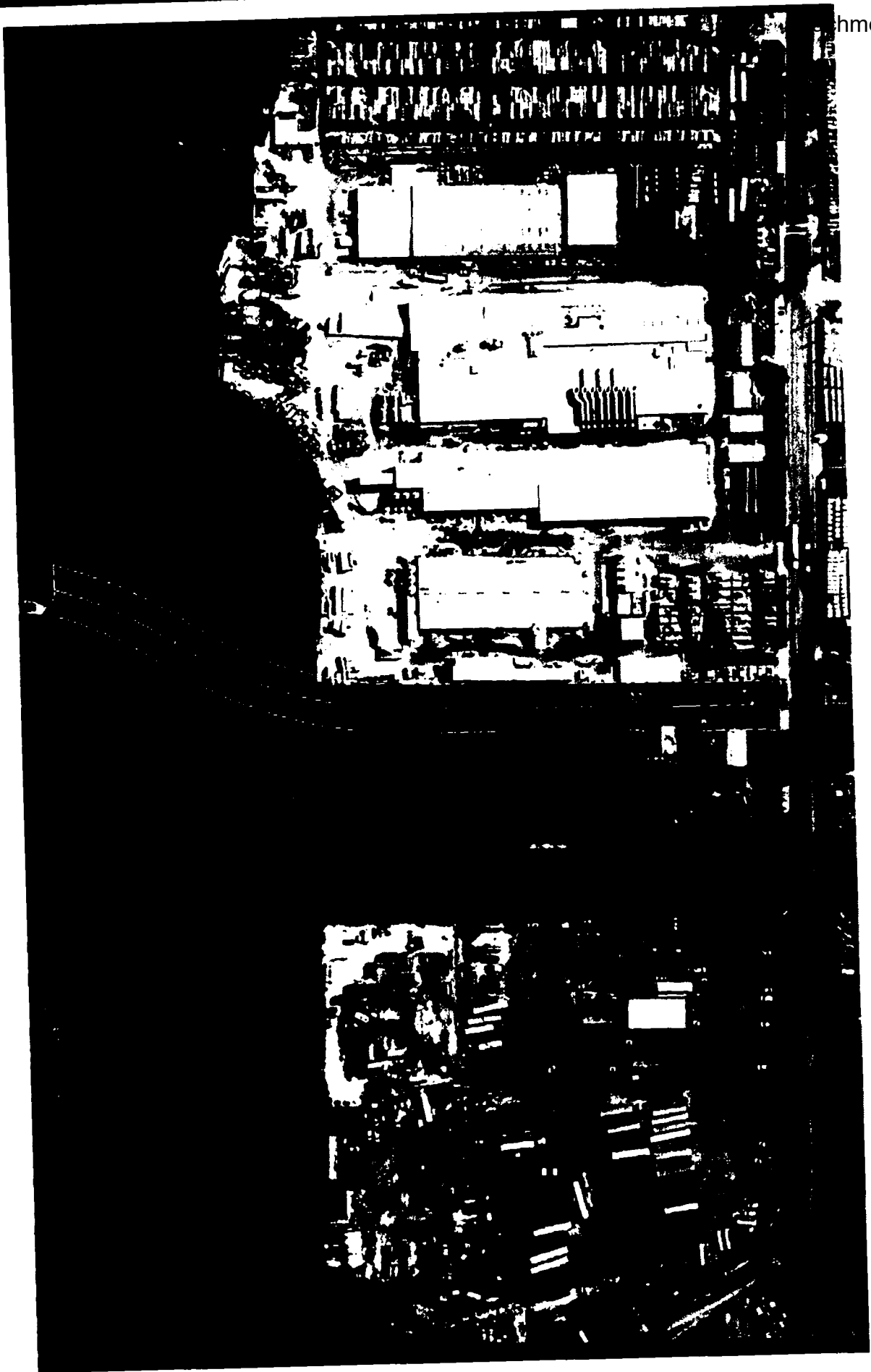
A STRIP OF LAND, 68 feet wide, the centerline of which is described as follows:

BEGINNING at a point on the northerly line of the aforementioned lands of Brown, said point being also the southerly terminus of the centerline of "Devlin Road", as shown on the Final Map filed February 19, 1999 and recorded in Book 21 of Record Maps at Page 30 - 33 in the office of the Recorder of Napa County, California; said point being also a point on a compound curve concave to the northwest having a radius of 585.00; thence southerly 182.85 feet along said curve through a central angle of  $17^{\circ}54'31''$  to the beginning of a reverse curve concave to the southeast having a radius of 585.00 feet and to which beginning a radial line bears  $N 55^{\circ}44'20'' W$ ; thence southerly 342.40 feet through a central angle of  $33^{\circ}32'04''$ ; thence leaving said curve along a line parallel to and 34 feet westerly of the easterly line of Parcel "B" as shown on the aforementioned Record of Survey filed February 24, 1960 and recorded in Book 5 of Surveys at Page 59 in the office of the Recorder of Napa County, California,  $S 00^{\circ}59'33'' W$  523.46 feet more or less to the northerly right of way line of Tower Road.

The sidelines of the above described 68 foot strip to be extended or shortened to terminate at the northerly line of that parcel of land conveyed to the Brown Trust by deed filed November 4, 1987 and recorded in Book 1547 of Official Records at Page 932 in the office of the Recorder of Napa County, California, and the northerly right of way line of Tower Road.

A portion of Napa County Assessor's Parcel Numbers 057-110-012, 023 & 070

Containing 70942 square feet or 1.63 Acres, more or less.



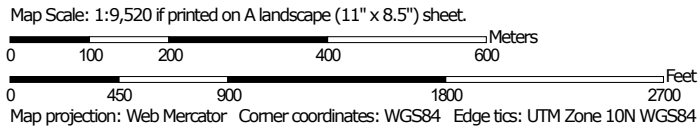
**EXHIBIT LIST**

- EXHIBIT A** Legal Description of Panattoni Parcel
- EXHIBIT B** Legal Description of Headwaters Parcel
- EXHIBIT C** Legal Description of Atkins Parcel
- EXHIBIT D** Legal Description - Proposed Urban Limit Line for American Canyon, CA
- EXHIBIT E** Water Conditions To Be Imposed On All Parcels (City Customers and Outside Customers) For Which New Water Service is Requested
- EXHIBIT F** Zero Water Footprint and Water Supply Report Methodology
- EXHIBIT G** Appeal Procedure: Zero Water Footprint Methodology
- EXHIBIT H** City's Water Service Area
- EXHIBIT I** Devlin Road Extension

California Revised Storie Index (CA)—Napa County, California  
(1661 Green Island Road)




Soil Map may not be valid at this scale.











### MAP LEGEND

**Area of Interest (AOI)**


 Area of Interest (AOI)

**Soils**





**Soil Rating Polygons**





-  Grade 1 - Excellent
-  Grade 2 - Good
-  Grade 3 - Fair
-  Grade 4 - Poor
-  Grade 5 - Very Poor
-  Grade 6 - Nonagricultural
-  Not rated
-  Not rated or not available

**Soil Rating Lines**

-  Grade 1 - Excellent
-  Grade 2 - Good
-  Grade 3 - Fair
-  Grade 4 - Poor
-  Grade 5 - Very Poor
-  Grade 6 - Nonagricultural
-  Not rated
-  Not rated or not available

**Soil Rating Points**






-  Grade 1 - Excellent
-  Grade 2 - Good
-  Grade 3 - Fair
-  Grade 4 - Poor

-  Grade 5 - Very Poor
-  Grade 6 - Nonagricultural
-  Not rated
-  Not rated or not available

**Water Features**

 Streams and Canals

**Transportation**

-  Rails
-  Interstate Highways
-  US Routes
-  Major Roads
-  Local Roads

**Background**

 Aerial Photography

### MAP INFORMATION

The soil surveys that comprise your AOI were mapped at 1:24,000.

**Warning:** Soil Map may not be valid at this scale.

Enlargement of maps beyond the scale of mapping can cause misunderstanding of the detail of mapping and accuracy of soil line placement. The maps do not show the small areas of contrasting soils that could have been shown at a more detailed scale.

Please rely on the bar scale on each map sheet for map measurements.

Source of Map: Natural Resources Conservation Service  
Web Soil Survey URL:  
Coordinate System: Web Mercator (EPSG:3857)

Maps from the Web Soil Survey are based on the Web Mercator projection, which preserves direction and shape but distorts distance and area. A projection that preserves area, such as the Albers equal-area conic projection, should be used if more accurate calculations of distance or area are required.

This product is generated from the USDA-NRCS certified data as of the version date(s) listed below.

Soil Survey Area: Napa County, California  
Survey Area Data: Version 17, Sep 8, 2024

Soil map units are labeled (as space allows) for map scales 1:50,000 or larger.

Date(s) aerial images were photographed: Mar 26, 2022—Apr 25, 2022

The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.

## California Revised Storie Index (CA)

Map unit symbol	Map unit name	Rating	Component name (percent)	Acres in AOI	Percent of AOI
116	Clear Lake clay, drained, 0 to 2 percent slopes, MLRA 14	Grade 4 - Poor	Clear Lake, drained (90%)	17.9	8.8%
146	Haire loam, 2 to 9 percent slopes	Grade 1 - Excellent	Haire (85%)	158.0	77.3%
173	Reyes silty clay loam, salt ponds	Grade 6 - Nonagricultural	Reyes, salt ponds (100%)	28.6	14.0%
<b>Totals for Area of Interest</b>				<b>204.5</b>	<b>100.0%</b>

## Description

The Revised Storie Index is a rating system based on soil properties that govern the potential for soil map unit components to be used for irrigated agriculture in California.

The Revised Storie Index assesses the productivity of a soil from the following four characteristics:

- Factor A: degree of soil profile development
- Factor B: texture of the surface layer
- Factor C: steepness of slope
- Factor X: drainage class, landform, erosion class, flooding and ponding frequency and duration, soil pH, soluble salt content as measured by electrical conductivity, and sodium adsorption ratio

Revised Storie Index numerical ratings have been combined into six classes as follows:

- Grade 1: Excellent (81 to 100)
- Grade 2: Good (61 to 80)
- Grade 3: Fair (41 to 60)
- Grade 4: Poor (21 to 40)
- Grade 5: Very poor (11 to 20)
- Grade 6: Nonagricultural (10 or less)

The components listed for each map unit in the accompanying Summary by Map Unit table in Web Soil Survey or the Aggregation Report in Soil Data Viewer are determined by the aggregation method chosen. An aggregated rating class is shown for each map unit. The components listed for each map unit are only those that have the same rating class as the one shown for the map unit. The percent composition of each component in a particular map unit is given to help the user better understand the extent to which the rating applies to the map unit.

Other components with different ratings may occur in each map unit. The ratings for all components, regardless the aggregated rating of the map unit, can be viewed by generating the equivalent report from the Soil Reports tab in Web Soil Survey or from the Soil Data Mart site. Onsite investigation may be needed to validate these interpretations and to confirm the identity of the soil on a given site.

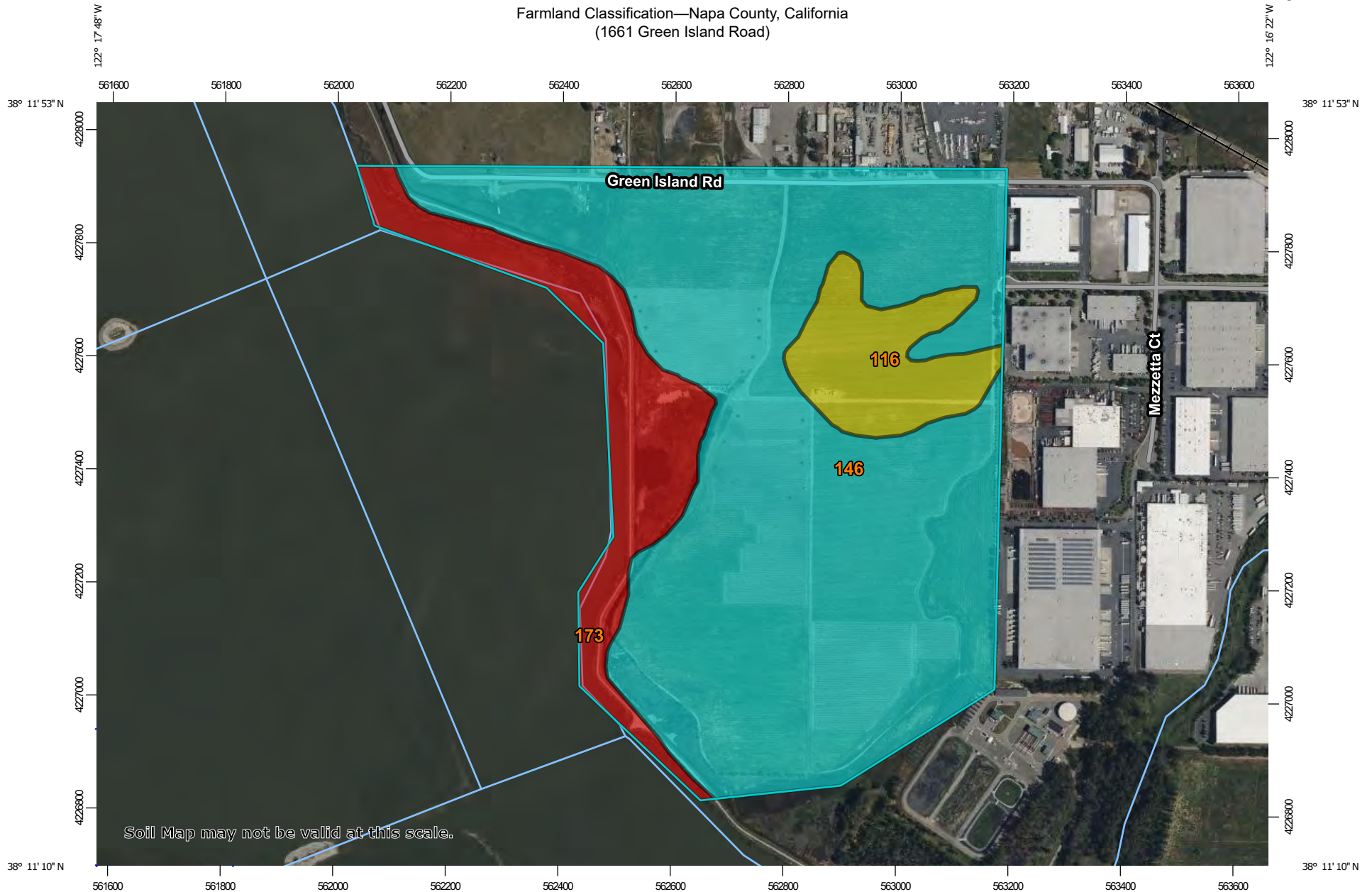
## Rating Options

*Aggregation Method: Dominant Condition*

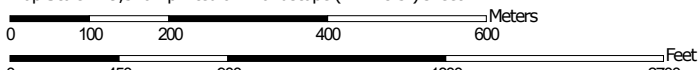
*Component Percent Cutoff: None Specified*

*Tie-break Rule: Lower*

Farmland Classification—Napa County, California  
(1661 Green Island Road)



Map Scale: 1:9,520 if printed on A landscape (11" x 8.5") sheet.




Map projection: Web Mercator Corner coordinates: WGS84 Edge tics: UTM Zone 10N WGS84



Farmland Classification—Napa County, California  
(1661 Green Island Road)









**MAP LEGEND**








**Area of Interest (AOI)**






 Area of Interest (AOI)








**Soils**



**Soil Rating Polygons**

-  Not prime farmland
-  All areas are prime farmland
-  Prime farmland if drained
-  Prime farmland if protected from flooding or not frequently flooded during the growing season
-  Prime farmland if irrigated
-  Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season
-  Prime farmland if irrigated and drained
-  Prime farmland if irrigated and either protected from flooding or not frequently flooded during the growing season









-  Prime farmland if subsoiled, completely removing the root inhibiting soil layer
-  Prime farmland if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60
-  Prime farmland if irrigated and reclaimed of excess salts and sodium
-  Farmland of statewide importance
-  Farmland of statewide importance, if drained
-  Farmland of statewide importance, if protected from flooding or not frequently flooded during the growing season
-  Farmland of statewide importance, if irrigated

-  Farmland of statewide importance, if drained and either protected from flooding or not frequently flooded during the growing season
-  Farmland of statewide importance, if irrigated and drained
-  Farmland of statewide importance, if irrigated and either protected from flooding or not frequently flooded during the growing season
-  Farmland of statewide importance, if subsoiled, completely removing the root inhibiting soil layer
-  Farmland of statewide importance, if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60




































-  Farmland of statewide importance, if irrigated and reclaimed of excess salts and sodium
-  Farmland of statewide importance, if drained or either protected from flooding or not frequently flooded during the growing season
-  Farmland of statewide importance, if warm enough, and either drained or either protected from flooding or not frequently flooded during the growing season
-  Farmland of statewide importance, if warm enough
-  Farmland of statewide importance, if thawed
-  Farmland of local importance
-  Farmland of local importance, if irrigated

-  Farmland of unique importance
-  Not rated or not available

**Soil Rating Lines**

-  Not prime farmland
-  All areas are prime farmland
-  Prime farmland if drained
-  Prime farmland if protected from flooding or not frequently flooded during the growing season
-  Prime farmland if irrigated
-  Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season
-  Prime farmland if irrigated and drained
-  Prime farmland if irrigated and either protected from flooding or not frequently flooded during the growing season

Farmland Classification—Napa County, California  
(1661 Green Island Road)

	Prime farmland if subsoiled, completely removing the root inhibiting soil layer		Farmland of statewide importance, if drained and either protected from flooding or not frequently flooded during the growing season		Farmland of statewide importance, if irrigated and reclaimed of excess salts and sodium		Farmland of unique importance		Prime farmland if subsoiled, completely removing the root inhibiting soil layer
	Prime farmland if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60		Farmland of statewide importance, if irrigated and drained		Farmland of statewide importance, if drained or either protected from flooding or not frequently flooded during the growing season		<b>Soil Rating Points</b> Not prime farmland		Prime farmland if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60
	Prime farmland if irrigated and reclaimed of excess salts and sodium		Farmland of statewide importance, if irrigated and either protected from flooding or not frequently flooded during the growing season		Farmland of statewide importance, if warm enough, and either drained or either protected from flooding or not frequently flooded during the growing season		Prime farmland if drained		Prime farmland if irrigated and reclaimed of excess salts and sodium
	Farmland of statewide importance		Farmland of statewide importance, if subsoiled, completely removing the root inhibiting soil layer		Farmland of statewide importance, if warm enough		Prime farmland if protected from flooding or not frequently flooded during the growing season		Farmland of statewide importance
	Farmland of statewide importance, if drained		Farmland of statewide importance, if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60		Farmland of statewide importance, if thawed		Prime farmland if irrigated		Farmland of statewide importance, if drained
	Farmland of statewide importance, if protected from flooding or not frequently flooded during the growing season				Farmland of local importance		Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season		Farmland of statewide importance, if protected from flooding or not frequently flooded during the growing season
	Farmland of statewide importance, if irrigated				Farmland of local importance, if irrigated		Prime farmland if irrigated and drained		Farmland of statewide importance, if irrigated
							Prime farmland if irrigated and either protected from flooding or not frequently flooded during the growing season		

Farmland Classification—Napa County, California  
(1661 Green Island Road)

<p> Farmland of statewide importance, if drained and either protected from flooding or not frequently flooded during the growing season</p> <p> Farmland of statewide importance, if irrigated and drained</p> <p> Farmland of statewide importance, if irrigated and either protected from flooding or not frequently flooded during the growing season</p> <p> Farmland of statewide importance, if subsoiled, completely removing the root inhibiting soil layer</p> <p> Farmland of statewide importance, if irrigated and the product of I (soil erodibility) x C (climate factor) does not exceed 60</p>	<p> Farmland of statewide importance, if irrigated and reclaimed of excess salts and sodium</p> <p> Farmland of statewide importance, if drained or either protected from flooding or not frequently flooded during the growing season</p> <p> Farmland of statewide importance, if warm enough, and either drained or either protected from flooding or not frequently flooded during the growing season</p> <p> Farmland of statewide importance, if warm enough</p> <p> Farmland of statewide importance, if thawed</p> <p> Farmland of local importance</p> <p> Farmland of local importance, if irrigated</p>	<p> Farmland of unique importance</p> <p> Not rated or not available</p> <p><b>Water Features</b></p> <p> Streams and Canals</p> <p><b>Transportation</b></p> <p> Rails</p> <p> Interstate Highways</p> <p> US Routes</p> <p> Major Roads</p> <p> Local Roads</p> <p><b>Background</b></p> <p> Aerial Photography</p>	<p>The soil surveys that comprise your AOI were mapped at 1:24,000.</p> <div style="border: 1px solid black; padding: 5px;"> <p>Warning: Soil Map may not be valid at this scale.</p> <p>Enlargement of maps beyond the scale of mapping can cause misunderstanding of the detail of mapping and accuracy of soil line placement. The maps do not show the small areas of contrasting soils that could have been shown at a more detailed scale.</p> </div> <p>Please rely on the bar scale on each map sheet for map measurements.</p> <p>Source of Map: Natural Resources Conservation Service Web Soil Survey URL: Coordinate System: Web Mercator (EPSG:3857)</p> <p>Maps from the Web Soil Survey are based on the Web Mercator projection, which preserves direction and shape but distorts distance and area. A projection that preserves area, such as the Albers equal-area conic projection, should be used if more accurate calculations of distance or area are required.</p> <p>This product is generated from the USDA-NRCS certified data as of the version date(s) listed below.</p> <p>Soil Survey Area: Napa County, California Survey Area Data: Version 17, Sep 8, 2024</p> <p>Soil map units are labeled (as space allows) for map scales 1:50,000 or larger.</p> <p>Date(s) aerial images were photographed: Mar 26, 2022—Apr 25, 2022</p> <p>The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.</p>
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## Farmland Classification

Map unit symbol	Map unit name	Rating	Acres in AOI	Percent of AOI
116	Clear Lake clay, drained, 0 to 2 percent slopes, MLRA 14	Prime farmland if irrigated	17.9	8.8%
146	Haire loam, 2 to 9 percent slopes	Farmland of statewide importance	158.0	77.3%
173	Reyes silty clay loam, salt ponds	Not prime farmland	28.6	14.0%
<b>Totals for Area of Interest</b>			<b>204.5</b>	<b>100.0%</b>

### Description

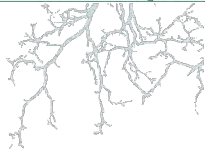
Farmland classification identifies map units as prime farmland, farmland of statewide importance, farmland of local importance, or unique farmland. It identifies the location and extent of the soils that are best suited to food, feed, fiber, forage, and oilseed crops. NRCS policy and procedures on prime and unique farmlands are published in the "Federal Register," Vol. 43, No. 21, January 31, 1978.

### Rating Options

*Aggregation Method:* No Aggregation Necessary

*Tie-break Rule:* Lower

Vineyard Soil  
Technologies



58 W North St,  
Unit 103B  
Healdsburg, CA 95448

**Phone:** 707-494-1779  
**Email:** [info@vineyardsoil.com](mailto:info@vineyardsoil.com)  
**Website:** <https://vineyardsoil.com>

Napa County LAFCO  
Attn: Chair Kenneth Leary  
and Commissioners  
1754 Second Street, Suite C  
Napa, CA 94559

April 1, 2025

RE: The Best Available Science Conclusively Demonstrates the Green Island Property is Not Agriculturally Sustainable

Dear Chair Leary and Commissioners:

This letter is submitted jointly by Scott Knippelmeir, a viticulturist, Certified Crop Advisor (CCA), and Certified Pest Control Advisor (PCA), and Nicholas Madden, a PhD soil scientist and CCA, on behalf of Vineyard Soil Technologies. We respectfully assert that the best available scientific evidence shows the Green Island Property is not agriculturally sustainable. This conclusion is based on our extensive experience with the Green Island Property (1661 Green Island Road) and the surrounding area, our technical expertise in the physical and chemical conditions necessary for sustainable agricultural production, and our analysis of specific soil and water studies related to the site.

Management of the Green Island Property previously retained Vineyard Soil Technologies to conduct a thorough analysis of the soil and water conditions. Please see attached the September 29, 2021, Site Visit Report and the October 12, 2021, Addendum to Site Visit Report Assessing Fruit and Nut Trees. These studies concluded that based on analyses of “the irrigation water chemistry, soil chemistry and condition of the vineyard, that the vineyard is continuing in a death spiral and the soils are unsustainable for not only wine grapes but also for fruit trees and nut trees as a result of excessive accumulation of salts in of the vines and most certainly an expected accumulation of salts in the rootzones if the fruit trees and nut trees would be planted.”

Our scientific assessment has been confirmed: the vineyard was in an irreversible “death spiral” and would ultimately die completely, necessitating its removal. This prediction has come to pass, and there is now no vineyard on the property. Furthermore, no sustainable agricultural use is feasible due to the soil's excessive salinity.

We acknowledge that certain federal and state maps indicate that the soil on the property is suitable for agricultural activities. However, these maps are based on desktop reviews and do not include site-specific soil and water sampling.<sup>1</sup> It is essential to note that, based on these high-level reviews, the presence of irrigated agriculture may lead agencies to incorrectly conclude that the land is agriculturally sustainable when, in fact, it may be facing an irreversible decline. Because of the limited reliability and accuracy of these maps, the California Department of Conservation, for instance, explicitly disclaims the accuracy of its farmland maps:

“The Department of Conservation makes no warranties as to the suitability of this product for any particular purpose. This data should be used within the limits of its purpose – as a current inventory of agricultural land resources.”<sup>2</sup>

As professional soil scientists, crop advisors, and viticulturists, we do not rely solely on farmland maps when advising individuals about acquiring or using properties for agricultural purposes. It would be irresponsible to do so, as agricultural sustainability depends on the specific conditions of each property. The best practice is to take soil samples and test the irrigation water source to determine the agricultural viability of the land and the availability of water. In evaluating the Green Island Property, we have strictly adhered to these best practices to ensure that our expert opinions are not only sound but also supported by the most reliable scientific evidence available.

We strongly advise that you disregard any maps, whether state or federal, that suggest this land is suitable for agriculture, as this information is not accurate. Specifically, concerning the Green Island Property, these maps lack substantial evidence. Based on actual soil samples and the availability of irrigation water, we firmly believe that the Green Island Property is not sustainable for agricultural use. There is no dependable water source. We respectfully request that you base your findings on scientific evidence to conclude that the land is unsuitable for agriculture.

Thank you for your consideration.

Scott Knippelmeir, CCA, PCA

*Scott Knippelmeir* 4/1/25

Nicholaus Madden, PhD, CCA

*Nicholas Madden* 4/1/25

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<sup>1</sup> / See California Department of Conservation, Metadata Regarding Napa County Farmland of Statewide Importance,

[https://maps.conservation.ca.gov/dlrp/metadata/importantfarmland/napa\\_meta.htm#2](https://maps.conservation.ca.gov/dlrp/metadata/importantfarmland/napa_meta.htm#2).

<sup>2</sup> / California Department of Conservation, *California Important Farmland Finder*, <https://maps.conservation.ca.gov/DLRP/CIFF/>.

# ATTACHMENT A

David Gilbreth, Manager  
Ed Farver, Manager  
Will Nord, Manager  
Green Island Vineyard LLC

September 29, 2021

**Site Visit Report**  
**Green Island Vineyard**  
**Project 21-178**

The objective of the site visit was to qualify the current condition of the Green Island vineyard in light of the passage of time since the submission of the report regarding the irrigation water chemistry and soil chemistry of the vineyard: Anamosa-Gilbreth-Ghisletta-GIV-Geoff-Monk-CCA-15-179-Soil-Water-Chemistry-Review-June- 2018-Proj-18-136.

In summary, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard, that the vineyard is continuing in death spiral and the soils are unsustainable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines. Consequently, as generally anticipated based on the data presented in my 2018 report, in 2021 the vineyard owners removed one-half of the most severely affected vineyard blocks. An additional one-quarter of the blocks will be removed at the termination of this season, and the remaining blocks will be removed in the very near future. The review of the ACRW indicates it is unsuitable for winegrapes. It is probably the repeated use of the ACRW on this vineyard that has caused the salinity, sodium, and chloride problems in the vineyard.

**Introduction**

Soil salinity issues with grapevines is not common in the North Coast California viticultural areas, but are becoming more common as continued pumping of ground water in the periphery of San Pablo Bay has caused saltwater intrusion into the ground water system, and vineyards have continued to use the ever increasingly salty water on vineyard. Much of scientific research and development of scientifically based “best practices” for management of vineyards with salinity, sodium, and chloride problems has been done in Australia. Shown below are photos provided in several Australian extension education bulletins for growers to identify and manage salt issues in vineyards. I am showing these photos to provide a baseline of the symptoms of winegrapes grown on soils with high salt accumulations.

Generally, the symptoms of excessive soil salinity are the development of necrotic (brown) tissue along the margin and/or quarter or half-sections of the leaves. The most severe symptom may envelop the entire leaf and all leaves on the vine. Severe necrotic leaf tissue damage will frequently weaken the vine for the following year due to the lack of carbohydrate storage into the roots and trunk for the next season’s growth. Some vine may die and will not push buds the following season.



Figure 1. Highly salinity water damage to winegrapes (Best Management Practices for Irrigation Water Salinity and Salt Build-up in Vineyard Soils, Limestone Coast Grape and Wine Council, Government of South Australia, 2017.)



Figure 2. Highly salinity water damage to winegrapes (Best Management Practices for Irrigation Water Salinity and Salt Build-up in Vineyard Soils, Limestone Coast Grape and Wine Council, Government of South Australia, 2017.)



Figure 3. Managing Salinity in the Vineyard Factsheet; Rob Walker; CSIRO Plant Industry, Adelaide, Australia.

The general symptoms of salinity, will usually occur prior to the toxicity symptoms of either sodium or chloride, because in order to get to the toxic levels for sodium and/or chloride, the salinity is already above the minimally problematic value of 1.5 dS/m. The moderate to severe salinity toxicity symptoms occur around 2.0 to 2.5 dS/m and vine death is typical at 3.5 to 4.0 dS/m. Since the soil salinity impact on the vine is osmotic, only a few roots must be in soil with toxic salinity levels for the vine to become dehydrated and show symptoms. Osmosis is the movement of water from an area of low solute concentrations to an area of high solute concentration through a semi-permeable membrane. In the vineyard setting the semi-permeable membrane is the cell membrane in the root. So as the soil salinity increases water flows from the roots to the soil, instead of the preferred flow from the soil into the root. Even if the soils are quite wet, the water will not flow into the roots. This causes the vines leaves to dehydrate and leaf cell death starting around the periphery of the leaf even in the presence of moist soil.

### **Site Visit Protocols**

A Site Visit to the Green Island Vineyard (GIV) was conducted on September 10, 2021.

**Vineyard Layout:** The vineyard is planted on 7-foot rows with 6 feet between vines. The vines are trained on bilateral cordon on a vertical trellis. The trellis has a drip hose wire, a fruiting wire, and two sets of two fruiting wires that vary by block in distance above the fruiting (cordon) wire 12-14 inches and 24-30 inches. Although the end-post and stakes are sufficiently tall, there is not a set of fruiting wires that would typically be found around 36" above the cordon. Many vineyard managers construct the trellis as needed, meaning that they add the drip, fruiting (cordon) and first set of foliage catch wires when the vines are planted, and then add additional wires if needed as the vineyard matures. The fact that this vineyard did not install the typical foliage catch wires at 36" above the cordon, indicates that the vines did not grow sufficiently to warrant the wires, and their consequent expense. Vines with shoots only to the 2nd wire are considered stunted

The qualitative evaluation of each block will be provided in the following parameters:

**PV2W** Percentage of vine shoots not reaching the second fruiting wire (24 to 30"). The lower the value, the more shoot growth there has been.

**PLN** Percentage of leaf area with necrosis. The higher the value, the more necrotic leaves there are.

Blocks A1, B5, B4-south, C1, C2, D3 and D4 have been pulled out and are fallow. These blocks were most affected, and vine growth and yields were well below economic profitability.

We have attached a block map and a 2017 EVI (Enhanced Vegetative Index) image of the vineyard, as well as our Electromagnetic scanner evaluation to a depth of 5-feet. The EVI image show the relative photosynthetic capacity of the vines. Those area represented by Blocks A3, B2, B3, and the eastern portion of D2 and D3, show the highest vigor. The areas represented by A1, A2 (young vines in 2016), B4-south, B-5, D3, D4 showed the lowest vigor and a but A2 have been pulled.

The map of the Electromagnetic Scanner (EM) shows patterns across the vineyard very similar to the EVI. Soil sampling has confirmed that those areas where the EM data showed the highest Electrical Conductivity values also have the highest electrical conductivity and salinity. Therefore, the patterns shown across the landscape of the EVI and EM data set have been confirmed by soil analysis.

### **Findings and Discussion**

The photos take of vines in each block are attached in the following pages, along with the percentage of vines shoots not reaching the 2<sup>nd</sup> wire, and the percentage of leaf area with necrosis.

1. It should be expected that continued use of the high salt content ACRW will continue to accumulate in these soils and render the vineyard area unsuitable for continued vineyard operations in the upcoming years. It is just a matter of time, that the land is sufficiently toxified to kill the remaining vines if they are not pulled out first.
2. We have had two years (2020, and 2021) of lower than average rainfall that has reduced the leaching of salts, and an additional two years of application of water that is unsuitable for the irrigation of winegrapes. Even with near-normal rainfall, there will be inadequate leaching of salts to overcome the current salt load in the soil and the anticipated addition of more salts in the irrigation water that will be required to continue farming this vineyard.
3. These vineyard blocks are 20+ years old and cordon trained. They are also exhibiting fungal disease indicative of Eutypa (and similar canker wood rot diseases) . The symptoms of this disease appear as dead spur positions, dead cordons and eventually vine death. Vine death typically starts to occur once the vines are 20 to 40 years old. Although, some vine death may be occurring due to Eutypa, the cluster of dead vines along the western boundaries of Blocks C3, D1 and D2 are neighboring vines with severe toxic salinity symptoms. Therefore, even though Eutypa is present in this vineyard, it is most certainly not the cause of the majority of vine death in the most salt affected areas.
4. Only Block A3 (young vines) and the western portions of Blocks B2 and B3 showed minor damage.
5. All other blocks showed moderate to severe damage especially the western sides of Blocks C3, D1 and D2. These blocks showed upwards of 60% to 80% necrotic leaf area, and many dead vines.
6. The vines growing in the Green Island Vineyard are showing minor to severe toxicity symptoms from high salinity soils. Only a small portion of the south-central regions of the vineyard (west side of Blocks B2 and B3) are showing minor impact from the salinity. The rest of the blocks including the eastern sides of Blocks B2 and B3 are showing moderate to severe toxic symptoms from high salinity soil. The vines are showing the symptoms of high salts in the soil indicated by short shoot growth and necrotic tissue starting on the leave margins and may affect much of the leaf area. Vines showing 60% to 80% salinity damage are in a death spiral due to the inability to manufacture and store late season carbohydrates for the next season's bud-break. Therefore, increased rate of vine death should be expected, especially in those areas that are currently most severely affected by the high salt damage.
7. The American Canyon Recycled Water (AMCR) that is used to irrigate the vineyard is unsuitable for the irrigation of vineyards, and the salts in that water have been accumulating in the soils for many years. This salt accumulation has degraded the condition of the vineyard and will continue to do so into the future. Due to the proximity of the vineyard to San Pablo Bay it is unlikely that on-site well water would be an improvement over the ACRW.

### **Conclusion**

In conclusion, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard that the vineyard is continuing in death spiral and the soils are unsustainable for wine grapes as a result of excessive accumulation of salts in the rootzones of the vines.

*Paul R. Anamosa*

Paul R. Anamosa, Ph.D.  
Soil Scientist & Viticulturist

**Block A2**

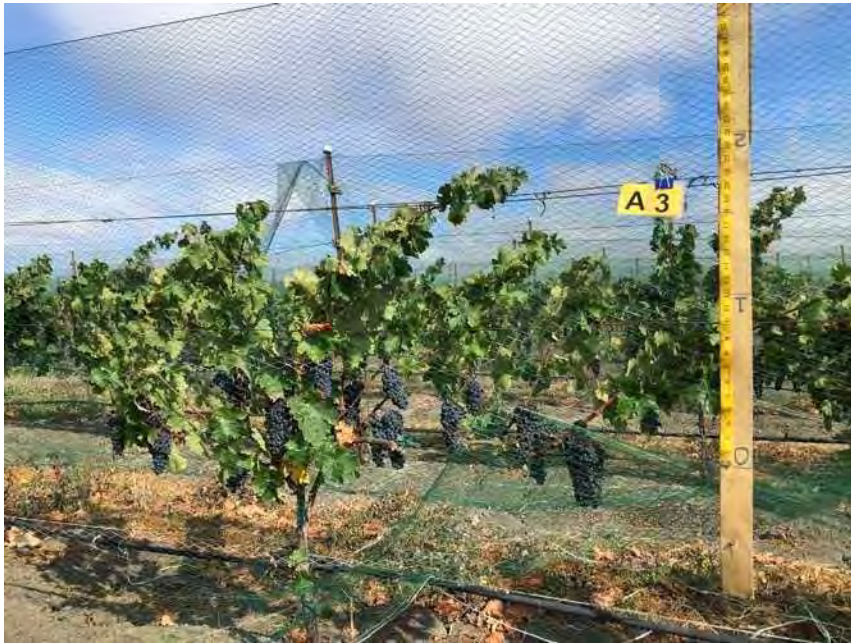
**PV2W: 80%**  
**PLN: 40%**



Upper Left: Vines with most shoots below 2<sup>nd</sup> wire.  
Upper Right: Readily visible 2<sup>nd</sup> wire with few shoots touching  
Lower Left: Vines with 20% shoots above wire, and 30% to 40% leaf area necrosis.  
Lower Right: Outline of white salts evaporation ring around beneath the emitter.

**Block A3**

**PV2W: 60%**  
**PLN: 20%**



Left: Notice tape measure draped over netting showing second wire at about 20" above cordon. 60% of shoots below this wire.

Minor leaf damage.



Block A3 had many short shoots, but showed only minor leaf necrosis salinity symptoms.

**Block B1**

**PV2W: 20%**  
**PLN: 30%**



Upper Left: This block shows the wire installed at 36" above the cordon. Only 20% of shoots were below the 2<sup>nd</sup> wire and most were between the second and the third wires.  
Upper Right: Showing the impact of the necrosis equally on all of the vines down the rows.  
Lower Left: Close up of leaf necrosis (40%) on leaf at 3<sup>rd</sup> wire.  
Lower Right: Vine with nearly 90% necrotic tissue next to vines with 30% necrotic tissue.

**Block B2**

**PV2W: 40%**  
**PLN: 50%**



Upper Left: Vines showing marginal leaf necrosis across rows.

Upper Right: Vine with about 60% of shoots above 2<sup>nd</sup> wire, 30% leaf necrosis.

Lower Left: Down the row showing consistent green leaves and moderate leaf necrosis.

**Block B3-1 Pinot Noir**

**PV2W: 20%**  
**PLN: 20%**



Left: Vines with only 20% of shoots less than 24” and about 20% greater than 24”. Leaf necrosis was only about 20%.

Strongest part of vineyard.



Left: More vines with only 20% shoots less than 24” length and many over 24, but all less than 36”

Leaf area necrosis is between 10% and 20%.

**Block B3-2 Malbec**

**PV2W: 60%**

**PLN: 80%**



Left: Vines with short shoots and nearly all leaves necrotic. Some vines in neighboring rows with less necrosis.

Among the worst salinity damage on the vineyard.



Left: Vines far down the rows with 60 to 100% necrotic leaves.

Some of these vines may not make it to next season due to lack of leaves to power carbohydrate storage for next season's bud-break.

**Block B3-3 Merlot**

**PV2W: 20%**  
**PLN: 30%**



Left: This block has the 3<sup>rd</sup> wire at 36".  
\*0% of wires at or above 26" wire, and 20% at or above 36" wire.

Longer shoot growth, but still 30% of leaf surface area has necrosis.



Left: This portion of B-3-3 Merlot has shorter shoots and 40% to 60% leaf area necrosis.

**Block B-4**

**PV2W: 40%**  
**PLN: 20%**



**Left: 40% of short shoot  
not above 2<sup>nd</sup> wire.**

**About 20% to 30% leaf  
area necrotic.**



**Block C3**

**PV2W: 40% to 100**  
**PLN: 10% to 100**



Left: 40% short shoot not up to 2<sup>nd</sup> wire at 26", but only about 10% to 20% leave area necrosis. This is from the east side of the blocks

One of the least affected areas.



Upper Left: Vines along the western block boundary at low elevations. Most vines with 80% to 100% necrosis.

Many dead vines from previous season with no leaves (no-budbreak).

Upper Right: Mid-way between east and west block boundary. About 40% to 50% leaf necrosis. Many short shoots.

**Block D1**

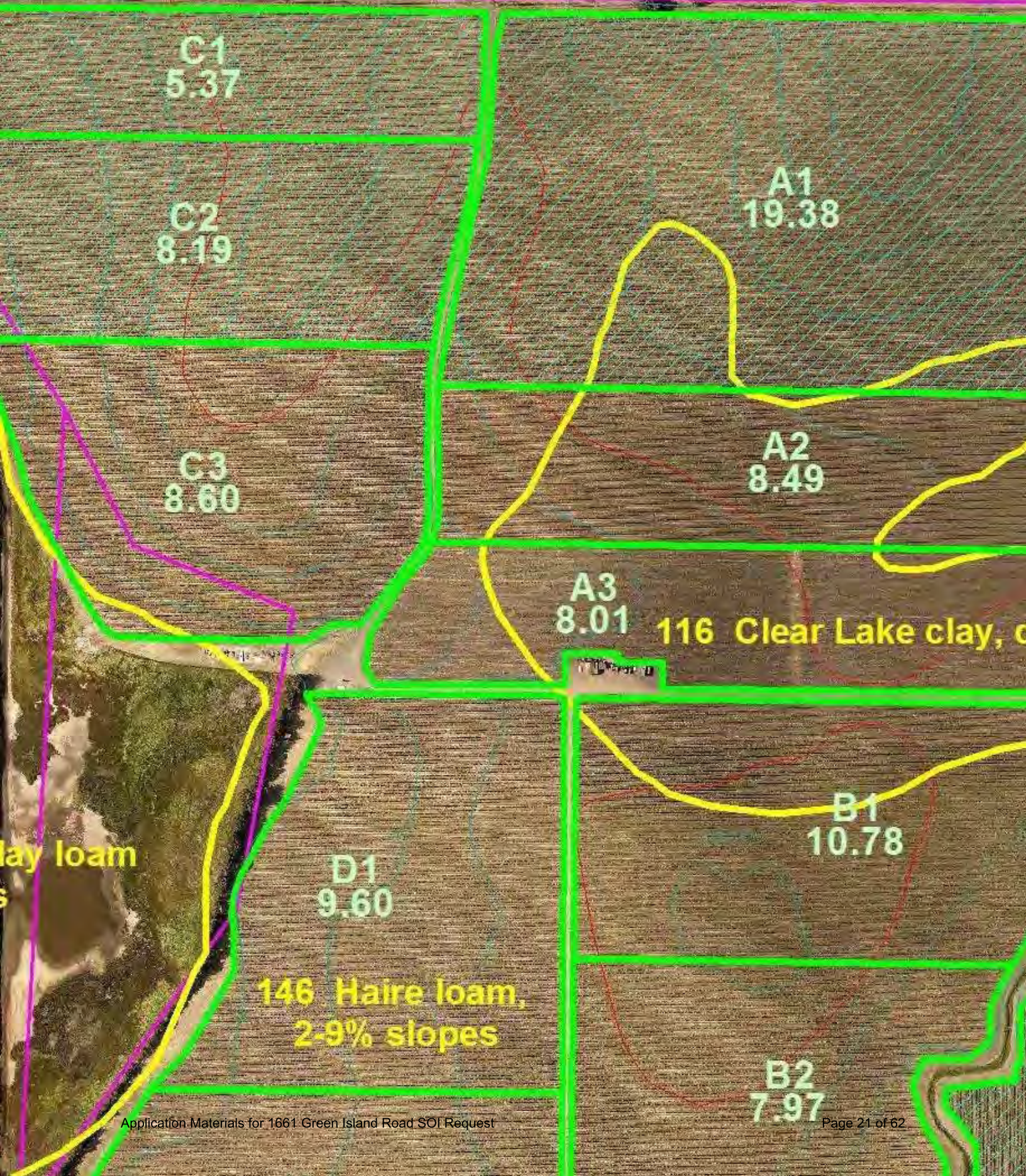
**PV2W: 60%**  
**PLN: 20%**



Left: Close up of leaf necrosis with some shoots above 2<sup>nd</sup> wire.



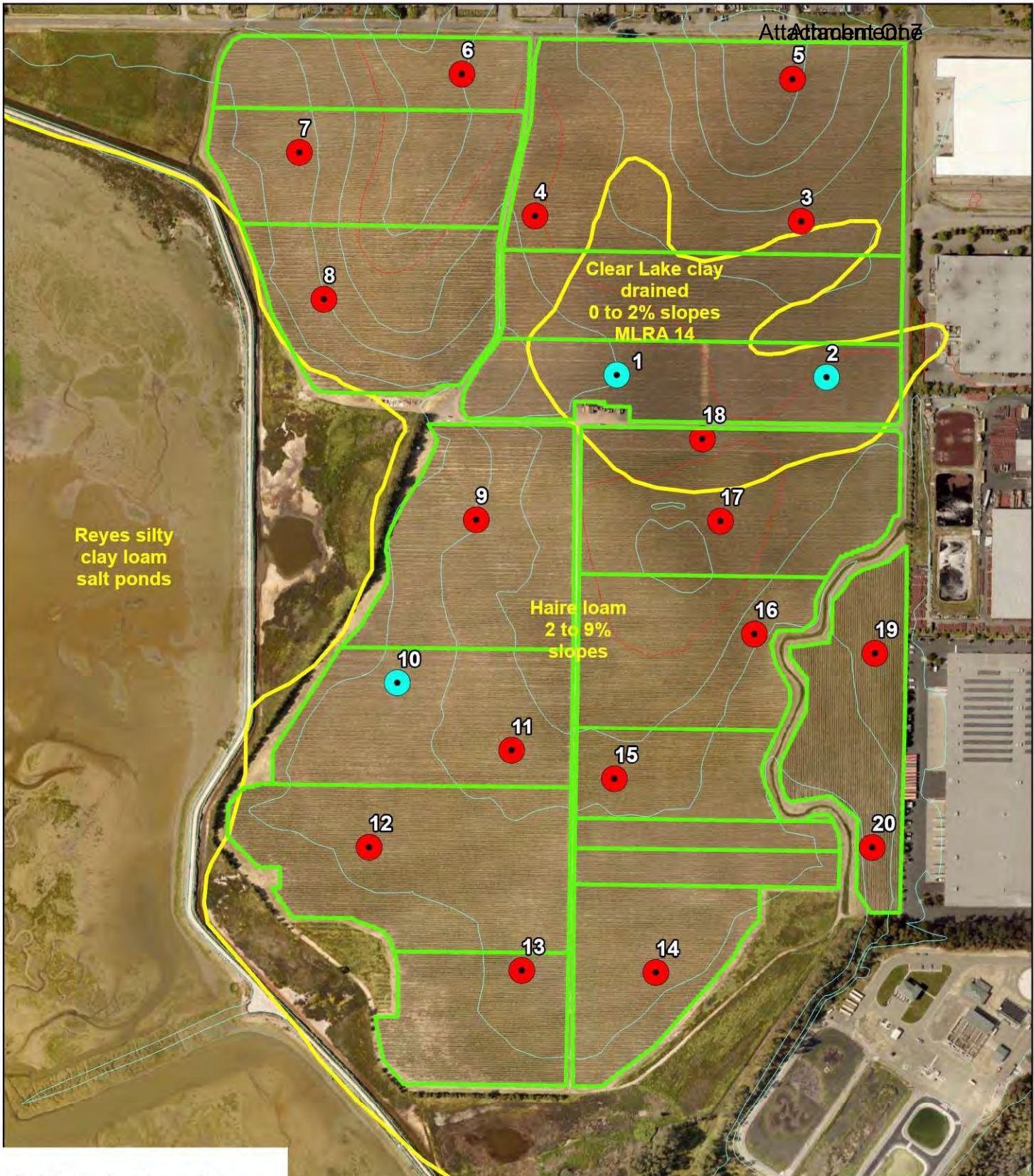
Left: Most vines with less than 60% of shoots up to 2<sup>nd</sup> wire. 20% to 30% leaf area necrosis.



116 Clear Lake clay, c

ay loam

146 Haire loam,  
2-9% slopes



Soil Series by Morphology

- Haire loam
- Clear Lake clay
- Study Area
- Napa County Soil Series

Elevation Contours

— 5 ft.

Ed Farver  
 Green Island Vineyard  
 American Canyon, CA.

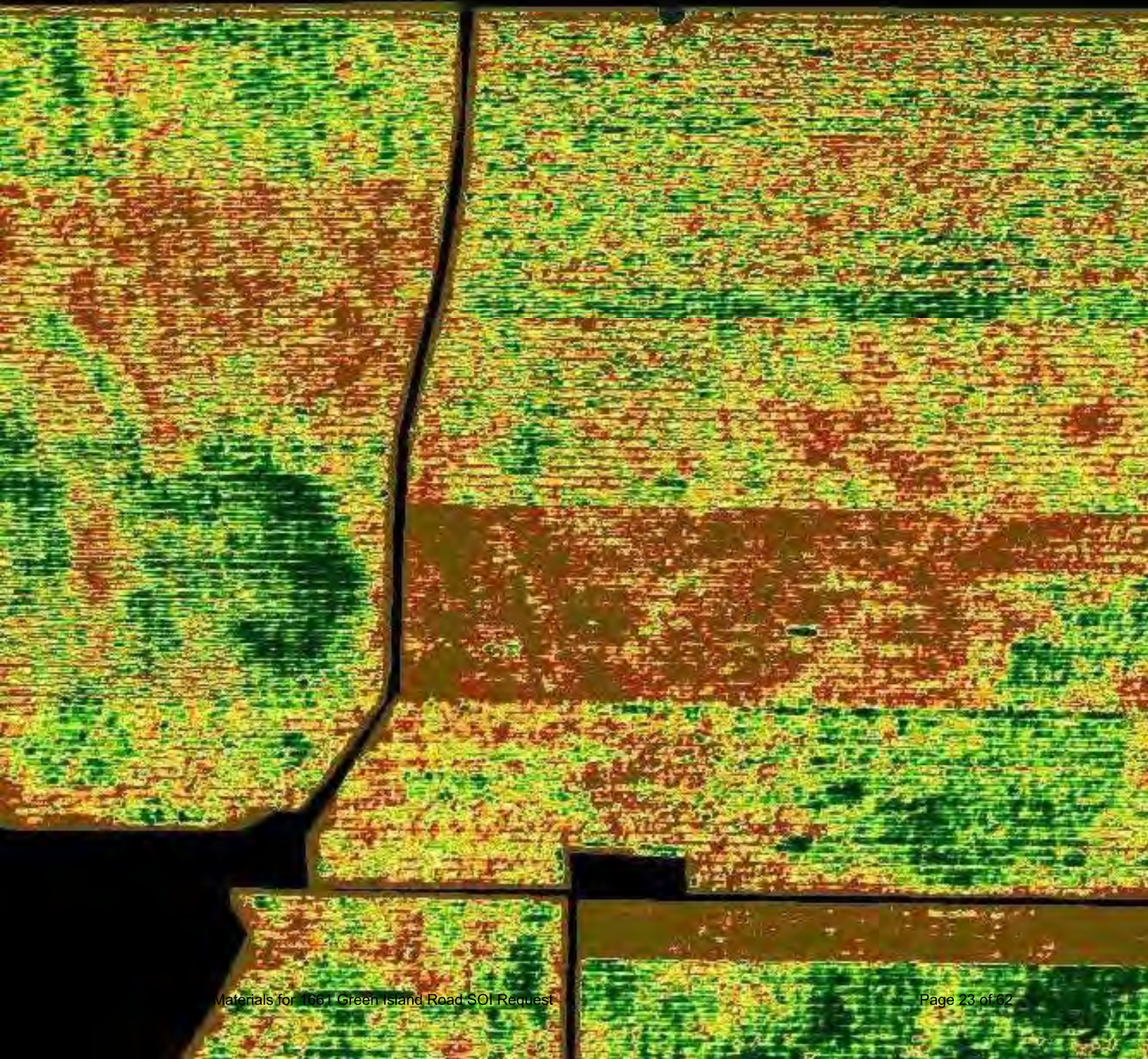
250 0 250 500 750 Feet

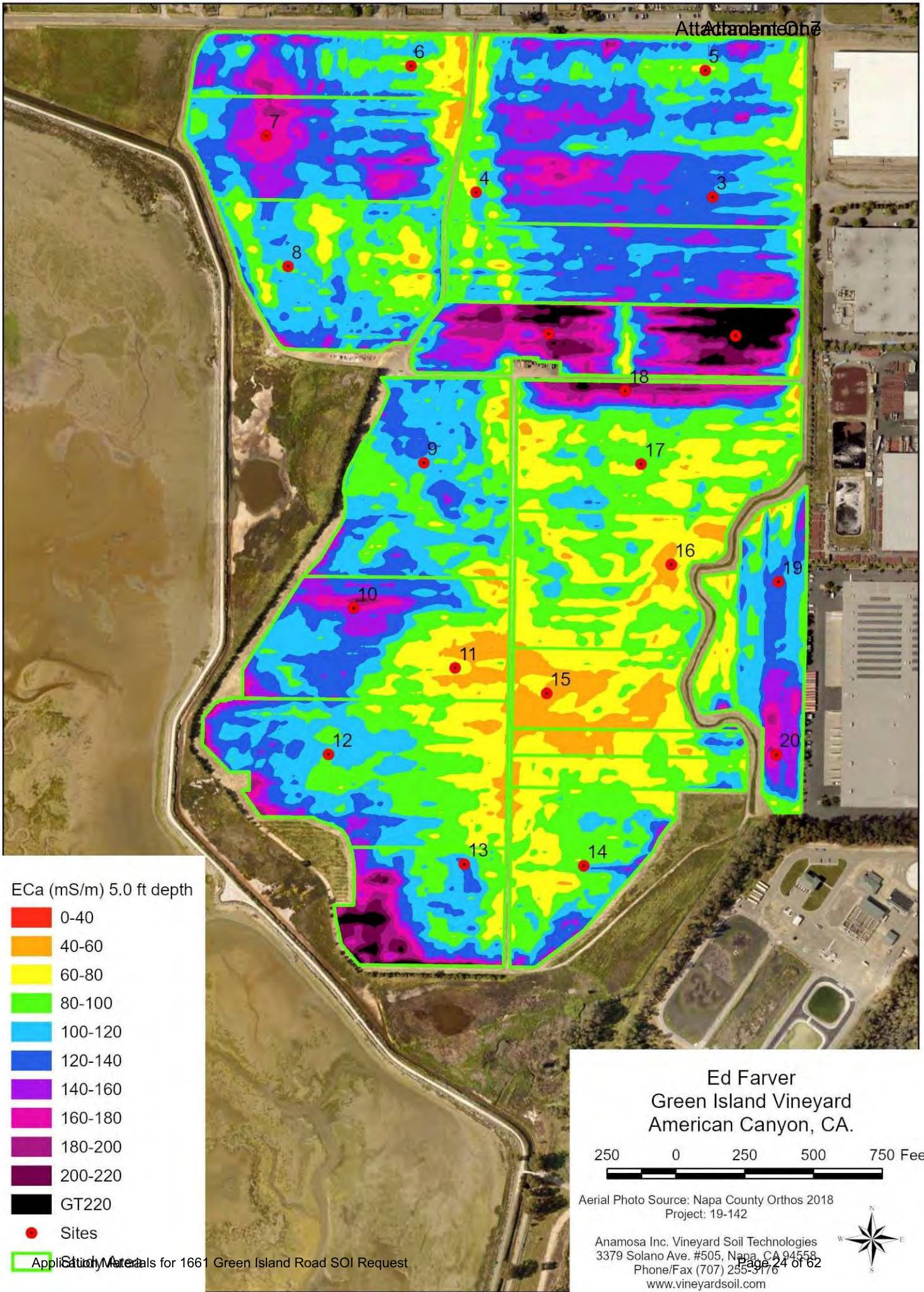


Aerial Photo Source: Napa County Orthos 2018  
 Project: 19-142

Anamosa Inc. Vineyard Soil Technologies  
 3379 Solano Ave. #505, Napa, CA 94558  
 Phone/Fax (707) 255-3176  
 www.vineyardsoil.com







ECa (mS/m) 5.0 ft depth

- 0-40
- 40-60
- 60-80
- 80-100
- 100-120
- 120-140
- 140-160
- 160-180
- 180-200
- 200-220
- GT220
- Sites

Application Materials for 1661 Green Island Road SOI Request

Ed Farver  
Green Island Vineyard  
American Canyon, CA.

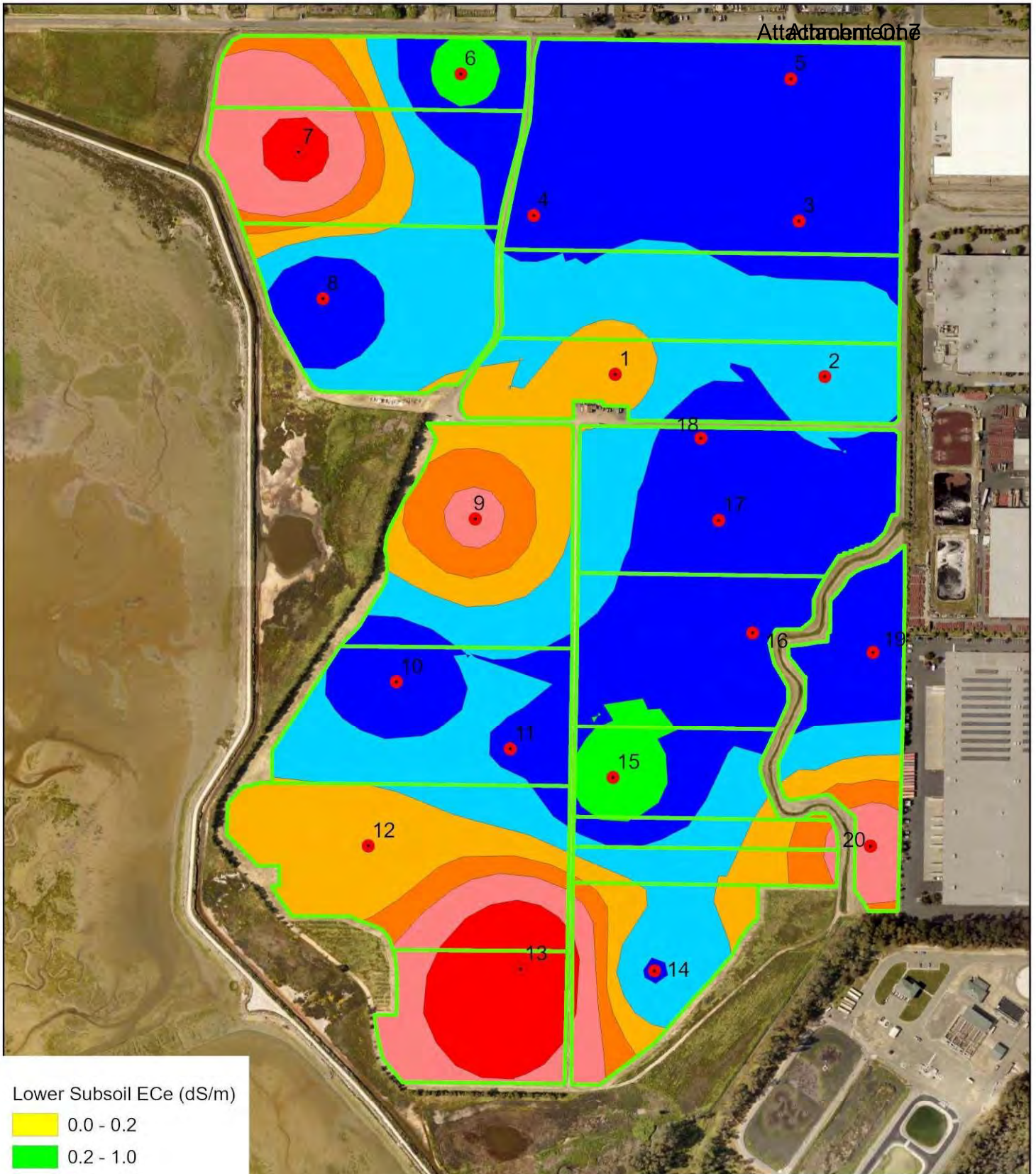
250 0 250 500 750 Feet



Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142

Anamosa Inc. Vineyard Soil Technologies  
3379 Solano Ave. #505, Napa, CA 94558  
Phone/Fax (707) 255-3176  
www.vineyardsoil.com





Lower Subsoil ECe (dS/m)

- 0.0 - 0.2
- 0.2 - 1.0
- 1.0 - 1.5
- 1.5 - 2.0
- 2.0 - 2.5
- 2.5 - 3.0
- 3.0 - 4.0
- 4.0 - 8.0

● Sites

□ Study Area

Ed Farver  
Green Island Vineyard  
American Canyon, CA.

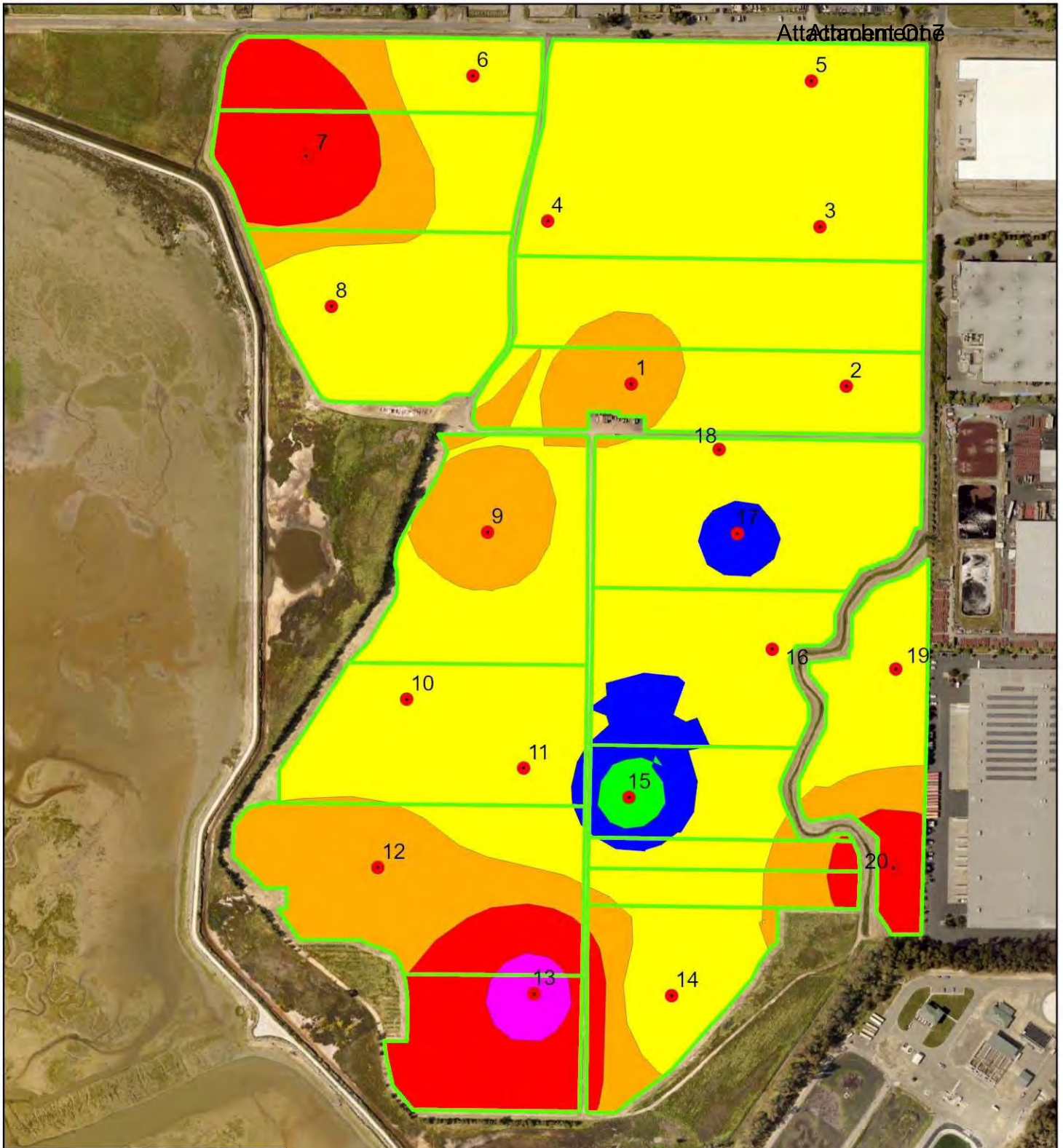
250 0 250 500 750 Feet



Aerial Photo Source: Napa County Orthos 2018  
Project: 19-142

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Lower Subsoil Sodium (meq/l)

- 0 - 3
- 3 - 5
- 5 - 10
- 10 - 15
- 15 - 25
- GT 25
- Sites

Application Materials for 1661 Green Island Road SOI Request

Ed Farver  
 Green Island Vineyard  
 American Canyon, CA.

250 0 250 500 750 Feet

Aerial Photo Source: Napa County Orthos 2018  
 Project: 19-142

Anamosa Inc. Vineyard Soil Technologies  
 3379 Solano Ave. #505, Napa, CA 94558  
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**Appendix Table A4**

DATA PROCESSED BY [WINEOIL.COM](http://WINEOIL.COM) - VITICULTURAL SOIL AND WATER TECHNOLOGIES



3377 Solano Ave. #505  
Napa, CA 94558

ph/fax: (707)255-3176

[www.VineyardSoil.com](http://www.VineyardSoil.com)

**Appendix Table A4 - 1**



**Appendix Table A4**

DATA PROCESSED BY [WINE-SOIL.COM](http://WINE-SOIL.COM) - VITICULTURAL SOIL AND WATER TECHNOLOGIES



3377 Solano Ave. #505  
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ph/fax: (707)255-3176

[www.VineyardSoil.com](http://www.VineyardSoil.com)

**Appendix Table A4 - 1**











**Appendix Table A4**

Date

For

Client

Property

Project Number

**Vineyard Soil Technologies**  
 3377 Solano Ave. #505  
 Napa, CA 94558  
 ph/fax: (707)255-3176  
 www.VineyardSoil.com

Log In #

Date Sampled

Date Submitted

Date Reported

**Report of Soil Analysis**

Profile	Layer*	Sample Depth (in)	Extractable Cations										PARTICLE SIZE ANALYSIS					tons/acre per layer depth					
			S-5.10		S-5.10		S-5.10		S-6.10		S-6.10		S-6.10		Gypsum Req. Ca to 60% of CEC	% Sand	% Silt	% Clay	Lime (pH6)	Gypsum (60%)			
			mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg	mg/kg							Active Lime	Lime Req. (pH 5.5)	S2.50
			Ca	Mg	K	Na	H	Mn	Fe	Cu	Organic Matter	%	%										
15	1E	0	1305	147	317	41	0	5.7	21	1.1	1.2	2											
15	1M	0	1537	98	123	23	0	7.1	22	1.2	1.7	2											
15	2M	16	1215	112	58	32	0	4.9	13	1.1	1.0												
15	3M	24	847	173	38	44	0	3.5	14	0.7	0.6				47	39	14						
16	1E	0	1876	198	489	147	0	7.5	24	1.2	2.0	4											
16	1M	0	2091	205	248	43	0	9.3	51	1.5	2.7	1											
16	2M	14	1432	219	122	48	0	6.2	27	1.3	1.5												
16	3M	26	805	255	41	107	4	3.8	12	0.6	0.6				45	39	16				0.4		
17	1E	0	2170	326	198	83	0	4.7	20	1.0	2.2	0											
17	1M	0	1870	327	100	60	0	8.3	34	1.2	2.2												
17	2M	18	2499	716	76	142	13	4.2	21	0.4	0.7												
17	3M	31	2830	1072	81	201	15	3.8	15	0.3	0.5				0.0	47	33	20				0.0	
18	1E	0	2240	309	614	157	0	16.4	39	1.8	2.3	1											
18	1M	0	2324	293	141	33	0	6.8	42	1.8	2.5												
18	2M	17	2271	1006	150	132	29	11.7	46	2.4	0.8				0.7	43	22					0.8	
18	3M	30	2255	1269	157	327	40	23.8	75	2.8	0.7				1.8	35	43					3.3	
19	1E	0	1305	114	349	95	0	6.5	19	0.9	1.6	2											
19	1M	0	1443	80	171	11	0	5.8	24	1.1	1.3	2											
19	2M	18	2977	114	43	99	0	3.0	12	0.6	0.6												
19	3M	29	1987	879	108	294	24	1.3	46	0.9	0.6				0.5	47	41	12					0.8
20	1E	0	2227	129	215	49	0	6.3	29	1.2	2.0	3											
20	1M	0	1856	171	76	22	0	2.4	18	1.2	0.9	2											
20	2M	17	3494	1599	149	368	0	1.9	23	2.1	0.7	0											
20	3M	35	3596	1843	211	984	0	0.5	20	0.8	0.5	11											

\*Layer 1 is Topsoil; Layer 2 is Upper Subsoil; Layer 3 is Lower Subsoil; Layer 4 is Deep Subsoil; E represents a sample from under the emitter; M from the midrow In accompanying diagrams, critical criteria are shown as horizontal lines on the charts. These criteria are color coded according to "traffic light" logic It is desirable for data to pass through green critical criteria lines, while it is undesirable for data to pass through red or amber critical criteria lines.



David B. Gilbreth, Manager  
Ed Farver, Manager  
Will Nord, Manager  
Green Island Vineyard LLC

October 12, 2021

**ADDENDUM ASSESSING FRUIT AND NUT TREES**  
**Soils and Vineyard Report**  
**Green Island Vineyard Project 21-178**

The objective of this Addendum is to assess the feasibility of fruit trees and nut trees subject to the current condition of the Green Island Vineyard irrigation water chemistry, soil chemistry and condition of the vineyard and update the Site Visit Report Green Island Vineyard Project 21-178 dated September 29, 2021.

In summary, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard, that the vineyard is continuing in death spiral and the soils are unsustainable for not only wine grapes but also for fruit trees and nut trees as a result of excessive accumulation of salts in the rootzones of the vines and most certainly an expected accumulation of salts in the rootzones if the fruit trees and nut trees would be planted. Consequently, as generally anticipated based on the data presented in my 2018 report, in 2021 the vineyard owners removed one-half of the most severely affected vineyard blocks. An additional one-quarter of the blocks will be removed at the termination of this season (2021), and the remaining blocks will be removed in the very near future. The review of the American Canyon Recycled Water (ACRW) indicates it is unsuitable for not only winegrapes but also for fruit trees and nut trees. It is probably the repeated use of the ACRW on this vineyard that has caused the salinity, sodium, and chloride problems in the vineyard.

**Introduction**

I am incorporating the Vineyard Site Visit Report Green Island Vineyard Project 21-178 dated September 29, 2021 and rather than reiterating it, I am attaching it because all of the data, soils analysis and conclusions are relevant to assessing the feasibility of fruit and nut trees. For reference I have attached the *University Of California Crop Salinity Tolerance And Yield Function - Salinity Management* table. The table presents the Threshold EC value at which yields will start to decline, and the slope of the decline. The document then presents a qualitative assessment of the sensitivity of each fruit and nut tree to salinity damage. This data indicates that most fruit and nut trees are moderately sensitive with EC-Thresholds 1.5 to 1.8 dS/m.

The Threshold EC value for fruit tree and nut trees clearly indicates that the salt tolerance, which is the level at which plant damage is initiated, is unsustainable for grape vineyards is also unsustainable for fruit trees and nut trees because the Threshold EC values are quite similar. Any replanting of grapevines, or fruit and/or nut trees, would start with soil already above these thresholds, and then compound the salinity issue by the necessary continued irrigation with high-salt water.

Crop		EC of saturated soil extract		Rating <sup>2</sup>
Common name	Botanical name <sup>2</sup>	Threshold <sup>1</sup> dS/m	Slope (%)/ dS/m	
Almond	<i>Prunus dulcis</i>	1.5	19.0	S
Apple	<i>Malus sylvestris</i>			S
Apricot	<i>Prunus armeniaca</i>	1.6	24.0	S
Avocado	<i>Persea americana</i>			S
Blackberry	<i>Rubus sp.</i>	1.5	22.0	S
Boysenberry	<i>Rubus ursinus</i>	1.5	22.0	S
Castorbean	<i>Ricinus communis</i>			MS*
Cherimoya	<i>Annona cherimola</i>			S*
Cherry, sweet	<i>Prunus avium</i>			S*
Cherry, sand	<i>P. besseyi</i>			S*
Currant	<i>Ribes sp.</i>			S*
Date palm	<i>Phoenix dactylifera</i>	4.0	3.6	T
Fig	<i>Ficus carica</i>			MT*
Gooseberry	<i>Ribes sp.</i>			S*
Grape	<i>Vitis sp.</i>	1.5	9.6	MS
Grapefruit	<i>Citrus paradisi</i>	1.8	16.0	S
Guayule	<i>Parthenium argentatum</i>	15	13.0	T
Joboba	<i>Simmondsia chinensis</i>			T
Jujube	<i>Zizyphus jujuba</i>			MT*
Lemon	<i>Citrus A77011</i>			S
Lime	<i>C. aurantiifolia</i>			S*
Loquat	<i>Eriobotrya japonica</i>			S*
Mango	<i>Mangifera indica</i>			S*
Olive	<i>Olea europaea</i>			MT
Orange	<i>Citrus sinensis</i>	1.7	16.0	S
Papaya	<i>Carica papaya</i>			MT
Passion fruit	<i>Passiflora edulis</i>			S*
Peach	<i>Prunus persica</i>	1.7	21.0	S
Pear	<i>Pyrus communis</i>			S*
Persimmon	<i>Diospyros virginiana</i>			S*
Pineapple	<i>Ananas comosus</i>			MT*
Plum; prune	<i>Prunus domestica</i>	1.5	18.0	S
Pomegranate	<i>Punica granatum</i>			MT*
Pummelo	<i>Citrus maxima</i>			S*
Raspberry	<i>Rubus idaeus</i>			S
Rose apple	<i>Syzygium jambos</i>			S*
Sapote, white	<i>Casimiroa edulis</i>			S*
Tangerine	<i>Citrus reticulata</i>			S*

**Conclusion**

In conclusion, it is my professional opinion as a result of my analysis of the irrigation water chemistry, soil chemistry and condition of the vineyard that the vineyard is continuing in death spiral and the soils are unsustainable not only for wine grapes, but also for fruit trees and nut trees as a result of excessive accumulation of salts in the rootzones of the vines and most certainly an expected accumulation of salts in the rootzones of any future fruit trees and nut trees.

*Paul R. Anamosa*

Paul R. Anamosa, Ph.D.  
Soil Scientist & Viticulturist



March 19, 2025

Sent Via Email to: [bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov)

Brendon Freeman, Executive Officer  
Napa County Local Agency Formation Commission (LAFCO)  
1754 2nd St, Suite C  
Napa, California 94559

**Subject: Landowner application to amend the American Canyon Sphere of Influence to include 1661 Green Island Road (APN 058-030-041)**

Dear Mr. Freeman:

Thank you for informing the City of American Canyon that on April 7, 2025, the Napa County LAFCO Board will consider an application to amend American Canyon's Sphere of Influence (SOI).

We understand the landowner's application includes approximately 157.15 acres of land located at 1661 Green Island Road (APN 058-030-041). The staff report notes the property is located outside of American Canyon's SOI and the boundary of the Urban Limit Line (ULL) defined by the 2008 ULL Agreement between the American Canyon and Napa County.

This letter is intended to inform the LAFCO Board that the American Canyon City Council supports the proposed application. If you have any questions, I may be contacted at (707) 647-4351 or by e-mail at [pWASHINGTON@americancanyon.gov](mailto:pWASHINGTON@americancanyon.gov).

Sincerely,

A handwritten signature in blue ink, appearing to read "Pierre Washington". Below the signature, the date "3/19/2025" is written in blue ink.

Pierre Washington, Mayor

Copies to:  
City Council  
Jason Holley, City Manager  
Bill Ross, City Attorney



## Fil-Am of American Canyon

[www.FilAmCyn.org](http://www.FilAmCyn.org)

<b>Officers 2024-2025</b>
<b>President</b> Jod'l Cruz
<b>Vice President</b> Joseph Mangapot Henry Toblas Reginald Rivera
<b>Treasurer</b> Boyet Ortega Jade Dumo (Asst Treasurer)
<b>Asst Secretary</b> Judith Dominguez
<b>Seargent at Arms</b> Jun Goroza Louie Lacson Nato Turgo Fidel Ednalino
<b>Auditor</b> Sheila Turgo
<b>Press Relation Officer</b> Joey Palma Sophie Borgeaud
<b>Outreach Program Director</b> Jojo Maglalang
<b>Events/Cultural Director</b> Luchi Marte Dame Jose
<b>Fundraising Director</b> Claire Bombita Esther Dalipe
<b>Lialson Officer</b> Marlowe Respicio
<b>Advisor</b> Anthony Quicho Elmer Manaid
<b>Founding Members</b> Nick Estupin Danny Naguit Milan Bautista

March 31, 2025

Napa County LAFCO  
Attn: Chair Kenneth Leary and Commissioners  
1754 Second Street, Suite C  
Napa, CA 94559

Re: Letter of Support by the Fil-Am Association of American Canyon to the Green Island Road Property SOI Amendment Application

Dear Chair Leary and Commissioners:

Please accept this letter as our official endorsement. The Filipino-American Association of American Canyon (Fil-Am), established in 2002, is a social, non-profit, non-partisan organization that seeks to appreciate and cultivate values that will enhance unity and solidarity through cultural heritage, family, and community service. Approximately over 25 percent of the City's population is Filipino-American.

Fil-Am plays an active role in the City and has a strong interest in ensuring the City will provide opportunities for current and future generations of our community. This amendment does provide those opportunities for current and future generations of our community.

Fil-Am strongly supports the Green Island Property application for Napa County LAFCO to include the Green Island Property (i.e., 1661 Green Island Road, American Canyon) within the sphere of influence of the City of American Canyon (City).

Logically, geographically, all is in order and only the City can and does provide public services. This just makes good common sense. In our view, the property should have been included in the City upon its formation in 1992.



# Fil-Am of American Canyon

[www.FilAmCyn.org](http://www.FilAmCyn.org)

<b>Officers</b> 2024-2025
<b>President</b> Jod'l Cruz
<b>Vice President</b> Joseph Mangapot Henry Tobias Reginald Rivera
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<b>Fundraising Director</b> Claire Bombita Esther Dalipe
<b>Liaison Officer</b> Marlowe Respicio
<b>Advisor</b> Anthony Quicho Elmer Manaid
<b>Founding Members</b> Nick Estupin Danny Naguit Milan Bautista

We believe that by approving the application, the property can be evaluated for appropriate land use. While the City will have full control over this process and while there is no project, we believe the potential benefits of the application could include open space, recreation, and jobs, which would benefit the City and Napa County. This is important to everyone in the City, especially our Filipino community consisting of approximately over 25 percent of the City's population.

Thank you for taking the time to consider our endorsement. We would be happy to make ourselves available for further discussion.

Regards,

A handwritten signature in black ink, appearing to read "Jod'l Cruz".

Jod'l Cruz  
President of Fil-Am of American Canyon



**Subject: Opposition to Sphere of Influence Amendment for 157 Acres of Agricultural Land in American Canyon**

Dear Commissioners,

We are writing to urge the Napa County Local Agency Formation Commission to **oppose any amendment to expand the City of American Canyon's sphere of influence** to include the 157-acre Green Island property currently zoned as Agricultural in unincorporated Napa County. In 2022, voters in both American Canyon and Napa County **rejected Measure J**, clearly affirming their desire to preserve this land as open space and agricultural land. An amendment to the sphere of influence would directly contradict the will of the electorate and undermine longstanding efforts to protect agricultural and ecological resources in Napa County.

We understand that the vote today is not about developing or not developing this land, but the intentions are clear. If the sphere of influence is adjusted there is a much greater likelihood that this land will be developed and the wetlands lost.

**The Urgency of Climate Reality**

The region is already experiencing the devastating impacts of climate change—from wildfires and prolonged drought to sea level rise and intensified flooding. Wetlands serve as one of our most effective natural climate defenses: they **store carbon, mitigate flooding, and support biodiversity**.

Over 80% of the Bay Area's historic wetlands have been lost. This parcel lies within a critical remnant of the region's wetland ecosystem, supporting migrating waterfowl along the Pacific Flyway and providing habitat for fish species such as the endangered green sturgeon. Preserving this land is vital to sustaining the ecological and climate resilience of the Napa River watershed.

**Why This Proposal Should Not Move Forward**

- **Preserving Wetlands and Agricultural Land:** This parcel forms an important ecological and physical buffer between urban development and the sensitive shoreline. The land reduces the impacts of flooding, storm surges, and sea level rise—functions that become more essential each year as climate impacts worsen.
- **Lack of Public Review and Environmental Analysis:** This request for a sphere of influence amendment has proceeded without a corresponding development proposal or detailed environmental review. LAFCO's own policies emphasize orderly growth, the protection of agricultural and open space lands, and careful consideration of environmental impacts—all of which are at risk if this amendment is approved prematurely.

**The Long-Term Consequences of Annexation**

Should this parcel be added to American Canyon's sphere of influence, it will set in motion a chain of decisions that could ultimately lead to development on this site. Years from now, after ownership has changed hands and wetlands have been filled, the public will bear the burden:

- **Increased flooding risks** for local homes and businesses
- **Loss of wildlife and ecological function**

# SAVE THE BAY



- **Irreversible changes to the landscape**, made without the public's informed consent  
When future residents ask who allowed this to happen, the answer will point back to actions taken today.

### We Respectfully Request that LAFCO:

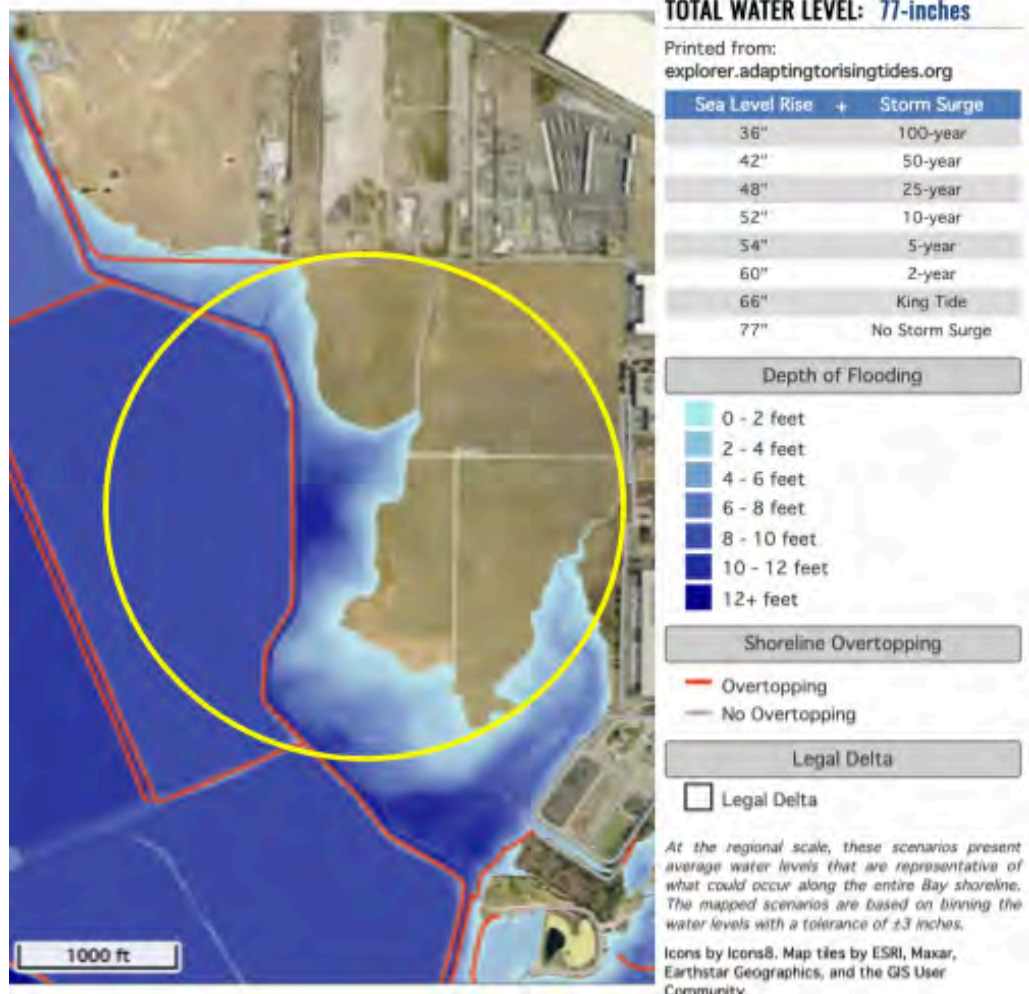
- **Deny the proposed amendment** to the sphere of influence for this 157-acre parcel
- **Uphold the voter mandate from 2022**, which clearly opposed development on this land
- **Require a full environmental review and meaningful public process** before considering any future proposals related to this parcel

The future of Napa County's agricultural and ecological heritage depends on responsible land-use decisions. I respectfully urge the Commission to act in alignment with its mission—to encourage sustainable land use, protect open space and agricultural lands, and guard against premature and unplanned urban sprawl.

Sincerely,

**Zoe Siegel**, Greenbelt Alliance  
**Joshua Quigley**, Save the Bay

The map here shows a *best case* scenario for the amount of flooding that this parcel will have with 36 inches of sea level rise and 100 year flood. Without the existing wetlands the impact of the flooding would be even worse.





Dear American Canyon City Council Members,

The Sierra Club Napa Group is strongly opposed to the development of the 157-acre parcel called Green Island Vineyard (GIV). We understand that the owner of this land, David Gilbreth, would like it redesignated into a “Sphere of Influence” (SOI) approved by the American Canyon City Council.

The ultimate goal is the annexation of GIV by the City of American Canyon from Napa County so Mr. Gilbreth can then sell this property to private developers. This attempt was put before the voters in Measure J who rejected this plan, and now Mr. Gilbreth is trying a new tactic to avoid this being brought to the voters again.

The property abuts critical wildlife habitat—wetlands—that also buffers the increasing danger of sea level rise in the immediate area. If industrial development is approved, the threat to existing wildlife and the habitat critical to the very existence of such wildlife will be overwhelming. I can provide ample visual proof that the area immediately adjacent to GIV is used as nesting and breeding grounds for various wildlife.

Like the Audubon Society, the Sierra Club strongly urges the City Council to take whatever steps necessary to protect this property by creating a conservation easement that will provide open space for existing wildlife and will also serve to protect against sea level rise.

Instead of fast-tracking this attempt to convert important agricultural lands into industrial warehouses, the American Canyon City Council should instead work with conservation groups and the state government to apply for some of the recently approved \$1.2 billion in state funding earmarked for fighting sea level rise. The ultimate goal should be purchasing the GIV property and permanently designating this property as Open Space and a Conservation Easement. (By the way, there is not a single acre of land within American Canyon so designated as we speak.)

Am I the only person in this room who finds it sadly ironic that at the same time our president is doing his best to strip away all environmental protections throughout the country—laying siege to the Environmental Protection Agency, the Department of Interior, the National Park Service—that the American Canyon City Council is also being asked to strip away protection of our wetlands and existing wildlife that depend on it for critical habitat here in American Canyon?

I urge you to put this rush to industrial development on hold so that all options can be considered. There are clearly better solutions to this issue than the one being put forth tonight.

On behalf of the more than one thousand Sierra Club members living in Napa County, including many in American Canyon, thank you for your time and consideration and for your efforts to maintain the wetlands of American Canyon that are so vital to a myriad of wildlife and to the mitigation of near certain future sea level rise.

Respectfully,

Scott Thomason

Napa Group Sierra Club Executive Committee



Napa Solano Audubon Society  
 P.O. Box 10006  
 Napa, CA 94581  
 NapaBirder@gmail.com  
 707-246-2795

**BIRDING** — **EDUCATION** — **CITIZEN SCIENCE** — **HABITAT CONSERVATION**

Dear American Canyon City Council Members

The Audubon Society of Napa Solano Counties opposes any development of the 157-acre parcel currently known as Green Island Vineyard. This land is currently zoned agriculture/open space and is still in the auspices of Napa County. However, the investor has voiced the intent of moving this property into a Sphere of Influence of American Canyon at a commission and a council meeting. The eventual intent is development, and that's why we plead that this intent be taken off the table of considerations.

We strongly believe this property should be protected with a conservation easement and saved as open space not just for the wildlife currently in desperate need of foraging and nesting habitat, but as an urban interface marshland for the inevitable sea level rise,

Audubon Society members walk the paths along the wetlands daily, and each Sunday, we hold a Beginner's Bird Walk. If you want to see the incredible numbers of birds using that area for subsistence, just go to eBird.org. Many of our members regularly post some very remarkable sightings. These birds need the grasslands and open space for food and shelter. Numerous other animals are using this property as well. It is all interconnected.

Currently there are Bald Eagles nesting in the area. We also had sightings of other rare birds including White-tailed Kites, and are very enthusiastic about seeing populations grow. People throughout the Bay Area regularly visit this area for birding and walking. This recreation needs to be encouraged and promoted as an incentive for tourism for the City of American Canyon. Developing this property, with the subsequent noise, lighting, destruction will severely impact the ecological balance of this area.

There are conservation options, including state and federal monies available for the preservation of agriculture land. Californians recently passed Proposition 4, which will also release more funding for land restoration for conservation. There are other paths to consider. These can be researched before any decisions are made on what is the best option for the people and remaining wildlife of American Canyon.

Before moving forward, please consider all options so that an irrevocable decision in a rush of investor pressure is avoided.

The members of the Audubon Society appreciate and thank you for the work you do in keeping these wetlands open and viable for public enjoyment. Let's leave them be.

Thank you.

*Mark Stephenson*

Mark Stephenson, President

[napasolanoaudubon.com](http://napasolanoaudubon.com)

March 20, 2022

To: LAFCO Commissioners

RE: Green Island Vineyard

Dear Commissioners:

In 2022, I was a member of the Committee to “Vote No on Measure J” and have been deeply involved in researching and following the investor’s interest in developing this vulnerable piece of agricultural property/open space. Once Measure J was soundly defeated by American Canyon voters, many thought that the land would not be developed. I was surprised to see David Gilbreth at a recent American Canyon Planning Commission public comment meeting announcing his plans to either build a business park, or some type of “worker” housing on this piece of land. At the time, he was accompanied by former councilwoman Joan Bennett, who also spoke during public comment on how important it is to develop this land. It is a matter of public record that the final goal is to develop this land.

However, this property is in Napa County. So, what were they doing before the American Canyon City Council? If they wanted to develop the property, why are they going before the city where the voters already defeated the development prospect?

Because, in two years, some things have changed.

1. There are two new members on the City Council, both seem to have pro-development interest and are supportive of building on this land. There are now three new people appointed to LAFCO.

LAFCO denied the SOI request back in 2022, spurring Mr. Gilbreth’s action in circulating an initiative that got his Measure J to the ballot. It lost.

2. In 2024, Buzz Oates, fed up with several environmental lawsuits (there were three in all), fronted an American Canyon resident to circulate a initiative allowing them to proceed with the project with the establishment of a development initiative. While on a separate development, a 2.3 million square foot warehouse on 203 acres (The Giovannoni property) of land directly Northeast of the GIV property, this initiative would give developers a significant advantage in American Canyon. This was known as Measure K. It never made it to the ballot. The City Council approved the initiative. This established a new development entitlement, which is ministerial

and NOT subject to the California Environmental Quality Act (CEQA). This also means that until 2030, any warehouses built and located within the general industrial district can circumvent CEQA in their permitting process if their project meets the design requirements of Measure K.

The City Council's rubber-stamping of Measure K was a significant blow to environmental advocates. It opened a five-year window for developers to rush through projects without having to meet the CEQA requirements, including an Environmental Impact Report.

There was also another significant change. It was in the wine business. Last year the grape growers struggled to sell crops. In 2024, the red grape harvest fell 16.5% and the white grape harvest declined 15.5%. This contributed the California's smallest overall wine grape crush in 20 years. Napa Valley Features editor, Tim Carl points out that 'weather alone doesn't explain the sharp drop in volume. Instead, reduced demand, particularly in the mid-tier segment, played a role.'

Will the eventual re-zoning of this land set a precedent for other properties in Napa County which are no longer viable or returning a significant financial gain for grape growers?

And, finally, the last ten years of warehouse and residential developments have significantly altered the environmental landscape of American Canyon. This is one of the 18 "Resilience Hotspots" in California identified by the Greenbelt Alliance as an area with regional significance and needs protection to prepare for the future, especially in the role of sea rise and potential flooding along the coastline. This past year, for example, the King Tides spilled over the levee bordering this property. According to Greenbelt Alliance, this will occur on an increasingly frequent basis with eventual flooding as the final concern.

The most significant change, though, is in favor of saving that land for conservation. In 2024, California Voters passed Proposition 4. This is a very important bond measure which will free up billion of dollars for land acquisition, watershed restoration, open space and other conservation efforts. A significant portion of this is set aside for the San Francisco Bay Area. This is a new opportunity, and if the GIV is poised for development, will be forever lost.

Many residents of American Canyon are incensed that the City Council is supporting Mr. Gilbreth, and not the majority vote, protecting this property. You have copies of their outpouring of support to keep this land from being developed. It is an environmental imperative. Every inch of American Canyon, in its current ULL, is slated for development. There have been no city lands set aside for conservation or protection of wildlife. Every bird and animal is doomed to be squeezed out until it is extricated.

Right now, this property is under the jurisdiction of Napa County. I urge LAFCO commissioners to allow it to remain so, with the reminder that we need greenbelts, estuary protections, and lands for wildlife habitat. The State of California currently has a 30x30 mandate for the conservation of 30% of California's lands and coastal waters by 2030.

Please leave this property be. There are the Prop. 4 financial incentives to consider. There are also Conservation Easement funds available through the U.S. Dept. of Agriculture. Mr. Gilbreth has financial opportunities in conserving this land.

This would require collaboration between Napa County, the City of American Canyon and Mr. Gilbreth in determining a fair purchase of the land, and a plan for conservation. It would require a conservation easement, protecting this property in perpetuity. And, it would require the goodwill and support of all involved because, in the end, it will prove to be the greatest good for this community.

Let's look at all the options and plan a process fair to everyone, including the wildlife currently inhabiting the land. I know that ideas are a dime a dozen. However, I believe this one makes the most sense. I will even volunteer my ability to organize, research, write and create, to make this happen.

One last thing, Napa County's General Plan is in the process of updating and is currently under review. Shouldn't we wait until the general plan is complete?

Moving to forward to start the process of annexing this property into the City of American Canyon is premature. This land needs to be conserved.

Sincerely,

Yvonne Baginski, Founder

Napa County Wildlife Habitat Conservation Coalition

Conservation Director, Napa Solano Audubon Society.

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Nathell Buford	American Canyon residents voted against the measure J in 2022. As a 20 year resident of American Canyon residing on the Wetlands I still oppose the Green Island Property's wish to transform this area into Green Island Industrial Park. The environmental impact of such a development I feel endangers the natural wonders of this beautiful area from bird watching, hiking, biking to observing and learning about adaptive techniques of animals and the lives of the former inhabitant of the land. I stand with many of my neighbors on the Wetlands that insist the newly elected City Council listen to our voices and many who have come to enjoy this area. "Pro development City of American Canyon" must not put the investors /developer's business over the community's vested interest	Oppose	3/18/2025 9:55
16.) 1661 Green Island Road Property	Jerry Negrete	Any and all expansion that will affect the Wildlife in American Canyon. Thank you	Oppose	3/18/2025 14:58
16.) 1661 Green Island Road Property	Robert Scalcione	Mayor and City Council Members: Please oppose this and if needed take the proper time to re-evaluate this development. Measure J was clearly defeated and the community's voice was heard. Thank you, Robert Scalcione	Oppose	3/18/2025 13:39
16.) 1661 Green Island Road Property	Jerry Hoffman	The Green Island Vineyard property was already rejected by the citizens of American Canyon two years ago as measure J. Last year the residents were asked by petitioners to sign a document which people were told would enable it to be put on the ballot as measure K. The city council then thru legal maneuvers bypassed a vote by residents and said they could now pass it by their own which is what they did. Many residents felt deceived by this. I would advise the Council not to try this again and bypass the will of the people.	Oppose	3/18/2025 9:43
16.) 1661 Green Island Road Property	Joy Malinowski	Voters said No to Measure J. Please uphold voter's votes. We want to ensure we keep our open lands open. There are only a few more places that aren't taken up by warehouses, concrete and bicycle trails. There are many animals that flourish in these spaces between rural and industrial. Let's keep it that way. Let's encourage a balanced plan that keeps our neighborhoods so special. We live in a beautiful place and putting industrial space so close to our wetlands and neighborhoods will have a negative impact. As a landowner in American Canyon I believe that a balance is key to everyone's wellbeing.	Oppose	3/18/2025 8:27
16.) 1661 Green Island Road Property	Jeannette Goyetche	Two years ago the residents of American Canyon voted NO on Measure J. The people did not want the ag land to become industrial so that more warehouses could be built. The Green Island Road property abuts right up against the Wetlands. The beautiful wetlands which people in A.C and many other visitors enjoy for peace and relaxation. The beautiful wetlands where many species of birds and animals enjoy and thrive. The environmental impact on the wildlife will be devastating. And, people need Open Space to thrive. I fear that it won't be long that American Canyon will resemble the Inland Empire. Please keep this area as Open Space. Please honor the vote of the people two years ago.	Oppose	3/18/2025 0:05

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Lauren Buford	I'm writing as a resident of American Canyon to strongly oppose any further efforts to develop Green Island Road. One of the reasons I love the city is its beautiful park and trails. I've spent numerous evenings and weekends walking the trails with my parents and brother. People from across the Bay Area come to walk the trails, view the wetlands and bird watch. We should preserving the the natural beauty of this city, instead of turning this area into an industrial and commercial headache. Allowing industrial development to this area would increase traffic, make the area less safe due to increased traffic, negatively impact wildlife and birds. Please do not ignore the will of the people who voted No on Measure J merely two years ago. Thank you, Lauren Buford	Oppose	3/17/2025 21:30
16.) 1661 Green Island Road Property	Julia Salvador	As a homeowner, resident, and business owner in American Canyon, I urge our Mayor and City Council to remember that we already voted on Measure J, and it failed. We want to maintain its current zoning, not have it be industrial/warehouse development. The Wetlands Edge Park is a crown jewel of our city, and its trails are used by residents as well as visitors throughout the Bay Area. Allowing warehouse development along its popular trails will give justification to a new moniker for our city, Warehouse Gateway to the Napa Valley. Please respect the outcome and votes against Measure J. Please preserve our ability to experience and enjoy nature and the wonderful wildlife offered along the wetlands. Thank you, Julia Salvador	Oppose	3/17/2025 21:10
16.) 1661 Green Island Road Property	Veronika Annal	Mayor and City Council Members: As a resident of American Canyon, living within a block of the Wetlands Edge, I implore you to please reject Measure J, the further development of Greens Island Road. Our community has voted on this measure and opposed. Wetlands Edge has become a centerpiece of American Canyon, inviting families, active individuals and nature enthusiasts to enjoy the many beauties this area has to offer. With the recent commercial development and elementary school opening we've already experienced a number of traffic and negative impacts to the surrounding area. This has included large truck traffic, dumping, and school backups on a daily basis. With the recent housing developments throughout American Canyon I urge you to adhere to your constituents and take the time to re-evaluate the introduction of such developments until the community has time to adjust to the on-going new construction currently taking place.	Oppose	3/17/2025 20:26
16.) 1661 Green Island Road Property	Andrea Maniscalco	As an homeowner for 21 years on Wetlands Edge Road and resident of American Canyon, I urge our Mayor and City Council to remember that we already voted on Measure J, and it failed. We want to maintain its current zoning, not have it be industrial/warehouse development. The Wetlands Edge Park is a crown jewel of our city, and its trails are used by residents as well as visitors throughout the Bay Area. Allowing warehouse development along its popular trails will give justification to a new moniker for our city, Warehouse Gateway to the Napa Valley. Please respect the outcome and votes against Measure J. We the people have spoken! Arianna Maniscalco	Oppose	3/17/2025 20:09

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Nicola Areshenko	This measure was pushed heavily just recently and was voted down by the citizens of American Canyon. We have allowed a number of measures to pass that have increased taxes and other costs of living but we said no to this because we recognize the value of this land being conserved. I hope the City respects the vote of the citizens.	Oppose	3/17/2025 20:00
16.) 1661 Green Island Road Property	Chris James	Protect Our Community Uphold the Will of the Voters Dear Mayor and City Council Members, I am opposed to the industrial development of the Green Island Road property. As a homeowner and resident of American Canyon, I urge you to respect the will of the voters who rejected Measure J. Our community has spoken clearly "we want to preserve the current zoning and oppose industrial or warehouse development in this area. It is deeply concerning that this issue is being reconsidered despite the outcome of the vote. Wetlands Edge Park is a treasured part of our city, offering scenic trails enjoyed by residents and visitors from across the Bay Area. Overriding the voters' decision to allow warehouse development along these trails would not only diminish the beauty and accessibility of this natural space but also undermine public trust in our local government. I strongly urge you to prioritize the interests of your constituents, uphold the integrity of our democratic process, and protect the character of American Canyon. Please maintain the current zoning and prevent industrial expansion in this cherished area. Sincerely, Chris James	Oppose	3/17/2025 19:32
16.) 1661 Green Island Road Property	T L Wong	As a homeowner and resident of American Canyon, I urge our Mayor and City Council to remember that we already voted on Measure J, and it failed. We want to maintain its current zoning, not have it be industrial/warehouse development. The Wetlands Edge Park is a crown jewel of our city, and its trails are used by residents as well as visitors throughout the Bay Area. Allowing warehouse development along its popular trails will give justification to a new moniker for our city, Warehouse Gateway to the Napa Valley. Please respect the outcome and votes against Measure J. Thank you Tammy Wong	Oppose	3/17/2025 19:18
16.) 1661 Green Island Road Property	Elmer Manaid	I am sending this on behalf of Mr. Jod'l Cruz, President of FilAm Association of American Canyon Honorable Mayor and Members of the City Council: Please accept this letter as our official endorsement. Fil-Am strongly supports the Green Island Property application for Napa County Lafco to include the Green Island Property within the sphere of influence of the City of American Canyon. We believe by doing this, it will be open to different types of development that will directly benefit the city, specifically job and business opportunities for its citizens. Our city will also have full control on decisions regarding land use and development on this particular property. Thank you for taking the time to consider our endorsement. We would be happy to make ourselves available for further discussion. Regards, Jod'l Cruz President of Fil-Am of American Canyon	Support	3/17/2025 18:04

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Fran Lemos	I am supporting the industrial development of the Green Island Road property on agenda item 16. This property is adjacent to existing City of American Canyon Industrial development, it is not suitable for agricultural development, and the property owners should have the right to develop their property to suite nearby adjacent properties. Based on LAFCO's recent document revisions, they would probably have no problem with this land being developed as Industrial. There are many avenues to reserve land for nature. Property owners who want to develop their property should not be forced to turn their land into Nature Preserves.	Support	3/17/2025 17:55
16.) 1661 Green Island Road Property	Colleen Hershon	I am opposed to the industrial development of the Green Island Road property. I patronize this property as well as the connected Wetlands Edge, and I want to continue to do so. I also volunteer with Napa Wildlife Rescue and would like to see our open spaces remain as such for the preservation of local wildlife. This is very important to me.	Oppose	3/17/2025 13:46
16.) 1661 Green Island Road Property	Charesa Harper	I strongly oppose developing the 157-Acre Green Island Vineyard property. Please continue to preserve the property for nature. We don't need more developments, we need more space for nature.	Oppose	3/17/2025 12:10
16.) 1661 Green Island Road Property	Yvonne Baginski	In 2022, Measure J was defeated by American Canyon voters. This City Council has a responsibility to honor this mandate. It clearly states that the people of American Canyon do not want the 157 acres of Green Island Vineyard converted into land for development. There are many reasons why the mandate needs to be upheld. Mostly, though, it's for the quality of life for not just the wildlife, birds and residents of American Canyon, but for all of us. We need nature. Let's hold on to what is left because our lives depend on it.	Oppose	3/17/2025 11:58
16.) 1661 Green Island Road Property	SUSAN CROSBY	Please do NOT allow the Green Island Road property to be rezoned for industrial development. The public -- think of us as your "constituents"? -- voted to preserve this area as wetlands just two years ago. If anything, our wetlands are even more critical now, both to preserve wildlife, which is on a dramatic decline largely because of habitat destruction; and to mitigate sea level rise, which is more of an ominous reality every day. The highest use of this land would be to preserve it as open space forever, creating a place where nature can thrive and we humans can feel a bit better about the manner in which we live on the Earth. Thank you, Susan Crosby	Oppose	3/17/2025 11:47
16.) 1661 Green Island Road Property	Lori Stelling	Dear American Canyon City Council, As a parent who cares deeply about protecting the beauty and biodiversity of our valley for future generations, I agree with American Canyon residents who oppose developing the 157-acre Green Island Vineyard property. This issue was already decided upon two years back when voters cast their "NO" on Measure J to keep this property, located beside the levee and estuary and under the jurisdiction of the County, zoned Agricultural to protect the birds and wildlife that utilize this natural habitat. I urge you to stay steadfast in following the decision of the people over the preferences of developers who wish for this land to be converted to city property and developed in the future. Thank you for your work on behalf of your community and future generations, Lori Stelling	Oppose	3/17/2025 10:38

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Elaine Herrick	I am opposed to developing the property. Wetlands habitat in its natural state without the encroachment of paving, lights, noise, etc. benefits wildlife including the thousands of birds that use this area. Please do not rezone this Green Island Road property and instead maintain the environment that benefits wildlife.	Oppose	3/17/2025 9:28
16.) 1661 Green Island Road Property	Tara McClinton-Horner	Dear Honorable Members of the City Council, I am writing to express my strong opposition to any efforts to support the development of the David Gilbreth property. This property is currently zoned Agricultural and is under Napa County's jurisdiction. However, I understand that Mr. Gilbreth may soon advocate for its annexation to the City of American Canyon in order to pursue development. I urge the City Council to stand firm in protecting this land and reject any attempt to change its zoning for development. The 157-acre Green Island Vineyard (GIV) property, which borders the levee and the estuary within the American Canyon Wetlands, has been a critical part of our region's agricultural heritage and natural landscape. It should remain open space, as it was originally intended when purchased for agricultural use. This land provides essential ecological value and should be preserved for future generations, not lost to industrial development or urban sprawl. Two years ago, voters in American Canyon sent a clear message when they defeated Measure J, an investor-backed initiative aimed at developing this very land into an industrial park. The voters decisively said "No!" to development, demonstrating their strong preference for protecting our environment and agricultural lands. I respectfully request that the City Council honor the will of the voters and prioritize sustainable land use policies that protect our wetlands, agricultural resources, and the unique character of American Canyon. The proposed annexation and development of the Gilbreth property would be a step backward for our community, and I urge you to consider the long-term environmental and social impacts of such a decision. Thank you for your time and consideration. I trust that the City Council will continue to stand for the preservation of open space and the well-being of American Canyon's residents. Sincerely, Tara McClinton-Horner	Oppose	3/16/2025 15:14
16.) 1661 Green Island Road Property	Jose Rangel	American Canyon politicians are corrupt. After having defeating Measure J, you all are trying to destroy what is good in American Canyon. We already have too many warehouses, and are quickly destroying the habitat that birds and critters use for a home. What you've done to our city is nothing short of let the few greedy developers destroy nature to make a few bucks and make the rest of us suffer. Y'all might make a few bucks to get reelected in the process. Agricultural lands shouldn't be developed - period. Once they're gone, they're gone forever. The same goes for the rooted up vineyards on hwy 29. I'd rather drive through the "gateway to the Napa Valley" by driving through vineyards, instead of driving through warehouse upon warehouse upon more warehouses or whatever y'all have up your sleazy sleeves. This is just wrong!	Oppose	3/16/2025 0:21

Item	Name	Comment	Position	Received
16.) 1661 Green Island Road Property	Anne Ramos	Hello, Please do not sacrifice the beautiful waterfront space to developers while destroying what gives value to our community. American Canyon wetlands are a destination resting, feeding and nesting site on the flyway during the winter months for birds to thrive. I have seen up to 78 different species in one morning walk. It is an extraordinarily beautiful thing to experience. People come from all over the Bay Area to visit this amazing diverse environment. This is not simply a bird sanctuary, this place is also a sanctuary for the AC residents who come to the wetlands for mental and physical health. With the constant growth of the city over the last 5 years, people have increasingly utilized the waterfront space to relax their minds after a stressful workday and commute. The parking lot is now always full! To scar the environment with warehouses would be a crime against nature and humanity and just continues to make AC the garbage dump of Napa County. It is important that we respect what is providing VALUE to our community and set some boundaries against industrial development in our community to the detriment of our quality of life. Thank you and please do the right thing for the people of AC. Anne Ramos Resident of AC for over 10 years.	Oppose	3/15/2025 11:09
16.) 1661 Green Island Road Property	Wayne Antol	I do not support destroying this habitat for industrialization. I have walked so often in the area the vineyard owners are seeking to incorporate into "The Sphere of Influence" so it can be rezoned and eventually developed into warehousing and possibly workers's housing. Measure J was defeated. The American Canyon citizens have spoken. This naturally was not the answer the developers wanted to hear. When I drive through American Canyon I am amazed at the changing landscape. The unrestricted building and growth is saturating the area. Such uncontrollable growth; although it is good for the tax base will soon overtax and choke the support systems necessary for all this building. When I see all this building much of it on what once was public use land I often think of our children and wonder if the land around me will be there for them. It is then that I often remember the song "Whose Garden Was This?" sung by the late John Denver. The song on the album of the same name is available on line. I respectfully ask each of you on the city council to listen to John Denver's wonderful lyrics "Ah, tell me again I need to know. The forests had trees. The meadows were green. The oceans were blue. And the birds really flew. Can you swear that was true?" Listen and then vote with your conscience, your soul. Wayne Antol	Oppose	3/14/2025 21:04



Andrea A. Matarazzo

Partner

andrea@pioneerlawgroup.net

direct: (916) 287-9502

March 27, 2025

*Via Electronic Mail*

*bfreeman@napa.lafco.ca.gov*

Brendan Freeman, Executive Officer  
Local Agency Formation Commission of Napa County  
1754 Second Street, Suite C  
Napa, CA 94559-2450

Re: Green Island Property, LLC Application to Napa County LAFCO for  
Sphere of Influence Amendment (Napa County APN 058-030-041)  
Our File No. 5453-001

Dear Mr. Freeman:

Pioneer Law Group, LLP represents the co-managers of Green Island Property, LLC, David B. Gilbreth and Ed Farver, owners of the above-referenced property located at 1661 Green Island Road, American Canyon, California, 94503.


As you know, Green Island Property, LLC has applied to amend the sphere of influence ("SOI") of the City of American Canyon to include this property. We have reviewed this proposed SOI amendment in relation to the provisions of the California Environmental Quality Act ("CEQA") and conclude that the nature of the proposed amendment and the circumstances in which the application is made remain consistent with our previous analysis.

For the reasons set forth in the memorandum we provided to you dated September 15, 2021, the proposed SOI amendment is exempt from CEQA and no environmental review is required because it continues the status quo of existing conditions and results in no new land use or municipal service authority. A copy of that memorandum is attached for your convenience.

Re: Green Island Property, LLC Application to Napa County LAFCO for Sphere  
of Influence Amendment (Napa County APN 058-030-041)  
March 27, 2025  
Page 2

Thank you for reviewing this information as you prepare for LAFCO's  
consideration of the Green Island Property, LLC application.

Very truly yours,

PIONEER LAW GROUP, LLP  
  
ANDREA A. MATARAZZO

AAM:jis  
Enclosure

cc: Ed Farver, Manager, Green Island Property, LLC  
David B. Gilbreth, Manager, Green Island Property, LLC



Andrea A. Matarazzo

Partner

andrea@pioneerlawgroup.net

direct: (916) 287-9502

September 15, 2021

*Via Electronic Mail*

*bfreeman@napa.lafco.ca.gov*

*dgillick@sloansakai.com*

Brendon Freeman, Executive Officer  
Local Agency Formation Commission of Napa County  
1754 Second Street, Suite C  
Napa, CA 94559-2450

DeeAnne Gillick, Senior Counsel  
Sloan Sakai Yeung & Wong, LLP  
555 Capitol Mall, Suite 600  
Sacramento, CA 95814

Re: GIV, LLC Application to Napa County LAFCO for Sphere of  
Influence Amendment (Napa County APN 058-030-041)

Dear Mr. Freeman and Ms. Gillick:

Pioneer Law Group, LLP represents GIV, LLC, owner of the above-referenced property located at 1661 Green Island Road, American Canyon, California, 94503.

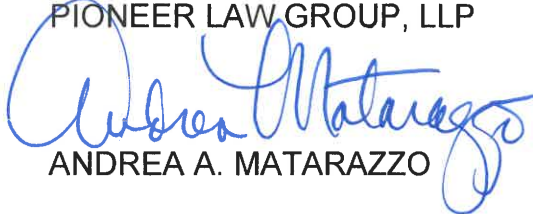
As you may know, GIV, LLC is preparing an application to amend the sphere of influence of the City of American Canyon to include this property. GIV, LLC expects to timely file its application on or before October 1, 2021, so that Napa County LAFCO may consider the request at its meeting scheduled for Monday, December 6, 2021, at 2:00 p.m. Accordingly, we enclose for your review and use our analysis of GIV, LLC's proposed amendment in relation to the provisions of the California Environmental Quality Act ("CEQA").

GIV, LLC's proposed SOI amendment is exempt from CEQA and no environmental review is required because it continues the status quo of existing conditions and results in no new land use or municipal service authority.

Re: GIV, LLC Application to Napa County LAFCO for Sphere of Influence  
Amendment (Napa County APN 058-030-041)  
September 15, 2021  
Page 2

Thank you for reviewing this information as you prepare for LAFCO's  
consideration of the GIV, LLC application.

Very truly yours,

PIONEER LAW GROUP, LLP  
  
ANDREA A. MATARAZZO

AAM:jl  
Enclosure

cc: Doug Straus, Counsel, GIV, LLC  
Will Nord, Manager, GIV, LLC  
Ed Farver, Manager, GIV, LLC  
David B. Gilbreth, Manager, GIV, LLC

**TO:** Brendon Freeman, Executive Officer  
Local Agency Formation Commission of Napa County

DeeAnne Gillick, Senior Counsel  
Sloan Sakai Yeung & Wong, LLP

**cc:** Doug Straus, Counsel, GIV, LLC  
Will Nord, Manager, GIV, LLC  
Ed Farver, Manager, GIV, LLC  
David B. Gilbreth, Manager, GIV, LLC

**FROM:** Andrea A. Matarazzo

**DATE:** September 15, 2021

**RE:** CEQA Review of Proposed SOI Amendment

**QUESTION PRESENTED:** Is GIV's proposed amendment to the City of American Canyon's sphere of influence ("SOI") subject to environmental review under the California Environmental Quality Act ("CEQA")?

**SHORT ANSWER:** GIV's proposed SOI amendment is exempt from CEQA and no environmental review is required because it continues the status quo of existing conditions and results in no new land use or municipal service authority.

**DISCUSSION:**

GIV proposes an amendment to the City of American Canyon's SOI for its property located at 1661 Green Island Road, American Canyon, California, 94503 (Napa County APN 058-030-041). The SOI amendment would reflect the fact that the property address is in the City of American Canyon, and for many years, the City has contracted to provide and continues to provide potable and recycled water to the property. The City also provides fire protection and law enforcement services to the property, which is bordered on three sides by the City limits and is located approximately 1,000 yards south of major City development by Amazon, IKEA and Kendall Jackson Winery wine storage. We understand that Napa County does not now and has not in the past provided any

municipal services to the property, and has no infrastructure to provide water, wastewater, or other municipal services.

Accordingly, GIV's proposed SOI amendment requests LAFCO to formally recognize that the City, as the property's current and future municipal service provider, should have an opportunity to address land use planning for the property.

The Cortese-Knox-Hertzberg Act governs all types of all types of boundary changes, including SOI amendments. Under section 56428 of the Act:

- (a) Any person or local agency may file a written request with the executive officer requesting amendments to a sphere of influence or urban service area adopted by the commission. The request shall state the nature of the proposed amendment, state the reasons for the request, include a map of the proposed amendment, and contain any additional data and information as may be required by the executive officer.
- (b) After complying with the California Environmental Quality Act, Division 13 (commencing with Section 21000) of the Public Resources Code, the executive officer shall place the request on the agenda of the next meeting of the commission for which notice can be given.

(Gov. Code, § 56428.)

Compliance with CEQA does not always require an environmental document, however. "Environmental review is required under CEQA only if a public agency concludes that a proposed activity is a project and does not qualify for an exemption." (*Union of Medical Marijuana Patients, Inc. v. City of San Diego* (2019) 7 Cal.5th 1171, 1199.) Only if a public agency determines that a proposed action is both a project and not exempt from CEQA does that agency undertake an initial study (after which it determines which type of environmental document is appropriate). (*Id.* at p. 1187.)

A "project" under CEQA is "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, and as relevant here is:

An activity directly undertaken by any public agency including but not limited to public works construction and related activities clearing or

grading of land, improvements to existing public structures, enactment and amendment of zoning ordinances, and the adoption and amendment of local General Plans or elements thereof pursuant to Government Code Sections 65100–65700.

(CEQA Guidelines, § 15378(a); see also Pub. Resources Code, § 21065.)

As California’s Supreme Court recently held, “a proposed activity is a CEQA project if, by its general nature, the activity is capable of causing a direct or reasonably foreseeable indirect physical change in the environment.” (*Union of Medical Marijuana Patients, supra*, 7 Cal.5th at p. 1197.) The appropriate inquiry is “not whether the activity will affect the environment, . . . but whether the activity’s potential for causing environmental change is sufficient to justify the further inquiry into its actual effects that will follow from an application of CEQA.” (*Id.* at p. 1198.)

Under the circumstances presented here, “further inquiry into actual effects” of the proposed SOI amendment is fundamental to the questions of whether and to what extent CEQA could apply. “Not all of LAFCO’s decisions, particularly sphere of influence determinations, require an EIR or negative declaration.” (*City of Agoura Hills v. Local Agency Formation Commission* (1988) 198 Cal.App.3d 480, 494.) Rather, case law distinguishes between two types of LAFCO actions: a decision “which constitutes an essential step culminating in action which may affect the environment and [a decision] which portends no particular action affecting the environment.” (*Fullerton Joint Union High School District v. State Board of Education* (1982) 32 Cal.3d 779, 796-797.) “The evaluation process contemplated by CEQA relates to the effect of proposed changes in the physical world which a public agency is about to either make, authorize or fund, not to every change of organization or personnel which may affect future determinations relating to the environment.” (*Simi Valley Recreation & Park District v. Local Agency Formation Commission of Ventura County* (1975) 51 Cal.App.3d 648, 666.)

The fact that SOI determinations are important factors in development “does not compel the conclusion” that they are “per se” subject to environmental review under CEQA. (*City of Agoura Hills, supra*, 198 Cal.App.3d at pp. 495-496.) This is consistent with case law recognizing that impacts which are speculative or unlikely to occur are not reasonably foreseeable under CEQA and therefore do not trigger environmental review. (See, e.g., *Aptos Council v. County of Santa Cruz* (2017) 10 Cal.App.5th 266 [potential impacts of local ordinance amending hotel zoning limits were not reasonably foreseeable

because future hotel developments were wholly speculative at the time of adoption].)

Likewise here, GIV's proposed SOI amendment does not commit any local agency to take any definite course of action or to approve any specific project; it does not foreseeably impact the physical environment in any way and therefore is not subject to CEQA review. CEQA analysis should not be undertaken when it would be speculative to do so; there must be some proposed project before CEQA analysis is required. (CEQA Guidelines, § 15004(b) [CEQA documents "should be prepared as early as feasible in the planning process to enable environmental considerations to influence project program and design yet late enough to provide meaningful information for environmental assessment"]; § 15352 [CEQA is triggered when approval commits the agency to a definite course of action]; see, e.g., *No Oil, Inc. v. City of Los Angeles* (1974) 13 Cal.3d 68, 77, fn. 5; *Lake County Energy Council v. County of Lake* (1977) 70 Cal.App.3d 851, 854; *Center for Biological Diversity v. County of San Bernardino* (2016) 247 Cal.App.4th 326, 349; see also *Kaufman & Broad-South Bay, Inc. v. Morgan Hill Unified School District* (1992) 9 Cal.App.4th 464 [agency action that establishes funding for potential future projects but does not commit the agency to proceed with them is not subject to CEQA];<sup>1</sup> *Citizens to enforce CEQA v. City of Rohnert Park* (2005) 131 Cal.App.4th 1594 [city's agreement to fund infrastructure to support proposed casino was not approval of a project because it merely established a funding source for improvements that the city might approve if the proposed casino were built]; *Chung v. City of Monterey Park* (2012) 210 Cal.App.4th 394, 406 [ballot measure requiring competitive bidding for city's trash collection franchise agreements was not a project because it did not commit city to a specific course of action that would affect the environment]; *Parchester Village Neighborhood Council v. City of Richmond* (2010) 182 Cal.App.4th 305, 315 [CEQA does not apply to agency actions that are merely procedural precursors to potential projects that may be modified or not implemented at all depending on a number of factors, including environmental review by the lead agency with primary responsibility for evaluating and approving it].)

Possible later phases of a project need not be considered if no commitment has been made to future actions. (See *El Dorado County*

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<sup>1</sup> / The California Supreme Court approvingly cited *Kaufman & Broad-South Bay, Inc.* as an example of a case where, as here, the causal link between the activity (formation of the community facilities district) and potential changes in the environment (construction of a specific project) was missing. (*Union of Medical Marijuana Patients, Inc., supra*, 7 Cal.5th at p. 1197.)

*Taxpayers for Quality Growth v. County of El Dorado* (2004) 122 Cal.App.4th 1591, 1600 [future expansion was not foreseeable consequence of project approval because decision to allow future expansion was speculative depending on environmental, social, and political factors].) CEQA recognizes that no purpose would be served in requiring speculation about the environmental consequences of uncertain future development. (*Pala Band of Mission Indians v. County of San Diego* (1998) 68 Cal.App.4th 556, 575 [because future use of tentatively reserved landfill sites was speculative, tentative reservation of such sites in county solid-waste plan was not substantial evidence of potential impact]; *Lucas Valley Homeowners Association v. County of Marin* (1991) 233 Cal.App.3d 130, 162 [because use permit to convert residence to synagogue required new or amended permit before growth or expansion, previous expansion plans were not substantial evidence that future expansion was reasonably foreseeable]; *Perley v. Board of Supervisors* (1982) 137 Cal.App.3d 424, 434, fn. 6 [county properly treated use permit for open-pit mining operation as separate for CEQA purposes from an underground mine that applicant hoped eventually to open subject to later review if application was submitted].)

So it is here. A sphere of influence amendment is a plan for possible future annexations, not a commitment. It continues the status quo without change in regard to the physical environment.<sup>2</sup> A subsequent annexation to the government responsible for delivery of services is necessary and, even then, annexations are commonly categorically exempt from CEQA review. (CEQA Guidelines, § 15319(b) [annexations of areas containing structures developed to the density allowed by current zoning are exempt as long as any utility services are designated to serve only the existing development]; § 15320 [exemption for changes in organization of local agencies].) An SOI amendment is very rarely ripe for environmental review unless it is made in conjunction with an annexation

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<sup>2</sup> / Under CEQA, the potential “impacts of a proposed project are ordinarily to be compared to the actual environmental conditions existing at the time of CEQA analysis.” (*Communities for a Better Environment v. South Coast Air Quality Management District* (2010) 48 Cal.4th 310, 321–322; see also *Citizens for East Shore Parks v. State Lands Commission* (2011) 202 Cal.App.4th 549, 558–559 [same]; *Riverwatch v. County of San Diego* (1999) 76 Cal.App.4th 1428, 1453 [“environmental impacts should be examined in light of the environment as it exists when a project is approved”].)

that will lead to changes in the environment – such as new development or different government services.<sup>3</sup>

Accordingly, LAFCO agencies typically require CEQA review of sphere of influence amendments only if directly connected with a development project. In that case, CEQA review is performed by the lead agency for the project, typically a city.<sup>4</sup> When engaging in routine SOI determinations, LAFCOs commonly rely on the commonsense exemption in CEQA Guidelines section 15061(b)(3), which applies when “it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment” because no new land use or municipal service authority is granted. (See, e.g., Napa County LAFCO SOI Review and Update of the Lake Berryessa Region (August 2, 2021, Agenda item 6a).)<sup>5</sup>

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<sup>3/</sup> Napa County LAFCO’s “Policy on Spheres of Influence,” adopted June 7, 2021, specifically notes that a sphere of influence amendment is simply a condition precedent to annexation, but “[i]nclusion of land within an SOI shall not be construed to indicate automatic approval of an annexation proposal.” An SOI is only one of several factors considered by LAFCO when evaluating changes of organization or reorganization.

<sup>4/</sup> See, e.g. San Bernardino LAFCO Resolution No. 3293 (Nov. 20, 2019) [available at the following weblink: <http://www.sbcounty.gov/uploads/LAFCO/Proposals/3235/LAFCOResolution3293.pdf>].

In certain unique circumstances, LAFCO will serve as lead agency. For example, Santa Cruz LAFCO did so when adjusting the City of Scotts Valley’s sphere of influence in 2016. This was done in response to a request from the City of Scotts Valley due to an expected future annexation and development. (Santa Cruz LAFCO Resolution No. 2016-13 (December 7, 2016) [available at the following weblink: <https://www.santacruzlafco.org/wp-content/uploads/2016/12/12-7-16-Agenda-Packet-Reduced-Size.pdf>].)

<sup>5/</sup> See also Alameda LAFCO Resolution No. 2006-43 (Sept. 22, 2006) [available at the following weblink: [https://www.acgov.org/lafco/documents/soi\\_Pleasanton.pdf](https://www.acgov.org/lafco/documents/soi_Pleasanton.pdf)]; Santa Cruz LAFCO Resolution No. 2021-11 (May 5, 2021) [available at the following weblink: <https://www.santacruzlafco.org/wp-content/uploads/2021/04/5a.4-Attachment-Draft-Reso-No.-2021-11.pdf>]; El Dorado LAFCO Notice of Exemption (Jan. 28, 2010) [available at the following weblink:

Here, even if LAFCO desired to treat GIV's proposed SOI amendment as a CEQA event and prepare an environmental analysis of potential future development, it would be a speculative and essentially meaningless exercise. LAFCO would have no ability, beyond mere speculation, to identify appropriate land uses, analyze their environmental impacts, formulate mitigation measures, or consider alternatives. GIV's proposed SOI amendment therefore is exempt from CEQA, and no environmental review is required.

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[https://www.edlafco.us/files/c1920684e/10Jan\\_Item6\\_StaffMemo\\_Attachment\\_B\\_NOE.pdf](https://www.edlafco.us/files/c1920684e/10Jan_Item6_StaffMemo_Attachment_B_NOE.pdf)].



**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 (Action)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** April 7, 2025

**SUBJECT:** Unincorporated Islands

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**RECOMMENDATION**

It is recommended the Commission receive information related to unincorporated islands and consider options to study desired next steps, including but not limited to establishing an ad hoc subcommittee to advise staff or providing other direction to staff.

**BACKGROUND AND SUMMARY**

In 2017, the Commission received several reports summarizing unincorporated islands in Napa County, service inefficiencies that islands perpetuate, financial and service considerations, and previous outreach efforts related to island annexation attempts.

On February 3, 2020, the Commission adopted its *Policy on Unincorporated Islands* (“the Policy”), included as Attachment 1. Notably, the Policy includes a definition of “island” that matches the legislative intent, although there is no statutory definition of “island”. Additionally, the Policy includes a summary of the streamlined island annexation process.

In August 2020, staff added a page to the Commission’s website with substantial information related to islands in Napa County. The website page is available online at: <https://napa.lafco.ca.gov/island-annexation>.

On February 3, 2025, the Commission requested an opportunity to discuss the current status of existing unincorporated islands. This report provides an overview of the streamlined island annexation process as well as maps and characteristics of all areas throughout Napa County that meet the Policy definition of “island” or are substantially similar. The Commission is invited to discuss the information in this report and consider providing direction to staff to pursue any possible next steps. A summary follows.

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

### ***Streamlined Island Annexation Process***

On January 1, 2001, Assembly Bill 2838 (Hertzberg) was enacted and significantly expanded the objectives, powers, and procedures underlying LAFCOs and their ability to coordinate logical growth and development while preserving agricultural and open space resources. This included establishing a streamlined process for cities and towns to annex unincorporated pockets that are either entirely or substantially surrounded by their jurisdictional boundaries, which are commonly referred to as “islands”. This streamlined process is codified under California Government Code (G.C.) section 56375.3 and allows cities and towns to annex islands under certain conditions while avoiding protest proceedings. The streamlined process also curtails LAFCOs’ discretion by directing LAFCO to approve the annexation.

The streamlined island annexation process must be initiated by a city or town by resolution of application and must involve one or more entire islands. Similar to the standard annexation process, a tax sharing agreement with the County and rezoning of the island by the city or town are required.<sup>1</sup> With respect to existing incentives, the Commission’s adopted fee schedule specifies the proposal processing fee will be waived for streamlined island annexations.

The Policy definition of “island” requires all the following criteria to be met for an unincorporated area to be eligible for the streamlined island annexation process:

- Located entirely within a city or town’s sphere of influence (SOI)
- Does not exceed 150 acres in size
- Does not contain prime agricultural land as defined under G.C. Section 56064
- Does not contain lands subject to Measure P or designated by the County for an agricultural land use
- Designated for urban development by the annexing city or town
- Has an outer boundary that is 50% or more contiguous to the annexing city or town
- The outer boundary is the city or town’s boundary, the city or town’s SOI, and/or property owned by the State of California
- The territory is developed or developing
- The territory receives municipal service benefits from the city or town, or would benefit from the city or town following annexation

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<sup>1</sup> In 1980, the City of Napa and Napa County entered into a master property tax sharing agreement that applies to all territory within the City’s SOI, including the islands. However, the City and the County retain the option to negotiate a separate tax sharing agreement for any proposed annexations.

### ***Summary of Islands and Similar Unincorporated Areas***

There are 13 unincorporated areas in Napa County that meet the definition of an “island” under the Policy and thus are eligible for the streamlined annexation process. All 13 islands are located within the City of Napa’s SOI. In addition, there are 16 unincorporated areas within a local city or town’s SOI, but do not meet the local definition of an “island” and therefore they are ineligible for the streamlined annexation process.

An inventory chart of all islands and similar unincorporated areas within a city or town’s SOI is included as Attachment 2. The inventory chart addresses all Policy criteria to inform whether or not each area meets the definition of “island” and is therefore eligible for the streamlined island annexation process.<sup>2 3</sup>

Maps of all unincorporated areas in Napa County that are located within a city or town’s SOI showing current County zoning are included as Attachment 3.

### ***Possible Next Steps***

The Commission is invited to consider providing direction to staff with respect to any desired next steps to encourage or further incentivize the annexation of islands and similar unincorporated areas. This may involve having staff engage City of Napa representatives to pursue a future island annexation program or schedule a well-advertised public workshop in the future to engage the island neighborhood communities. The Commission may also choose to establish an ad hoc subcommittee and appoint two members to advise staff in any desired next steps.

## **ATTACHMENTS**

- 1) Policy on Unincorporated Islands
- 2) Inventory Chart of Unincorporated Areas Within City/Town Spheres
- 3) Maps of Each Unincorporated Area Within City/Town Spheres Showing County Zoning

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<sup>2</sup> Notably, the “Foster/Grandview” area is not considered an island due to the presence of a small amount of land that *appears to be* designated for an agricultural land use in the County General Plan and thus also subject to Measure P. However, every parcel within this area is already developed with a single-family residence. Further, the GIS mapping layers for the County General Plan land use designations appear to be approximations with susceptibility to errors. The “Foster/Grandview” area may in fact qualify as an island if errors are found in the GIS mapping layers. Further study is required to determine the precise County General Plan agricultural land use boundaries prior to initiation of annexation proceedings for this area.

<sup>3</sup> In addition, the “Saratoga/Capitola” and “Shurtleff/Cayetano” areas are not considered islands solely due to the presence of a single vacant parcel within each area that is smaller than 0.5 acres and meets the state’s technical definition of prime agricultural land under G.C. Section 56064. Notably, under state law the mere presence of *any* prime agricultural land within an area automatically disqualifies the area from the streamlined island annexation process. However, it is impractical to expect these small parcels – which are planned for residential land use by the City and also surrounded by urban land uses – to have significant value for agricultural purposes. This highlights an unintended consequence relating to the Legislature’s goal to expedite the annexation of islands while also preserving agricultural lands.



## LOCAL AGENCY FORMATION COMMISSION OF NAPA

### *Policy on Unincorporated Islands*

(Adopted: February 3, 2020)

#### **I. Background**

Unincorporated islands (hereinafter “islands”) are areas of unincorporated territory that are completely or substantially surrounded by an incorporated city or town. The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 includes provisions for streamlining the annexation of islands to cities and towns ([California Government Code \(G.C.\) §56375.3](#)). CKH prohibits creation of new islands unless the Commission determines the prohibition would be detrimental to the orderly development of the community and that the area is located such that it could not reasonably be annexed to another city or town, or incorporated as a new city or town ([G.C. §56744](#)). As a condition of annexation to a city or town that includes territory located within an island, the Commission may require that the annexation include the *entire* island ([G.C. §56375\(a\)\(5\)](#)).

#### **II. Purpose**

It is the intent of the Commission to establish a policy that clearly defines the characteristics of islands in Napa County to allow for their streamlined annexation to cities and towns. This is consistent with the intent of the California Legislature when it enacted special legislation, originally adopted in 1977 and subsequently expanded, that made it possible for certain islands to be annexed *without* a protest hearing or election. In approving this legislation, the Legislature recognized the following:

- A) Islands continue to represent a serious and unnecessary statewide governmental inefficiency and that this inefficiency would be resolved if these islands were annexed into the appropriate surrounding city or town.
- B) Property owners’ ability to vote on boundary changes is a statutory privilege and not a constitutional right.
- C) Islands are inherently inefficient and that these inefficiencies affect not just residents within islands, but also those residing throughout the city or town and the county.

#### **III. Annexation Procedures**

In order to utilize the streamlined annexation provisions codified under [G.C. §56375.3](#), a city or town is required to initiate the process by adopting a resolution of application and submit the adopted resolution to the Commission. The Commission shall approve the annexation at a noticed public hearing and waive protest proceedings. The Commission may not disapprove the annexation. A property tax sharing agreement between the County and the affected city or town is required before the Commission may take final action on annexation consistent with [Revenue and Taxation Code §99](#). The Commission encourages any city or town to enter into tax sharing agreements for affected islands prior to adoption of a resolution of application.

#### **IV. Local Policy Definition of “Island”**

The Commission defines an “island” in Napa County to include unincorporated territory that meets all of the following criteria:

- A) Located entirely within a city or town’s sphere of influence;
- B) Does not exceed 150 acres in size;
- C) Does not contain prime agricultural land as defined in the Cortese-Knox-Hertzberg Act ([G.C. §56064](#));
- D) Does not contain lands subject to Measure P or has a General Plan designation of Agricultural Resource or Agriculture, Watershed and Open Space as reflected in the County of Napa General Plan Land Use Map;
- E) Designated for urban development in the general plan of the annexing city or town;
- F) Surrounded or substantially surrounded by the annexing city or town. Substantially surrounded territory is unincorporated territory with an outer boundary that is 50% or more contiguous to the annexing city or town’s jurisdictional boundary;
- G) The outer boundary is the annexing city or town’s jurisdictional boundary, the annexing city or town’s sphere of influence, and/or property owned by the State of California;
- H) The territory is developed or developing. This determination is based on the availability of public utilities, the presence of public improvements, or the presence of physical improvements on the parcels within the area; and
- I) The territory is currently receiving municipal service benefits from the annexing city or town, or would benefit from the city or town following annexation.

## Unincorporated Areas Within a City or Town's Sphere of Influence

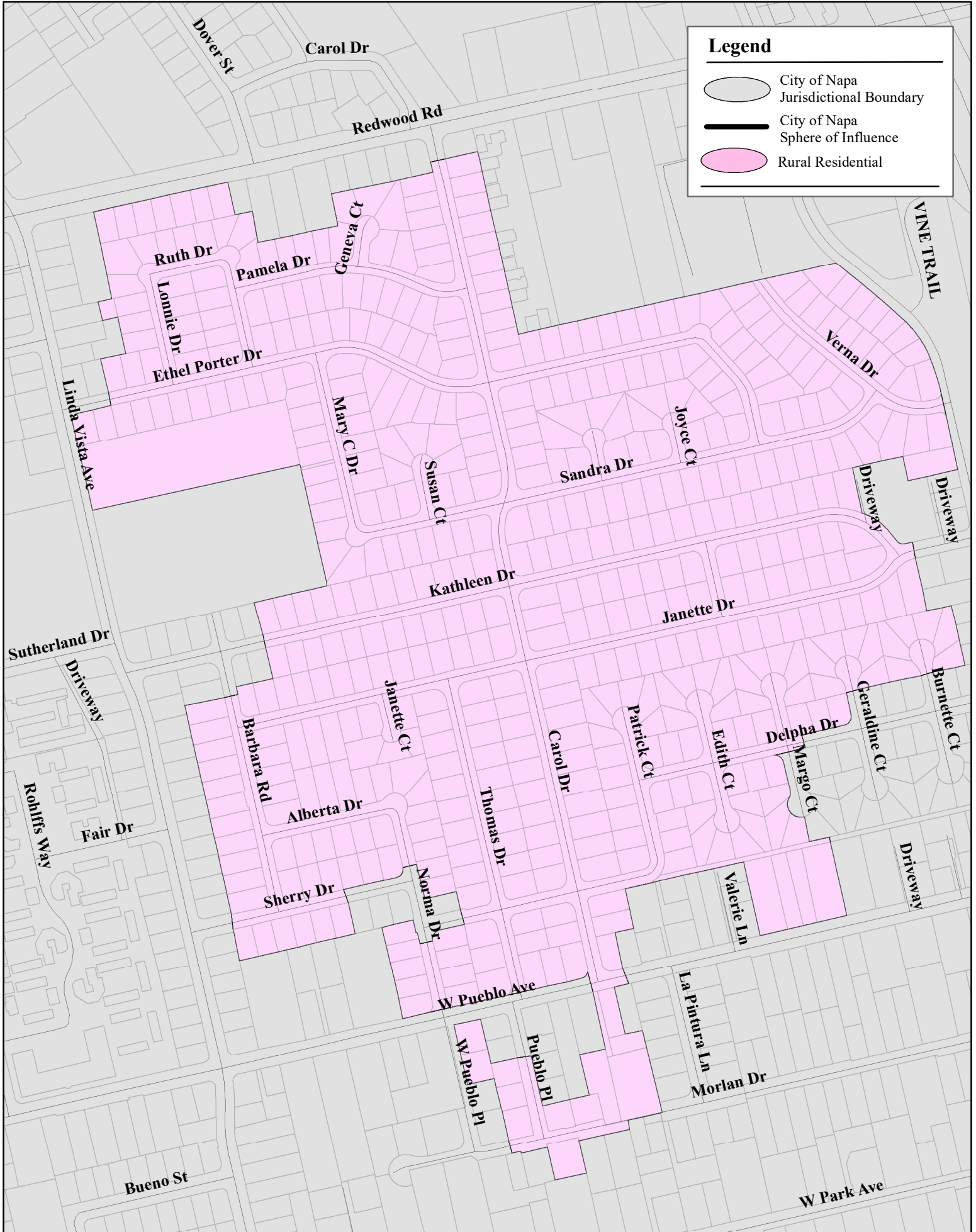
<i>Island Vicinity</i>	<i>Surrounding City/Town</i>	<i>Surrounded By City/Town (%)</i>	<i>Total Acres</i>	<i>Total Parcels</i>	<i>Developed Parcels</i>	<i>Estimated Population</i>	<i>Public Water Service (%)</i>	<i>Public Sewer Service (%)</i>	<i>Urban City/Town General Plan Designation (%)</i>	<i>Prime Agriculture</i>	<i>Designated Agriculture County General Plan (%)</i>	<i>Subject to Measure P</i>
West Pueblo / Linda Vista	Napa	100	87.4	543	538	1399	98	100	100	No	0	No
West Pueblo / West Park	Napa	100	10.1	19	18	47	68	100	100	No	0	No
Browns Valley / Kingston	Napa	100	14.8	11	10	26	55	22	100	No	0	No
West F / Solano	Napa	100	6.7	13	13	34	100	100	100	No	0	No
Terrace / Wyatt	Napa	100	1.6	6	6	16	50	100	100	No	0	No
Terrace / Mallard	Napa	100	2.2	3	3	8	0	100	100	No	0	No
Wilkins / Shetler	Napa	100	0.6	2	2	5	50	100	100	No	0	No
Silverado / Saratoga	Napa	100	1.9	1	1	3	0	100	100	No	0	No
Imola / Parrish	Napa	93	31.9	212	207	538	97	100	100	No	0	No
Silverado / Stonecrest	Napa	82	23.6	10	10	26	80	50	100	No	0	No
Imola / Tejas	Napa	71	5.3	16	16	42	81	100	100	No	0	No
Shurtleff / Hillside	Napa	70	2.5	3	2	5	0	100	100	No	0	No
Devita / Hilltop *	Napa	50	0.2	1	1	3	100	100	100	No	0	No
Saratoga / Capitola	Napa	100	3.6	4	3	8	0	100	100	Yes	0	No
Shurtleff / Cayetano	Napa	100	3.5	4	3	8	75	100	100	Yes	0	No
Foster / Grandview	Napa	81	7.6	6	6	16	83	0	100	No	10	Yes
Redwood / Lynn	Napa	79	7.1	16	14	36	88	0	100	Yes	15	Yes
Basalt / Kaiser	Napa	94	70.4	3	0	0	0	33	0	Yes	10	Yes
Redwood / Montana	Napa	76	8.1	4	4	10	100	25	100	No	90	Yes
Penny / Madrid	Napa	66	2.9	5	5	13	0	100	100	No	100	Yes
Hilltop / Griggs	Napa	61	5.5	2	2	5	50	100	100	No	80	Yes
Redwood / Forest	Napa	59	22.7	23	21	55	78	100	100	Yes	20	Yes
Big Ranch / Rosewood	Napa	55	66.3	12	9	23	0	100	100	Yes	0	No
Foster / Golden Gate	Napa	52	146.8	9	6	16	0	100	100	Yes	15	Yes
Penny / Imola	Napa	50	3.3	2	2	5	0	100	100	No	100	Yes
Napa State Hospital / County Jail	Napa	35	348.4	5	4	1100	100	100	0	No	5	No
Watson / Paoli	American Canyon	77	77.7	16	11	29	81	13	100	Yes	35	Yes
Wastewater Pond	Calistoga	50	5.3	1	1	0	0	0	0	Yes	100	Yes
Domaine Chandon	Yountville	50	8.8	1	1	0	0	100	100	No	100	No
<b>Totals</b>		<b>N/A</b>	<b>976.6</b>	<b>953</b>	<b>919</b>	<b>3474</b>						

13 areas meet the local policy definition of "island" and are eligible for streamlined annexation

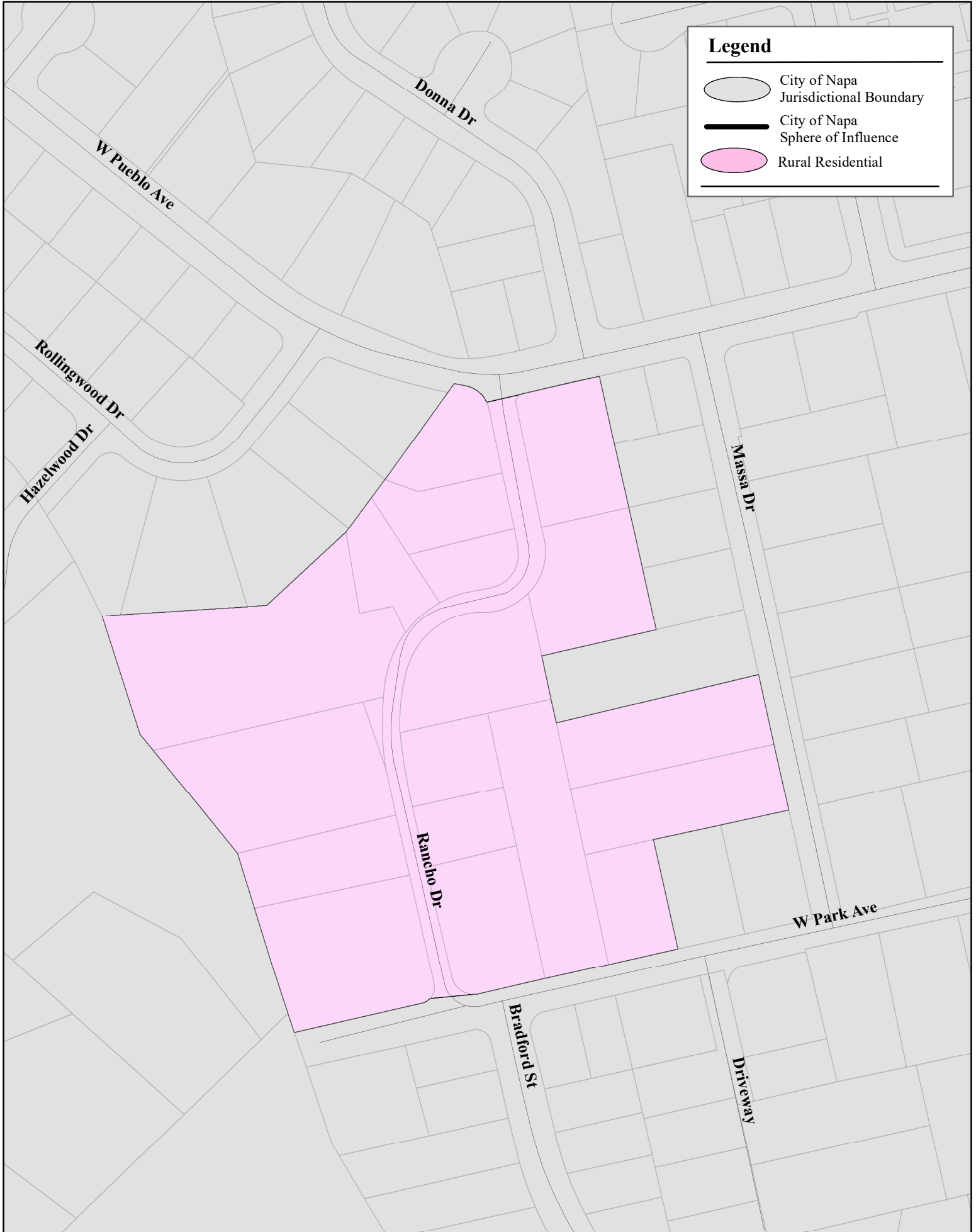
16 areas do not meet the definition of "island" pursuant to local policy

\* Requires confirmation of % of perimeter surrounded by city/town

# West Pueblo / Linda Vista (100% Surrounded)






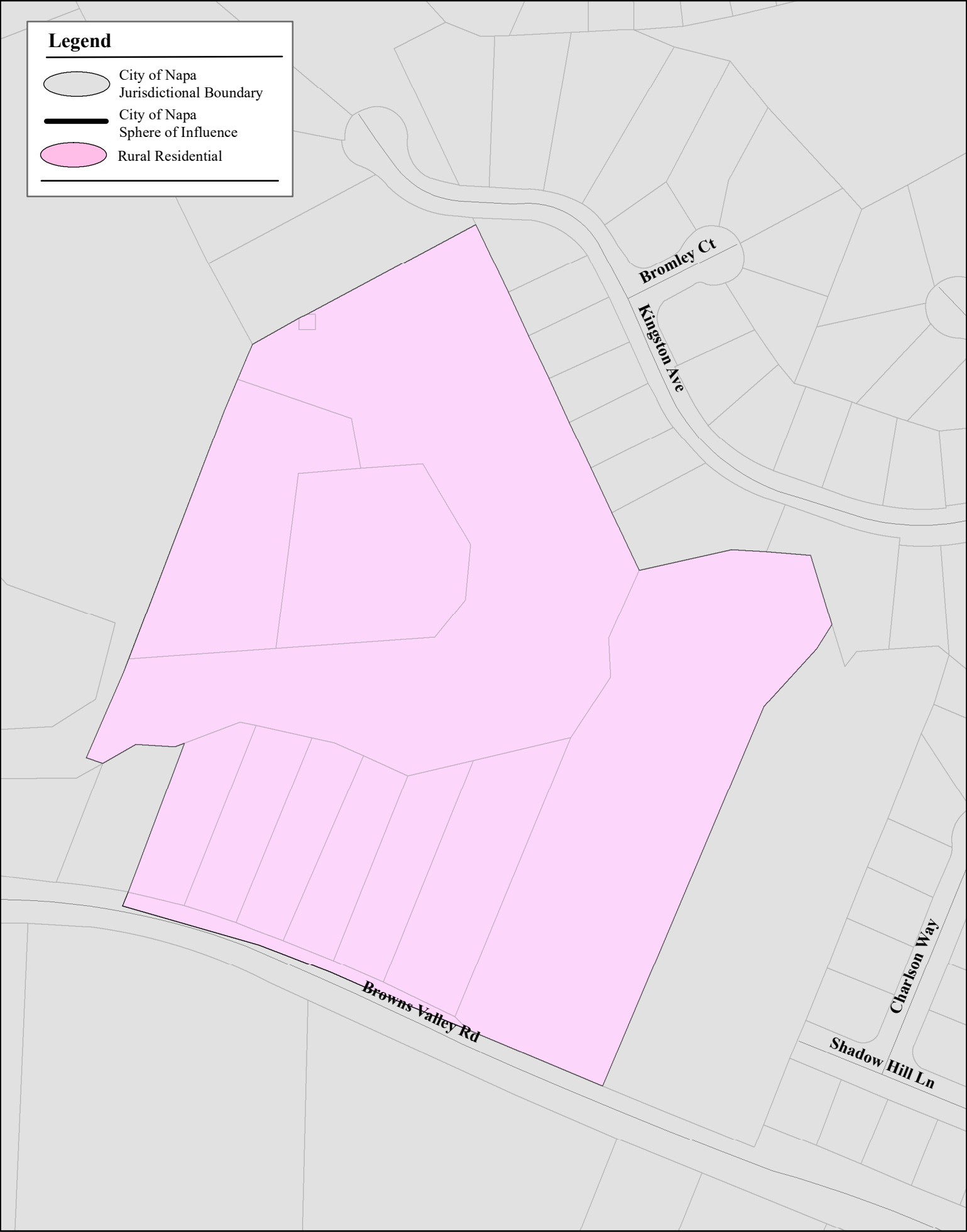
# West Pueblo / West Park (100% Surrounded)



# Browns Valley / Kingston (100% Surrounded)




**Legend**

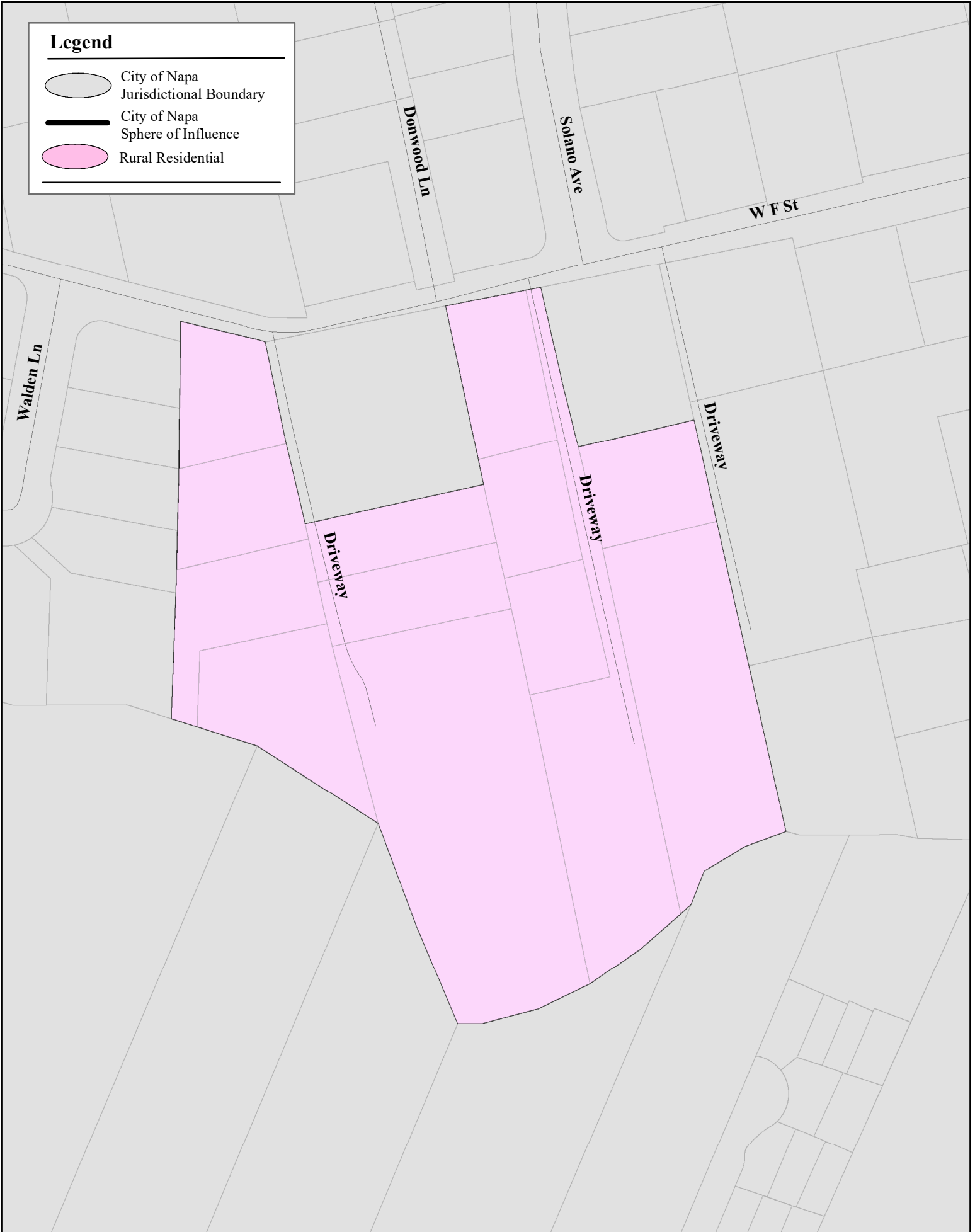
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential



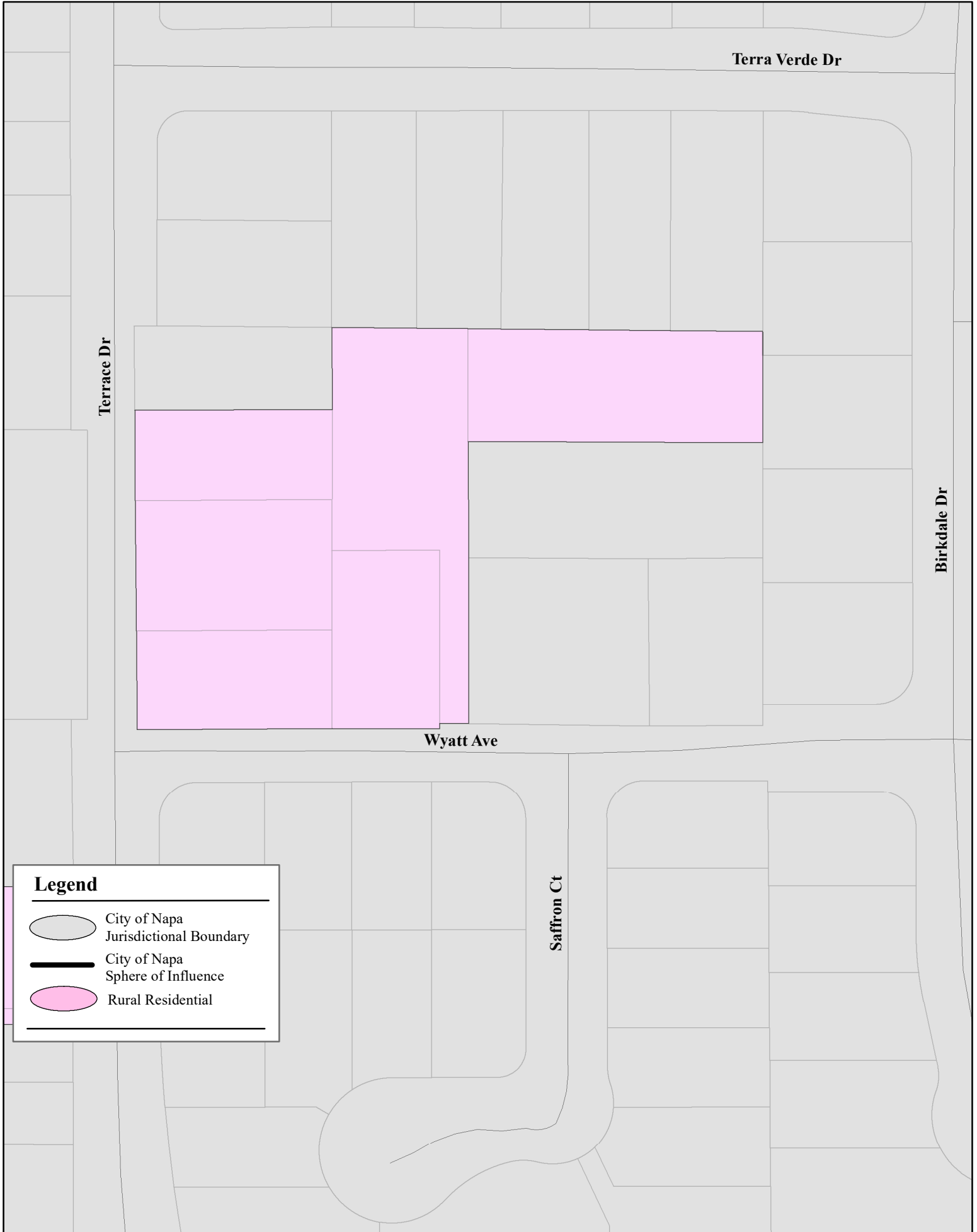
# West F / Solano (100% Surrounded)

**Legend**

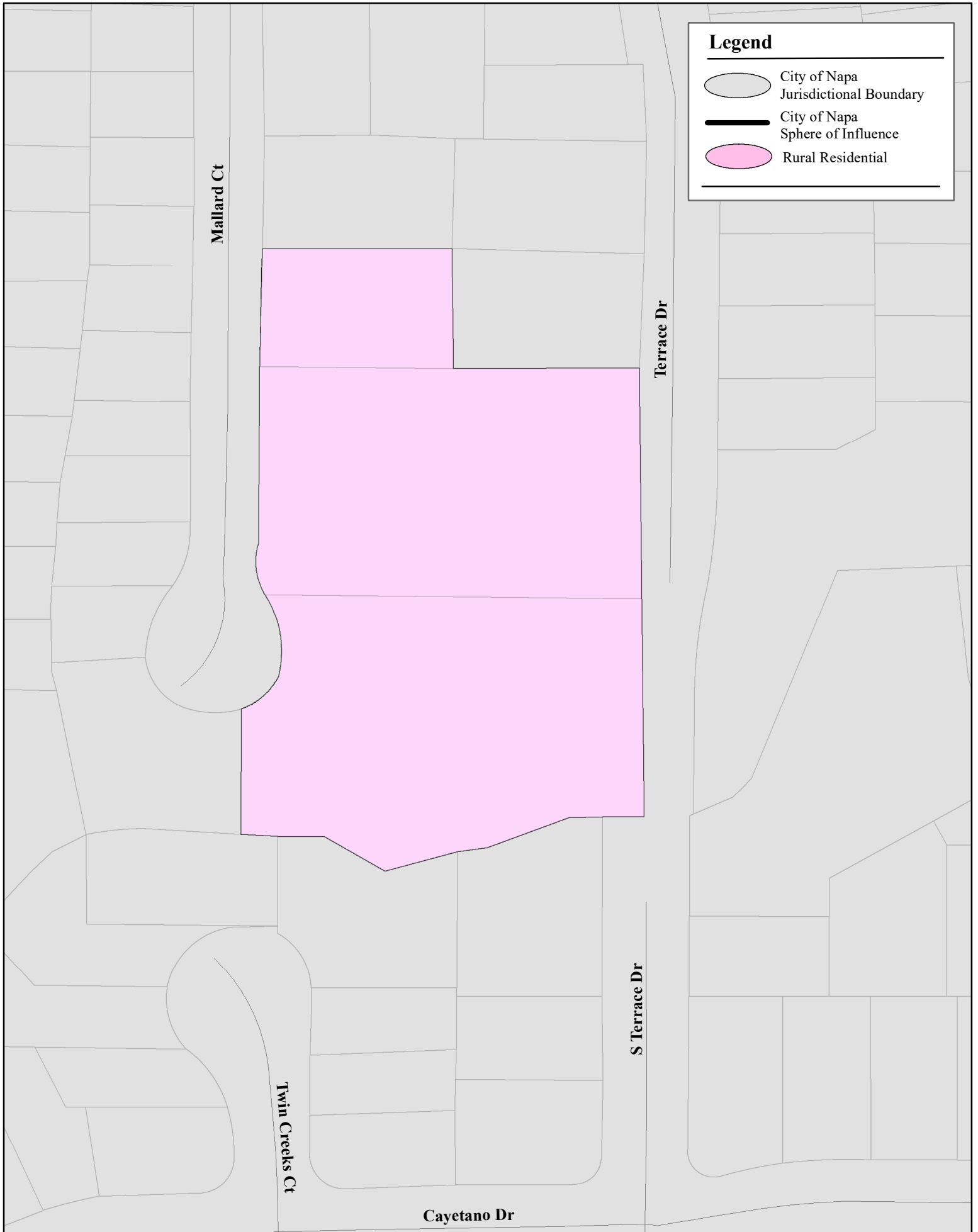
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential



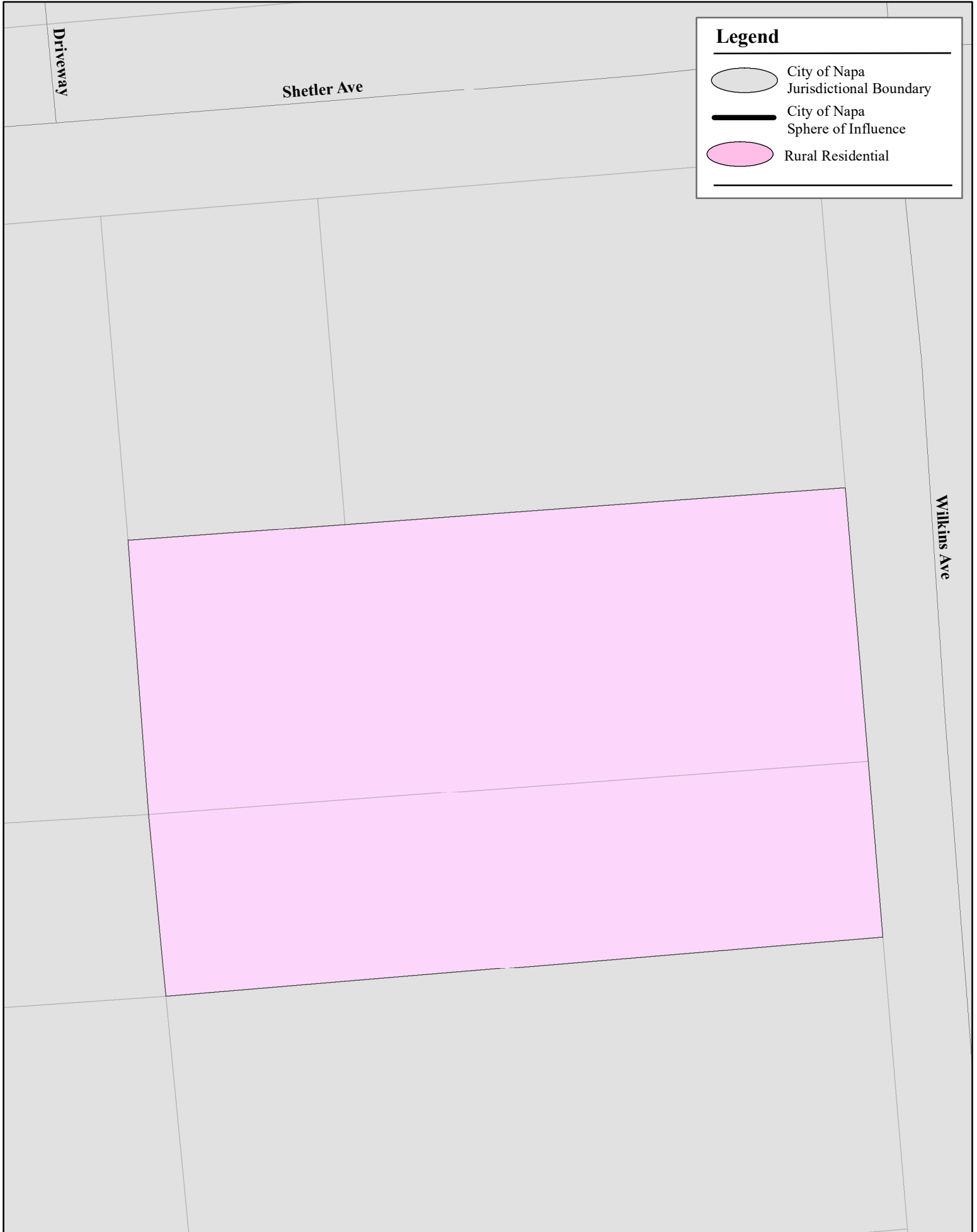
# Terrace / Wyatt (100% Surrounded)



# Terrace / Mallard (100% Surrounded)






# Wilkins / Shetler (100% Surrounded)



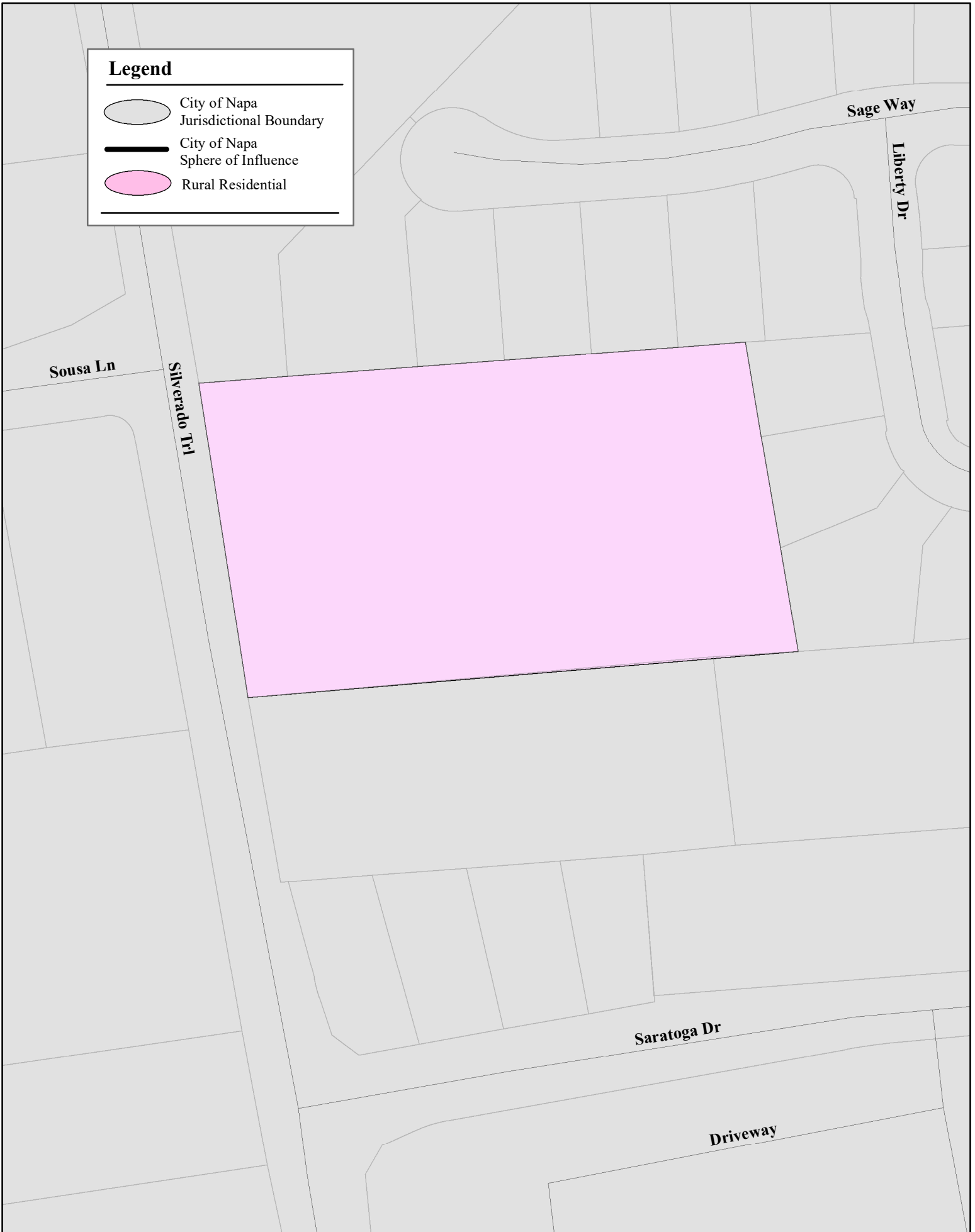
# Silverado / Saratoga (100% Surrounded)

**Legend**

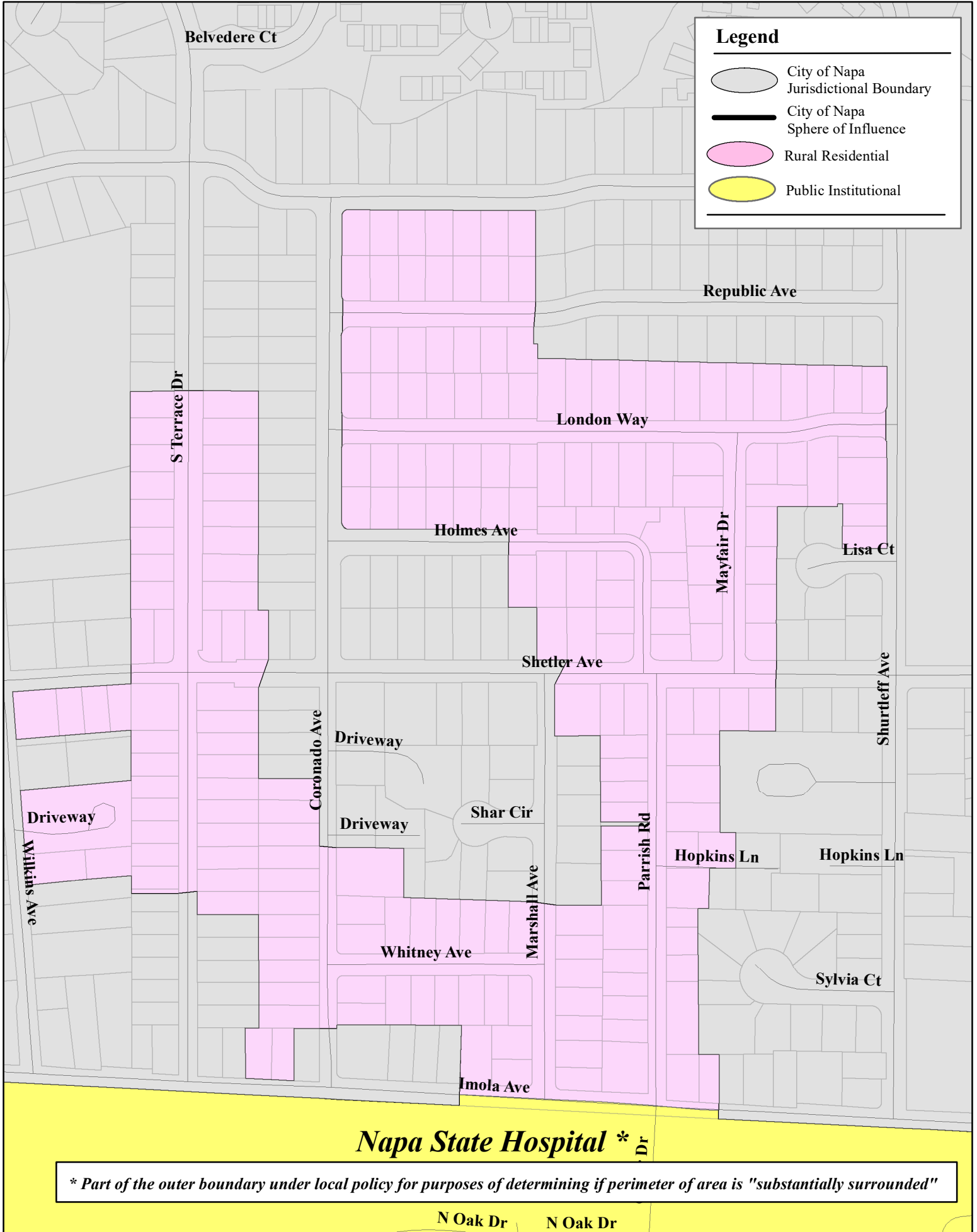
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-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential

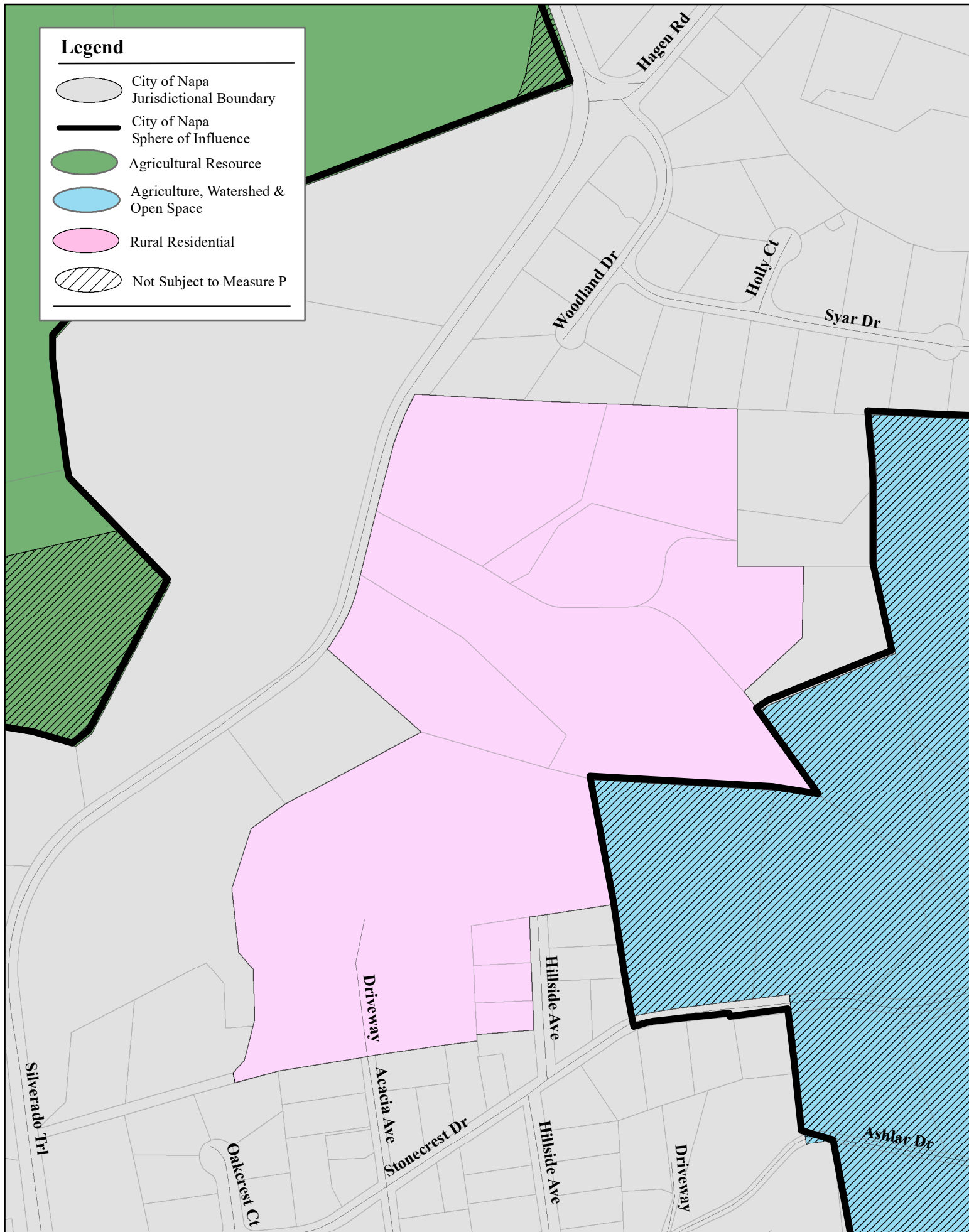
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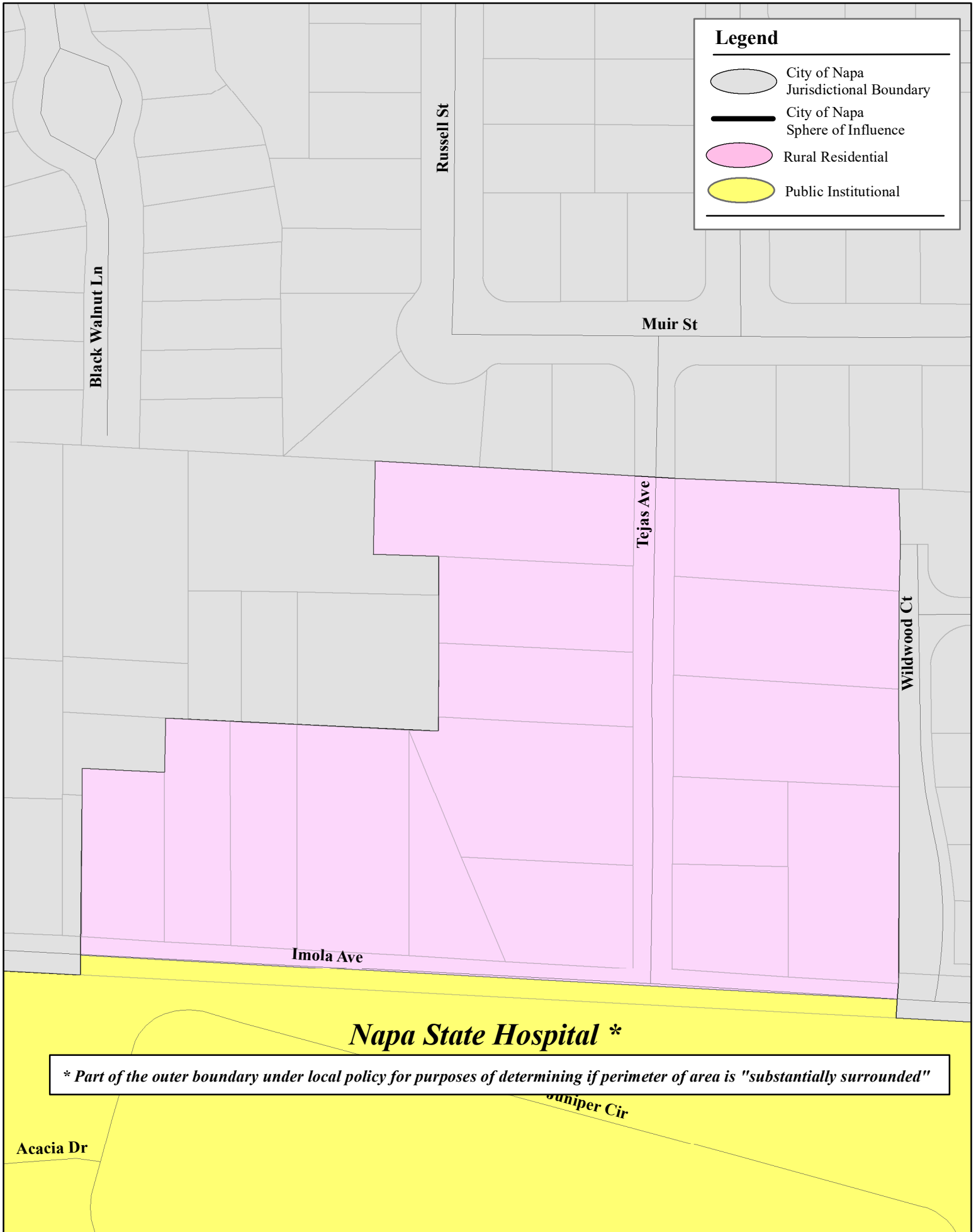
# Imola / Parrish (93% Surrounded)



# Silverado / Stonecrest (82% Surrounded)

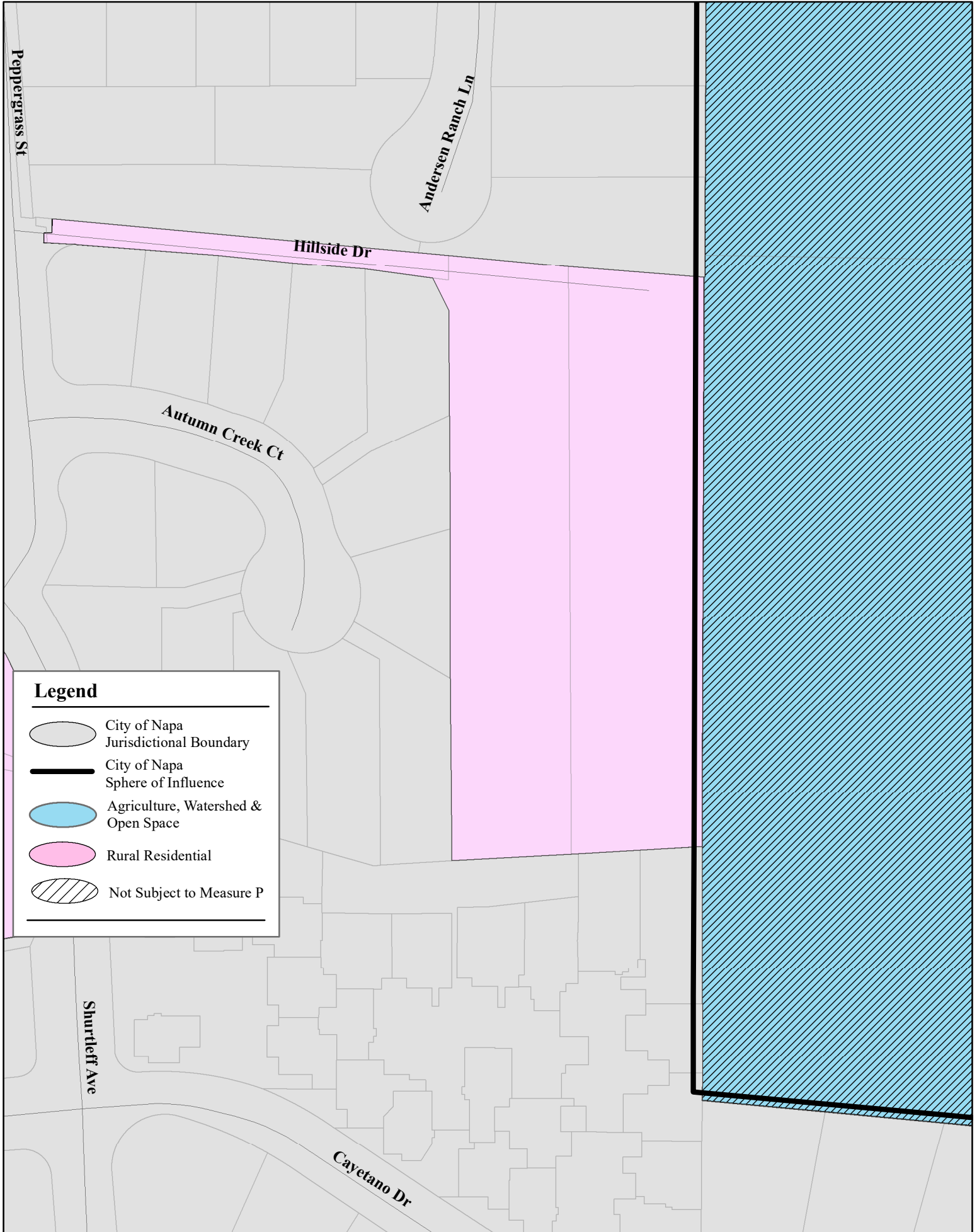


# Imola / Tejas (71% Surrounded)

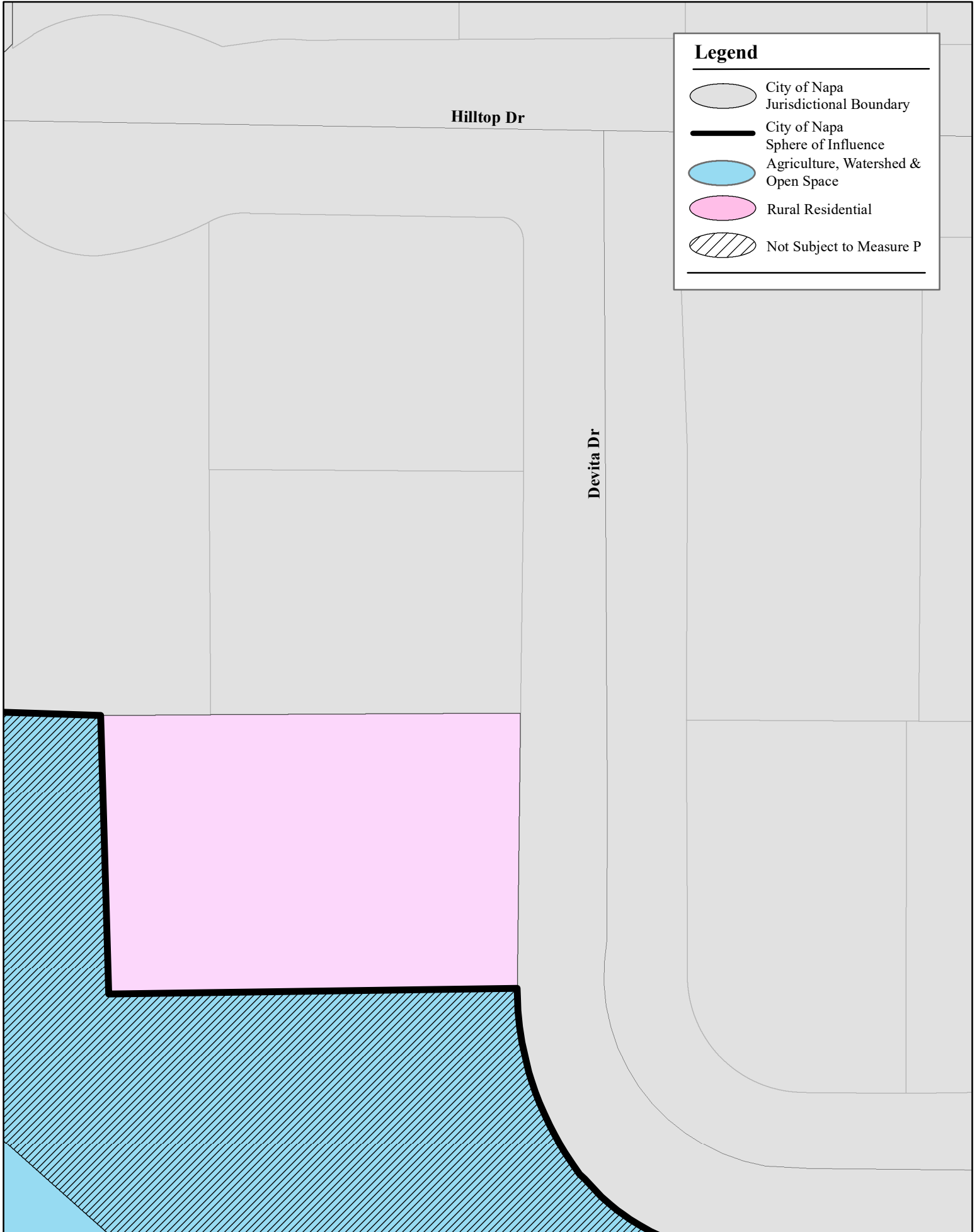


*\* Part of the outer boundary under local policy for purposes of determining if perimeter of area is "substantially surrounded"*

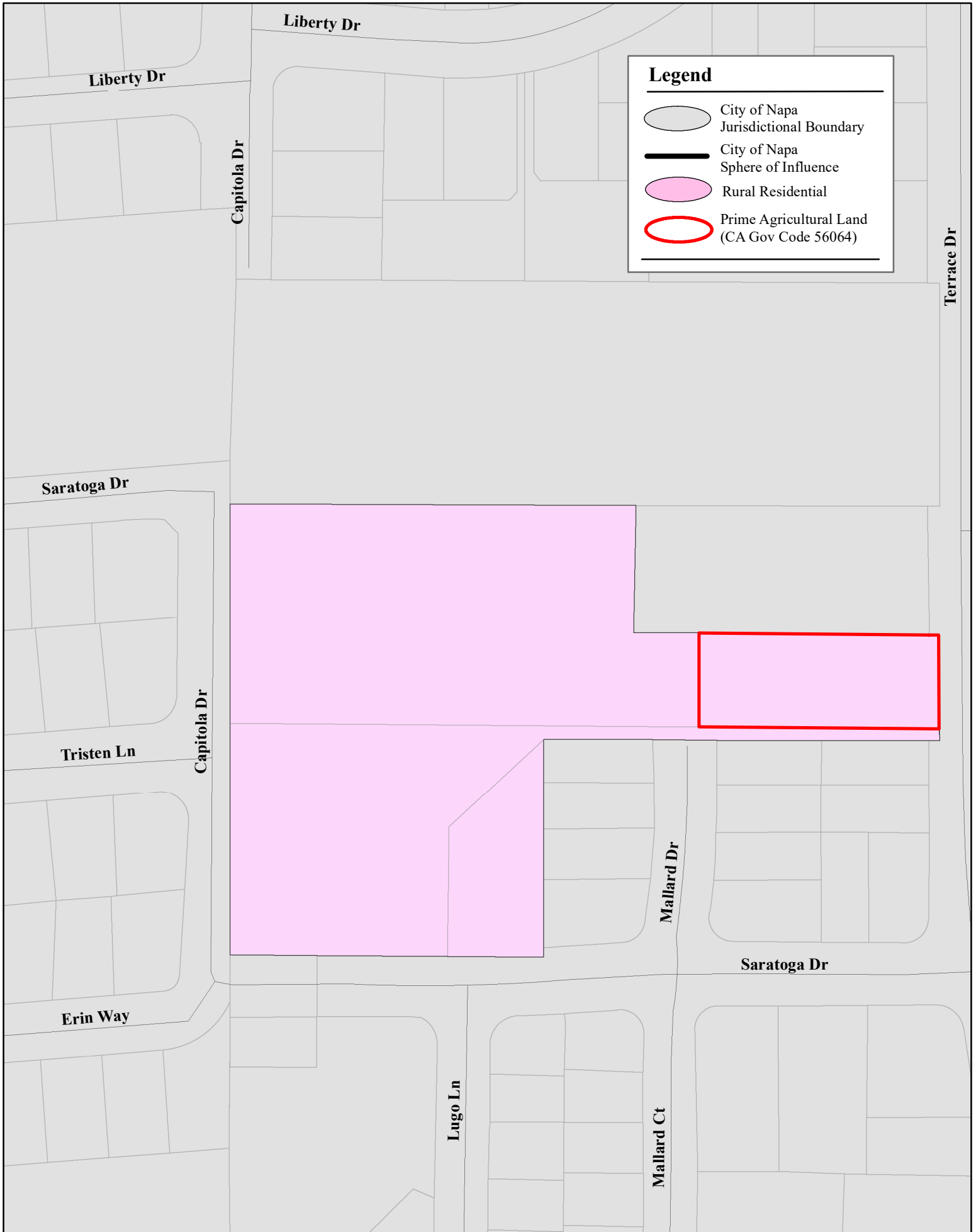
# Shurtleff / Hillside (70% Surrounded)



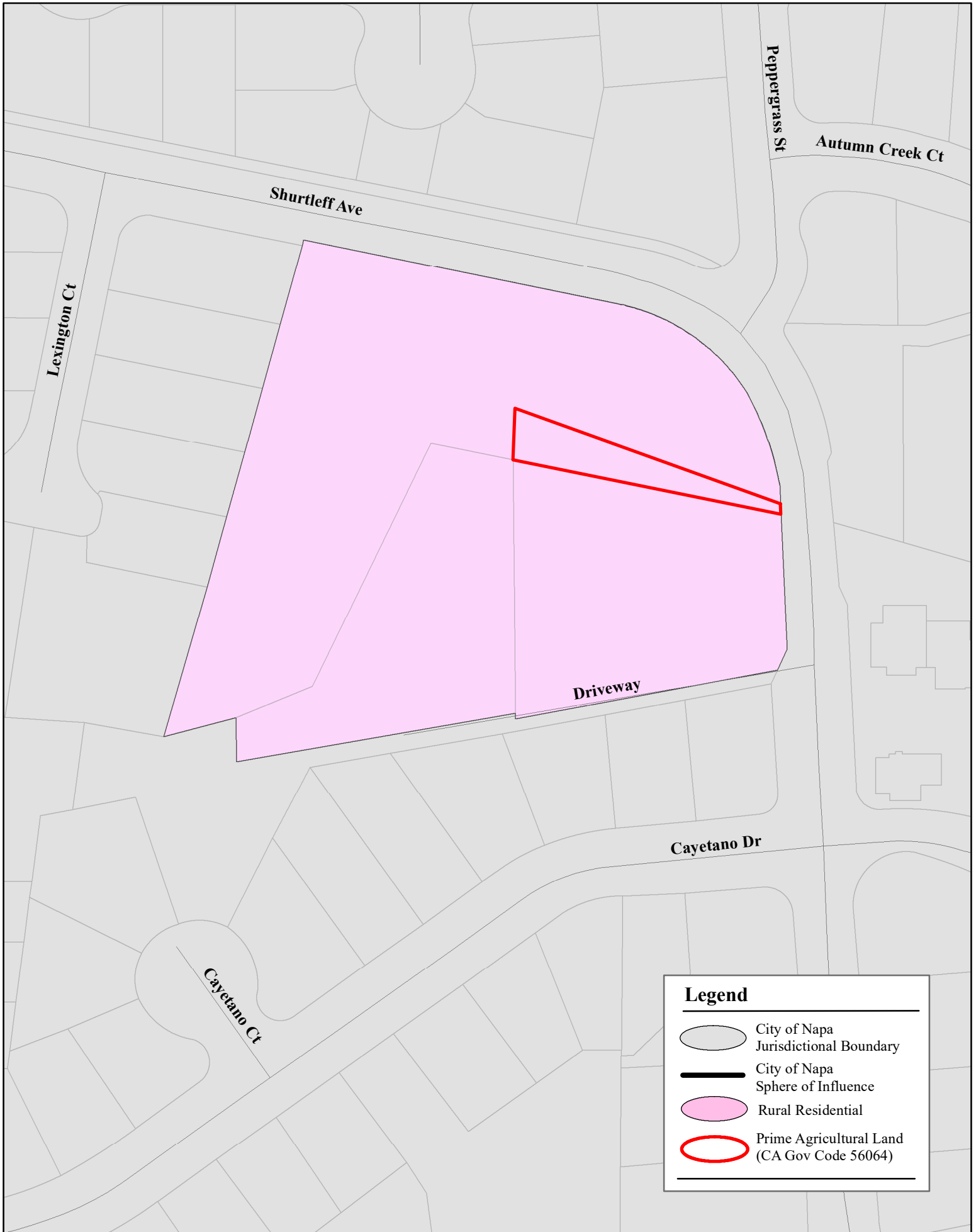
# Devita / Hilltop (50% Surrounded)







# Saratoga / Capitola (100% Surrounded)



# Shurtleff / Cayetano (100% Surrounded)





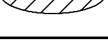


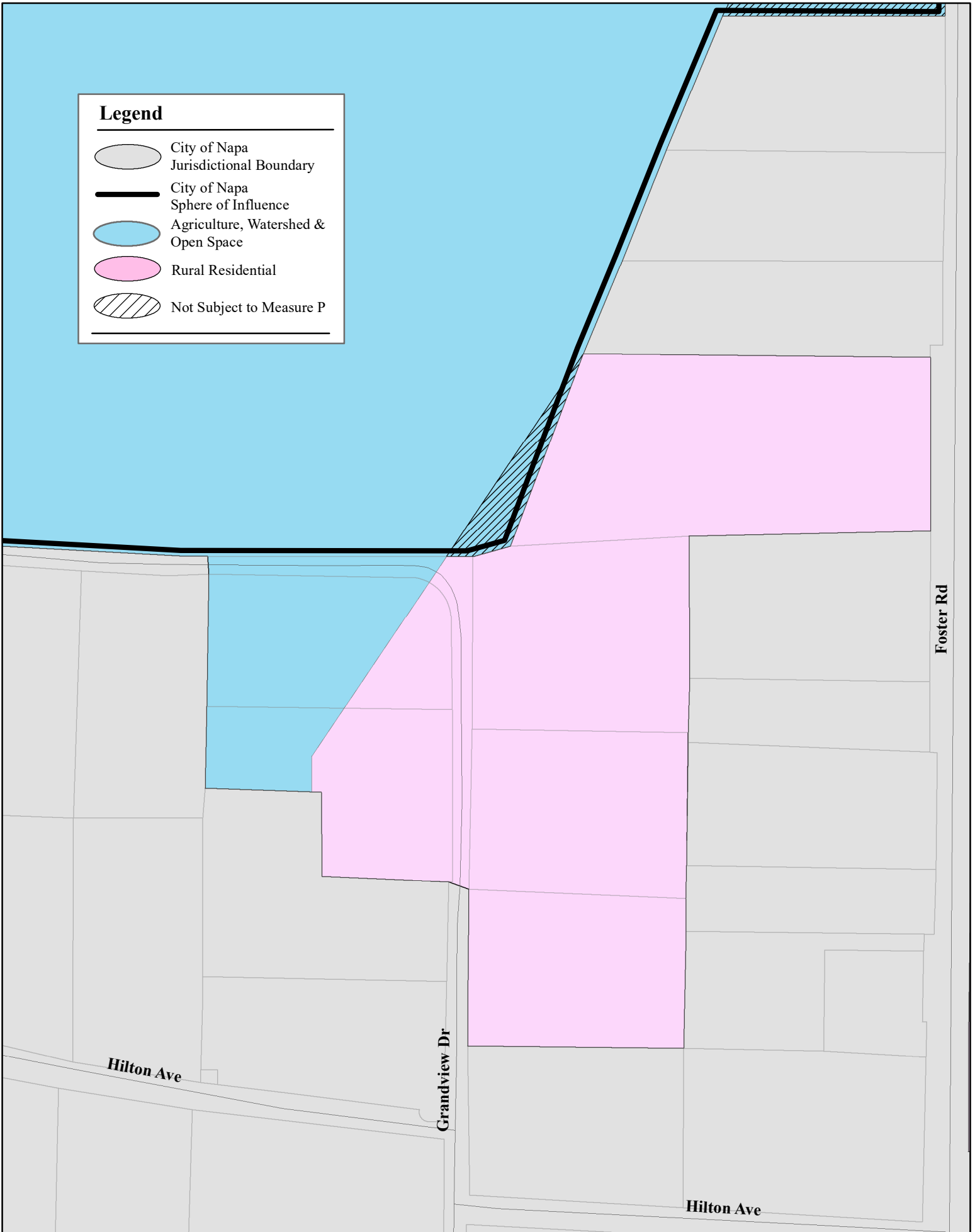
## Legend

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential
-  Prime Agricultural Land (CA Gov Code 56064)

# Foster / Grandview (81% Surrounded)





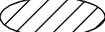

**Legend**

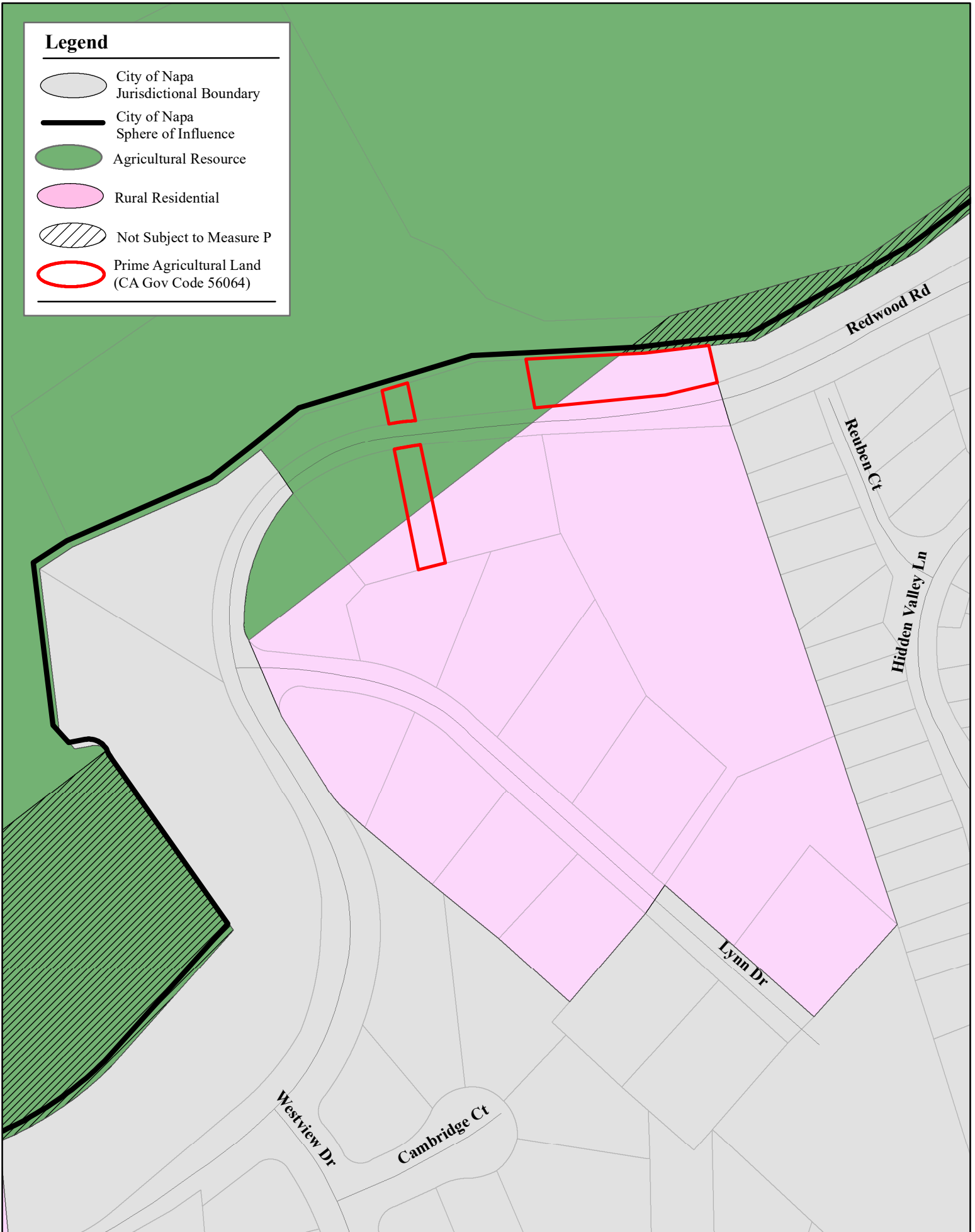
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agriculture, Watershed & Open Space
-  Rural Residential
-  Not Subject to Measure P



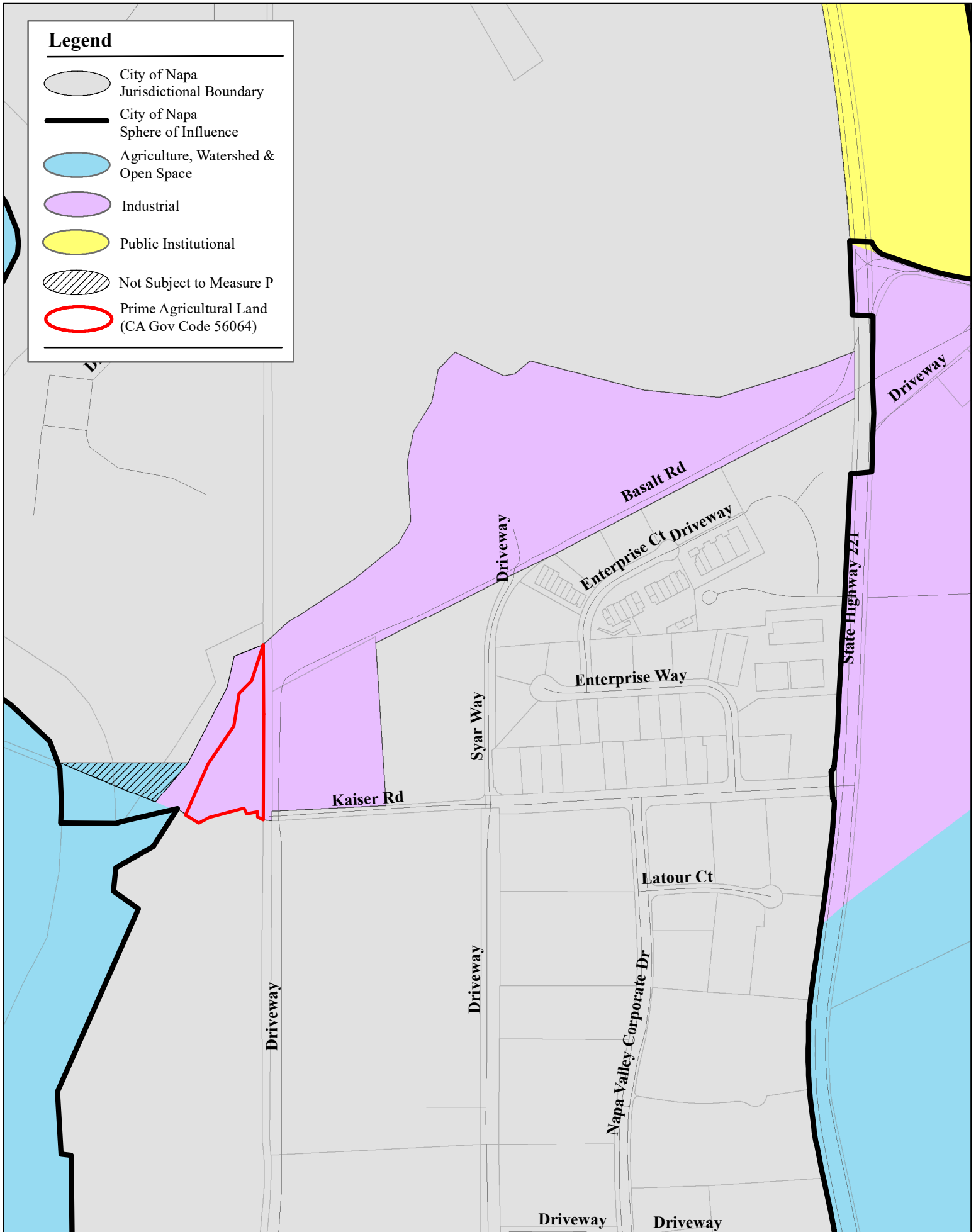
# Redwood / Lynn (79% Surrounded)

**Legend**

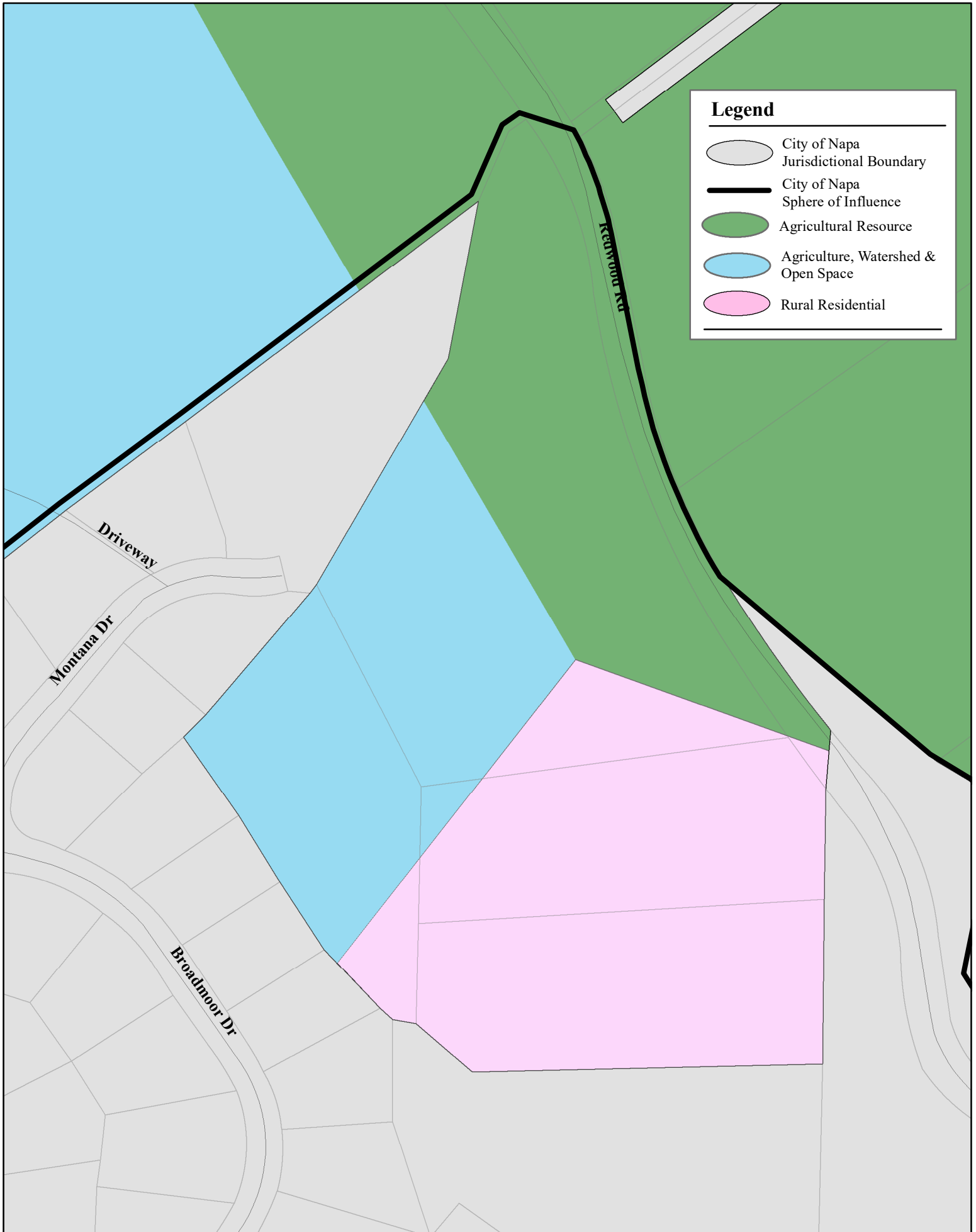
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agricultural Resource
-  Rural Residential
-  Not Subject to Measure P
-  Prime Agricultural Land (CA Gov Code 56064)



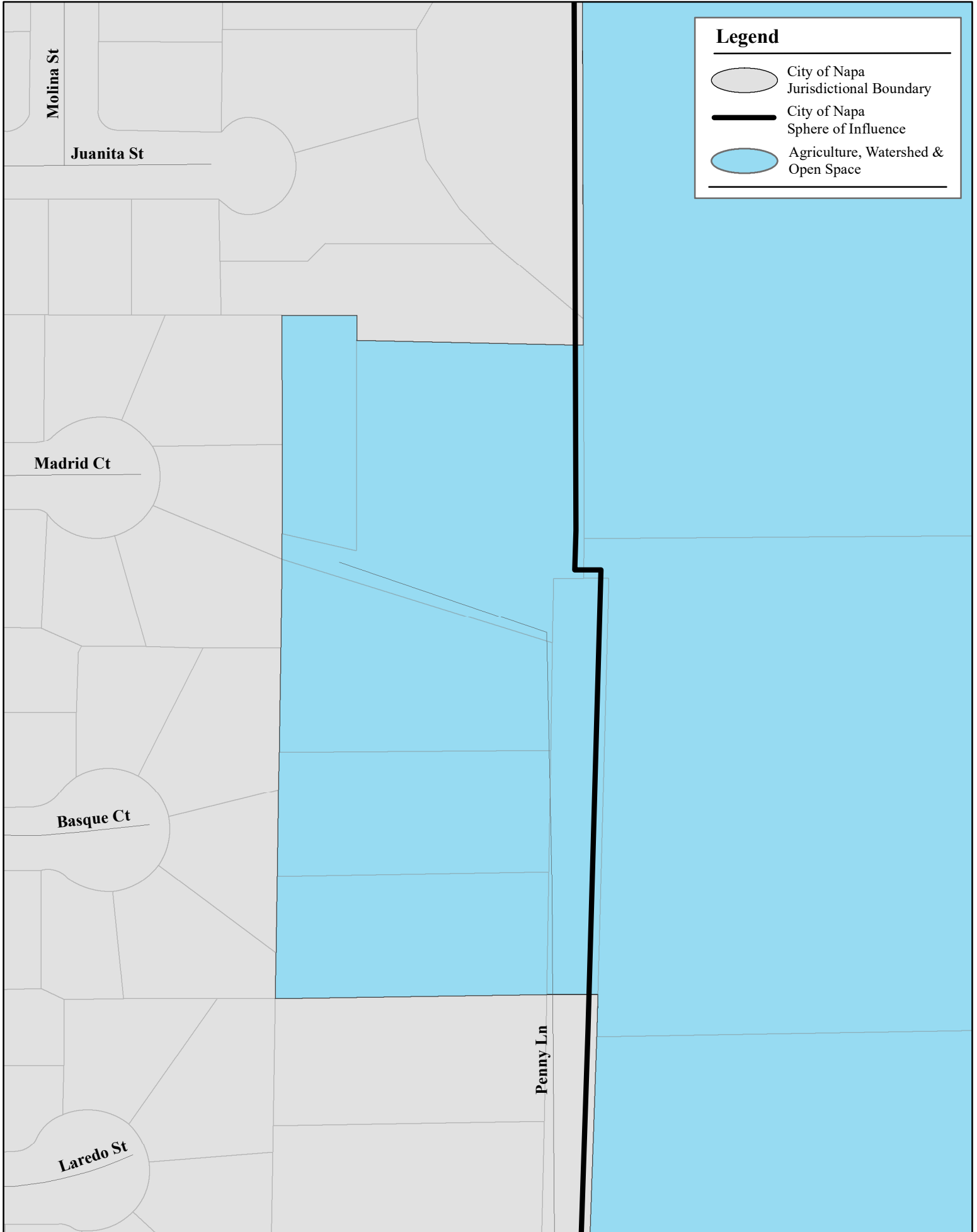
# Basalt / Kaiser (94% Surrounded)






# Redwood / Montana (76% Surrounded)



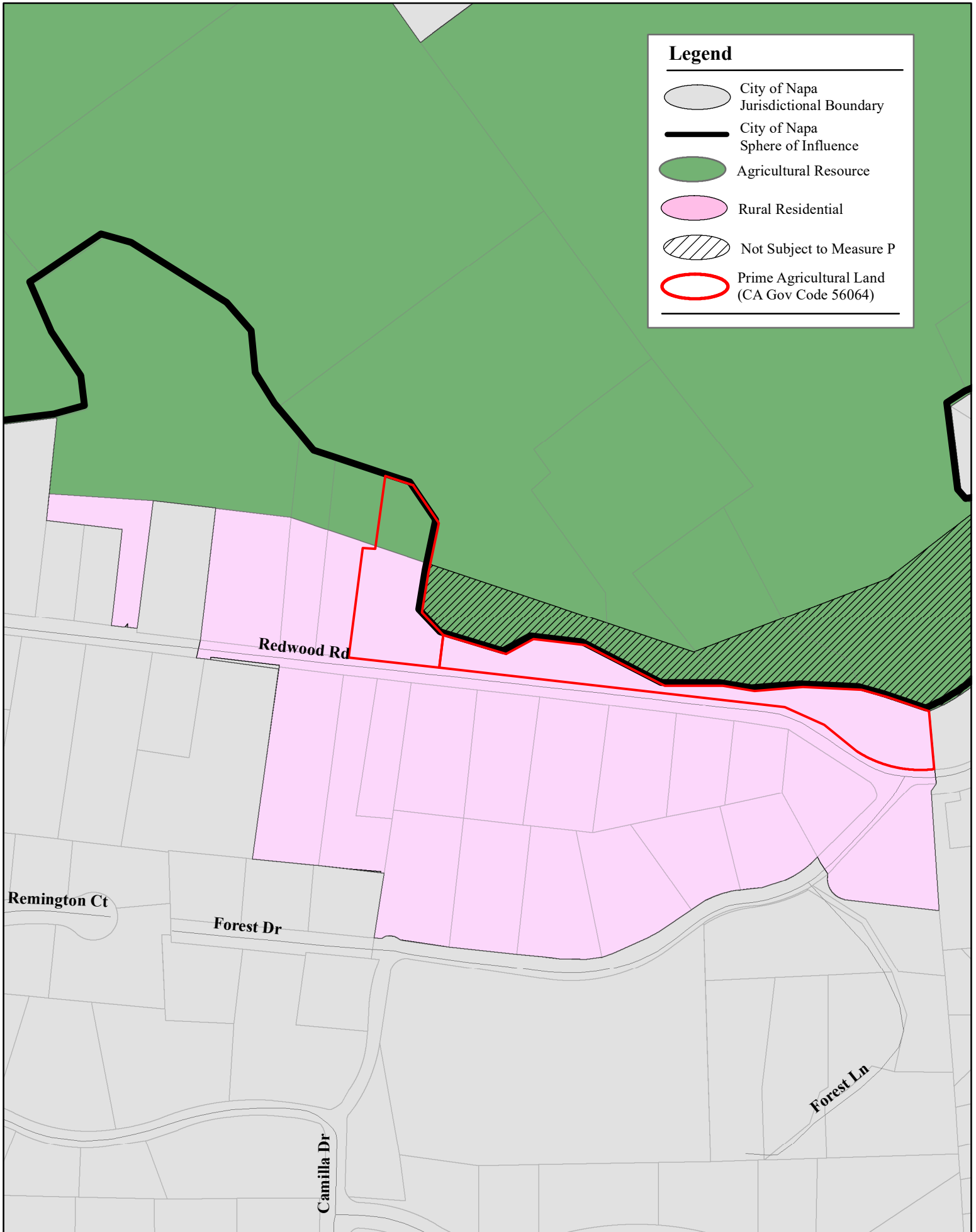
# Penny / Madrid (66% Surrounded)



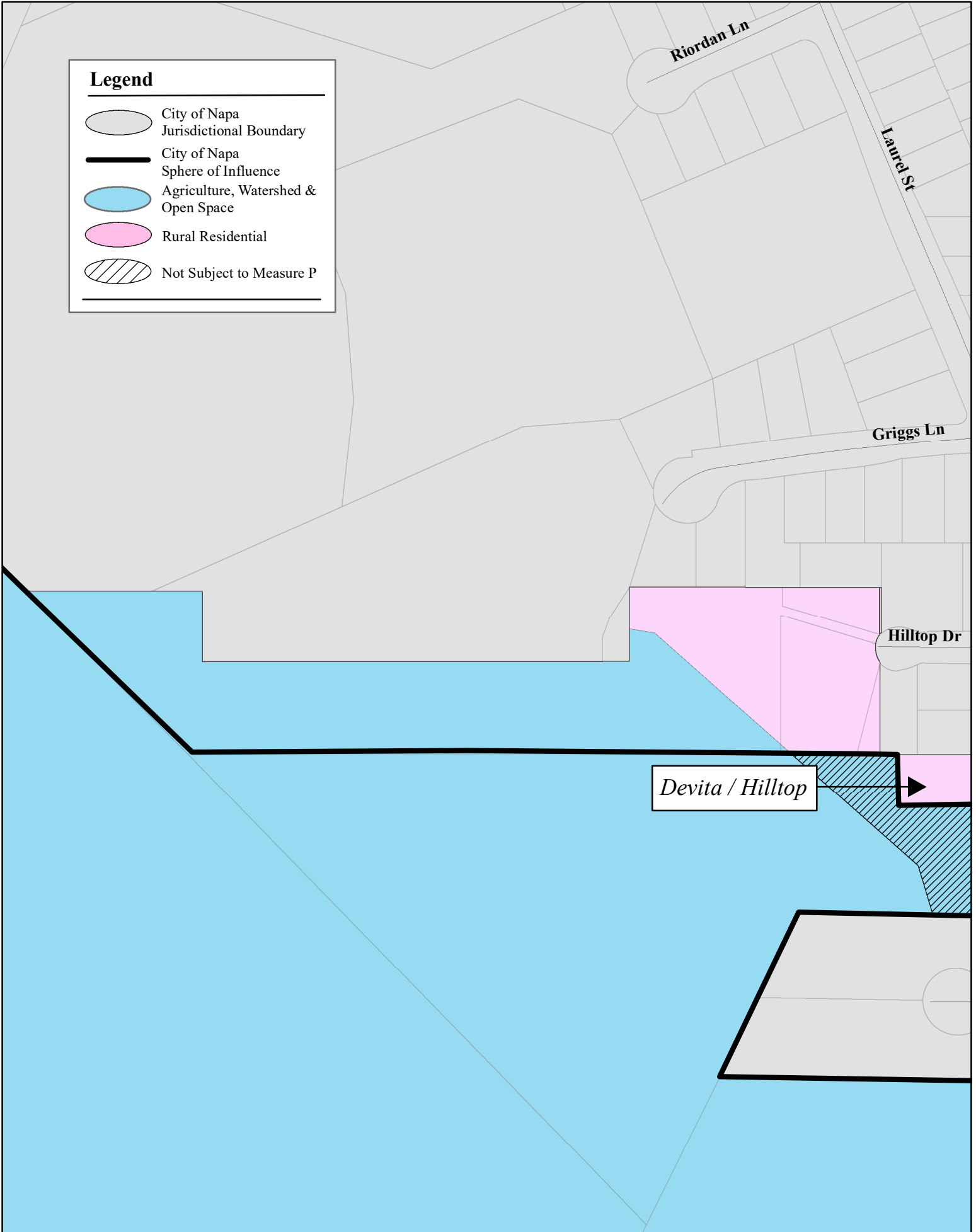
**Legend**

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agriculture, Watershed & Open Space

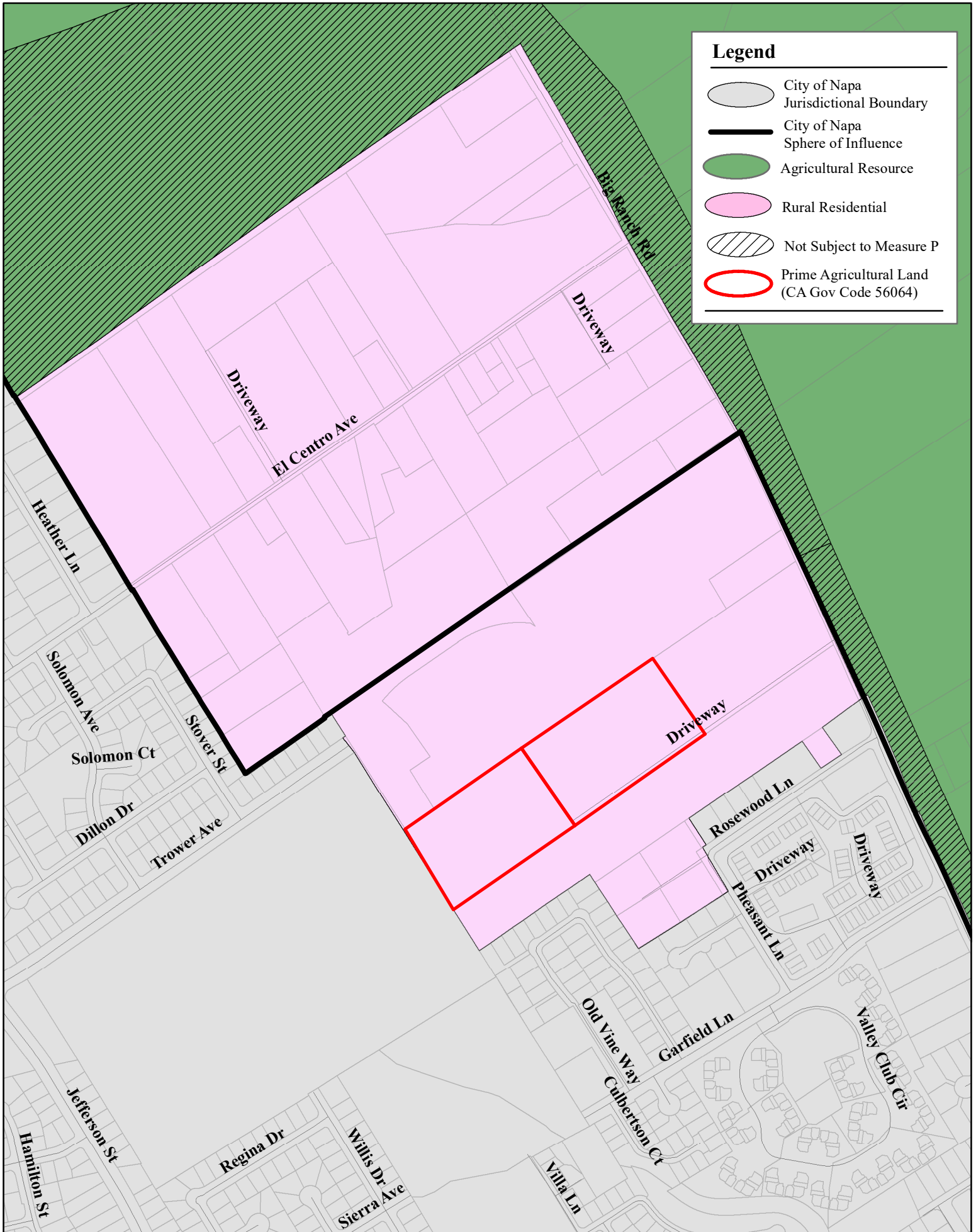
# Redwood / Forest (59% Surrounded)



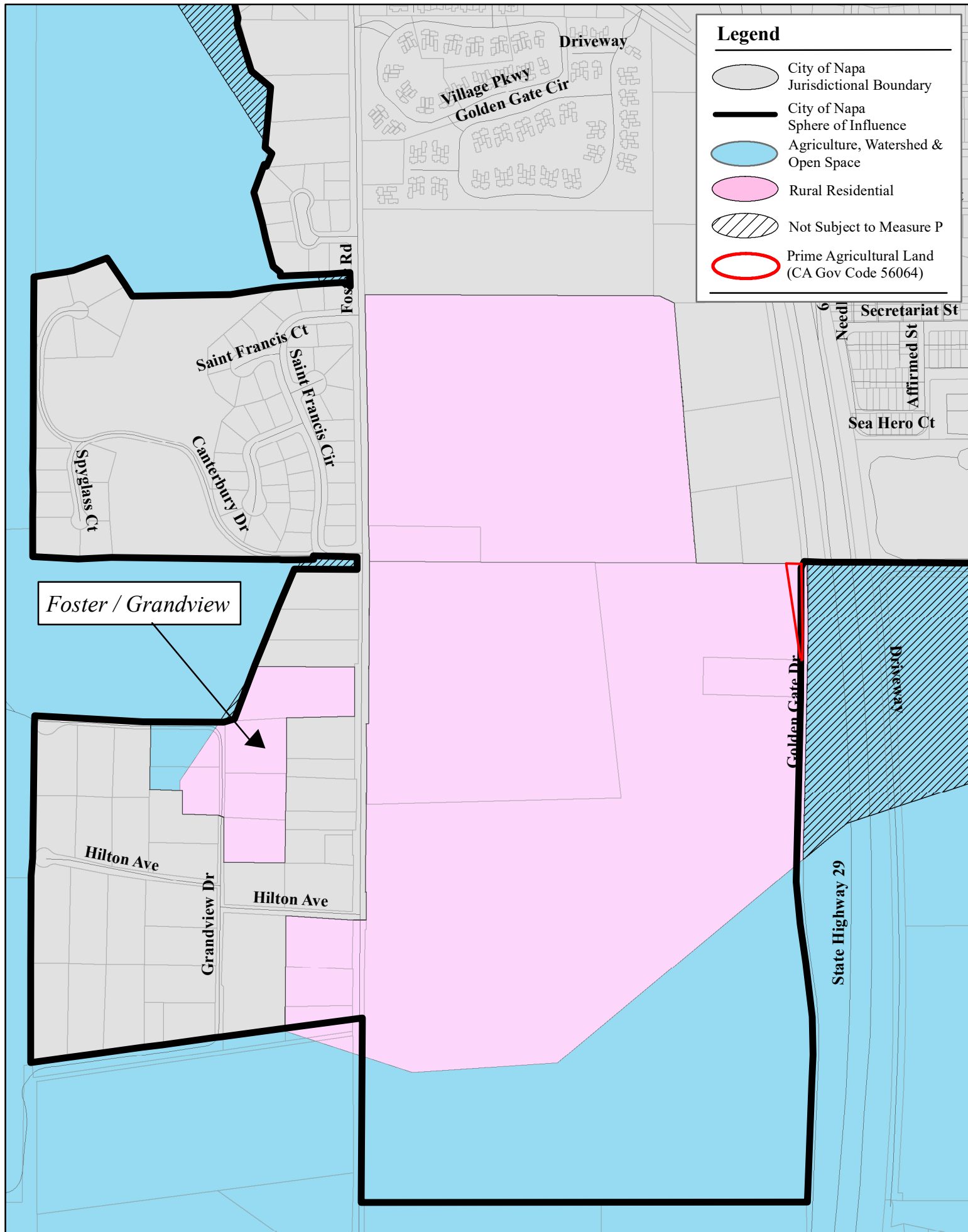
# Hilltop / Griggs (56% Surrounded)



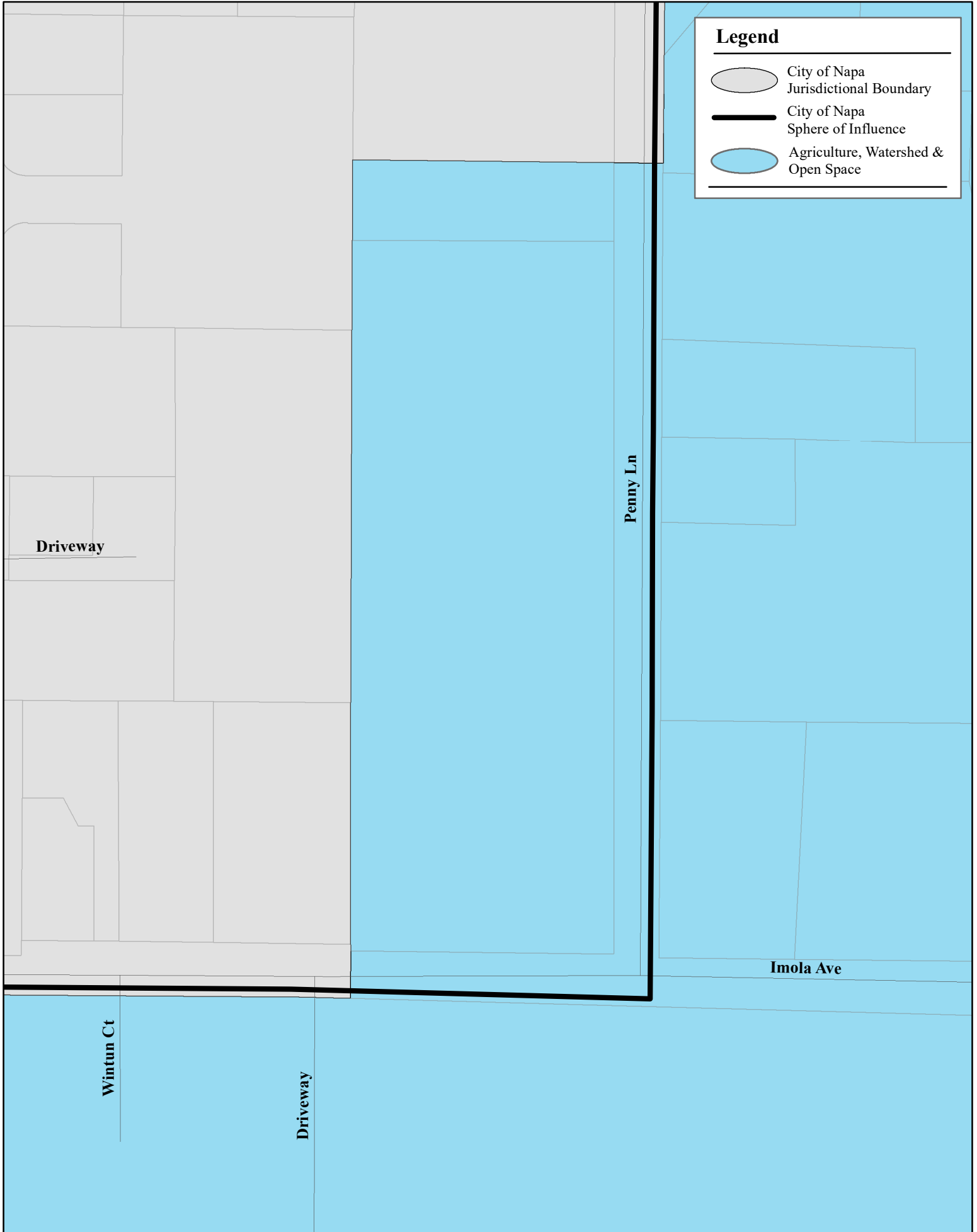
# Big Ranch / Rosewood (55% Surrounded)






# Foster / Golden Gate (52% Surrounded)



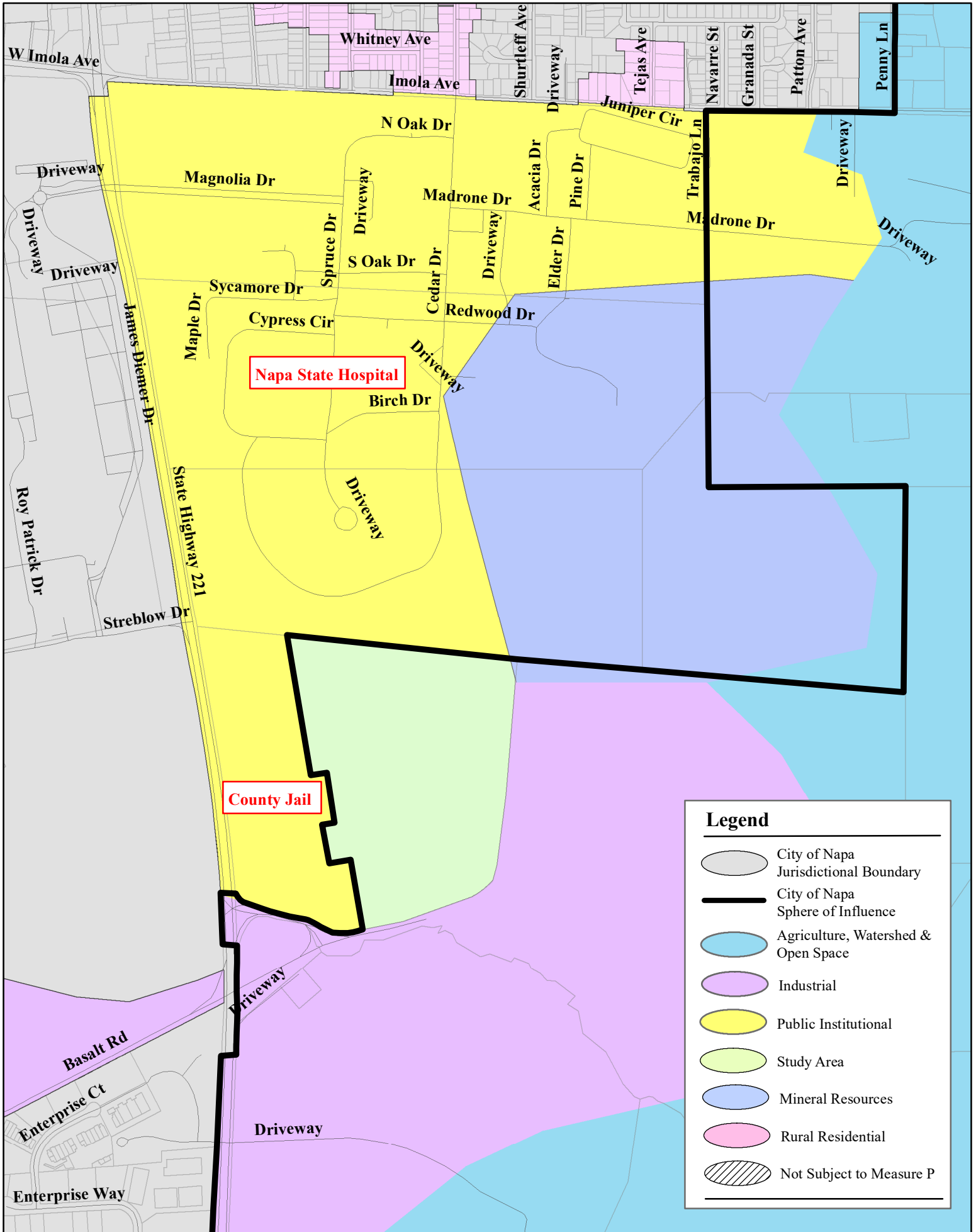
# Penny / Imola (50% Surrounded)



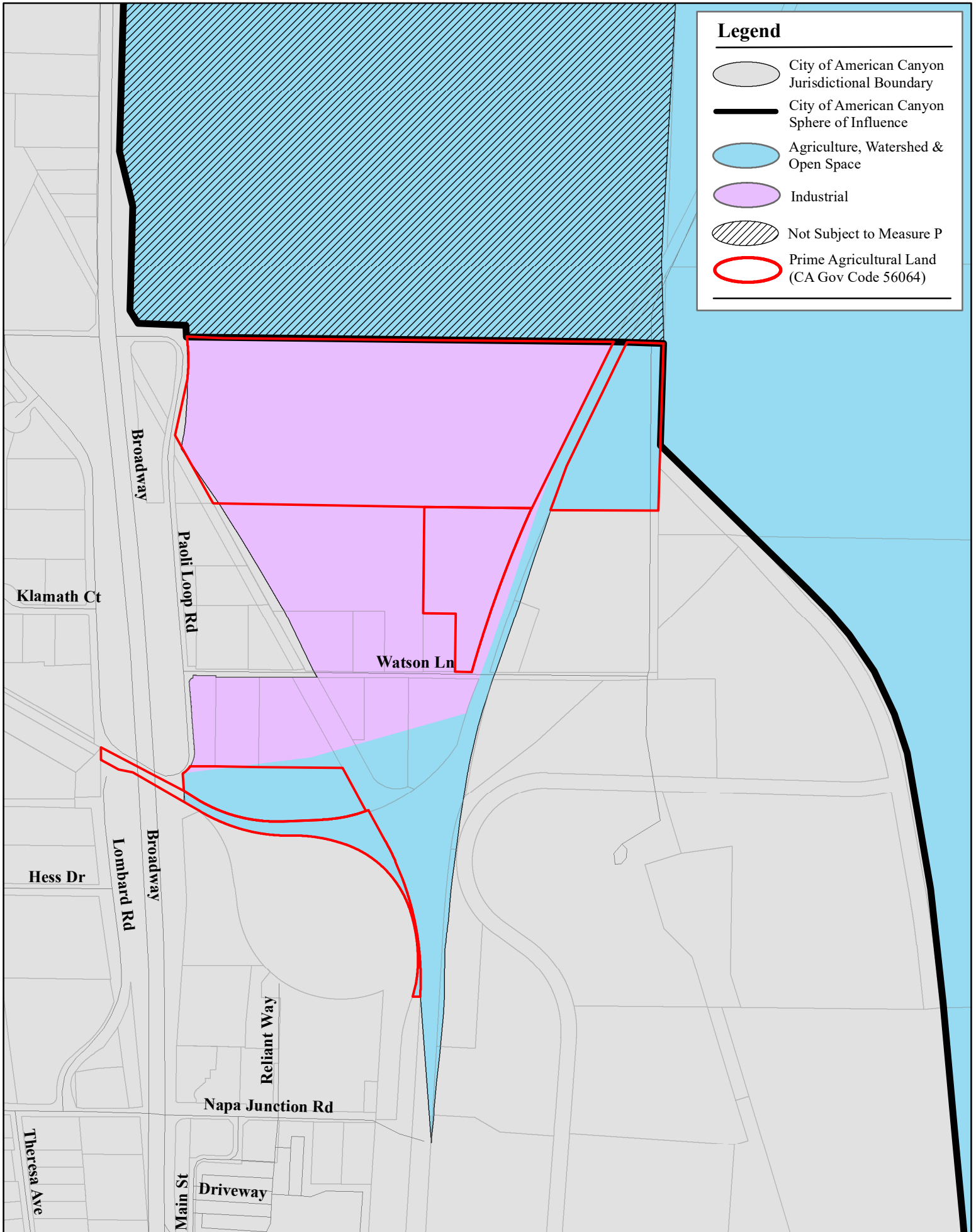
**Legend**

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agriculture, Watershed & Open Space

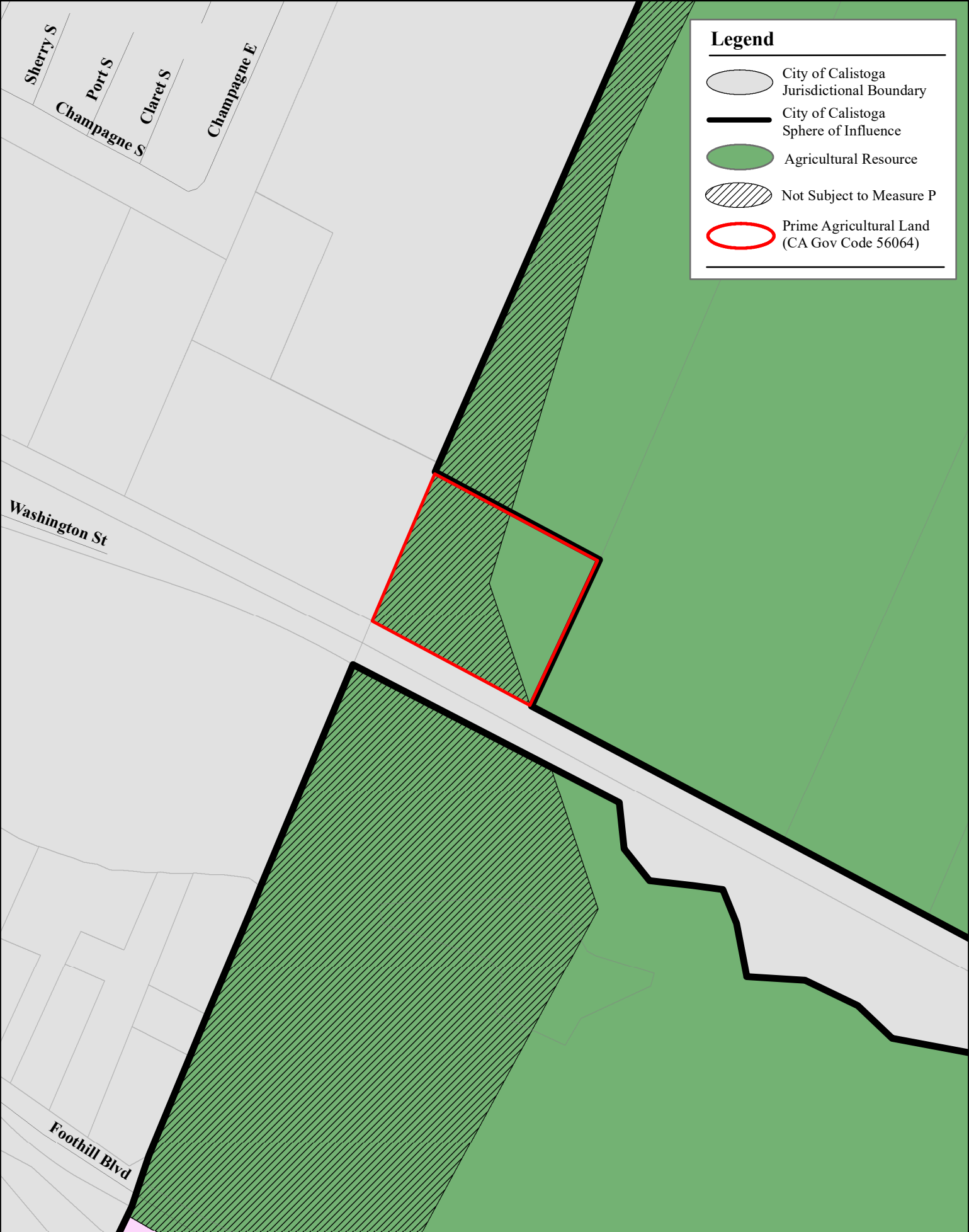
# Napa State Hospital / County Jail (35% Surrounded)



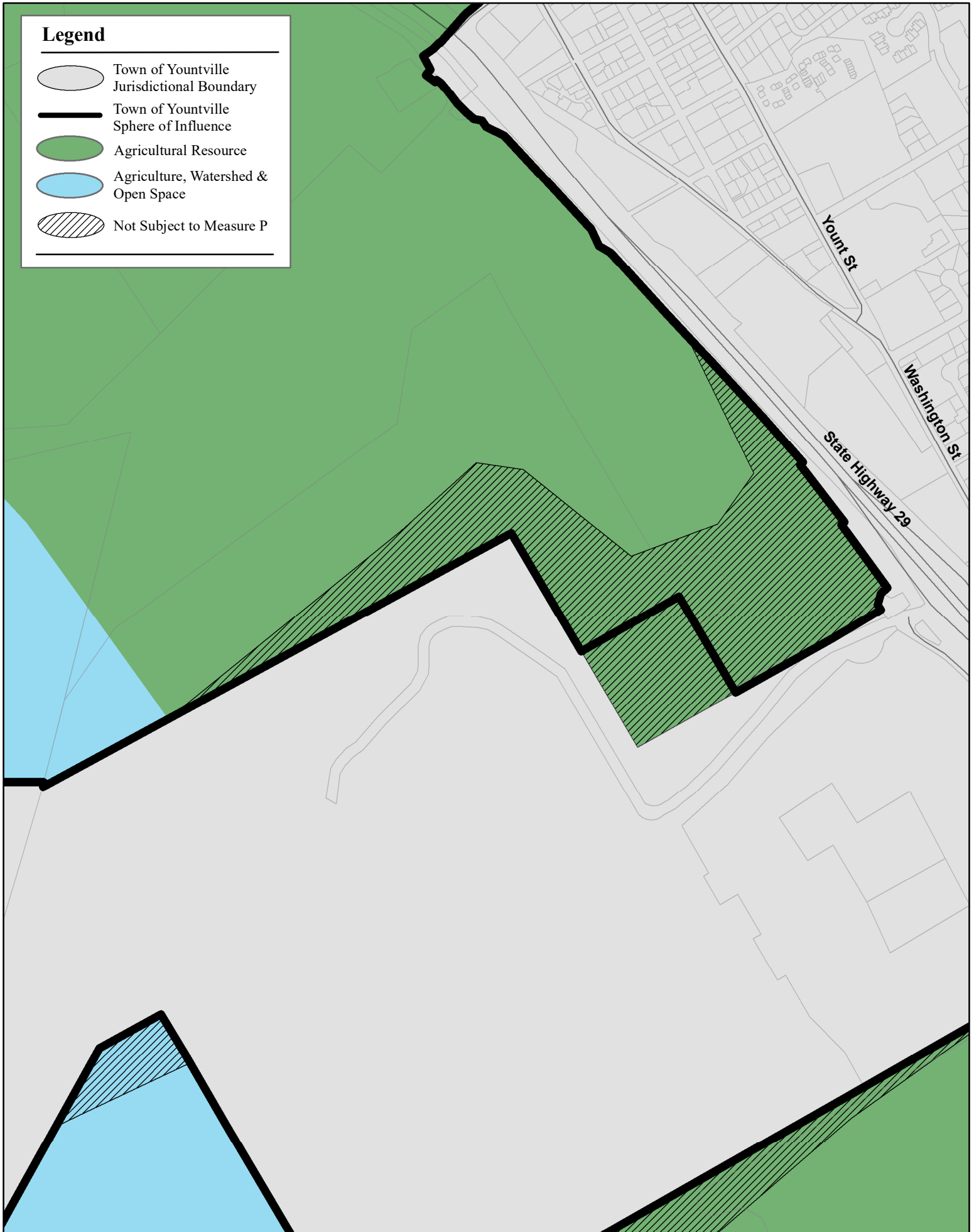
# Watson / Paoli Loop (77% Surrounded)



# Calistoga Wastewater Pond (50% Surrounded)



# Domaine Chandon Commercial Site (50% Surrounded)





**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](http://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 8b (Action)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer *BF*

**MEETING DATE:** February 3, 2025

**SUBJECT:** Consider Authorizing Commission Chair to Execute Consultant Contract for City of St. Helena Municipal Service Review

---

**RECOMMENDATION**

It is recommended the Commission authorize the Executive Officer to negotiate a contract with RSG to prepare the City of St. Helena Municipal Service Review (MSR), and authorize the Chair to sign the contract.

**BACKGROUND AND SUMMARY**

On February 3, 2025, the Commission directed staff to circulate a Request for Proposals (RFP) seeking consultant proposals to prepare an MSR for the City of St. Helena. The RFP was issued on February 5, 2025. Four consultants submitted proposals before the deadline.

An interview panel comprised of three LAFCO Executive Officers and the City of St. Helena Vice Mayor held thorough virtual interviews with each of the four consultants. The panel agreed to recommend RSG for the contract. RSG proposes a do-not-exceed amount of \$40,900 and an anticipated completion date of October 2025. RSG does not charge clients for travel or mileage and anticipates attending two Commission hearings.

Staff is working with RSG and Commission Counsel to finalize a professional services agreement, using the Commission's standard professional services agreement. Staff anticipates that a final agreement will be complete and ready for signature by the Chair of the Commission within the next two weeks. Staff recommends the Commission authorize the Chair to sign the contract once it is complete, with the assistance of Counsel.

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*



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

---

**Agenda Item 8c (Action)**

**TO:** Local Agency Formation Commission

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

**MEETING DATE:** April 7, 2025

**SUBJECT:** Consider Adopting a Resolution Amending the Policy on Municipal Service Reviews

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**RECOMMENDATION**

It is recommended the Commission adopt the Resolution of the Local Agency Formation Commission of Napa County Amending the *Policy on Municipal Services Reviews*, included as Attachment 1.

**SUMMARY**

On December 9, 2024, the Commission established an ad hoc Policy Committee and appointed Commissioners Gallagher and Ramos to advise staff in the review of local policies. The Policy Committee met and agreed the Commission's *Policy on Municipal Services Reviews* requires an amendment.

The proposed amendment would rename the policy to *Policy on Municipal Services Reviews and Special Reports* and redirect the Commission's focus to targeted issues related to illogical and inefficient government boundaries and services consistent with LAFCO's underlying mission and purpose. The Committee prepared a memo to the Commission describing the difference between a Municipal Service Review and a Special Report, included as Attachment 3.

A clean version of the proposed amendment is Exhibit A to the draft resolution, included as Attachment 1. A tracked change version of the amendment is included as Attachment 2.

**ATTACHMENTS**

- 1) Draft Resolution Amending the *Policy on Municipal Service Reviews*
- 2) Proposed Amendment to *Policy on Municipal Service Reviews* (Tracked Changes)
- 3) Policy Committee Memo on Municipal Service Reviews and Special Reports

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Margie Mohler, Commissioner  
Councilmember, Town of Yountville

Beth Painter, Vice Chair  
Councilmember, City of Napa

David Oro, Alternate Commissioner  
Councilmember, City of American Canyon

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

Belia Ramos, Commissioner  
County of Napa Supervisor, 5th District

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

Kenneth Leary, Chair  
Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

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

**RESOLUTION OF  
THE LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY  
AMENDING ITS POLICY ON MUNICIPAL SERVICE REVIEWS**

**WHEREAS**, on November 3, 2008, the Local Agency Formation Commission of Napa County (the “Commission”) adopted a *Policy on Municipal Service Reviews*; and

**WHEREAS**, the Commission most recently amended the *Policy on Municipal Service Reviews* on June 6, 2022; and

**WHEREAS**, the Commission considered a proposed amendment to the *Policy on Municipal Service Reviews* at its regular meeting on April 7, 2025; and

**NOW, THEREFORE, BE IT RESOLVED** that the Commission hereby amends the *Policy on Municipal Service Reviews* as attached hereto as “Exhibit A”.

This Resolution shall take effect immediately.

The foregoing resolution was duly and regularly adopted by the Commission at a public meeting held on April 7, 2025, after a motion by Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

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

\_\_\_\_\_  
Kenneth Leary  
Commission Chair

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

Recorded by: Stephanie Pratt  
Clerk/ Jr. Analyst



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Policy on Municipal Service Reviews and Special Reports*

(Adopted: November 3, 2008; Last Amended: April 7, 2025)

#### **I. BACKGROUND**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes a framework for responsible and forward-thinking governance by requiring LAFCO to conduct Municipal Service Reviews (MSRs) and Special Reports. These reviews and reports ensure that cities and special districts are operating with fiscal responsibility, service efficiency, and long-term sustainability in mind. As part of the MSR process, LAFCOs review and update each agency's sphere of influence (SOI) to align with evolving community needs. The MSR process serves as a critical tool for fostering vibrant, all-age-friendly communities by assessing the availability, capacity, and efficiency of public services. MSRs can be a tool to help guide smart growth strategies, safeguard natural resources, and maintain a high quality of life for current and future generations.

LAFCO Special Reports investigate specific issues related to local governance, boundaries or services. They are focused on a particular challenge, agency, or set of circumstances, for example, they might focus on a particular city or district regarding inefficiencies, financial stability, climate resilience, equitable access to services, or other specific issues.

For decades, Napa County has been a leader in sustainable land use and agricultural preservation. In 1968, it pioneered the nation's first Agricultural Preserve, ensuring that Napa's rich valley and foothill areas remain dedicated to agriculture as the backbone of the local economy, environmental health, and cultural identity. Measure P, passed in 2008, reinforces this commitment by requiring voter approval for any re-designation of agricultural and open-space lands, further strengthening the county's vision for a balanced, sustainable, and economically resilient future. Through these efforts, Napa County continues to set a model for livable sustainability — one where responsible fiscal planning, environmental stewardship, and community well-being go hand in hand.

#### **II. PURPOSE**

The purpose of this policy is to guide the Local Agency Formation Commission (LAFCO) of Napa County in scheduling, preparing, and adopting MSRs and Special Reports.

#### **III. OBJECTIVE**

The objective of the Commission in conducting MSRs is to evaluate governmental services necessary to support orderly growth and development in Napa County. Underlying this objective is the development and expansion of the Commission's knowledge and understanding of the current and planned provision of local governmental services in relationship to the present and future needs of the community. The Commission will use MSRs not only to inform subsequent SOI determinations, but also to identify opportunities for greater coordination and cooperation between service providers as well as possible government structure changes.

The MSR process requires LAFCO to make determinations regarding the provision of public services pursuant to [Government Code \(G.C.\) §56430](#) and empowers, but does not require, the Commission to initiate changes of organization based on MSR conclusions. However, the Commission, affected local agencies, and the public may subsequently use the determinations and related analysis to consider whether to pursue changes to service delivery, government organization, or SOIs.

The objective of the Commission in conducting Special Reports is to dive deeper into specific issues to provide a more comprehensive evaluation of particular challenges and possible solutions of a specific jurisdiction or public service.

#### **IV. SCHEDULING**

The Commission's annual Work Program includes a schedule for initiating and completing MSRs consistent with the Commission's obligation to review and update each city and special district's SOI, as necessary, and consistent with the Commission's adopted [Policy on SOIs](#). MSRs shall be completed for each city and each special district as defined in [G.C. §56036](#). When feasible, the Commission shall schedule MSRs in conjunction with general plan updates.

Each MSR will generally be prepared in four distinct phases:

- A. The first phase will involve the distribution of a request for information to be completed by the affected local agency and returned to LAFCO staff for review and analysis. Staff will compile this information in an administrative draft report, which will be made available to staff from each affected local agency for review and comment to identify any needed technical corrections.
- B. The second phase will be the release of a public draft report that includes technical corrections identified by the affected local agencies. Staff will present the public draft report for discussion purposes only at the next Commission meeting. The public draft report will be provided to the Commission and affected local agencies, and will be made available to the public for review and comment for a period of no less than 30 days.
- C. In the third phase, a final report that includes any new information or comments generated during the public review period will be presented to the Commission for formal action at a noticed public hearing.
- D. In the fourth phase, every effort should be made to disseminate the MSR beyond the affected agencies. Stakeholders and the public should be made aware and have access to the information and recommendations included in the MSR.

Special Reports are "as needed" and are often in response to requests from agencies, community members or LAFCO commissioners. A Special Report includes issue-specific analysis, but not limited to, financial, operational, or governance recommendations.

## V. PREPARATION

### A. Format

The Commission may prepare MSR's using any of the following formats:

- 1) A countywide service-specific MSR will examine a governmental service or services across multiple local agencies on a countywide basis.
- 2) A region-specific MSR will examine governmental services provided by all local agencies that are entirely contained within a designated geographic area.
- 3) An agency-specific MSR will examine targeted governmental services provided by a specific local agency as described in Section V(C)(3) of this policy.

### B. Local Agency Participation

The Commission will encourage input from affected local agencies in designing MSR's to enhance the value of the process among stakeholders and capture unique local conditions and circumstances effecting service provision. This includes identifying appropriate performance measures as well as regional growth and service issues transcending political boundaries. The Commission will also seek input from the affected local agencies in determining final geographic area boundaries for region-specific MSR's. Factors the Commission may consider in determining final geographic area boundaries include, but are not limited to, SOI's, jurisdictional boundaries, urban growth boundaries, general plan designations, topography, and socio-economic communities of interest.

### C. Content

MSR's shall include:

- 1) Written determinations for each of the following factors enumerated under [G.C. §56430\(a\)](#):
  - a) Growth and population projections for the affected area.
  - b) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI.
  - c) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI. (Special emphasis should be given to capacity, adequacy and needs with the goal of climate resilience.)
  - d) Financial ability of agencies to provide services and maintain long-term financial sustainability including but not limited to capital investments, pension obligations and regulatory compliance
  - e) Status of, and opportunities for, shared facilities, services, and governance
  - f) Accountability for community service needs, including governmental structure and operational efficiencies.
  - g) Any other matter related to effective or efficient service delivery, as required by commission policy.

- 2) An evaluation of the following matters related to effective or efficient service delivery pursuant to [G.C. §56430\(a\)\(7\)](#) if the Executive Officer, in consultation with the agencies being reviewed, determines the matter is relevant:
  - a) Agricultural Preserve (Measure J) and Agricultural Watershed/ Open Space (Measure P)
  - b) Location and characteristics of existing outside service agreements
  - c) Joint powers agreements involving the direct provision of public services
  - d) Growth goals and policies of the land use authorities in Napa County
  - e) Climate resilience
  - f) Housing, including affordable housing and workforce housing
  - g) Transportation, including, but not limited to, airport, bicycle and pedestrian movement and public transportation
  - h) Cumulative service impacts related to current and planned development
- 3) An evaluation of target governmental services, which may include, but are not limited to, water, wastewater, law enforcement, fire protection, emergency medical, streets, and parks. General governmental services such as courts, social services, human resources, tax collection, and administrative services will generally not be included in the MSR. LAFCO reserves the right to consider additional service classifications in each MSR.

## **VI. SPHERE OF INFLUENCE**

A completed MSR will be used to inform the review and, if appropriate, update of each affected agency's SOI consistent with [G.C. §56430\(a\)](#) as well as the Commission's adopted Work Program and [Policy on SOIs](#). The Commission and any affected local agencies are encouraged to discuss the need for SOI updates. The Commission may complete the MSR and any appropriate SOI actions at the same meeting or as part of separate meetings.

## **VII. ENVIRONMENTAL REVIEW**

MSRs are informational documents and generally exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to [California Code of Regulations §15306](#) because they are limited to basic data collection, research, and resource evaluation activities that do not result in a serious or major disturbance to any environmental resource. However, if an MSR is used to facilitate a significant governmental change such as formation of a new special district, it can be assumed the MSR would be subject to CEQA and may require the preparation of an environmental impact report. The Commission shall act in accordance with its adopted [Policy on CEQA](#).

### **VIII. ADOPTION**

The Commission will complete each scheduled MSR by formally receiving a final report and adopting a resolution codifying its written determinations as part of a public hearing. Each completed MSR will be provided to any affected local agencies and included on the Commission's website for public viewing.

At the completion of a Special Report, it will be agendized for review and discussion by the LAFCO Commission. It may lead to policy recommendations, boundary adjustments, consolidations, or financial oversight actions.

DRAFT



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### *Policy on Municipal Service Reviews and Special Reports*

(Adopted: November 3, 2008; Last Amended: ~~June 6, 2022~~ April 7, 2025)

#### I. ~~I.~~ — BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes a framework for responsible and forward-thinking governance by requiring LAFCO to conduct Municipal Service Reviews (MSRs) and Special Reports. These reviews and reports ensure that cities and special districts are operating with fiscal responsibility, service efficiency, and long-term sustainability in mind. As part of the MSR is-process, LAFCOs review and update each agency's sphere of influence (SOI) to align with evolving community needs. The MSR process serves as a critical tool for fostering vibrant, all-age-friendly communities by assessing the availability, capacity, and efficiency of public services. MSRs can be a tool to help guide smart growth strategies, safeguard natural resources, and maintain a high quality of life for current and future generations.

LAFCO Special Reports investigate specific issues related to local governance, boundaries or services. They are focused on a particular challenge, agency, or set of circumstances, for example, they might focus on a particular city or district regarding inefficiencies, financial stability, climate resilience, equitable access to services, or other specific issues.

For decades, Napa County has been a leader in sustainable land use and agricultural preservation. In 1968, it pioneered the nation's first Agricultural Preserve, ensuring that Napa's rich valley and foothill areas remain dedicated to agriculture as the backbone of the local economy, environmental health, and cultural identity. Measure P, passed in 2008, reinforces this commitment by requiring voter approval for any re-designation of agricultural and open-space lands, further strengthening the county's vision for a balanced, sustainable, and economically resilient future. Through these efforts, Napa County continues to set a model for livable sustainability — one where responsible fiscal planning, environmental stewardship, and community well-being go hand in hand.

The Cortese Knox Hertzberg Local Government Reorganization Act of 2000 requires the Commission to prepare municipal service reviews (MSRs) in conjunction with its mandate to review and update each city and special district's sphere of influence every five years, as necessary. The legislative intent of the MSR process is to inform the Commission with regard to the availability, capacity, and efficiency of governmental services provided within its jurisdiction prior to making sphere of influence determinations. The MSR provides LAFCO with a tool to comprehensively study existing and future public service needs and to evaluate options for accommodating growth, preserving agriculture, preventing urban sprawl, and ensuring critical services are efficiently and cost-effectively provided.

Napa County has been at the forefront of preserving agriculture. 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 P was passed by voters in 2008 and

~~requires voter approval for any changes that would re-designate unincorporated agricultural and open space lands.~~

## II. PURPOSE

The purpose of this policy is to guide the Local Agency Formation Commission (LAFCO) of Napa County in scheduling, preparing, and adopting MSR and Special Reports.

## III. OBJECTIVE

The objective of the Commission in conducting MSRs is to evaluate governmental services necessary to support orderly growth and development in Napa County. Underlying this objective is the development and expansion of the Commission's knowledge and understanding of the current and planned provision of local governmental services in relationship to the present and future needs of the community. The Commission will use MSRs not only to inform subsequent ~~sphere-of-influence~~ (SOI) determinations, but also to identify opportunities for greater coordination and cooperation between service providers as well as possible government structure changes.

The MSR process requires LAFCO to make determinations regarding the provision of public services pursuant to Government Code (G.C.) §56430 and empowers, but does not require, the Commission to initiate changes of organization based on MSR conclusions. However, the Commission, affected local agencies, and the public may subsequently use the determinations and related analysis to consider whether to pursue changes to service delivery, government organization, or SOIs.

The objective of the Commission in conducting Special Reports is to dive deeper into specific issues to provide a more comprehensive understanding evaluation of particular challenges and possible solutions of a specific jurisdiction or public service.

## IV. SCHEDULING

The Commission's ~~annual will adopt an annual~~ Work Program ~~during the fourth quarter of each fiscal year in conjunction with the budget process, which shall~~ includes a schedule for initiating and completing MSRs consistent with the Commission's obligation to review and update each city and special district's SOI, as necessary, and consistent with the Commission's adopted Policy on SOIs. MSRs shall be completed for each city and each special district as defined in G.C. §56036. When feasible, the Commission shall schedule MSRs in conjunction with general plan updates.

~~The Executive Officer may revise the adopted Work Program to add, modify, or eliminate scheduled MSRs to address changes in circumstances, priorities, and available resources. Revisions to the Work Program shall be presented at the next Commission meeting for information purposes.~~

~~At the discretion of the Executive Officer and in consultation with the Commission, e~~Each MSR will generally be prepared in four distinct phases:

- A. The first phase will involve the distribution of a request for information to be completed by the affected local agency and returned to LAFCO staff for review and analysis. Staff

- will compile this information in an administrative draft report, which will be made available to staff from each affected local agency for review and comment to identify any needed technical corrections.
- B. The second phase will be the release of a public draft report that includes technical corrections identified by the affected local agencies. Staff will present the public draft report for discussion purposes only at the next Commission meeting. The public draft report will be provided to the Commission and affected local agencies, and will be made available to the public for review and comment for a period of no less than 30 days.
  - C. In the third phase, a final report that includes any new information or comments generated during the public review period will be presented to the Commission for formal action at a noticed public hearing.
  - D. In the fourth phase, every effort should be made to disseminate the MSR beyond the affected agencies. Stakeholders and the ~~general~~ public should be made aware and have access to the information and recommendations included in the MSR.

Special Reports are “as needed” and are often in response to requests from agencies, community members or LAFCO commissioners. A Special Report includes issue-specific analysis, but not limited to, financial, operational, or governance recommendations.

~~D.~~

## V. PREPARATION

### A. Format

The Commission may prepare MSRs using any of the following formats:

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- 3) An agency-specific MSR will examine targeted governmental services provided by a specific local agency as described in Section V(C)(3) of this policy.

### B. Local Agency Participation

The Commission will encourage input from affected local agencies in designing MSRs to enhance the value of the process among stakeholders and capture unique local conditions and circumstances effecting service provision. This includes identifying appropriate performance measures as well as regional growth and service issues transcending political boundaries. The Commission will also seek input from the affected local agencies in determining final geographic area boundaries for region-specific MSRs. Factors the Commission may consider in determining final geographic area boundaries include, but are not limited to, SOIs, jurisdictional boundaries, urban growth boundaries, general plan designations, topography, and socio-economic communities of interest.

### C. Content

MSRs shall include:

- 1) Written determinations for each of the following factors enumerated under G.C. §56430(a):
  - a) Growth and population projections for the affected area.
  - b) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere-of-influenceSOI.
  - c) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influenceSOI. (Special emphasis should be given to capacity, adequacy and needs with the goal of climate resilience.)
  - d) Financial ability of agencies to provide services and maintain long-term financial sustainability including but not limited to capital investments, pension obligations and regulatory compliance.
  - e) Status of, and opportunities for, shared facilities, and services, and governance.
  - f) Accountability for community service needs, including governmental structure and operational efficiencies.
  - g) Any other matter related to effective or efficient service delivery, as required by commission policy.
- 2) An evaluation of the following matters related to effective or efficient service delivery pursuant to G.C. §56430(a)(7) if the Executive Officer, in consultation with the agencies being reviewed, determines the matter is relevant:
  - a) Agricultural Preserve (Measure J) and Agricultural Watershed/ Open Space (Measure P)
  - b) Location and characteristics of existing outside service agreements
  - c) Joint powers agreements involving the direct provision of public services
  - d) Growth goals and policies of the land use authorities in Napa County
  - e) Climate ehangeresilience
  - f) Housing, including affordable housing and workforce housing
  - g) Transportation, including, but not limited to, airport, bicycle and pedestrian movement and public transportation
  - h) Cumulative service impacts related to current and planned development  
h)
- 3) An evaluation of target governmental services, which may include, but are not limited to, water, wastewater, law enforcement, fire protection, emergency medical, streets, and parks. General governmental services such as courts, social services, human resources, tax collection, and administrative services will generally not be included in the MSR. LAFCO reserves the right to consider additional service classifications in each MSR.

## VI. SPHERE OF INFLUENCE

A completed MSR will be used to inform the review and, if appropriate, update of each affected agency's SOI consistent with [G.C. §56430\(a\)](#) as well as the Commission's adopted Work Program and [Policy on SOIs](#). The Commission and any affected local agencies are encouraged to discuss the need for SOI updates. The Commission may complete the MSR and any appropriate SOI actions at the same meeting or as part of separate meetings.

## **VII. ENVIRONMENTAL REVIEW**

MSRs are informational documents and generally exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to [California Code of Regulations §15306](#) because they are limited to basic data collection, research, and resource evaluation activities that do not result in a serious or major disturbance to any environmental resource. However, if an MSR is used to facilitate a significant governmental change such as formation of a new special district, it can be assumed the MSR would be subject to CEQA and may require the preparation of an environmental impact report. The Commission shall act in accordance with its adopted [Policy on CEQA](#).

## **VIII. ADOPTION**

The Commission will complete each scheduled MSR by formally receiving a final report and adopting a resolution codifying its written determinations as part of a public hearing. Each completed MSR will be provided to any affected local agencies and included on the Commission's website for public viewing.

At the completion of a Special Report, it will be agendaized for review and discussion by the LAFCO Commission. It may lead to policy recommendations, boundary adjustments, consolidations, or financial oversight actions.

## Memorandum

**TO:** LAFCO

**FROM:** Policy Ad Hoc Committee

**DATE:** March 20, 2025

**SUBJECT:** Municipal Service Reviews (MSR) and Special Reports

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This memo outlines the differences between a **Local Agency Formation Commission (LAFCO) “Special Report”** and a **Municipal Service Review (MSR)**. Both are essential tools in evaluating local governance and service efficiency, but they serve different purposes and have different scopes. Key differences include:

<b>Feature</b>	<b>LAFCO Special Report</b>	<b>LAFCO Municipal Service Review (MSR)</b>
Purpose	Investigates a specific issue related to local governance, boundaries, or services.	Comprehensive review of public services within a specific geographic area or jurisdiction.
Scope	Focused on a particular problem, agency, or set of circumstances (e.g., financial instability of a city, inefficiencies in a district).	Broad assessment of municipal services (e.g., water, sewer, fire protection) for all cities and special districts within a county.
Mandated by Law?	No, LAFCOs may conduct special reports at their discretion in response to concerns.	Yes, required under the Cortese-Knox-Hertzberg Act (CKH Act) before any Sphere of Influence (SOI) updates.
Frequency	As needed, often in response to requests from agencies, citizens, or LAFCO commissioners.	Required periodically (typically every 5–10 years) as part of a county-wide review process.

Content	Issue-specific analysis, potentially including financial, operational, or governance recommendations.	Systematic evaluation of service efficiency, capacity, governance, and funding of all local agencies in a region.
Outcome	May lead to policy recommendations, boundary adjustments, consolidations, or financial oversight actions.	Used to update Spheres of Influence (SOI), guide reorganization decisions, and improve service efficiency.

**Key Distinction:**

- A **Special Report** is a targeted investigation into a **specific** issue or agency.
- A **Municipal Service Review (MSR)** is a **routine, comprehensive** study required by law to guide LAFCO decisions on boundary changes and governance.