



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

1030 Seminary Street, Suite B  
Napa, California 94559  
Phone: (707) 259-8645  
Fax: (707) 251-1053  
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 7a (Information)**

**TO:** Local Agency Formation Commission  
**PREPARED BY:** Brendon Freeman, Executive Officer  
**MEETING DATE:** February 4, 2019  
**SUBJECT:** Update on Strategic Plan 2018-2022

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**BACKGROUND AND SUMMARY**

This item is for information only. The Commission is invited to provide feedback to staff.

On February 5, 2018, the Commission adopted the *Strategic Plan 2018-2022* (Attachment One), which includes a five-year study schedule for municipal service reviews (MSRs), sphere of influence (SOI) updates, and major boundary change projects. The *Strategic Plan 2018-2022* also includes a three-year comprehensive policy review schedule. At the time of adoption, the Commission described the *Strategic Plan 2018-2022* as a “fluid” document with flexible scheduled activities. Toward this end, the Commission directed staff to return with updates to keep the Commission informed about progress on each scheduled activity. Unless otherwise directed, staff will return with updates every six months.

On August 6, 2018, the Commission received a [report](#) on the *Strategic Plan 2018-2022* that described progress made to date on each scheduled activity.

The following is a brief update on the *Strategic Plan 2018-2022* activities scheduled through the end of the 2019 calendar year.

***Update: completed and on schedule items***

- **South County Region MSR and SOI Updates (2018)**  
The Commission approved a final report on December 3, 2018.
- **Island Annexation Program (2018, 2019, and 2020)**  
The study schedule states the Commission will seek to partner with the City of Napa and County of Napa to develop an island annexation program. Staff continues to engage representatives of the City and County. Significant changes involving the City’s leadership resulted in a request to delay this program. It is anticipated the City of Napa General Plan Update process will involve efforts to proactively annex some or all of the unincorporated islands surrounded by the City.

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Margie Mohler, Chair  
Councilmember, Town of Yountville

Scott Sedgley, Commissioner  
Councilmember, City of Napa

Kenneth Leary, Alternate Commissioner  
Councilmember, City of American Canyon

Brad Wagenknecht, Vice Chair  
County of Napa Supervisor, 1st District

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

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

Gregory Rodeno, Commissioner  
Representative of the General Public

Erik Lawrence, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
Executive Officer

- Countywide Water and Wastewater MSR (2019)  
The consultant team preparing this report is committed to completing the project no later than February 2020 and possibly sooner, pending unforeseen circumstances. The consultant team created an interactive website for this project that can be viewed at <https://sites.google.com/pcateam.com/napamsr/home>.
- Policy: Legislation (December 2017)  
The Commission adopted a new policy on December 4, 2017. Further, the Commission adopted a legislative platform on February 5, 2018.
- Policy: Outside Service Agreements (April 2018)  
The Commission amended the existing policy on February 5, 2018.
- Policy: Conflict of Interest Code (August 2018)  
The Policy Committee, staff, and legal counsel reviewed the Commission's *Conflict of Interest Code* and determined no amendments are necessary at this time.
- Policy: Disadvantaged Unincorporated Communities (April 2019)  
The Commission adopted a new policy on October 1, 2018
- Policy: Conducting Meetings and Business (June 2020)  
The Commission amended the existing policy on June 4, 2018. The amendment was needed early to reflect the Commission's decision to increase per diems as part of the 2018-2019 budget cycle.

***Update: behind schedule items***

- City of St. Helena MSR and SOI Update (2018)  
This activity remains on hold until the City of St. Helena has made further progress in its General Plan Update process. City staff agreed to inform LAFCO staff when the City is prepared for the re-initiation of this activity. Therefore, the completion date is presently uncertain. It is important to note staff submitted a comment letter on the City's General Plan Update and Draft Environmental Impact Report, included as Attachment Two. The letter was submitted on January 2, 2019, and is consistent with the *Strategic Plan 2018-2022* initiative for "engagement with local city/town general plan updates" (bullet-point #5).
- Napa County Regional Park and Open Space District MSR and SOI Update (2018)  
The District is expected to complete its Master Plan process this month. LAFCO staff will incorporate this information in the MSR and SOI Update. It is now anticipated the Commission will discuss a draft report on June 3, 2019.
- Policy: Unincorporated Islands (February 2018)  
The Commission considered adopting the draft policy on February 5, 2018. This activity has been continued until further notice in response to communication from City of Napa staff and County of Napa staff. Significant staff and City Council turnover for the City of Napa was cited as a key concern.

- Policy: SOIs (October 2018)  
The Commission reviewed a draft *Policy on Spheres of Influence* on August 6, 2018. Following a 90-day public review period, the Commission scheduled a public workshop to discuss the draft policy and comments received to date. The workshop is scheduled for March 11, 2019.
  
- Policy: MSRs (December 2018)  
The Policy Committee prepared draft amendments to the existing *Policy on Municipal Service Reviews* on October 11, 2018. The draft amendments were circulated to all local agencies for administrative review in tandem with the draft *Policy on Spheres of Influence*. Given the nexus between the two policies, the Policy Committee agreed to delay further work on the *Policy on Municipal Service Reviews* until the issues related to the draft *Policy on Spheres of Influence* have been resolved.
  
- Policy: Annexations (February 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: Definitions (June 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: CEQA (August 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: Appointment of Public Members (October 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: Appointment of Chair and Vice-Chair (October 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: Budget (December 2019)  
Given delays with other activities, the completion date for this activity is uncertain.
  
- Policy: Budget Contributions and Collection of Funds (December 2019)  
Given delays with other activities, the completion date for this activity is uncertain.

## ATTACHMENTS

- 1) Strategic Plan 2018-2022 (Adopted February 5, 2018)
- 2) Comment Letter on City of St. Helena General Plan Update and DEIR (January 2, 2019)



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

*Strategic Plan 2018-2022*  
(Adopted: February 5, 2018)

### Mission Statement

The Local Agency Formation Commission (LAFCO) of Napa County is committed to serving the citizens and government agencies of its jurisdiction by encouraging the preservation of agricultural lands and open-space and coordinating the efficient delivery of municipal services.

### Focus of Napa LAFCO

The following core guiding principles underlie Napa LAFCO's activities. Each of these principles is centered on Napa LAFCO having in-depth, active communication with respect to all relevant constituents.

- Municipal Service Reviews based on local agency, Napa County, & LAFCO needs
  - Study Schedule for 2018-2022 included as Exhibit A
- Re-writing policies (on a schedule) to be comprehensive, effective, and transparent
  - Policy Review Schedule for 2018-2020 included as Exhibit B
- Forecasting issues relating to local services and boundaries, as well as State legislation
- Active involvement of agency constituents in problem-solving local agency sustainability
- Engagement with local city/town general plan updates
- Active with local agencies in managing housing growth and related issues including transportation



## LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

### STUDY SCHEDULE (2018-2022)

**Municipal Service Reviews (Government Code §56430)**  
**Sphere of Influence Updates (Government Code §56425)**  
**Major Boundary Change Projects**

Adopted: February 5, 2018

## 2018

### **South County Region MSR and SOIs**

Municipal Service Review will examine the governmental services provided by the City of American Canyon, American Canyon Fire Protection District, and County Service Area No. 3. The Municipal Service Review will inform Sphere Of Influence Updates for all three local agencies.

### **City of St. Helena MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of St. Helena. The Municipal Service Review will inform a Sphere Of Influence Update.

### **Napa County Regional Park and Open Space District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Regional Park and Open Space District and inform a Sphere Of Influence Update.

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

## 2019

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

### **Countywide Water and Wastewater Services MSR**

Municipal Service Review will examine all municipal water and wastewater services provided throughout Napa County and will inform Sphere Of Influence Updates for each agency under review.

## 2020

### **Island Annexation Program**

The Commission will seek to partner with the City of Napa and the County of Napa to develop an island annexation program.

### **City of Napa MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of Napa and inform a Sphere Of Influence Update.

### **Lake Berryessa Resort Improvement District SOI**

Sphere Of Influence Update for the Lake Berryessa Resort Improvement District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Napa Berryessa Resort Improvement District SOI**

Sphere Of Influence Update for the Napa Berryessa Resort Improvement District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Spanish Flat Water District SOI**

Sphere Of Influence Update for the Spanish Flat Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

### **Napa Sanitation District SOI**

Sphere Of Influence Update for the Napa Sanitation District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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## 2021

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### **Napa County Resource Conservation District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Resource Conservation District and inform a Sphere Of Influence Update.

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### **Napa County Flood Control and Water Conservation District SOI**

Sphere Of Influence Update for the Napa County Flood Control and Water Conservation District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Silverado Community Services District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Silverado Community Services District and inform a Sphere Of Influence Update.

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### **Public Cemetery Districts MSR and SOIs**

Municipal Service Review will examine the governmental services provided by the Monticello Public Cemetery District and Pope Valley Cemetery District and inform Sphere Of Influence Updates for both agencies.

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### **Los Carneros Water District SOI**

Sphere Of Influence Update for the Los Carneros Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Napa River Reclamation District No. 2109 SOI**

Sphere Of Influence Update for the Napa River Reclamation District No. 2109 will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **City of Calistoga MSR and SOI**

Municipal Service Review will examine the governmental services provided by the City of Calistoga and inform a Sphere Of Influence Update.

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## 2022

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### **Congress Valley Water District SOI**

Sphere Of Influence Update for the Congress Valley Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **Circle Oaks County Water District SOI**

Sphere Of Influence Update for the Circle Oaks County Water District will be informed by the Countywide Water and Wastewater Services Municipal Service Review.

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### **County Service Area No. 4 MSR and SOI**

Municipal Service Review will examine the governmental services provided by County Service Area No. 4 and inform a Sphere Of Influence Update.

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### **Napa County Mosquito Abatement District MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Napa County Mosquito Abatement District and inform a Sphere Of Influence Update.

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### **Town of Yountville MSR and SOI**

Municipal Service Review will examine the governmental services provided by the Town of Yountville and inform a Sphere Of Influence Update.

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<b>Recent MSRs and SOI Updates / Study Schedule 2018-2022</b>				
<b>Local Agencies</b>	<b>Last MSR</b>	<b>Next MSR</b>	<b>Last SOI Update</b>	<b>Next SOI Update</b>
<b>CITIES/TOWN</b>				
American Canyon	<a href="#">June 2009</a>	April 2018	<a href="#">June 2010</a>	April 2018
Calistoga	<a href="#">December 2016</a>	December 2021	<a href="#">December 2016</a>	December 2021
Napa	<a href="#">December 2013</a>	April 2020	<a href="#">February 2014</a>	December 2020
St. Helena	<a href="#">May 2008</a>	October 2018	<a href="#">August 2008</a>	December 2018
Yountville	<a href="#">April 2017</a>	October 2022	<a href="#">April 2017</a>	October 2022
<b>SPECIAL DISTRICTS</b>				
American Canyon Fire Protection District (ACFPD)	<a href="#">June 2009</a>	April 2018	<a href="#">August 2010</a>	April 2018
Circle Oaks County Water District (COCWD)	<a href="#">August 2016</a>	December 2019	<a href="#">August 2016</a>	April 2022
Congress Valley Water District (CVWD)	<a href="#">December 2017</a>	December 2019	<a href="#">December 2017</a>	February 2022
County Service Area No. 3 (CSA 3)	<a href="#">June 2009</a>	April 2018	<a href="#">October 2012</a>	April 2018
County Service Area No. 4 (CSA 4)	<a href="#">December 2017</a>	June 2022	<a href="#">December 2017</a>	June 2022
Lake Berryessa Resort Improvement District (LBRID)	<a href="#">April 2011</a>	December 2019	<a href="#">December 2012</a>	August 2020
Los Carneros Water District (LCWD)	<a href="#">August 2016</a>	December 2019	<a href="#">August 2016</a>	August 2021
Monticello Public Cemetery District (MPCD)	<a href="#">July 2016</a>	June 2021	<a href="#">July 2016</a>	June 2021
Napa Berryessa Resort Improvement District (NBRID)	<a href="#">April 2011</a>	December 2019	<a href="#">April 2013</a>	August 2020
Napa County Flood Control & Water Conservation District (NCFCWCD)	<a href="#">June 2016</a>	December 2019	<a href="#">June 2016</a>	April 2021
Napa County Mosquito Abatement District (NCMAD)	<a href="#">June 2017</a>	June 2022	<a href="#">June 2017</a>	June 2022
Napa County Regional Park and Open Space District (NCRPOSD)	<a href="#">December 2010</a>	December 2018	<a href="#">December 2010</a>	December 2018
Napa County Resource Conservation District (NCRCD)	<a href="#">April 2016</a>	February 2021	<a href="#">April 2016</a>	February 2021
Napa River Reclamation District No. 2109 (NRRD)	<a href="#">December 2016</a>	December 2019	<a href="#">December 2016</a>	October 2021
Napa Sanitation District (NSD)	<a href="#">April 2014</a>	December 2019	<a href="#">October 2015</a>	December 2020
Pope Valley Cemetery District (PVCD)	<a href="#">July 2016</a>	June 2021	<a href="#">July 2016</a>	June 2021
Silverado Community Services District (SCSD)	<a href="#">April 2014</a>	April 2021	<a href="#">October 2015</a>	April 2021
Spanish Flat Water District (SFWD)	<a href="#">April 2011</a>	December 2019	<a href="#">August 2013</a>	August 2020

South County Region MSR and SOI Updates

Public Cemetery Districts MSR and SOI Updates

Countywide Water and Wastewater Services MSR

<b>Policy</b>	<b>Priority</b>	<b>Adopted or Last Amended</b>	<b>Complete Review</b>
Legislation	1	N/A	December 2017
Unincorporated Islands *	1	October 2011	February 2018
Outside Service Agreements	1	April 2016	April 2018
Conflict of Interest Code	1	October 2016	August 2018
Spheres of Influence *	1	October 2011	October 2018
Municipal Service Reviews	1	October 2015	December 2018
Annexations *	2	October 2011	February 2019
Disadvantaged Unincorporated Communities	2	N/A	April 2019
Definitions *	2	October 2011	June 2019
CEQA	3	December 2006	August 2019
Appointment of Public Members	3	April 2008	October 2019
Appointment of Chair and Vice-Chair	3	June 2015	October 2019
Budget	3	June 2016	December 2019
Budget Contributions and Collection of Funds	3	April 2001	December 2019
Establishing Officers of the Commission	3	August 2004	February 2020
Executive Officer Performance Review	3	October 2014	February 2020
Executive Officer Purchasing Authority	3	October 2014	February 2020
Records Retention and Destruction	3	December 2015	April 2020
Social Media	3	October 2011	April 2020
Conducting Meetings and Business	3	December 2015	June 2020
Scheduling of Meetings	3	June 2016	June 2020
Indemnification	3	October 2014	August 2020
Conducting Authority Proceedings	3	December 2008	August 2020
Appointment of Commission Counsel	3	April 2001	October 2020
Work Schedule	3	June 2002	October 2020
Telecommuting	3	July 1997	December 2020
Travel Policy	3	November 2009	December 2020

\* Currently Part of General Policy Determinations



## 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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January 2, 2019

### **DELIVERED BY E-MAIL**

Mr. Noah Housh  
City of St. Helena  
1480 Main Street  
St. Helena, California 94574  
[NHoush@cityofsthelema.org](mailto:NHoush@cityofsthelema.org)

**SUBJECT: Comments on the City of St. Helena General Plan Update and Draft Environmental Impact Report**

Mr. Housh:

On October 23, 2018, the City of St. Helena released the St. Helena General Plan Update 2040 and accompanying Draft Environmental Impact Report (EIR) for public review and comment. Ascent Environmental reviewed both documents for overall adequacy of analysis and sufficiency of evidence, as well as adherence to CEQA requirements for preparation of an EIR. The following comments are provided for consideration.

Napa County Local Agency Formation Commission (Napa LAFCO or Commission) appreciates the opportunity to comment on the St. Helena General Plan Update 2040 (project) and accompanying Draft Environmental Impact Report (EIR). Napa LAFCO will use both final documents in fulfilling its regulatory and planning responsibilities under the authority of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. These duties include, but are not limited to, regulating governmental boundary changes through annexations or detachments, approving or disapproving city incorporations, and forming, consolidating, or dissolving special districts. Under the California Environmental Quality Act (CEQA), LAFCO is a Responsible Agency for this project and it is in this role that Napa LAFCO is commenting on this EIR.

### **Comments on Noticing Procedures**

The Notice of Preparation (NOP) for the St. Helena General Plan Update 2040 EIR was released for public review on April 2, 2018, and the Notice of Availability (NOA) was released on October 23, 2018. Napa LAFCO does not have a record of receiving the NOP or NOA for the project, as a Responsible Agency we request to be notified on all future proceedings related to this project and other projects where Napa LAFCO may have discretionary authority.

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Margie Mohler, Chair  
Councilmember, Town of Yountville

Scott Sedgley, Commissioner  
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Brendon Freeman  
*Executive Officer*

The 71-day public review period for the Draft EIR began on October 23, 2018 and ends on January 2, 2019. Although this extends beyond the mandated 45-day public review period, the 71-day public review period includes State holidays observed by members of the public and public agencies, including Napa LAFCO. This does not allow ample time to adequately review the 620-page Draft EIR and appendices. The public review period should be extended past the January 2, 2019 deadline to allow enough time to review the content of the Draft EIR and foster meaningful public discourse.

## **Comments on Chapter 2, Project Description**

### **Planning Area**

The Planning Area for the St. Helena General Plan Update and Draft EIR encompasses approximately 3,594 acres including land within the City of St. Helena, the City's Sphere of Influence (SOI), and three adjacent unincorporated study areas outside of the City's SOI. Collectively, the three unincorporated study areas encompass approximately 450 acres. The location, size, and land use designations for each study area are described below:

- ▶ Study Area 1: The 165-acre area is located along the Napa River and includes residential development, the Meadowood Napa Valley resort, and St. Helena-owned utility infrastructure, including water tanks. Consistent with the Napa County General Plan, the land within Study Area 1 is designated Agriculture, Watershed, and Open Space.
- ▶ Study Area 2: The 100-acre area is located south of Chaix Lane near the southeastern boundary of the City and includes spray fields currently used to dispose of treated effluent from the City of St. Helena's Wastewater Treatment Plant. Consistent with the Napa County General Plan, the northern portion of Study Area 2 is designated Agriculture, Watershed, and Open Space. The southern portion of Study Area 2 is designated Agricultural Resource.
- ▶ Study Area 3: The 185-acre area is located south of Chaix Lane near the southwestern boundary of the City and includes parcels with existing commercial and residential development along State Route 29. Consistent with the Napa County General Plan, the land within Study Area 3 is designated Agricultural Resource.

Napa LAFCO established St. Helena's SOI in 1974 and the last jurisdictional change occurred in 1997. Currently, the City's SOI and City limits are coterminous with the exception of Lower Bell Reservoir, which is within the City's jurisdictional boundary and outside the City's SOI. Napa LAFCO data identifies the City's jurisdictional boundary as 3,046 acres in size. The St. Helena General Plan Update identifies on page 1-10 that the jurisdictional boundary comprises 3,024 acres. Please verify the acreage included within the legal jurisdictional boundary for the City limits and City's SOI.

The three study areas included within the City's Planning Area are under the jurisdiction of Napa County and have not been approved for inclusion in the City's SOI. The inclusion of the study areas expands the City's Planning Area beyond that proposed in the 1993 General Plan and extends beyond the City's jurisdictional authority. Approval of any SOI amendment is subject to the Napa LAFCO's discretionary review and approval authority

and will be reviewed in accordance with the policies and regulations of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and Napa LAFCO's General Policy Determinations.

The St. Helena General Plan Update Land Use Diagram designates the land within the three study areas as either Agricultural Resource or Agriculture, Watershed, and Open Space, which is consistent with the Napa County General Plan. However, inclusion of these areas in the Planning Area conflicts with the following Napa LAFCO policies related to SOIs:

- ▶ General Policy Determinations Section III (C)(4) Avoidance of Inclusion of Agricultural and Open-Space Lands: Land specifically designated as agricultural or open-space lands shall not be approved for inclusion within any city's sphere of influence for purposes of urban development unless exceptions are warranted based on the criteria outlined in Section B(3) and (4).
- ▶ General Policy Determinations Section III (C)(5) Preference for Infill: The Commission will consider the amount of vacant land within the established sphere of influence of a city when considering amendments and updates. The Commission encourages sphere of influence proposals that promote the infill of existing vacant or underdeveloped land thereby maximizing the efficient use of existing city services and infrastructure as well as discouraging urban sprawl. Conversely, the Commission discourages sphere of influence proposals involving vacant or underdeveloped land that requires the extension of urban facilities, utilities, and services where infill is more appropriate.
- ▶ General Policy Determinations Section III (C)(8)(b) The Commission shall encourage cities to first develop existing vacant and underdeveloped infill lands located within their jurisdictions and spheres of influence to maximize the efficient use of available services and infrastructure and discourage the premature conversion of agricultural and open-space lands to urban uses. The Commission shall encourage the development of vacant or underdeveloped infill lands located within cities' jurisdictions before the annexation of lands requiring the extension of urban facilities, utilities, and services.

Pursuant to the aforementioned policies, Napa LAFCO is unlikely to approve inclusion of land specifically designated as agricultural or open-space lands in St. Helena's jurisdictional boundary. In addition, pursuant to Measure J, adopted by Napa County voters in 1990, and Measure P, adopted by Napa County voters in 2008, Napa County lands designated for agricultural use shall not be included within a city's jurisdictional boundary for purposes of urban development. Chapter 2 should be updated to explain the reasoning for including unincorporated agricultural lands within the City's Planning Area.

### **Buildout Under the Proposed Plan**

Table 2.3-3 on page 2-21 of the Draft EIR includes potential residential development within the Planning Area through the year 2040. Under the "St. Helena" subheading, total residential development at buildout is estimated to be 3,100 units. However, the Existing total (2,700 units) and Future Development total (300 units) add up to 3,000 units. Under the "Study Areas" subheading, total residential development at buildout is estimated to be

200 units. However, the Existing total (200 units) and Future Development total (100 units) add up to 300 units. The table should be updated to clarify the amount of residential development proposed.

Table 2.3-4 on page 2-21 of the Draft EIR includes projected population within the Planning Area by 2040. Under the “Study Areas” subheading, the total population is estimated to be 700 residents. However, the Existing total (600 residents) and Future Development total (200 residents) add up to 800 residents. Under the “Planning Area Total” subheading, the Existing total is estimated to be 6,400 residents. However, the St. Helena total (5,900 residents) and Study Areas total (600 residents) add up to 6,500 residents. The table should be updated to clarify the projected population estimates.

Table 2.3-5 on page 2-22 of the Draft EIR includes projected number of future jobs within the Planning Area through the year 2040. Under the “St. Helena” subheading, the total jobs at buildout is estimated to be 5,900. However, the Existing total (5,400 jobs) and Future Development total (900 jobs) add up to 6,300 jobs. Under the “Study Areas” subheading, the total jobs at buildout is estimated to be 1,100. However, the Existing total (500 jobs) and Future Development total (100 jobs) add up to 600 jobs. Under the “Planning Area Total” subheading, the total jobs at buildout is estimated to be 7,000. However, the Existing total (6,400 jobs) and Future Development (900 jobs) add up to 7,300 jobs. The table should be updated to clarify the projected number of jobs.

## **Comments on Chapter 3.2, Agricultural Resources**

### **Physical Setting**

Figure 3.2-1 on page 3.2-3 of the Draft EIR identifies existing Agricultural Land Uses within the Planning Area. Land within the three study areas are shaded a light peach color. This color designation is not included in the figure legend. The figure legend should be updated to include all color designations.

Chapter 3.2, “Agricultural Resources,” of the Draft EIR, relies on the California Department of Conservation’s Farmland Mapping and Monitoring Program (FMMP) to identify important farmland within the Planning Area. Although FMMP is a great resource of information related to statewide important farmland resources, LAFCOs are directed by the State Legislature in Government Code Section 56001 to protect and conserve prime agricultural resources:

“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. ...”

Prime Agricultural lands are defined according to Government Code Section 56064 as follows:

"Prime agricultural land" means an area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications:

- (a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible.
- (b) Land that qualifies for rating 80 through 100 Storie Index Rating.
- (c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003.
- (d) Land planted with fruit or nut-bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual basis from the production of unprocessed agricultural plant production not less than four hundred dollars (\$400) per acre.
- (e) Land that has returned from the production of unprocessed agricultural plant products an annual gross value of not less than four hundred dollars (\$400) per acre for three of the previous five calendar years.

Based on direction of the State Legislature through the Cortese-Knox Hertzberg Local Government Reorganization Act of 2000, Napa LAFCO evaluates the importance of farmland based on the methodology outlined in Government Code Section 56064. As shown in Figure 1, the Planning Area contains land designated as Grade 1 – Excellent. In addition, as shown on Figure 2, the Planning Area contains soils designated as USDA, Natural Resources Conservation Service Class I and Class II. Chapter 3.2 of the EIR should be updated to include an evaluation of the land within the City limits or SOI expansion areas that meets the definition of prime agricultural land as described in Government Code Section 56064. This analysis will provide members of the public, Napa LAFCO, and other decision making bodies with a comprehensive description of existing important agricultural lands within the Planning Area and potential impacts that may result from the adoption and implementation of the St. Helena General Plan Update 2040. This type of analysis would provide Napa LAFCO the appropriate information for their potential consideration of any future SOI amendment requests.

### **Comments on Chapter 3.10, Land Use, Population, and Housing**

Impact discussion 3.10-3 on page 3.10-27 of the Draft EIR, concludes that the project would not conflict with applicable land use plans, policies, or regulations from other agencies with jurisdiction in the Planning Area. As discussed above, pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Napa LAFCO is responsible for the administration of the orderly formation and development of local

governmental agencies and services, preservation of agricultural and open-space resources, and discouraging urban sprawl. Therefore, the impact discussion should be revised to provide a consistency analysis with Napa LAFCO policies related to SOIs and the adopted 2008 Municipal Service Review for the City of St. Helena.

## **Comments on Chapter 4, Alternatives Analysis**

### **Description of Alternatives**

According to the second paragraph under subheading, “No Project Alternative,” on page 4-2 of the Draft EIR, the No Project Alternative would result in approximately 460 new residents, 200 housing units, and 780 new jobs in St. Helena by 2040. However, according to Table 4.2-1 on page 4-3 of the Draft EIR, the No Project Alternative would result in approximately 560 new residents and 1,380 new jobs. This section should be updated to clarify growth projections under the No Project Alternative.

According to the third paragraph under subheading, “Transportation Network Enhancement Alternative,” on page 4-3 of the Draft EIR, the Transportation Network Enhancement Alternative would result in approximately 750 new residents, 335 new housing units, and 935 new jobs in St. Helena by 2040. However, according to Table 4.2-1 on page 4-3 of the Draft EIR the Transportation Network Enhancement Alternative would result in approximately 900 new residents, 400 new housing units, and 1,100 new jobs. This section should be updated to clarify growth projections under the Transportation Network Enhancement Alternative.

### **Comparative Impact Analysis of Alternatives**

State CEQA Guidelines Section 15126.6(a) states that:

“An EIR shall describe a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives...”

Chapter 4, “Alternatives Analysis,” of the Draft EIR identifies one alternative, the Transportation Network Enhancement Alternative, other than the mandated No Project Alternative. This does not constitute a reasonable range of alternatives to the project as directed by the State CEQA Guidelines. In the spirit of full disclosure and consistent with CEQA Guidelines Section 15126.6 (c), Chapter 4 should be updated to explain why no other feasible alternatives were considered or proposed as part of the alternatives analysis.

According to the last paragraph on page 4-2 of the Draft EIR, the Transportation Network Enhancement Alternative would reduce significant and unavoidable impacts related to vehicle congestion on State Route 29 in St. Helena. However, as described on page 4-21 of the EIR, the mitigation measures would require actions from the California Department of Transportation which is not subject to the City’s control; therefore, the impact would remain significant and unavoidable. In addition, the alternative would result in new significant impacts at three intersections. Chapter 4 should be updated to clarify that the

project alternative would not reduce significant and unavoidable impacts with respect to transportation, rather it would result in environmental tradeoffs.

According to page 4-29 of the Draft EIR, the Transportation Network Enhancement Alternative is the environmentally superior alternative. However, as shown on Table 4.4-1, the Transportation Network Enhancement Alternative would worsen impacts with respect to flood hazards and permanent ambient noise. In addition, when compared to the project all other impacts remained the same. Contradictory to State CEQA Guidelines Section 15126.6(a), the alternative does not avoid or substantially lessen any of the significant effects of the project but rather worsens impacts. Chapter 4 should be updated to include an analysis of alternatives that avoid or substantially lessen project impacts. This analysis will provide the decision-making bodies, Napa LAFCO, and members of the public with sufficient information for consideration prior to the adoption and certification of the St. Helena General Plan Update and Draft EIR.

Please contact me with any questions by telephone at (707) 259-8645 or by e-mail at [bfreeman@napa.lafco.ca.gov](mailto:bfreeman@napa.lafco.ca.gov).

Sincerely,



Brendon Freeman  
Executive Officer

cc: David Morrison, County of Napa Planning, Building & Environmental Services Director



