

# CITY OF CALISTOGA

## STAFF REPORT

**TO: CHAIRMAN MANFREDI AND MEMBERS OF THE PLANNING COMMISSION**

**FROM: KEN MACNAB, SENIOR PLANNER**

**MEETING DATE: MAY 14, 2008**

**SUBJECT: REVIEW OF CITY'S SPHERE OF INFLUENCE**

---

1 **REQUEST:**

2  
3 Policy Interpretation (P 2008-02): (1) Determination of General Plan consistency  
4 for pursuing revisions to the City's Sphere of Influence with the Local Agency  
5 Formation Commission of Napa County (LAFCo); and (2) Input and guidance on  
6 potential revisions to the Sphere of Influence needed to serve planned public  
7 facility and service needs.

8  
9 **BACKGROUND:**

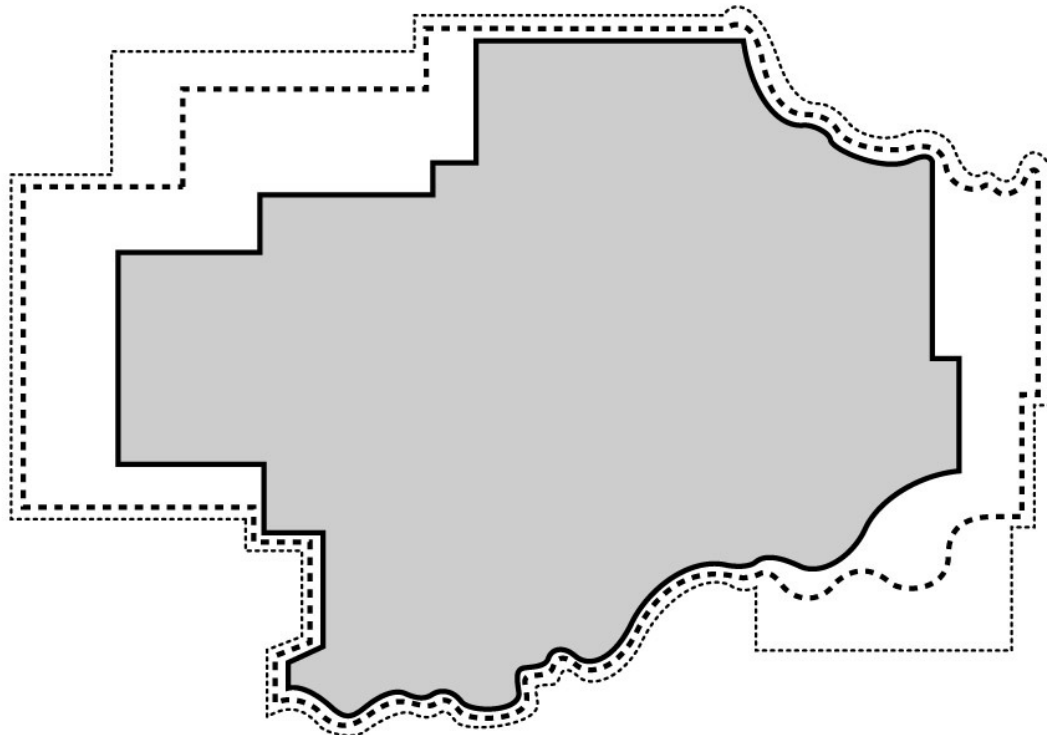
10  
11 **Overview of the City's Planning Boundaries**

12  
13 State planning law encourages cities to look beyond their jurisdictional  
14 boundaries (city limits) when conducting long range planning efforts. For this  
15 reason, the City's General Plan includes an area known as the "Planning Area"  
16 which is larger than the city limits (see Attachment A). The Planning Area  
17 includes land that the City has determined bears some relation to the City's  
18 planning efforts. It encompasses most of the upper Napa Valley, as well as the  
19 hillsides that surround Calistoga on three sides. The Planning Area contains  
20 visual and open space resources that are an asset to the City as well physical  
21 facilities and conditions that are important to the health, safety and welfare of the  
22 community. Although the City has no regulatory authority within the Planning  
23 Area, adoption of a Planning Area boundary signals to the County and other  
24 governmental agencies that Calistoga has recognized that development in the  
25 Planning Area has an impact on the future of the City. Under State law, the City  
26 is invited to comment on development within the Planning Area that is subject to  
27 review by the County.

28  
29 Within the Planning Area is the City's "Sphere of Influence". A Sphere of  
30 Influence ("Sphere") is a planning boundary that designates the City's probable

31 future boundary and service area. The purpose of the Sphere is to ensure the  
32 provision of efficient services while discouraging urban sprawl and the premature  
33 conversion of agricultural and open space lands by preventing overlapping  
34 jurisdictions and duplication of services. Figure 1 below illustrates the theoretical  
35 relationship between the Planning Area, Sphere of Influence and city limits.  
36

37 **FIGURE 1 – THEORETICAL PLANNING BOUNDARIES**



- 38  
39  
40  
41  
42  
43  
44  
45  
46  
47  
48  
49  
50  
51  
52  
53  
54  
55  
56  
57  
58  
59  
60  
61  
62  
63  
64  
65  
66  
67  
68  
69  
70
- Current City Limits:**  
Encompasses incorporated territory where land use is controlled by the city.
  - City's Sphere of Influence:**  
Adopted by the LAFCO, encompasses incorporated and unincorporated territory that is the city's ultimate service area.
  - City's Planning Area Boundary:**  
Encompasses incorporated and unincorporated territory bearing a relation to the city's planning. The planning area may extend beyond the sphere of influence.

71 Currently the City's Sphere is coterminous with city limits. However, it is not  
72 uncommon (and more the norm) for a city to have a Sphere that extends beyond  
73 city limits.

74 Policy P1 under Goal LU-4 in the Land Use Element of the General Plan states  
75 that “annexation of any unincorporated land shall be discouraged.” Staff believes  
76 that the intent of this policy is to maintain the rural qualities of the unincorporated  
77 portions of the Planning Area by discouraging annexations that would allow for  
78 new development. As discussed later in this staff report, the Sphere expansions  
79 and detached annexations being considered are for public facilities that either  
80 exist or are identified in the General Plan as being needed in the future.

81  
82 **Local Agency Formation Commission (LAFCo)**

83  
84 Local Agency Formation Commissions (LAFCo’s) are independent government  
85 agencies that were created by State legislation in 1963. LAFCo’s were formed to  
86 facilitate and encourage the orderly formation of local government agencies,  
87 discourage urban sprawl and preserve agricultural and open space resources.  
88 They are responsible for reviewing, approving, or disapproving changes in  
89 organization (boundaries) to cities and special districts including annexations,  
90 detachments, new formations and incorporations. A LAFCo operates in each  
91 California county except San Francisco.

92  
93 **LAFCo Sphere of Influence Review**

94  
95 The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000  
96 directs that LAFCo’s review and update each local agency’s Sphere every five  
97 years as needed. As a prerequisite to Sphere reviews, LAFCos must prepare  
98 Municipal Service Reviews (MSR) to determine the adequacy and range of  
99 governmental services that are being provided within their respective  
100 jurisdictions. The intent of the MSR is to evaluate the adequacy, efficiency, and  
101 effectiveness of services in relationship to local needs and circumstances. It is  
102 presented in written form and includes statement of determinations with respect  
103 to each of the following points:

- 104  
105
- 106 • Growth and population projections for the affected area
  - 107 • Present and planned capacity of public facilities and adequacy of public  
108 services, including infrastructure needs or deficiencies.
  - 109 • Financial ability of agencies to provide services.
  - 110 • Status of, and opportunities for, shared facilities.
  - 111 • Accountability for community service needs, including governmental  
112 structure and operational efficiencies.
  - 113 • Any other matter related to effective or efficient service delivery, as  
114 required by commission policy.

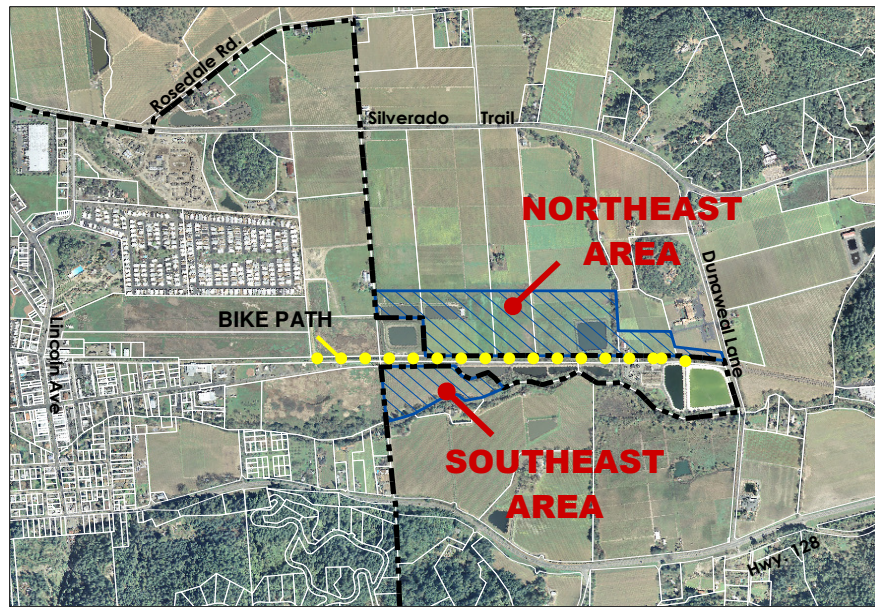
115 LAFCo of Napa County anticipates reviewing the City’s Sphere in June and has  
116 prepared an MSR evaluating the adequacy and range governmental services  
117 that are being provided within the City’s planning area (Attachment F).

118 **DISCUSSION**

119  
120 Napa County LAFCo's review of the City's Sphere presents an opportunity to  
121 discuss revisions that the City's believes are needed to accommodate planned  
122 population and employment growth, public facility needs or other social/economic  
123 interests. Based on future public facility needs identified in the Circulation,  
124 Infrastructure and Open Space and Conservation Elements of the General Plan,  
125 Staff has identified several areas where an expansion of the Sphere would be in  
126 the City's shorter-term interests. The proposed expansion areas and  
127 corresponding facility needs are discussed below and illustrated on Attachment  
128 B.

129  
130 **Reclaimed Water Storage Pond and Irrigation Expansion Areas**

131  
132 Water reclamation is an integral part of the City's wastewater treatment system.  
133 It reduces the amount of treated wastewater that is discharged into the Napa  
134 River and can be used for irrigation. Both the General Plan and the City's  
135 Wastewater Treatment Plant Master Plan identify a need for construction of new  
136 reclaimed water storage ponds in order to accommodate future system demands.  
137 Figure I-3 in the Infrastructure Element (Attachment C) of the General Plan  
138 illustrates the City's reclaimed water system and the general location of a future  
139 reclaimed water storage pond. Objective I-3.1 under Goal I-3 in the  
140 Infrastructure Element calls for the City to "plan, manage and develop the water  
141 reclamation system in a logical, timely and appropriate manner." Staff is  
142 anticipating that development of new storage pond facilities and irrigation areas  
143 could begin prior to LAFCo's next scheduled review of the City's Sphere.



**FIGURE 2 – Reclamation and Irrigation Expansion Areas**



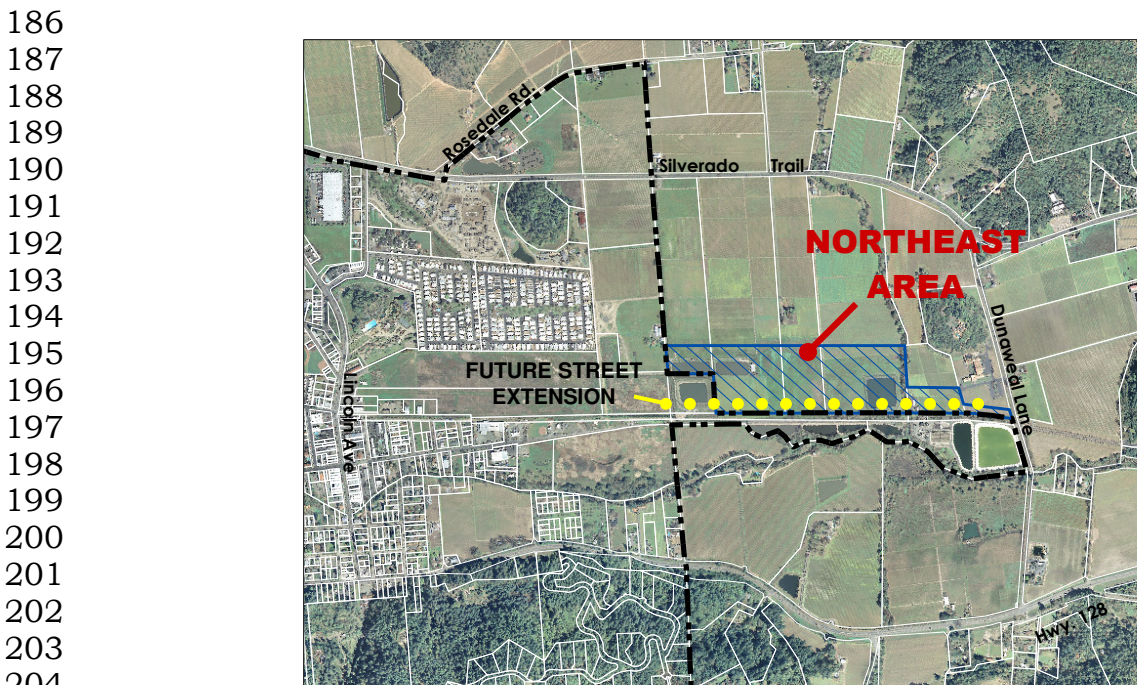
161 The proposed expansion areas (Figure 2 above) would allow for the development  
162 of future pond(s) and irrigation area consistent with Figure I-3. The area  
163 northeast of the bike path is approximately 47 acres in size. It crosses six  
164 privately owned parcels (3 of which are owned by the Frediani family).  
165 Approximately half of this area is currently in agricultural use (active and  
166 inactive), with the remainder being used as spray field.

167  
168 The area on the southwest side of the bike path is approximately 12 acres in size  
169 and encompasses a portion of one privately owned parcel. This area is currently  
170 being used for agricultural purposes.

171  
172 Future use of both areas would primarily be for public purposes. There could be  
173 potential for a limited amount of rural residential development in a portion of the  
174 northeast area.

### 175 176 **Fair Way / Washington Street Extension**

177  
178 To maintain and improve vehicle circulation the General Plan identifies a series  
179 of future improvements that will provide greater connectivity with the southern  
180 part of the city and planning area and allow truck traffic to by-pass the downtown  
181 area. One of the planned improvements includes the extension of Fair Way /  
182 Washington Street from its current terminus to Dunaweal Lane. Figure CIR-5 in  
183 the Circulation Element of the General Plan (Attachment D) shows planned street  
184 improvements within the City, including the extension of Fair Way / Washington  
185 Street.



201  
202  
203  
204  
**FIGURE 3 – Future Fair Way / Washington Street Extension**

205 Although the timing for the Fair Way / Washington Street extension is not known  
206 at this time, additional area has been included in the reclamation storage pond  
207 area northeast of the bike path to accommodate future street construction. Staff  
208 has assumed a right-of-way width of approximately 60 feet, which would be  
209 located on the northeast side of the bike path. The inclusion of additional land for  
210 future street construction will allow the new reclamation facilities to be designed  
211 in consideration of the new street alignment and built in their ultimate location.

212

### 213 **Oat Hill Mine Trail Parking Area**

214

215 The Oat Hill Mine Trail is a popular bike and hiking trail that begins at Silverado  
216 Trail near Lake Street. The trail, recognized as an important recreational  
217 resource in the Open Space and Conservation Element of the General Plan,  
218 provides access to the Palisades Trail and to Robert Louis Stevenson State  
219 Park. Objective OSC-4.4 calls for the City to “maintain and enhance public  
220 access to Calistoga’s unique natural resources.” Implementing Action A1 under  
221 this objective specifically calls for the City to “explore ways to provide facilities at  
222 or near the Oat Hill Mine trailhead, particularly public parking and restrooms for  
223 trail users.”

224

225 The proposed expansion area (Figure 4 below) is approximately 1.3 acres in size  
226 and crosses two privately owned parcels. The rectangular area to the south of  
227 the existing Sphere boundary is approximately 1.1 acres and has been sized to  
228 accommodate a small parking lot and a restroom facility. The triangular area to  
229 the north is approximately 0.2 acres in size and has been included in the interest  
230 of intersection and access conditions at Silverado Trail and Lake Street.

231

232

233

234

235

236

237

238

239

240

241

242

243

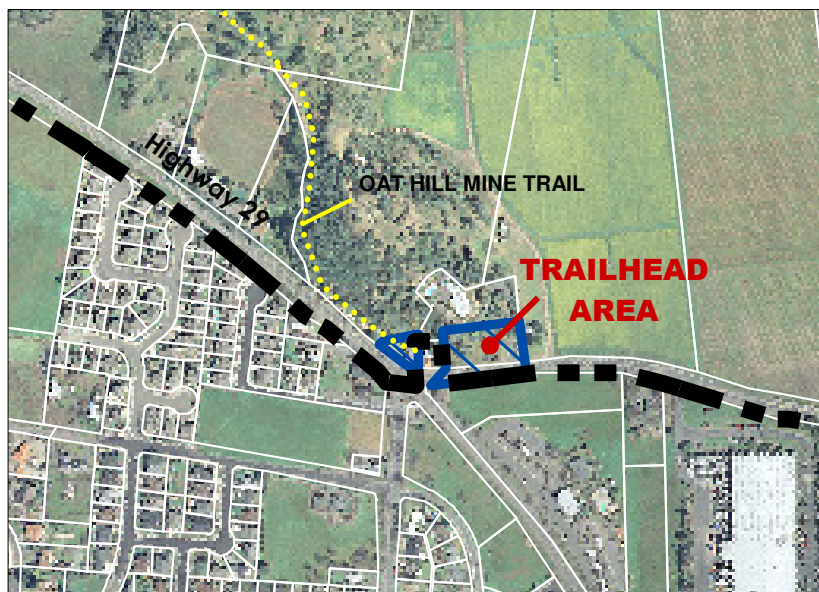
244

245

246

247

248



**FIGURE 4 – Oat Hill Mine Trailhead Area**

249 **Kimball Reservoir and Fiege Canyon Tank Sites**

250

251 In addition to the proposed Sphere expansions, Staff is suggesting the City  
252 pursue “detached annexation” of Kimball Reservoir and the Fiege Canyon tank  
253 site (see Attachment E). Detached annexations – annexations which are not  
254 contiguous to other incorporated properties – are permitted for municipal  
255 properties such as corporation yards, reservoirs, antenna sites, etc.. Such  
256 annexations have the advantage of placing property on which these types of  
257 facilities are located under City control and regulation and will exempt them  
258 property tax.

259

260 In the late 1960’s the City initiated detached annexation proceedings for both  
261 areas. LAFCo of Napa County approved the annexations but for unknown  
262 reasons they were never recorded with the State. In 1972, after realizing the  
263 annexations were never recorded, the City resubmitted the Kimball Reservoir  
264 annexation and LAFCo approved it again (for unknown reasons the City did not  
265 include the Fiege Canyon Tank site in the second submittal). The City received  
266 certificates from the State acknowledging annexation, but apparently the  
267 certificates were never received by the State Board of Equalization and therefore  
268 the annexations were never formalized.

269

270 In the Written Statement of Determinations attached to the Municipal Service  
271 Review prepared by LAFCo (Attachment F), it is acknowledged that these  
272 annexations should be recognized and that LAFCo should assist the City in  
273 completing the annexation proceedings as originally approved.

274

275 **NEXT STEPS**

276

277 The proposed Sphere expansion areas, along with the Commission’s comments  
278 will be presented to the City Council for review and discussion at their regularly  
279 scheduled meeting on May 20, 2008. The City Council will be asked to  
280 authorize the City Manager to present the City’s interest in expanding the Sphere  
281 to Napa County LAFCo during their scheduled review of the City’s Sphere in  
282 early June. The presentation to LAFCo will be for the purposes of discussion  
283 only. No formal action will be requested of LAFCo.

284

285 **It is important to note** that expansion of the Sphere does not automatically  
286 trigger annexation proceedings nor will it result in the taking of private property.  
287 As explained earlier, the Sphere is simply a boundary that designates the City’s  
288 probable future boundary and service area. The subject areas will remain  
289 unincorporated until such a time when the property owner or the City initiates  
290 annexation proceedings. It should also be noted that expansion of the Sphere  
291 for the purposes described above does not constitute approval of any of the  
292 projects discussed. These projects will be subject to the City’s standard review

293 procedures and may also require environmental review under the California  
294 Environmental Quality Act (CEQA).

295  
296 Should the City Council and LAFCo (with input from Napa County) concur that  
297 expanding the city's Sphere is logical and appropriate at this time, a formal  
298 process will be initiated by the City later in the year. This process involves  
299 review by the Planning Commission, City Council and LAFCo. The public will  
300 have opportunities to comment on the expansion at public hearings before each  
301 decision-making body. The process will also require amendment of the City's  
302 General Plan to reflect the expanded Sphere boundary and to designate  
303 appropriate land uses within each expansion area.

304  
305 With respect to the detached annexations, the City will work with LAFCo towards  
306 finalizing the annexations approved in the late 1960's early 1970's. This process  
307 may require the City to initiate detached annexation proceedings for one or both  
308 of the areas in question, in which case they will be formally presented to the  
309 Planning Commission and City Council prior to LAFCo approval.

310

### 311 **RECOMMENDATION**

312

313 Staff recommends that the Planning Commission review the proposed expansion  
314 areas for consistency with the General Plan and provide input and/or guidance  
315 on the proposed expansion areas or on areas that have not been identified by  
316 staff but should be considered.

317

### 318 **ATTACHMENTS**

319

- 320 A. Planning Area Map
- 321 B. Aerial Map of Proposed Sphere Expansion Areas
- 322 C. Figure I-3 (Reclaimed Water System) of General Plan Infrastructure  
323 Element
- 324 D. Figure CIR-5 (Street Improvements) of General Plan Circulation Element
- 325 E. Detached Annexation and Sphere Expansion Map
- 326 F. LAFCo of Napa County Municipal Service Review – City of Calistoga  
327 (May, 2008).