

LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

SILVERADO COMMUNITY SERVICES DISTRICT SPHERE OF INFLUENCE REVIEW

**Final Report
April 2007**

Prepared by:

LAFCO of Napa County

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.

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INTRODUCTION

Local Agency Formation Commissions

Local Agency Formation Commissions (LAFCOs) were established in 1963 and are responsible for administering California Government Code §56000 et seq., which is now known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. LAFCOs are delegated regulatory and planning responsibilities to encourage the orderly formation and development of local governmental agencies, preserve agricultural and open-space lands, and to discourage urban sprawl. Duties include regulating governmental boundary changes through annexations or detachments, approving or disapproving city incorporations, and forming, consolidating, or dissolving special districts. LAFCOs are also responsible for conducting studies that address a range of service and governance issues to inform and direct regional planning activities and objectives. LAFCOs are located in all 58 counties in California.

Spheres of Influence

Among LAFCO's primary planning responsibilities is the determination of a sphere of influence for each city and special district under its jurisdiction.¹ California Government Code (G.C.) §56076 defines a sphere as "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." LAFCO establishes, amends, and updates spheres to indicate to local agencies and property owners that, at some future date, a specific area will likely require the services provided by the subject agency. The sphere determination also indicates the agency LAFCO believes to be best situated to serve the subject area. LAFCO is required to review each agency's sphere by January 1, 2008 and every five years thereafter as necessary.

In establishing, amending, or updating a city or special district's sphere, LAFCO is required to consider and prepare written statements addressing four specific planning factors. These planning factors, which are enumerated under G.C. 56425(e), are intended to capture the legislative intent of the sphere determination with regard to promoting the logical and orderly development of each local agency. These planning factors are:

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

¹ LAFCOs have been required to determine spheres for cities and special districts since 1972.

In addition, when reviewing a sphere for a special district, LAFCO must also do the following:

- Require the special district to file a written statement with the Commission specifying the functions or classes of services it provides.
- Establish the nature, location, and extent of any functions or classes of services provided by the existing special district.

Beginning in 2001, to help inform the sphere review process, LAFCO is responsible for preparing a municipal service review. A municipal service review can take on many different forms, including a review of a single agency, or a review of several agencies that provide a similar service, such as sewer, water, or fire protection. The municipal service review culminates in the preparation of written determinations that address nine specific factors enumerated under G.C. §56430. The municipal service review is a prerequisite to updating an agency's sphere and may also lead LAFCO to take other actions under its authority.

Silverado Community Services District

In August 2006, LAFCO of Napa County completed a municipal service review of the Silverado Community Services District as part of the *Comprehensive Study of Landscaping and Lighting Districts*. The municipal service review included an evaluation of the level and range of services provided by the District along with the development of written determinations addressing the nine factors required for consideration under G.C. §56430.²

Drawing from information collected and analyzed as part of the municipal service review referenced above, this report represents the sphere review of the District pursuant to G.C. §56425. The report considers whether changes to the sphere are warranted to plan the orderly development of the District in a manner that supports the provisions of California Government Code and the policies of the Commission.

² LAFCO Resolution No. 06-14

OVERVIEW

The Silverado Community Services District (SCSD) was formed in 1967 to facilitate and serve the planned development of the Silverado County Club.³ From its formation until 1977, SCSD provided water, street lighting, street sweeping, landscape maintenance, and limited weed abatement services through contracts with outside entities. During this period, the City of Napa was contracted to supply and operate SCSD’s water system, which had been built and dedicated to the District by the developer of the Silverado Country Club.⁴ This contractual arrangement ended in 1977 when the City purchased and assumed full control of SCSD’s water system. Although it is empowered to offer a number of municipal services under its principal act, SCSD continues to provide only street lighting, street sweeping, landscape maintenance, and limited weed abatement. SCSD currently serves 1,082 residential units within the Silverado Country Club with an estimated population of 2,727.⁵

SCSD is a dependent special district governed by the County of Napa Board of Supervisors. Supervisors solicit and receive input from a municipal advisory committee it appoints that is comprised of registered voters within SCSD. Administrative oversight of SCSD is provided by the County Public Works Department, which charges the District an hourly staff rate for services provided. SCSD adopts an annual line-item budget projecting both operational and capital improvement expenses as well as revenues for the upcoming fiscal year. Over the last three fiscal years, SCSD’s final adopted budget for expenses has averaged \$161,964. SCSD’s operational and capital improvement costs are primarily funded by a voter-approved special assessment that is reviewed annually to determine whether an index adjustment is needed.

Silverado Community Services District

Date Formed	1967
District Type:	Dependent
Enabling Legislation	Government Code §61000-61850
Services Provided	Street Lighting Street Sweeping Landscape Maintenance Weed Abatement

Sphere of Influence

SCSD’s sphere was adopted by LAFCO in 1976. The sphere was designated to be coterminous with SCSD’s jurisdictional boundary. In 1990, LAFCO amended SCSD’s sphere as part of a concurrent annexation proposal to add approximately 28 acres consisting of 35 single-family residences located along Silver Trail. No other changes to the sphere have been made since its adoption. A map depicting SCSD’s sphere and jurisdictional boundary is provided as Attachment A.

³ The development of the Silverado Country Club was approved by the County of Napa in 1966 as part of the “Silverado General Development Plan.” The development plan originally provided for the construction of 1,393 residential units. However, through subsequent revisions to the development plan, the total number of residential units permitted for development has been reduced to 1,095, which is reflected in the County General Plan.

⁴ As part its development agreement with the County of Napa, the developer of the Silverado Country Club entered into a contract with the City of Napa in which the developer agreed to construct a water distribution system and the City agreed to deliver water to the then-proposed development project.

⁵ Estimate based on the 2005 California Department of Finance population per household estimate (2.52) assigned to Napa County. Because it does not account for rental and seasonal uses within the Silverado Country Club, this estimate should be considered the maximum resident population within SCSD.

Land Use Factors

SCSD operates under the land use authority of the County of Napa, which has designated the majority of land within the District as *Urban Residential* with a zoning standard of *Planned Development*.⁶ The County General Plan identifies land within SCSD as being part of the “Silverado Urban Area.” The County General Plan includes a policy limiting residential development within the SCSD portion of the Silverado Urban Area to a maximum of 1,095 units. Based on this policy coupled with zoning restrictions, it appears that land located within SCSD is at or near built-out.

DISCUSSION

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, the objective of this report is to identify and evaluate areas that warrant consideration for inclusion or removal from SCSD’s sphere as part of a comprehensive review. Underlying this effort is to designate the sphere in a manner that promotes the logical and orderly development of SCSD in a manner that supports the provisions of California Government Code and the policies of the Commission.

ANALYSIS

The analysis conducted as part of the municipal service review of SCSD identified that the District is providing an adequate and effective level of street lighting, street sweeping, landscape maintenance, and limited weed abatement services within its jurisdictional boundary. SCSD has been successful in meeting its original service objective to facilitate and serve the planned development of the Silverado County Club that is consistent with the preferences of its constituents. SCSD has also been successful in developing sufficient capacities and funding streams to continue to provide an effective level of services within its existing jurisdictional boundary for the foreseeable future.

SCSD’s existing sphere designates an appropriate service area for the District in a manner that provides for the present and future needs of its constituents and is consistent with the land use policies of the County of Napa. The existing sphere is responsive to the current and planned service capacities and facilities of SCSD. SCSD has not planned or indicated an interest in amending its sphere to facilitate future annexations to the District. Lands located within SCSD’s existing sphere share common economic and social interdependencies that are distinct from areas outside the sphere.

⁶ The eastern portion of SCSD is designated and zoned by the County as *Agriculture, Watershed and Open-Space* and *Agricultural Watershed*, respectively. This zoning standard requires a minimum parcel density of 160 acres.

RECOMMENDATION

It is recommended that the Commission affirm SCSD's existing sphere. Pursuant to G.C. §56425(e), the following statements have been prepared in support of the recommendation:

1. The present and planned land uses in the area, including agricultural and open-space lands.

The present and future land uses in the area are planned for in the County of Napa General Plan as the affected land use authority. The County General Plan and adopted zoning standards provide for the current and future residential and resort uses that characterize the majority of the area.

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

The Silverado Community Services District provides street lighting, street sweeping, landscape maintenance, and limited weed abatement services within the area. These public services support the planned urban and resort uses within the area as contemplated in the County of Napa General Plan. Constituents of the District have confirmed their desire for these public services by approving a special assessment.

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

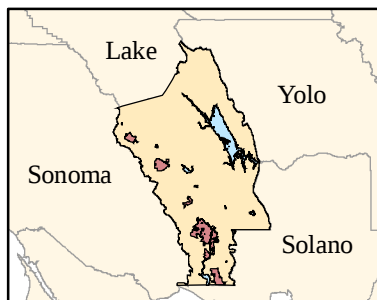
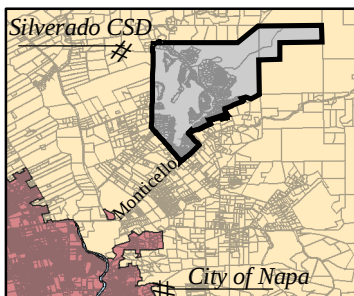
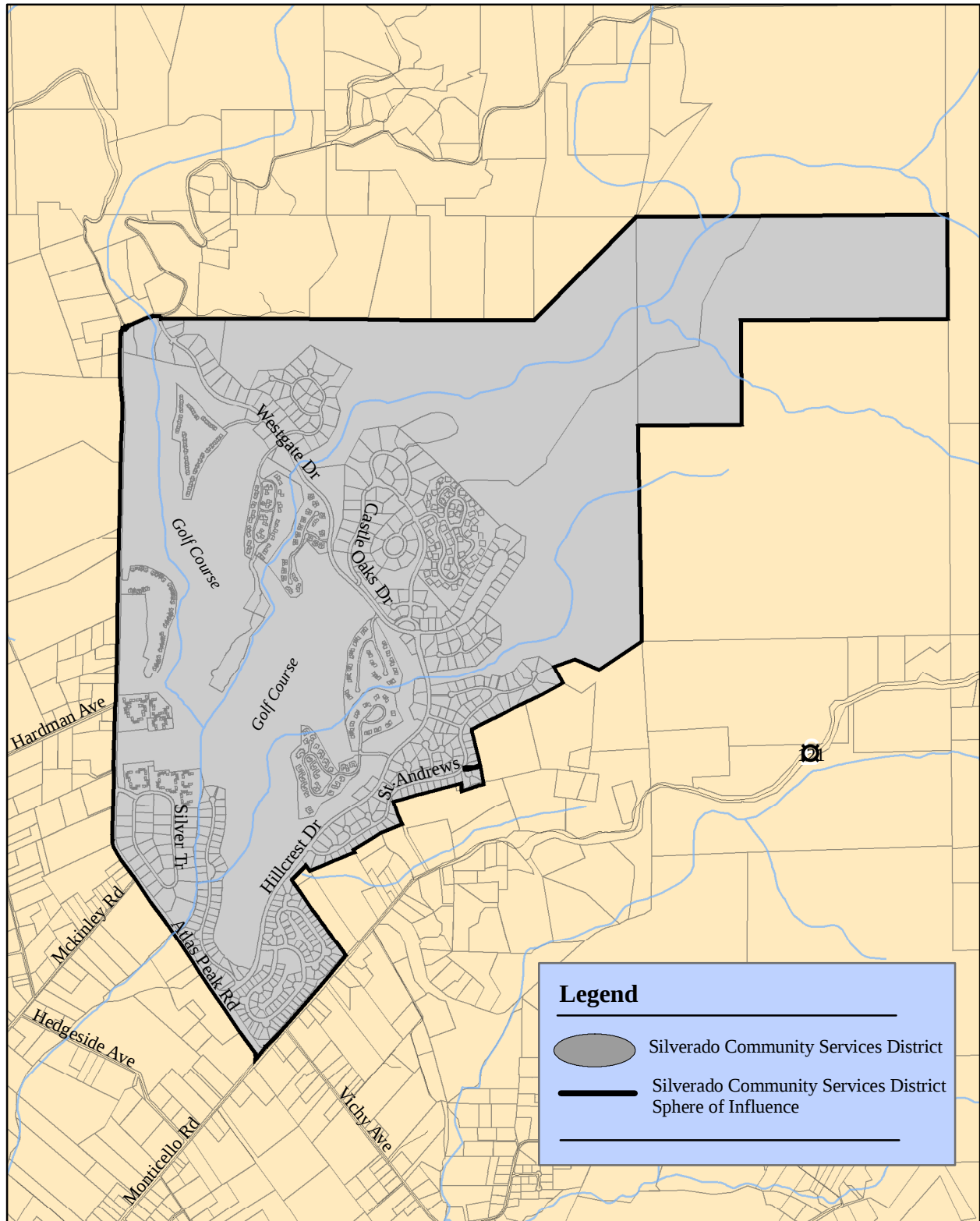
The Silverado Community Services District has demonstrated its ability to provide an adequate level of street lighting, street sweeping, landscape maintenance, and limited weed abatement services within the area.

4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The Silverado Community Services District fosters social and economic interdependencies within the area by providing public services in support of the planned development of the Silverado Country Club.

Attachment: as stated

Silverado Community Services District



March 5, 2007
Prepared by KS

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