

CITY OF FAIRFIELD

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2012  
MUNICIPAL  
SERVICE REVIEW UPDATE

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**Prepared by:**

City of Fairfield Department of Community Development

**Prepared for:**

Solano County Local Agency Formation Commission

**Adopted by:**

Adopted by LAFCO on October 15, 2012

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# INTRODUCTION

## **ABOUT THE MUNICIPAL SERVICE REVIEW**

Annexation, the process by which land is included within the jurisdictional boundaries of municipalities or special districts, is regulated by Local Agency Formation Commissions (LAFCOs). California State Law AB 2838 directs LAFCOs to conduct a Municipal Service Review (MSR) for all municipalities or agencies which have a Sphere of Influence, and to update it every five years or following a major revision to its general plan or Sphere of Influence.

The Fairfield Municipal Service Review is a statement and analysis of the City's plans for growth, based on the Fairfield General Plan. The focus of the MSR is primarily on ensuring the appropriate timing of new annexations and the efficient provision of public facilities and services. The MSR is also based on and expands upon a previous similar document, the Comprehensive Annexation Plan (CAP).

The MSR serves two primary purposes. First, the MSR process provides LAFCO with a context for evaluating growth in the County. LAFCO can compare proposed annexations to projected demand for growth and the existing supply of vacant land within the City. Using the data in the MSR, LAFCO can consider annexations in the context of the services provided by the county's agencies and municipalities. In accordance with LAFCO requirements, this MSR explains the City's intentions for growth, demonstrates that annexations are needed given realistic growth potential, and shows that additional annexations will not significantly inhibit the timely development of existing vacant land within city limits.

The second purpose is to ensure that growth and annexations conform to General Plan policies and programs. The Fairfield General Plan Land Use Diagram (Map 1) outlines the anticipated growth of the City, and the General Plan text contains a variety of policies and programs guiding growth. The MSR serves as a key element in the City's growth management program, which implements this General Plan. The MSR time frame is tied to the City's General Plan; and the City will review and update this MSR at least every five years to incorporate updated information and any changes in City policy.

## **ABOUT LAFCO**

LAFCOs are empowered by State Law in Government Code §56000 et seq. The Legislature's stated intent for LAFCOs is to encourage and provide planned, well-ordered, efficient urban development patterns with appropriate consideration of preserving open-space lands within those patterns while discouraging urban sprawl. Accordingly, Solano County LAFCO may approve, conditionally approve, or deny any proposed annexations to the City of Fairfield and has adopted eleven standards for consideration in reviewing specific annexation proposals:

### **Mandatory Standards:**

1. Consistency with sphere of influence boundaries;
2. Annexation to the limits of the sphere of influence boundaries;
3. Consistency with the General Plan, the appropriate specific and areawide plans (if any), and the Zoning Ordinance;
4. Consistency with the Solano County General Plan of proposed reorganization outside of a city's sphere of influence boundary;
5. Requirement for pre-approval (i.e., rezoning, development agreement, specific or areawide plan, etc.);
6. Effect on natural resources;

### **Discretionary Standards:**

7. Relationship to established boundaries, street, roads, lines of assessment, remaining unincorporated territory, proximity to other populated areas, assessed valuation;
8. Likelihood of significant growth and effect on other incorporated or unincorporated territory and conformance to the Comprehensive Annexation Plan;
9. Protection of prime agricultural land;
10. Provision and cost of community services; and
11. Effect on adjacent areas, mutual social and economic interests, and on local government structure.

For additional information on the above standards, see Solano County LAFCO's "Standards and Procedures for the Evaluation of Annexation Proposals" (hereinafter referred to as "Standards").

Solano County LAFCO also has the responsibility for establishing the City of Fairfield's Sphere of Influence. The sphere of influence is the anticipated ultimate physical boundary and service area that a local governmental agency expects to serve within the time frame of the local agency's general plan. As stated in Standards 1 and 2 above, it is mandatory that annexation proposals be consistent and within the City's Sphere of Influence. Map 2 shows the Sphere of Influence and Urban Limit Lines, as amended during the 2002 Comprehensive Amendment to the General Plan.

## **RELATIONSHIP TO THE FAIRFIELD GENERAL PLAN**

The City of Fairfield's General Plan was adopted in June 1992. In 2002, the Fairfield City Council adopted a substantial revision to the General Plan. The General Plan is based on a "Livable City" concept. This concept envisions the city developing in relatively compact and efficient land use pattern. To implement this concept, the City established an "Urban Limit Line" which "represents the ultimate limit of the City" (Fairfield General Plan, page LU-25). The Urban Limit Line is generally coterminous with the City's Sphere of Influence, except for the Rancho Solano North area. The following components of the Livable City concept directly relate to the MSR:

- The General Plan establishes a goal of protecting agricultural areas outside the Urban Limit Line and preserving separation between Fairfield and nearby cities.
- Incentives will be provided for concentrated development of infill areas within the existing City boundaries. These incentives will include modifications to development regulations and city fees.
- There will be an emphasis on alternative transportation modes, including pedestrians, bicyclists, and transit.
- The City will provide high quality services and infrastructure in accordance with adopted standards.

In July 2011, the Fairfield City Council approved an amendment to the Fairfield General Plan, namely the Train Station Specific Plan, an ambitious plan for transit-oriented development of up to 6,800 housing units centered on a planned Capital Corridor train station to be constructed near the intersection of Peabody and Vanden Roads.

Implementation of the General Plan is expected to increase Fairfield's 2000 population by about 40 percent, with buildout expected around the year 2030. Most future growth is anticipated to occur in northeastern Fairfield, with additional growth anticipated for Cordelia/Green Valley. In addition, the City is participating in a regional planning effort to facilitate new development near existing transit and employment center. The Association of Bay Area Governments (ABAG) has, at the request of the City approved four Priority Development Areas for infill development in Downtown Fairfield, the West Texas Street Corridor, and North Texas Street. Development in these Priority Development Areas would complement and implement the overall objectives of the Livable City concept.

The General Plan Land Use Diagram (Map 1) also includes an "Urban Limit Line" that represents the ultimate limit of urban growth. Policies in the Land Use Element direct that urban development be confined within this Urban Limit Line. The Urban Limit Line represents a commitment on the part of the City of Fairfield to respect the integrity of the surrounding non-urban areas. This intent is an integral part of the Livable City concept, which envisions Fairfield being surrounded by a greenbelt buffer of open space, clearly separated from the other cities of Solano County. It also protects valuable resource lands from unwanted or premature development. The Urban Limit Line is shown in this MSR on Maps 1 and 2.

The 2002 General Plan Amendment also revised the City's General Plan to reduce the total land area designated for future residential development. In particular, the new General Plan redesignated the area

north and east of Travis Air Force Base as “Travis Reserve” to protect the airbase from encroachment (Map 1).

In 2003, the voters of the City of Fairfield approved Measure L, an Initiative which affirmed the Urban Limit Line established in the new General Plan until 2020. Amendments to this Urban Limit Line generally require approval of the voters.

**SECTION A:  
GROWTH AND POPULATION**

## 1. CITY BACKGROUND

Fairfield is located along Interstates 80 (I-80) and 680 in central Solano County between the San Francisco Bay and Sacramento metropolitan areas. The city covers an area of approximately 38 square miles. Fairfield is bisected by the interstates and State Route 12 to the south. Fairfield is bordered by hills to the west, Suisun City and the Suisun Marsh to the south, the Vaca Mountains to the north, Lagoon Valley to the northeast, and ranchlands to the east. Fairfield includes most of the Cordelia community, which is located in the westernmost portion of Fairfield at the I-80/I-680 interchange. Travis Air Force Base, which is located in the easternmost portion of Fairfield, is within the City limits, but is under the jurisdiction and control of the Air Force.

Fairfield was founded by Robert Waterman in 1856 and incorporated in 1903 after being named the county seat. The Air Force built a major base on land located east of Fairfield, giving a tremendous boost to the local economy. Travis Air Force Base became one of the major departure points for military units heading for combat in Vietnam. The base was annexed to Fairfield on March 30, 1966. Fairfield has since come into its own as a thriving business and industrial city with goals of promoting more efficient development, preserving agricultural uses within the planning area, encouraging alternatives to the automobile, and promoting compatible uses adjacent to Travis Air Force Base. As of January 1, 2012 projection, the State Department of Finance estimated Fairfield's population was 106,379 with 37,547 housing units (Table E-5). This estimate was based on the 2010 U.S. Census and corrects previous State estimates.

### a. Annexations Since 1980

Following is a list of annexations since 1980. The annexation process includes review by City Council and Solano County LAFCO. Applications for annexations are typically required to be accompanied by a development application as well, in order to evaluate the purpose and implications of the annexation.

<b>YEAR</b>	<b>NAME</b>	<b>ACRES</b>
1980	Hwy. 12 Redevelopment	461
1980	Ennio Belli	26
1980	Woodcreek Unit #8 Lum	41
1980	Andrews	8.5
1982	Greenvale (Citation Homes)	294
1982	Lum/Lum	25.4
1982	Pierce Business Park	37.6
1983	Daniel Harris	1
1984	Hansen-Wolfskill (KAKOR)	153
1984	Locke-Paddon	4.5
1985	Gregory Hill	69
1985	Sunset Oaks	27
1985	Paradise Valley/Cement Ranch	1,046
1985	Dunnel-Burton	617.8
1985	Rancho Solano	1,505
1987	LDS Church	2.03
1987	Balestra	28
1987	Hornstein	22
1987	Green Valley Lake	152
1987	Green Valley Meadows	43.6
1987	Upper Mangels	6
1987	Upper Mason	293
1987	Green Vale	287
1987	Grimm, Rowe, Ambrose	5.3
1987	Fort George Wright	1.3
1987	Hampstead Pacific	21.3
1988	Oakwood	6.8



YEAR	NAME	ACRES
1988	Cordelia Weigh Station	32
1988	Patriot Village	50.5
1988	Paradise Valley	3.5
1989	Meridian	9.8
1989	Stondene	6.0
1992	John Hewitt	12.2
1992	Serpas Ranch	426
1993	Corporation Yard	52.3
1994	Travis Unified (Center)	15.0
1994	Travis Unified (Vanden)	89.9
1994	Fairfield Institute (LDS)	2.2
1994	Gold Ridge	413
1998	Parker Ranch	34.2
1999	Illinois Street/Penn. Ave.	32.2
2000	Dittmer Ranch/Mangels	19.2
2003	Hidden Meadow	51.4
2003	Grant Buss Annexation	1.01
2005	Madison	150
2005	Discovery II	22.7
2005	Sheldon	16.0
2005	Morrow	5.74
2007	Hidden Oaks (Pinovi)	7.78
2007	Suisun-Fairfield Downtown	6.0

**b. Sphere of Influence Amendments Since 1980**

1992	SOI Revision, consistency with Urban Limit Line
1988	SOI Revision, include Cordelia Weigh Station
1985	SOI Revision, include Rancho Solano
2004	SOI Revision-Fairfield General Plan and Measure L.

**2. POPULATION**

**a. Past Growth Trends**

Fairfield has grown dramatically over the last 50 years from a community of slightly over 1,000 people in 1940 to 105,321 in 2010 (U.S. Census). This growth rate is testimony to the City's favorable location and environment. Between 1996 and 2006 the City issued on average 570 residential building permits per year. However, since the 2008 recession, annual building permits have consistently remained below 200 units per year.

**Historic Growth Figures  
1940-2000**

<u>Year</u>	<u>Population</u>	<u>Housing Units</u>	<u>Population per Household</u>
1940	1,312	not available	not available
1950	3,118	not available	not available
1960	14,968	not available	not available
1970	44,146	11,799	3.74
1980	59,483	18,951	3.07
1990	78,648	27,029	2.91
2000	96,178	31,792	2.98
2010	105,321	37,184	2.98

Note: The large population increase in 1960-1970 is due to the annexation of Travis Air Force Base.

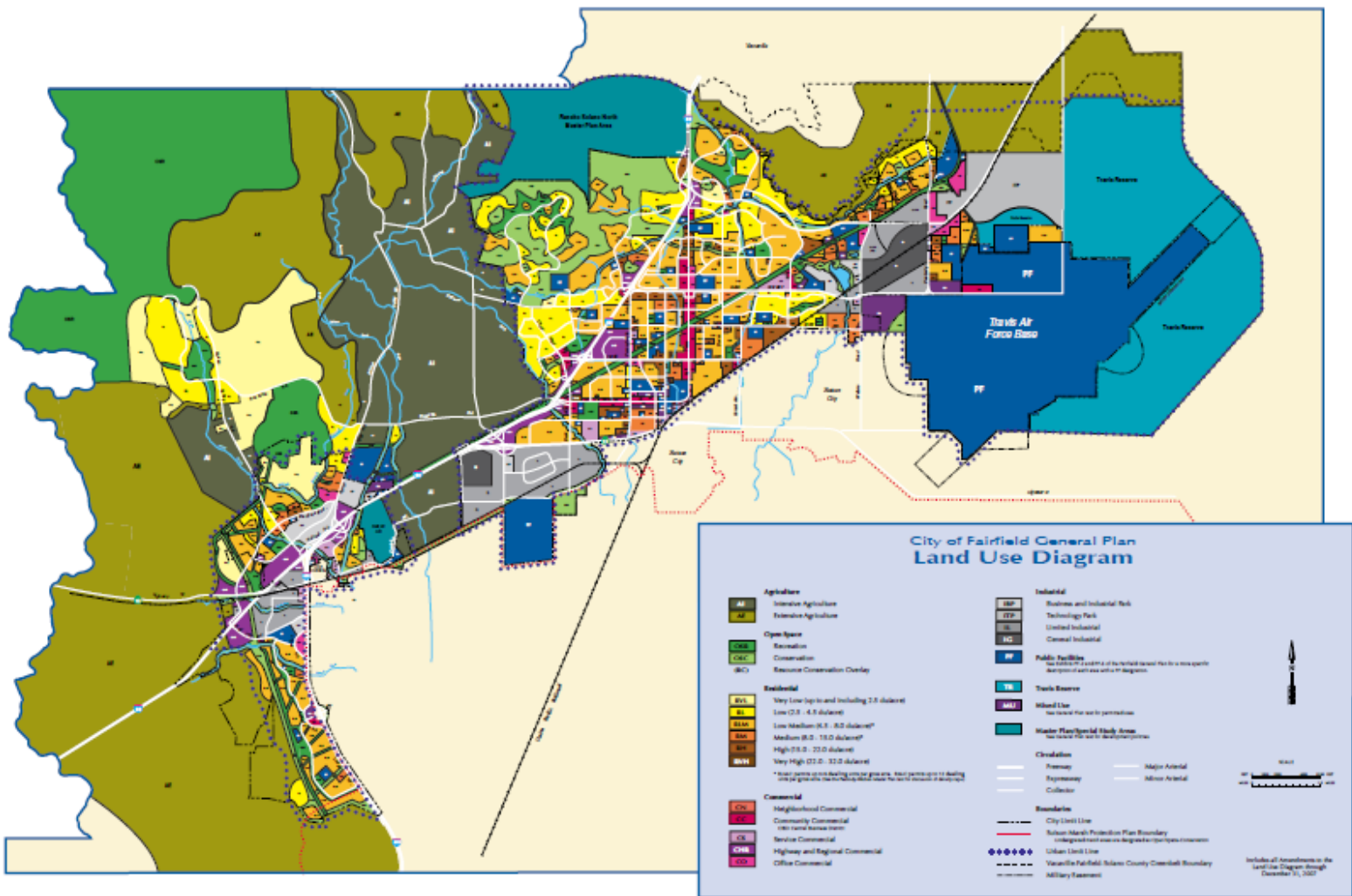
Source: U.S. Census Bureau

**b. Projection of Housing, Population, Jobs at Buildout of Proposed General Plan**

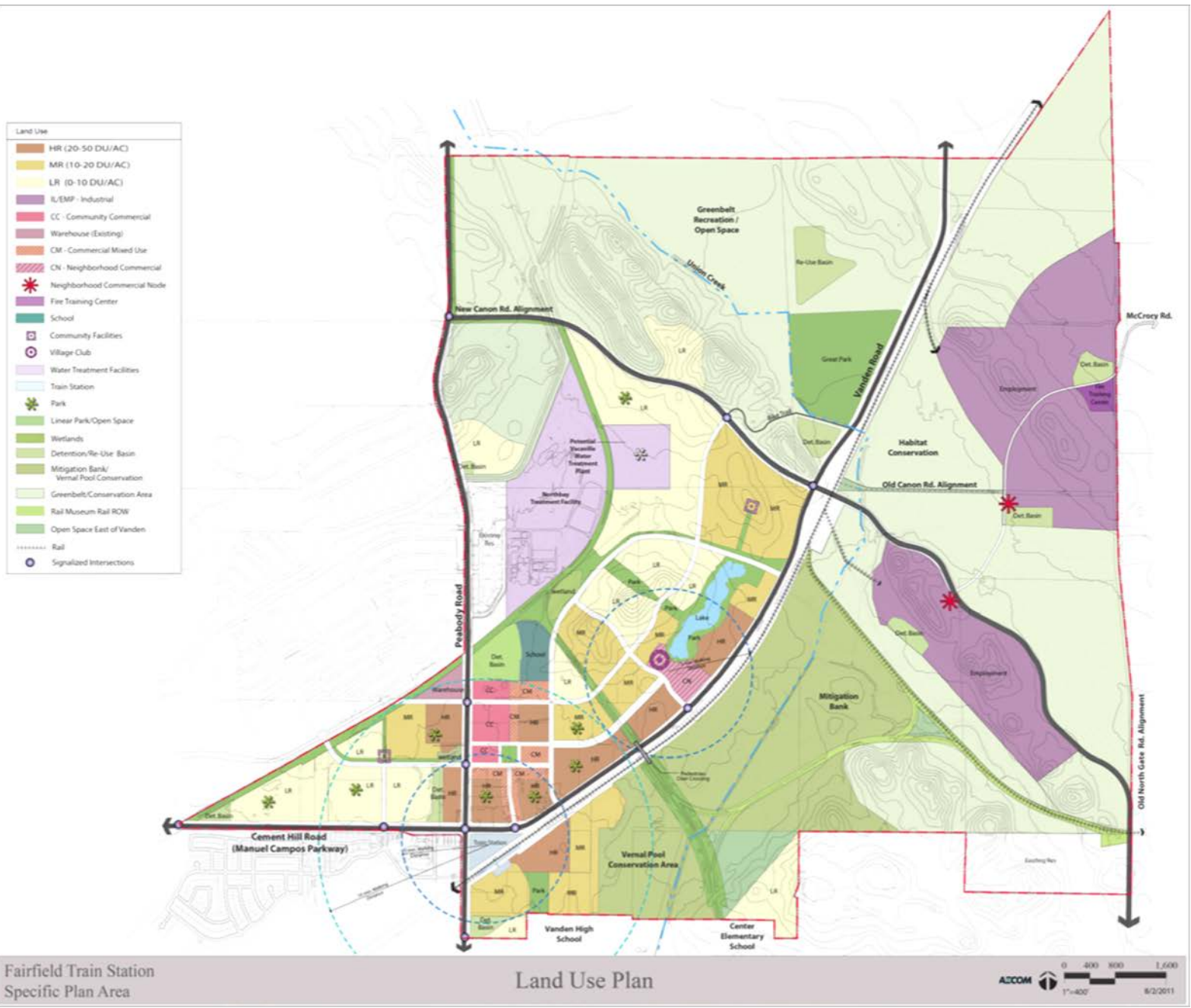
The City's General Plan includes Table LU-1, which projects housing, population, and jobs growth for the City at buildout of the General Plan. This Table is reproduced here:

	<b>Housing</b>	<b>Population</b>	<b>Jobs</b>	<b>Jobs: Housing Ratio</b>
<b>Existing (Jan. 2001)</b>	32,400	98,800	43,400	1.34
<b>Additions</b>	13,800	37,360	33,610	2.4
<b>Projected Buildout Totals</b>	46,200	136,160	77,010	1.67

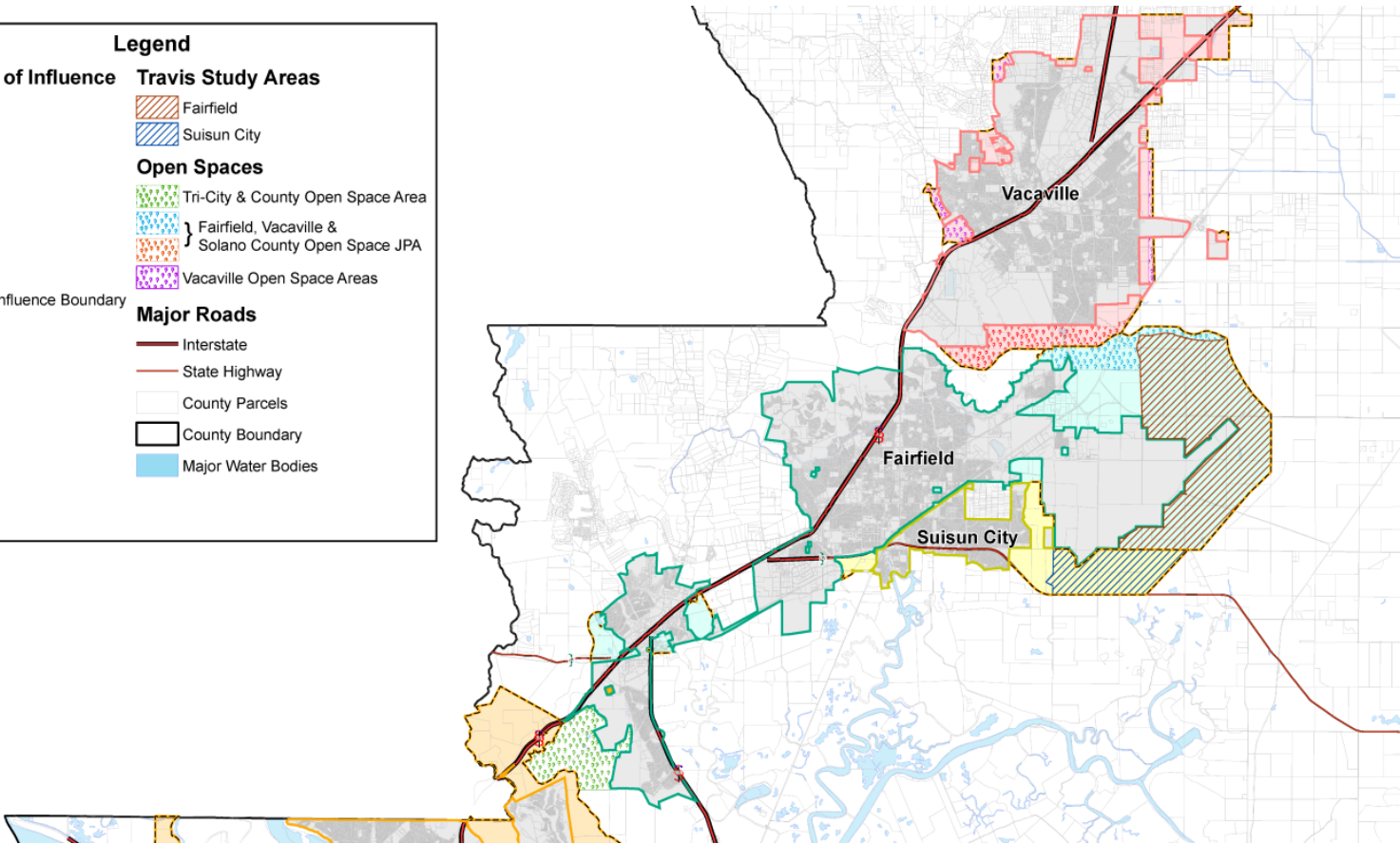
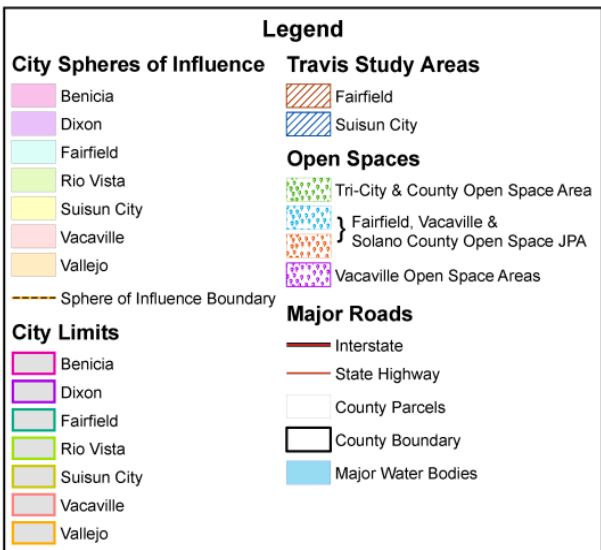
**Map 1**  
**Fairfield General Plan Land Use Diagram**  
**(2002 Update)**



**Map 1B**  
**Train Station Specific Plan**



**Map 2**  
**Fairfield Urban Limit Line and Sphere of Influence**  
**(Reflects Changes in 2002)**

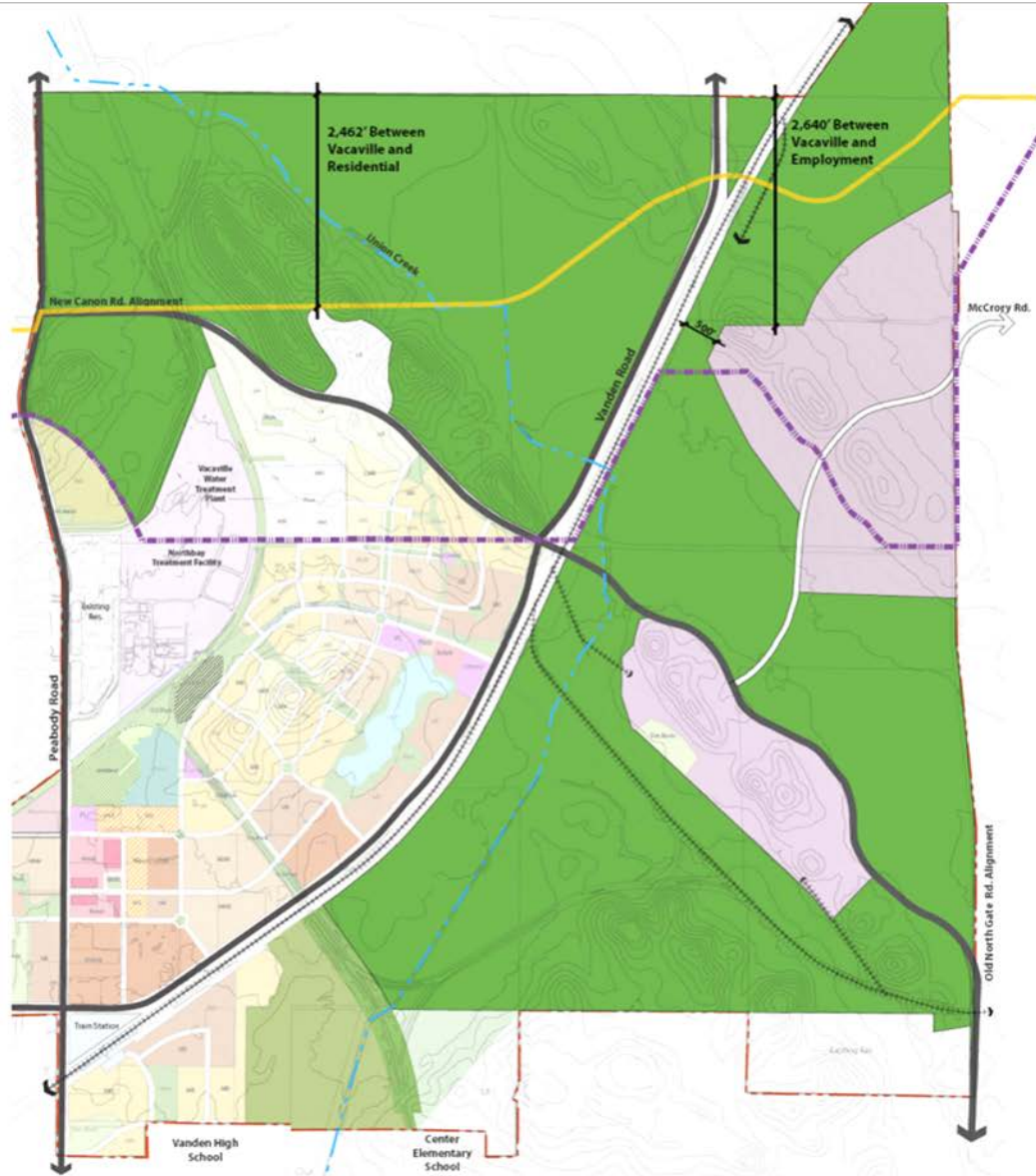




**Map 2B**  
**Proposed Amendments to the Sphere of Influence**  
**(Reflects New Greenbelt Boundaries)**

Legend

- Adjusted Greenbelt (1,496 Acres)
- Greenbelt Boundary
- Sphere of Influence



Fairfield Train Station  
Specific Plan Area

Exhibit 4-2 Alternative 4

AZCOM  
0 400 800 1,600  
1"=400'  
7/26/2019

**SECTION B:  
URBAN GROWTH STRATEGY**

This section explains the City's plans for growth. This Urban Growth Strategy ensures that the City develops in a manner consistent with the Fairfield General Plan in order to assure that development in annexed areas can be provided with public facilities and services in an efficient and timely manner.

### **Existing General Plan Policies Regarding Annexation**

General Plan Policy PF 1.2 (in the Public Facilities Element) addresses the ordering of annexations:

#### **Policy PF 1.2**

Encourage the concurrent (as opposed to piecemeal) annexation of adjacent unincorporated properties in order to facilitate the formation of assessment districts, Mello-Roos districts, and other financial mechanisms which will provide public facilities in an efficient and effective manner.

Consistent with this policy, the identified planned growth areas represent the largest groupings of individual properties that could be logically considered single annexation areas. Although actual annexations do not have to occur in the concurrent manner shown in this Municipal Service Review, they shall be considered the City's preference and are encouraged to the extent possible and feasible.

## **1. PLANNED GROWTH AREAS**

The City has defined several areas which are targeted for annexation. One major reason for annexation is include elimination of unincorporated islands surrounded by the city. Other annexations are proposed to achieve specific objectives that are either less feasible through infill development or not feasible at all. Examples include acquisition of lands for public open space north of the City and on Nelson Hill, development of a transit-oriented district around a future train station to be near the intersection of Vanden and Peabody Roads adjacent to the existing City limits, and completion of the circulation network in north Cordelia.

### **Annexations**

Eleven areas totaling approximately 2,158 acres have been identified for annexation to the City during the General Plan timeframe. Generally, the growth areas meet the following criteria: 1) the property can efficiently be served by services and utilities upon annexation or shortly thereafter; 2) the property is adjacent to existing city limits on two or more sides; 3) significant development of the property (50 percent or more) is expected within five years of annexation, subject to market and economic conditions; 4) annexation of the property is consistent with the City's General Plan and Urban Service Delivery Plan; and 5) the annexation represents the most logical extension of city limits. Also included are unincorporated "islands" (lands surrounded on all sides by the City) whose annexation represents a logical extension of the City Limits. The City will encourage the early annexation of all unincorporated islands by keeping them in this category until annexed. The City does not advocate that all of the areas listed will be annexed within this five year period. Much depends on property owner interest and plans. Nor does listing the properties here automatically guarantee annexation by the City. The City's goals include pursuing the highest quality development possible and will decide whether or not to support annexation requests on a case-by-case basis, especially when entitlements or resources are limited.

The probable annexations are listed below by tentative annexation name (subject to change), location, size (in acres) and General Plan land use designation.

#### **A. Pittman Road (0044-080-170 and 0044-180-160) approximately 8.1 acres**

These properties are located on the west side of Pittman Road across from The Ranch subdivision. They are not within the Old Town Cordelia Master Plan Area. The current General Plan designation for the area is Commercial Service. One development constraint on this site is periodic flooding from Green Valley Creek.

#### **B. West Cordelia Road (0180-120-080, 070, 050, and 040) approximately 8.31 acres**

This site comprises four parcels immediately south of Interstate 80 at the end of West Cordelia Road. Although the area is not a true "island" of unincorporated property, it is nearly enclosed by the City limits. The

small portion of the site which is not enclosed by the City is bounded by Interstate 80. As a result, the only options for direct access to the site are from city streets. The area is designated for limited industrial uses.

**C. Rancho Solano North (0151-060-010 and 020, portions) approximately 60 acres**

The Rancho Solano North Planning Area is located west of Interstate 80 and north of the Rancho Solano and Rolling Hills subdivisions. While outside the City's Sphere of Influence, the entire planning area is within the City's General Plan-defined Urban Limit Line. Much of the area consists of steep wooded hillsides with poor access and public service issues. However, there is a relatively flat area of approximately 60 acres located on Lyon Road (the Sengo Property) that may be suitable for residential development. The General Plan currently requires the City to prepare an Areawide Plan prior to development.

**D. Fairfield Train Station Specific Plan approximately 2,290 acres**

The Train Station Specific Plan consists of 2,972 acres of residential, commercial, rail-served industrial, recreation, and open space land uses centered on a planned Fairfield-Vacaville Train Station. The project will include up to 6,800 residential units. The project emphasizes compact development, walkable streets, accessible retail and service, and easy access to the regional train service. Approximately 2,290 acres will be annexed. Most of the annexation area is within the Train Station Specific Plan area. However about 120 acres of unincorporated territory outside of the Specific Plan is proposed for annexation. This area is within or adjacent to the Travis Air Force Base and are proposed for annexation in order to avoid an unincorporated island. Through the Canon Station Development Agreements more than 2,000 acres will be placed in conservation easements, implementing the Vacaville-Fairfield-Solano Greenbelt concept.

**E. Nelson Hill (0044-240-050 and 060) approximately 244 acres**

Nelson Hill is located east of Interstate 680, south of Interstate 80, and north of the South Pacific Railroad. The hilltop was quarried for nearly 100 years. A City water reservoir is located at the northeast corner. The site is adjacent to city limits on the north, west, and south sides. It is designated by the General Plan for low-density residential/open space uses and requires a master development plan be prepared for the entire site.

**F. Dittmer West approximately 247 acres**

This site is located on the west end of the City, north of Highway 12. It is adjacent to the city limits on its south and southeast side. The site is occupied by one residence. Business Center Drive will be extended through this area as part of the I-80/I-680-Highway 12 Project. The General Plan designates the area for a Very Low Density Residential, Highway Commercial, and Open Space.

**Island Annexations**

The City encourages the early annexation of these islands in order to promote orderly and logical patterns of development and the efficient provision of urban services and utilities.

**G. Woolner/Hamilton (0028-191-010, 020, 040 and 0028-182-020 and 150) approximately 1.4 acre**

These five parcels in southwestern Fairfield (south of Woolner Avenue) are occupied by single-family homes and are designated Low Density Residential by the General Plan.

**H. Cross/Fairfield Vicinity Streams Project (0037-060-480 and 490) approximately 5 acres**

This annexation includes two adjacent properties east of Sunset Avenue, between Tabor Avenue and Travis Boulevard. The site to the west is occupied by a single-family house and commercial building; the site to the east is owned by a Drainage District and is traversed by a major drainage ditch. The site is designated for Medium Density Residential by the General Plan. Only the western parcel would be developable.

**I. Covey/Woodruff (0037-160-060 and 040) approximately 2.1 acres**

This annexation area is made up of two properties under different ownership located at the southeast corner of Sunset Avenue and Travis Boulevard. It is surrounded on all sides by incorporated lands. The land is currently occupied by one single home on each lot. The General Plan designates the site for Medium Density Residential.

**J. Divincenzo/Miller (0174-040-040 and 050)**

**approximately 7 acres**

This annexation includes two adjacent properties south of Dobe Road in the Northeast/Travis Area. The parcel to the east is occupied by a storage facility built under County zoning while the parcel to the west is vacant. The General Plan calls for a mixed use development of commercial and light industrial in the area. Each parcel is under different ownership.

**K. Lopes L Road Island (0180-110-120)**

**approximately 0.24 acres**

This single family residence on a quarter acre parcel at the intersection of Lopes Road and West Cordelia Road is impacted by surrounding industrial uses and Interstate 680. The site is designated in the General Plan for Limited Industrial (IL) uses, which is consistent with the surrounding land uses.

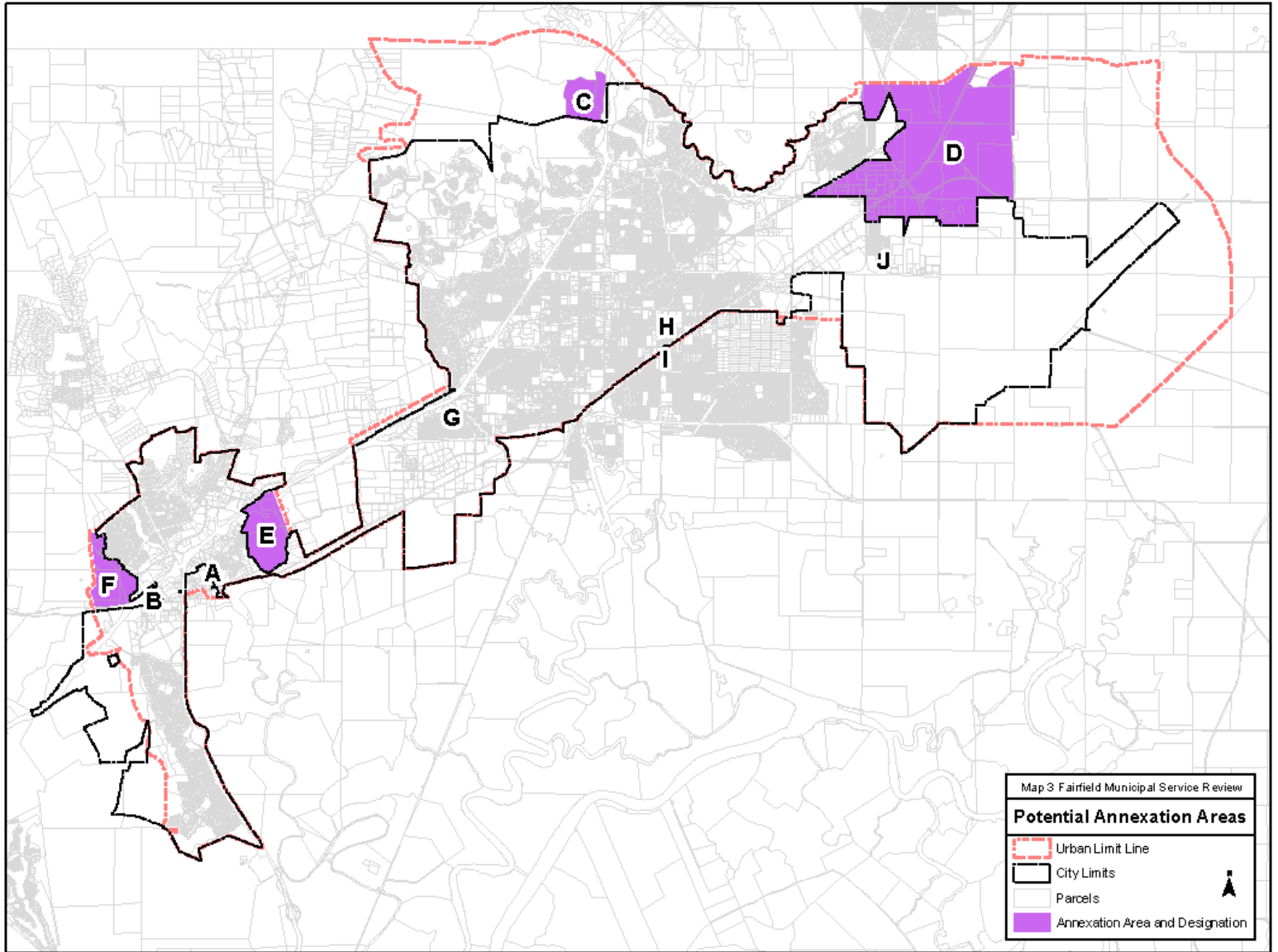
**Areas Where Annexation is Unlikely**

The Fairfield General Plan includes approximately 8,000 acres within the Urban Limit Line that are designated "Travis Reserve." This area is intended for expansion of Travis Air Force Base, uses supporting the airbase, or, if Travis Air Force Base were to close, support uses for a non-military airport. In 2003, the voters of the City of Fairfield approved Measure L, an Initiative which affirmed the Urban Limit Line established in the 2002 General Plan until 2020. However, the City General Plan includes this area because the City wishes to exercise planning control over this significant area. If, for example, Travis Air Force Base expands, the City could annex the expansion area into the City Limits. Currently, however, the City of Fairfield supports the Travis Reserve area for habitat conservation uses, including mitigation banking programs like Wilcox Ranch.

Also in the northeast area, the Fairfield Train Station Specific Plan addressed the Vacaville-Fairfield-Solano Greenbelt and other habitat conservation and passive recreational uses. The City will not be annexing the Greenbelt.

Near Travis Air Force Base, Parker Ranch is within the Sphere of Influence. Except for one auto salvage yard, this property is currently being managed as a wetlands habitat conservation bank, and annexation is unlikely.

Old Town Cordelia is also within the Sphere of Influence. However, annexation is not foreseen for a variety of reasons, including parcel size and ownership patterns, existing development patterns, and cost of providing urban services.



## **2. ISSUES OF CONCERN**

Specific elements of the General Plan, such as the Agricultural Preservation Element, the Travis Air Force Base Protection Element, and sections of the Open Space and Conservation Element, set forth policies to protect certain lands from future development. Also, lands that are to be protected from development have a land use and/or general plan designation that strictly limit development potential.

The General Plan designates an area surrounding the east side of Travis Air Force Base as Travis Reserve. This area is set aside for future expansion of Travis Air Force Base or uses supporting the Air Base only. If the status of the base changes, the construction of a non-military airport and support uses may be permitted in the Travis Reserve. No residential uses will be permitted in the Travis Reserve. Until a military or airport use is proposed for land with the Travis Reserve designation, the City supports its continued use for agriculture and grazing.

A 19,000-acre area southeast of the base, a portion of which is known as Wilcox Ranch, is a critical area for biological preservation and base preservation. The city, together with the county, has purchased a 1,845 portion of it from the Nature Conservancy. This ecologically sensitive land is to be used for carefully managed grazing and otherwise set aside for preservation. In the event the airbase needs to expand, the land may be used to that end following environmental review.

As discussed in the Agricultural Preserve Strategy which follows, the General Plan has limiting policies on the development of agricultural lands.

State law (Section 56430 (a) (2) also requires the City and LAFCO to address “the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence”. The City of Fairfield has no disadvantaged unincorporated communities within or contiguous to its sphere of influence or proposed sphere of influence, so no further analysis required by this subsection is necessary. This conclusion is based on a review of the “Communities of Concern” mapping done by MTC.

## **3. AGRICULTURAL PRESERVATION STRATEGY**

### **a. Identification of Prime Agricultural Lands within the City’s Sphere of Influence**

The Environmental Impact Report for the City’s Comprehensive Amendment to the General Plan identified 1,179 acres of prime agricultural lands within Fairfield’s Urban Limit Line. All this land is either within the existing City Limits or planned to remain in some sort of open space use and has only been included in the Urban Limit Line as a part of the City’s open space planning strategy. In the few cases where identified agricultural lands are converted to urban uses, the City has established a fee that will mitigate the conversion of agricultural lands designated by the State Department of Conservation on the 2002 State Important Farmlands Map .

### **b. Prime Agricultural Lands Under Williamson Act Contract within the City’s Sphere of Influence**

The tables on the following page inventory the parcels with Williamson Act Contracts within the City’s Sphere of Influence. Note that there is one parcel annexed in 2007 which still has an active Contract.

### **c. Policies: Growth and Agricultural Preserves within the City Limits**

Having realized that the community’s sense of identity and quality of life are closely associated with the landscape setting surrounding Fairfield, the City adopted an Agriculture Element for its General Plan. This optional element includes goals, policies and programs aimed at protecting valuable agricultural lands from the development pressures within the region, including through the encouragement of infill development rather than annexation. Key objectives and programs focus on permanent preservation of



farmlands, particularly in the Suisun Valley Implementation programs focus on economic development, community separators, and infill policies that emphasize directing development away from the valley.

CONTRACT NUMBER	ASSESSORS' PARCEL NUMBER	ACREAGE	CONTRACT NUMBER	ASSESSORS' PARCEL NUMBER	ACREAGE
<b>East Fairfield Area</b>			<b>West Fairfield Area</b>		
45*	167-25-04	150	5+	27-401-030 (in City Limits)	5
	174-09-10	8			
	174-09-11	37			
	174-09-12	6	97	148-26-01	128
	174-09-13	39		148-27-01	<u>13</u>
	174-09-14	<u>44</u>		Subtotal	<b>141</b>
	Subtotal	<b>284</b>			
55	167-22-03	<b>62</b>	214	148-22-01	<b>48</b>
56	167-05-03	<b>68</b>	1098*	148-21-02	10.94
				148-22-02	0.5
407	174-15-08	<b>33</b>		148-22-08	15
				148-22-06	<u>8.22</u>
				Subtotal	<b>38.66</b>
			1100*	148-27-34	<b>42</b>
535*	174-09-09	<b>158</b>	771	180-09-01	<b>215</b>
1008	42-04-12	120	96	180-10-01	<b>508</b>
	42-10-01	441		180-09-04	<u>72</u>
	42-10-04	120		Subtotal	<b>580</b>
	174-13-01	289			
	174-13-05	73	1046	180-09-02	317
	174-14-02	192		180-36-02	<u>663</u>
	174-15-03	451		Subtotal	<b>980</b>
	174-15-09	<u>63</u>			
	Subtotal	<b>1719</b>			
1214	174-21-04	<b>158</b>	<b>West Fairfield Subtotal</b>		<b>2,049.6</b>
1215	174-21-05	<b>154</b>			
<b>East Fairfield Subtotal</b>		<b>2636</b>	<b>TOTAL ACREAGE UNDER CONTRACT</b>		<b>4686.56</b>

\* City Protest filed.

In order to minimize premature conversion of agricultural lands within the City's Sphere of Influence, the policies shown below supplement the policies contained in the General Plan. This Urban Growth Strategy reflects these policies.

1. No lands outside the City's Urban Limit Line will be designated as a potential annexation area.
2. Annexation areas with prime agricultural lands shall be given lower priority than annexation areas without prime agricultural lands with the same land use designation or intended use(s), unless: a) this would not result in orderly development patterns (i.e. pockets of prime agricultural lands surrounded by lands intended for urban development); or b) the prime agricultural areas contained within the annexation areas are not planned for urban development.
3. Fallow status of agricultural property should not, by itself, be a significant factor in the decision to approve a proposed annexation. The intent is to discourage property owners and/or developers from prematurely taking prime agricultural land out of active production only for the purpose of demonstrating a lack of need for the land as agriculture.
4. Annexation proposals within one of the City's Open Space Planning Areas (OSPAs) shall be reviewed for consistency with the City's Open Space Approval Guidelines.

#### **4. INFILL STRATEGY**

##### **PURPOSE**

Infill refers generally to the development of vacant lands that have already been annexed to Fairfield city limits as of the adoption of this Municipal Service Review.

The purpose of this chapter is to facilitate Solano County LAFCO's determination as to whether a proposed annexation will significantly affect the City's ability to meet its infill goals and whether it will result in the premature conversion of open space. The information contained herein outlines the City's policies and practices promoting infill and the effective measures the City is taking to ensure development of vacant lands within the city limits. Also discussed are the particular circumstances of the City that may impact the infill of incorporated vacant lands. This will allow LAFCO to assess the City's progress on its infill goals when determining if particular annexation proposals are premature.

##### **a. Inventory of Vacant Lands within City Limits**

As of April 2012, there were over 750 acres of vacant commercial, industrial, and service commercial land within existing city limits.

## b. Development Potential (April 2012)

The table below summarizes the number of un-built units remaining on approved tentative maps, properties with General Plan designations, or development review approvals:

Area	Potential Units Remaining
Cordelia	1,603
NW of I-80	25
East of I-80, N. of Airbase	3,552
East of I-80, S. of Airbase	933
<b>TOTAL</b>	<b>6,113</b>

## c. Factors Which May Impede Development of Vacant Annexed Land

There are a number of factors that may impede development of vacant lands already within city limits that need to be considered in evaluating the City's progress towards infill development, particularly for those factors beyond the direct control of the City. Possible impediments include:

**Delays in State or Federal Funding and/or Approvals.** This primarily affects development in areas with planned freeway interchanges. Projects in Cordelia and Green Valley may be impacted by delays in the funding for the I-80/I-680/Highway 12 interchange projects.

- **Site- Constraints.** Site constraints include slope, soil instability, presence of toxic chemicals, proximity to vicinity streams or wetlands, poor location and/or access, inadequate parcel size, etc. Even when these constraints can be mitigated through engineering and site work, the associated cost is usually prohibitive, sometimes making development infeasible.
- **General Plan or Zoning Designation.** The property's land use designation may be inconsistent with the desires or plans of the property owner and/or developer, or may be such that development consistent with the land use designation is not financially feasible.
- **Owner Reticence and/or Lack of Funds.** The property owner may simply desire to hold onto the property for investment purposes or other and personal reasons. A shortage of financial and other resources to properly develop the land can be a contributing factor as well.
- **Regional Competition for Development.** Many nearby communities compete with Fairfield for a share of the development coming into the region. Stiff competition from other nearby communities with adequate land for the same kind of allowable uses results in less overall development in the City, especially in unstable or slow economic times.
- **Unfavorable Market Conditions and/or a Weak Economy.** Current (2008) market conditions have significantly slowed residential development in Fairfield, impeding the demand for development land.
- **California Land Conservation Act (Williamson Act) Contracts.** Property owners with active Williamson Act contracts cannot develop their property until the contracts are no longer valid.
- **Inadequate Public Improvements.** Some properties may not yet have access to public utilities and services such as water, sewer, storm drainage, etc. and cannot develop until the necessary improvements are made.

- **Fragmented Ownership.** Many planning areas have multiple owners, which makes implementing a coordinated development plan very difficult, particularly in large areas.
- **Phased Development.** Some of the vacant lands are part of a development that is being built in planned phases. This occurs more often when the total project is very large or when only one property owner/developer is involved in the project.

#### **d. Promoting Infill Development**

The City's General Plan and other City policies strongly emphasize efficient use of land and infill development. These policies emphasize redevelopment of existing neighborhoods, development in infill locations, balanced communities, and reducing pressure on outlying areas. This Comprehensive Annexation Plan is one of the key tools to implement this overall direction. The City Council may use a variety of programs to reduce obstacles to infill development and to discourage premature annexations, requiring market analyses for new residential annexation proposals, using Community Development Block Grants (CDBG) to fund infrastructure in existing neighborhoods, and providing incentives which may include density bonuses, reduced development fees, etc.

The City has undertaken the following actions to promote infill development:

##### **General Plan Revisions**

In 2002, the City adopted a revised General Plan which eliminated certain areas that had previously been proposed for annexation. In addition, many of the objectives and policies listed above were added to the General Plan. This General Plan contains a Housing Element that promotes infill development through its strong emphasis on neighborhood reinvestment and housing rehabilitation.

##### **Priority Development Area Designation**

The City of Fairfield is participating in regional planning efforts led by the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) to foster infill development. The City has designated four areas for priority development. Three of these areas are infill/redevelopment areas: Downtown Fairfield, West Texas Street, and North Texas Street. Priority Development Area designation may qualify the City for regional funding to be used to support higher density infill development near transit and services.

##### **Economic Development and Outreach Programs**

The City takes an active role in promoting infill development. The City cooperates with brokers, attends trade shows, organizes tours, and calls prospective businesses about locating in Fairfield. The abolition of Redevelopment has imposed new limits on the availability of City funding, but City staff continue to work with property owners and businesses looking at locating in Fairfield.

##### **Infrastructure and Other Capital Improvements**

The City provides municipal and other urban services to infill sites in a timely manner, mitigating infrastructure and capital investment impediments to infill development.

##### **Changes in Regulations and Land Use Policies**

The City may consider amending its General Plan or Zoning Ordinance to facilitate infill development. In addition, the Community Development Department has streamlined its application and permitting procedures in order to make the development process easier and quicker, thereby indirectly encouraging the development of parcels that are otherwise ready for development. The City has continued to refine and simplify its Zoning Ordinance as needed.

### **Multifamily Housing Sites Study**

The City updates periodically its inventory of potential multifamily residential sites. The study rates each site for development feasibility. The most recent version was completed in summer 2007 and is available to the public from the Planning Division.

### **Vacant Residential Land Survey**

The City's annual vacant land survey quantifies the vacant residential capacity in the City. It identifies existing residential developments with remaining vacant parcels as well as vacant parcels with residential zoning on which no development has yet occurred. The survey is based on existing entitlements, including the General Plan, development agreements, zoning, and maps. This survey is available to the public, and is used by city staff to provide information to potential developers.

**SECTION C:  
INFRASTRUCTURE AND PUBLIC SERVICES  
NEEDS AND DEFICIENCIES**

## **INTRODUCTION**

The Urban Service Delivery Plan (USDP) is a plan for the extension of urban services into areas planned for annexation during the time frame of the Municipal Service Review. Its purpose is to assist both LAFCO and the City in assessing the availability of public services to proposed annexations.

The USDP identifies the services to be extended, their existing capacities, and the public agency responsible for the service. It also projects the availability of services, critical thresholds in the extension of services, and the financing methods that may be used to provide needed facilities. Capital improvement needs are emphasized as well as methods and techniques for their implementation and the steps that will be taken to avoid undue operational costs. Obviously, the USDP is more conceptual at the more extended part of the time frame. Some alternative approaches to resolving service issues have been included.

All of the services required by new development are provided by the City, with the exception of sewer, garbage, and educational facilities. The following sections describe plans for provision of services by the City and other agencies. Most of the information below is an abstract, updated in 2002, of more specific information contained in the General Plan Public Facilities Element and the various master plans for each of the different municipal utilities and services. For more specific information, please refer to these documents.

### **1. WATER SUPPLY AND DISTRIBUTION**

The City of Fairfield provides potable water to users within its corporate limits except for Travis Air Force Base, which gets its water from Vallejo.

#### **a. Existing Capacities**

All water the City presently delivers is surface water as opposed to groundwater. The City's primary water supply comes from the Solano Project and the State Water Project through contracts with the Solano County Water Agency. The City also has agreements with the Solano Irrigation District (SID) that provide the City with a specified amount of SID Solano Project water. SID serves irrigation water to some customers in Fairfield directly.

The City has various water service master plans that address the phasing of capital improvements needed to extend water service to new areas. The City also has an Urban Water Management Plan required by state law that addresses water conservation and resource management programs. The City is further required to practice water conservation by virtue of its contracts for State Project and Solano Project water, and by its voluntary membership in the California Urban Water Conservation Council. The adoption of long-term water conservation policies can have the same effect of increasing the water supply by 10 percent or more without adversely affecting life style or amenities and begins the process of integrating conservation into all areas of community water use.

Raw water is filtered and disinfected in one of two water treatment plants in the City: the Waterman and North Bay Regional Water Treatment Plants. The Waterman Treatment Plant has a present 30 million gallon per day (mgd) treatment capacity, ultimately expandable to 45 mgd. The North Bay Regional Water Treatment Plant has a 40 mgd capacity (26.7 mgd for Fairfield and 13.3 mgd for Vacaville) with sufficient land available at the site for expansion to 90 mgd (60 mgd for Fairfield and 30 mgd for Vacaville). Together, the City's two treatment plants can provide treatment capacity far in excess of that needed to serve the City at buildout.

The City's goal for total treated water storage capacity is approximately two maximum days of demand. The water system has 11 storage reservoirs, providing over 76 million gallons of treated water capacity, distributed throughout the service area to optimize system reliability during emergencies. Storage reservoirs under development will meet the City's needs for at least the next 10 to 20 years. The City can expand existing reservoirs or add new reservoirs as needed so that treated water storage capacity does not represent a constraint to development under the General Plan.



The FSSD (Fairfield-Suisun Sewer District) operates a small recycled water system. FSSD uses recycled water for irrigation at its wastewater treatment plant site, and the SID uses recycled water for irrigation of a turf nursery. Non-potable water from the Solano Project is used at the Rancho Solano and Paradise Valley golf courses and for landscape irrigation along Green Valley Road, Mangels Blvd., and Business Center Drive. These uses could be converted to recycled water in the future. The City was previously using recycled water on a "pilot" basis in Solano Business Park but the City's water supply situation is strong enough and economics such that this pilot program has been suspended. The City had an aggressive plan to develop dual water systems as a conservation strategy to increase the basic water supply, provide supply flexibility with non-potable water for irrigation and industrial use, and reduce costs for expansions of water treatment and storage facilities in proportion to the recycled water used. However, due to costs dual water lines are no longer being installed in new developments. Long term, the City is still planning to develop and use approximately 3,000 acre-feet (AF) of recycled water per year at buildout of the general plan (1 acre-foot is approximately 360,000 gallons), but the schedule for achieving this plan has been delayed.

**b. Critical Thresholds and Availability of Services**

The following table shows how the City's existing water supply sources are expected to last with projected development:

	<b>Water Supply Sources</b>				
	<b>(in acre-feet per year)</b>				
	<b>0000</b>				
	<b><u>2010</u></b>	<b><u>2015</u></b>	<b><u>2020</u></b>	<b><u>2025</u></b>	<b><u>2030</u></b>
<b>Projected Water Supplies</b>					
■ Total Potable Supplies	46,200	48,000	48,200	48,300	48,300
■ Total Non-Potable Supplies	<u>2,400</u>	<u>2,800</u>	<u>3,100</u>	<u>4,100</u>	<u>4,900</u>
<i>Total Water Supplies</i>	<i>48,600</i>	<i>50,800</i>	<i>51,300</i>	<i>52,400</i>	<i>53,200</i>
<b>Projected Water Usage</b>					
■ Residential	17,100	17,800	18,600	19,900	21,200
■ Employment	6,100	8,800	10,130	12,000	13,700
■ Water-Intensive Industry	1,700	4,000	5,000	6,500	13,700
■ Unaccounted	2,100	2,400	2,600	2,900	3,200
<i>Total Projected Usage</i>	<i>26,600</i>	<i>30,500</i>	<i>32,600</i>	<i>36,100</i>	<i>39,400</i>
<b>Available Capacity</b>	<b>22,000</b>	<b>20,300</b>	<b>18,700</b>	<b>16,300</b>	<b>13,800</b>

Source: Fairfield Public Works Department, April 2012

The City's existing identified water sources will be sufficient. The City, along with other agencies in the Solano Water Authority, received additional supplies in 2003 by filing for water rights under the State of California's watershed-of-origin statute and subsequently entering into a settlement agreement with the State. The City purchased an additional 2,000 acre feet of SID Solano Project supply in 2009. The City's two water treatment plants have more than ample treatment capacity, even at buildout, and additional treated water storage facilities can be added as needed. The City is presently designing, and constructing in phases, a major east-west water transmission pipeline to provide a larger service area for the North Bay Regional Water Treatment Plant.

The availability of water is not considered a significant constraint to annexations expected during the lifetime of this Municipal Service Review or the General Plan. Availability of water to all new annexations will be determined on a case-by-case basis and will be evidenced by a "will serve" letter from the City. Certainly, the construction of pipes, pipeline extensions, and additional reservoirs, as required, will be a part of every annexation.

### c. Opportunities for Shared Facilities

The Solano County Water Agency contracts with the Solano Project and State Water Project to provide water to the City. The City is in cooperation with the Fairfield-Suisun Sewer District in implementing a system of delivering recycled, highly treated wastewater to serve large irrigation and industrial process uses.

The Northbay Water Treatment Facility is shared with the City of Vacaville. The facility, which treats water for the use of both cities, is staffed entirely by City of Fairfield. The City has other agreements with Solano Irrigation District, Suisun/Solano Water Authority, and the City of Vallejo for various levels of water service.

## 2. WASTEWATER TREATMENT

The Fairfield-Suisun Sewer District (FSSD) provides and operates the wastewater treatment plant, wastewater pump stations and force mains, and the trunk main collection facilities in Fairfield.

FSSD prepares periodic treatment plant and collection system master plans to address anticipated growth in the service Area. FSSD's master plans are based on the general plans of the City of Fairfield and the City of Suisun City. FSSD completed expansion of its treatment plant in 2010, in accordance with the Treatment Plant Master Plan,<sup>1</sup> which will provide treatment capacity through buildout of the service area.

### a. Existing Capacities

The sewage collection system is divided into four drainage basins which drain by gravity to four major pump stations. The "Cordelia basin" generally covers the Cordelia area, the Inlet basin covers the western portion of Fairfield, and the "Suisun basin" and "Central basin" cover the central and eastern portions of Fairfield and all of Suisun City. The existing capacities and projected buildout flows for the four major pump stations serving those basins are shown in the Table below. FSSD's Sewer System Master Plan<sup>2</sup> identifies gravity sewer and pump station projects to provide adequate capacity to convey buildout flows to the treatment plant.

Table XX	Pump Station			
	Central PS	Suisun PS	Inlet PS	Cordelia PS
<b>Existing Pump Station Capacity, mgd</b>				
	27.7 <sup>3</sup>	37.0 <sup>3</sup>	17.5	14.1
<b>Projected Peak Wet Weather Flows for 20-year Design Storm, mgd</b>				
Existing Land Use	26.6	33.9	11.8	12.6
Buildout Land Use	27.4	48.8	13.7	17.5

Source: Fairfield-Suisun Sewer District

<sup>1</sup> FSSD Sewer System and Treatment Plant Master Plan (Volume 2), October 2001

<sup>2</sup> FSSD Sewer System Master Plan, September 2008

<sup>3</sup> Capacity of pump station upon completion of Central/Suisun Forcemain Equalization Project in 2012.

## **b. Critical Thresholds and Availability of Services**

### *District Projects*

The Central, Inlet, Suisun and Cordelia pump stations have adequate capacity to handle existing peak flows. FSSD's Master Plan includes projects to meet the needs of the potential annexations anticipated by the cities' general plans. The Cordelia basin will require additional pump station capacity to serve buildout of the service area; the additional capacity can be achieved by replacing existing pumps with larger pumps. The "Suisun basin" will require expansion in the future to meet the conveyance needs of buildout development including a multi-phased gravity relief sewer, a new pump station north of Air Base Parkway, and improvements to the Suisun Pump Station/Forcemain system.

### *Development Projects*

Gravity sewers within a development project are installed by project developers. As prescribed by FSSD and City design standards, developers are responsible for planning and installing the sewer system within their developments. Developers are required to coordinate with FSSD to integrate planning efforts. FSSD works closely with the cities and developers to schedule capital improvements ahead of anticipated development.

## **c. Opportunities for Shared Facilities**

FSSD's collection system and treatment plant are shared by and serve the cities of Fairfield and Suisun City and parts of Solano County. FSSD and the cities collaborate on sewer system maintenance. FSSD's video inspection vehicles are used to inspect the smaller diameter City sewers. FSSD and the cities work together to comply with State and regional sewer system regulations.

## **3. STORM DRAINAGE AND FLOOD CONTROL CAPACITY**

The City of Fairfield is responsible for coordinating the provision of storm drain facilities, although development typically pays for the cost of installation.

### **a. Existing Capacities**

Problems with storm drainage and flooding have historically had a strong influence on development patterns in the Fairfield area, until construction of the Fairfield Vicinity Streams Project in the late 1980's. Although portions of the project had been completed by developers as they were constructing subdivision improvements within their development areas, the major portions of the project were completed by the Army Corps of Engineers to protect against a 100-year storm event. At this time, within the Fairfield city limits, Ledgewood Creek and Laurel Creek have been improved with the Fairfield Vicinity Streams Project. In lowland areas, particularly the areas of Illinois Street and Ohio Street in Fairfield and in the Old Cordelia area, flooding is aggravated by backwater from high tides and sloughs in the Suisun Marsh. Another factor affecting flooding is the condition of the channels in the Suisun Marsh, particularly the amount of sediment buildup and vegetation growth, which reduces channel size and carrying capacity. Debris that collects at crossings also reduces bridge and culvert carrying capacity during high storm water events. To date, Solano County has not addressed historic flooding in Suisun Valley, neither along the west side of Ledgewood Creek nor along Suisun Creek between Fairfield and Cordelia.

## **b. Critical Thresholds and Availability of Services**

Storm drain facilities are installed concurrent with development as needed and do not represent a constraint to development. The City requires development projects to reduce post-development flows to the 90% level, which helps reduce impacts on the storm drainage system city-wide.

### **c. Opportunities for Shared Facilities**

Because storm drainage is a highly localized situation, varying from neighborhood to neighborhood, opportunities for sharing storm water facilities are limited between municipalities.

## **4. SOLID WASTE DISPOSAL CAPACITY**

Waste disposal and curbside recycling in Fairfield is the responsibility under a franchise agreement of Solano Garbage Company,

### **a. Existing Capacities**

Solid municipal wastes are taken to Potrero Hills Landfill and recyclables processed at an interim facility in Fairfield. The landfill is permitted to accept non-hazardous solid waste and has a permitted fill area of 190 acres. The facility accepts approximately 650 tons per day of municipal and special wastes for disposal from the City of Fairfield, Suisun City and unincorporated county.

### **b. Critical Thresholds and Availability of Services**

Fairfield's franchise agreement grants Fairfield the right to dispose of all of its wastes at Potrero Hills Landfill. The 17.6 million cubic yards of remaining permitted disposal capacity at the Potrero Hills Landfill is estimated to be adequate to handle the projected waste generation through buildout of the General Plan, particularly in light of the waste diversion requirements specified in the Source Reduction and Recycling Element. The capacity is guaranteed by the City's Franchise Agreement.

### **c. Opportunities for Shared Facilities**

Solano Garbage Company provides service to Fairfield, Suisun, and unincorporated Solano County. The customers of the garbage company also share the disposal site, Potrero Hills Landfill.

## **5. CIRCULATION AND TRANSPORTATION**

The City of Fairfield is served by two interstate freeways (Interstate 80 and Interstate 680), a state highway (Highway 12), a set of arterial streets and many collector and local streets. The City's Public Works Department is responsible for the street circulation system. Caltrans is responsible for Interstates 80 and 680 and Highway 12.

### **a. Critical Thresholds/Availability of Service**

General Plan Objective CI 3 defines a Level of Service standard for roadway and intersection performance, namely P.M. peak hour Level of Service of "D" or better for arterial streets, and Level of Service "C" or better for collector streets, and Level of Service "B" or better for local streets, unless other public health, safety, or welfare factors determine otherwise. The City is currently reviewing proposed changes to the Circulation Element which will permit a lower Level of Service when the benefits of improvements are outweighed by costs or where improvements are financially infeasible.

Fairfield's growth in the past several years has highlighted the need to improve the local roadway network and parking facilities. The need to improve roadway and parking facilities, however, must be carefully balanced with the need to control traffic congestion in Fairfield. The unrestricted expansion of roadways and parking will undermine attempts to promote use of alternative transportation. The long-run economic and social health of the City will depend on favorable traffic conditions that can only be maintained through a balanced transportation system. Road improvements that will be needed to service all the City's annexation areas are as listed in the following table and include widening regional highways and major arterials, upgrading freeway interchanges, and creating new roads. Major projects include:

- Jepson Parkway, which will provide an alternative route to Interstate 80 which links Suisun City, Fairfield, and Vacaville. While Jepson Parkway will primarily use upgraded existing roadways, the project also includes an extension of Walters Road north of Air Base Parkway.
- Manuel Campos Parkway, which will provide a link between Peabody Road and Interstate 80. The Manuel Campos Parkway project also provided a new interchange at Interstate 80 and North Texas Street, which significantly improves the capacity of the City's "northern gateway."
- New Canon Road in the Fairfield Train Station Specific Plan
- Business Center Drive will provide a connection to Red Top Road as part of the planned I-80/I-680/SR 12 reconfiguration.

These critical new roads and improvements are dependent upon cooperation with outside agencies and, in many cases, shared funding sources. The Solano Transportation Authority has published a map showing planned road and highway projects over the next several years. (Map 4)

### **Roadway Improvements**

The Fairfield General Plan Circulation Element and the City's AB 1600 Transportation Funding Program identifies several large scale transportation infrastructure projects that will be potentially needed to meet the development anticipated in the General Plan, including potential annexation areas:

#### **Interchanges**

- Construct a new interchange at SR 12 and the west end of the North Connector (Business Center Drive extension)
- Construct a new interchange at I-680 and Red Top Road
- Improve the interchange at I-80 and Red Top Road
- Improve the interchange at I-80 and Green Valley Road
- Improve the interchange at I-80 and Suisun Valley Road
- Improve interchange at I-80 and West Texas StreetWiden SR 12 to six lanes from I-80 to Pennsylvania Avenue and construct interchanges at Beck Ave. and Pennsylvania Ave.
- Widen Air Base Parkway and improve interchanges at Dover Avenue, Claybank Road, and Walters Road
- Construct a new interchange at Peabody Road and Vanden Road/Cement Hill Road
- Construct a new interchange at Vanden Road and New Canon Road.

#### **Streets**

- Widen Air Base Parkway to 6 lanes from I-80 to Heath Drive
- Widen Dover Avenue to 4 lanes from Air Base Parkway to Cement Hill Road
- Widen Walters Road to 4 lanes from East Tabor Avenue to the UPRR
- Construct 4-lane Walters Road from the UPRR to Cement Hill Road
- Construct 6-lane Manuel Campos Expressway from Mystic Drive to Peabody Road
- Widen East Tabor Avenue to add a two-way center turn lane from Dover Avenue to Walters Road
- Widen Peabody Road to 6 lanes from Air Base Parkway to the city limits
- Widen Vanden Road to 4 lanes from Peabody Road to the city limits
- Widen Green Valley Road to 6 lanes from I-80 to Business Center Drive
- Widen Suisun Valley Road to 6 lanes from I-80 to Mangels Boulevard (future Business Center Drive intersection)
- Widen northbound Union Avenue south of Travis Boulevard to provide a right turn lane.
- Construct New Canon Road in the Train Station Specific Plan Area.

Note: Some of these improvements may require coordination with other jurisdictions.

## **b. Financing Methods**

Funding for transportation improvements come from a variety of sources, including: State and Federal revenue sources, Senate Bills 235 and 325, Senate Bill 140, AB1600 fees, and developer fees. Refer to the Circulation Element of the General Plan Technical Document for additional details on some of these methods.

## **c. Opportunities for Shared Facilities**

The Solano Transportation Authority governs and coordinates local transit services and analyses opportunities to expand and connect to regional transit modes. The California Department of Transportation governs the freeways that connect the municipalities and the associated off-ramps. Communication and assistance between municipalities and Cal-Trans is necessary and frequent.

# **6. PUBLIC SAFETY**

## **a. Law Enforcement**

Police services are provided by the Police Department located in the Fairfield Civic Center. The current threshold for police service is stated in General Plan Policy PF 16.1 Public Facilities and Services Element:

### **Policy PF 16.1**

Maintain an average emergency response time of under 5 minutes and an average non-emergency response time of under 20 minutes.

In order to maintain adequate police protection for the City's growing population, additional police officers and police vehicles will have to be added to the force and will need to keep pace with new development. The City has established a Police Services Mello-Roos District to ensure that new development helps fund police operations necessitated by population growth.

## **b. Fire Suppression**

Fire suppression and paramedic services are provided by the Fire Department from five fire stations located throughout Fairfield. The threshold for fire service is stated in General Plan Policy PF 15.1 Public Facilities and Services Element. This standard is used to ensure that future annexations can be efficiently provided fire service.

### **Policy PF 15.1**

Provide enough staffing and fire stations to ensure that at least 80 percent of the residential dwelling units in any response area are located within five minutes maximum travel time of a station. Where the number of dwelling units within five minutes' travel time of any response area falls below 80 percent, the City shall take the appropriate steps (e.g., construct a new fire station) to ensure that the above standard is maintained. In addition, fire station shall be located to ensure that all target hazards are within five minutes travel time from a fire station where feasible.

In order to identify the City's future fire service needs, the City prepared a Fire Station Location Study. Based on this study, numerous changes have been completed, including a new fire station on North Texas Street near Dickson Hill Road, and a new Fire Station in the Civic Center. The Union Avenue station has been converted into an administrative and service facility. A total of six stations will be needed to accommodate buildout of the General Plan in order to maintain fire response times of less than five minutes. Because funding from development is expected to provide the new stations, the needed facilities will keep pace with the need created by that development.

The Fire Department participates in a mutual aid system that responds to requests for aid from throughout the county and state. In return, resources are provided to Fairfield when needed. The Fire Department also has automatic response agreements with neighboring fire agencies, and adjacent fire

jurisdictions likewise respond simultaneously to Fairfield calls in close proximity to their fire stations. Each jurisdiction is automatically dispatched upon receiving the initial 911 call. The Police Department has similar agreements with neighboring, regional, state and federal agencies.

## 7. PARKS AND RECREATION

### a. Current Park System

The City of Fairfield Community Resources Department is responsible for providing park and recreation programs for Fairfield citizens. In 2002, the Fairfield Community Resources Commission and the City Council approved the Parks Capital Projects Plan which contains the blueprint for the development of park and recreation facilities for the City's planned growth and needs through 2031. City Council prioritizes funding for these projects with the adoption of each City budget.

Within the City of Fairfield there are 20 public (accessible to the general community) Community, Neighborhood or Pocket parks totaling 295.6 acres, including Green Valley Community Park which is currently under development. These parks include 15 neighborhood parks which are typically 5-7 acre parks serving a one-half mile radius and three larger community parks which include a variety of passive and active recreational facilities and are intended to serve a two-mile radius. The Fairmont neighborhood west of Pennsylvania Avenue has two pocket parks. In addition to neighborhood and community parks, Rockville Hills Regional Park provides a regional facility totaling 633 acres of open space. This park is primarily used for outdoor recreation, such as hiking and mountain biking. Citizens also have limited access to three additional open space areas totaling nearly 1,300 acres. In addition, Fairfield has a system of linear parks and trails established for purposes of walking, hiking, and bicycling. These trails often follow existing features like creeks, canals, bluffs, ridges, and utility right-of-ways. The City has constructed the Fairfield Linear Park between Solano Community College and Dover Avenue. This ten-foot wide pathway serves as a central intermodal spine on which a citywide system of trails will be built. The City of Fairfield also has several private neighborhood parks and recreation centers which are generally not open to the general public. The following table provides an inventory of existing parks and trails in Fairfield.

#### EXISTING PARKS WITHIN THE CITY OF FAIRFIELD (2007)

##### Community Parks:

<b>Facility</b>	<b>Location</b>	<b>Acres</b>
Allan Witt	West Texas St. and Fifth St.	46.6
Laurel Creek	Cement Hill Road	37.3
Cordelia	Gold Hill Road	48.0
<b>TOTAL</b>		<b>131.9</b>

##### Neighborhood Parks:

<b>Facility</b>	<b>Location</b>	<b>Acres</b>
Dover	East Travis Blvd. And Flamingo Dr.	8.5
Hillview	Atlantic Ave. and Marigold Dr.	5.4
Lee Bell	Travis Blvd. and Union Ave.	6.7
Mankas	Owens St. and Mankas Blvd.	5.7
Meadow	Meadowlark Dr. and Harte Pl.	4.0
Ridgeview	Silver Creek Rd., Cordelia	8.4
Rolling Hills	Hilborn Road	6.0

Sunrise	Camrose Avenue between Marigold Drive and Elmhurst Circle	6.9
Tabor	East Tabor Ave. at Manor Place	6.0
Tolenas	Tolenas Ave. and Catlin Dr.	8.2
Woodcreek	Astoria Dr. and Woodcreek Dr.	5.3
Veterans Memorial	Fairfield Ave. and Stratford Ln.	5.0
Vintage/Green Valley	Mangels Blvd. and Vintage Valley Rd.	6.0
Meadow Glen	Parkview Terrace and Hill Glen Drive	3.0
Gary Falati	Joseph Gerevas Drive at Falati Lane	6.8
<b>TOTAL</b>		<b>91.9</b>

**Pocket Parks**

Kentucky Street		0.20
Utah Street		0.20
<b>TOTAL</b>		<b>0.40</b>

**Private Parks**

- Green Valley Lakes
- San Marco Street
- Rancho Solano

**Linear Parks**

	<u>Acres</u>
American Canyon Creek Bike Trail	6.9
Laurel Creek Park Trail	5.0
Fairfield Linear Park	59.5
<b>GRAND TOTAL</b>	<b>295.6</b>

**Public Special Use Facilities**

Special use facilities are generally single purpose in nature, having a unique or important recreational purpose. Examples include the Fairfield Community Center, Fairfield Senior Center, and the new Fairfield Community Swim Center (Allan Witt Park). Other examples could include an environmental center, golf course, zoo, various types of sport centers and outdoor theaters.

**Private Facilities**

Private facilities include tennis clubs, fitness centers, golf courses, private schools and colleges and recreation facilities in new housing developments.

**Golf Courses**

The City operates two golf courses: Rancho Solano (204 acres) and Paradise Valley (190 acres). Both courses are used by local residents as well as visitors from throughout the region. Rancho Solano is Fairfield's first public golf course. The golf course contains 92 sand bunkers, five lakes, over 7,000 yards of championship play, large greens and a driving range. The course is complemented by a clubhouse consisting of a golf shop, bar and grill, fine dining, banquet facility and a private health and tennis resort. The Paradise Valley Golf Course contains 18 regulation golf holes, driving range, practice putting green, pro



shop, maintenance yard, equipment building and restroom, a restaurant/bar and banquet facility.

### **b. Projected Park Needs**

The General Plan has established for neighborhood parks a one-half mile radius standard and a population ratio of 1.5 acres of neighborhood park/1000 people. The General Plan Policy Document established a 2-acre/1000-population standard for community parks. In order to achieve the established population ratio, the Parks Capital Projects Plan estimates that under the projected 2031 population 165 acres of new park land is needed. Per the 2006 Parks Capital Projects Plan, the 165 acres of new park land required to support the projected population increase through 2031 will be met with nine neighborhood parks, an additional community park of 50 acres (Cordelia Community Park, which is being constructed in phases), and seven additional acres at Laurel Creek Park as well as the Great Park in the Train Station Specific Plan Area. Two neighborhood parks will be built by Lewis Operating Group as a condition of their development agreement, and the Train Station Specific Plan includes a broad range of neighborhood parks, pocket parks, and private recreational facilities designed to meet the needs of that community. The following list of proposed projects is an updated version of the list contained in the 2002 Parks Capital Projects Plan, which recommends that the development of new park and recreation facilities keep pace with the growth of the City. The list includes proposed community parks, neighborhood parks, and recreational facilities. Note that this updated list recognizes the new fiscal constraints faced by the City during the post-redevelopment era. Potential funding sources include development fees, Mello Roos District fees, grants, and private donations.

The City has identified a variety of other projects and types of projects designed to meet specific needs of the population. Many of these facilities do not have a completed design or scheduled date of construction.

- 3) Softball Fields (location unidentified)
- 4) Teen Center Facility (location unidentified)
- 8) Sports Center Facility (location unidentified)
- 9) Soccer Facility (location unidentified)
- 10) Additional Community Center (location unidentified)
- 11) Boys and Girls Club (tentative location Tabor Park)

### **c. Opportunities for Shared Facilities**

Because regional parks and natural areas attract visitors from throughout the Northern California region, cooperation among local governments, private organizations, and regional and state bodies is a preferred approach for managing such areas. The City has worked with several partners in open space issues, such as the California Coastal Conservancy, the Solano County Parks Department and neighboring cities. The City participates with the cities of Vallejo and Benicia and the County of Solano in the Tri City and County Cooperative Planning Group for Agricultural and Open Space Preservation. The Cooperative Planning Group is charged with preserving the land located roughly between the three cities and largely within the unincorporated County. The City also joined with Vacaville and the County to plan for the preservation of a buffer zone between Fairfield and Vacaville. In 1994, the two cities and the County entered into a joint powers agreement to form the Vacaville-Fairfield-Solano Greenbelt Authority (VFSGA). The agreement established general boundaries for the area and set forth preservation and land use goals including a buffer between cities, trail linkages, and Travis AFB protection.

The City also works with local and regional private nonprofit organizations. The Solano Land Trust, based in Fairfield, has taken a leading role in local open space planning. For example, the Land Trust worked with the Cooperative Planning Group to fund the purchase of over 6,000 acres of permanently preserved open space in the Planning Area. The Land Trust is currently working with the Cooperative Planning Group and the County of Solano to operate Lynch Canyon Regional Open Space.

**SECTION D:  
FINANCING CONSTRAINTS AND OPPORTUNITIES:  
GENERAL FINANCING METHODS FOR  
FACILITIES AND SERVICES**

## **AVAILABILITY OF FACILITIES AND SERVICES PROVIDED BY THE CITY**

The City Finance Department regularly prepares long-term forecasts of capital and operating budgets, including annual 10-year forecasts that are incorporated into the City's budget. These forecasts have consistently shown that the development fees and on-going revenue generated by new development provide adequate funding to maintain the infrastructure and services needed by residents. In the 2012-2013 time period there are unprecedented pressures on the financial resources of Fairfield and all other California municipalities due to the State of California's elimination of the Fairfield Redevelopment Agency, continued falling housing prices and slow new home development, and the continuing aftermath of mortgage credit crisis. These problems have exacerbated structural budget deficits. However, the City is moving to significantly reduce operating expenses. In the long-term the City is refocusing on core services and essential functions, such as fire, police and reduced public works. New development and annexations will continue to be analyzed for impacts on City facilities and services. For example, in the Train Station Specific Plan Area, a comprehensive funding program has been developed to finance the infrastructure and amenities needed for the buildout of the project. This fee program includes a Northeast Impact Fee and developer contributions.

The City's long-standing policy on capital improvements is that growth pays its own way (see Policies PF 2.1 to 2.3 in the General Plan Public Facilities and Services Element). Generally, as long as capacity is available, municipal utilities and services can be extended to annexed areas provided the property owner/developer is able to afford it. And, in general, new development pays its own way with regard to services and facilities and has a positive impact on the City's budget. However, if new development is located where it will be inefficient for the City to provide services, then provision of services could be more expensive than anticipated. A key component in the City's evaluation of an annexation proposal will be to ensure that facilities provided by the City can be efficiently provided. Therefore, it is important that future annexations be timed and located so that facilities can be extended in a cost-effective manner and with the least impact on the ability to serve development within the existing city limits.

The City of Fairfield typically uses a combination of funding sources to finance the construction of public facilities, including fees, taxes, bonds, developer contributions, special districts, and State/Federal programs.

### **Assessment Districts**

Assessment districts may be established by the City Council to finance needed public improvements. This establishment requires the approval of two-thirds of all property owners in the proposed district. With this approval, an assessment district issues bonds to pay for the improvements and assesses the property owners for the annual debt service of the bonds. Examples of projects financed this way include: storm drainage facilities, street improvements (curb, gutter, sidewalk, pavement), and water and sewer mains.

### **Benefit Districts**

Properties within a benefit district contribute funds as development occurs. When sufficient funds accumulate, improvements are built. Typically, after a majority of the properties develop, the remaining area is converted to an assessment district to fund the balance of the total costs so that the improvements can be completed before complete buildout of the district.

### **Construction License Tax**

The City collects a construction license tax at the time of issuance of building permits. Revenues from this tax are used solely for major streets, storm drains, bridges, and public facilities and buildings.

### **Park Impact Fees**

New residential development provides for new park facilities in three ways. The first is a tax on the number of bedrooms in each new housing unit collected at the time a building permit is issued. Revenues from this tax are used for the acquisition, improvement and expansion of public parks, playground, or recreation facilities. The second is through an ordinance adopted by the City in 1995 under the State's Quimby Act. The City's

Quimby ordinance requires that, as a condition of tentative subdivision map approval, subdividers must dedicate land, pay a fee in lieu, or provide private park development and maintenance. Dedication, fees or private parkland development must ensure the provision of at least 3.5 acres of park land per 1,000 new residents. The third funding source is an AB 1600 fee, which is described in the following section.

### **AB 1600 Fees**

AB 1600 fees are a set of four fees charged to new residential and commercial/industrial construction that pay for the cost of public infrastructure that serves the community at large. Separate fees are collected for “traffic impact”, “urban design”, “public facilities” and “park and recreation facilities.” The fees are based on a 30-year analysis of the City’s capital needs prepared in 1995. The City began to collect a portion of these fees in November 1995, and has collected the full fee since April 1998. The fees were reviewed in 2006 and revised to reflect actual costs and needed projects. An update is underway in 2012. The City is also preparing an AB 1600 fee analysis for the City’s northeast area to fund roads, the Linear Park, and other infrastructure projects

### **Developer Contributions**

Development and subdivision agreements between property owners and the City guarantee a certain amount or intensity of development for a specified period of time in exchange for certain obligations or performances clauses that the developer must satisfy.

### **Sewer and Water Connection Charges**

A fee is collected prior to connection to the Fairfield-Suisun Sewer District's system and the City's water system. The revenues are used for the acquisition and construction of sewer and water facilities.

### **Mello-Roos Districts**

With two-thirds property owner approval, the City or other special district (e.g., a school district) may levy a special tax to pay for any public capital facility. Its use is broader than assessment districts in the types of capital facilities that may be funded. It can also be used for certain types of operation and maintenance costs. Some of the services funded through Mello-Roos Districts include open space preservation, schools, parks, and police services. The City requires all new development to annex into the Mello Roos districts established for police, open space, and park services.

### **State and Federal Funding Sources**

There are additional funding sources from outside resources, primarily the State. These include the State Gas Tax, AB2928, Traffic Safety Revenue, and the Transportation Development Act. These funds, along with grants which may or may not require matching local funds, must be applied towards specific capital projects such as road resurfacing, or transit projects.

### **City Revenue Measure**

The City is considering a revenue measure for the November 2012 budget. This tax measure will provide funding to support the City’s operations and services. Without this revenue measure, further cutbacks in basic services, including parks, will be likely.

### **School Impact Fees**

Under California law, school districts commonly fund construction and rehabilitation of schools through one or a combination of the following sources:

- the school district's share of property taxes;

- state funding;
- special taxes (parcel taxes), including Mello-Roos district financing;
- general obligation bonds; and
- impact fees levied on new development.

Three methods are used to locally fund new school facilities: Mello-Roos funding, impact fees and bonds. With Mello-Roos funding, each homeowner in a Mello-Roos district pays an annual assessment to fund new school facilities. The Travis Unified School District has established two Mello-Roos districts. For the Travis Unified School District, the current Mello Roos fees and Current Travis Unified School District fees are \$2.437 /square foot plus an annual CFD assessment paid typically by the homeowner. Alternatively, the developer can choose to pay \$ 8.6539/sq/ft. up front with no future annual assessments.

Fairfield-Suisun Unified School District has established six Mello Roos Districts, which collectively cover much of the City. The District has established a “maximum” fee, but currently charges a lesser amount:

CFD	Current Special Tax	Maximum Special Tax
CFD No. 1	\$ 0.20 per SF	\$ 0.297 per SF
CFD No. 2		
Zone A	\$200.00 per parcel	\$375.00 per parcel
Zone B	\$ 0.105 per SF	\$ 0.20 per SF
CFD No. 4	\$ 0.12 per SF	\$ 0.23 per SF
CFD No. 5	\$ 0.25 per SF	\$ 0.57 per SF
CFD No. 6	\$ 0.43 per SF	\$ 0.57 per SF

All development outside of a Mello-Roos district will pay an impact fee for new school construction. Development impact fees were capped by state law (Proposition 1A, 1998) at a maximum of \$2.05 (with inflationary adjustments) per square foot of new residential construction and \$0.33 per square foot of commercial or industrial development (Government Code, section 65995); these are called “Tier 1” fees. Alternatively, school districts that prepare a school-need analysis and meet specific statutory requirements relating to year-round school attendance, past general obligation bond measures, number of portable classrooms, and outstanding debt may levy a higher development impact fee based on the results of the needs analysis (Government Code, section 65995.5); these are called “Tier 2” fees. Imposing Tier 1 or 2 fees is deemed to be full and complete mitigation of the impacts on the provision of adequate school facilities, and state law prohibits a city from denying a project on the basis of inadequate school facilities (Government Code, section 65995). Both school districts in Fairfield have established Tier 2 fees. In addition, in March 2002, the Fairfield-Unified School District passed a \$100 million bond measure that will fund maintenance and construction of new school facilities. In 2012, the School Development Fees for Fairfield-Suisun School District are 3.01/sq ft.. Travis Unified School District has established a development fee of \$4.89 /square foot for projects outside the Mello-Roos Districts.

### Solano County Fees

Solano County has established a development fee to fund construction of County facilities. The fee is currently collected by the Building Official in each of the County’s jurisdictions. As of April 1, 2012, the County Facilities Fee is \$9,150 per single family residence and \$8,656 8,435 per multifamily unit. The County also assesses a License Tax for each building permit. Current fees collected by the City Building Division are \$3,573 per single family unit and \$2,570 per multi family unit.



**SECTION E:  
COST-AVOIDANCE OPPORTUNITIES**

No overlapping or duplicative services have been identified. Water, storm drainage, public safety, recreation, and circulation are the responsibility of the City. Sewer and solid waste disposal have been identified as services that are most efficiently provided by outside contractors. In both cases, the contractors have the capability to provide service to other municipalities of Solano County as well. These contractors are examples of the cost benefit of shared facilities.

Local transit is another example of shared facilities. Solano Transportation Authority works with local municipalities, such as Fairfield, Vacaville, and Suisun in providing local and regional transit service. STA oversees the local transit systems and analyzes opportunities for improved connections and coordination between local cities and to regional services.

The City uses a well-defined budget procedure and competitive bidding process to avoid unnecessary costs in obtaining outside services and constructing capital improvements. The budget is prepared each fiscal year and includes a comprehensive 10-year projection as well.



**SECTION F:  
OPPORTUNITIES FOR RATE RESTRUCTURING**

The budget process includes an annual review of rates and fees related to each department. This ensures that rates remain reasonable while providing adequate revenue to support and maintain the services for which they are charged. The competitive bidding process for outside services, such as the solid waste disposal contract and the golf course management contract, ensure good service at reasonable rates from outside providers. Where fiscally advantageous, shared facilities or services are established, such as the sewer, landfill, and transit services. Fairfield has a lower tax burden than surrounding cities. Vacaville, for example has in addition to a utility tax, a parcel tax, a paramedic tax, and a parks assessment tax. Vallejo has a 7.5% Utility User Tax. Davis has 3 parcel taxes.

**SECTION G:  
GOVERNMENT STRUCTURE OPTIONS**

There are limited city services offered outside the current city limits and within the Sphere of Influence. Limited shared water service and police and fire mutual aid agreements are the exceptions. Services to these properties are provided either privately (septic tanks, wells, etc.) or by the County (Sheriff, etc). Development and the associated municipal services within the City occur on a pay-as-you-go basis and are typically paid for by developers or development fees. New development is generally limited by the County to urban lands, defined as land which is in the city limits. Annexation may only be approved if land is contiguous to city limits. Annexation must occur prior to connection to municipal services. Therefore future municipal services will only occur within city limits, and the Sphere of Influence is consistent with future service projections. The County of Solano is reviewing a new General Plan that maintains these general policy goals and objectives but may also result in more development in the unincorporated area outside the current Fairfield City Limits. In some specific cases, there may be agreements made to provide City of Fairfield services where the cost and feasibility allow and where private or alternative systems are infeasible. However, this will require specific approval by the voters of Fairfield and is not consistent with the current General Plan.

In addition, extension of any public services will require approval by Solano County LAFCO (Local Agency Formation Commission), which is responsible for extra-territorial provision of public utilities.

Within the City Limits, Solano Garbage Company and the Fairfield-Suisun Sewer District, a joint powers authority of the City of Fairfield and the City of Suisun City, provide additional public services. The Sewer District provides very limited service to customers outside of the city limits, due largely to the County limitation on rural versus urban development. Most properties outside city limits are served by individual septic tanks. Annexation would typically only be approved if the property is contiguous to city limits, and upon annexation, sewer district services would be extended. In rare cases where dire need is demonstrated, services may be extended without annexation, but only to those properties contiguous to existing services. Solano Garbage Company already serves both urban and rural properties. Annexation would likely not have a significant change to the service the company provides.

**SECTION H:  
LOCAL ACCOUNTABILITY AND GOVERNANCE**

The City of Fairfield prides itself on being an accessible government body and having open communication with its residents. In addition to the fully-disclosed budget, the City provides an annual report on the General Plan which outlines accomplishments and goals in meeting the policies of the General Plan. The Police Department also provides an annual report on public safety matters.

Fairfield is a general law city and has a Council-Manager form of government with a separately elected mayor and council. The council appoints the City Manager and Attorney. The Clerk and Treasurer are separately elected. The Council also appoints Planning, Community Service, and Youth Commissions. Public matters are discussed and voted on under the public hearing forum governed by the Brown Act. The Mayor keeps an office at City Hall for public accessibility.

A number of outreach programs keep communication open between the public and local government.

**Neighborhood Town Meetings:** In a proactive effort to be sure all neighborhoods are heard from, staff holds town hall meetings in various schools or public facilities throughout Fairfield. The City Manager attends each meeting presenting information and responding to questions and concerns.

**Channel 26:** The City owns its own cable TV channel. Public meetings are televised live and typically are rerun once.

**Website:** The City maintains a website which offers a community calendar, press releases, description of city departments and services, meeting minutes and agendas, and similar publications of interest, the city code and budget. The website also offers a communication system for submitting questions and receiving responses on City matters.

**Economic Development Updates:** The Community Development Department has four on-going programs to keep residents up-to-date regarding economic activity in Fairfield: a bi-weekly column in the local paper, periodic television segments on Channel 26, newsletters for the business community, and Business Seminars which are held four times a year.

**SECTION I:  
EVALUATION OF MANAGEMENT EFFICIENCY**

The City follows the Government Financing Officers Association and the California Society of Municipal Finance Officers' recommendations for best practices for budgeting. Fairfield's expenses do not exceed resources; priorities and issues are reviewed on an annual basis; a ten-year financial plan is in place with individual accounting for each City fund; and each fund has its own history and forecast. Operating budgets are controlled at the department level with line-item comparisons available for internal budget monitoring. Project budgets are adopted for capital project funds, with increases above 10% requiring additional Council approval. Debt service budgets are also reviewed and authorized by the Council. Perhaps the most illuminating evidence of management efficiency is outside accolade. In past resident satisfaction polls, over 90% of the residents of Fairfield agree Fairfield is a great place to live.

Fairfield is a progressive city known for its entrepreneurial style and is cited throughout the well-known book *Reinventing Government* for its innovative financial and management practices. Factual evidence of management efficiency is provided by the City budget. Necessary painful cuts have been identified and impacts on employees and essential services have been minimized to the extent possible.

The combination of resident satisfaction and sound financing demonstrates solid management efforts. It is achieved through regular evaluation and monitoring of city services, needs, and fiscal ability and open communication with the public.

Fairfield is a general law city, and was incorporated in 1903. It has a Council-Manager form of government with a separately-elected Mayor and four Council members elected at large to staggered four-year terms. The City Council appoints the City Manager and the City Attorney. The City Clerk and City Treasurer are separately elected. Department heads are appointed by the City Manager. The City is organized into seven departments: Public Works, Police, Fire, Community Development, Community Resources, Finance, and Administrative Services. In addition, City Administration comprises the executive, legislative and legal offices. There are three citizen commissions currently active whose members are appointed by the Council to fixed terms: Planning, Youth, and Community Services.

## **DEPARTMENTS**

### **City Manager's Office**

The mission of the City Manager's Office is to coordinate development and implementation of policy, transmit values, protect the integrity of the organization, maintain accountability to the public so that the organization can be effective in meeting the needs of the community and the City Council, develop employee resources, and promote professional and effective communications with citizens and the media. The law firm of Richards, Watson & Gershon serves as contract City Attorney.

### **Administrative Services Department**

The Administrative Services Department provides essential services and support to internal and external customers of the City of Fairfield in the areas of Employee Relations and Risk Management, by providing the City with well-trained and motivated employees, fostering their growth and professional development, ensuring adherence to fair, equitable and ethical personnel standards, and effectively managing risks to the City. Administrative Services consists of 6 full-time equivalent budgeted positions and has two divisions, Employee Relations and Risk Management.

### **Finance Department**

The mission of the Finance Department is to protect and enhance the City's financial security, provide sound fiscal information in support of City decision-making, and to provide high quality financial and information technology services. The Department was reestablished in the beginning of 2012. In so doing, Employee Relations and Risk Management remained part of the Administrative Services Department, while responsibility for the City's budget was moved from the City's Manager Office to the Finance Department. The Finance Department consists of 40 full-time equivalent employees. Since FY



07/08, the Department has been reduced by more than 10% including the loss of the Director of Finance in 2011.

### **Community Resources Department**

The Community Resources Department's mission is to shape our community's future by offering an array of programs and services that meet the needs of Fairfield residents. The department strives to provide resources for all aspects of daily life. Community Resources operates affordable housing programs, recreational classes, neighborhood improvement programs, senior services, sports and aquatics programs, and youth activities. The department manages the Aquatics Complex at Allan Witt Park, Sports Center at Allan Witt Park, Fairfield Center for Creative Arts, Fairfield Community Center, Fairfield Senior Center, neighborhood centers, and sports fields.

### **Community Development Department**

The mission of the Community Development Department is to protect, enhance, and expand the community's physical, environmental, economic, and historic assets, and to improve and expand its supply of affordable housing. The department is responsible for current and long-range planning, and economic development,. The staff has a wide variety of work experience in government, non-profit organizations, and the private sector. Their areas of specialization include real estate development, economic development, and business assistance, attraction, and retention.

### **Police Department**

The mission of the Police Department is "protecting the public from crime and disorder through quality service". The Police Department wholeheartedly subscribes to the City values of effective service, quality, trust, and the worth of the individual, innovation, future orientation, professional conduct, individual dignity, integrity, honesty and public trust. The department is organized into four divisions: Patrol, Investigations (including Quality of Life and Major Crimes), Support Services, and Administration.

### **Fire Department**

The mission of the Fire Department is to efficiently and effectively maintain the highest levels of fire and life safety services for our community, and to minimize loss of life and property damage. The department is comprised of professional and volunteer men and women that number 68 career personnel and 30 volunteer firefighters. The department is organized into five service divisions. These divisions are designed to provide an effective and high quality delivery of emergency and support activities directed to meet the department's mission.

### **Public Works Department**

The mission of the Public Works Department is to "provide prompt, courteous service to the citizens of Fairfield and to design, build, maintain and operate facilities in the City of Fairfield for the maximum level of service." The management team comes from diverse academic backgrounds, including public works administration, public contract law, sanitary engineering, construction practices, water law, quality control, property acquisition, relocation assistance, and transportation planning and operation. The department consists of five functional areas: Administration, Building, Engineering, Operations, Water and Transportation. The Public Works Department maintains approximately 70,000 trees, 263 miles of sewer mains, 380 miles of water mains, 13,500 street lights, over 80 traffic signals, and produces up to 37 million gallons per day (mgd) of treated water.