



CITY OF DIXON MUNICIPAL SERVICE REVIEW

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Prepared for:

Solano County
Local Agency Formation Commission

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Acronyms and Abbreviations

AB	Assembly Bill
ABAG	Association of Bay Area Governments
ADA	Americans with Disabilities Act
AFY	acre-feet per year
AWT	Advanced Wastewater Treatment
CAD	Computer Aided Dispatching
CAL FIRE	California Department of Forestry and Fire Protection
Cal ISO	California Independent System Operator
CARB	California Air Resources Board
CDOF	California Department of Finance
CEQA	California Environmental Quality Act
CIWMB	California Integrated Waste Management Board
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CWD	County Water District
DSWA	Dixon Solano Water Authority
EMS	emergency medical services
FEMA	Federal Emergency Management Agency
FY	fiscal year
GPM	gallons per minute
HazMat	hazardous materials
HCF	hundred cubic feet
ISO	Insurance Services Office
JPA	Joint Powers Agreement
LAFCO	Local Agency Formation Commission
MCIWPC	Mendocino County Inland Water and Power Commission
MG	million gallons
MGD	million gallons per day
MSR	Municipal Service Review
O&M	Operation and Maintenance
PCI	pavement condition index
PMP	Pavement Maintenance Program
PPD	pounds per person per day
PUD	Public Utility District
RDA	Redevelopment Agency
ROPS	recognized obligation payment schedule
SB	Senate Bill
SOI	Sphere(s) of Influence
SWS	Solid Waste Systems
TTS	total suspended solids
ACOE	United States Army Corps of Engineers
UWMP	Urban Water Management Plan
VLF	vehicle license fee
WWTF	wastewater treatment facility
WWTFP	wastewater treatment facility plan

Section 1: Introduction

1.1 – Role and Responsibility of LAFCO

The fundamental role of a Local Agency Formation Commission (LAFCO) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The CKH requires all LAFCOs, including Solano LAFCO, to conduct a Municipal Service Review (MSR) prior to updating the spheres of influence (SOI) of the various cities and special districts in the County (Government Code Section 56430). CKH requires an MSR to remain relevant and sufficient to provide for an update to the Sphere of Influence (SOI) at least once every five years. The focus of this MSR is to provide Solano LAFCO with all necessary and relevant information related to services provided by the City of Dixon.

1.2 – Purpose of the Municipal Service Review

This MSR provides Solano LAFCO with an informational document used in making determinations for each of the seven elements prescribed by CKH. This MSR evaluates the structure and operation of the City and discusses possible areas for improvement, coordination, and other relevant information necessary to assess updates to the SOI. The purpose of the MSR is to collect data in order to provide a comprehensive analysis of service provision by the City of Dixon (Exhibit 1). The MSR will also identify and discuss services provided in surrounding unincorporated areas which may be considered for inclusion in the City's SOI. Key sources for this study included agency-specific information gathered through a questionnaire, City and County general plans, websites, financial reports, agency audits, research, personal communication, and the Municipal Service Review Guidelines published by the Governor's Office of Planning and Research.

The report contains one section for each of the following seven elements as prescribed by CKH:

- 1. Growth and Population Projections for the Affected Area.** This section presents demographic data on the community and reviews projected growth within the existing service boundaries of the City, including analysis of the City's plans to accommodate future growth.
- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.** A disadvantaged community is defined as one with a median household income of 80 percent or less of the statewide median income. Areas meeting this definition are cited and discussed relative to service provision and environmental justice.
- 3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies.** This section

discusses the services provided including the quality and the ability of the City to provide those services, and it will include a discussion of capital improvement projects currently underway and projects planned for the future where applicable.

4. Financial Ability of Agencies to Provide Services. This section reviews the City's fiscal data and rate structure to determine viability and ability to meet service demands. It also addresses funding for capital improvement projects.

5. Status of and Opportunities for Shared Facilities. This section examines efficiencies in service delivery that could include sharing facilities with other agencies to reduce costs by avoiding duplication.

6. Accountability for Community Service Needs, including Government Structure and Operational Efficiencies. This section examines the City's current government structure, and considers the overall managerial practices. It also examines how well the City makes its processes transparent to the public and invites and encourages public participation.

7. Matters Related to Effective or Efficient Service Delivery Required by Commission Policy. This section includes a discussion of any Solano LAFCO policies that may affect the ability of the City to provide efficient services.

1.3 – Uses of the Municipal Service Review

The MSR is used to identify and evaluate the operations of a local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Government Code Section 56375 allows LAFCO to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or initiating a change of organization.

Studies in anticipation of a change of organization are useful to identify potential issues that may arise during the process. Issues can range from legal barriers to fiscal constraints to concerns of residents and landowners. The MSR provides LAFCO Commissioners a comprehensive analysis of service provision within an area or service provider, providing assistance to LAFCO decision makers in the consideration of proposed SOI changes. In evaluating the proposed SOI, the MSR provides the information necessary to determine if the agency has the capability to serve a larger area. The MSR discusses the financial condition of the City, its source of revenues, and its projected expenses. It also includes a discussion of the projected infrastructure needs that would allow for expansion of those services. The MSR, however, does not address California Environmental Quality Act (CEQA) requirements for the SOI update, as discussed below in Section 1.5. SOI Updates are a project under CEQA and require documentation and analysis under the provisions of that law.

Through its determinations, the MSR can recommend changes of organization: consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization may also require an environmental review, a property tax sharing

agreement, and an election, as specified in Government Code sections particular to the service providers affected by the decision.

1.4 – Sphere of Influence

The Sphere of Influence (SOI) is defined as “a plan for the probable physical boundaries and service areas of a local agency” (Government Code 56076). The SOI represents one of the most important tools LAFCO uses to “carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies” (Government Code Section 56425).

LAFCO is required to adopt an SOI for each city and special district in the County. The SOI serves much the same function for LAFCO as general plans serve for cities and counties: it guides the Commission in its consideration of annexations and other forms of reorganization. The sphere represents the logical extent of the agency’s boundary in the next 5 to 10 years. LAFCOs individually consider the length of time that the SOI covers, but must consider potential growth for at least five years. When adopting the SOI, the Commission must make the following determinations:

- **Present and planned land uses in the area.** This consists of a review of current and planned land uses, including agricultural and open-space, based on planning documents.
- **Present and probable need for public facilities and services.** This includes a review of the services available in the area and the need for additional services.
- **Present capacity of public facilities.** This section includes an analysis of the capacity of public facilities and the adequacy of public services that the City provides or is authorized to provide.
- **Social or economic communities of interest.** This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the City. These are areas that may be affected by services provided by the City or may be receiving services in the future.
- **Present and probable need for services to disadvantaged communities.** This section considers services to disadvantaged communities, defined as populated areas within the SOI whose median household income is less than or equal to 80 percent of the statewide median income.

A sphere of influence may be amended or updated by the Commission at any time. An amendment is a relatively limited change to the SOI to accommodate a specific project. Amendments can add or remove territory, address a change in provision of services by an agency, or revise a plan for services when it becomes impractical. An update is a comprehensive review of the SOI that includes the map and relevant portions of one or more MSRs. The review allows for the identification of areas that are likely to receive services and to exclude those territories that are not or will not be served in the SOI.

1.5 – California Environmental Quality Act (CEQA)

Public Resources Code Section 21000, *et seq.*, also known as the California Environmental Quality Act (CEQA), requires public agencies to evaluate the potential environmental effects of their actions. This MSR is exempt from CEQA under Class 6 categorical exemption. CEQA Guidelines Section 15306 states that “Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource.”

Establishment of the SOI is not exempt. As the lead agency, LAFCO may prepare an Initial Study to determine whether a Negative Declaration, a Mitigated Negative Declaration, or a full Environmental Impact Report is needed to satisfy CEQA.

Section 2: Executive Summary

2.1 The Municipal Service Review

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The report contains one section for each of the following seven elements as prescribed by CKH:

- 1. Growth and Population Projections for the Affected Area.** This section presents demographic data on the community and reviews projected growth within the existing service boundaries of the City, including analysis of the City's plans to accommodate future growth.
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- 3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies.** This section discusses the services provided including the quality and the ability of the City to provide those services, and it will include a discussion of capital improvement projects currently underway and projects planned for the future where applicable.
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7. Matters Related to Effective or Efficient Service Delivery Required by Commission Policy. This section includes a discussion of any Solano LAFCO policies that may affect the ability of the City to provide efficient services.

The MSR is used to identify and evaluate the operations of a local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Through its determinations, the MSR can recommend changes of organization: consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization may also require an environmental review, a property tax sharing agreement, and an election, as specified in Government Code sections particular to the service providers affected by the decision.

2.2 City Profile

The City of Dixon is an incorporated city of approximately 18,660 residents, located along I-80 in eastern Solano County. The City operates with a variety of municipally provided services, supplemented by Special Districts and state agencies. The City's General Plan was adopted in 1993, with multiple updates to the Housing Element in intervening years. The City has initiated an update of its General Plan which is anticipated to be completed in late 2016.

2.3 Growth and Population Projections

Implementation of the General Plan is sufficient to accommodate a buildout population of approximately 20,325 residents. The rate of growth within the City is regulated by Dixon's "Measure B" growth management program with some exceptions for affordable and senior housing. This limits the number of new dwelling units in a given year to three percent or less of the total number of housing units existing in Dixon on December 31 of the previous year. The City has identified one area of approximately 93 acres at the intersection of I-80 and Pedrick Road for potential annexation in the next five years.

2.4 Disadvantaged Unincorporated Communities

No disadvantaged unincorporated communities meeting the California definition exist within the City of Dixon or in areas immediately surrounding the City.

2.5 Present and Planned Capacity of Public Facilities

The municipal departments and special districts responsible for providing service each maintain infrastructure, reserves, supplies, and associated capacity to continue provision of necessary and critical public services to the residents of Dixon. No outstanding issues have been identified which pose a significant threat to continued service at locally adopted thresholds or levels of service.

2.6 Financial Ability to Provide Services

The City's General Fund, special funds, grants, and collected fees are sufficient to provide for ongoing services to Dixon residents. No fees or other financing tools were identified as inconsistent with State law or standard practice in California.

2.7 Status and Opportunities for Shared Facilities

A variety of services are provided in coordination with regional providers, or include significant coordination in either planning or implementation. No outstanding opportunities for shared facilities in addition to existing arrangements were identified.

2.8 Government Structure and Accountability

The City is operated under a traditional City Manager/City Council form of government, with municipal departments to address major operational issues of local government. Regular meetings are held and open to the public, with standard methods of providing information and accessibility to residents.

2.9 LAFCo Policies Affecting Service Delivery

LAFCO's sphere policy has the potential to affect service delivery. The new sphere policy allows for near term and long term spheres, where the near term sphere includes territory that will be proposed for annexation in the next five years. The long term sphere is designed to include territory that will be served in the next 5 to 20 years.

Section 3: City Profile

City Background

Dixon is located along the Interstate 80 (I-80) corridor in central Solano County, 19 miles west of Sacramento and approximately 67 miles northeast of San Francisco. The city covers an area of approximately five square miles and has approximately 18,660¹ residents. All of the land within the City's limits currently lies south of I-80. The City is bisected by State Route (SR) 113 which runs north-south through the center of the City. Dixon is bordered on all sides by agricultural lands. The City of Davis is located five miles northeast along I-80, and the City of Vacaville is located approximately seven miles southwest along I-80.

Indigenous peoples utilized what is now the Dixon area for many years before the first European settlers arrived. In 1840, the Mexican governor of the territory gave four Mexican leagues in an area then known as the Rancho Los Putos (located in the extreme northern portion of what is now Solano County) to William Wolfskill. John Wolfskill was sent to the area to settle the land claim, and arrived on the Solano County side of Rio Los Putos with some cattle. By the 1850s, traffic between San Francisco and Sacramento through what is now the Dixon area had increased as a result of the Gold Rush. Elijah S. Silvey first built a house and corral, and later a general store to serve travelers passing through the area. A blacksmith shop was built in what had come to be known as Silveyville, and in 1856 another store was built in the area. By 1865, there were approximately 150 people living in Silveyville.

In the late 1860s, the town of Silveyville was moved to a new location around the railroad line approximately three miles away, on a ten-acre site donated by Thomas A. Dickson. The town became known as Dixon, and began to grow, supported by farms in the vicinity.

Dixon General Plan

A General Plan is the guiding document for a City relative to growth and development of all land uses and services within the municipal boundaries. The City of Dixon's General Plan was adopted in 1993, with periodic updates to address changes in State law, local conditions, and land use priorities. The Housing Element was updated in 2009, with a subsequent update due in early 2015. As described in the General Plan's Mission Statement, the main objective of the General Plan "is to develop a balanced community that will provide residents with a wide range of housing, employment, recreational, shopping and cultural opportunities." The full General Plan is anticipated to undergo a comprehensive update upon funding availability.

¹ 2012 Population Estimate, United States Census Bureau.

California Planning Law (Government Code Section 65302) requires the City to “adopt a comprehensive, long-term general plan for the physical development of the ... city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning.” The General Plan must establish development policies in the areas of land use, circulation, housing, conservation, open-space, noise, and safety. The efficient provision of urban services to areas within the City limits is important to the City’s ability to conform to these policies. In particular, the following “Fundamental Goals” of Dixon’s General Plan directly relate to the MSR:

- To control growth based on the capability of local service networks to adequately support it.
- To provide adequate local services in the most cost-effective manner.
- To protect existing agriculturally-related operations from potential land use conflicts.

Implementation of the General Plan is sufficient to accommodate a buildout population of approximately 20,325 residents. The rate of growth within the City is regulated by Dixon’s “Measure B” growth management program with some exceptions for affordable and senior housing. This limits the number of new dwelling units in a given year to three percent or less of the total number of housing units existing in Dixon on December 31 of the previous year. Developers must obtain a residential development allocation from the City before their projects may be considered for approval.

The General Plan includes a number of policies related to urban growth and development, and therefore to the MSR. These include the following:

- The City shall ensure that urban development occurs only within the incorporated portion of the Planning Area, and that land proposed for such development will be annexed by the City before final development approval is given. In the unincorporated sections of the Planning Area, beyond the edge of proposed future urbanization, the existing rural character and agricultural uses shall be maintained and preserved at least until the year 2010. The County of Solano should prohibit urban development within the Dixon Planning Area outside the Dixon city limits, unless it is specifically endorsed by the City of Dixon and fully consistent with the provisions of Solano County Proposition “A” and the Solano County General Plan. (Policy II.E.3)
- The City shall ensure that future residential growth takes place in or adjacent to areas where development has already taken place, and that future commercial and industrial growth takes place at strategic locations. (Policy II.E.4)
- The City shall phase development in an orderly, contiguous manner in order to maintain a compact development pattern and to avoid premature investment for the extension of public facilities and services. New urban development shall occur only in areas where municipal services are available and where adequate service capacity exists. In areas where proposed development would require major new facility expansion to ensure the provision of municipal services,

adequate service capacity should be in place prior to the approval of the proposed development. (Policy II.E.5)

- The City shall manage growth to the extent that the local service networks can support it. (Policy II.E.6)
- The City shall ensure that new development will pay all of the incremental public and facility costs which it generates. (Policy II.E.7)
- The City shall focus future growth initially in areas already designated as appropriate locations for such growth, in the interest of providing services in the most cost-effective manner. (Policy II.E.8)
- The City shall identify agriculture as an acceptable interim use on land in the unincorporated portions of the Planning Area which have been designated for ultimate development in residential, commercial, industrial, or institutional use. (Policy II.E.9)
- The City shall encourage the maintenance of agricultural uses in all undeveloped areas designated for future urban use, especially in the areas designated for future industrial uses. (Policy II.E.10)

Section 4: Growth and Population Projections

Population Information

Dixon has grown steadily over its recent history, from a community of 4,400 people in 1970 to approximately 18,660 in 2012. This expansion is testimony to the City's favorable location, desirable living environment, and commitment to managed growth. Historic growth figures are contained in Table 4-1, Historic Growth Figures, below.

Table 4-1. Historic Growth Figures 1970–2010

Year	Population	Housing Units	Population per Household
1970	4,432	not available	not available
1975	4,820	not available	not available
1980	7,541	not available	not available
1985	9,250	not available	not available
1990	10,417	3,472	3.0
1995	12,574	4,282	3.0
2000	16,103	5,172	3.16
2010	18,351	6,172	3.00

Source: California Department of Finance, Report E-4; California Department of Finance, Report E-5; 2010 United States Census; 1993 Dixon General Plan.

Projection of Housing and Population at Buildout of Dixon General Plan

The City's Generation Plan sets for the housing and land use policies for consideration of new growth of housing within the City. The most current projections for housing demand in the City come from ABAG, through the One Bay Area planning process. Table 4-2 below shows a limited projected housing increase over the next 25-30 years.

Table 4-2 ABAG Housing Unit Projections 2010-2040

City	2010 Employment Estimate	2040 Employment Projection	Jobs Created 2010-2040	% Growth
Dixon	6,170	6,660	480	8%

In addition to normal approval processes for new homes and subdivisions, City residents have also adopted a growth control ordinance to ensure that the local desires for maintaining small town character are upheld. The rate of Dixon's growth is held to three percent per year by "Measure B," which limits the number of housing allocations that the City may grant each year.

Annexations since 1980

Following is a list of annexations to Dixon since 1980. (also see Figure 4, City of Dixon Annexation Map) The annexation process includes review by Dixon's City Council and the 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.

YEAR	NAME	ACRES
1981	Kenneth M. Aoyama, Ag West Inc.	20
1985	Pitt School	7
1986	Dixon Sewer Plant	197
1988	Gill, Wiegand, Macedo, and Nishikawa	472
1988	Pheasant Run	149
1988	Collier Manor Unit 3	10
1995	Northeast Quadrant	705
1996	Southwest Dixon	590
1996	Southpark and Porter Pond	377
1996	Pond B	29
1996	Waste Water Treatment Plant	134
2005	Brookfield/High School	214
2005	Milk Farm	62
2006	Timm/Dixon Community Church	5
2010	West Parkway Plan	76
2013	West Parkway Infill Plan	19

Sphere of Influence Amendments

The following is a history of Dixon's SOI.

1973	Original Sphere Established
1995	Reduced/Revised Sphere Approved LAFCO Resolution 95-05
1996	Added Pond B, October 1996
1996	Added Pond A, with SouthPark Annexation
1996	Added Dixon Sewer Ponds LAFCO 96-21 & 96-22

Employment Projections

ABAG is a regional planning agency covering the nine county San Francisco Bay Area. As part of its One Bay Area planning process, ABAG developed housing and employment projections for each of the 101 cities and nine counties within its service area. Employment projections, shown below in Table 3-1, indicate that Dixon will continue to develop new jobs at a limited pace. Housing unit projections provided in Table 3-2 suggest a limited incremental increase in housing to accommodate growth.

Table 4-3 ABAG Employment Projections 2010-2040

City	2010 Employment Estimate	2040 Employment Projection	Jobs Created 2010-2040	% Growth
Dixon	4,460	5,780	1,310	29%

Existing General Plan Policies Regarding Annexation

The City's General Plan documents the availability of and strategy for growth, and identifies planned annexations or expansion areas over the remaining lifetime of the City's General Plan. The Urban Growth Strategy contained herein is important to ensure that the City develops in an orderly and efficient manner consistent with the General Plan. The following policies are included in the General Plan to guide annexation and SOI changes.

Policy II.E.3: The City shall ensure that urban development occurs only within the incorporated portion of the Planning Area, and that land proposed for such development will be annexed by the City before final development approval is given. In the unincorporated sections of the Planning Area, beyond the edge of proposed future urbanization, the existing rural character and agricultural uses shall be maintained and preserved at least until the year 2010. The County of Solano should prohibit urban development within the Dixon Planning Area outside the Dixon city limits, unless it is specifically endorsed by the City of Dixon and fully consistent with the provisions of Solano County Proposition "A" and the Solano County General Plan.

Planned Growth Areas

New growth in the City of Dixon can be divided into four different types: development within the Northeast Quadrant Specific Plan and Southwest Dixon Specific Plan areas; new and infill development within the balance of the existing City limits; development along the north side of I-80; and development of remaining lands to the southeast and northeast within the SOI. Figure 5, Planned Growth, shows the four areas of planned growth.

The Northeast Quadrant Specific Plan area is slated for highway commercial, community commercial, planned light industrial and professional and administrative office uses. According to the 1995 specific plan, which has been amended a number of times, most recently in June of 2009, the primary goal of the specific plan land uses are "to provide a variety of employment site opportunities and to provide a retail and service center for the residents of Dixon, the employees in the area and the travelers on I-80." In 2010 the City received an Economic Development Administration (EDA) grant to construct a new well and storage tank that is needed before additional development can take place.

The Southwest Dixon Specific Plan area is slated for single family residential, multiple family, neighborhood commercial and highway commercial. According to 2005 specific plan, the primary goal of the specific plan land uses are “establish a mix of employment, commercial and residential uses in the Plan Area”. The property owners are investigating ways to finance the needed infrastructure.

Development within the existing city limits, including the City’s core, will include re-planning, redesigning, and developing undeveloped areas; assembling land into parcels suitable for modern, integrated development; and the establishment and implementation of performance criteria for new development). All development proposals are subject to review and approval based on the City’s General Plan and applicable development ordinances.

Four areas north of I-80 at interchanges, which are spaced out along the corridor as it passes through Dixon (including the Pedrick Road interchange area that also encompasses some land south of the freeway), are currently planned for annexation and highway commercial development.

Potential Annexations

Five areas, totaling approximately 803 acres, have been identified as probable annexations to the City of Dixon in the City’s General Plan. One area, (I-80/Pedrick Road, identified further below) of approximately 93 acres, has been identified with the potential to be annexed within the five years planning horizon of this Municipal Service Review. The balance of the City’s potential annexation areas are listed as likely to be annexed beyond the five-year planning horizon.

A. I-80/Schroeder **approximately 64 acres**
0 potential dwelling units

This site is located north of I-80, straddling Dixon Avenue West, and is adjacent to the southwestern corner of Dixon’s current city limits. The site currently houses a gas station, a mini-market, a fruit stand, and a strawberry field. It is designated for Highway Commercial development in the City’s General Plan.

B. I-80/Pitt School **approximately 51 acres**
0 potential dwelling units

This site is located north of I-80, partially bisected by Pitt School Road, on the north side of the Pitt School highway on- and off-ramps. It is adjacent to Dixon’s current city limits. The site is vacant and is designated for Highway Commercial development in the City’s General Plan.

C. I-80/Northwest of Milk Farm **approximately 16 acres**
0 potential dwelling units

This site is located northwest of the I-80/Highway 113 interchange, and is adjacent to the City of Dixon’s current city limits as well as the proposed Milk Farm development. The site

is currently used for agriculture and is designated for Highway Commercial development in the City's General Plan.

D. I-80/Pedrick Road

**approximately 93 acres
0 potential dwelling units**

This site is located adjacent to the existing City of Dixon city limits, north and northwest of the northern corner of the Northeast Quadrant, in the northeast corner of the city. It straddles I-80 at the Pedrick Road on- and off-ramps. The western portion of the site includes approximately 76 acres that are currently used for two gas stations and a produce market. The eastern portion of the site is 17 acres and contains a Caltrans municipal yard. Both portions of the site are designated for Highway Commercial development in the City's General Plan.

E. Pedrick Road Area

**approximately 589 acres
Uncertain potential dwelling units**

This site is located south of Vaughn Road, east of the existing city limits and west of Pedrick Road (a small portion of the site extends north of Vaughn Road). The railroad line forms the northwestern edge of the site. It is adjacent to the current city limits. The site is currently used for agricultural fields. The northern portion of the site (see Figures 1 and 3) is designated as planned industrial and the southern portion is designated for Future Residential development.

Agricultural Protection

There are prime agricultural lands within the city limits of Dixon. The City is located within an agricultural area and there are undeveloped parcels within the City limits that are prime lands.

The current SOI boundaries, outside of city limits, encompasses a portion of a property that is under Williamson Act contract (see Figure 6, Williamson Act Contracts). Table 6, Williamson Act Contracts, lists the contract number, acreage within the SOI, Williamson Act status, and assessor's parcel number of each property.

Table 4-4. Williamson Act Contracts within Sphere of Influence

Contract Number	Status	Assessor's Parcel Number	Acreage of Property Under Contract
1130	Active	113-010-100	20 acres

This agricultural land is considered to be prime farmland. Also, all other parcels within and outside the SOI (whether under Williamson Act contracts or not) are classified as prime farmlands as identified in the City's 1993 General Plan. The Plan addresses agriculture in two different elements. Following are the goals and policies aimed specifically at protecting prime agricultural lands.

Urban Development and Community Design Element Policy II.E.3

The City shall ensure that urban development occurs only within the incorporated portion of the Planning Area, and that land proposed for such development will be annexed by the City before final development approval is given. In the unincorporated sections of the Planning Area, beyond the edge of proposed future urbanization, the existing rural character and agricultural uses shall be maintained and preserved at least until the year 2010. The County of Solano should prohibit urban development within the Dixon Planning Area outside the Dixon city limits, unless it is specifically endorsed by the City of Dixon and fully consistent with the provisions of Solano County Proposition “A” and the Solano County General Plan.

Urban Development and Community Design Element Policy II.E.9

The City shall identify agriculture as a [sic] acceptable interim use on land in the unincorporated portions of the Planning Area which have been designated for ultimate development in residential, commercial, industrial or institutional use.

Urban Development and Community Design Element Policy II.E.10

The City shall encourage the maintenance of agricultural uses in all undeveloped areas designated for future urban use, especially in the areas designated for future industrial uses.

Urban Development and Community Design Element Policy II.E.11

The City shall restrict land uses north and west of Interstate 80 to agricultural use, except as otherwise provided in the General Plan.

Urban Development and Community Design Element Policy II.E.12

The City shall encourage agriculture and the preservation of open space between Dixon and Vacaville, and between Dixon and Davis, to maintain community integrity and urban form.

Natural Environment Element Policy III.E.1

The City shall preserve agricultural lands and prevent their premature conversion to urban uses.

Natural Environment Element Policy III.E.2

The City shall protect existing agriculturally-related operations from potential land use conflicts.

Additionally, the outline of Dixon’s city limits reflects the City’s commitment to agricultural preservation. The City contains a compact city center. The City’s total area is relatively small, and for the most part excludes active agricultural lands except some large parcels in the southwest and northwest quadrant areas where development has yet to occur. As provided in the General Plan, annexations have been contiguous with existing areas of development.

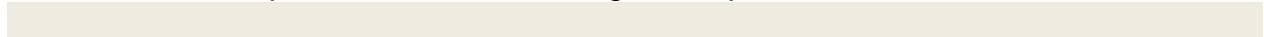
The General Plan map includes a designation intended to conserve and protect agriculture. The Agricultural (A) designation is applied to all land within the Dixon Planning Area which has not been designated for urban development.

Determinations:

4.1 The population of the City was estimated at 18,660 in 2012.

4.2 Measure B permits of 3% annual growth. At that rate the projected population would be 23,138 by 2020.

4.3 There are five areas identified in the General Plan for development and potential annexations. Of the five only the Pedrick Road area, consisting of approximately 589 acres, has the potential for new housing development.



Section 5: Disadvantaged Unincorporated Communities

In 2011, the legislature passed SB 244, which was signed into law and became effective January 1, 2012. The new law added a seventh area to evaluate in the MSR. SB 244 requires identification of disadvantaged unincorporated communities that lie within the City's SOI, or the proposed SOI.

By definition, a disadvantaged unincorporated community consists of at least 10 dwelling units in a fringe, island, or legacy community with a median household income of 80 percent or less of the statewide median household income. It further defines an unincorporated fringe community as any inhabited and unincorporated territory that is within a city's sphere of influence. An unincorporated island community is defined as any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean. An unincorporated legacy community means a geographically isolated community that is inhabited and has existed for at least 50 years. There are no island communities or legacy communities in the existing sphere or surrounding areas.

Determination:

5.1 There are no disadvantaged unincorporated communities adjacent to the city boundaries or in the sphere.

Section 6: Present and Planned Capacity of Public Facilities

A variety of services are considered necessary for development of urban land uses. The services available to Dixon are provided by a mix of public and private entities, including City and County government, private companies, and special districts. A description of the services and their providers is listed below, and an analysis of the services provided by the City follows in greater detail.

	City of Dixon	County of Solano	Dixon- Solano WA	Cal Water	Recology Dixon	CalTrans	Solano Trans. Auth.	PG&E	Spec. District
Water			X	X					
Wastewater	X								
Drainage and Flood Control	X								
Solid Waste Disposal					X				
Roadways and Transportation	X					X	X		
Law Enforcement	X								
Fire Protection	X								
Parks and Recreation	X								
Electricity and Natural Gas								X	
Vector Control									X
Cemetery									X

6.1 – Service Provider Overview

Services provided by the City of Dixon include: water, wastewater, drainage and flood control, law enforcement, fire protection, public works, and parks.

Water and transportation services are each provided by multiple agencies. Water services are provided two entities. The first is the City of Dixon, as of August 11, 2014, formerly provided by Dixon-Solano Water Authority (DSWA), a joint powers authority between the City of Dixon and the Solano Irrigation District (SID). The second is the California Water Service Company (Cal Water), a public water company. Transportation services are provided by a range of public and private providers, including the City of Dixon (local roadways and curb-to-curb transit services), the California Department of Transportation (highways), Union Pacific Railroad and Capital Corridor (rail services), and the Solano Transportation Authority (transit).

Services provided by private providers include: Solid waste collection and disposal are provided by Recology Dixon, a private contractor. Electricity and natural gas services are provided by Pacific Gas & Electric Company (PG&E), an investor owned utility serving the majority of northern California communities.

Finally, a variety of services are provided by special districts. These districts provide service regardless of municipal boundaries, and are therefore not considered in this analysis. These include providers of cemetery and vector control services.

6.2 - Water Supply and Distribution

Service Area Boundaries and Existing Capacities

Water is supplied within the Dixon planning area by two water purveyors. Figure 7, Water Service Area, shows the service area of each. A joint agreement between the City of Dixon and the Solano Irrigation District (SID) created the Dixon-Solano Municipal Water Service, which later became Dixon-Solano Water Authority (DSWA)), which served development in the Dixon Industrial Park, the Watson Ranch Subdivision, the Pheasant Run Subdivision, the Northeast Quadrant, Brookfield Subdivision and portions of the West A Street Assessment District and the Regency Park, Connemara, and Valley Glen subdivisions. On August 6, 2012 the City of Dixon began the dissolution of DSWA agreement and assumed operations and maintenance of the water system on August 11, 2014. The City of Dixon is eventually expected to supply water to most newly developing portions of the Dixon planning area. The California Water Service Company (Cal Water) serves the rest of the developed land within the core of the City, including the City's downtown area. Future water service by this company is limited to current service boundaries. Irrigation water in the City planning area is supplied by SID.

Both suppliers deliver groundwater from naturally-occurring aquifers; therefore, neither supplier needs to contract with other water agencies for entitlements. The groundwater level was the subject of a SID Board meeting on June 17, 2014 (agenda item number 4.4). Per the report, "One of the fundamental conclusions of these reports is that there is no current over drafting of the groundwater basin." Groundwater quality in the area is very good, with natural filtration taking place as water percolates through the porous layers of the soil. Very little treatment is required to ensure a safe, palatable water supply. Chlorine is added to the domestic water supply to provide residual disinfection in system pipelines. Although well below the limits set for potable water health standards, the salt content of the groundwater supply does contribute to the groundwater degradation at the City's wastewater disposal facilities. The Central Valley Regional Water Quality Control Board adopted updated Waste Discharge Requirements and an updated Cease and Desist Order on August 8, 2014 facilitating the process for the City to upgrade the wastewater treatment facility to an activated sludge treatment process. Additionally, with the State's adoption of the Hexavalent Chromium (Cr VI) maximum contaminant level of 10 ppb, the City will need to provide a level of wellhead treatment to achieve compliance within the distribution system.

The City currently operates five wells, while Cal Water operates nine wells. At some facilities the wells pump directly into the distribution system. At others, storage is provided by aboveground steel tanks.

There are three metered interconnections between the City distribution system and the Cal Water distribution system. These provide a backup source of water in case either system experiences low system pressures or inadequate supplies.

The City sponsors water conservation education programs. In 2009 the City instituted a mandatory water softener replacement program to reduce salt in City wastewater.

Critical Thresholds and Availability of Services

City (formerly DSWA)

At General Plan build-out, demand for water within the City (formerly DSWA) service area is estimated at an average daily demand (ADD) of 4,537 gallons per minute (gpm) and a maximum daily demand (MDD) of 10,026 gpm (DSWA 2000). The MDD is the flow that the City needs to provide with its infrastructure in order to maintain adequate service for the area. The City currently has five wells, but also has three planned for construction. With all eight wells constructed, the City will have capacity for 13,390 gpm, and therefore can maintain adequate service. Table 6-1, System Demands, Facilities, and Capacities for the City at build-out, shows the predicted demand and planned supply for the City service area.

Table 6.2-1 System Demands, Facilities, and Capacities for the City (formerly DSWA) at Build-out

	Core Zone	North Zone	South Zone	Total
System Demand				
ADD, gpm	1,886	1,371	1,280	4,537
MDD, gpm	4,149	3,061	2,816	10,026
MHD, gpm	6,412	4,661	4,352	15,425
Required Well Facilities				
Needed supply = MDD, gpm	4,149	3,061	2,816	10,026
Needed equivalent number of 1,500 gpm wells	2.77	2.04	1.88	6.68
Core Zone Well Capacities, gpm				
Well No. 1 (Industrial Park, existing)	690			
Well No. 2 (Watson Ranch, existing)	1,500			
Well No. 3 (School Well, existing)	1,800			
<i>Core Total</i>	3,990			
North Zone Well Capacities, gpm				
Well No. 5 (North No. 1, planned)		2,000		
Well No. 7 (North No. 2, planned)		2,000		
<i>North Total</i>		4,000		
South Zone Well Capacities, gpm				
Well No. 4 (Valley Glen, existing)			1,800	
Well No. 6 (Parklane, existing)			1,800	
Well No.8 (Southeast, planned)			1,800	

<i>South Total</i>			5,400	
System Total Well Capacity, gpm				13,390
Proposed equivalent number of 1,500 gpm wells				8.93

As noted above, the City will have an adequate number of wells with adequate flows to meet the needs of its service area through the General Plan build-out. However, the City notes in the 2000 DSWA Water Master Plan that beyond the 2010 build-out horizon, depending on population and development increases, it may be necessary to find a surface water supply source to supplement groundwater supplies. Increasingly stringent wastewater source control permitting requirements may also necessitate a surface water supply in the future.

When a water provider offers service with 3,000 or more connections, they must prepare an urban water management plan. The City is approaching 3,000 service connections, and will therefore need to prepare an urban water management plan within this document’s planning horizon.

Cal Water

According to the Cal Water urban water management plan², demand for water within the Cal Water service area (Dixon District) is shown in Table 6-2. The UWMP provides for infrastructure, water supply, and associated service improvements necessary to ensure that the City can be served at both regular and maximum demand levels. The UWMP concludes that sufficient water is available through the 2030 planning cycle.

Table 6.2-2 Cal Water Projected Water Demand

Service Area	Projected Water Deliveries (acre-feet)			
	2015	2020	2025	2030
Dixon	1,673	1,706	1,748	1,792

Determinations:

6.1 The average daily demand in the City service area is 4,537 gpm while the maximum daily demand is 10,026 gpm. The five existing wells are sufficient to provide the average daily demand. An additional three wells that are in the planning stage are required to meet the maximum daily demand.

6.2 Projected water deliveries in the Cal Water service area are sufficient to meet demand.

6.3 – Wastewater Treatment

² CA Water Service Company Urban Water Management Plan – Dixon District, June 2011

The City of Dixon provides sewer service and operates the wastewater treatment plant (located three miles south of Dixon along Pedrick Road), wastewater pump stations and force mains, and the trunk main collection facilities. The City completed in 2013 a Wastewater Treatment Facility Plan (WWTFP) to expand the treatment facility to meet future growth needs and, as discussed below, the requirements of the Central Valley Regional Water Quality Control Board (Regional Board).

Existing Capacities

In 1997, the City completed an expansion project to enlarge the wastewater evaporation/percolation basins used for disposal and storage. In addition, it has completed a project to upgrade the headworks (intake) pumping capacity at the (WWTF). The WWTF is an unlined pond stabilization system providing secondary equivalent treatment. The water is percolated or evaporated, and is not discharged to any surface waters.

The City currently operates under a Regional Board cease and desist order (C&DO), which requires it to expand its wastewater treatment disposal system to accommodate existing flows, prevent inundation from bypassed overflows, and allow a minimum of 5 years of growth with the annual flow consistent with 100-year seasonal rainfall conditions. The cease and desist order also requires the City to address salt-related groundwater degradation at the WWTF.

The City is in the process of upgrading the wastewater treatment and disposal system and will soon undertake design and implementation of system expansion and improvements. It has approximately 120 acres of land, which is currently used for overland flow disposal. After review of various alternatives and multiple meetings with the Regional Board staff, the City Council approved an activated sludge method of treatment to cost effectively address capacity and groundwater salt level issues.

The reliable capacity of the headworks pumping facility is about 12 mgd which is associated with an average daily flow of 2.5 mgd. However, the C&DO limits average dry flow to 1.82 mgd. The current average daily flow is about 1.35 mgd. Design is currently underway for modifications to the wastewater treatment facility, with expected completion of construction by December 2016.

Critical Thresholds and Availability of Services

The City is in the midst of planning for facilities construction that will increase treatment facility, trunk sewer and pump station capacities to accommodate future growth within its service area. At the present time, this includes the WWTF improvements Project, scheduled for completion in 2016, the 27 inch Trunk Line Rehabilitation Project and the Lincoln Street Lift Station Replacement.

Determination:

6.3 The City is currently under a Cease and Desist Order (CDO) which limits dry flow to 1.82 mgd until the treatment facility can be expanded to meet current demand, prevent inundation from bypassed overflows, and allow a minimum of 5 years of growth. Modifications of the WWTF are underway with completion of construction set for December 2016.

6.4 – Storm Drainage and Flood Control

The City of Dixon is responsible for coordinating the provision of storm drain facilities, although development pays for the costs. The history of storm drainage in the Dixon Area is highly complex and has been a perplexing problem involving multiple jurisdictions and hundreds of agricultural and rural property owners. An apparent long-standing tradition has been to move storm water downstream to other properties and/or other jurisdictions without full acknowledgment of the responsibilities of upstream stormwater generators to fully address the consequences of their activities. There have been efforts to describe and quantify the conditions. The Solano County Water Agency, in coordination with area local governments, maintains and implements a master drainage report to plan for and deliver infrastructure improvement projects (phone communication with John Currey, February 2014). The City is working to identify the most appropriate and cost-effective methods for Dixon to responsibly address its drainage issues and concurrently improve regional drainage. In September 2004, a Joint Powers Agreement (JPA) was executed between the City of Dixon, Dixon Resource Conservation District (DRCD), Maine Prairie Water District (MPWD), and Reclamation District 2068 in which all parties agreed to cooperatively address drainage and flooding issues. The resultant joint powers agency will undertake sub-regional stormwater planning and project implementation.

Existing Capacities

The City and the corresponding tributary area are divided into eight drainage basins that reflect existing and probable future drainage patterns (see Figure 8, Drainage Basins). Each basin may include a drainage collection system, detention pond(s), and outfall facilities (see Table 6.4-1, Basin Infrastructure).

Table 6.4-1 Basin Infrastructure

Basin	Drainage Collection System	Detention Ponds	Outfall Facilities
Basin A	Yes	Yes	Discharge to DRCD Lateral 1 and ultimately to Ulatis Creek
Basin B	Yes	Yes	Discharge to DRCD Lateral 2 and ultimately to Haas Slough
Basin C	Yes	Planned	Discharge to DRCD
Basin D	No	No	Discharge to DRCD Tremont 3 Drain and ultimately to Haas Slough
Basin E	Landowners in this basin have opted to build their own facilities on site and to retain all drainage from their land on-site with no outfall.		
Basin F	Planned--These basins include land that is planned for future development. No facilities currently exist, but as the specific plans and development for these properties progress, drainage, storage, and outfall infrastructure will be incorporated.		
Basin G			
Basin H			

Source: City of Dixon, 1999 and SCWA, 2001.

The detention ponds, outfall facilities, and collection infrastructure are owned and maintained by the City. The outfalls within the City limits drain primarily into canals that are operated by Dixon Resource Conservation District. DRCD drainage, in turn, flows into the Reclamation District (RD) 2068 system via the Dixon Main Drain. One exception to this is Basin A, which drains through the Maine Prairie Water District to the SCWA-managed Ulatis Flood Control Project (City of Dixon 1999).

Ownership of this outfall (Lateral 1 from pond A to Ulatis FLP) transferred from the DRCD and the City of Dixon to the new Dixon Regional Watershed JPA (or DRWJPA). The Dixon Regional Watershed JPA members are the DRCD, RD 2068 Maine Prairie Water District and the City of Dixon. The purpose of the JPA is to construct, own and operate new or improved drainage facilities that provide drainage to two or more of the members.

Solano Irrigation District (SID) helps manage some drainage infrastructure, coordinating with DRCD or DRWJPA as necessary. Also, the Maine Prairie Water District maintains some DRCD facilities in exchange for the use of them in managing irrigation waters. The Solano County Department of Transportation manages road runoff from their roads.

The Solano County Water Agency has prepared a countywide flood control master plan, and the Dixon Watershed Management Plan. The Dixon Watershed Management Plan addresses drainage and flood control issues on a regional basis.

Portions of the City lie within the 100-year flood zone, as designated by the Federal Emergency Management Agency (FEMA) (see Figure 9, Flood Hazard Areas). The major flood hazard areas are located along Dickson Creek and Dudley Creek (City of Dixon 1993). The 100-year flood zone denotes those areas that have a one percent chance (or greater) of flooding in any given year. This does not imply that they would flood only once every 100 years.

Critical Thresholds and Availability of Services

Storm drain facilities are installed concurrently with development, as needed, and do not represent a constraint to development. Most funding is provided by developers according to the needs of their projects.

Table 6.4-2, Proposed Capital Improvement Projects, summarizes drainage improvements recommended to accommodate planned growth and eliminate system deficiencies within each of the drainage basins. Table 6.4-3, Proposed Capital Improvement Projects Requiring City Funding, summarizes the City’s expected share of drainage infrastructure funding. (In addition to these capital costs, the City is also responsible for costs of maintenance and operation for City-managed drainage facilities.)

Table 6.4-2 Proposed Capital Improvement Projects

Capital Improvements	Estimated Cost ^a (million dollars)	Responsible Party	Allocated Percentage	Financing Method/Source
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Capital Improvements	Estimated Cost ^a (million dollars)	Responsible Party	Allocated Percentage	Financing Method/Source
A1—Storm drain collection system for western portion of SWDSP tributary to West Pond	Not estimated	SWDSP Developer	100	Private financing
A2—Storm drain collection system for eastern portion of SWDSP tributary to Pond A	Not estimated	SWDSP Developer	100	Private financing
A3—West pond/outfall	1.10	SWDSP Developer – area tributary to West Pond City	90 10	Private financing AB1600 funds
A4—Trunk – Almond Street	0.75	Developers of agricultural lands City	14 86	Connection fees Pre-AB1600 funds
A5—Valley Glen – internal storm drain collection system	Not estimated	Developer – Valley Glen	100	Private financing
D1—Detention pond(s)	NE	Developers – NQSP	100	Private financing
D2—Outfall (Includes ___side drain and new south channel)	NE	Developers – NQSP	100	Private financing
F1—Pond(s)	NE	Developer – future	100	Beyond planning horizon
G1—Flying “J” Detention Pond	NE	Developer – Flying “J”	100	Private financing
H1—Detention pond(s)	NE	Developer	100	Beyond planning horizon
Notes: AB = Assembly Bill. NE = not estimated. ^a Based on 1997 price levels Source: Storm Drain Report, March 1999.				

Table 6.4-3 Proposed Capital Improvement Projects Requiring City Funding

Capital Improvement	Estimated Cost (million dollars)	Allocated Percentage	City Funding	
			Amount (million dollars)	Method/Source
A3—West pond/outfall	1.10	10	0.11	AB 1600 funds
A4—Trunk – Almond Street	0.75	86	0.65	Pre- AB1600 funds
C2—Pond C	2.48	100	2.48	Pre- AB1600 funds
Total	4.33		3.25	
Source: Storm Drain Report, March 1999.				

Determinations:

6.4 The City has entered into a joint powers agreement known as the Dixon Regional Watershed JPA to manage storm drainage in the area. The DRWJPA includes the Dixon Resource Conservation District, RD 2068, Maine Prairie Water District, and the City of Dixon.

6.5 Storm drainage improvements required for development are included in development agreements. The City has a long range capital improvement plan to update and maintain its drainage system.

6.5 – Solid Waste Disposal and Storage

Solid waste is collected and disposed of by Recology Dixon, a private contractor under contract with the City. The original franchise agreement with Dixon Sanitary Service was

entered into in the late 1970's and the current agreement was entered into in 1996. The franchise agreement has an eight-year rolling term, which provides for a phase out commencing in any year in which the Council determines on or before October 1 that it desires to phase out the franchise relationship. The estimated franchise fee for FY 2013-2014 was \$310,153.

Each Dixon residential household generates on average 2,206 pounds (lbs) of garbage, 484 pounds (lbs) of single stream recycling and 1,241 lbs of yard waste annually (Pardini, Scott. Recology Dixon. January 27, 2014 e-mail). (This information is based on volumes that Recology Dixon collects on weekly residential routes.)

There is one collection per week of garbage and yard waste for residential areas. Recyclables accepted at the Dixon Recycle Center include newspaper, plastics, glass, aluminum, tin cans, milk jugs, cardboard, office paper, and motor oil. Electronic waste can be recycled every Saturday from 10 a.m. to 2 p.m. The recycling center, located at First Street and C Street, is operated by Recology Dixon Hazardous waste materials can be recycled at the Recology Center located at 855½ Davis Street, Vacaville, CA, on the first and third Saturdays of each month from 10 a.m. to 2 p.m.

Recology Dixon also performs street sweeping within the City at a frequency of once per week in some areas and once every two weeks in others.

The City of Dixon City Engineer/Public Works Department coordinates with Recology Dixon and provides information on waste management to the public.

The City of Dixon General Plan does not include any policies or goals regarding solid waste management.

The City of Dixon, as all the jurisdictions in the State of California, has been mandated to reduce its overall waste stream going to the landfill by 50% by the year 2002. The City now completes an annual waste diversion evaluation, and was shown to be in compliance with all applicable State standards in 2013. This was achieved primarily through implementation of the separated yard waste program started in 1995 and curbside recycling started in 2008 (City of Dixon 2014).

Existing Capacities

Solid waste collected in Dixon is transported to the Hay Road Landfill (located at 6426 Hay Road, eight miles south of Dixon). This landfill operates under a Class II-2 permit, which allows for the disposal of municipal waste. It has a permitted capacity of 2,400 tons per day. The estimated total permitted capacity is 34,697,000 cubic yards. The total estimated capacity used, as of April 2013, was 6,559,000 cubic yards (18.9% of total permitted capacity) (CIWMB 2004). The next permit review date is in July 2018, and the estimated closure date is 2068 (Pardini, Scott. Recology Dixon. February 4, 2014 email).

Critical Thresholds and Availability of Services

Through its franchise agreement with Recology Dixon, the City has capacity for waste disposal reserved and guaranteed through the extension of the franchise term. The remaining permitted disposal capacity at the Hay Road Landfill is estimated to be adequate to handle the projected waste generation through buildout of the General Plan.

Determinations

6.6 The City contracts with Recology for solid waste services. Solid waste is transported to the Hay Road landfill. As of April 2013 the Hay Road Landfill was at approximately 19% of capacity.

6.6 Roadways and Transportation

The City of Dixon is served by one interstate freeway (Interstate 80), a state highway (State Route 113), a few arterial streets and many collector and local streets (see Figure 10, Major Streets). The City's Engineer/Public Works Department is responsible for the street circulation system. Caltrans is responsible for Interstate 80 and Highway 113. Union Pacific Railroad provides freight and passenger rail service through the city.

The City of Dixon has a Bikeways Master Plan, which is used to plan extensions of the existing system and provide coordination with a regional bikeways plan.

The City's transit system consists of a program called Readi Ride, which is a dial-a-ride service in which patrons call in advance to schedule pickups. The service currently operates Monday through Friday, from 7am – 5pm, Saturday from 9am to 3pm and is used for approximately 4100 trips per month (City of Dixon 2013).

In addition to this, the CityLink Route 30 bus route, administered by the STA and operated by Fairfield/Solano Transit, has two stops within Dixon.

Park and Ride lots are located within the City on Market Lane near Pitt School Road and downtown on West B Street at Jefferson Street. According to the STA Comprehensive Transportation Plan, additional Park and Ride lots are planned in the Southwest and the Northeast Quadrant Areas.

Critical Thresholds/Availability of Services

The City's objectives for roadway performance are stated in General Plan Policy VI.E.1. of the Transportation and Circulation Element:

Objective VI.E.1

The City shall ensure that Dixon's existing and proposed street configuration and highway network maintains traffic operations at Level of Service [(LOS)] "C" or better, while acknowledging that this objective may be difficult to achieve in those locations where traffic currently operates at Levels of Service below "C" for limited periods of time.

Table 6.6-1 gives the existing and predicted LOS for major roadways.

Table 6.6-1. Existing and Predicted LOS for Major Roadways

Roadway	Existing	Predicted at GP Buildout
A Street	C or better	A – E*
H Street	C or better	A
Stratford Avenue	C or better	A
Pitt School Road	C or better	A
Lincoln Street	C or better	A
Almond Street	C or better	A
Adams Street	C or better	A
First Street	C or better	A – E**
<p>* A Street level of service ranges from LOS C or better west of Adams Street, LOS E between Adams and First Streets, and LOS D between First Street and the eastern city limits.</p> <p>** First Street level of service ranges from LOS C or better north of H Street, LOS E between H Street and Country Faire Drive, and LOS D between Country Faire Drive and the southern city limits.</p> <p>Source: City of Dixon 2001.</p>		

Roadway Improvements

As those portions of the planning area which have been designated for future development are built-out, additional streets and roadway improvements which would be required to adequately serve those developments would be added to the local transportation network.

The following roadway improvements are anticipated:

- Construction of a grade separation at Parkway Boulevard and the Union Pacific Railroad tracks. This would provide the City with its only separated grade crossing of the tracks, allowing emergency vehicles access to both the east and west portions of the City while trains are passing. This project is financed by City road impact fees and Federal Highways Administration funds. It is currently in the environmental analysis stage.
- I-80/ West A Street Interchange Reconstruction
- I-80/ Pitt School Road Interchange Reconstruction
- I-80/ North First Street Interchange Reconstruction
- I-80/ Pedrick Road Interchange Reconstruction
- Batavia Road Widening
- Pitt School Road Widening, south of West A Street.
- West A Street Widening
- North First Street Widening (Vaughn Road to I-80)
- Pedrick Road Widening (Parkway Boulevard to I-80)
- H Street Grade Separation/ East H Street Extension to Pedrick Road
- Pedrick Road Railroad Grade Separation
- Parkway Boulevard Widening
- Vaughn Road Railroad Bypass
- Vaughn Road Widening
- Several Arterial Traffic Signals

Other Transportation Improvements

A new rail station was constructed in 2005. It is located in downtown Dixon on Jefferson, near West B. The station was designed to accommodate transportation and perhaps visitor information uses. There is no rail service in Dixon at this time, but the City is pursuing the possibility with the Capital Corridor Joint Powers Authority (JPA) for commuter rail service on the Auburn-Oakland line. In the event that the Capital Corridor JPA begins service to Dixon, the planned rail station would be used for rail service. One of the prerequisites for having the train stop in Dixon is to eliminate the two at-grade crossings at West A Street and B Street. A new undercrossing is being built at B Street, due to be completed in 2014.

Transit Growth

According to the City of Dixon Five Year and Ten Year transit plan, the annual potential demand for 1-way transit passenger trips is currently 186,600; in 2020 it is expected to be 328,530. This is a 67.1% increase (2.9% per year).

The STA's draft Transit Element of the Solano Comprehensive Transportation Plan includes possible service to Dixon in the future on Route 180 (which travels between Sacramento and Vallejo) and Route 85 (which travels between Vallejo and Davis).

Financing Methods

The following sources of transit financing may be pursued by the City.

Federal:

FTA Section 5309 Capital Program Funds
FTA Section 5310 Elderly and Persons with Disabilities Program Funds
FTA Section 5311 Nonurbanized Area Formula Program Funds
FTA Section 5313 State Planning and Research
FTA Job Access and Reverse Commute Program Funds
Congestion Mitigation and Air Quality Improvement Program

State:

Transportation Development Act Local Transportation Funding
State Transit Assistance Funds
State Transportation Systems Management Funding
Transit Capital Improvement Funds

Local:

AB 2766 Vehicle Air Pollution Fees
Developer Fees
Increased Passenger Revenues
Advertising

Determinations:

6.7 The City's transit system consists of a program called Read Ride, which is a dial-a-ride service in which patrons call in advance to schedule pickups. In addition to this, the CityLink Route 30 bus route, administered by the STA and operated by Fairfield/Solano Transit, has two stops within Dixon.

6.8 The City has a new train station but no service yet because of the need to eliminate two at grade crossing. Improvements are underway to comply with that requirement.

6.7 – Law Enforcement

Existing Capacities—Law Enforcement

Police protection services are provided by the City's Police Department. The Department is located at 201 West A Street. In 2013, the Police Department included 25 sworn police officers, 4 civilian personnel, and 4 volunteers (Police Department 2013 Annual Report).

Each portion of the City is patrolled by different officers at any given time, depending on shift schedules. However, the City of Dixon is also divided into ten "sub-beats", each of which is under the purview of a specific officer. This system of sub-beats serves to connect communities and neighborhoods with the police department on a more personal basis, since each supervising officer is responsible for managing and coordinating assistance for issues that are specific to his or her sub-beat, as well as maintaining contact with community members in his or her sub-beat.

The Police Department serves the City of Dixon within its city limits. Land outside the city limits but within the city's SOI is served by the Solano County Sheriff's Office. The Sheriff of Solano County provides dispatch services for the Dixon Police Department.

Critical Thresholds and Availability of Services—Law Enforcement

The current average response time for the Dixon Police Department is less than three minutes. As the population grows and the City expands to its expected build-out population, the average response time will naturally increase unless the Department is enhanced in some way. The City's General Plan does not have any specific goals or requirements for police response time. In order to maintain response times that adhere to the Department's goals, additional police officers and police vehicles will have to be added to the force, and sub-beats will need to be added or expanded to keep pace with new development. In 2004, the City Council approved the most recent five-year strategic plan for the Department that addresses staff hiring plans, and capital investments which are dealt with through the City's capital improvement program, as needed. Although the targeted dates of the Strategic Plan have passed, the staffing levels and infrastructure standards and levels of service remain applicable and guide departmental decisions (Dixon Police Chief Cox, phone communication, April 2014).

Determinations:

6.9 The city is served by 25 sworn police officers, 4 civilian personnel, and 4 volunteers. The Sheriff of Solano County provides dispatch services for the Dixon Police Department.

6.10 The current average response time for the Dixon Police Department is less than three minutes.

6.8 – Fire Protection

Existing Capacities—Fire Suppression

The Dixon Fire Department is responsible for providing emergency fire, rescue, medical, services for the City of Dixon. By contractual agreement, the City also provides fire protection services to the surrounding 313 square mile Dixon Fire Protection District, and the City’s fire chief also functions as the chief of the Dixon Fire Protection District.

In 2013 the Department had a staff of 43 (including both paid and volunteer staff and one administrative staff person). It operated 15 pieces of equipment, using a single fire station (located at 205 Ford Way). The Department consists of two divisions: Fire Operations/Training and Fire Prevention/Support Services.

The Dixon Fire Protection District is an independent district serving the unincorporated area surrounding the City of Dixon and is governed by a board of directors.

The City of Dixon and the surrounding area of the Dixon Fire Protection District are divided into sub-districts. The City consists of three sub-districts, one sub-district is I-80, while the City is divided by a line that extends from approximately North Lincoln Street at Russell Lane, south to West H Street, then south on Almond Street to Porter Road, east of this line is District 40, west is District 41, and the Dixon Fire Protection District consists of seven sub-districts.

The City of Dixon participates in a public/private partnership agreement to provide county-wide pre-hospital care. The agreement includes the cities of Benicia, Vallejo, and Fairfield, as well as the private Medic Ambulance Company. Within the agreement, the cities provide emergency advanced life support service while Medic Ambulance Company provides transportation.

The City of Dixon also provides basic life support, in addition to advanced life support. The Dixon Fire Department’s paramedic engine is staffed with a firefighter/paramedic at all times.

Critical Thresholds and Availability of Services—Fire Suppression

The City’s General Plan includes the following policy:

31. The City shall strive to maintain the following fire protection standards:

- Engine response time consistent with ISO criteria;
- A firefighter staffing level consistent with the type of fire department and ISO standards for communities similar to Dixon in relationship to actual needs;
- A requirement for built-in protection for commercial building in excess of 3,000 square feet;
- A spacing of fire stations consistent with recommended ISO standards, with each station on an adequate site, with the appropriate firefighting equipment; and
- Water storage and distribution systems capable of providing 4,000 gallons per minute of sustained flow for at least two hours.

The City of Dixon has an ISO rating of 2³, while the Dixon Fire Protection District has an ISO rating of 9, 10⁴. Response times in 2013 varied by district. Among the 13 districts in the service territory, response times were lowest in the City center (District 40 – average response time of 4:29; District 41 – average response time of 5:23) highest in the I-505 area (District 8 – average response time of 14.36). Call volumes were highest in the core areas of the City (1,188 in the two core districts, compared to 865 among the other 11 districts).

As the population grows and the City expands to its expected build-out population and area, the average response time will naturally increase unless service is enhanced in some way. In order to maintain response times that adhere to ISO criteria, additional staff and equipment will have to be added to the force, and sub-districts will need to be added or expanded to keep pace with new development. In 2005, the City Council approved preparation of a strategic plan for the Department to address staff hiring plans and capital investments. In 2013 the Fire Department was awarded two FEMA grants that allowed the department to add both career staff and volunteer staff to further the staffing goals identified in the strategic plan. The funding will expire in 24 months. A new fire substation to be located in southwest Dixon has been identified as needed as the area grows. Some of the staffing required for this station is already in place. This will improve the City Fire Department's ability to provide fire protection and EMS response by decreasing the response times to the District 41 area.

Determinations:

6.11 The city is served by 43 fire personnel (including both paid and volunteer staff and one administrative staff person). It operates 15 pieces of equipment from a single fire station located at 205 Ford Way. The Dixon Fire Department has a management services agreement to provide services to the Dixon Fire Protection District.

6.12 The City of Dixon has an ISO rating of 5⁵, while the Dixon Fire Protection District has an ISO rating of 9, 10⁶. Response times in 2013 varied by district. Among the 13

³ Email from Fire Capitan Ron Karlen dated April 30, 2014

⁴ Two districts adjacent to City boundaries

⁵ 2012, City of Dixon website

districts in the service territory, response times were lowest in the City center (District 40 – average response time of 4:29; District 41 – average response time of 5:23) highest in the I-505 area (District 8 – average response time of 14.36). Call volumes were highest in the core areas of the City (1,188 in the two core districts, compared to 865 among the other 11 districts).

6.13 In order to maintain response times that adhere to ISO criteria, additional staff and equipment will have to be added to the force, and sub-districts will need to be added or expanded to keep pace with new development. In 2013 the Fire Department was awarded two FEMA grants that allowed the department to add both career staff and volunteer staff to further the staffing goals identified in the strategic plan.

6.9 – Parks and Recreation

Existing Capacities

The City of Dixon City Engineer/Public Works Department is responsible for providing park and recreation programs for Dixon citizens. The Dixon Parks Master Plan contains major planning policies concerning the financing and construction of park facilities.

Table 6.9-1, Existing Parks, includes an inventory of existing parks.

Table 6.9-1. Existing Parks

Name	Location	Acreage
Patwin Neighborhood Park	West H Street between Pheasant Run Drive and Brians Way	4.93 acres
Conejo Neighborhood Park	bordered by Gill, Deck, and Fulmor Drives and by Wiegand Way	3.61 acres
Hall Memorial Community Park	Mayes Street between South 4 th and 5 th Streets	52.3 acres (not including land set aside for owl habitat)
Northwest Community Park	West H and North Lincoln Streets	22.53 acres
Women's Improvement Club Park	North First Street at East C Street	0.65 acres
Linear Path Park	extends from Regency Parkway to North Lincoln Street	1.75 acres (not including 3.5-acre pathway)
Veterans Neighborhood Park	Valley Glen Drive and Duncan Street	5.0 acres

There are two main types of parks: neighborhood parks and community parks. Neighborhood parks are small-scale parks with a service radius of one-half mile. Community parks provide large-scale recreation facilities and services that cannot be provided at neighborhood parks. (Examples of typical community park amenities include swimming pools, multipurpose/soccer fields, softball fields, Little League facilities and community centers.) The minimum size for a community park in Dixon is 20 acres (Parks Master Plan).

⁶ Two districts adjacent to City boundaries

Dixon also includes two one-of-a-kind park facilities. The Women's Improvement Club Park is an open space resource in the City's downtown, and is home to several community events each year. The Linear Path Park flanks a 3,800-foot-long pathway that traverses a portion of the City.

Critical Thresholds and Availability of Service

The following levels of service regarding parks have been recommended by the City of Dixon General Plan and the Dixon Parks Master Plan:

- Neighborhood parks should have a service radius of 0.5 mile, and a level of service (LOS) of 1.2 acres per 1000 people;
- Community parks should have an LOS of 3.8 acres per 1000 people, and must be at least 20 acres in size;
- Total parkland ratio should be 5 acres per 1000 people;
- Dedicated soccer fields recommended LOS is 0.412 acres per 1000 people;
- Multi-purpose fields recommended LOS is 0.591 acres per 1000 people;
- Passive use areas recommended LOS is 1.54 acres per 1000 people;
- One roller hockey/soccer arena is recommended for build-out, which will result in an LOS of 0.034 acres per 1000 people;
- Two community service centers are recommended for buildout (the Senior/Multi-Use Center and the planned Southwest Dixon Community Center), which will result in an LOS of 948 square feet per 1000 people;
- One skate park is recommended, which will give an LOS of 997.6 square feet per 1000 people;
- A 20-acre complex of baseball facilities (planned for Hall park) is recommended, for an LOS of 0.906 acres per 1000 people;
- Hall park's swimming pool and one additional community pool (the planned Southwest Dixon Community Pool) are recommended, for an LOS of 508 square feet per 1000 people;
- 9 tennis courts are planned and recommended (between Hall park and the Southwest Dixon park), for an LOS of 1 court per 2500 persons.

In order to keep pace with planned development, one neighborhood park and one community/neighborhood park are currently proposed (Southwest Neighborhood Park—3.0 acres; Southwest Community Park—20.0 acres). The land for these facilities will be secured as a condition of development in the Southwest area (Parks Master Plan).

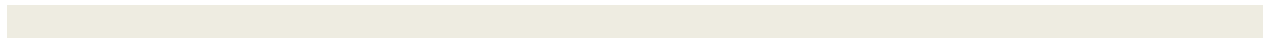
At buildout, the total acreage of parks will be 113.77 and the acres per 1000 persons will be 5.2. At buildout, neighborhood parks would have a total acreage of 28.1, providing 1.2 acres of neighborhood park per 1000 people. (see Figure 11, Parks Service Areas)

A Park Improvement Fee is currently collected from all residential building permits in order to finance the cost of park improvements needed to meet LOS recommendations.

Determinations:

6.14 The City currently maintains approximately 91 acres of neighborhood and community parks. It is anticipated at build out of the general plan there will be approximately 114 acres of parks.

6.15 A Park Improvement Fee is currently collected from all residential building permits in order to finance the cost of park improvements needed to meet LOS recommendations.



Section 7: Financial Ability to Provide Services

The City of Dixon's financing of services and facilities is handled through the City's budget process, strategic planning process, and capital improvements planning process. City departments prepare requests for staff and capital improvements and submit them for review and processing by the Finance Department, the City Manager's office, and the City Council. Facilities and other capital improvements are dealt with in the capital improvement plan, a five-year rolling plan listing new improvements within the City. Staffing changes are laid out in the strategic planning process and funding is allocated during the City's budgeting process.

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 would 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 Dixon uses a variety of funding sources to finance the construction of public facilities. Generally, it is a combination of fees, taxes, bonds, developer contributions, special districts, redevelopment project areas, and State/Federal programs.

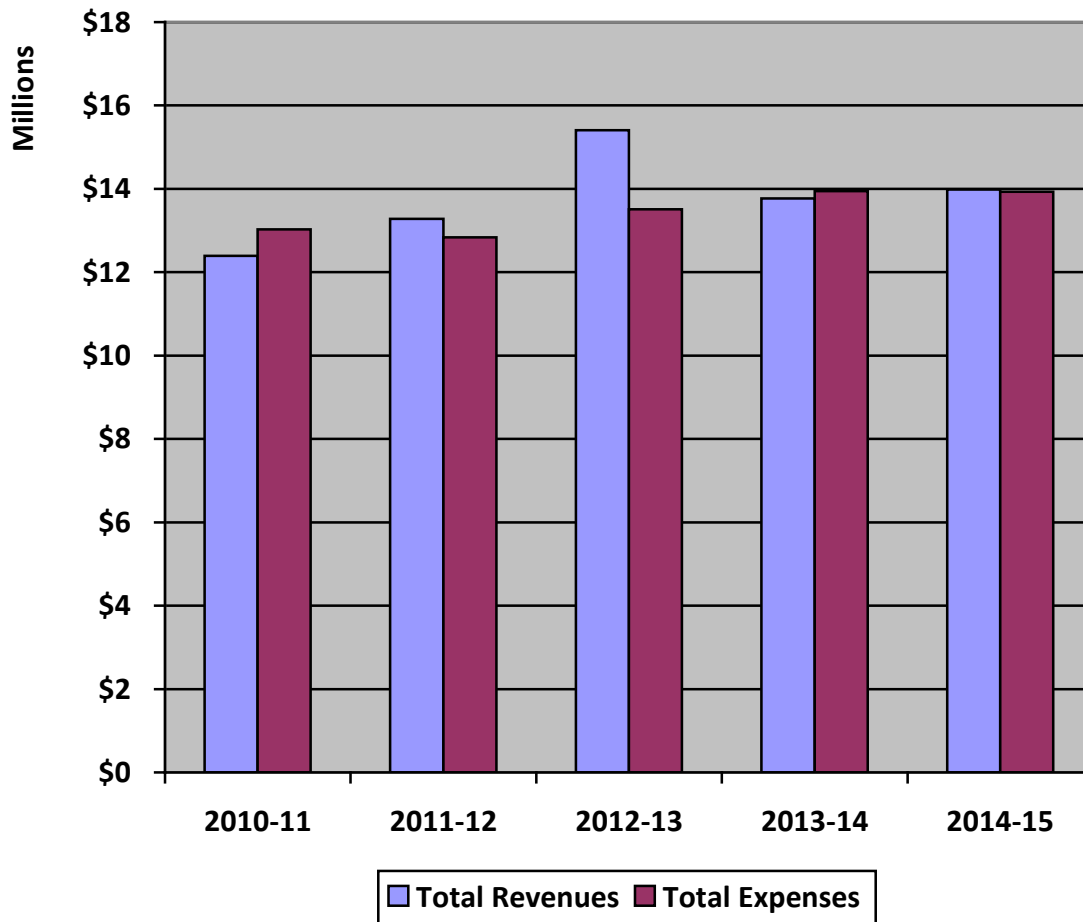
The City's long-standing policy on capital improvements is that growth pays its own way. Generally, as long as capacity is available, municipal utilities and services can be extended to annexed areas provided the property owner/developer is able to afford it.

Following are descriptions of the funding sources which could finance the construction or operation of public facilities.

7.1 General Fund

The General Fund is the most basic and uniform of local government budgeting and accounting. The General Fund is used for a variety of purposes, as determined by applicable law and practice, as well as the ordinances and Charter of the City. An Annual Budget is adopted by the City providing projected expenditures across a range of budget categories, and includes a full accounting of the uses of the General Fund. The City operates on a budget of approximately \$14 million. The figure below shows revenues and expenses for the period FY 2010-11 to FY2014-15.

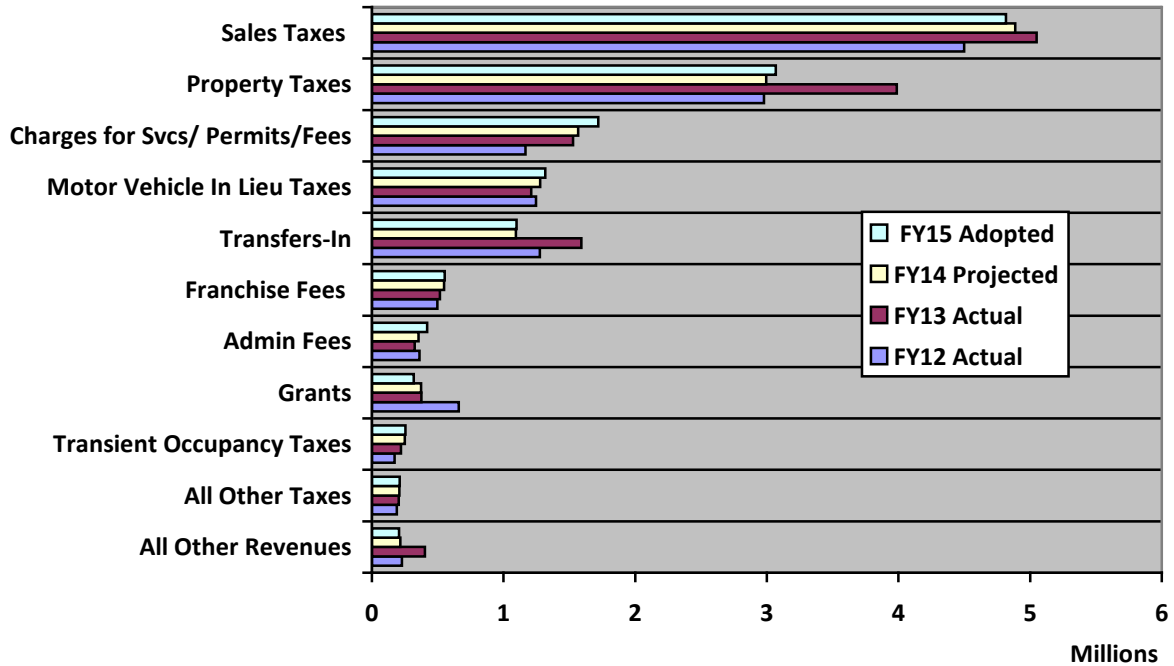
General Fund Revenues and Expenses



The City of Dixon presented the City Council with a balanced General Fund Budget for the third consecutive year with the adopted 2014-15 budget. This budget reflects a 1.5% increase in General Fund revenues, although revenue receipts for top categories have not yet returned to the revenue levels of 2008, remaining 20% below.

The next figure shows the major revenue sources for four fiscal years. The City's top 5 revenues sources represent 89% of all General Fund receipts – sales taxes, property taxes, charges for services, motor vehicle in-lieu, and franchise fees. It is clear the major source is sales tax.

General Fund Revenues by Major Category



In 2009, the City Council authorized actions in order to maintain fiscal sustainability of the City due to the economic downturn experienced in California. This included a reduction in force, mandatory employee furloughs, reduction in salaries and benefits in lieu of furloughs, and service cuts. After completion of the 2011-12 year-end audit, the City determined that the City’s financial solvency had improved as defined by sufficient General Fund reserves to rescind the furlough program and maintain a General Fund reserve of at least 10% based on audited data.

General Fund Revenues and Expenses				
	2011-12	2012-13	2013-14	2014-15
Beginning Fund Balance	\$ 1,266,144	\$ 1,710,062	\$ 3,610,528	\$ 3,436,800
Total Revenues	\$ 13,276,872	\$ 15,408,843	\$ 13,770,751	\$ 13,984,952
Total Expenses	\$ 12,832,954	\$ 13,508,376	\$ 13,944,479	\$ 13,930,732
Ending Fund Balance	\$ 1,710,062	\$ 3,610,529	\$ 3,436,800	\$ 3,491,020
Reserve (includes transfers)	13.33%	26.73%	24.65%	25.06%

The extended economic downturn has resulted in a delay of development such as new housing units with the Brookfield project. Lack of development impact fee revenue such as for police and fire fees, has resulted in further financial obligations of the General Fund for debt service.

General Fund reserve levels have improved in recent years, in part, due to one-time revenues received related to the elimination of redevelopment agencies. The fiscal year-end balance for 2014-15 is projected to be at 26.26% (excluding transfers). The budget resolution included language per Council recommendation to maintain a 25% operating reserve for the General Fund.

Determinations:

7.1 The City operates on an annual budget of approximately \$14 million. Major sources of revenue are sales tax and property tax.

7.2 The City responded to the economic downturn by a reduction in force, mandatory employee furloughs, reduction in salaries and benefits in lieu of furloughs, and service cuts. After completion of the 2011-12 year-end audit, the City determined that the City's financial solvency had improved as defined by sufficient General Fund reserves to rescind the furlough program and maintain a General Fund reserve of at least 10% based on audited data.

7.3 By year end of FY14-15 the City anticipates a reserve of 26% and has established an operating reserve target of 25%.

7.2 Enterprise Funds

Enterprise Funds support the City's wastewater collection and treatment system serving more than 5,200 residential, industrial and commercial customers. The wastewater operation has six funds addressing operations and maintenance, equipment replacement, debt service, capital improvements (new), capital improvements (rehabilitation), and capital mixed projects (benefit to both existing users and new development). The City Council approved the dissolution of the Dixon-Solano Water Authority (DSWA) a Joint Powers Authority with Solano Irrigation District in August 2012. The City established water funds in 2013-14 due to the transition to City water operations. These operations serve more than 2,600 residential, industrial and commercial customers. California Water Service Company provides water service to other customers within the City.

The City undertook a wastewater rate study and accepted the study in November 2013 directing the initiation of the Proposition 218 process. In February 2014, the City Council adopted a resolution accepting and closing the Proposition 218 public notification and protest process with receipt of less than a majority protest. As part of the City's assumption of the DSWA water system, a water rate and fee study will develop a plan to support operations and maintenance of the water system and capital

needs, addressing long-term deferred maintenance. It is anticipated results related to new state requirements to hexavalent chromium (Chrom-6) will be incorporated into the study.

The Enterprise Funds strive to maintain a minimum reserve level of between 25% and 50% in order to provide for rate stabilization.

7.4 The City conducted a rate study and Proposition 218 review for its wastewater enterprise fund that was completed in February 2014.

7.5 The City is in the process of conducting a rate study for the DSWA water system as it has assumed responsibility for that area beginning August 11, 2014.

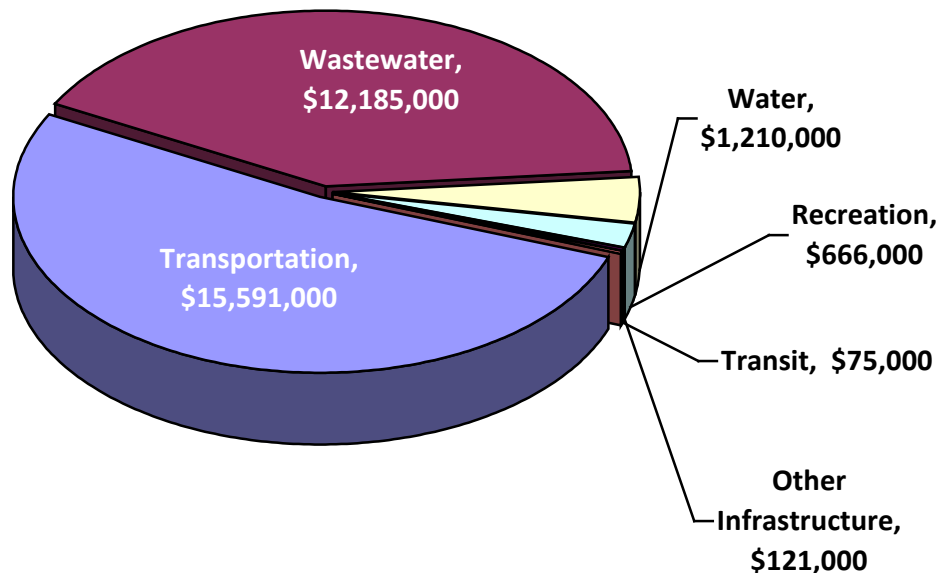
7.6 The Enterprise Funds strive to maintain a minimum reserve level of between 25% and 50% in order to provide for rate stabilization.

7.3 Capital Improvements

Capital Improvements in Dixon are paid for through a variety of funding mechanisms, including those listed above. Such improvements vary by need, departmental priorities, applicable laws and regulations, and signed agreements. Capital planning is conducted both by City departments and special districts, as appropriate and necessary.

The City Council approves a five-year Capital Improvement Program (CIP) on an annual basis. The CIP is utilized primarily as a planning tool to identify projects, funding sources, and schedule implementation. The 2014-15 CIP includes 79 projects over the five years through 2018-19. Several projects may go beyond the five-year time frame or have a funding source yet to be identified.

Capital Projects FY14-15 Adopted



The majority projects to be undertaken are associated with the transportation funds. In general, these projects are segregated into Rehabilitation Projects (sidewalks); Studies (interchanges and roadway realignments); Roadway Improvements (paving and implementation of projects in the Studies categories); signals (primarily associated with development projects such as Brookfield or the Southwest; and Miscellaneous (streetscape, signage and Parkway Boulevard). Work will continue on the Parkway Boulevard Railroad Grade Separation in 2014-15, and West A Street will be overlaid from the Interstate 80 eastboard ramps to Pitt School Road.

Dixon's enterprise funds also have several projects for wastewater and to reflect the transition of water operations from DSWA to the City of Dixon. The wastewater projects included in the CIP are consistent with the 2008 Wastewater Financial Plan and are

necessary for Dixon to comply with the Revised Cease and Desist Order issued by the Regional Water Quality Control Board. An application has been made for State Revolving Loan Funds for the wastewater treatment facilities improvements, including headworks replacement, site improvements and construction of the operations/lab building. Water projects include upgrading the Fitzgerald Drive Well, Watson Ranch Storage Tank recoating, Water Master Plan Update, Water Rate and Fee Study, Chromium-6 Study, and Water District formation.

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. The City has two such districts: West A Street and North First Street.

Community Facilities Districts

The Mello-Roos Communities Facilities Act (Government Code Section 53311 et seq.) provides the means for cities, counties, and special districts (including school districts) to establish financing districts within which special taxes may be collected to pay for capital improvements and services. The special tax paid by properties within a community facility district (CFD) can be used to finance bonds to pay for improvements. This enables the city, county, or special district to construct the facilities immediately and pay the cost over time. The Dixon Unified School District has a CFD which will sunset in the next few years.

Park Impact (Quimby) Fees

New residential development provides for new park facilities in two ways. The first is through an ordinance adopted by the City in 1995 under the State's "Quimby Act" (Government Code Section 66477). 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 five acres of park land per 1,000 new residents. The second funding source is an AB 1600 fee, which is described in the following section.

AB 1600 Fees

AB 1600 (Mitigation Fee Act -- Government Code Section 66000 et seq.) establishes statewide rules for the imposition and accounting of development impact fees. Impact fees are one-time fees charged to new residential and commercial/industrial construction to pay for the project's share of the cost of constructing the public infrastructure that will serve the specific project.

As required by law, the City is undertaking its five year study of the costs of new infrastructure and the proportional responsibility of new development in order to update its AB 1600 fees.

Development Agreements

Development agreements are contracts between property owners and the City which guarantee the property owner a vested right to 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. This may include infrastructure improvements that exceed the limits otherwise set by AB 1600.

Sewer and Water Connection Charges

A fee is collected prior to connection to the City's sewer system and the DSWA and City's water systems. The revenues are used for the acquisition and construction of sewer and water facilities.

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 (for capital improvements, such as the new Dixon High School); and
- impact fees levied on new development.

Three methods are typically used to locally fund new school facilities: Mello-Roos special taxes, impact fees, and general obligation bonds. With Mello-Roos funding, each homeowner in a Mello-Roos district pays an annual assessment to fund new school facilities.

All development outside of a Mello-Roos district will pay an impact fee for new school construction. Development impact fees are capped by state law (Proposition 1A, 1998) at an escalating level set forth in Government Code Section 65995. These are generally referred to as "Tier 1" fees. Alternatively, school districts that prepare a school-needs 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). As of 2014, the Dixon Unified School District maintains Tier 2 fees at the level of \$3.20 per square foot for residential development, and \$0.51 per square foot for commercial and industrial development.

There are additional funding sources from outside resources, primarily the State. 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.

Determination

7.7 The City has established a five year capital improvement plan that it updates annually. The CIP is utilized primarily as a planning tool to identify projects, funding sources, and schedule implementation. The 2014-15 CIP includes 79 projects over the five years through 2018-19.

7.8 The City has a number of mechanisms to fund capital improvements and facilities for new developments. The sources include special assessments, formation of community facilities districts, Quimby fees, AB 1600 fees, development agreements and connection charges.

Section 8: Status and Opportunities for Shared Facilities

8.1 Shared Facilities and Regional Cooperation

Water System

As noted above, there are three metered interconnections between DSWA and Cal Water, which provide both suppliers with a backup source of water in case either system experiences low system pressures or inadequate supplies. The DSWA 2000 Water Master Plan notes that an additional good location for metered connections between the two water systems exist in the Southwest area of Dixon. Development of this area will provide the opportunity to install a new interconnection.

Also noted above, at some time in the future the City may need to seek surface water supplies to supplement groundwater supplies. At that point, the City, DSWA, and Cal Water may wish to investigate opportunities to jointly invest in new facilities, as well as opportunities to share facilities with other regional water transporters and providers or other local municipalities. No additional opportunities for shared services have been identified.

Wastewater System

The City of Dixon is separated from nearby cities and there are no feasible or cost-effective opportunities for sharing wastewater treatment facilities.

Stormwater System

As mentioned above, the City is part of the Dixon Regional Watershed Joint Powers Agency, the other members of which are DRCD, MPWD, and RD 2068 (Koster pers. comm.). Addressing drainage/flood control on a sub-regional basis makes the best use of existing and planned drainage facilities in order to convey drainage water from the City through the DRCD, MPWP, and RD 2068 channels and subregional agricultural lands, and eventually to the San Pablo Bay. No additional opportunities for shared services have been identified.

Solid Waste Services

Dixon Sanitary Service only provides service within Dixon and the surrounding unincorporated County area. The B & J Landfill receives waste from several other sources as well. No additional opportunities for shared services have been identified.

Transportation Services

Solano Transportation Authority (STA) coordinates local transit services and analyses opportunities to expand and connect to regional transit modes. The STA released a draft Transit Element of the Solano Comprehensive Transportation Plan in January of 2002. Service recommendations include a Route 180, which would begin in downtown Sacramento and end at the ferry terminal in Vallejo, via Davis, Dixon, Vacaville, Fairfield, and Solano College, and a Route 85, which would operate between Vallejo and Davis (replacing Route 30 service). According to the Plan, these services would be initiated sometime between 2005 and 2025 (City of Dixon 2002). As noted above, the City is pursuing opportunities to work with the Capital Corridor JPA to provide commuter rail service.

The California Department of Transportation (Caltrans) governs the freeways that connect the municipalities and the associated off-ramps. Communication and assistance between Dixon and Caltrans is necessary and frequent. No additional opportunities for shared services have been identified.

Law Enforcement Services

The City currently contracts with the Sheriff of Solano County for dispatch service. No additional opportunities for shared services have been identified.

Fire Suppression Services

As noted above, the City provides fire protection services to the surrounding 313 square mile Dixon Fire Protection District through a management services agreement. This allows for lower costs and more efficient fire protection for both organizations. Also, the City currently contracts with the Sheriff of Solano County for dispatch service. The City's paramedic program is funded jointly by Medic Ambulance, the County Tobacco Settlement Fund, and the City of Dixon. No additional opportunities for shared services have been identified.

Open Space and Recreation Services

Dixon will share a performing arts theater with the Dixon Unified School District at the new Dixon High School. In addition, the new school will provide additional parking that can be shared with Hall Park, facilitating parking access to the southern portion of the park.

As mentioned above, Dixon entered into an "Agreement Between the Cities of Vacaville and Dixon for the Formation of the Vacaville-Dixon Greenbelt Authority." The greenbelt provides open space within the vicinity of the City of Dixon. However, the purpose of this and the Davis-Dixon Greenbelt is the preservation of agricultural land. It is not intended for recreational use. No additional opportunities for shared services have been identified.

8.2 Management Efficiencies

The management structure of the City and special districts providing services to its lands and residents is efficient and effective, providing ongoing oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified which would result in additional efficiencies.

Determinations:

8.1 The City works with a number of other agencies in the areas of water, storm water, solid waste, law enforcement, fire suppression, and recreation services to reduce costs and to provide enhanced services.

8.2 The current management structure provides effective oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified which would result in additional efficiencies.



Section 9: Government Structure and Accountability

Dixon is a general law city with a Council/Manager form of government. The council appoints the City Manager and Attorney. The Mayor appoints the members of the Parks and Recreation, Planning, and Transportation Advisory Commissions. Public matters are discussed and voted on in compliance with the “Brown Act,” California’s open meeting law. All meetings are held at Dixon’s conveniently-located City Hall.

A number of outreach programs are established to keep communication open between the public and government.

- **Public Access TV:** The City’s public meetings are televised live and recorded.
- **Website:** The City maintains a website which offers a community calendar, description of city departments and services, meeting minutes and agendas, and similar publications of interest.

The City follows the Government Financing Officers Association recommendations for best practices for budgeting. Dixon’s expenses do not exceed resources; priorities and issues are reviewed on an annual basis; 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. Debt service budgets are also reviewed and authorized by the Council.

Dixon is a general law city, and was incorporated in 1878. 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 Treasurer is separately elected. Department heads are appointed by the City Manager. The City is organized into ten departments/divisions: Community Development, City Engineer/Public Works, Economic Development, Fire, Administrative Services, Human Resources, City Clerk, Police, , and Recreation Services. There are three citizen commissions whose members are appointed by the Council to fixed terms: the Planning, Transportation Advisory, and Park and Recreation Commissions.

The City administration is organized by ten departments that provide specialized services to Dixon residents as follows.

Community Development

The primary mission of the Community Development Department is to ensure the public welfare and improve the quality of life for the City of Dixon. The Department operates in two primary sections: Planning and Building Inspection. The Department currently

staffs three full time employees and one .375 employee. Planning functions under the Community Development Department include advance planning and current planning.

City Engineer/Public Works Department

The City Engineer/Public Works Department is committed to designing and overseeing the construction of public infrastructure consistent with the goals and policies of the City's General Plan. The City Engineer/Public Works Department is responsible for the planning and construction of the public infrastructure system including the wastewater, storm drain, water, street, pedestrian, bikeways, and traffic control systems.

Public Works Division

City Engineer division oversees the design, construction, and inspection of the City's Capital Improvement Projects (projects bid and administered by the City), as well as plan checking and inspection of private development projects. The City Engineer/Public Works Department also oversees transportation planning including traffic modeling.

The Public Works division is committed to operating and maintaining public facilities and structures in a cost effective manner while providing a safe and healthy living environment. Public Works division is responsible for maintaining facilities and infrastructure for drainage and sewer, systems, streets, sidewalks, streetlights, city buildings, and park and recreation facilities. Public Works division is organized into six divisions, including Streets and Utility Maintenance, Parks and Building Maintenance, Recreation Services, Transit, Wastewater Treatment and Collection and Administration.

Recreation Services

The Recreation Services division strives to improve the quality of life in the City by providing well rounded recreation programs; being responsive to community needs; facilitating park and recreation facility usage; leading park and recreation facility planning; and providing a positive contact between the City and residents.

Economic Development

The role of the Economic Development is to assist private investment in accordance with established economic development priorities and adopted land use plans and policies. Specifically, the Economic Development Manager administers marketing outreach programs for new businesses and for the retention and expansion of existing businesses. The Economic Development Manager also provides assistance to the City Manager for redevelopment activities.

Fire

The Fire Department provides emergency services (fire suppression, first responder emergency medical services, hazardous materials response and other emergency

services), code and nuisance abatement, public education and fire prevention services, and operates one fire station in the City.

Administrative Services

The Administrative Services Department manages the financial and technological resources of the City by safeguarding the cash assets, maintaining accurate financial records, providing financial information and expertise, and by maximizing technological resource use. In addition, the Administrative Services Department serves the community by managing utility billing, business licenses, collecting taxes and fees, paying the City's bills, preparing the City's budget and managing investments.

Human Resources

The Human Resource Department strives to have a proactive and aggressive management philosophy; hire the best possible employees; stay competitive in the market; improve management capabilities through training and performance evaluation measures; foster healthy working relationships with employee unions; and expand the use of technology and automation.

City Clerk

The City Clerk strives to provide efficient and effective service to the public and support to City staff. The department is comprised of one full time position for the City Clerk, and one part time audio visual technician. The City Clerk is responsible for being the Clerk of the City Council, Secretary to the Successor Agency, Election Official, Filing Official/Filing Officer relating to the Political Reform Act, Custodian of Records, and administering Oaths of Office.

Police

The mission of the Dixon Police Department is "to be an exemplary, model police department that is responsive, progressive, and service oriented." The Dixon Police Department is responsible for the protection of life and property, the maintenance of order, the control and prevention of crime, and the enforcement of motor vehicle laws and regulations.

Determinations:

9.1 Dixon is a general law city with a Council/Manager form of government. A separately-elected Mayor and four Council members are elected at large to staggered four-year terms. The council appoints the City Manager and City Attorney. Public matters are discussed and voted on in compliance with the "Brown Act," California's open meeting law. All meetings are held at Dixon's City Hall.

9.2 The City communicates with residents through its website. The City's public meetings are televised.

Section 10: LAFCo Policies Affecting Service Delivery

Several of LAFCO's policies may affect the operation of the City. As the City updates and amends its general plan and sphere of influence the revised LAFCO sphere policy will guide the process. The new sphere policy allows for near term and long term spheres, where the near term sphere includes territory that will be proposed for annexation in the next five years. The long term sphere is designed to include territory that will be served in the next 5 to 20 years.

Often when an area is developed it is annexed to the City and is detached from the Dixon Fire District. LAFCO's Standard 11 allows for the fire district to be compensated for loss of revenue. The compensation formula is determined by the City and the fire district. If no agreement is reached the LAFCO Commission makes the final decision.

Owing to the relationship of the Dixon Fire Protection District and the City of Dixon Fire Department, LAFCO may want to review its policy on mitigation for loss of revenues. Essentially imposing standard 11 requires the City to make a payment to the District which in turn pays the city for services. LAFCO should consider postponing any mitigation payments as long as the management services agreement between the Dixon Fire Protection District and the City of Dixon remains in force.

Determinations:

10.1 LAFCO's sphere policy has the potential to affect service delivery.

Section 11: Summary of Determinations

Growth and Population Projections

4.1 The population of the City was estimated at 18,660 in 2012.

4.2 Measure B permits of 3% annual growth. At that rate the projected population would be 23,138 by 2020.

4.3 There are 5 areas identified in the General Plan for development and potential annexations. Of the 5 only the Pedrick Road area consisting of approximately 589 acres has the potential for housing development.

Disadvantaged Unincorporated Communities

5.1 There are no disadvantaged unincorporated communities adjacent to the city boundaries or in the sphere.

Present and Planned Capacity of Public Facilities

6.1 The average daily demand in the City service area is 4,537 gpm while the maximum daily demand is 10,026 gpm. The five existing wells are sufficient to provide the average daily demand. An additional three wells that are in the planning stage are required to meet the maximum daily demand..

6.2 Projected water deliveries in the Cal Water service area are sufficient to meet demand.

6.3 The City is currently under a CDO which limits dry flow to 1.82 mgd until the facility can be expanded to meet current demand, prevent inundation from bypassed overflows, and allow a minimum of 5 years of growth. Modifications of the WWTF are underway with completion of construction set for December 2016.

6.4 The City has entered into a joint powers agreement known as the Dixon Regional Watershed JPA to manage storm drainage in the area. The DRWJPA includes the Dixon Resource Conservation District, RD 2068, Maine Prairie Water District, and the City of Dixon.

6.5 Storm drainage improvements required for development are included in development agreements. The City has a long range capital improvement plan to update and maintain its drainage system.

6.6 The City contracts with Recology for solid waste services. Solid waste is transported to the Hay Road landfill. As of April 2013 the Hay Road Landfill was at approximately 19% of capacity.

6.7 The City's transit system consists of a program called ReadI Ride, which is a dial-a-ride service in which patrons call in advance to schedule pickups. In addition to this, the

CityLink Route 30 bus route, administered by the STA and operated by Fairfield/Solano Transit, has two stops within Dixon.

6.8 The City has a new train station but no service yet because of the needed to eliminate two at grade crossing. Improvements are underway to comply with that requirement.

6.9 The City is served by 25 sworn police officers, 4 civilian personnel, and 4 volunteers. The Sheriff of Solano County provides dispatch services for the Dixon Police Department.

6.10 The current average response time for the Dixon Police Department is less than three minutes.

6.11 The Fire Department has a staff of 43 (including both paid and volunteer staff and one administrative staff person). It operated 15 pieces of equipment, using a single fire station (located at 205 Ford Way). The Dixon Fire Department has a management services agreement to provide services to the Dixon Fire Protection District.

6.12 The City of Dixon has an ISO rating of 5⁷, while the Dixon Fire Protection District has an ISO rating of 9, 10⁸. Response times in 2013 varied by district. Among the 13 districts in the service territory, response times were lowest in the City center (District 40 – average response time of 4:29; District 41 – average response time of 5:23) highest in the I-505 area (District 8 – average response time of 14.36). Call volumes were highest in the core areas of the City (1,188 in the two core districts, compared to 865 among the other 11 districts).

6.13 In order to maintain response times that adhere to ISO criteria, additional staff and equipment will have to be added to the force, and sub-districts will need to be added or expanded to keep pace with new development. In 2013 the Fire Department was awarded two FEMA grants that allowed the department to add both career staff and volunteer staff to further the staffing goals identified in the strategic plan.

6.14 The City currently maintains approximately 91 acres of neighborhood and community parks. It is anticipated at build out of the general plan there will approximately 114 acres of parks.

6.15 A Park Improvement Fee is currently collected from all residential building permits in order to finance the cost of park improvements needed to meet LOS recommendations.

Financial Ability to Provide Services

7.1 The City operates on an annual budget of approximately \$14. Major sources of revenue are sales tax and property tax.

7.2 The City responded to the economic downturn by a reduction in force, mandatory employee furloughs, reduction in salaries and benefits in lieu of furloughs, and service

⁷ 2012, City of Dixon website

⁸ Two districts adjacent to City boundaries

cuts. After completion of the 2011-12 year-end audit, the City determined that the City's financial solvency had improved as defined by sufficient General Fund reserves to rescind the furlough program and maintain a General Fund reserve of at least 10% based on audited data.

7.3 By year end of FY14-15 the City anticipates a reserve of 26% and has established an operating reserve target of 25%.

7.4 The City conducted a rate study and Proposition 218 review for its wastewater enterprise fund that was completed in February 2014.

7.5 The City is in the process of conducting a rate study for the DSWA water system as it has assumed responsibility for that area beginning August 11, 2014.

7.6 The Enterprise Funds strive to maintain a minimum reserve level of between 25% and 50% in order to provide for rate stabilization.

7.7 The City has established a five year capital improvement plan that it updates annually. The CIP is utilized primarily as a planning tool to identify projects, funding sources, and schedule implementation. The 2014-15 CIP includes 79 projects over the five years through 2018-19.

7.8 The City has a number of mechanisms to fund capital improvements and facilities for new developments. The sources include special assessments, formation of community facilities districts, Quimby fees, AB 1600 fees, development agreements and connection charges.

Status and Opportunities for Shared Facilities

8.1 The city works with a number of other agencies in the areas of water, storm water, solid waste, law enforcement, fire suppression, and recreation services to reduce costs and to provide enhanced services.

8.2 The current management structure provides effective oversight and administration of essential government services. No opportunities for changes in management structures or organization have been identified which would result in additional efficiencies.

Government Structure and Accountability

9.1 Dixon is a general law city with a Council/Manager form of government. A separately-elected Mayor and four Council members are elected at large to staggered four-year terms. The council appoints the City Manager and Attorney. Public matters are discussed and voted on in compliance with the "Brown Act," California's open meeting law. All meetings are held at Dixon's City Hall.

9.2 The City communicates with residents through its website. The City's public meetings are televised.

LAFCo Policies Affecting Service Delivery

10.1 LAFCO's sphere policy has the potential to affect service delivery.



Section 12: References

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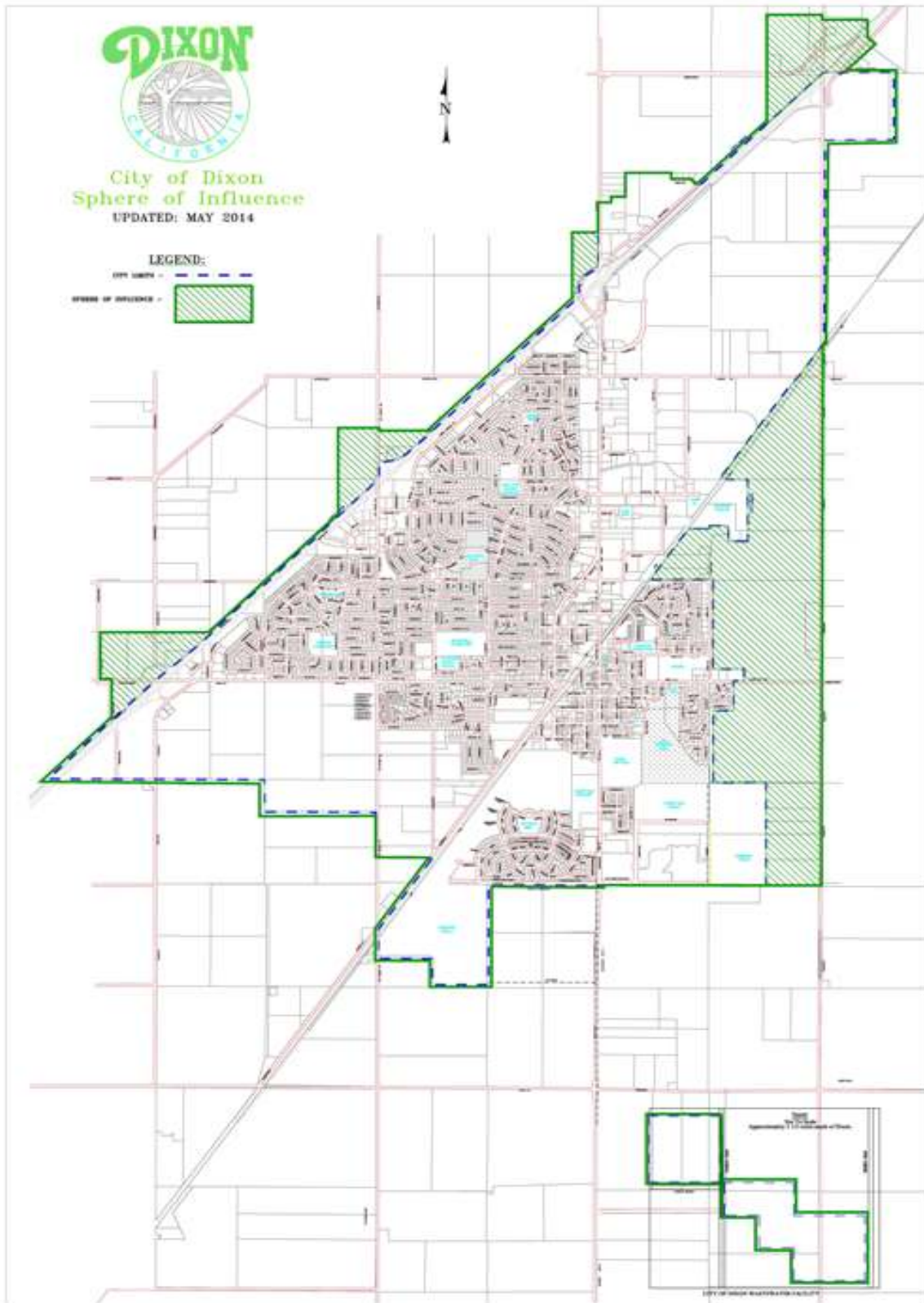


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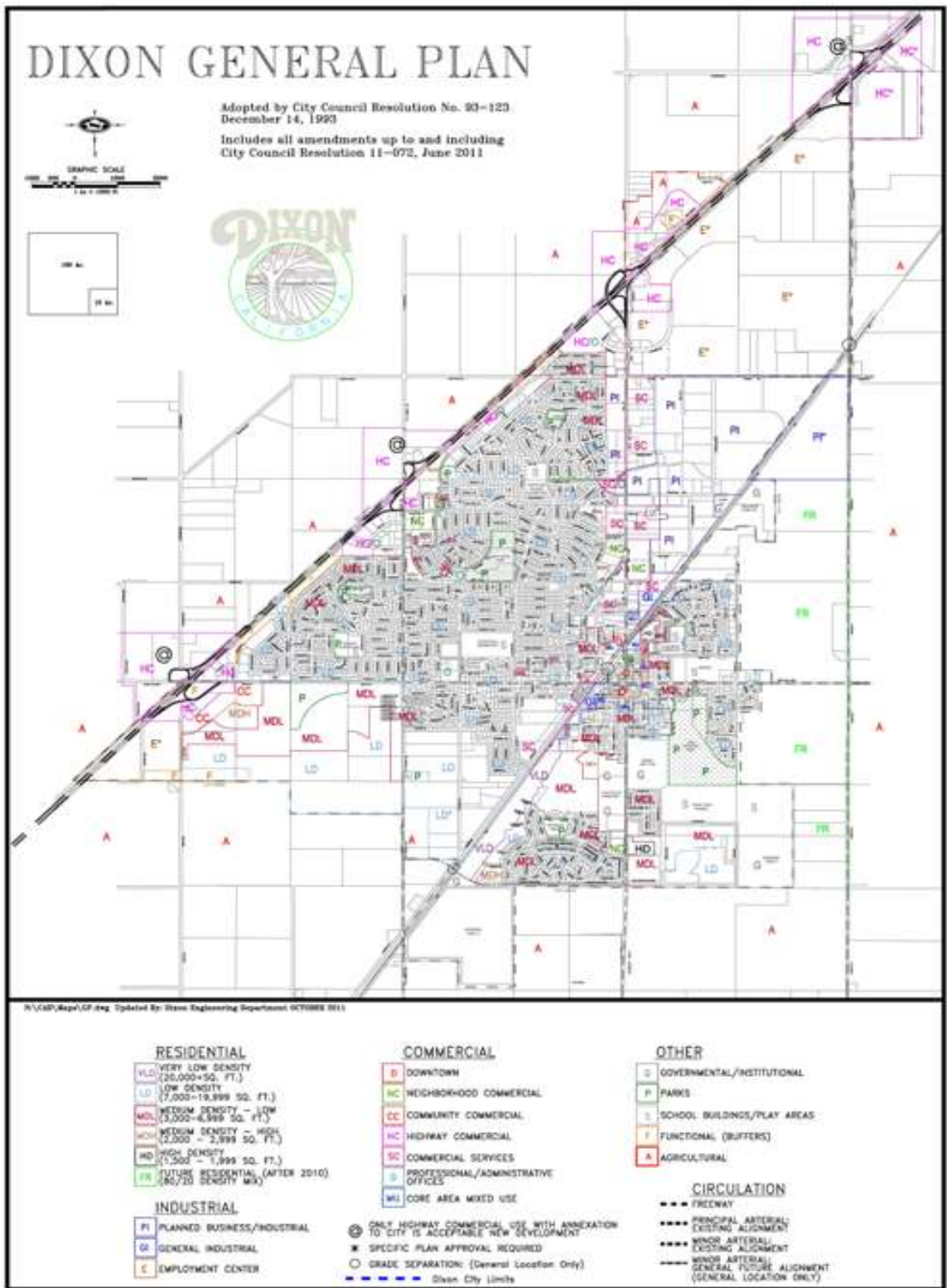


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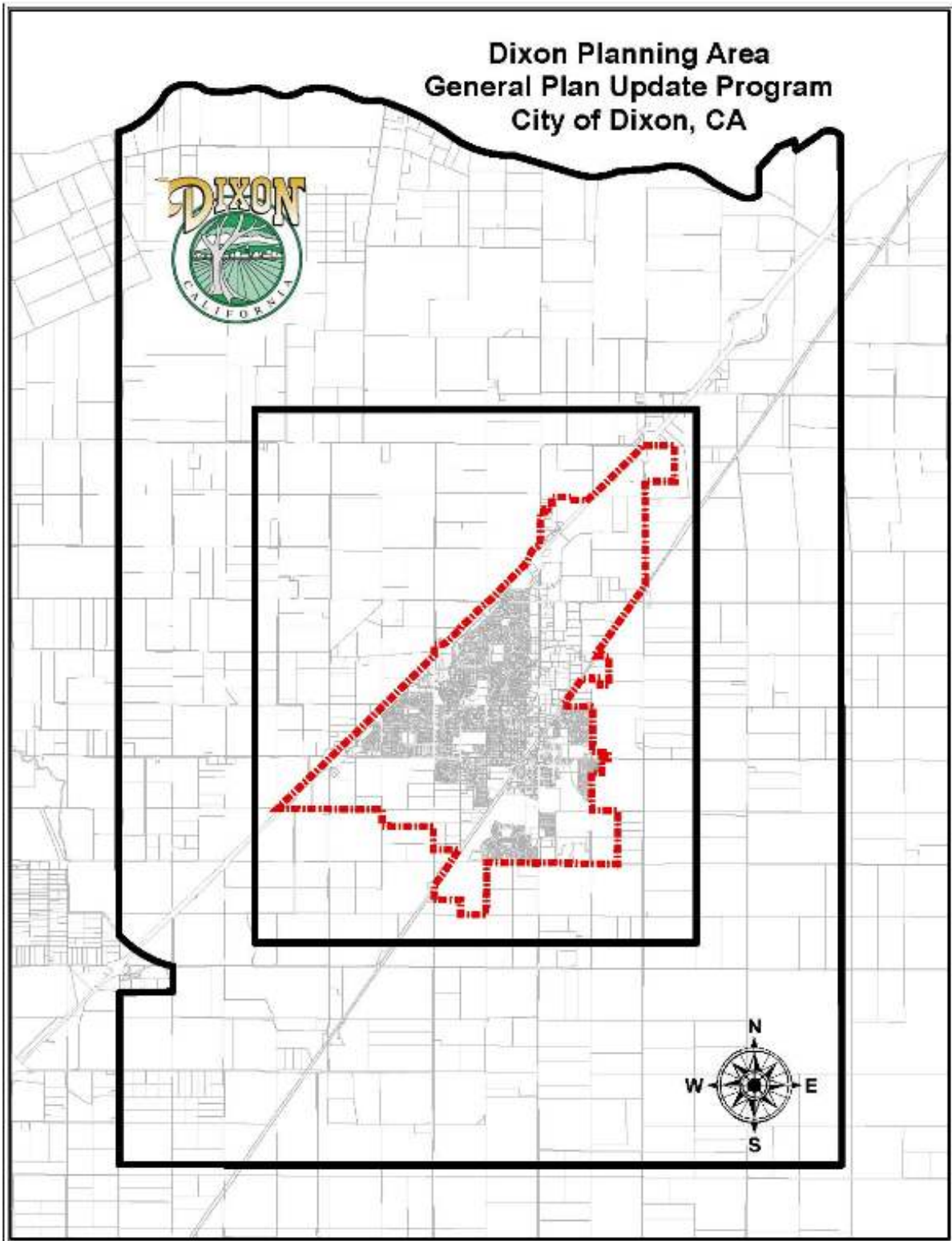


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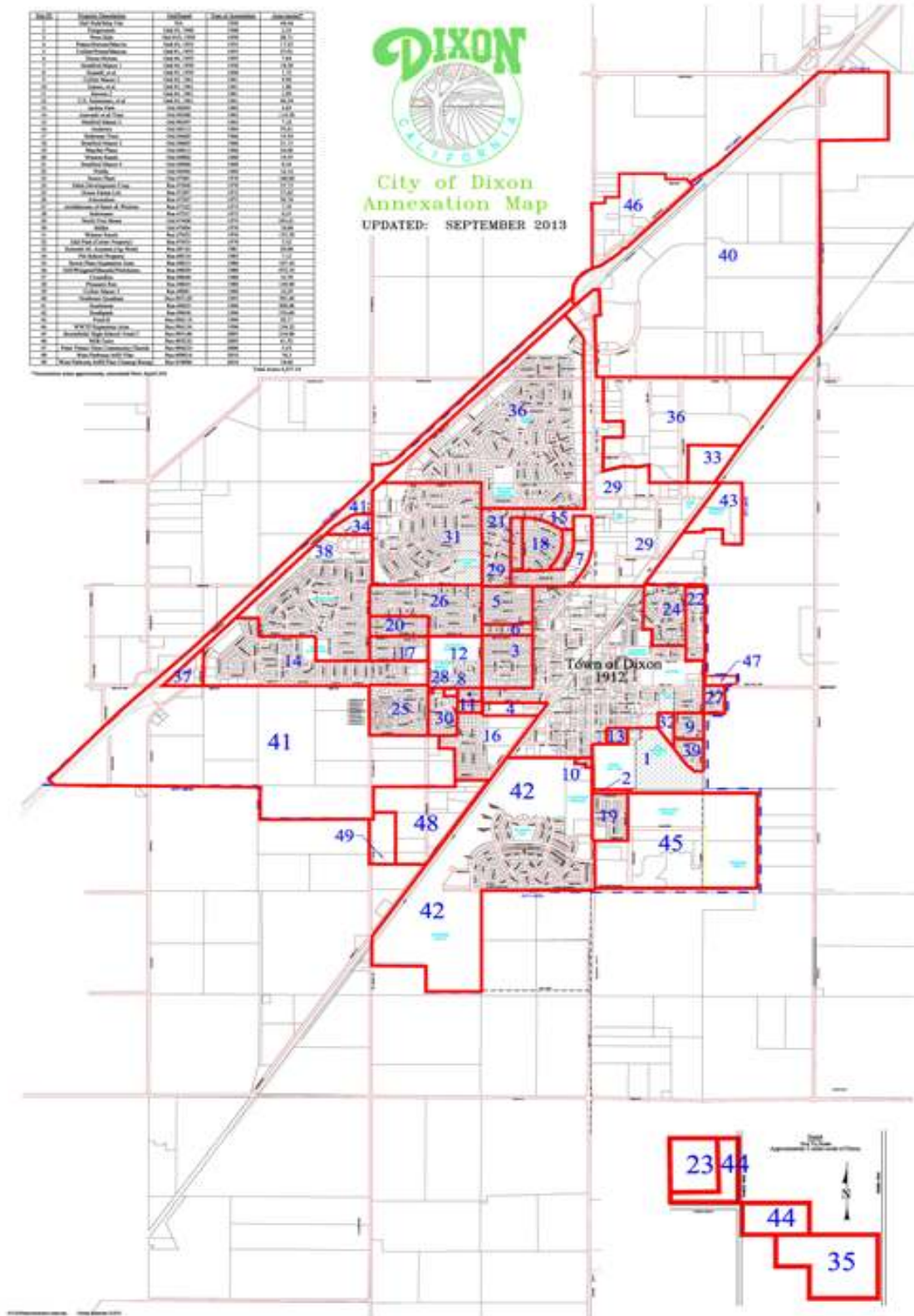


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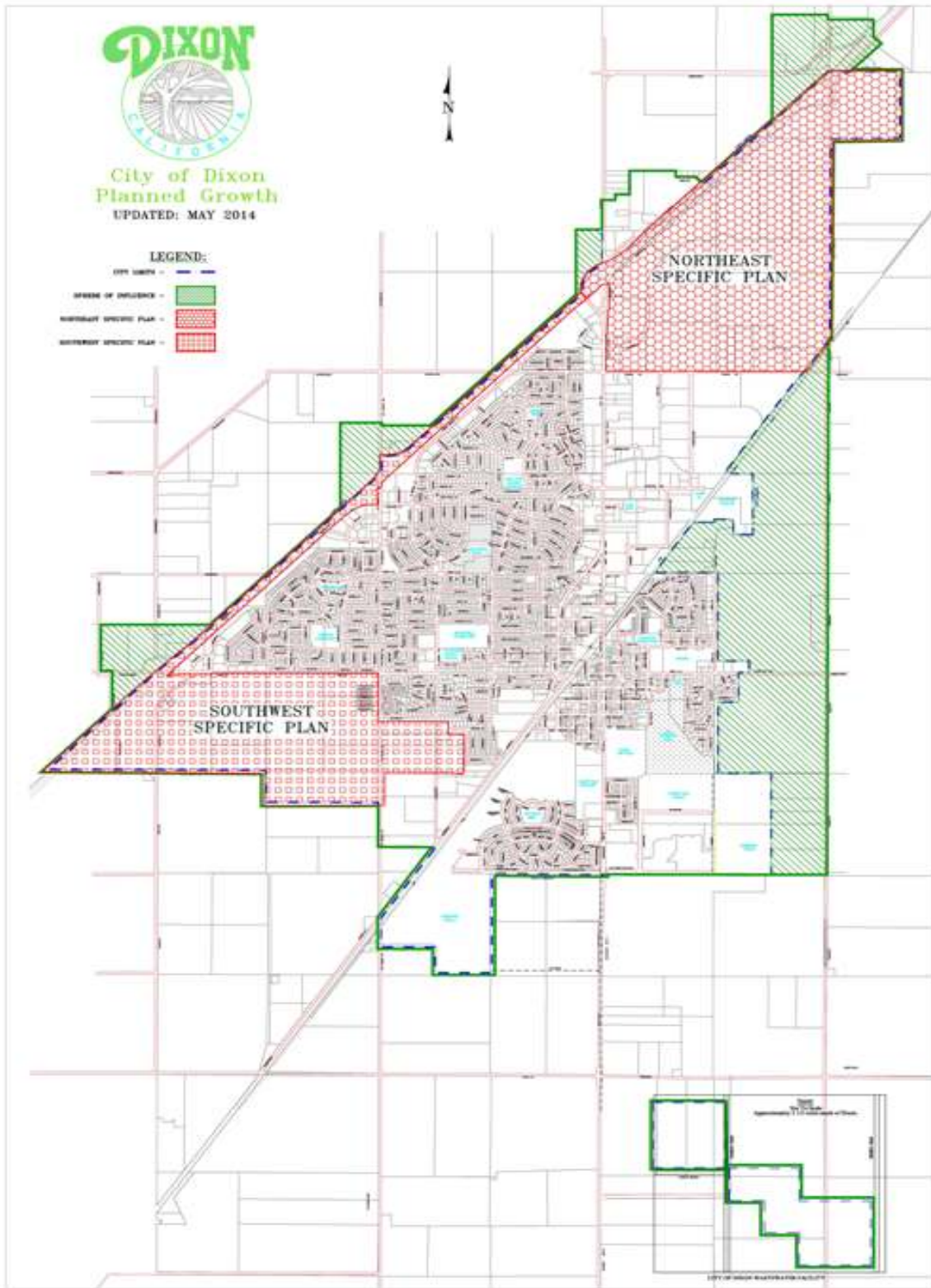


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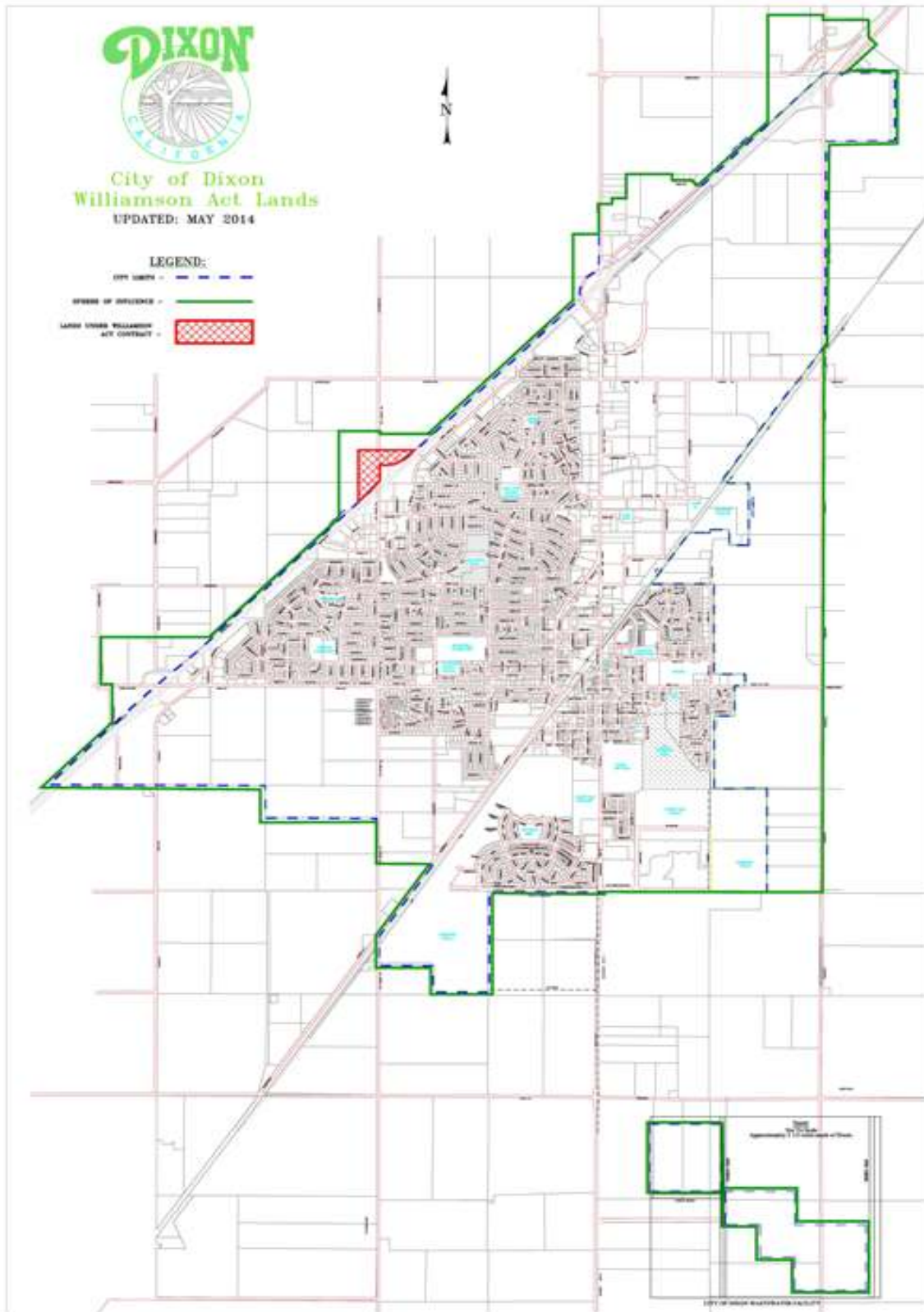


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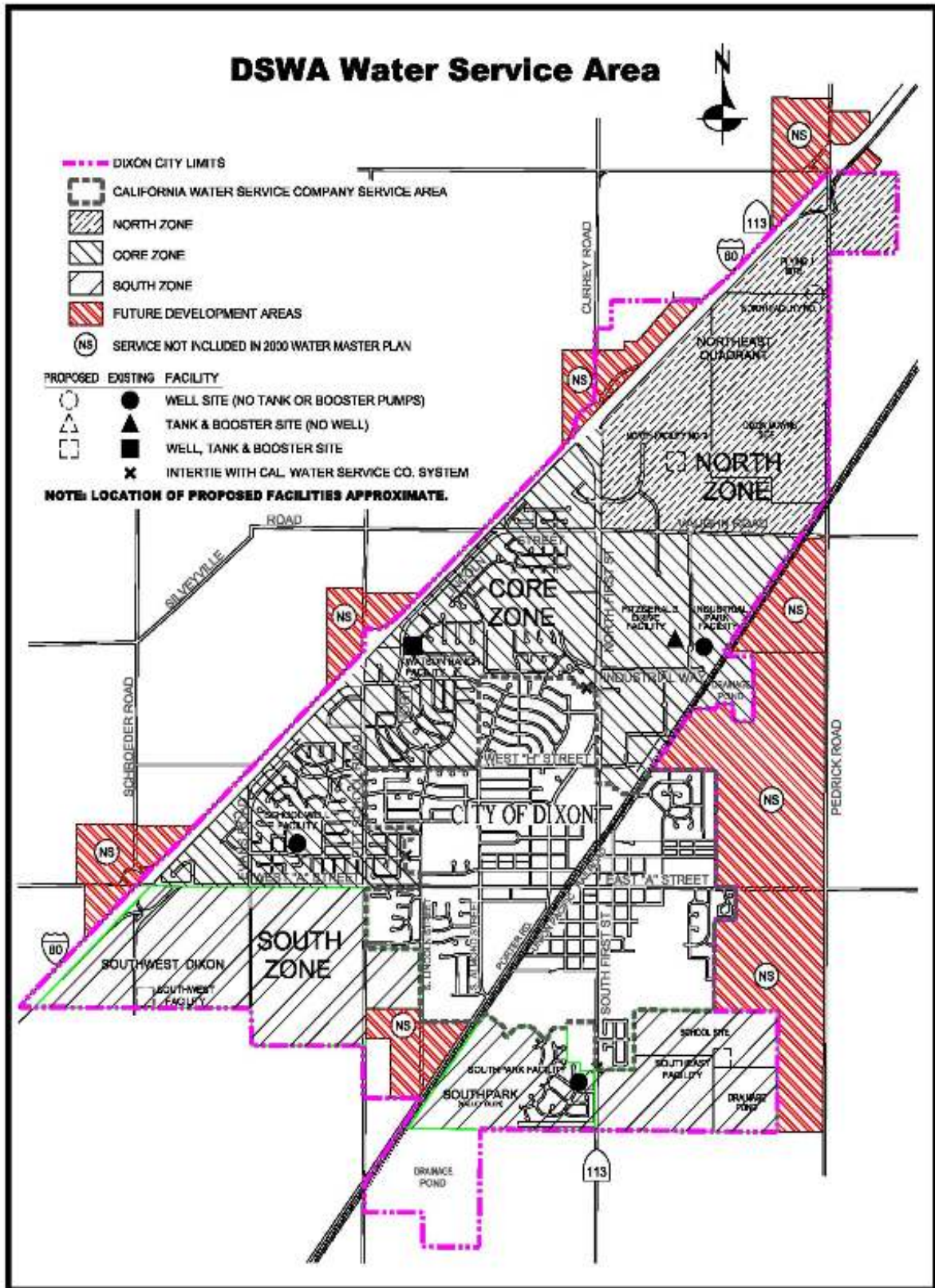


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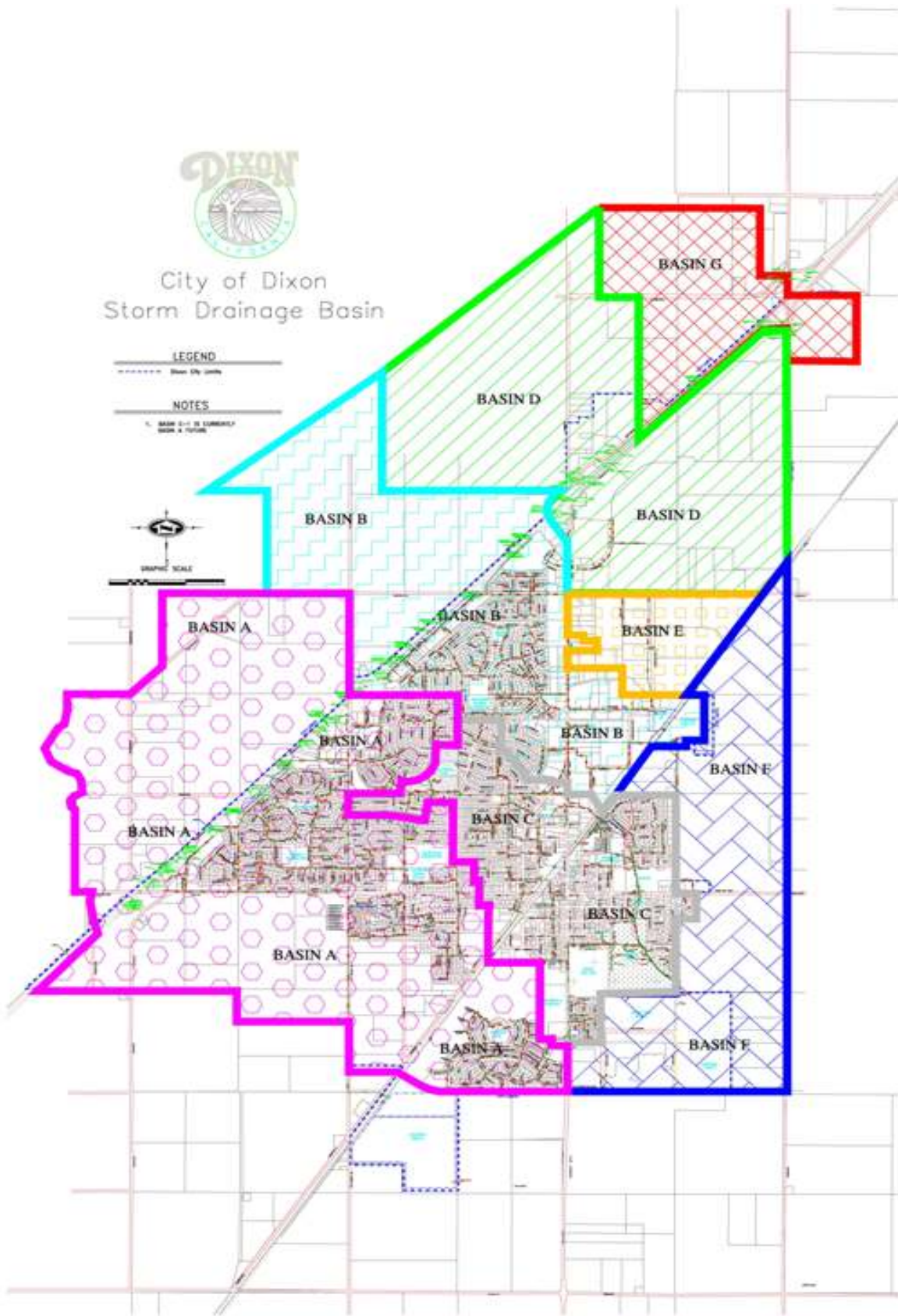


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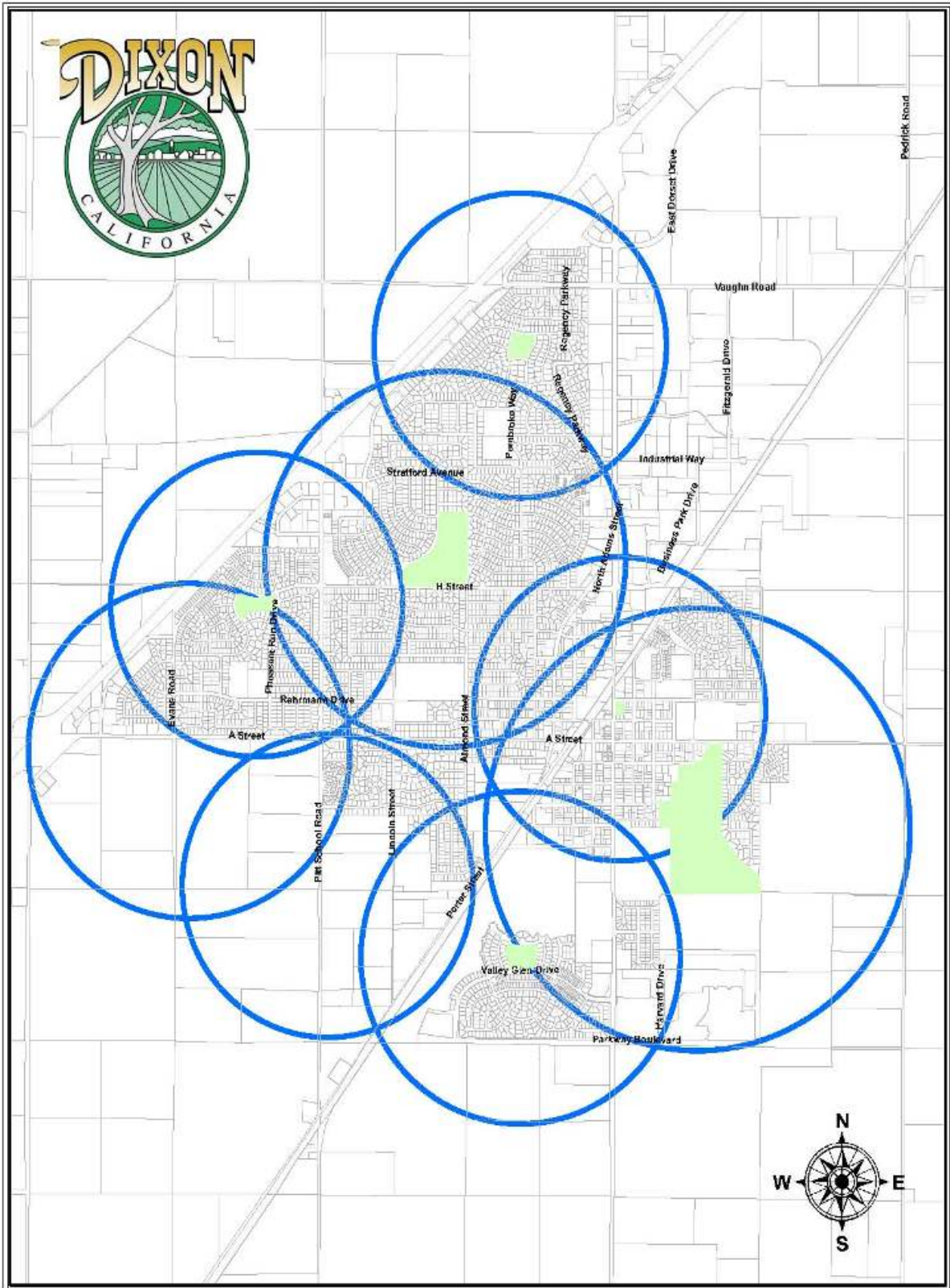


Figure 10