

CITY OF FAIRFIELD

FINAL

Focused Municipal Services Review Update &
Focused Sphere of Influence Update



Prepared for

SOLANO LAFCO

December 10, 2018

Resolutions # 18-07 and #18-08



Final - Final
Focused Municipal Service Review Update
&
Focused Sphere of Influence Update

City of Fairfield

Prepared for:
Solano LAFCO



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Prepared by:



December 10, 2018
Resolutions #18-07 and #18-08

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ACRONYMS

ABAG	Association of Bay Area Governments
ACS	American Community Survey
ADWF	Average Dry Weather Flow
AF	Acre-Feet
AFB	Air Force Base
AMP	Asset Management Plan
BMP	Best Management Practices
BRAC	Base Realignment and Closure
CAFR	Comprehensive Annual Financial Report
CEQA	California Environmental Quality Act
CFR	Code of Federal Regulations
CIP	Capital Improvement Plan
CKH	Cortese-Knox-Hertzberg Reorganization Act of 2000
DAC	Disadvantaged Community
DUC	Disadvantaged Unincorporated Community
DWR	Department of Water Resources
EDU	Equivalent Dwelling Unit
FSSD	Fairfield-Suisun Sewer District
FY	Fiscal Year
FTE	Full-Time Equivalent
GAAP	Generally Accepted Accounting Principles
GASB	Government Accounting Standards Board
GIS	Geographic Information System
GPM	Gallons per Minute
I/I	Infiltration and Inflow
LAFCO	Local Agency Formation Commission
MGD	Million Gallons per Day
MHI	Median Household Income
MSR	Municipal Services Review
NPDES	National Pollutant Discharge Elimination System
RTP	Regional Transportation Plan
RWQCB	Regional Water Quality Control Board
SCADA	Supervisory Control and Data Acquisition; a software application
SCS	Sustainable Communities Strategy
SFR	Single Family Residence
SOI	Sphere of Influence
SWRCB	State Water Resources Control Board
UWMP	Urban Water Management
WMP	Water Master Plan
WRF	Water Recycling Facility
WWTP	Wastewater Treatment Plant

Chapter 1: Executive Summary



Photograph provided courtesy of: <https://www.solanoedc.org/data-center/city-and-county-profiles/city-profiles/fairfield>

This document presents a Focused Municipal Service Review Update (MSR) and a Focused Sphere of Influence (SOI) Update. The MSR Update is presented in Chapters 2 to 10 and addresses major issues of service delivery and efficiency. The MSR Update includes an analysis and a written statement of conclusions, known as determinations, for each of the following factors:

- Growth and population projections for the affected area
- Disadvantaged unincorporated communities
- Present and planned capacity of public facilities
- Financial ability of the agency to provide services
- Opportunities for shared facilities
- Accountability for government service needs
- Any other matter relative to service delivery as required by Commission Policy

For each of the determinations listed above, key facts that support each determination are discussed in Chapters 4 to 10.

Cities are typically operated under the provisions of their “principal acts,” and they govern the provision of one or more public services as described in the profile presented in Section 1.1 on the next page. Boundaries and spheres of influence are determined by the Local Agency Formation Commission (LAFCO). As part of LAFCO’s duties, this study has been prepared and it focuses on the ability of the City to meet the service demands of the residents within the City boundaries and within the SOI study area(s). Although Fairfield provides a wide range of public services including library services and flood control services, this document focuses specifically on those services which will be utilized by the proposed Pacific Flyway project

including police protection, fire protection, wastewater collection, and the provision of municipal water.

1.1: PROFILE OF CITY OF FAIRFIELD

The City of Fairfield was last reviewed by LAFCO in a MSR dated October 2012 and a SOI in September 2004 (Resolution #04-05).

City of Fairfield

Type of Agency: City

Enabling Legislation: General-Law City, California Constitution, Article 11, Section 2, and Government Code § 34000 *et seq.*

Functions/Services: Municipal services provided directly by the City include Municipal services provided directly by the City include: law enforcement, fire protection, municipal water, storm drainage, streets, planning, affordable housing planning, and community recreation and facilities. Wastewater collection, treatment, and disposal is provided in conjunction with the Fairfield Suisun Sewer District. Other municipal services provided by Fairfield through contracts or joint-power authorities with other agencies or companies include garbage collection and other specialized services as needed and as listed in Chapter 3.

Main Office: 1000 Webster Street, Fairfield, CA 94533
Mailing Address: same as above
Email: cmo@fairfield.ca.gov or aalexander@fairfield.ca.gov
Phone No.: (707) 428-7400
Fax No.: (707) 428-7798
Web Site: <https://www.fairfield.ca.gov>

City Manager: David White
City Clerk: Karen L. Rees

Table 1.2: Governing Body City Council

Council Member	Title	Term Expiration
Harry T. Price,	Mayor	November 2022
Chuck Timm	Vice-Mayor	November 2022
Pam Bertani	Council Member	November 2020
Catherine Moy	Council Member	November 2022
Rick Vaccaro	Council Member	November 2020

Meeting Schedule: First and third Tuesdays of each month at 6:00 p.m.

Meeting Location: City Council Chamber at 1000 Webster Street, Fairfield, CA 94533.
Date of Incorporation: December 12, 1903
Principal County: Solano County
Other: Registered resident-voter system

1.2: SUMMARY OF DETERMINATIONS

This Focused MSR & SOI Update includes an analysis and a written statement of conclusions, known as determinations. A detailed analysis of and the key facts that support each determination are presented in Chapters 4 to 11 of this document. Resolutions #18-07 and #18-08 were approved by LAFCO on December 10, 2018 as shown on the following pages.

RESOLUTION NO. 18-07

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION
OF SOLANO ADOPTING THE CITY OF FAIRFIELD MUNICIPAL SERVICE REVIEW
FOR THE PACIFIC FLYWAY EDUCATION CENTER PROJECT
LAFCO PROJECT # 2018-04**

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act, commencing with §56000, *et seq.* of the Government Code, specifically in accordance with §56430 *et seq.* and the Commission’s adopted Standards requiring a periodic review of municipal services of each local government agency whose jurisdictions are within Solano County; and,

WHEREAS, the City of Fairfield and Solano LAFCO determined that it would be most efficient to complete a Focused Municipal Service Review (MSR) and Sphere of Influence amendment/update for the City in conjunction with the processing of development and annexation approvals for a project known as “the Pacific Flyway Education Center Project”; and,

WHEREAS, Solano LAFCO initiated and hired a consultant to conduct a focused service review of the City of Fairfield for the Pacific Flyway Education Center Project and the Commission’s consultant has prepared a focused update and review of the municipal services of the City of Fairfield; and,

WHEREAS, the focused MSR describes and discloses information required for the review and update of the municipal services of the City of Fairfield relating to the Pacific Flyway Education Center; and,

WHEREAS, the Executive Officer has reviewed the MSR documentation prepared by the Commission’s consultant and has prepared a report including recommendations and conditions therein within the time required by law and have furnished copies of said report to the Commission and to all other persons required by law to receive it; and,

WHEREAS, the Commission received the draft focused MSR for the Pacific Flyway Education Center Project, on October 15, 2018, circulated the draft for public review, and held a public meeting to consider the final focused MSR on December 10, 2018; and,

WHEREAS, at its meeting of December 10, 2018, the Commission received and considered all oral and written testimony related to the focused MSR, including

but not limited to comments, objections, the Executive Officer's written and oral report and recommendations, the environmental documents and determination, and the municipal service review; and,

WHEREAS, the Commission hereby determines that the proposed focused MSR for the City of Fairfield and the Pacific Flyway Education Center Project, is consistent with the purposes and responsibility of the Commission for planning the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the County and its communities; and,

WHEREAS, in making this determination, the Commission has considered the documentation on file in this matter prepared by its consultant and other interested agencies and individuals, as well as the various staff reports provided to the Commission, as they relate to the following considerations: (1) Government structure and accountability (2) Population and growth (3) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence (4) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (5) Financial ability to provide services (6) LAFCO policies affecting service delivery.

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED AND ORDERED as follows:

1. The Focused Municipal Services Review for the City of Fairfield and the Pacific Flyway Education Center Project is found to be exempt from the provisions of the California Environmental Quality Act (CEQA) under Class 6 Categorical Exemption, Section 15306, in that the focused MSR is a basic data collection, research, and resource evaluation that does not result in a serious or major disturbance to an environmental resource.
2. The Focused Municipal Services Review for the Pacific Flyway Education Center is found to be adequate and complete pursuant to the requirements of Government Code Section 56430 *et seq.* and the Commission's adopted Standards, and determinations regarding municipal services are approved as set forth and described in the attached "Exhibit A" and by this reference incorporated herein.
3. The Executive Officer is hereby directed to file a Notice of Exemption in compliance with the California Environmental Quality Act and local ordinances implementing the same.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Solano at a regular meeting thereof, held on December 10, 2018, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Harry T. Price, Chair
Local Agency Formation Commission
County of Solano, State of California

ATTEST:

Michelle McIntyre, Clerk to the Commission

RESOLUTION NO. 18-07
EXHIBIT A –DETERMINATIONS AND FINDINGS

MSR Determinations: Government Structure and Accountability

- 1) Regularly scheduled City Council meetings provide an opportunity for residents to ask questions of elected representatives and help ensure service information is effectively communicated to the public. The meetings are noticed and conducted according to the Brown Act.
- 2) Fairfield provides effective services through its council-manager form of government, and utilizes other governmental advising bodies, community organizations, and the general public to help inform its decision-making process. Through this structure, public engagement is encouraged and City plans and programs reflect citizen input.
- 3) The City Council has convened eight closed sessions in the past six months.
- 4) The City provides council ordinances, resolutions, and agenda packets from 1903 to present. In addition, navigation of the City's website to this information is easy and straight forward.
- 5) The City's website has a page for "City Commissions and Committees" where current openings are listed. The City's Commissions and Committees current appointments are not listed. In addition, the list is not interactive, meaning the public is unable to access additional information regarding each commission and committee on the main page and no other linking information is available.
- 6) When LAFCO and the City prepare a more detailed MSR, the availability of the City's Mission and Vision statements can be evaluated in more detail.
- 7) The City Council sets strategic priorities at the beginning of each year along with priority projects. The Council has a code of conduct and process agreements to assure public confidence and the fair and effective operation of the City's government. In addition, each department lists a mission statement to clarify expectations. Policies are not easy to find and spread throughout the City's website with little information available through the City's HR page.
- 8) The City's organization chart is presented as Figure 4-2 and is available on the City's website. This organization chart reflects the operation and provision of city services.
- 9) When LAFCO and the City prepare a more detailed MSR, it should evaluate how City staff is held accountable to report performance data and work toward continuous improvement.

MSR Determinations: Population and Growth

- 10) Fairfield's existing population is 116,156 persons. Fairfield has experienced an average annual growth rate of 0.95% between the years 2000 to 2010.
- 11) Fairfield's 2030 and 2040 population are projected to be approximately 131,400 and 146,500, respectively.
- 12) Though the population and land area for the City of Fairfield has slightly increased from 2010 to 2015, the population per square mile has decreased. This suggests that the City has enough land to accommodate the population growth in 2015 over what was available in 2010.
- 13) The City's General Plan was adopted in 2002. Individual elements have been updated on an individual basis since 2002 with the most recent update occurring to the Land Use Element in 2016. Some elements have not been updated since the General Plan was adopted. It is important that all cities adopt and maintain a General Plan that is sufficient to inform LAFCO actions. Therefore, it is recommended that the City of Fairfield update its General Plan on a regular basis and an update to the General Plan is recommended in order to assist LAFCO in providing a more comprehensive SOI update within the next few years. City General Plan policies related to annexations include LU 4.1 and LU 4.1 A.
- 14) The City's job/housing ratio is: 1.4. This is considered a good jobs-housing balance, given that economists commonly accept a healthy jobs-to-housing balance between 1.3 and 1.6. It is recommended that when LAFCO provides a more comprehensive update to Fairfield's MSR/SOI, that the Regional Housing Needs Allocation/Plan be analyzed.

MSR Determinations - The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- 15) According to the U.S. Census, the median household income (MHI) for the State was \$63,783 in 2016 (US Census, ACS, 2012-2016). This yields a DUC threshold MHI of less than \$51,026 (80 percent of the statewide MHI). As of 2016 the median household income (MHI) in the City of Fairfield was estimated to be \$69,396. This is significantly higher than the DUC threshold MHI. (D 6.3.1)
- 16) The City should address disadvantaged communities in their next Housing Element update and provide that information to the LAFCO at their next comprehensive MSR update in order to better inform future Commission decisions. (D 6.3.2.)

- 17) Each of the unincorporated islands described in this chapter do receive adequate water, wastewater (small septic systems), and fire protection services. No public health and safety issues have been identified. (D 6.3.3.)

MSR Determinations: Present And Planned Capacity Of Public Facilities And Adequacy Of Public Services, Including Infrastructure Needs Or Deficiencies

- 18) The City of Fairfield has been diligent in developing plans to accommodate the service needs of current and future constituents and generally reviews and updates service plans when necessary. City service departments provide reports and updates to City Council and the general public ensuring needs are reviewed and addressed. When LAFCo next updates the MSR for the City of Fairfield, it is recommended that the full range of City services (including library, park and recreation, and community development) be evaluated at that time.
- 19) The City of Fairfield has mutual aid agreements and auto response agreements for police and fire services with neighboring jurisdictions. In addition, the City works with neighboring cities to provide adequate water and sewer services to constituents.
- 20) The City's Police Department provides local law enforcement services with a ratio of 1.10 sworn office per one thousand residents, just below General Plan requirement of 1.13-1.20 sworn officers per one thousand residents. Despite a slightly lower ratio, the department's average response time is almost a minute faster than the City's operating standard.
- 21) The City's Urban Water Management Plan 2015 (UWMP) sufficiently details annual and future water demand for the City with detailed analysis of available water supply during "average year," "single year," and "multi-dry years" events. In addition, the UWMP includes a Water Shortage Contingency Plan. The City has the ability to expand existing reservoirs or add new ones as needed and continues to ensure adequate water supplies are available through the City's primary water sources.
- 22) Sewer service is proposed to be provided by the Fairfield Suisun Sewer District for the Pacific Flyway Visitor's Center located on parcels 046-050-300 and 046-100-260. The two remaining unincorporated parcels do not currently and would not in the future receive sewer service.
- 23) For the proposed Pacific Flyway project, the nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street, approximately 10 miles away from the Pacific Flyway project site.

- 24) For the proposed Pacific Flyway project, two parcels (APNs 046-050-310 and 046-100-270) will remain under the jurisdiction of the Solano County Sheriff and the Cordelia Fire Protection District. Therefore, the City should explore pursuing a memorandum of understanding with these two agencies to provide greater clarity and efficient provision of services to the subject areas.
- 25) The City's Police Facility Planning and Concept Design Report, finalized in May of 2017, identifies the Police Department's significant and long-standing need for additional and improved facilities. Current facilities located at the Civic Center complex and Major Crimes Investigations are inadequate in size and configuration for the current service to the City. It is recommended that when LAFCO next updates an MSR or SOI for Fairfield, that data on police response time be analyzed and discussed. In general, municipalities work to continually improve police facilities to meet current and future demands. The addition of the two parcels associated with the Pacific Flyway Center will not impact the status of police facilities.
- 26) Although Figure 7-21, of the Focused MSR/SOI document, the City of Fairfield Drainage Map provides broad geographic information about existing streams, given past flooding problems in the City, it is recommended that the City prepare a more detailed city-wide drainage map to LAFCO to be included in the next City-wide MSR.
- 27) Treated municipal water and raw service is proposed to be provided by the Fairfield water utility for the Pacific Flyway Visitor's Center located on parcels 046-050-300 and 046-100-260. Additionally, the restored ponds located on these parcels could be managed using raw water from an on-site well or from a municipal pipeline. Although the two remaining unincorporated parcels do not currently receive water service, they do contain marsh and pond habitats.
- 28) The provision of sewer service to the proposed development will be coordinated with the City of Fairfield and Fairfield Suisun Sewer District.
- 29) There is no evidence to suggest that the City could not provide needed public facilities to support the development of the Pacific Flyway Education Center.

MSR Determinations: Financial Ability to Provide Services

- 30) The City's annual financial reports (CAFR) and budgets clearly and transparently present financial information.
- 31) The City's total revenue exceeded expenditures in FY 15/16 and 16/17.
- 32) Changes to the Net Position tend to be highly variable and Fairfield Net Position increased by \$28 million from FY 15/16 to 16/17.

- 33) Rates for various City services are tailored specific to each service. Fairfield's municipal rates are adopted during a public meeting via Ordinance.

MSR Determinations: Status of, and Opportunities For, Shared Facilities

- 34) Fairfield shares facilities and services with many neighboring local government agencies including Solano Irrigation District, Fairfield Suisun Sewer District, and the Cities of Vallejo, Benicia, and Vacaville when providing fire protection, police protection, water, and sewer service. It is recommended that the City continue to be open to new opportunities to provide service in a collaborative manner. The City can assess new collaborative ideas as they arise and as potential future constraints necessitate new practices.
- 35) It is recommended that the City should continue to coordinate capital projects with agencies that also have infrastructure within proposed project areas in an effort to split costs.
- 36) Cooperative efforts such as mutual aid agreements, joint use agreements, and tax sharing agreements likely save Fairfield some money; however, it is recommended that such cooperative activities be periodically assessed for efficiency.
- 37) It is recommended that when the next comprehensive city-wide MSR is prepared for the City, that other practices and opportunities that may help to reduce or eliminate unnecessary costs are studied in more detail. This type of analysis is beyond the scope for this abbreviated project focused MSR.

MSR Determinations: LAFCO Policies Affecting Service Delivery

None

MSR Findings

Findings are statements of fact that were used to support the analysis in the MSR and to support the above determinations.

- 1) Fairfield City Council meetings are held twice a month and are open to the public. (F 4.1)
- 2) City Council members phone numbers, email addresses, a photo, and biographies are available on the City website. This information is also easy to find. (F 4.2)

- 3) Each council members number of years on council and term expiration are available on the City's website. (F 4.3)
- 4) The City has received numerous awards including Government Finance Officers Association Award and SWAT Team of the Year as listed in Table 4-4 of this MSR. (F 4.4)
- 5) There are no Disadvantaged Unincorporated Communities within or contiguous to the City of Fairfield's sphere of influence. (F 6.3.1)
- 6) There appears to be disadvantaged communities located within the City of Fairfield, however; further analysis is required. (F 6.3.2.)
- 7) The City's Fire Department provides training, staffing, and expertise to meet the City's current and projected future fire and emergency medical needs. City firefighters collaborate with neighboring agencies to provide sufficient coverage. (F 7.1)
- 8) The City's wastewater services are provided by the FSSD. The FSSD's Master Plans and budget includes projects to provide additional infrastructure capacity to accommodate planned growth. (F 7.2)
- 9) The City currently provides and/or contracts for adequate services to meet the needs of the existing customers of 116,156 for fire services, 110,953 for police services, 30,716 water connections, and roughly 54,000 sewer connections. Services provided by the City of Fairfield directly include water, fire protection, police protection, and wastewater as described in Chapter 7. (F 7.3)
- 10) In general, the City takes steps to ensure adequate funding is available for future projects to enhance municipal services. However, much of the funding is contingent upon future development. With the Specific Plans, including the Train Station and Heart of Fairfield, in the process of development, new funding should be available to meet current and future services. (F 7.4)
- 11) The City's Fire Department stations are strategically placed throughout the City and plans are in place to upgrade old facilities and develop new ones as required. A new station was completed in 2017 to replace the original Station 35 structure built in 1994. It is anticipated that future development funding mechanisms will provide the required revenues to develop a sixth fire station to meet future needs. (F 7.5)
- 12) The City recently approved rate increases to fund capital improvement projects to replace or upgrade aging water facilities and systems. In general, municipalities are facing high costs for replacements of aging infrastructure. The City's UWMP discusses contingency planning including catastrophic supply interruption. (F 7.6)

- 13) The facilities and infrastructure on which FSSD depends have variable ages. FSSD replaces and repairs infrastructure on a regular basis. In addition, the FSSD has implemented collection system BMPs and addresses preventative maintenance and scheduled replacement of aging infrastructure. (F 7.7)
- 14) Fairfield's reserve policy is posted on the City website. (F 8.1)
- 15) Fairfield's Annual Financial Statement contains several accounting policies and this Statement is publicly available via the City's website. (F 8.2)
- 16) Wage scale for staff positions is posted to Fairfield's website. Actual wages paid data is provided to the State Controller's Office. (F 8.3)
- 17) The City's rates and charges for service are transparently displayed on the City's website: http://www.fairfield.ca.gov/gov/depts/finance/fiscal_policies_fee_schedules.asp (F 8.4)

RESOLUTION NO. 18-08
RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF SOLANO
AMENDING AND PARTIALLY UPDATING THE SPHERE OF INFLUENCE OF
THE CITY OF FAIRFIELD
LAFCO PROJECT NO. 2018-04

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act, commencing with §56000, *et seq.* of the Government Code, specifically §56425 *et seq.* and the adopted Sphere of Influence (SOI) Policy of the Solano LAFCO require periodic update of the Municipal Service Review (MSR) and SOI of the cities and districts within Solano County; and

WHEREAS, the City of Fairfield and Solano LAFCO determined that it would be most efficient to complete a Focused MSR and SOI amendments\updates for the City in conjunction with the processing of development and annexation approvals for a project known as “the Pacific Flyway Education Center Project”; and

WHEREAS, the focused update and amendment of the sphere of influence was initiated by the City of Fairfield pursuant to adopted City of Fairfield Resolution 2018-266, with changes as shown in the attached Map (Exhibit A); and

WHEREAS, the City of Fairfield, acting as the lead agency under the California Environmental Quality Act, on October 16, 2018 prepared and certified a Mitigated Negative Declaration (State Clearing House #2018072043) for the Pacific Flyway Education Center and Updated City Sphere, and filed a Notice of Determination; and,

WHEREAS, the focused municipal services review update for the City of Fairfield has been completed as of December 10, 2018 and by prior action of the Commission is found by LAFCO to be adequate and complete for review and update of the City’s SOI; and

WHEREAS, the municipal service review describes and discloses the information required for the review and update of Sphere of Influence of the City of Fairfield relating to the Pacific Flyway Project and ; and

WHEREAS, the Executive Officer has reviewed the Sphere Plan documentation prepared by the Commission’s consultant and has prepared a report including recommendations and conditions thereon within the time required by law and have furnished copies of said report to the Commission and to all other persons required by law to receive it; and,

WHEREAS, at the time and in the manner provided by law, the Executive Officer gave notice of the date, time, and place of a public hearing by the Commission upon the City of Fairfield's SOI Update; and,

WHEREAS, at the hearing, the Commission has received, heard, discussed and considered all oral and written testimony related to the sphere of influence, including but not limited to comments, objections, the Executive Officer's written and oral report and recommendation, the environmental documents and determination, and the municipal services review.

WHEREAS, the Commission hereby determines that the proposed update of the Fairfield Sphere of Influence, including the amendment for the Pacific Flyway Project, is consistent with the purposes and responsibility of the Commission for planning the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the County and its communities; and,

WHEREAS, in making this determination, the Commission has considered the documentation on file in this matter prepared by its consultant and other interested agencies and individuals, as well as the various staff reports provided to the Commission, as they relate to the following considerations: (1) The present and planned land uses in the area, including agricultural and open space lands; (2) The present and probable need for public facilities and services in the area; (3) The present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide; and (4) The existence of any social or economic communities of interest in the area.

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED AND ORDERED as follows:

1. Pursuant to Section 15096 of the CEQA Guidelines, LAFCO has considered the environmental documents adopted by City of Fairfield as the Lead Agency, which contain measures that fully mitigate all potential negative environmental impacts.
2. Pursuant to Government Code Section 56425 and 56427, the amended sphere of influence of the City of Fairfield is determined and approved as shown on the attached map marked "Exhibit A", and includes the Pacific Flyway Education Center proposal area.
3. Determinations with respect to the Sphere of Influence for the City of Fairfield are set forth and described in the attached "Exhibit B" and are incorporated herein by this

reference.

4. Any roadway segments adjoining and contiguous with the sphere of influence line are included within the sphere amendment to allow subsequent annexation of the roads into the City of Fairfield.

5. The Executive Officer is hereby directed to file a Notice of Determination in compliance with the California Environmental Quality Act and local ordinances implementing the same.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Solano at a regular meeting thereof, held on the 10th day of December, 2018, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Harry T. Price, Chair
Presiding Officer
Solano Local Agency Formation Commission

ATTEST:

Michelle McIntyre, Commission Clerk

RESOLUTION NO. 18-08
EXHIBIT B – FINDINGS AND DETERMINATIONS

Present and Planned Lands Uses

1. This Sphere Amendment\Update is focused on the addition of the Pacific Flyway Project land into the Fairfield SOI. The City and LAFCo will prepare an update of the MSR and SOI for the entire sphere for the City in the near future.
2. Presently land use on the two parcels proposed for inclusion in the SOI (APNs 046-050-300 and 046-100-260) consist mostly of vacant land that was formerly utilized as a duck club. One outbuilding exists on-site.
3. Planned land uses, including a visitor center and associated facilities, are appropriate for serving existing and future residents of and visitors to the City.
4. The City's General Plan's main concept is to preserve and enhance the City's desired physical character with well-balanced patterns of growth and development, while creating safe and viable neighborhoods. Planned land uses within the City include low, medium and high density residential, office, retail, industrial, commercial and agricultural/open space.
5. The Land Use Diagram illustrates the City's current General Plan Land Use Designations.
6. Measure T was approved by 73 percent of registered voters in the City in November 2016 to amend the Urban Limit Line to include the proposed Pacific Flyway Education Center project site.
7. The City of Fairfield's General Plan includes goals, policies and implementing programs aimed at managing growth and conserving open space and agricultural land.
8. As part of the proposed Pacific Flyway Education Center, approximately 8.3 acres of vacant land will contain new development of the visitor's center including the visitor education and interpretive building, maintenance area, parking areas and driveways, and associated landscaping.

9. There are no existing Williamson Act Contracts associated with the four parcels that are part of the Pacific Flyway Education project (So Co GIS, 2018).
10. Given the unique educational aspects of the Pacific Flyway Education Center and its emphasis on the natural environment; specifically, the Pacific Flyway and associated habitat, there are very few locations in the greater SF Bay Area that could accommodate this project.
11. Infill development would not be appropriate for this project because a natural environment is needed to fulfill the project's educational and habitat restoration goals.
12. Considerations regarding impacts on Travis and other airports and the Solano County Airport Land-use Commission are discussed in Chapter 5 of the Focused MSR/SOI document.
13. The Study considers the Draft Solano County Multi Species Habitat Conservation Plan (HCP) in Chapter 5 of the Focused MSR/SOI document.
14. The potential environmental impacts associated with the proposed SOI expansion have been analyzed by the City of Fairfield as part of the July, 2018 Initial Study and Negative Declaration that the City prepared.
15. LAFCO is a responsible agency under CEQA.

Present and Probable Need for Public Facilities and Services in the Area

1. The City currently provides and/or contracts for adequate services to meet the needs of the existing customers of 116,156 for fire services, 110,953 for police services, 30,716 water connections, and roughly 54,000 sewer connections. Services provided by the City of Fairfield directly include water, fire protection, and police protection, as described in Chapter 7 of the Focused MSR/SOI document.
2. The Fairfield Suisun Sewer District provides wastewater treatment services to Fairfield residents and businesses and will provide sewer service to the Pacific Flyway Visitor's Center located on parcels 046-050-300 and 046-100-260. The two remaining unincorporated parcels do not currently and would not in the future receive sewer service. Wastewater pipes managed by the City are currently located across I-680 and will be extended to project site under freeway to the project site.

3. The Wastewater Treatment Plan, managed by the Fairfield Suisun Sewer District is located 1010 Chadbourne Rd, Fairfield, CA 94534.
4. Treated municipal water and raw service is proposed to be provided by the Fairfield water utility for the Pacific Flyway Visitor's Center located on parcels 046-050-300 and 046-100-260. Additionally, the restored ponds located on these parcels could be managed using raw water from an on-site well or from a municipal pipeline. Although the two remaining unincorporated parcels do not currently receive water service, they do contain marsh and pond habitats.
5. Fire protection service for proposed SOI expansion to be within the City Limits will be provided by the Fairfield Fire Department. Fire protection Services for the two parcels located directly east (APNs 046-050-310 and 046-100-270) are currently provided services by the Cordelia Fire Protection District.
6. Police projection services for proposed SOI expansion to be within the City Limits will be provided by the Fairfield Police Department. Police protection Services for the two parcels located directly east (APNs 046-050-310 and 046-100-270) are currently provided services by the Solano County Sheriff.
7. The proposed Pacific Flyway Education Center is a new development within the City and would lead to increases in the visitor population and the need for an incremental addition to existing public services to service this population. The anticipated tax revenue and development impact fees for the new development will help pay the necessary funding for expanded City services.
8. The nearest fire station operated by the City of Fairfield Fire Department is located at 600 Lopes Road and will have an estimated response time of under 5 minutes.
9. The nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street, approximately 10 miles from the Pacific Flyway project site. The Police Department actively patrols the area and actual response times may vary. The City Police Department was unable to provide an estimated response time to the project site as the site is currently out of its service area.

Present Capacity of Public Facilities and Adequacy of Public Services

1. The public facilities and services provided by the City are adequate to meet the needs of the current population and would be improved so as to meet the needs of future visitors to the Pacific Flyway Center as described in Chapter 7 of the Focused MSR/SOI document.

2. The City's Capital Improvement Plan (CIP) aids in providing enhancements to public facilities or infrastructure for residents as described in Chapter 7 of the Focused MSR/SOI document. The annual establishment of the CIP gives the City the ability to plan for future critical needs.
3. Effects of the proposed project on other agencies is expected to be limited and to be within the scope of service demands estimated by the City's General Plan at buildout.
4. Highways managed by Caltrans may see a slight increase in vehicle miles traveled as visitors travel to see the proposed Pacific Flyway center and this was considered in the City's CEQA document.
5. The City of Fairfield has indicated a willingness to provide municipal services including water, police protection, and fire protection services to the proposed Pacific Flyway Education Center.
6. The proposed Pacific Flyway Education Center is located adjacent to the City's boundaries and associated municipal services.

Social or Economic Communities of Interest

1. Disadvantaged Unincorporated Communities, (DUCs) were analyzed in Chapter 6 of the Focused MSR/SOI document relative to the proposed annexation of the Pacific Flyway Education Center Project. There appear to be no DUC's close to the sphere boundaries of the City of Fairfield relative to the proposal area.
2. The proposed expansion of the SOI is not anticipated to adversely affect any adjacent social and economic communities of interest.
3. The present and probable need for water, sewer and structural fire protection of any DUC within the existing City SOI are considered in Chapter 6 of the Focused MSR/SOI document. The proposed expansion of the SOI is not anticipated to adversely affect any nearby DUC.
4. The proposed expansion of the City's SOI will align the properties more closely with the City and will not divide any existing communities.

Chapter 2: INTRODUCTION

2.1: ROLE AND RESPONSIBILITY OF LAFCO

Local Agency Formation Commissions (LAFCO's) are independent agencies that were established by state legislation in 1963 in each county in California to oversee changes in local agency boundaries and organizational structures. It is LAFCO's responsibility to:

- oversee the logical, efficient, and most appropriate formation of local cities and special districts,
- provide for the logical progression of agency boundaries and efficient expansion of municipal services,
- assure the efficient provision of municipal services, and
- discourage the premature conversion of agricultural and open space lands (Government Code [GC] §§ 56100, 56301, 56425, 56430, 56378).

The Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (CKH Act) requires each LAFCO to prepare a MSR for its cities and special districts. MSRs are required prior to or in conjunction with the update of a Sphere of Influence (SOI). This review is intended to provide Solano LAFCO with the necessary and relevant information related the City of Fairfield's existing and proposed boundaries and Sphere of Influence. Additionally, this MSR/SOI Update provides baseline information to support LAFCO's future decision-making regarding the Pacific Flyway project.

ABOUT SOLANO LAFCO

Although each LAFCO works to implement the CKH Act, there is flexibility in how these state regulations are implemented so as to allow adaptation to local needs. As a result, Solano LAFCO has adopted policies, procedures, and principles that guide its operations (adopted on March 1, 1999 and last updated on April 8, 2013). The policies and procedures can be found on Solano LAFCO's website <http://www.solanolafco.com/application.htm>.

This MSR/SOI Update is an information tool that can be used to inform the public, facilitate cooperation among agency managers, and LAFCO to achieve the efficient delivery of services. Describing existing efficiencies in service deliveries and suggesting new opportunities to improve efficiencies is a key objective of this MSR, consistent with LAFCO's purposes. Since this MSR/SOI Update will be published on LAFCO's website, it also contributes to LAFCO's principle relating to transparency of process and information. LAFCO's public meeting process

for this MSR & SOI Update contributed to LAFCO's aim of encouraging an open and engaged process. The Public Review Draft MSR & SOI Update for the City of Fairfield's Pacific Flyway project was distributed to the City and it was posted to LAFCo's website on October 12, 2018. The Commission held a public meeting on the Draft MSR & SOI Update on October 15, 2018. During the 30-day public comment period from Monday, October 15, 2018 to Friday, November 15, 2018, the public was encouraged to provide comments for staff to review and incorporate into this Final MSR & SOI. Two public comments from the City of Fairfield were received during the public comment period as described in Chapter 12. This MSR/SOI Update was written under the auspices of the Solano LAFCO. Solano LAFCO is a public agency with five regular Commissioners and three alternate Commissioners. Contact information for LAFCO staff is shown below:

Staff / Administrative

- Rich Seithel, Executive Officer
- Michelle McIntyre, Analyst

Additional Information

Additional reference documents, such as previous MSR's or sphere studies are available from LAFCO's office and website and contact information is shown below:

Solano LAFCO
Attn: Rich Seithel, Executive Officer
675 Texas Street, Suite 6700
Fairfield, California 94533
Phone: (707) 439-3897
<http://www.solanolafco.com/>

2.2: PURPOSE OF THE MUNICIPAL SERVICE REVIEW

MSRs are intended to provide LAFCO with a comprehensive analysis of services provided by each of the service providers within their jurisdiction. Solano LAFCO has indicated that the City of Fairfield falls under the legislative authority of the LAFCO and is in need of a municipal service review update and a sphere of influence update. This municipal service review, contained in Chapters 3-10, provides Solano LAFCO with the information and analysis necessary to evaluate existing boundaries and to consider spheres of influence expansion for the City to accommodate the proposed Pacific Flyway Center. The MSR makes determinations in each of seven mandated areas of evaluation, providing the basis for LAFCO to review proposed

changes to a service provider's boundaries or sphere of influence (SOI). Ideally, an MSR will support not only LAFCO but will also provide the following benefits to the subject agencies:

- Provide a broad overview of agency operations including type and extent of services provided
- Serve as a prerequisite for a sphere of influence update (included in Chapter 11)
- Evaluate governance options and financial information
- Demonstrate accountability and transparency to LAFCO and to the public
- Allow agencies to compare their operations and services with other similar agencies

This Focused and Abbreviated MSR Update is designed to provide technical and administrative information on the City of Fairfield to Solano LAFCO, so that LAFCO can make informed decisions based on the best available data. Written MSR determinations, as required by law, are presented in Chapters 3-10 of this MSR for LAFCO's consideration. Written SOI determinations, as required by law, are presented in Chapter 11. LAFCO is ultimately the decision maker on approval or disapproval of any determinations, policies, boundaries, and discretionary items.

2.3 METHODOLOGY FOR THIS MSR

In accordance with GC § 56430, LAFCO must prepare municipal service reviews prior to or in conjunction with review of SOIs for the agencies within its jurisdiction. The CKH Act indicates that LAFCO should review and update a sphere of influence every five years, as necessary, consistent with GC § 56425(g) and § 56106. This MSR Update focuses on those services that are directly relevant to the proposed SOI expansion and future annexation of a project site which may accommodate the proposed Pacific Flyway Center. The Pacific Flyway Center is projected to need: fire, police, water, and wastewater services from the City. Therefore, this Focused MSR Update evaluates the structure and operation of the City in relation to these public services. Key references and information sources for this study were gathered. The references utilized in this study include published reports; review of agency files and databases (agendas, minutes, budgets, contracts, audits, etc.); master plans; capital improvement plans; engineering reports; EIRs; finance studies; general plans; and state and regional agency information (permits, reviews, communications, regulatory requirements, etc.). Additionally, a site visit was conducted in April 2018 by representatives of LAFCO, the Consulting Team, City of Fairfield, and the project proponents.

This Focused MSR Update forms the basis for specific judgments, known as determinations, about the City that LAFCO is required to make (GC § 56425, 56430). These determinations are

described in the MSR Guidelines from the Office of Planning & Research (OPR) as set forth in the CKH Act, and they fall into seven categories, as listed below:

1. Growth and population projections for the affected area
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agency to provide services
5. Status of, and opportunities for, shared facilities
6. Accountability for community service needs, including government structure and operational efficiencies
7. Any other matter related to effective or efficient service delivery, as required by commission policy

An MSR must include an analysis of the issues and written determination(s) for each of the above determination categories.

Growth and Population

The City of Fairfield had a population of 116,156 as of 2018 along with a median household income of \$69,396 as described in further detail in Chapter 5 and Appendix A. Solano County as a whole had a population of 445,458 as of 2017 and has experienced substantial growth over the past few decades, especially in urban areas located near Interstate 80 as described in Appendix B. The population of Solano County is expected to exceed a half million by the year 2040, which represents an addition of 100,000 people above today's population (ABAG, 2013). These new future residents represent potential customers of the City of Fairfield. Future population levels are used to predict future service demands. An economic forecast of Solano County is provided in Appendix C.

Disadvantaged Unincorporated Communities

Senate Bill (SB) 244, which became effective in January 2012, requires LAFCo to consider the presence of any Disadvantaged Unincorporated Communities (DUCs) when preparing a MSR that addresses agencies that provide water, wastewater or structural fire protection services. A DUC is a geographic area characterized as having a median household income of 80 percent or less of the statewide median household income. Chapter 6 evaluates several areas that could potentially qualify as DUCs within and adjacent to the City's boundary. Overall the Fairfield community has a MHI of \$69,396 which is higher than the statewide MHI (\$63,783) and higher than the disadvantaged threshold.

Present and Planned Capacity of Public Facilities

This Focused MSR Update studies the capacity of the City of Fairfield to provide a range of public services including fire protection, and police protection services. Wastewater services are provided by the Fairfield Suisun Sewer District. For the most part, FSSD's 2008 Master Plan facilitates FFSD's accommodation of future growth. Water service is provided by the City's water utility and water treatment is provided by the North Bay Water Treatment Plant which serves both Fairfield and the City of Vacaville. The City and its partners have sufficient capacity to serve existing customers. Fire protection services are provided by the Fairfield Fire Department. Additional detail about municipal services are provided in Chapter 7.

Financial Ability of the City to Provide Services

The City's budget covers a two-year time period providing a 24-month fiscal plan. Annual financial statements (audited) are also prepared by the City. These reports provide data which indicate the City has the financial ability to continue providing public services. Key performance indicators and other information are provided in Chapter 8.

Opportunities for Shared Facilities

The City operates independently and it also cooperates and shares facilities with neighboring jurisdictions. The City collaborates with other agencies and organizations as described in Chapter 9.

Accountability for Government Service Needs

In a municipal service review, LAFCO is required to make a determination about an agency's government structure and accountability. Chapter 4 describes how City representatives comply with the requirements of the Brown Act, the Political Reform Act, and similar laws. The City maintains a website that functions as a communication tool for meeting agendas, minutes, and adopted resolutions, and provides information about the City's services and programs.

Any Other Matter Relative to Service Delivery as Required by Commission Policy

Cortese-Knox Hertzberg allows LAFCOs to establish policies to implement the law and process applications. Solano LAFCO has implemented eleven standards, six mandatory standards which mirror the requirements of CKH, and five discretionary standards. Application of discretionary standards lies with the Commission. There are no other aspects of municipal service required to be addressed in this report by LAFCO policies that would affect delivery of services.

2.4: SPHERE OF INFLUENCE

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO adopt and periodically update a Sphere of Influence (SOI or Sphere) for each city and special district within the county. A SOI is "a plan for the probable physical boundaries and service areas of a local agency" (GC §56076 and § 56425). A recommendation to expand the City of Fairfield's SOI and associated determinations are presented in Chapter 11.

In determining the Sphere of Influence for an agency, LAFCO must consider and prepare written determinations with respect to four factors [Government Code §56425(e)]. These factors relate to the present and planned land uses including agricultural and open-space lands, the present and probable need for public facilities and services, the present capacity of public facilities and adequacy of public services, the existence of any social or economic communities of interest in the area, and the present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere.

The sphere of influence for the City of Fairfield is described in Chapter 11, which presents a focused update of the SOI. The City's existing SOI (as of May 2018) encompasses 11.23 sq. mi. and its incorporated boundary encompasses an additional 41.58 sq. mi. A potential expansion of the SOI is also studied to allow the potential annexation of two parcels for the Pacific Flyway project. The focused sphere of influence update presented in Chapter 11 explores the following issues relative to proposed changes to the sphere:

- Present and planned land uses
- Present and future need for public services and facilities
- Present capacity of facilities and adequacy of public services
- Social or economic communities of interest

Additional details about the City's existing SOI and the proposed expansion of the SOI are provided in Chapter 11.

2.5: PUBLIC PARTICIPATION

Solano LAFCO received a presentation for discussion of the Draft MSR/SOI Update on October 15, 2018. Comments from the public were solicited for a 30-day comment period. Comments received are described in Chapter 12 of this Final MSR/SOI Update document. The Commission has scheduled a public hearing on the Final MSR/SOI Update on December 10, 2018.

After this Final MSR/SOI Update is approved, it will be published on the Commission's website (<http://www.solanolafo.com/>), thereby making the information contained herein available to

anyone with access to an internet connection. A copy of this MSR/SOI Update may also be viewed during posted office hours at LAFCO's office located at 675 Texas St. Suite 6700, Fairfield CA 94533. In addition to this MSR, LAFCO's office maintains files for each service provider and copies of many of the planning documents and studies that were utilized in the development of this MSR/SOI Update. These materials are also available to the public for review.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code § 21000, et seq. Under this law public agencies are required to evaluate the potential environmental effects of their actions. Specifically, LAFCO is required to comply with CEQA (*Bozung v. LAFCO* (1975) 13 Cal.3d 263). Generally, LAFCO's action to accept findings relevant to a MSR is exempt from CEQA under a Class 6 categorical exemption. CEQA Guidelines § 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."

However, in this case, LAFCO may act to update the SOI for the City as described in Chapter 11, where an option to expand the City's SOI is described. The City of Fairfield and applicants for the Pacific Flyway center have requested an expansion of the City's SOI to include two parcels: APN 46-05-300 with 165.49 acres and APN 46-10-260 with 112.89 acres. As part of their application to LAFCO, the City has chosen to satisfy CEQA requirements through the preparation of an initial study and the City adopted a negative declaration. Under this CEQA process, LAFCO is considered a responsible agency. The City's Initial Study and Negative Declaration provide a thorough and complete analysis of impacts associated with the MSR/SOI Update, including the consideration of potential effects of the proposed expansion of the SOI and potential annexation as related to land use, housing, and population; transportation and circulation; public facilities and services; recreational, educational, and community services; historic and archaeological resources; environmental resources; and health and safety. A Negative Declaration means a determination under CEQA that a project will not adversely affect the environment. Accordingly, the California Public Resources Code and CEQA Guidelines apply to this project and no further environmental review is necessary.

CHAPTER 3: OVERVIEW OF AGENCY

3.1 OVERVIEW OF THE CITY OF FAIRFIELD

Fairfield was initially founded by Robert Waterman in 1856 and was later named the county seat. On December 12, 1903 Fairfield was incorporated as a general-law city. The U.S Air Force built Travis Air Force Base on land located east of Fairfield, giving a tremendous boost to the local economy. The base was annexed to Fairfield on March 30, 1966 (LAFCO, 2012). Fairfield has since come into its own as a thriving business and industrial city with goals of promoting more efficient development, preserving agricultural uses within the planning area, encouraging alternatives to the automobile, and promoting compatible uses adjacent to Travis Air Force Base (LAFCO, 2012).

Today, the City of Fairfield is a General-Law City established under the California Constitution, Article 11, Section 2, and Government Code § 34000 *et seq.* The City’s Principal County is Solano County. The City has a registered resident-voter system. The City provides a full range of municipal services either directly or by contract with other governmental agencies or private companies. Fairfield is currently staffed by 101 full-time equivalent employees (City of Fairfield, 2018), and has an estimated resident population of 116,156 (Department of Finance, 2018).

Residents can contact the City at the main office located at 1000 Webster Street, Fairfield, CA 94533. The City’s phone number is (707) 428-7400. A variety of information about City services is provided on the City’s web site at <https://www.fairfield.ca.gov>. The City Manager is David White and the City Clerk is Karen L. Rees. The City’s governing body is an elected five-person city council as listed in Table 3-1, below.

Council Member	Title	Term Expiration
Harry T. Price	Mayor	November 2022
Chuck Timm	Vice-Mayor	November 2022
Pam Bertani	Council Member	November 2020
Catherine Moy	Council Member	November 2022
Rick Vaccaro	Council Member	November 2020

The City Council holds regular public meetings on the first and third Tuesdays of each month at 6 p.m. The meeting location is Fairfield City Council Chamber at 1000 Webster Street, Fairfield, CA, 94533.

3.2 LOCATION AND SERVICES

Location

Fairfield is located along Interstates 80 (I-80) and 680 in central Solano County between the San Francisco Bay and Sacramento metropolitan areas. The City covers an area of approximately 41.58 square miles. Fairfield is bisected by the interstates and State Route 12 to the south. Fairfield is bordered by hills to the west, Suisun City and the Suisun Marsh to the south, the Vaca Mountains to the north, Lagoon Valley to the northeast, and ranchlands to the east. Fairfield includes most of the Cordelia community, which is located in the westernmost portion of Fairfield at the I-80/I-680 interchange. Travis Air Force Base, which is located in the easternmost portion of Fairfield, is within the City limits, but is under the jurisdiction and control of the U.S. Air Force. Located adjacent to the City of Fairfield is an important geographic feature, known as the Suisun Marsh which is part of the San Francisco Bay, along with its inland Delta complex, the largest remaining estuary on the west coast of North America. A map of the City’s jurisdictional boundaries and sphere of influence is provided as Figure 3-1.

Size

The City of Fairfield’s incorporated boundary covers an area of approximately 41.58 square miles as of 2018. The City has an adopted Sphere of Influence that is consistent with the City’s Urban Limit Line. This Urban Limit Line includes areas designated as the Travis Reserve as well as some open space and agricultural areas around the perimeter of the City. Table 3-2 below provides a geographic summary for the City of Fairfield.

Table 3-2: Geographic Summary for City of Fairfield			
	<i>Incorporated Boundary</i>	<i>SOI</i>	<i>Total Boundary and Sphere of Influence</i>
Total Acres	26,611.1	7,189	33,800.2
Square Miles	41.58	11.23	52.81
Number of Assessor Parcels	33,407	219	33,626
<i>Data Source: Solano County GIS NAD_1983_StatePlane_California_II_FIPS_0402_Feet and Solano and LAFCO,</i>			

Type and Extent of Services

Municipal services provided directly by the City include law enforcement, fire protection, water and recycled water, sewer, storm drainage, streets, planning, and community recreation. The City also manages two golf courses. Municipal services provided by Fairfield through contracts or joint-power authorities with other agencies or companies include garbage collection, irrigated water and sewer treatment, emergency medical, specialized engineering services, animal control services, and other specialized services as needed. Municipal services provided directly by the City include:

- law enforcement,
- fire protection,
- water,
- storm drainage,
- streets,
- planning,
- affordable housing,
- community recreation and facilities, and
- sewer (in conjunction with the Fairfield Suisun Sewer District)

Municipal services provided by Fairfield through contracts or joint-power authorities (JPA) with other agencies or companies include garbage collection, irrigated water and sewer treatment, specialized engineering services, animal control services, and other specialized services as needed. JPAs are described in Chapter 9, Section 9.3 of this MSR. Mutual aid agreements that the City participates in includes the following:

- Mutual Aide Agreement with CalWARN for emergency Public Works
- Mutual Aid Agreements¹ with Solano County - emergency hazard response including minor earthquakes, floods, acts of terrorism, fires (both residential and wildland), and major traffic accidents
- Mutual Aid Agreements with Cordelia, Suisun, and Vacaville Fire Protection Districts
- Solano County Emergency Medical Services Cooperative – emergency medical
- Solano Animal Control Authority & Humane Animal Services (H.A.S.) – Animal control with the cities of Vacaville and Suisun
- Cordelia Fire Protection District – fire suppression, rescue, and emergency medical services
- (*Data Source: City of Fairfield, 2013a; H.A.S., 2018; City of Fairfield, 2010; City of Fairfield, 2013b.*)

¹ Details about mutual aid agreements with Solano County are provided at:

<https://www.solanocounty.com/civicax/filebank/blobdload.aspx?blobid=8007> and also at:

<https://www.dailyrepublic.com/all-dr-news/solano-news/fairfield/fairfield-oks-mutual-aid-fire-pact/>

Joint Use Agreements, other Misc. agreements and contracted services that the City participates in includes the following:

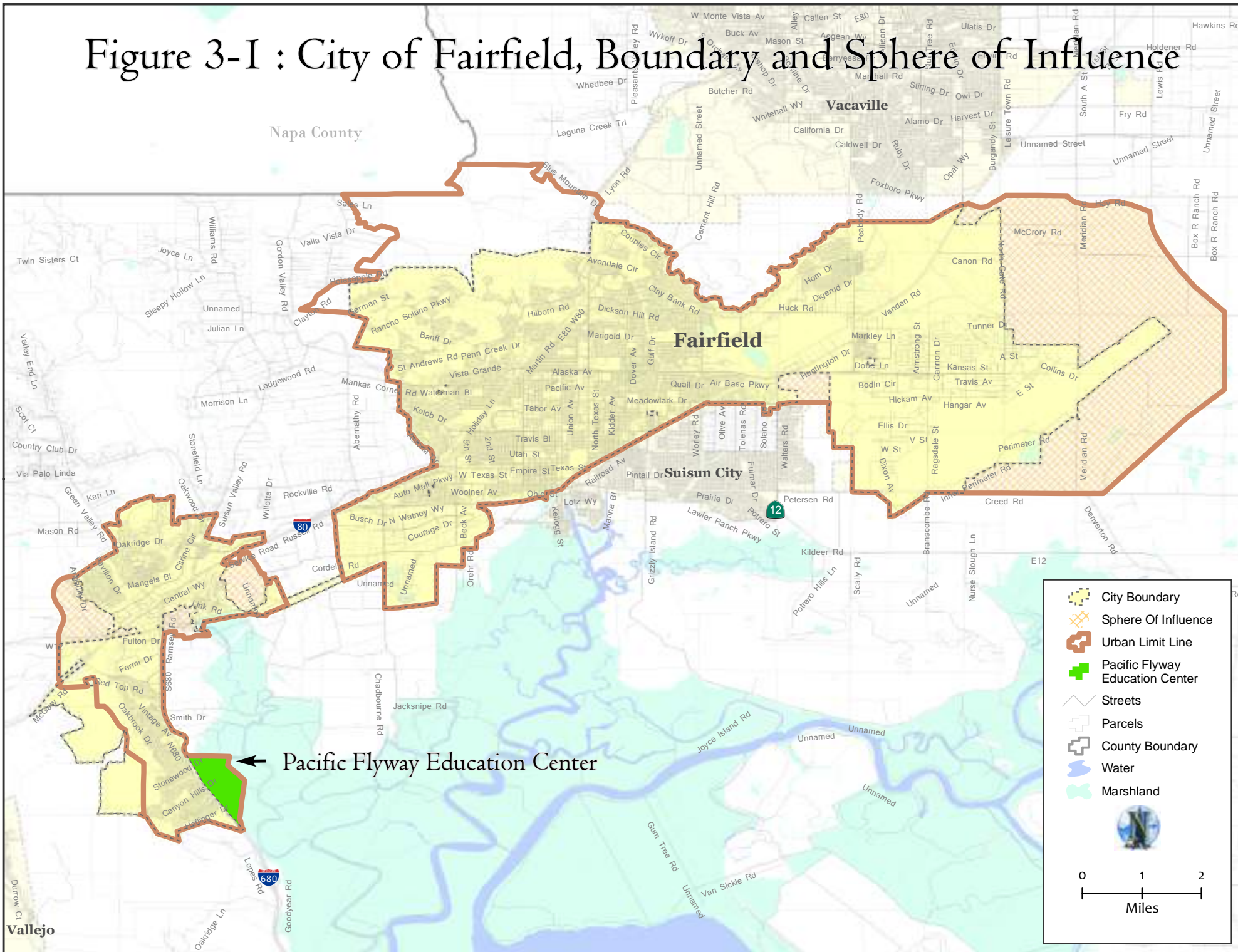
- Joint Use Agreement with the Fairfield-Suisun Unified School District (FSUSD) for shared use of facilities
 - Solano Open Space – regional parks and open space preservation
 - Republic Services & Solano Garbage Company– garbage collection
 - California Home Finance Authority Community Facilities District No. 2014-1 (Clean Energy) – renewable energy financing
 - California Home Finance Authority Program – renewable energy financing
- (Data Source: City of Fairfield, 2013a; H.A.S., 2018; City of Fairfield, 2010; City of Fairfield, 2013b)

Fairfield residents also benefit from public services that are provided by other agencies, as listed in Table 3-3, below.


Table 3-3: Non-City Services

Provider	Services
Solano County	Public assistance, elections, tax assessment and collection, treasury management, official records, public and behavioral health, social programs, corrections, animal shelter, library, and information technology systems. Also, mutual aid agreements with Solano County Sheriff and Solano County Fire Department.
Solano County Mosquito Abatement District	Mosquito abatement
Solano County Water Agency	Flood control
Solano Open Space	Parks, trails, and recreation
Solano County Housing Authority	Affordable and Section 8 Housing
Solano County Resource Conservation District	Resource conservation
Suisun Resource Conservation District	Resource conservation
Medic Ambulance	Medical transport service
Fairfield-Suisun Unified School District	Public Education K-12, playgrounds, facilities
Regional Agencies: <ul style="list-style-type: none"> ■ ABAG ■ Metropolitan Transportation Commission ■ Conservation Lands Network 	Regional planning & housing allocation studies Regional transportation planning Regional resource conservation
Pacific Gas and Electric	Gas, Electricity
Comcast, Xfinity	Cable Television, Internet
Caltrans	Highway Transportation and Maintenance along Interstate 80, Interstate 680, and State Route 12

Figure 3-I : City of Fairfield, Boundary and Sphere of Influence



- City Boundary
- Sphere Of Influence
- Urban Limit Line
- Pacific Flyway Education Center
- Streets
- Parcels
- County Boundary
- Water
- Marshland



0 1 2
Miles

3.3 FORMATION AND BOUNDARY

Beginning with its incorporation on December 12, 1903, the City of Fairfield has increased in population from 3,100 people in 1950 to 116,156 people in 2018 (Department of Finance, 2018). In 1942 construction began at Travis Air Force Base with the base becoming one of the major departure points for U.S. military units heading for combat in Vietnam. The base was annexed to the City of Fairfield in March of 1966 (City of Fairfield, 2018).

Boundary History

Fairfield’s current incorporated boundary comprises approximately 26,611.2 acres, or 41.58 square miles. City boundaries can change through a change of organization or reorganization process. As listed in Table 3-4 below, Solano LAFCO has approved a total of 56 jurisdictional changes involving Fairfield since 1980. The last completed reorganization was approved by LAFCO in 2015 and involved 75.8 acres located along McGray Road parallel to Interstate 80. All proposed changes of organizations and reorganizations are reviewed and approved by Solano LAFCO. Often, annexations to the City are requested by private property owners and in that situation, an application for annexation along with a development application is submitted to the City of Fairfield.

Table 3-4: Approved Jurisdictional Changes involving the City of Fairfield

YEAR	NAME	ACRES
1980	Hwy. 12 Redevelopment	461
1980	Ennio Belli	26
1980	Woodcreek Unit #8 Lum	41
1980	Andrews	8.5
1982	Greenvale (Citation Homes)	294
1982	Lum/Lum	25.4
1982	Pierce Business Park	37.6
1983	Daniel Harris	1
1984	Hansen-Wolfskill (KAKOR)	153
1984	Locke-Paddon	4.5
1985	Gregory Hill	69
1985	Sunset Oaks	27
1985	Paradise Valley/Cement Ranch	1,046
1985	Dunnel-Burton	617.8
1985	Rancho Solano	1,505
1987	LDS Church	2.03
1987	Balestra	28
1987	Hornstein	22

YEAR	NAME	ACRES
1987	Green Valley Lake	152
1987	Green Valley Meadows	43.6
1987	Upper Mangels	6
1987	Upper Mason	293
1987	Green Vale	287
1987	Grimm, Rowe, Ambrose	5.3
1987	Fort George Wright	1.3
1987	Hampstead Pacific	21.3
1988	Oakwood	6.8
1988	Cordelia Weigh Station	32
1988	Patriot Village	50.5
1988	Paradise Valley	3.5
1989	Stonedene	6.0
1989	Meridian	9.8
1992	John Hewitt	12.2
1992	Serpas Ranch	426
1992	Hewatt Steel	12.17
1993	Corporation Yard	52.3
1994	Travis Unified (Center)	15.0
1994	Travis Unified (Vanden)	89.9
1994	Fairfield Institute (LDS)	2.2
1994	Gold Ridge	413
1998	Parker Ranch	34.2
1999	Illinois Street/Penn. Ave.	32.2
2000	Dittmer Ranch/Mangels	19.2
2003	Hidden Meadow	51.4
2003	Grant Buss Annexation	1.01
2004	SOI Reorganization	-420
2005	Madison	150
2005	Discovery II	22.7
2005	Sheldon	16.0
2005	Morrow	5.74
2007	Hidden Oaks (Pinovi)	7.78
2007	Suisun-Fairfield Downtown	6.0
2012	Cannon Station	1,244
2013	Core Area Annexation	1,044
2015	Detachment of McGary Road	-75.8
<i>Data Source: LAFCO MSR, 2012 and M. McIntyre, 2018</i>		

Sphere of Influence

The City’s sphere of influence was originally established by the Commission (LAFCO) in the 1970s and last updated by the Commission in 2004 as described in Resolution 04-05. There have been no amendments since then.

Year	Name of SOI Amendment
1992	SOI Revision, consistency with Urban Limit Line
1988	SOI Revision, include Cordelia Weigh Station
1985	SOI Revision, include Rancho Solano
2004	SOI Revision-Fairfield General Plan and Measure L
<i>Data Source: LAFCO MSR, 2012</i>	

Fairfield’s sphere of influence is almost coterminous with its boundary line and encompasses a total of 11.23 square miles. The difference between the SOI and the boundary is a handful of areas surrounding the City limits with the largest section located in the northeast area of the City limits, adjacent to Travis Airforce Base. A significant portion of this area is within the Travis Reserve Area for Fairfield (City of Fairfield, 2015 and 2016).

Chapter 11 describes the existing sphere of influence for the City of Fairfield. A proposal to expand the sphere of influence to accommodate the Pacific Flyway Center is also described in Chapter 11.

Extra-territorial Services

The City uses out-of-agency service agreements to provide structural fire protection services, emergency medical, and police protection services as listed in the above Joint Powers Agreements. Fairfield’s water utility service area excludes portions of the Cordelia area and Travis Air Force Base, which are serviced by the City of Vallejo (McCarthy, 2016).

CHAPTER 4: Government Structure and Accountability

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This chapter describes how performance, accountability, transparency, and public engagement relate to the public’s trust in local government. LAFCO is required to make specific determinations regarding a municipality’s government structure and accountability. A summary of these determinations is provided in Table 4-2, at the end of this Chapter.

4.1 GOVERNMENT STRUCTURE

The City of Fairfield has a Council-Manager form of government with a separately-elected mayor and four councilmembers elected-at-large to staggered four-year terms. The City Council appoints the city manager and the city attorney. The city clerk and city treasurer are separately elected. Department heads are appointed by the city manager. The City is organized into eight departments.

City Council

Fairfield operates under the council-manager system of government which includes an elected five-member City Council with a separately-elected mayor. The City Council is directly responsible to the voters and citizens of Fairfield as shown in the Organization Chart, Figure 4-1. Elections are conducted by general vote; all five council members serve staggered four-year terms. Council duties include adopting an annual budget and municipal ordinances along with approving General Plan amendments, zoning changes, and subdivision maps. The Council also appoints commission and committee members and hires the City Manager and City Attorney. The City of Fairfield prides itself on being an accessible government body and having open communication with its residents. The City provides an annual report on the City’s accomplishments within each of the six strategic priorities identified by City Council as well as providing a fully-disclosed budget. The City Council holds regular public meetings on the first

and third Tuesdays of each month at 6 p.m. The meeting location is Fairfield City Council Chamber at 1000 Webster Street, Fairfield, CA 94533.

The Ralph M. Brown Act¹ was originally adopted in 1953 to assure the public has access to information on the actions under consideration by public legislative bodies and that the actions are conducted in open public forums. Closed sessions may be held only as specifically authorized by the provisions of the Brown Act because California believes it is important to avoid being perceived as unresponsive and untrustworthy and therefore, the number of closed sessions a municipality has is an indicator of accountability. Over the past 6 months, the Fairfield City Council has had eight “Closed Sessions” noted on its agenda (Fairfield, 2018a).

Advisory Boards, Commissions, and Committees

The City’s “planning agency” required by Government Code Section 65100 is the Planning Commission, which consists of seven members appointed by the City Council. The Planning Commission usually holds twice-monthly public meetings and is responsible for approving certain design reviews, conditional use permits, parcel maps, and variances. The Commission can initiate the preparation of general plans, specific plans, zoning amendments, programs and legislation to implement the planning and zoning power of the City. The Commission also makes recommendations to the City Council on General Plan amendments, zoning changes, and tentative subdivision maps.

The Fairfield City Council has established other local advisory bodies to assist the City in its decision-making processes. Specific responsibilities for each advisory body are established by their respective ordinance or resolution. These advisory bodies include the Golf Advisory Board, Honors Committee, Housing Authority, Mayor’s Commission on Crime, Measure P Oversight Committee, Planning Commission, Senior Advocate Committee, and Youth Commission. The Youth Commission is an advisory body to the City Council on all youth related issues (Fairfield, 2018b).

There are several county-wide committees on which Fairfield has a representative including Solano County Library Advisory Council; State Route 12 Steering Committee; Arterials,

¹In the initial legislation for the Brown Act, and through amendments adopted over the years, provisions were included to permit the legislative bodies to meet in closed session for very specific purposes. These included personnel matters, labor negotiations, existing litigation, potential litigation and real property negotiations. The closed sessions are not open to public participation, but the general topics to be discussed must be publicly announced in advance. Also, if any final action is taken by the legislative body in closed session, the action and any vote must be reported to the public in an open meeting immediately following the closed session.

Highways, and Freeways Committee; Transit & Rideshare Committee; Transit Consolidation Committee; Active Transportation Committee; Regional Transportation Impact Fee Policy Committee; Technical Advisory Committee; Regional Transportation Impact Fee Working Group; Tri-City & County Cooperative Planning Group; and Solano Open Space (Solano Transportation Authority, 2018; Solano County, 2018; Solano Open Space, 2018).

4.2 ACCOUNTABILITY

Governing bodies such as a City Council are required to comply with specific state laws including:

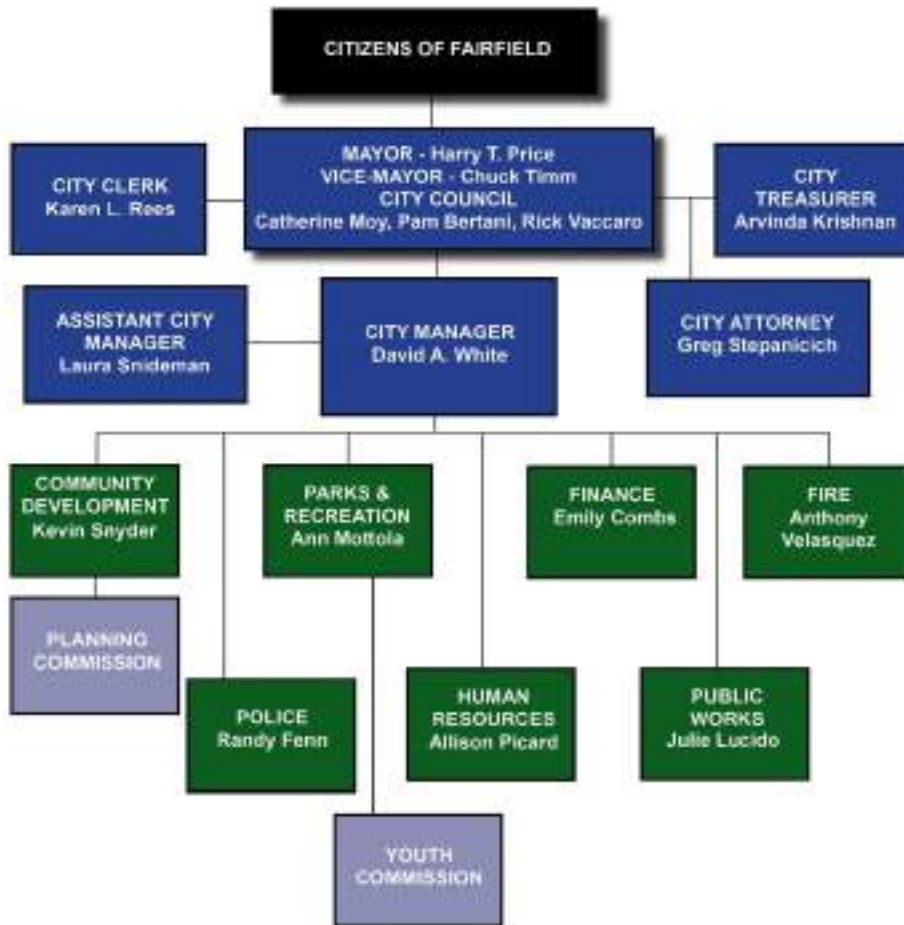
- CA Government Code §53235 requires that if a city provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the city must establish a written policy on reimbursements.
- The CA Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code.
- Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the Fair Political Practices Commission each year.

All meetings of the City Council, Planning Commission, and other advisory boards are open to the public in accordance with the Brown Act. Additionally, City Council Meetings are broadcasted live and later re-broadcasted via tape on local television station, Channel 26. The agenda for each City Council meeting includes a public comment period. The City adopted Robert's Rules of Order on September 16, 1997 and utilizes these rules as its parliamentary procedure. All meetings are publicly posted on the City's website at: https://www.fairfield.ca.gov/gov/city_council/agendas_and_minutes/default.asp. Agendas are also distributed via email upon request. The City and its representatives have a solid record of adherence to the requirements of the Brown Act, the Political Reform Act, and similar laws. The City's website is a communication vehicle for City Council and Planning Commission meeting agendas, meeting minutes, videos of meetings, and information on the City's services and programs.

The City Council does comply with each of the above laws and regulations. Any compensation and/or benefits offered to City Council and Planning Commission members are described in MOUs for the various bargaining units on the City’s Human Resources web-page.

4.3 MANAGEMENT EFFICIENCIES AND STAFFING

The City operates under the direction of the elected City Council. The City Manager is appointed by and reports to the City Council and is responsible for directing City operations and overseeing and implementing policies on behalf of the City Council. The City Manager serves at-will and oversees Fairfield’s eight municipal departments: 1) Administration, 2) Community Development, 3) Finance, 4) Fire, 5) Human Resources, 6) Parks & Recreation, 7) Police Department, and 8) Public Works. Within these eight departments there are 103 full-time and part-time employees. A simple organizational chart for the City is shown in Figure 4-1, Organization Chart, below. The current City staff totals 101 full-time equivalents (FTEs).



Data Source for Organization Chart: City of Fairfield Website, 2018

An important part of management effectiveness is having a city-wide mission and vision statement that appear regularly in city documents and which serve to guide the city's strategic decisions. Although most departments within the City have mission statements, no overriding City Mission or Vision statement is apparent online or within the City's General Plan. This is a factor that can be considered in more detail when LAFCO next updates the City's MSR. An overview of each municipal department is provided below.

Administration

This department falls under the City Manager's Office and provides essential services and support to internal and external customers of the City of Fairfield in areas of citizen outreach and engagement, quality of life, volunteer services, and risk management, among others. Administrative services consist of nine full-time equivalent budgeted positions.

Community Development Department

The Community Department is responsible for providing land use planning, building, and code enforcement services in Fairfield. The Department's mission is to protect, enhance, and expand the community's physical, environmental, economic, and historic assets, and to improve and expand its supply of affordable housing. Key duties include implementing the policies of the General Plan, issuing building permits, conducting inspections, managing affordable housing programs, and reviewing development project applications.

Finance Department

The mission of the Finance Department is to provide high quality financial services to City staff and its residents. Finance is responsible for the budget and financial project activities as well as account management (payroll, accounts payable, accounts receivable). The Department is divided into three divisions and provides revenue collection, purchasing, water and wastewater billing, and grant administration services. The Department consists of 24 employees and is managed by the Finance Director.

Fire Department

The mission of the Fire Department is to efficiently and effectively maintain the highest levels of fire and life safety services for our community, and to minimize loss of life and property damage. The Fire Department is responsible for providing fire protection and emergency medical services in Fairfield as well as within certain surrounding unincorporated areas pursuant to separate agreements with Solano County. The total coverage area for the Department to provide services is 949 square miles within Fairfield and Solano County. The Department is managed by the Fire Chief. Additionally, the City has a mutual aid agreement for emergency medical, fire protection

and related services with the Solano County Emergency Medical Services Cooperative. The Fire Department has 71 FTE and 4 PTE positions.

Human Resources

The Human Resources Department is responsible for all employee and employment related issues for the City of Fairfield. The Department provides the City with well-trained and motivated employees, fosters their growth and development, ensuring fair, ethical and equitable personnel standards. The Department also handles benefits and memoranda of agreements.

Parks and Recreation Department

The mission of the Parks and Recreation Department is to engage the community in programs, facilities, and services that foster active and healthy lifestyles, support positive social interaction and enhance the community's quality of life. The Department provides support for parks and recreation facilities, provides adult programs and services, and youth programs and services as well as manages the City's aquatics complex.

Police Department

The Police Department is responsible for providing law enforcement services in Fairfield. The Department is managed by the Police Chief and includes 18 Sergeants. Support personnel include three Dispatch Shift Supervisors with 16 full-time dispatchers. Specialized personnel include the Community Services Officer, Homeless Intervention Case Manager, Domestic Violence Program Manager and a PAL Coordinator. The Solano County Sheriff's Department provides special weapons and tactics by mutual agreement with the City. The Police Department currently operates with 192 FTE positions.

Public Works Department

The mission of the Public Works Department is to provide prompt and courteous service to the citizens of Fairfield and to design, build, and maintain and operate facilities in the City of Fairfield for the maximum level of service. The Public Works Department manages all public facilities and infrastructure in Fairfield. This includes maintaining streets, storm drains, parks, and the water and sewer systems and treatment facilities. The Department is divided into four divisions: 1) Engineering, 2) Operations, 3) Transportation, and 4) Utilities. The Department has a staff of 175 full-time and part-time employees and is managed by the Public Works Director (*Data Source: City of Fairfield, 2018c; Solano LAFCO, 2012; City of Fairfield, 2017b*).






Awards









Awards to City

The City of Fairfield has been recognized for its ongoing efforts to provide city services in a financially-competent and environmentally-sensitive manner. The City has received numerous awards and grants in 2016 & 2017 as listed in Table 4-1 below.

Table 4-1: Summary of Awards & Grants – City of Fairfield (not a comprehensive list)		
Department	Award	Organization
2016		
Finance	Budget Excellence Awards	California Society of Municipal Finance Officers & Government Finance Officers Association
Finance	Certificate of Achievement for Excellence in Financial Reporting	Government Finance Officers Association
Finance	Certificate of Excellence Award for Investment Policy	Association of Public Treasurers of the United States and Canada
City Manager’s Office	Award of Excellence in Housing Programs & Innovation Category	2016 Helen Putnam Award for Excellence
2017		
Police	SWAT Team of the Year Award	California Association of Tactical Officers
Public Works	Leading Fleet	Government Fleet Magazine
Public Works	Top 50 Fleets	American Public Works Association
North Bay Regional Water Treatment Plant	Safety Award	Wendell R. LaDue National Safety Award
Parks & Recreation - Dunnell Nature Park and Educational Center	Excellence Award for Design as a park facility intended for public use	California Park & Recreation Society’s Award of Excellence
City Manager’s Office – City’s Homeless Strategy	\$4.9 million grant	Partnership HealthPlan of California
Fire / Emergency Medical	\$1.2 million grant	FEMA’s Staffing for Adequate Fire and Emergency Response
Fire	\$1.7 million grant	FEMA’s Assistance to Firefighters Grant Program – partnership with seven other Solano County Fire Departments
<i>Data Source: City of Fairfield, 2017c</i>		

4.4: DETERMINATIONS: GOVERNMENT STRUCTURE AND ACCOUNTABILITY

Table 4-2: Summary of Government Structure and Accountability Determinations		
Topic: Accountability		
Indicator	Score	Determination
City Council meetings are held on a regular basis and meetings are open to the public.		Fairfield City Council meetings are held twice a month and are open to the public.
City Council and related public meetings are noticed and conducted according to the Brown Act with agendas published for each meeting. A meeting calendar discloses the time and location of public meetings		Regularly scheduled City Council meetings provide an opportunity for residents to ask questions of elected representatives and help ensure service information is effectively communicated to the public. The meetings are noticed and conducted according to the Brown Act.
Public engagement is encouraged and City plans and programs reflect citizen input.		Fairfield provides effective services through its council-manager form of government, and utilizes other governmental advising bodies, community organizations, and the general public to help inform its decision-making process. Through this structure, public engagement is encouraged and City plans and programs reflect citizen input.
Number of Closed sessions during past 6 months		The City Council has convened 8 closed sessions in the past 6 months.
Website contains meeting minutes and agendas for the current year.		The City provides council ordinances, resolutions, and agenda packets from 1903 to present. In addition, navigation of the website to this information is easy and straight forward.
Contact information, including email, is available for all City Council members		City Council members phone numbers, email addresses, a photo, and biographies are available on the City website. This information is also easy to find.
Terms of office and next election date are disclosed.		Each council members number of years on council and term expiration are available on the City's website.
Committee appointments are online.		The City's website has a page for "City Commissions and Committees" where current openings are listed. The City's Commissions and Committees current appointments are not listed. In addition, list is not interactive, meaning the public is unable to access additional information regarding

		each commission and committee on the main page and no other linking information is available.
Topic: Management Efficiency		
Indicator	Score	Determination
The City’s Mission and Vision statements are published and utilized in City documents.		Insufficient information. When LAFCO and the City prepare a more detailed MSR, the availability of the City’s Mission and Vision statements can be evaluated in more detail.
City policies and procedures communicate important information about management’s expectations for each Department. Policies are deployed thoughtfully and conscientiously to ensure that required actions are reasonable		The City Council sets strategic priorities at the beginning of each year along with priority projects. The Council has a code of conduct and process agreements to assure public confidence and the fair and effective operation of the City’s government. In addition, each department lists a mission statement to clarify expectations. Policies are not easy to find and spread throughout the City’s website with little information available through the City’s HR page.
An organization chart is published and it reflects the general operation of the municipality		The City’s organization chart is presented as Figure 4-1 and is available on the City’s website. This organization chart reflects the operation and provision of city services.
City staff is held accountable to report performance data and work toward continuous improvement.		Not rated due to insufficient information. When LAFCO and the City prepare a more detailed MSR, it should evaluate how City staff is held accountable to report performance data and work toward continuous improvement.
Awards		
Indicator	Score	Determination
The City has been recognized by its counterparts and/or by the state for its ongoing efforts to provide city services in a fair manner		The City has received numerous awards including Government Finance Officers Association Award and SWAT Team of the Year as listed in Table 4-1.
<p>Key to score:</p> <ul style="list-style-type: none">  Above average (compared to similar cities)  Average  Below average  Statement of Fact (Not rated) 		

Chapter 5: Population and Growth

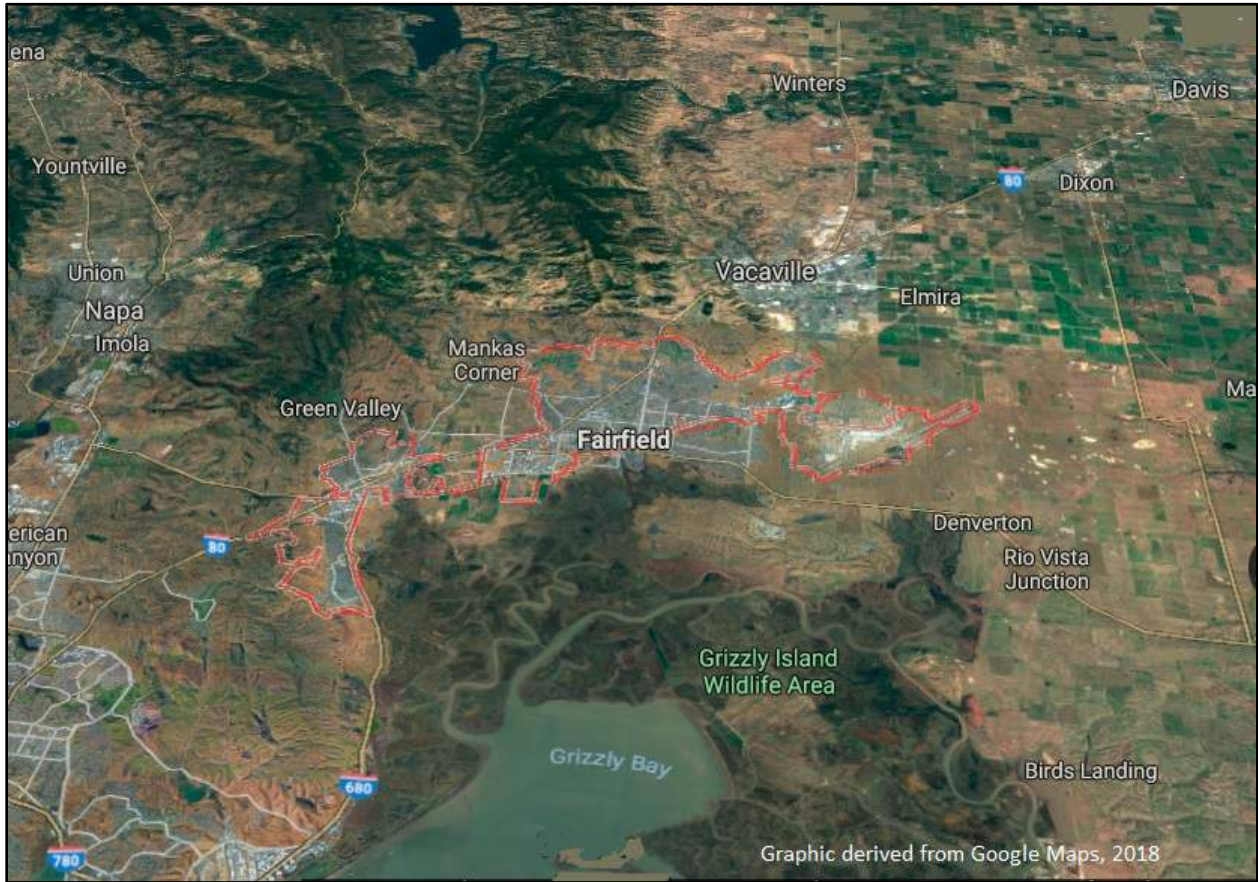


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5.1 EXISTING POPULATION

Growth and population projections for the affected area is a determination which LAFCO is required to describe, consistent with the MSR Guidelines from the Office of Planning & Research (OPR) as set forth in the CKH Act. This section provides information on the existing population and future growth projections for the City of Fairfield and specifically for the Pacific Flyway Center project site.

Population in City of Fairfield

As of January 1, 2018, the population in the City of Fairfield was estimated by the California Department of Finance at 116,156 persons (Department of Finance, 2018). Between census years 2000 to 2010, the City of Fairfield’s population grew by 9,143 people¹. The average population concentration is roughly 2,832 persons per square mile as of 2016. The 40.916 square mile area, includes the Travis Airforce Base, and is located in in Solano County.

Table 5-1: Historic and Existing Population, City of Fairfield

	2000	2010	2018
Total population	96,178	105,321	116,156
Annualized Growth Rate in %	N/A	0.95	0.020
Land area (sq. miles)	N/A	37.39	40.916
Population per sq. mile	N/A	2,817	2,832
Total Housing Units	31,792	37,184	37,055
# Single Family Units	N/A	25,043	25,125
# Multi-Family Units	N/A	10,265	11,026
Average Household Size	2.98	3.07	3.09
<i>Data Source: U.S. Census, Fairfield, 2010, 200, 2016; California Department of Finance, 2018; US Census Geographic Boundary Change, Fairfield, 2017</i>			

The population and land area for the City of Fairfield has increased² from 2010 to 2016, and the population per square mile has also increased. This suggests that the City has is acquiring land to accommodate the population growth on pace with the growth change between 2010 and 2016. Table 5-2 below provides a summary of the existing boundary and sphere of influence size in square miles and acres for the City of Fairfield as of May 2018.

¹ Between census years 2000 to 2010, the City of Fairfield’s population grew by 9,143 people, which equates to a 0.97 percent annual growth rate (US Census, 2010). From 2010 to 2016, the annual growth rate increased by 0.03 percent, bringing the annual growth rate to 7 percent during this time period, or 1.00 percent per year.

² The train station annexation was significant, roughly 2000 acres in size.

Table 5-2: Geographic Summary for City of Fairfield

	<i>Incorporated Boundary</i>	<i>SOI</i>	<i>Total Boundary & SOI</i>
Total Acres	26,610	7,189	33,799
Square Miles	41.58	11.23	52.81
Number of Assessor Parcels	33,407	219	33,626
<i>Data Source: Solano County GIS NAD_1983_StatePlane_California_II_FIPS_0402_Feet and Solano and LAFCO</i>			

Population at Pacific Flyway Center

The Pacific Flyway Center project is approximately 560 acres (4 parcels) comprised of secondary (upland) and primary (wetlands) marsh habitats. Two of the four parcels are proposed for annexation to the City of Fairfield approximating 280 acres in size located in the vicinity of southwest Fairfield (City of Fairfield, 2018). The two parcels currently contain an out building, remnants of a landing strip, and remnants from former residential structures (Pacific Flyway Center Fund, 2017). There are no homes or business on the site. No population resides on the site.

5.2 LAND-USE AND DEVELOPMENT

Existing and planned land use

The land-uses that are present for the City of Fairfield and the project site today are the result of decades of decisions by the City and activities by private builders. This section summarizes existing land-use within the City of Fairfield.

Three distinct communities characterize the City of Fairfield: Cordelia, Central Fairfield, and Travis Air Force Base/Northeast area. Land-use in Fairfield includes residential, highway-serving commercial areas, and regional commercial uses. The overall land use pattern is suburban and auto-oriented. The federally owned military base includes the Travis Air Force Base and the Travis Reserve areas. Land-uses on the Air Force Base include the Jimmy Doolittle Air & Space Museum, the David Grant USAF Medical Center, the Travis Air Force Base

Heritage Center, three runways (3L/21R, 3R/21L, 32/212)³, the C-17 Assault Landing Zone, offices, hangars, and housing (SCALUC, 2002). The former Strategic Air Command Alert Facility is now used by the U.S. Navy to place aircraft including Navy E-6B Mercury TACAMO aircraft. The western portion of Fairfield, near Cordelia, is comprised primarily of residential and business park land uses.

Project Site Existing Land Use:

The Pacific Flyway Project site area proposed for annexation is located in the upland portion of the Suisun Marsh and is within the unincorporated part of Solano County. The two parcels that make up the site (APN's 46-05-30 & 46-10-26), totaling approximately 280 acres, are made up of 80 acres of Secondary Management Area uplands and roughly 200 acres of Primary Management Area marshland. The site is known as the Garibaldi Unit of the State of California Grizzly Island Wildlife Area and was previously used by the Garibaldi family as a working cattle ranch, private waterfowl refuge and for hunting and fishing. It was also formerly utilized as a "duck club" in the 1940s and became incorporated into the Suisun Marsh wetlands conservation efforts in 1995 (Pacific Flyway Center Fund, 2017). One accessory structure, an airplane hangar, which is used as a utility and storage shed is located on the site. The site is otherwise vacant. One access road, Ramsey Road, provides ingress and egress to the site. As part of the Grizzly Island Wildlife Area, the site has been managed as habitat for migratory birds and other wildlife.

Within the Pacific Flyway Project are two additional parcels not currently requested for annexation at this time. One of the parcels listed as part of the total 560-acre project (APN: 0046-050-270) has an active wireless communication facility operating under Use Permit NO. U-96-38-MR4 and Marsh Development Permit No. MD-96-02-MR4 with Solano County (Solano County, 2016). Future land exchanges for the remaining two parcels between the State of California and the Pacific Flyway Fund are anticipated, though these parcels are not proposed for annexation into the City of Fairfield (City of Fairfield, 2018).

City General Plan

To some extent, population growth in the City is dependent upon land use, general plan designations, and property zoning. The City of Fairfield plans for its future growth through its General Plan, which is a long-term comprehensive framework to guide physical, social, and economic development within the community's planning area. The General Plan for the City of Fairfield was originally adopted in June of 1992. In 2002, the City adopted a substantial revision

³ Runway data source: <https://www.airnav.com/airport/KSUU>

to the General Plan for build out to the year 2020. A new Housing Element was adopted in January 2007, with a draft update currently in review. The Land Use Element was updated in October of 2016. The City's General Plan is based upon the concept of a "Livable City," envisioning development in a manner that promotes compact and efficient land use patterns, with less emphasis on development that requires the use of the automobile. Thus, the City's Land Use Element incorporates two main goals with 19 objectives. The two main goals are:

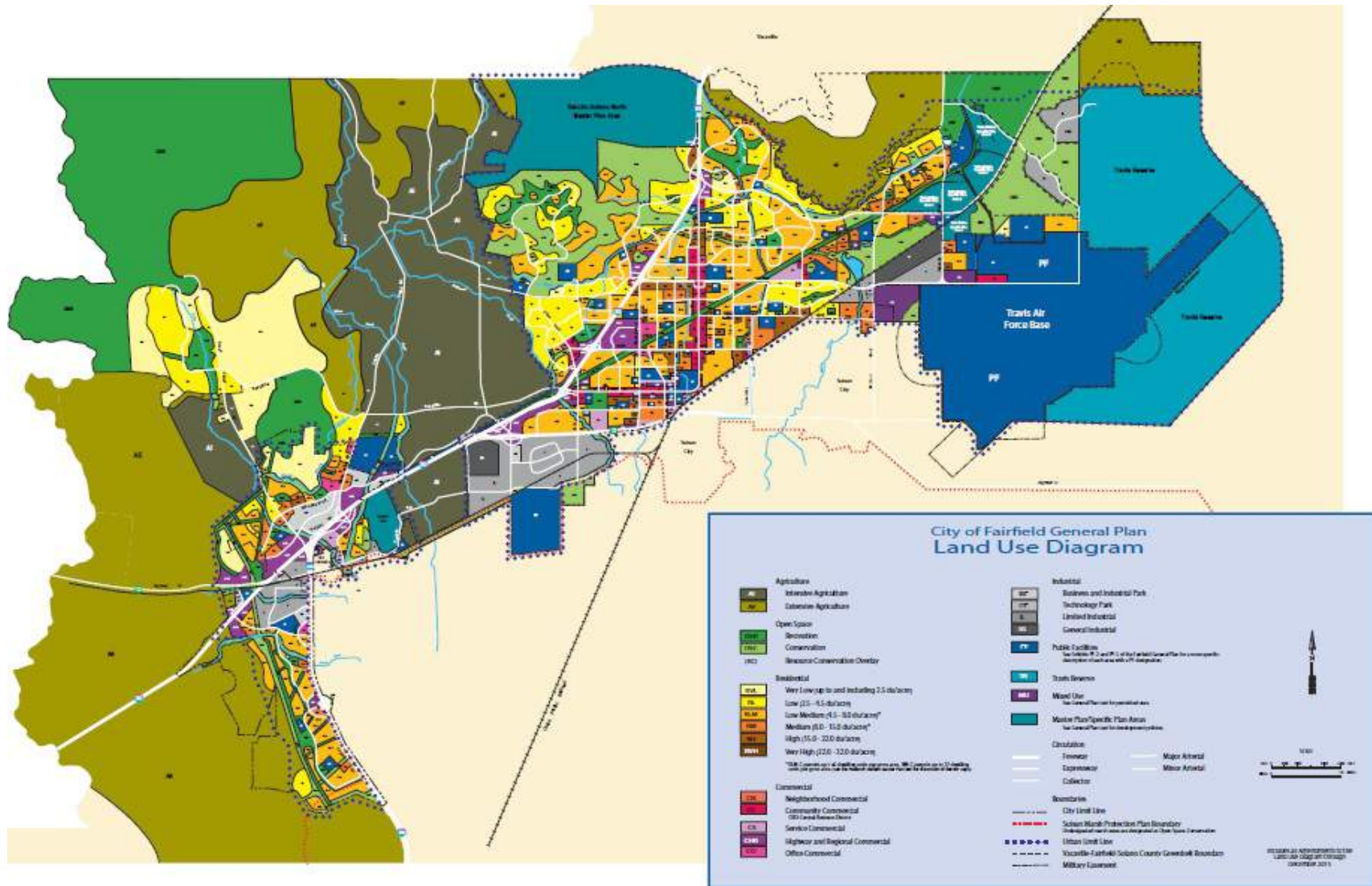
- Preserve and enhance the City's desired physical character with well-balanced patterns of growth and development.
- Create safe and viable neighborhoods with wide ranges of choices, services, and amenities.

(City of Fairfield General Plan, Land Use Element, 2016).

The Land Use section of the City's General Plan was updated in October of 2016; however, the City's land use diagram includes amendments through December of 2015. Within the Land Use section of the General Plan, the City of Fairfield includes a handful of policies and objectives that limit annexations for the City. The City's General Plan, under Objective LU 3, establishes an Urban Limit Line (ULL) to limit growth by promoting development within the City limits and protecting open space and agricultural areas outside the ULL from encroaching urban sprawl. The section pertaining to the ULL and annexations states: "All land located beyond the ultimate urban limit line as approved in the areawide plan, shall not be included in the City's sphere of influence and shall not be annexed by the City in the future." Within this objective, Policy LU 3.1 requires that any urban development requiring basic municipal services occur only within incorporated City and within the urban limit line established by the General Plan. Thus, in order for the City of Fairfield to annex land, it must be located within the established ULL and listed as land to be annexed within the CAP (City of Fairfield General Plan, Land Use Element, 2016). Figure 5-1 shows the City's General Plan land use designations as of December 2015. Please note that the City's General Plan Land Use Designation map has not been updated since December 2015 and General Plan land use designations were changed in downtown as a result of the Heart of Fairfield Specific Plan. It is recommended that the City provide LAFCO with an updated map prior to approval of the next (forthcoming) comprehensive city-wide MSR.

These designations can be described as nine broad categories including agriculture, open space, residential, commercial, industrial, public facilities, Travis reserve, mixed use, and master plan areas. Also included within this diagram are the City Limit line, the Suisun Marsh Protection Plan Boundary, the Urban Limit Line, the Vacaville-Fairfield-Solano County Greenbelt Boundary, and the Military Easement surrounding Travis Air Force Base.

Figure 5-1: City of Fairfield General Plan



On November 4, 2003 the voters of the City of Fairfield approved “Measure L” which requires that any amendments to the ULL must be approved by the voters (Solano County LAFCO, 2012). The Pacific Flyway Project site is currently not part of the City of Fairfield, is not listed within the City’s CAP, nor is it included within the City’s ULL. On July 19, 2016, the Fairfield City Council adopted Resolution No. 2016-195 which called for a municipal election to approve amending the Fairfield General Plan to revise the Urban Limit Line to include the Pacific Flyway project (City of Fairfield, 2016a). On November 8, 2016, the voters of the City of Fairfield approved “Measure T” which allows for Resolution No. 2016-295 to be approved amending the Fairfield General Plan to revise the ULL to allow the Pacific Flyway Project site to be a land preserve and open space conservation area with an interpretive nature center, trails, and theater for educational purposes to celebrate and educate the public about the conservation of migratory birds along the Pacific Flyway (Solano County, 2016; City of Fairfield, 2016b). This vote passed by a wide margin with 73 percent voting in favor and 27 percent opposed (Solano County, 2016).

With voter approval, the General Plan for Fairfield will be revised to include the areas within the Project site slated for development within the Urban Limit Line following the approval of the required Conditional Use Permit from the City. In addition, the land use designations of the two parcels slated for annexation in this MSR were reaffirmed as Open Space – Conservation. The General Plan defines this category to include areas having significant open space value that are not used for active recreation (such as the Suisun Marsh). Figure 5-2 depicts the proposed changes to the Urban Limit Line and the General Plan Land Use Diagram.

Figure 5-2: General Plan & Land Use Diagram Proposed Update



Airport Land Use Commission

The Solano County Airport Land Use Commission was established under the auspices of the State Aeronautics Act (Public Utilities Code, Section 21001 et seq.). The Commission is responsible for the preparation of an Airport Land Use Compatibility Plan (ALUCP) for the two public use airports and one military airport in the County. Travis Airforce Base is a federally operated military base and the Commission approved the Travis Air Force Base Airport Land Use Compatibility Plan in 2015.

The proposed Pacific Flyway Center is located roughly 12 miles from the Travis Air Force Base Airport. The Travis Air Force Base Airport Land Use Compatibility Plan (2015) provides policies and guidance designed to ensure that future land uses surrounding the Air Force Base remain consistent and compatible with the airport facility safety and uses. Travis Airforce Base is located in the Pacific Flyway which is a major north-south route for migratory birds in America, extending from Alaska to South America. The existing water bodies and the Pacific Flyway are natural bird attractants, causing potential for bird / wildlife aircraft strike hazards (Solano County, 2017). Bird-aircraft strike hazards is related to both the number of birds and the number of aircraft. The project site is within any land use compatibility Zone D as identified by the Plan and there are no prohibited uses within Zone D (Solano County, 2015). Limitations on the height of structures (less than maximum height of 200 feet) and notice of aircraft overflights are compatibility factors within this zone. At 80 feet and 5 inches the proposed building is within the acceptable height range.

Solano County General Plan and Zoning Map

Solano County is centrally located between San Francisco and Sacramento and encompasses roughly 910 square miles. Approximately 14 percent of the total land area lies within seven incorporated cities: Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo. The General Plan was updated in November 2008, providing a vision for Solano County through to 2030. The communities' vision is "a sustainable place with a thriving environment and an economy that maintains social equity." Sustainability within the context of the General Plan is defined as the ability for current generations to meet their needs without compromising the ability of future generations to meet their own needs. The General Plan is organized into eleven elements including Agriculture, Economic Development, Park and Recreation, and the Tri-City and County Cooperative Plan as elements in addition to the seven mandated by law. The Land Use Element's most recent amendment occurred in 2012.

While the City will annex key portions of the site, other portions of the Pacific Flyway Center project site will remain within unincorporated Solano County and the County retains land-use authority over the site. The County General Plan currently designates the Pacific Flyway Center project site as Natural Resources with a Resource Conservation Overlay. The Project site is designated as Marsh Preservation (MP) on the Solano County Zoning Map (Solano County, 2012). The Project site is not located within or adjacent to any special study areas identified in the County General Plan (Solano County, 2008).

Marsh Protection Policies

The San Francisco Bay Conservation & Development Commission (SFBCDC) completed and adopted by the San Francisco Bay Plan (Bay Plan) in 1968. The Bay Plan policies include giving high priority to the preservation of Suisun Marsh through adequate protective measures including maintenance of fresh water flows. The SFBP acknowledges that the Suisun Marsh Protection Plan contains a more specific application of policies than the Bay Plan because of the unique characteristics of the Suisun Marsh. In addition, in the event of policy conflict between the Bay Plan and the Protection Plan, the policies of the Protection Plan control (SFBCDC, 2002).

The California Legislature passed the Suisun Marsh Preservation Act of 1977. This legislation serves to protect the Marsh by adopting provisions of the Suisun Marsh Protection Plan as prepared by the Bay Conservation and Development Commission (BCDC). The Act divides the Suisun Marsh into the Primary Management Area, consisting of waterways, managed wetlands, tidal marshes and lowland grasslands; and the Secondary Management Area, consisting of upland grasslands and agricultural areas. The Preservation Act requires local governments and districts with jurisdiction over the Marsh to prepare a Local Protection Program for the Marsh consistent with the provisions of the Preservation Act and policies of the Protection Plan. In addition, the Act and Plan ensure appropriate marsh preservation policies are incorporated into local plans and ordinances. The City of Fairfield, Solano County, Solano LAFCO, and the San Francisco Bay Conservation and Development Commission have policies to protect the Suisun Marsh habitat of which the proposed Pacific Flyway project site is included (Solano, 2008).

The City of Fairfield's General Plan includes Elements that have specific objectives and policies to protect marsh habitat. The Open Space, Conservation, and Recreation Element acknowledges that the City contains or abuts significant regional open space, including the Suisun Marsh, and identifies the Suisun Marsh as an Open Space Planning Area (OSPA). The Land Use Element dictates that the environmental quality of the Suisun Marsh be protected and enhanced through a combination of land use regulation and construction of public facilities, including limiting activities within and adjacent to the marsh to nature oriented-recreation and those that would

avoid altering the topography, vegetation, watercourses, and soil water relationships. The Land Use Map identifies a small area just north of the proposed Pacific Flyway Center project that is within the City Limit Line as Open-Space Conservation (City of Fairfield, 2016). Because the proposed project is not within any current jurisdictional boundaries for the City of Fairfield, there is no specific policies to address marsh habitat near the proposed project, however the existing policies are blanket policies for the entire Suisun Marsh area, of which the proposed project is included.

Solano County updated the General Plan in November of 2008 and incorporated Appendix C, Suisun Marsh Policy Addendum, which provides for policies governing the Suisun Marsh. These policies have been incorporated in the Solano County Component of the Suisun Marsh Local Protection Program certified by BCDC. The policies are broken down into eight topics including Wildlife Habitat Management and Preservation, Water Quality, Recreation and Marsh Access, and Scenic Resources. As part of the Recreation and Marsh Access section of this appendix, Solano County lists policies for recreational uses in the Marsh. Policy five states, "Land should...be purchased for public recreation and access to the Marsh for such uses as fishing, boat launching, nature study, and for scientific and educational uses. These areas should be located on the outer portions of the Marsh near the population centers and easily accessible from existing roads." The Pacific Flyway project would meet this policy based on its proposed use and location (Solano County, 2012).

The Local Agency Formation Commission of Solano County established policies for the longer-term preservation of lands within the Suisun Marsh. The Solano County LAFCO Component of the Suisun Marsh Local Protection Program was adopted in February of 1980 (Solano, 1980). Solano County is currently amending the Suisun Marsh Local Protection Program Solano County Component as of April 2012. The amendments are being undertaken to address the County General Plan 2008 update and proposed updates to the Zoning Code and County Code (Solano, 2012). The state legislation gives authority to LAFCO to retain the existing agricultural and marsh land pursuits within the Primary and Secondary Management areas. The area proposed for the Pacific Flyway project is identified as part of the Secondary Management area within this document and under the jurisdictions of Solano County and the Suisun Resource Conservation District. The LAFCO regulatory body has considerable power to withhold growth inducing urban services which could threaten the integrity of the Suisun Marsh, as mandated by the Suisun Marsh Preservation Act (Solano County, 2012).

Public Draft Solano Multispecies Habitat Conservation Plan

The Public Draft Solano Multispecies Habitat Conservation Plan (HCP) of 2012 was created to assist entities with compliance with state and federal endangered species regulations while

accommodating future public infrastructure projects and urban growth (Solano County Water Agency, 2012). The Solano HCP aims to promote conservation of biological diversity. Since the Solano HCP remains in draft form and has not yet been finalized, the recommendations and requirements are preliminary. The proposed Pacific Flyway Center is currently within Zone 2 of the HCP. Zone 2 (approximately 160,000 acres) encompasses lands within the Solano County Water Agency (SWCA), irrigation, reclaiming, and special district boundaries. Areas identified in Zone 2 are outside of urban boundaries for the cities surrounding the Suisun Marsh. Activities that can occur in Zone 2 may include communication services facilities, flood control facilities, roads, recreation facilities and land intensive activities typically located away from residential and commercial/industrial development because such activities may be incompatible to the surrounding human environment (Solano County Water Agency, 2012).

Future Development Potential

Land use and planning decisions are made by the City of Fairfield as guided by the General Plan.

As part of the Plan Bay Area 2040, ABAG and the Metropolitan Transportation Commission (MTC) have identified priority development areas as shown in Figure 5-3, below. A priority development area serves as the foundation for sustainable regional growth places and is ready for investment, new homes, and job growth.

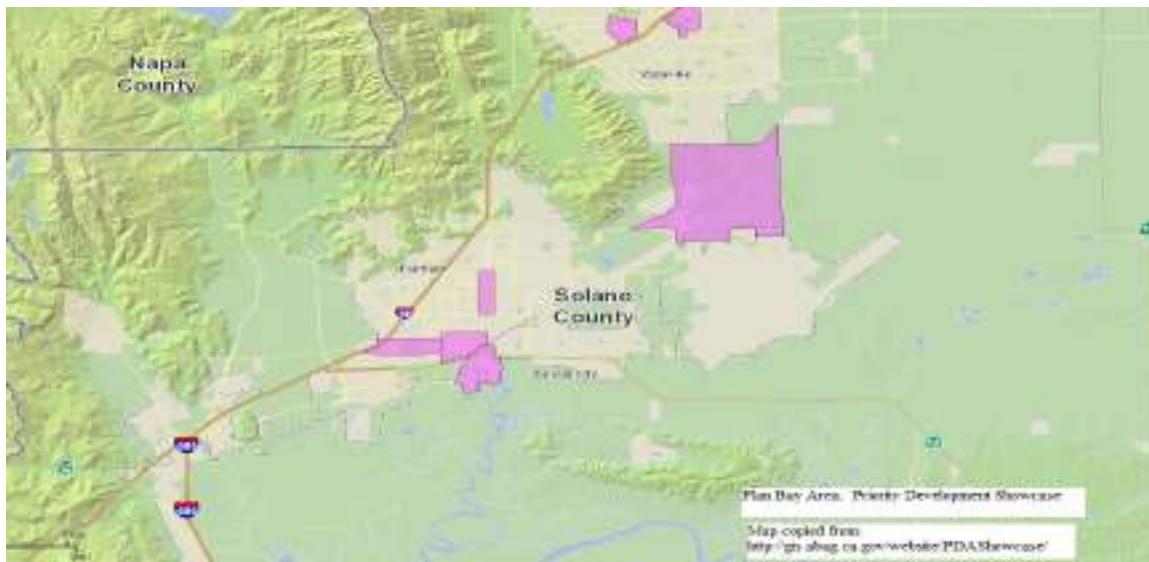


Figure 5-3: ABAG Priority Areas

Fairfield does have future development potential as described in its general plan and zoning ordinance and as listed below.

- ABAG PDA areas for Fairfield includes:
 - Heart of Fairfield Specific Plan (513 acres)
 - Fairfield Train Station Specific Plan/ Canon Station Area in Fairfield
 - (*Data Source: Fairfield General Plan, 2002; ABAG, Plan Bay Area, Priority Development Area Showcase*)

Additionally, the City's vacant land survey may describe other development potential and this should be analyzed in more detail in the forthcoming comprehensive, city-wide MSR for LAFCO's approval.

The potential for new growth and development on Travis Air Force Base⁴ has not been assessed recently. This is a federal military facility and its redevelopment is based on the need of the Air Force to operate securely and it currently employs approximately 14,000 military and civilian personnel.

A proposal is currently being considered by the City of Fairfield and LAFCO to consider expanding the SOI and allowing annexation of the Pacific Flyway Center Project site as described in Chapter 11. If the City and LAFCO were to take these actions, then it is possible that the Pacific Flyway Center Project site could have future development potential. Specifically, the applicant proposes to construct an interpretive and educational facility intended to celebrate and educate the public regarding the environmental and human societal importance of conservation of migratory birds within the Pacific Flyway. Of the approximately 280 acres proposed for annexation, approximately 8.3 acres would be developed with impervious surfaces with 124 acres enhanced and restored as an outdoor wildlife habitat viewing area. The education and interpretive center building would consist of approximately 125,000 sq. ft. made up of three buildings with a total of 337 parking spaces and expanded bus drop off area at project completion. The project is proposed to be constructed in three phases. In addition, the project would include lighting, driveways, and roughly 4,500 sq. ft. of raised outdoor boardwalks. Outdoor ponds and landscaping associated with wetland restoration is also proposed (City of Fairfield, 2018).

⁴ Although the City has no jurisdiction over TAFB, new development there could potentially increase the demand for services from FSSD.

Projected Population: City of Fairfield

The Association of Bay Area Governments (ABAG) prepares population projections at the County and jurisdictional level. According to ABAG’s projections, overall Solano County population will increase by 23.8 percent, with Fairfield having the greatest projected growth in the County at 39.1 percent from 2015 to 2040 as shown in Table 5-3, below. The growth rate for Fairfield is 39.1 percent calculated as the total change from year 2010 to 2040 and this yields an average annual growth rate of about 1.3 percent based on population change from 2015 to 2040.

Table 5-3: Projected Population Growth in Cities (2010–2040)

	2010	2015	2020	2025	2030	2035	2040	*Percent Increase
Benicia	26,997	27,600	28,300	29,000	29,700	30,500	31,400	16.3%
Dixon	18,351	18,700	19,000	19,400	19,800	20,200	20,700	12.8%
Fairfield	105,321	111,500	117,900	124,400	131,400	138,800	146,500	39.1%
Rio Vista	7,360	7,500	7,900	8,300	8,400	8,600	8,800	19.6%
Suisun City	28,111	28,900	29,800	30,700	31,600	32,600	33,700	19.9%
Vacaville	92,428	95,300	98,200	101,700	105,500	109,700	114,000	23.3%
Vallejo	115,942	118,100	121,000	124,200	126,200	128,600	131,800	13.7%
Unincorporated	18,834	19,700	20,600	21,500	22,600	23,700	24,700	31.1%
Solano County	413,344	427,300	442,700	459,200	475,200	492,700	511,600	23.8%

**Percentage increase from (2010 to 2040).*

Data Source: ABAG 2013, Population Projections

Population growth in the unincorporated areas of the County is at 31.1 percent.

The proposed Pacific Flyway Center does not include the construction of any new homes or businesses, therefore this project would not contribute to resident population growth. However, the Visitor Center would attract visitors to the City and it is anticipated these temporary visitors would stay for the day (day use) and a percentage might spend the night in local hotels or other accommodations. Therefore, the number of visitors needing public services, such as water, sewer, or emergency services would increase by a small percentage.

5.3: JOBS/HOUSING BALANCE

Jobs to housing balance is a commonly used planning metric that enumerates the ratio of jobs to housing units. LAFCO utilizes this metric because it is indicative of the socio-economic factors it is required to consider under the following:

- Government code 56001 states that the Legislature recognizes the provision of housing for persons and families of all incomes is an important factor in promoting orderly development under LAFCO's purview.
- Government code 56668 requires the Commission to consider 15 (a-o) specific factors when reviewing proposals for a change of organization to help inform the Commission in its decision-making process.
- Solano LAFCO's Standards, specifically Standard 11 which is the effect of the proposed action on adjacent areas, mutual social and economic interest, and on local government structure.

The City of Fairfield currently (as of year 2016) has 49,900 jobs (State of California, 2016). The City currently contains a total of 35,220 occupied housing units out of 37,055 total housing units. Of those total housing units, 35,125 are single family homes and 11,026 are multi-family homes (US Census, 2016). Therefore, the jobs/housing balance is 1.4 when looking at occupied housing units to the number of employed persons. Economists commonly accept a healthy jobs-to-housing balance for a community to be between 1.3 and 1.6. Therefore, with a jobs-to-housing balance of 1.4, the City of Fairfield is considered to have a "good" jobs-to-housing balance as of 2016.

California's Housing Element Law (Government Code, §§ 65580 et seq.) mandates that ABAG develop and approve a Regional Housing Needs Allocation/Plan (RHNA/P) for the nine counties in the SF Bay region⁵. It is recommended that in a few years when LAFCO provides a more comprehensive update to Fairfield's MSR/SOI, that the RHNA/P be analyzed. As of 2008, it is good practice for LAFCO's to consider regional housing needs allocations when reviewing annexation proposals (State of California, 2012). Currently, the Bay Area may have the most severe housing crisis of any of the nation's large metro areas, and at this time, there are limited policy tools to help address the problem at a regional level, thus highlighting the importance of analyzing RHNA/P when updating Fairfield's MSR/SOI in the future (ABAG, 2017).

⁵ The nine counties in the SF Bay region includes the counties of Solano, Alameda, Napa, Marin, San Francisco, San Mateo, and Santa Clara and their 100 cities.

Regional Transportation Plans & Sustainable Community Strategies






All regions in California must complete a Sustainable Communities Strategy (SCS) as part of a Regional Transportation Plan (RTP), consistent with the requirements of state law, Senate Bill (SB) 375. Senate Bill 375 requires California's 18 metropolitan areas to integrate transportation, land-use, and housing as part of an SCS to reduce greenhouse gas emissions from cars and light-duty trucks. Senate Bill 215 (Wiggins) was approved by California legislature in 2009 and chaptered in 2010 as part of Government Code Section 56668, relating to local government. This bill requires LAFCO's to consider regional transportation plans and sustainable community strategies developed pursuant to SB 375 before making boundary decisions. In the San Francisco Bay Area, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) work together, along with local governments, to develop a SCS that meets greenhouse gas reduction targets adopted by the California Air Resources Board. The RTP and SCS for the Bay Area is called "Plan Bay Area 2040: Strategy for A Sustainable Region" and was adopted on July 18, 2013 (ABAG et al, 2014).





The City of Fairfield is the local agency primarily responsible for addressing regional growth strategies within its jurisdictional boundaries. Solano County is currently in the process of updating the Solano Comprehensive Transportation Plan which would include an update to the existing Solano Transportation for Livable Communities (TLC) Plan, last updated in 2004. The City of Fairfield is a partner in this plan, with projects and funding identified throughout the City to encourage planning that focuses on the relationship between transportation and land uses by supporting and promoting "smart growth" projects (Solano Transportation Authority, 2004). Since LAFCO will be considering a boundary decision for the Pacific Flyway Center project site, we must consider the regional transportation plans and sustainable community strategies.

The Solano TLC Plan and Plan Bay Area 2040 lists strategies and principals to promote regional transportation and sustainable communities. Plan Bay Area 2040 is based on a final preferred scenario that provides both a regional pattern of household and employment growth and a corresponding transportation investment strategy by the year 2040. The Plan sets Priority Development Areas (PDAs) to focus growth and development in areas already served by public transit, including those areas within the City of Fairfield and Solano County. One of the goals for the Plan is to preserve existing open space and agriculture (ABAG et al, 2014). The EIR for the plan states that projects conform to the provisions of special area management and restoration plans, including the Suisun Marsh Protection Plan, to avoid and minimize impacts on sensitive natural communities. The Pacific Flyway Project, as part of the Suisun Marsh

would fall under this protection. The Solano TLC Plan lists “Preserving Open Space, Farmland, Natural Beauty, and Critical Environmental Areas” as one of the ten smart growth principals. The TLC Plan calls for communities to maintain the natural environment through zoning to preserve open space and create trail and greenway networks. The Pacific Flyway Center project follows this principal by preserving the natural environment while providing accessible open space to attract visitors.

5.4: DETERMINATIONS: POPULATION AND GROWTH

Table 5- 4: Summary of Population & Growth Indicators and Determinations		
Indicator	Score	Determination
Existing population		Fairfield’s existing population is 116,156 persons. Fairfield experienced an average annual growth rate of 0.95 between the years 2000 to 2010 as detailed in Table 5-1.
Projected population in years 2030 and 2040		Fairfield’s 2030 and 2040 population are projected to be approximately 131,400 and 146,500, respectively.
Sufficient land area is available to accommodate projected growth.		Though the population and land area for the City of Fairfield has slightly increased from 2010 to 2015, the population per square mile has decreased. This suggests that the City has enough land to accommodate the population growth in 2015 over what was available in 2010.
The City adopts and maintains a General Plan that is sufficient to inform LAFCO actions.		The City’s General Plan was adopted in 2002. Individual elements have been updated on an individual basis since 2002 with the most recent update occurring to the Land Use Element in 2016. Some elements have not been updated since the General Plan was adopted. It is important that all cities adopt and maintain a General Plan that is sufficient to inform LAFCO actions. Therefore, it is recommended that the City of Fairfield update its General Plan on a regular basis and an update to the General Plan is recommended in order to assist LAFCO in providing a more comprehensive SOI update within the next few years. City GP policies related to annexations include LU 4.1 and LU 4.1 A.
Jobs/Housing balance		The City’s job/housing ratio is: 1.4. This is considered a good jobs-housing balance, given that economists commonly accept a healthy jobs-to-housing balance between 1.3 and 1.6. It is recommended that when LAFCO provides a more comprehensive update to Fairfield’s MSR/SOI, that the Regional Housing Needs

	Allocation/Plan be analyzed.
Key to score:	
	Above average (compared to similar cities)
	Average
	Below average
	Statement of Fact (Not rated)

Chapter 6: Disadvantaged Unincorporated Communities

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The CKH Act requires LAFCO to make a determination regarding the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. Unincorporated disadvantaged communities¹ may sometimes be overlooked during the comprehensive land use planning process due to their socioeconomic status. This Chapter considers the basic infrastructure, such as water, sewer, or fire protection, for disadvantaged communities in and near the City of Fairfield.

6.1: CONTEXT OF DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill (SB) 244 (Wolk), which became effective in January 2012, requires LAFCO to consider the presence of any Disadvantaged Unincorporated Communities (DUCs) when preparing a MSR that addresses agencies that provide water, wastewater or structural fire protection services. The Wolk Bill created several definitions related to DUCs, in both LAFCO and planning law, including²:

¹ Communities that meet the criteria for a “disadvantaged” community, may be eligible for grants to assist with infrastructure improvements and these grants and programs are described in Appendix I.

² State of California, Senate Bill 244 (Wolk Bill) (October 7, 2011).

1. "Community" is an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent to or in close proximity to one another;
2. "Unincorporated fringe community" is any inhabited and unincorporated territory that is within a city's SOI;
3. "Unincorporated island community" is 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;
4. "Unincorporated legacy community" as a geographically isolated community that is inhabited and has existed for at least 50 years; and
5. "Disadvantaged unincorporated community" is inhabited territory of 12 or more registered voters that constitutes all or a portion of a community with an annual MHI that is less than 80 percent of the statewide annual MHI.

This state legislation is intended to ensure that the needs of these unincorporated communities are met when considering service extensions and/or annexations, in particular, water, wastewater, drainage, and structural fire protection services. Additionally, Solano LAFCO's policy requires written determinations with respect to the location and characteristics of any DUCs within or contiguous to the Sphere of Influence³. In 2014, the statewide annual median household income (MHI) was \$63,783 (US Census, 2018). This yields a DUC threshold MHI of less than \$51,026 (80 percent of the statewide MHI). Relevant data were reviewed for the City of Fairfield and adjacent area. To understand the geographic distribution of disadvantaged communities within the City's boundaries, five sources of data were considered:

- LAFCO data
- California Department of Water Resources, on-line mapping tool
- U.S. Census
- Solano County Housing Assessment and other County data
- ABAG and MTC Equity Analysis

Disadvantaged Areas within Cities

LAFCO is required to consider the provision of public services to disadvantaged unincorporated communities (DUCs). However, incorporated areas (within the city limits) can sometimes meet the disadvantaged income threshold. LAFCO is not required to study the status of disadvantaged neighborhoods that are located within incorporated cities that provide water, wastewater, drainage and structural fire protection services; however, SB 244 required cities to update their land use and housing elements to include an analysis of the water, wastewater, storm water, and

³ The sphere of influence for the City of Fairfield is shown in Figure 3-1, City Boundary and Sphere of Influence.

structural fire protection services in the area along with financing options to help encourage investment in disadvantaged areas, should it be needed. Although the City's adopted Housing Element 2014 – 2022 does not directly address disadvantaged communities in terms of specific geographic areas, it does consider the special housing needs of individuals requiring assistance, such as elderly residents, single mothers with children, low income and large families, military personnel, the homeless, and mobility-impaired residents (Fairfield, 2014).

Unincorporated Islands

Unincorporated Islands are areas that are completely surrounded or substantially surrounded by a City and yet remain under the jurisdiction of Solano County. Partially surrounded islands are those that are surrounded on two or more sides by the City.

Threshold

According to the U.S. Census, the median household income (MHI) for the State was \$63,783 in 2016 (US Census, 2018 per ACS, 2012-2016). This yields a DUC threshold MHI of less than \$51,026 (80 percent of the statewide MHI). The median household income and relevant data were reviewed for the City of Fairfield area. As of 2016 the median household income (MHI) in the City of Fairfield⁴ was estimated to be \$69,396 (U.S. Census, 2018). This is significantly higher than the DUC threshold MHI. Because this data reflects values for the whole city, it is possible that there may be unincorporated islands with an MHI that does meet the financial threshold. Therefore, additional data sources were explored as described in the following paragraphs.

6.2: ANALYSIS OF DISADVANTAGED COMMUNITIES IN OR NEAR THE CITY OF FAIRFIELD

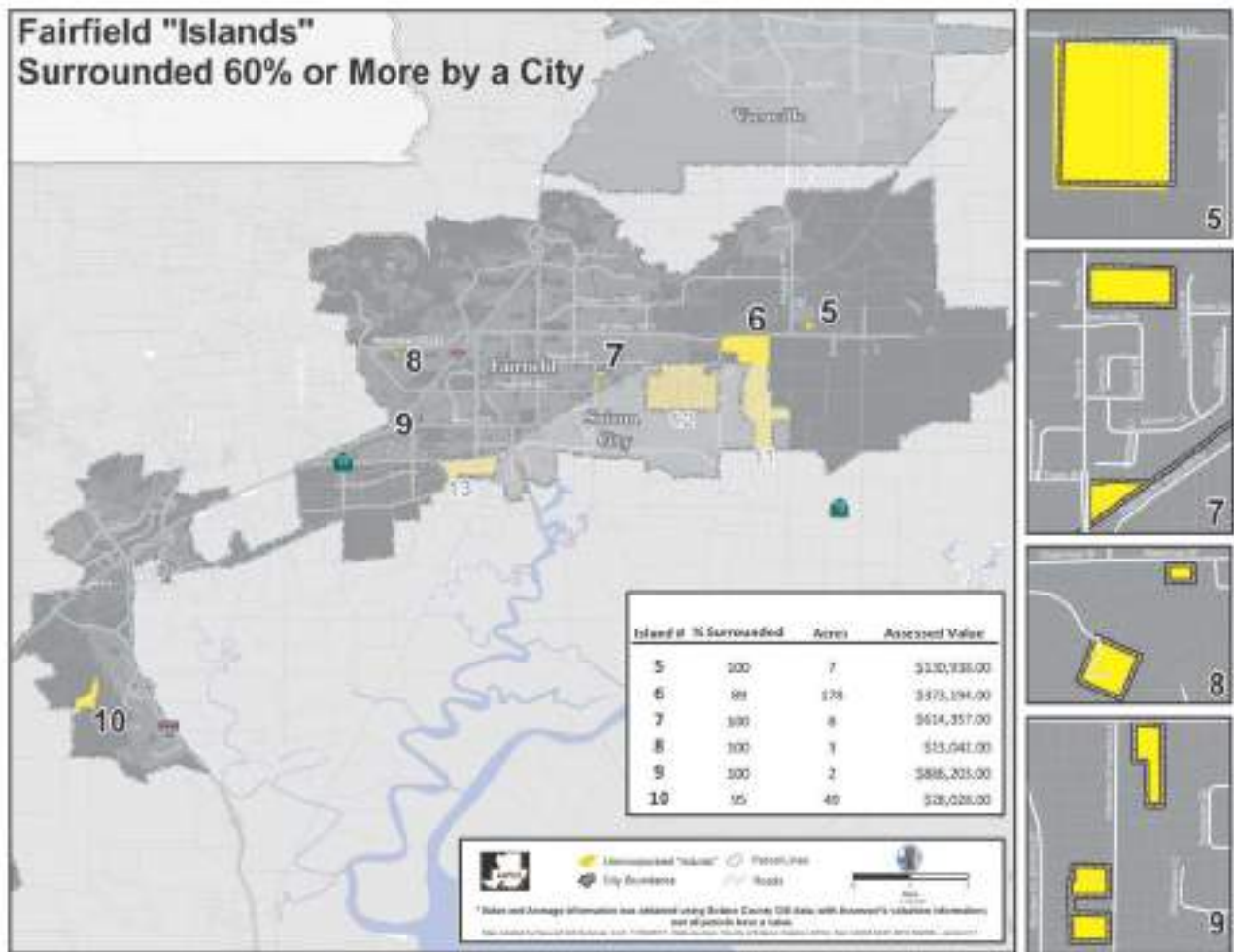
Given the context described above, various sources of data were utilized to identify and describe disadvantaged communities in and near the City of Fairfield. Other details related to population and socioeconomics are presented in Appendix A: Demographic Report of City of Fairfield.

⁴* The year 2000 US Census shows that in 1999 the median household income (MHI) in the City of Fairfield was \$51,151 as measured in 1999 dollars (i.e. data reflects the previous year) (Source: Appendix A). Adjusting for inflation to convert the 1999 dollars to 2016 dollars calculates to a MHI of \$73,689. This calculates to a functional decline in MHI by \$4,293 dollars over the 16-year time period.

LAFCO Data

LAFCO’s December 11, 2017 staff report identified six unincorporated islands in the Fairfield area as shown in Figure 6-1. All of the islands identified in Figure 6-1 below are substantially surrounded by the City of Fairfield. The six unincorporated islands do not meet the disadvantaged unincorporated island status criteria because there are not 12 or more registered voters residing in each island.

Figure 6-1: Unincorporated Island Territories from LAFCO



Adjacent to Fairfield

The Solano County's Housing Needs Assessment (2015) identified four unincorporated areas located outside of, but near the City of Fairfield including Rockville, Green Valley, Willotta Oaks, and Old Cordelia. Each of four areas is not classified as DUC's due to their higher MHI, however; it may be valuable to evaluate municipal services to all four areas in the City's forthcoming comprehensive MSR. However, given its proximity to the Pacific Flyway Education Center, the Old Cordelia area is described in the following paragraph.

Old Cordelia is an unincorporated community located west of Fairfield, east of I-680 and south of I- 80. It is considered an "Unincorporated Legacy Community" because the townsite of Old Cordelia was established in the late 1800s. The Old Cordelia townsite includes 80 acres located within the City of Fairfield's urban limit line. Old Cordelia has a population of 220 residents in 64 housing units (2000 U.S. Census). This legacy community has a MHI of \$92,450 which is higher than the DUC threshold criteria.⁵ The Cordelia Fire Protection District provides fire protection services to this community. Domestic water is provided by the Vallejo Lakes Water System, a public⁶ water system with its own treatment plant and distribution system. The Fairfield-Suisun Sewer District serves Old Cordelia via an agreement between the District and Solano County. Given

Data from California Department of Water Resources

According the California Department of Water Resources on-line mapping tool⁷, some areas within the Fairfield city limits can be considered disadvantaged. The DWR mapping tool is derived from data of the US Census ACS 2010-2014 showing census block groups identified as disadvantaged communities (less than 80% of the State's median household income) or severely disadvantaged communities (less than 60% of the State's median household income). However, U.S. Census Community Block Group data is low resolution and does not provide information on specific neighborhoods. Therefore, it may be valuable for the City to address disadvantaged communities in their next Housing Element update and provide that information to the LAFCO at their next comprehensive MSR update.

⁵ Census Tract 2522.02 includes Block Groups 1-4 with MHI of \$131,183, \$92,450, \$89,265, and \$98,255.

⁶ The Vallejo Lakes System (Lakes System) is a separate public water system with its own treatment plant and distribution system that delivers drinking water to customers residing in the Green Valley, Old Cordelia, Jameson Canyon, Suisun Valley, Willotta Oaks, and Gordon Valley areas.

⁷ DWR mapping tool is available at: <https://gis.water.ca.gov/app/dacs/>






DUC Summary

LAFCO’s December 11, 2017 staff report identified six unincorporated islands in the Fairfield area as shown in Figure 6-1. Although, four unincorporated areas located outside of, but near the City of Fairfield, were identified by the Solano County Housing Needs Assessment, these four areas have MHI’s that exceed the threshold criteria and are therefore are not classified as DUCs.

Although annexation of unincorporated islands can promote the efficient delivery of municipal services, it can sometimes be expensive to extend municipal infrastructure such as water or sewer lines. This cost can be a hurdle to annexation. In this particular situation, many of the unincorporated islands have small parcel sizes and little development potential and this further exacerbates funding challenges for municipal improvements as developments are often tasked with paying for new infrastructure. LAFCO, the City, and residents and businesses located within the unincorporated islands may wish to consider these potential costs in more detail.

6.3: FINDINGS & DETERMINATIONS - THE LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE

Table 6-1: Summary of Disadvantage Communities Findings & Determinations		
Indicator	Score	Findings & Determination
The median household income is identified. The DUC threshold MHI (80 percent of the statewide MHI) is clearly stated. The MHI in the Agency’s boundary is described.	●	D 6.3.1 The According to the U.S. Census, the median household income (MHI) for the State was \$63,783 in 2016 (US Census, ACS, 2012-2016). This yields a DUC threshold MHI of less than \$51,026 (80 percent of the statewide MHI). As of 2016 the median household income (MHI) in the City of Fairfield was estimated to be \$69,396. This is significantly higher than the DUC threshold MHI.

<p>Potential DUCs and DACs are considered. The provision of adequate water, wastewater, and fire protection services to DUCs and DACs is considered.</p>		<p>F 6.3.1 There are no Disadvantaged Unincorporated Communities within or contiguous to the City of Fairfield’s sphere of influence.</p> <p>F 6.3.2. There appears to be disadvantaged communities located within the City of Fairfield, however; further analysis is required.</p> <p>D 6.3.2. The City should address disadvantaged communities in their next Housing Element update and provide that information to the LAFCO at their next comprehensive MSR update in order to better inform future Commission decisions.</p> <p>D 6.3.3. Each of the unincorporated islands described in this chapter do receive adequate water, wastewater (small septic systems), and fire protection services. No public health and safety issues have been identified.</p>
<p>Key to score:</p> <ul style="list-style-type: none">  Above average (compared to similar cities)  Average  Below average  Statement of Fact (Not rated) 		

Chapter 7: Municipal Services and Infrastructure

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This Chapter evaluates the efficiencies of services provided by the City of Fairfield (City) and the associated infrastructure needs, especially as they relate to current and future users. Infrastructure needs and deficiencies are evaluated in terms of supply, capacity, condition of facilities, and service quality with correlations to operational, capital improvement, and finance plans. This Chapter addresses the provision of the services, listed below, some of which are directly provided by the City and others which are provided through contract or special district services. These are the services which will be utilized by the Pacific Flyway Center and therefore this Chapter is focused only on the five municipal services listed below.

- Fire Protection
- Law Enforcement
- Water Supply, Conservation, and Treatment
- Wastewater Collection and Treatment
- Storm water Drainage/Flood Protection

The City of Fairfield provides a wide range of public services, as described in Chapter 3, including library services and community planning services. Since the Pacific Flyway Center will not contain any residential or commercial development, it will not be relying upon those other City services. Only the five services listed above are described in this Chapter due to the nature of this document as an abbreviated and focused MSR. When LAFCO next updates the MSR for the City of Fairfield, it is recommended that the remaining City services be evaluated at that time.

The City of Fairfield estimates the number of customers served for most of the services is equivalent to the number of people living in the City (i.e., 116,156 persons as of January 2018). However, the definition of a water and sewer customer is different and is based on the number of connections; hence the lower number of “customers” listed in Table 7-1, below.

Service	Number of Customers in 2016
Water	30,716 connections (2015)
Sewer	54,000 connections
Law Enforcement	110,953
Fire Protection	116,156

7.1: MUNICIPAL SERVICES

7.1.a: Fire Protection Service

Existing Fire Protection Service, City-wide

The City of Fairfield Fire Department provides fire suppression services, fire prevention, education, disaster preparedness, emergency medical and rescue, and responds to incidents involving hazardous material. The mission of the Fire Department is to provide quality emergency services by highly trained and motivated professionals. As an all-risk department, all stations and personnel are fully furnished with the necessary equipment to respond to any type of emergency call. The Department is divided into two sections: Operations and Support. Each section is organized into five divisions which include Administration, Emergency Response, Emergency Medical Services, Prevention, and Training. The Department operates from five strategically located stations throughout the City of Fairfield, servicing areas within the City Limits as well as 909 square miles of Solano County (Fairfield, 2018; Solano LAFCO, 2014).

In 2016, the Department was awarded funding to increase staffing to an additional four full-time firefighters over a two-year period through the Federal Emergency Management Agency’s (FEMA) Staffing for Adequate Fire and Emergency Response program (SAFER). This additional funding has allowed the Department to establish District 38 in May of 2017 as well as to increase crew coverage, improve response time compliance, and reduce the need for engines to respond out of district (Fairfield, 2018). District 37 & 38 operate out of the same fire station, the busiest in Solano County, with 4,631 total responses from that location in 2017. That is double the number of responses from the next busiest district. Station 37 units responded 6,374 times and were the primary on-scene 4,631 times in 2017. This station serves much of central Fairfield including downtown, Solano Town Center, and key residential districts (Dumas, et. al., 2017). In 2016,

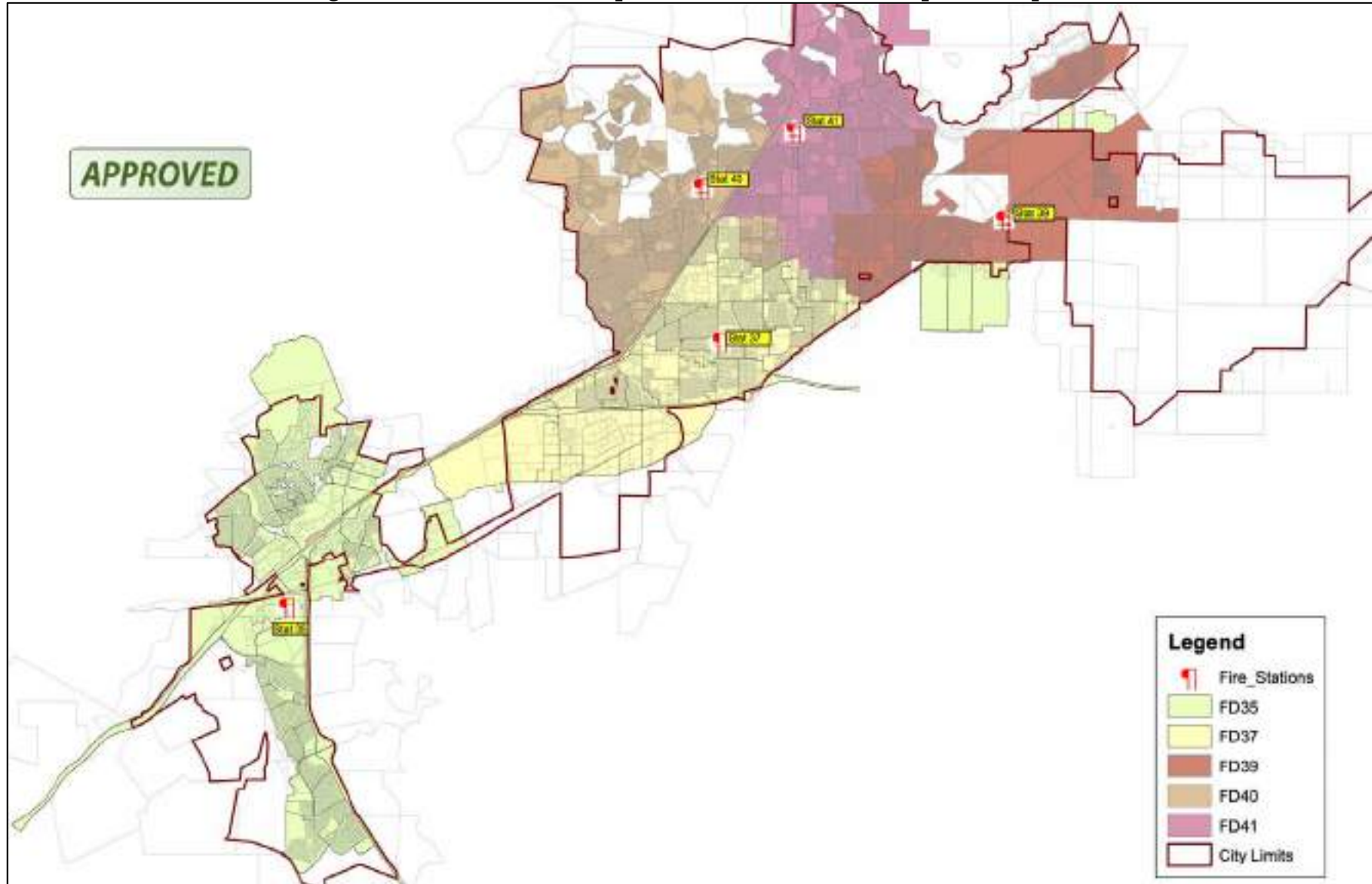
Fairfield's Engine 37 was number 53 in the nation for the busiest engine out of the 45 states surveyed (Roche, 2017). The City is divided into five districts with specific fire stations responding to each area as shown in Figure 7-1 below.

Fire protection is particularly important to the City of Fairfield because the unincorporated area surrounding Fairfield is within the Urban Wildland Interface, a geographic area that CAL FIRE defines as a "Fire Hazard Severity Zone" in accordance with the Public Resources Code and the Government Code. Figure 7-2 depicts the wildland fire hazard areas near Fairfield, while Figure 7-3 depicts historic wildfire perimeters from 1950-2014 (ABAG, 2016).

A significant area within the Fairfield city limits and surrounding areas are within fire hazard severity zones. The City and its surrounding areas have experienced major wildfires since 2014. The most recent major wildfire was the Atlas Fire in 2017, which crossed over to Solano County, threatening several neighborhoods in the City. Though the fire never reached the City limits, it burned 51,624 acres and damaged 783 structures (Cal Fire, 2018; Fairfield, 2018). Figure 7-3 on the previous page shows that wildfires have historically burned in close proximity to the City of Fairfield and within the City's boundary.

The City of Fairfield Fire Department is the primary service provider for fire protection services within the City limits including fire suppression; public life safety and fire prevention education; emergency medical services; confined space rescue; urban search & rescue team; disaster preparedness; the reserve firefighter program; and response to incidents involving hazardous materials (Fairfield, 2018). In addition, the Fairfield Fire Department firefighters are certified in Wildland-Urban Interface training to fight wildland fires burning down into neighborhoods (Hansen, 2017). The remaining services are provided collaboratively with other local agencies, state agencies or private entities. Solano County rural areas are protected from wildfires by five fire districts; the Suisun and Cordelia Districts, the Vacaville Fire Protection District, the Montezuma Fire Protection District, and the Dixon Fire Protection District (Eberling, 2012). The Fairfield Fire Department has automatic response agreements with neighboring fire agencies, and adjacent fire jurisdictions to respond to close proximity calls, as well as receive assistance from neighboring agencies when requested. Additionally, the Department participates in a mutual aid system that responds to requests for aid from throughout the County and State (Solano, 2012). The Fire and Police Departments as well as Travis Air Force Base collaborate through a joint Unified Response to Violent Incident trainings to create 'Active Shooter'/URVI standard operating guidelines and an Active Shooter team (Fairfield, 2017b). Solano County administers the Emergency Operation Plan which requires the County to act as the lead agency for the Incident Command System, however Fairfield has its own Emergency Management System (Solano County, 2017). Figure 7-4 shows Solano County divided into fire districts for the City and County areas.

Figure 7-1: Fairfield Fire Department Main District Response Map, 2014



Source: Internal Standards of Coverage Study, 2014

Figure 7-2: Fire Hazard Severity Zones

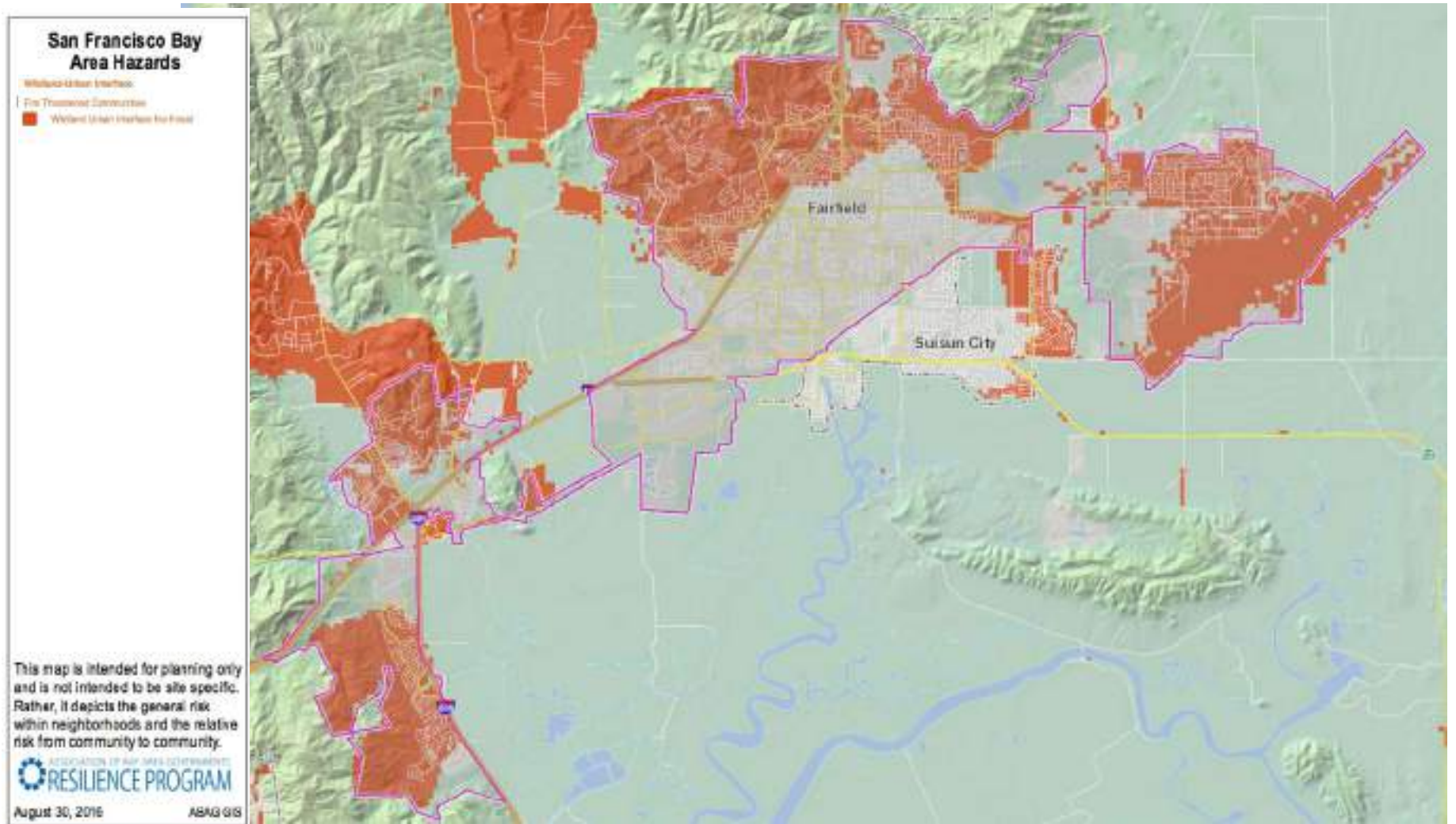


Figure 7-3: Historic Wildfire Perimeters 1950-2014

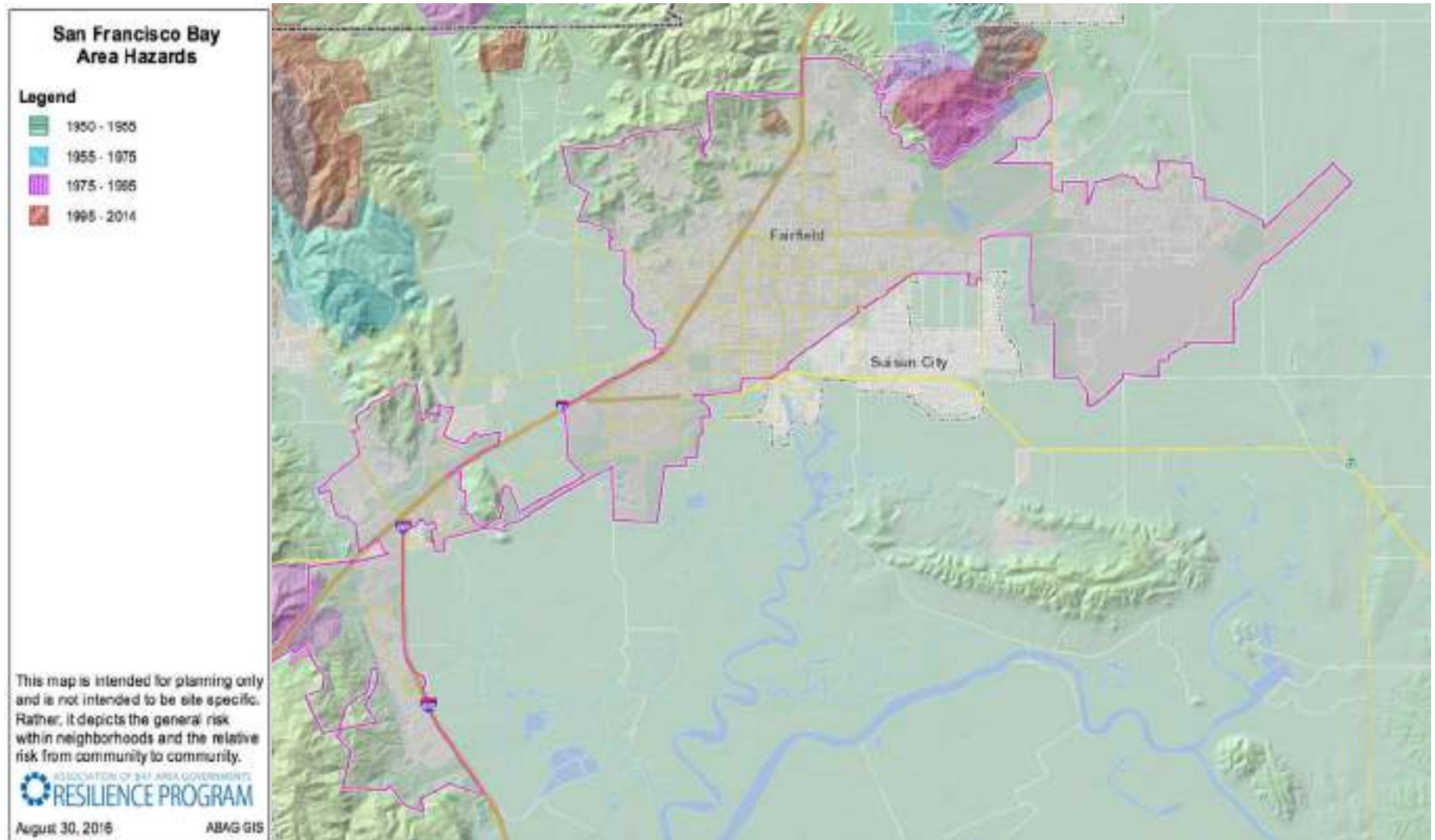
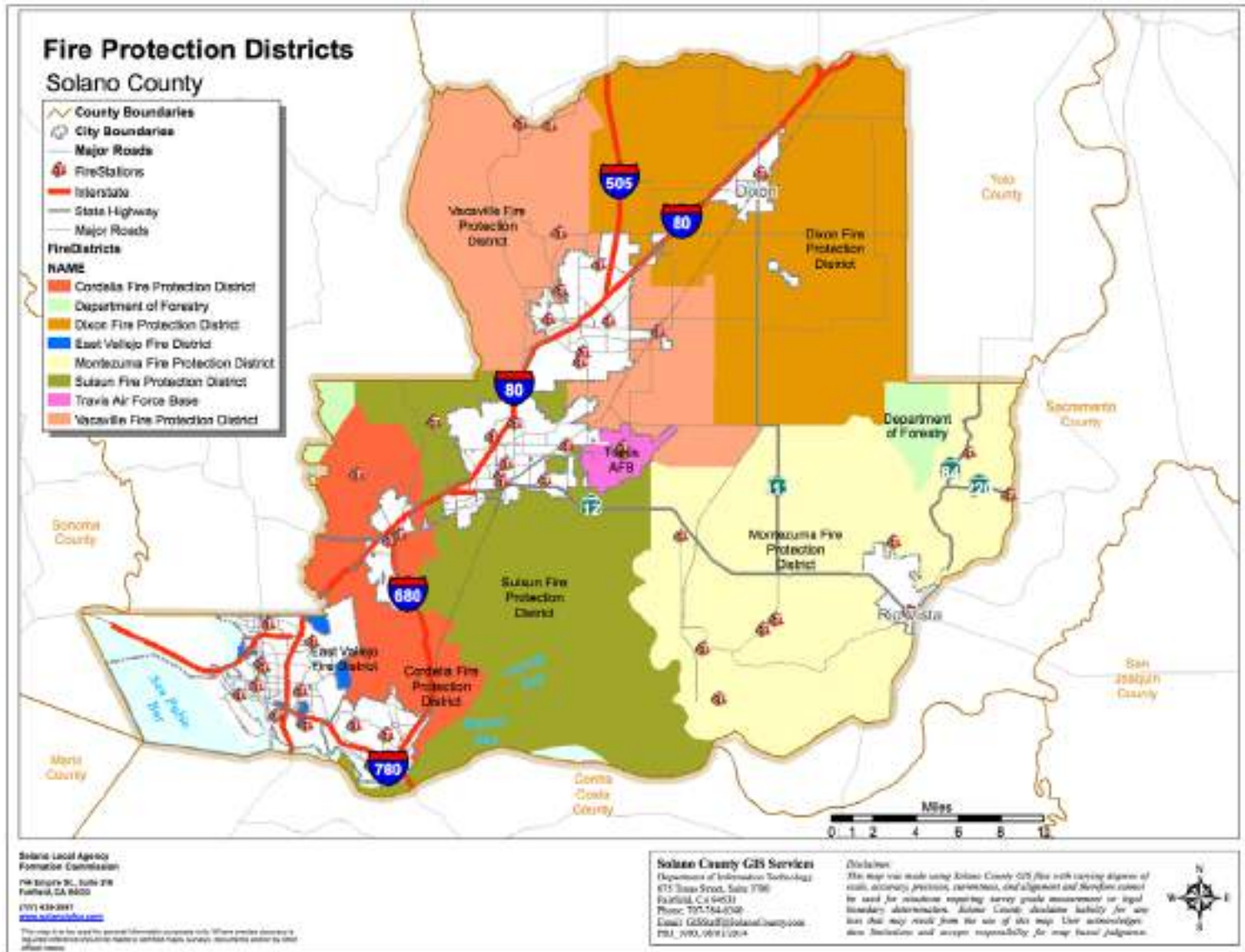


Figure 7-4: Solano LAFCO, Fire Districts, 2014



Search & Rescue

Search and rescue operations within the County are carried out by the Solano County Search and Rescue Team (SAR), comprised of volunteers dedicate to assist citizens in Solano County and other counties via the California Office of Emergency Services (Cal OES) Mutual Aid agreements. The group works under the County's Office of Emergency Services. The members provide the Sheriff's Office with support in search and rescue, disaster response, evidence searches, crowd management, law enforcement support and other activities. Management, ground search teams, and off-highway vehicle units respond to emergency calls 24 hours a day, 365 days a year (Solano County, 2018). As of 2018, there were roughly 40 volunteers ready to help in emergencies throughout the County with some paid staff to supplement if needed. The SAR Team responded to 11 missions in 2017, not including the Dive Team (Solano County Staff, 2018).

The U.S. Coast Gard provides search and rescue, and emergency response in the Suisun Marsh by boat to those areas of the Delta not accessible by vehicle. The U.S. Coast Guard Station in Vallejo is the primary coast guard station responding to emergencies in the Marsh. They coordinate closely with the Suisun City Police Department and the CHP as needed. They typically respond with boats launched form the Vallejo Marina, but can use aircraft or boats launched from the Suisun City or Grizzly Island Marinas (California Department of Fish & Game, 2010).

The City of Fairfield's Fire Department includes the City's Urban Search and Rescue (USAR) Team with specialized training in the area of trench rescue, above ground, and confined space emergencies. The rescue team was established with the assistance of grants and donations from various organizations in the community (City of Fairfield, 2018f).

Dispatch

The Fairfield Emergency Communications Dispatch Center handles all law enforcement dispatch services and receives 911 calls for police, fire, and medical response for the City (Fairfield, 2018).

Fire Protection Water

Water supplies available for fire suppression within the City of Fairfield primarily consists of hydrants, however in an emergency, water tenders and untreated water taken directly from various ponds at two local golf courses or from the Putah South Canal can be utilized. Water for the hydrant system is sourced from the Federal Solano Project (Lake Berryessa) and the Sacramento-San Joaquin Delta via the State Water Project North Bay aqueduct (City of Fairfield, 2018f). As properties are developed or annexed to the City, the City Fire Department works with developers to install new fire hydrants in proximity to new development sites. Fire hydrants and emergency water supplies should be addressed in more detail when LAFCO next prepares a city-wide MSR. Emergency water supplies for the proposed Pacific Flyway Visitor's Center will be evaluated as the project undergoes the City's permit process including use permit, design review, and building permit review.

The City's General Plan Policy HS 4.5 includes two programs which require the City water system be maintained at a pressure of 45-55 psi with the goal of maintaining pressure at no less than 20

psi during firefighting operations as well as the water system to support 1,000 gallons per minute usage from numerous fire hydrants in addition to normal domestic water service (Fairfield, 2004).

Response Times

In 2017, the average response time for all fire-related apparatus was 5 minutes 46.8 seconds (Fairfield, 2018; Fairfield, 2002). The threshold for fire services is stated in the City’s General Plan Public Facilities and Services Element, Policy PF 15.1:

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

Figure 7-5 below shows response time trends from 2007-2016. Response times have increased between 2016 and 2017 by 5 seconds.

Figure 7-5: Average Fire Response Times in Minutes (2007-2016)



Data Source: Fairfield, 2017

Response times for medical calls have maintained a slightly higher than 5-minute average response over the last 3 years while response times for all calls have seen an increase since 2014.

Staffing:

Professional fire personnel work directly for the City of Fairfield Fire Department as full-time employees. The Department staff includes a full-time administrative assistant and administrative tech. Detailed full-time personnel information can be seen in Table 7-2 below.

Table 7-2: Current City of Fairfield Fire Department Staffing levels by Type & Full-time Equivalent (FTE)

Staff	Career/Paid	Part-time/ Limited Term
Battalion Chief	3.00	
Deputy Fire Chief	2.00	
Equipment Mechanic	1.00	
Fire Captain	18.00	
Fire Chief	1.00	
Fire Fighter	18.00	
Fire Inspector	1.00	
Administration	2.00	
Firefighter - Paramedic	18.00	6.00
Student Intern II		1.00
Total	65.00	7.00
<i>Date Source: Fairfield, Budget & Financial Plan, 2017</i>		

The City Fire Department allocates positions for 65 full-time staff members, 1 part-time staff member, and 6 limited term staff members as listed in Table 7-2. Each of the Department’s five fire stations are staffed with an engine company composed of a Captain, Firefighter, and Firefighter Paramedic. The limited-term Firefighter-Paramedics are possible through FEMA award as mentioned above, allowing the Department to staff a full-time 6th company over a two-year period. The funding is in response to several years of drought, a record high fire season in 2016, and continued elevated fire risk in California (Fairfield, 2018; Fairfield, 2017b). The Fire Department’s ISO rating is 3 as of June 2018 with a rating of 1 being superior property fire protection and rating 10 being the area’s fire suppression program does not meet ISO’s minimum criteria (Fairfield, 2018c).

Fire prevention education and planning is a service the Department provides to the general public. The Department also implements a Community Emergency Response Team (CERT) to train members of the public as Fairfield CERT members to be able to assist others in the neighborhood or workplace immediately following an event when emergency responders may not be immediately available to help. The Department offers CPR First Aid Classes, Carbon Monoxide alarm information, and implements the Fire Prevention and Inspection Program. The Department provides fire extinguisher training, consulting for plan review, fire code interpretation, station tours and demonstrations for schools, children’s drowning prevention, and open house events (Fairfield, 2018).

In 2017, the Department responded to a total of 12,794 calls as shown in Table 7-3 below. With a service population of 116,156, this represents approximately 112 calls for every 1,000 persons in the City’s service area on average. The number of calls for every 1,000 persons has slightly increased when compared to the City’s 2014 Annual Report with 107 calls for every 1,000 persons. This suggests that although the population has increased over the past three years, the number of calls in relation to population has only slightly increased (Fairfield, 2015; Fairfield, 2018). The total calls in 2017 versus those in 2014 are broken down as follows:

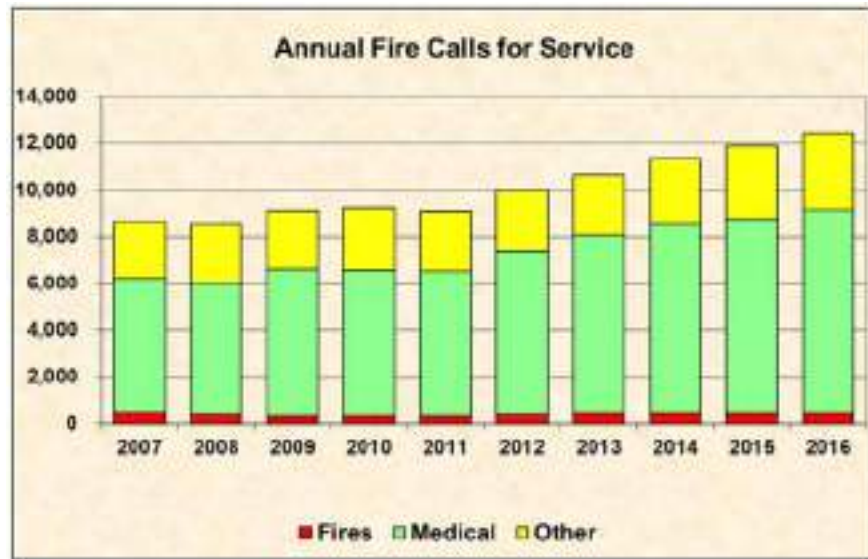
Table 7-3: Number & Type of Incidents Responded to, 2014 & 2017

Type	Number of Calls	
	2014	2017
Emergency Services/Rescue	8,131	8,717
Fires	351	427
Canceled Enroute to Call	927	1,216
Other Emergencies**	1,940	2,434
Total	11,349	12,794
*Service calls include False Alarms & Public Service Calls		
**Other Emergencies include Motor Vehicle Accidents, Hazardous Conditions, Calls Canceled Enroute, and other Miscellaneous calls		

Fairfield, 2015; Fairfield, 2018

Responses for Emergency Services/Rescue made up 68 percent of all calls in 2017 followed by Other Emergencies at 19 percent. Service Calls increased the largest between 2014 and 2017 with a 31 percent increase followed by Other Emergencies at a 25 percent increase. Since 2011, the total number of calls has steadily increased with a 2.9 percent increase between 2016 and 2017 (Fairfield, 2017a) and an overall 28 percent increase between 2011 & 2017. In 2017, the Department averaged 1 on-duty firefighter for every 6,307 residents. Figure 7-6 below shows annual calls for service from 2007-2016. Figure 7-7 shows call volume by incident type for 2017, while Figure 7-8 shows calls by area for 2017. Annual fire calls for service have remained relatively steady over the last nine years, however annual calls for medical services have seen a steady increase since 2011 with medical service calls making up the large majority of all calls. This may be due to the increase in the aging population that is occurring all over the state.

Figure 7-6: Annual Fire Calls for Service, 2016



Data Source: Fairfield, 2017

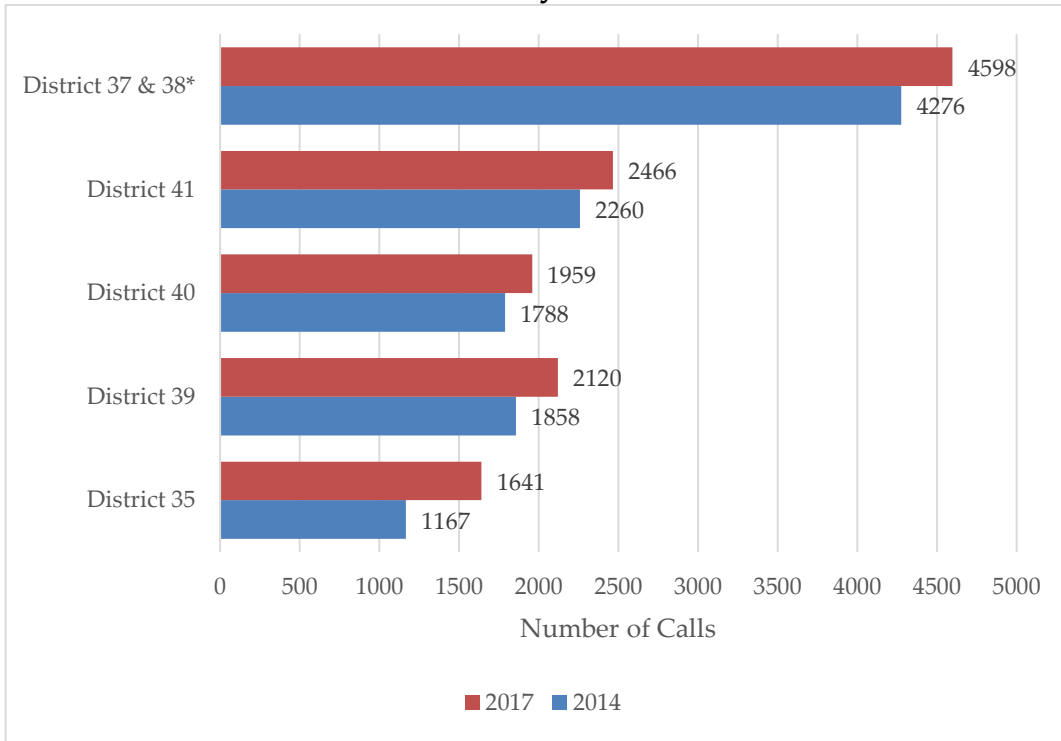
Figure 7-7: Call Volume by Incident Type, 2017



Data Source: Fairfield, 2018

Emergency Medical makes up the majority of calls in 2017 followed closely by Other Emergencies. Other Emergencies can be further broken down into the following Districts as shown in Table 7-4 below.

Table 7-4: 9-1-1 Calls by District, 2014 vs 2017



**District 37 & 38 are combined due to district 38 being new for 2017 but operating out of District 37.*

Data Source: Fairfield, 2018

In 2014, the City Fire Department prepared a “call volume heat map” which visually summarizes where fire service demand was concentrated that year, as shown in Figure 7-9 below. Because of similar trends between 2017 and 2014 with regards to the number of calls between districts, the 2014 Heat Map accurately depicts areas of high to low concentration of calls currently. In addition, the City analyzed existing fire service coverage based on real time accessibility to Station 35. The analysis is shown in Figure 7-9 below, highlighting areas and neighborhoods within a 5-minute response window (assuming units are available immediately upon dispatch) to Station 35.

Figure 7-8: Fairfield Fire Department Call Concentration, 2014

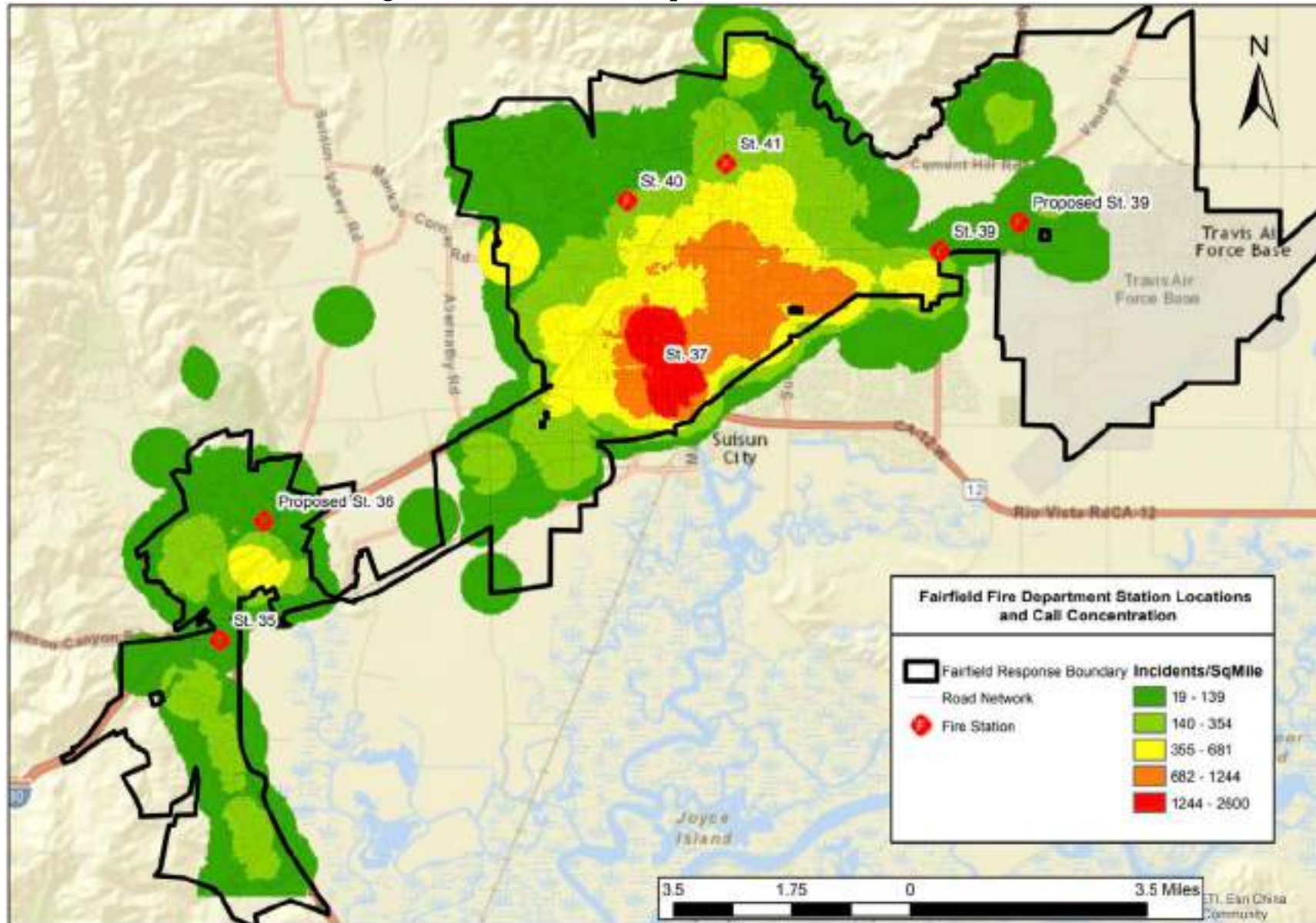
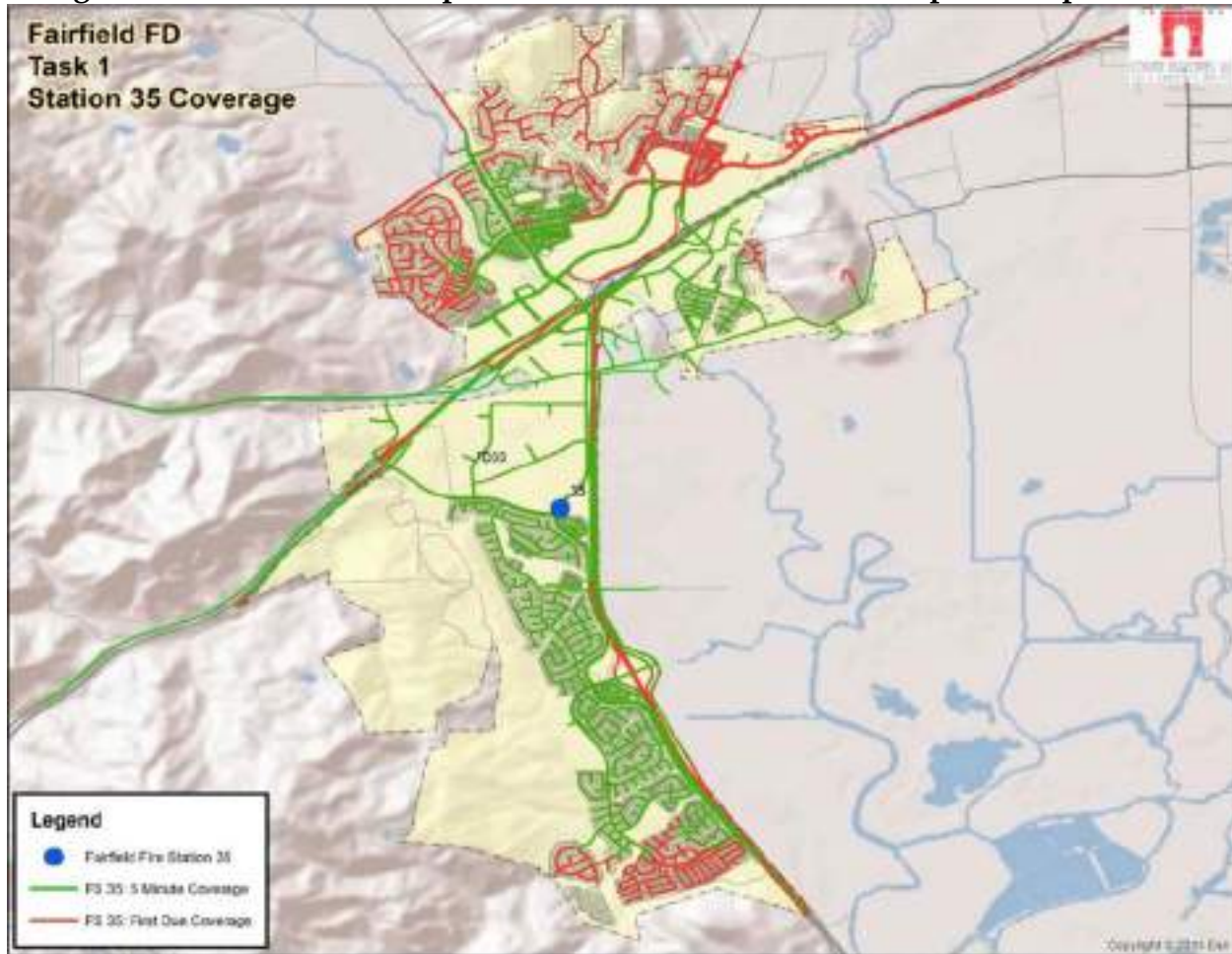


Figure 7-9: Fairfield Fire Department Station 35, 5-minute Response Capabilities

Data Source: Fairfield, 2018e

The General Plan calls for a total of six stations to accommodate build out in order to maintain fire response times of less than five minutes. It is anticipated funding from development will provide the new stations, thus allowing needed facilities to keep pace with the increased population created by development. The City anticipates the timing for any station construction to be tied with anticipated service demands. The City entered into development agreements with Lewis Development and Canon Station to provide for relocation of one fire station (currently on Huntington Drive) to better serve the new northeastern Fairfield growth area (Villages of Fairfield/Train Station Specific Plan Area). The City anticipates the end of the SAFER grant will not reduce response times as it will result in only a net loss of two positions, reducing the number of employees available to work at any given time. The 6th company will remain in operation and no stations will be closed (Fairfield City Staff, 2018f).

Search and Rescue Service to the Pacific Flyway Center

It is anticipated that search and rescue teams within the City of Fairfield and the County are sufficient to respond to any emergencies that may arise as a result of the proposed project. The project is expected to create 24 acres of ponds as part of the Pacific Flyway Center. It is unlikely that visitors who wander off of the designated areas would become stranded during high-tide,

since tidal areas are not located next to the visitor's center. In addition, the Cordelia Slough, located along the north edge of the property is not part of the project's area of disturbance (City of Fairfield, 2017d). Although recreational visitation to the marsh may increase as a result of this project, sufficient search and rescue operations are available to respond to the project site if the need should arise.

Fire Protection Service to the Pacific Flyway Center

The Cordelia Fire Protection District (CFPD) Station 31 currently provides fire protections service to the four parcels within the proposed project area. Two parcels (46-05-30 and 46-10-26) are proposed for SOI inclusion and eventual annexation to the City of Fairfield and will receive fire protection services from the City of Fairfield in the future. The two remaining parcels (46-05-31 and 46-10-27) will continue to remain unincorporated and will likely continue to receive fire protection services from the Cordelia Fire Protection District, although this arrangement has not yet been formalized. Due to access limitations for the two unincorporated parcels, it is likely that any service call CFPD receives would require traversing the annexed Project area to access either of the two parcels. Therefore, it is recommended that the City of Fairfield and the CFPD consider entering into an auto aid agreement. Two examples of agreements already in place for the City of Fairfield and the CFPD can be seen in LAFCO files. In addition, Solano County Search and Rescue (SAR) Team would provide support in search and rescue for unincorporated areas of the County, including those parcels anticipated to remain within the unincorporated areas of this project.

If LAFCO approves an expansion of the City's SOI to include the Pacific Flyway Center's two parcels (46-05-30 and 46-10-26), then it is proposed that these two parcels would receive fire protection service from the City of Fairfield Fire Department. The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City's fire protection services. The Initial Study determined that, due to no adverse comments received from the Fire Department, the project will have no significant impact (City of Fairfield, 2018d). The Pacific Flyway Center anticipates serving up to 250,000 annual visitors at build out with up to 150 full and part-time employees working on the project site as phases are completed. The City of Fairfield's Station 35 is within the 5-minute response time window and is anticipated to respond to service requests at the project site, with the ability to call upon mutual aid and auto response agreements when needed. This station currently and historically receives the lowest call volume and is equipped with brand new facilities. It is anticipated that with current staffing levels, and existing agreements for mutual and auto response aid, the City will be adequately prepared to respond to and administer emergency fire and medical services to the Pacific Flyway Center. Information about search and rescue services is provided on the previous page, under the "search and rescue" heading.

7.1.b: Law Enforcement Service

Existing Law Enforcement Service, City-wide

The City of Fairfield Police Department provides local law enforcement services within the City's jurisdictional boundary and is headquartered in the Fairfield Civic Center. Specific services that the Police Department provides includes: crime prevention, parking and traffic control, community awareness, youth education, and criminal investigations (Fairfield, 2018). The Department divides the City into five Public Service Areas. The Department is also divided into two divisions:

- Operations Division: Consists of Patrol, Traffic, and Investigations Bureaus
- Services Division: Consists of the Administrative Services, Community Services, and Records & Dispatch Bureaus

(Data Source: Fairfield, 2017b)

The City of Fairfield Police Department lists the Department's Mission on their webpage as "The Fairfield Police Department is committed to working in partnership with our community to preserve and enhance the quality of life through effective crime prevention, safety education, and innovative law enforcement." (Fairfield, 2018)

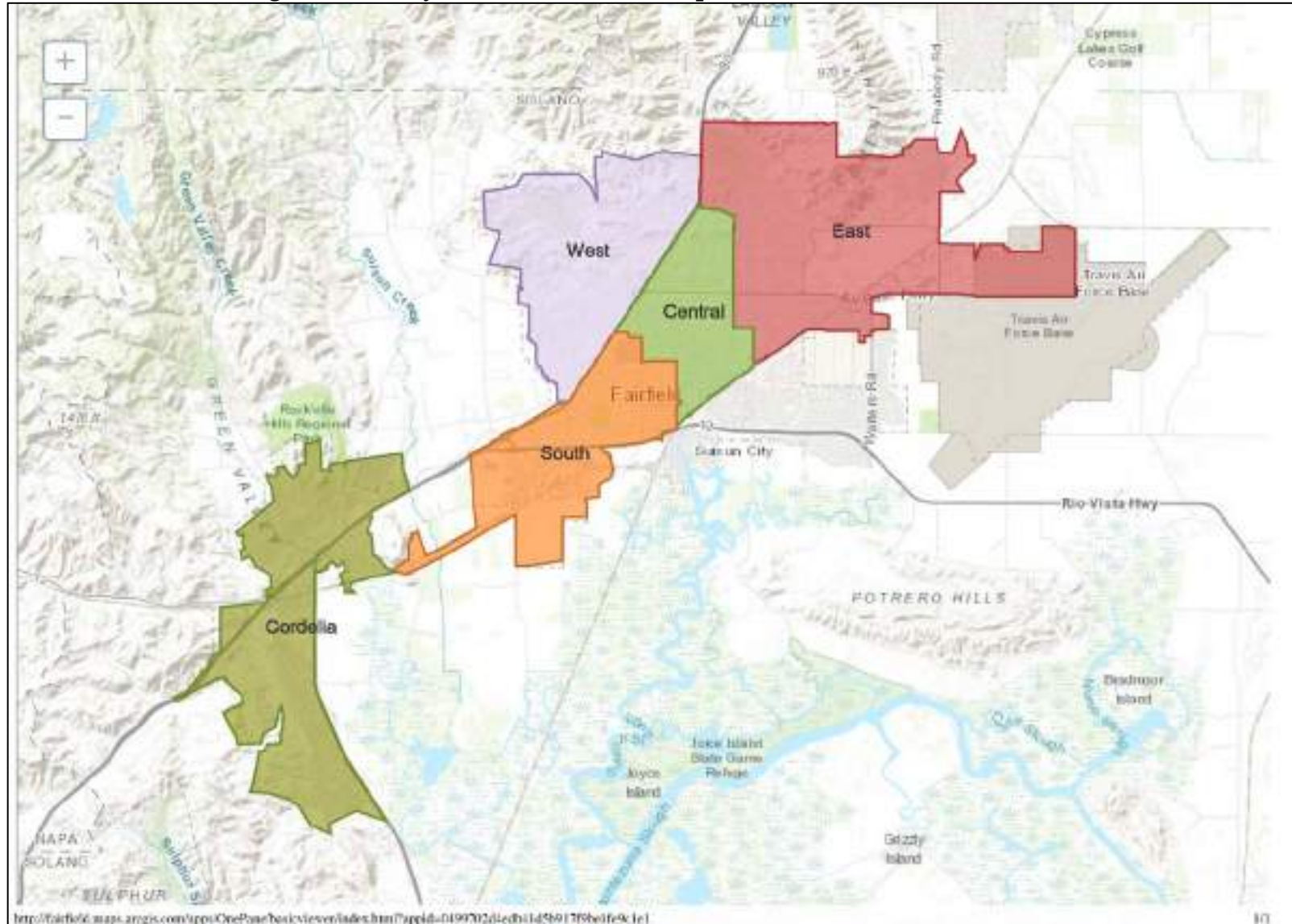
Animal Control

Humane Animal Services (H.A.S) is a non-profit organization that provides animal control services to Dixon, Fairfield, Rio Vista, Suisun City, and Vacaville. The HAS services include:

- Enforcement of state, county and city laws/ordinances pertaining to animals within contracted city limits.
- Promote responsible pet ownership.
- Investigate acts of animal abuse, neglect or mistreatment.
- Work with community partners and public agencies to investigate, mediate when possible, and resolve issues involving animals, pet owners, and neighbors of pet owners.
- Impound stray, abandoned, dangerous and unruly animals pursuant to laws and ordinances.
- Seek emergency medical treatment for sick or injured stray animals.
- Pick up deceased animals on private or public property.

(H.A.S., 2018)

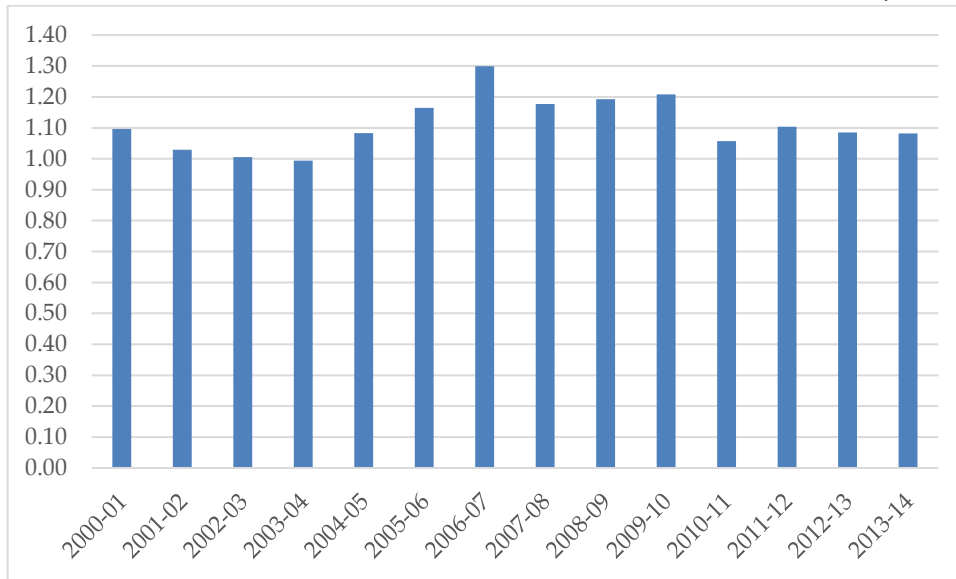
Figure 7-10: City of Fairfield Police Department Public Services Areas



Police Staffing

The Fairfield Police Department provides law enforcement services within the City. The Department is managed by the Chief of Police and includes 2 Captains, 7 Lieutenants, 18 Sergeants, 95 sworn officers, 16 dispatchers, and 10 Community Service Officers. Roughly 45 patrol vehicles are operational at any given time and each is equipped with a city radio, County channels, and a laptop. This provides Fairfield with a ratio of 1.10 sworn officer for every 1,000 residents. This is less than General Plan Public Facilities and Services Element, 2002, which calls for the ratio of sworn officers to population to be in the range of 1.13-1.20 per one thousand residents. Figure 7-11 below shows historic trends for the ratio of sworn police officers to residents from 2000-2014. Historically, the City has met the General Plan requirement up until the recession, with the highest ratio being in 2006 at 1.30 sworn officers per 1,000 residents.

Figure 7-11: Fairfield Sworn Police Officers Per Thousand Residents, 2000-2014



Source: Computations by CaliforniaCityFinance.

The City’s ratio has increased since 2014 but is still 0.03 below the required threshold. For Priority One calls, the Department had an average response time of 4 minutes, 1 second from dispatch to arrival in 2017, which is within Fairfield’s operating standard of five minutes (Fairfield, 2002). The Police Department is authorized 125 full-time equivalent (FTE) sworn officer positions with staffing levels and job title listed in Table 7-5 below.

Table 7-5: Current City of Fairfield Police Department Staffing levels by Type & Full-time Equivalent (FTE)

Staff	Career/Paid	Part-time/ Limited Term
Activity Specialist		1.00
Administrative Aide		1.00
Code Enforcement Officer	3.00	
Community Services Officer	10.00	
Crime Analyst	1.00	
Crime Prevention Specialist	2.00	
Crime Scene Investigator	3.00	
Dispatch Supervisor	3.00	
Dispatcher	16.00	5.00
Domestic Violence Program Manager	1.00	
Equipment Mechanic	3.00	
Homeless Intervention Case Manager	1.00	
Lead Police Records Assistant	1.00	
Management Analyst	1.00	
Office Specialist	6.00	
PAL Coordinator	1.00	
Police Captain	2.00	
Police Chief	1.00	
Police Dept Assistant	1.00	
Police ID Technician	1.00	
Police Lieutenant	7.00	
Police Officer	95.00	
Police Property Specialist	2.00	
Police Sergeant	18.00	
Police Support Supervisor	3.00	
Police Support Services Manager	2.00	
Police Records Assistant	6.00	
Program Specialist	2.00	1.00
Records Supervisor	1.00	
Recreation Instructor		1.00

Staff	Career/Paid	Part-time/ Limited Term
Recreation Specialist		12.00
Recreation Specialist Senior		1.00
Total	193.00	23.00
<i>Date Source: Fairfield, Budget & Financial Plan, 2017</i>		

Dispatch:

The Fairfield Emergency Communications Dispatch Center handles all law enforcement dispatch services and receives 911 calls for police, fire, and medical response for the City (Fairfield, 2018).

Crime Statistics:

The Police Department shares alerts, crime statistics, and police logs on their website. The Department averaged roughly 65,000 calls for service in 2016. Based on the number of reported crimes in 2016 at 3,340 there was a ratio of 19 service calls for every one reported crime in 2016 (Fairfield, 2018b). Figure 7-12 shows the distribution for calls for service in 2016. In 2017, the Department received 99,994 calls for service, an increase of roughly 35 percent between 2016 and 2017 (City of Fairfield Staff, 2018).

The Department’s most recent crime statistics report available on-line shows crimes as of January 2018 in Figure 7-13 below. In FY15/16, the Police Department made 3,700 physical arrests and issued 7,000 traffic citations. There were also 97,000 non-priority calls for service.

Figure 7-13: Fairfield Police Department Crime Statistics, January 2018

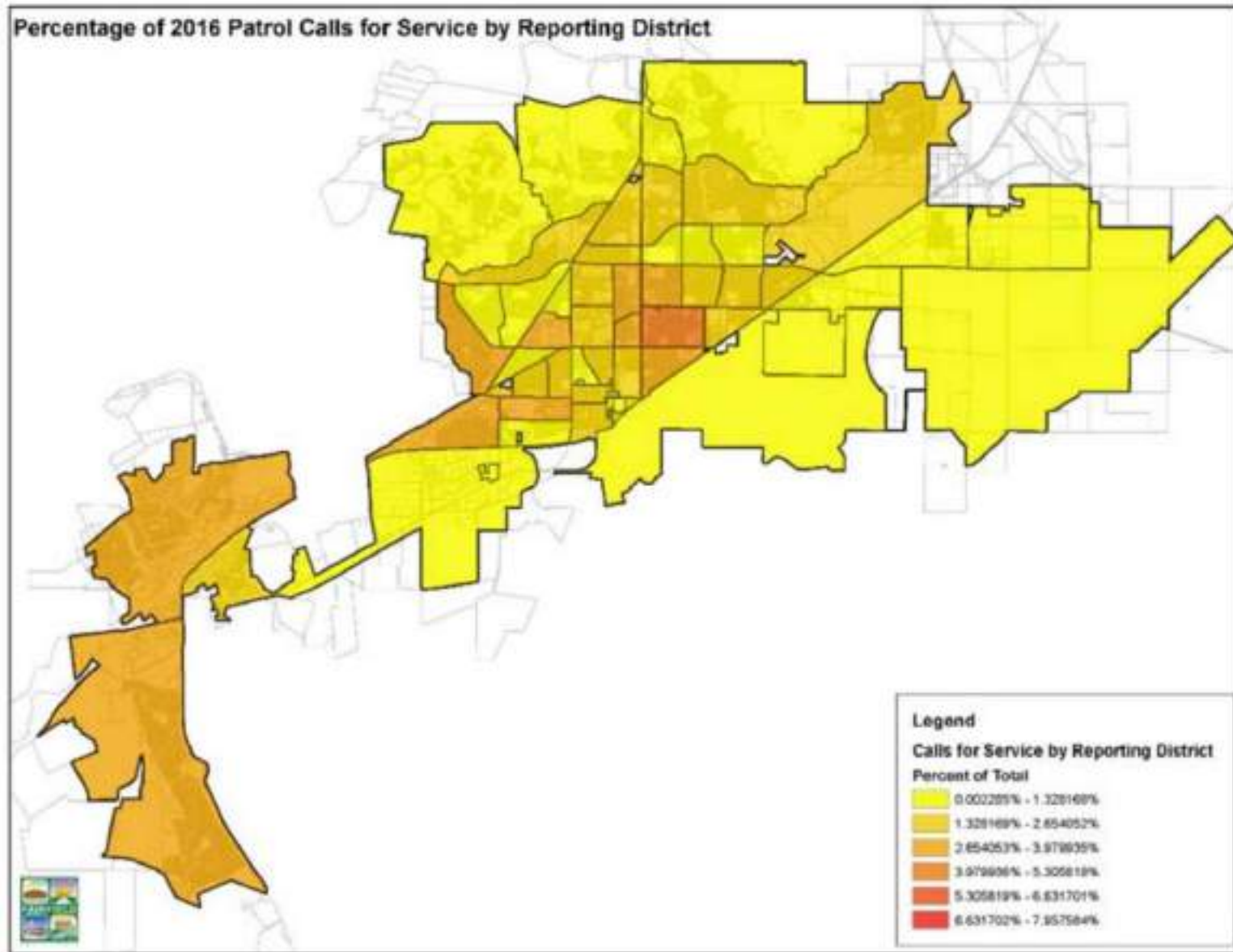
PART 1 CRIMES	2013	2014	2015	2016	2017	JANUARY YTD		% change from '16
						2017	2018	
Criminal Homicide:								
Murder	3	7	7	8	10	0	0	N.C.
Manslaughter By Negligence	1	0	1	0	0	0	0	N.C.
Rape (#)	13	41	46	55	41	3	8	167%
Robbery	167	201	167	147	181	18	20	11%
Aggravated Assault	317	271	265	265	315	24	45	88%
Violent Crime Subtotal	501	520	486	475	547	45	73	62%
Burglary	735	656	456	420	545	44	54	23%
Theft	2,170	2,582	2,406	1,888	2,174	166	209	26%
Auto Theft	629	635	587	537	533	38	71	87%
Arson	20	10	30	20	32	1	2	100%
Property Crime Subtotal	3,554	3,883	3,459	2,865	3,284	249	336	35%
TOTAL	4,055	4,403	3,945	3,340	3,831	294	409	39.1%

(*) N.C. = Not Calculable

(#) In 2014, the definition of Rape was broadened by the FBI, consequently more crimes now fall under the category of Rape.

Source: Fairfield, 2018b

Figure 7-12: Distribution of Calls for Service in 2016



The City reports crime statistics to the Federal Bureau of Investigation (FBI) to be included in the Uniform Crime Reports. An increase in violent crime by 62 percent was experienced in Fairfield from 2016 to 2017. In general, crime rates have increased by 39.1 percent from 2016 to 2017 with the highest increases in rape followed by arson. There were 3,284 property crimes in Fairfield in 2017 reported to the FBI which represents an increase of 35 percent when compared to 2016, as shown in Figure 7-12 above. Property crimes include burglary, theft, auto theft, and arson (Fairfield, 2018b). The 3,831 total reported crimes in 2016 represents 28.93 crimes per 1,000 persons which is very similar to the statewide average of 29.98 crimes per 1,000 persons (FBI, 2016).

Complaints Regarding Police:

The Fairfield Police Department does have a formal complaint process with packets available on-line in English and in Spanish. In 2017, 1 complaint was received. In 2016, 5 complaints were received (City of Fairfield Staff, 2018).

Law Enforcement in Suisun Marsh

The Solano County Sheriff's Department provides law enforcement on waterways in the County, including the Suisun Marsh, and is designated the "scene manager" for any disaster, from hazardous materials spills to major flood activity (California Department of Fish and Game, 2010). Emergency response can be carried out utilizing vehicles or boats depending on the location's accessibility, predicted response time, and availability of resources. In addition, the Solano County Sheriff's Department has Marine Patrol which is a program providing public safety resources to recreational boats and commercial vessels operating on the navigable waterways within the County. The Marine Patrol Program is staffed with four full-time deputies and operates ten hours a day, seven days a week, year-round (Solano County, 2018).

Law Enforcement Service to the Pacific Flyway Center

Although two parcels (46-05-30 and 46-10-26) are proposed for SOI inclusion, they are currently unincorporated and are located within the jurisdiction of the Solano County Sheriff's Department. The Solano County Sheriff's Office is divided into three major divisions: Public Safety, Administration, and Custody. The Solano County Sheriff's Office has an operating budget of \$80 million and employs over 500 people including 116 sworn law enforcement professionals to provide law enforcement services to unincorporated areas of Solano County (Solano County, 2018). Though the County Sheriff's Department is equipped to handle emergencies within the navigable waterways of the Suisun Marsh, it is unlikely that visitors who wander off of the designated areas would become stranded during high-tide, since tidal areas are not located next to the visitor's center. In addition, the Cordelia Slough, located along the north edge of the property is not part of the project's area of disturbance (City of Fairfield, 2017d). Although recreational visitation to the marsh may increase as a result of this project, sufficient County Sheriff's Department operations are available to respond to the project site if the need should arise.

If LAFCO approves an expansion of the City's SOI to include the Pacific Flyway Center's two parcels (46-05-30 and 46-10-26), then it is proposed that these two parcels would receive law enforcement service from the City of Fairfield Police Department. The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City's police protection services. The Initial Study determined that, due to no adverse comments received from the Police Department, the project will have no significant impact (City of Fairfield, 2018d). Though the Police Department does not meet the General Plan ratio for sworn officers per 1,000 residents, the response time for the Department is almost one minute below (better than) the City's goal. Figure 7-12 shows that the reporting area that will include the Pacific Flyway Project has a higher than average call volume when compared to other areas of the City. The nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street and is located approximately 10 miles away from the Pacific Flyway project site. The Police Department actively patrols the area and actual response times may vary. The Police Department is unable to provide estimated response times to the site as the site is currently out of the Department's service area (City of Fairfield, 2018). It is recommended that when LAFCO next updates an MSR or SOI for Fairfield, that data on police response time be analyzed and discussed. It is important to note that this project is not proposed to increase residential population. It is anticipated that the City has adequate staffing needs to meet the demand for water, sewer, police and fire protection public services generated by the Pacific Flyway Center as its building phases near completion, which could host an additional 250,000 annual visitors and up 150 full-time and part-time employees.

7.1.c: Water Supply, Conservation, and Treatment

Existing Water Supply, Conservation, and Treatment, City-wide

The City of Fairfield is located on the eastern edge of the San Francisco Bay Hydrologic region and provides potable water to users within its City limits except for Travis Air Force Base, which receives water from the City of Vallejo and base-owned wells. All City water is supplied from surface water as opposed to groundwater. Figure 7-14 shows the City's service boundary.

Figure 7-14: City of Fairfield Water System Boundary, 2016

City of Fairfield
Water System
16" and Over

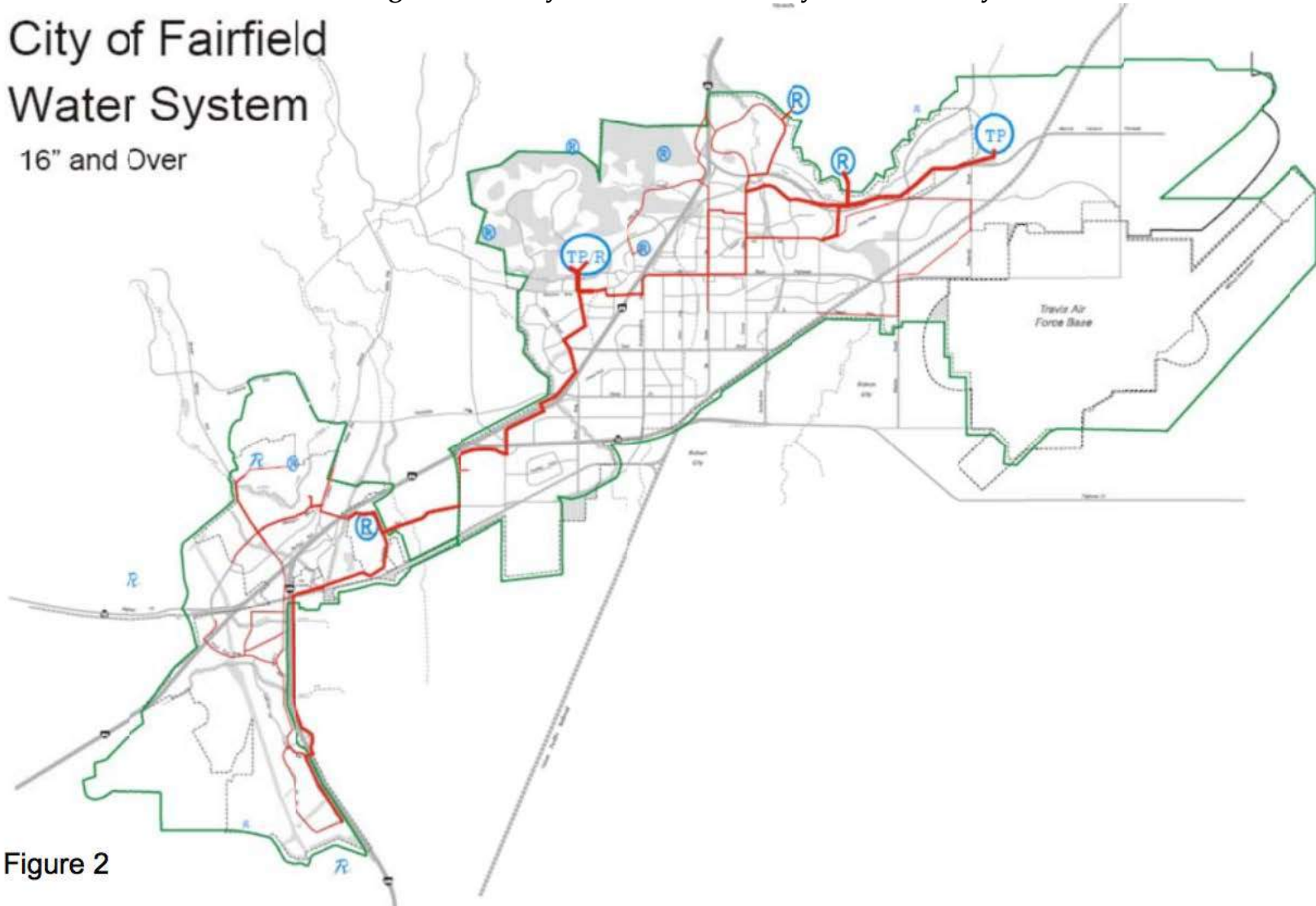


Figure 2

Source: Fairfield, 2016.

Water Supply, Storage & Treatment

The primary water sources for the City of Fairfield are the Solano Project, the State Water Project, and “settlement water” obtained through negotiations with the Department of Water Resources in 2003. The two main projects, Solano and the State Water Project, deliver water from Lake Berryessa and the Sacramento River. State Water Project (SWP) water is delivered to the City via the North Bay Aqueduct (NBA). The City obtains SWP water through a “member unit” contract with Solano County Water Agency. The “settlement water” is available during delta “excess” conditions when the SWP and the federal Central Valley Project are unable to control flow to the Sacramento-San Joaquin Delta (Fairfield, 2016). Source water is served to the City from the local watershed and contracts for water are administered by Solano County Water Agency, who acts as the wholesaler of raw water for both Federal and State projects serving the City.

The City purchased an additional 2,000-acre feet of SID Solano Project supply in 2009. In 2013, the Solano County Water Agency reached another settlement agreement with the California Department of Water Resources that resulted in increased reliability of State Water Project supplies. Solano Project member agencies (including Fairfield) have entered into a separate agreement to reduce deliveries based on the storage levels in Lake Berryessa on April 1 of each year. Once storage levels drop below 800,000-acre feet, 95 percent of contract amounts are delivered with 5 percent being stored in the reservoir as carryover. If the reservoir drops below 550,000-acre feet, 90 percent can be delivered, and 10 percent is stored as carryover. Once the reservoir falls below 400,000-acre feet, agencies can use their full allocation and any stored carryover (Fairfield, 2016).

The City water system consists of 2 treatment plants, 12 reservoirs, and approximately 378 miles of distribution lines. Approximately 21 million gallons of water was treated and delivered per day as of 2015. Raw water is filtered and disinfected at one of two water treatment plants in the City: The Waterman and North Bay Regional Water Treatment Plants. The Waterman Treatment Plant has a 30 million gallons per day (mgd) treatment capacity with the ability to expand to 45 mgd. The North Bay Regional Water Treatment Plant has a 40 mgd capacity with sufficient land available at the site for expansion to 90 mgd. Together, both treatment facilities provide treatment capacity in excess of what would be required to serve the City at buildout of the General Plan (Fairfield, 2017c).

The City has approximately 78 million gallons of treated water storage capacity and rights for both the Solano Project and the State Water Project (Fairfield, 2016). Table 7-6 shows treated water by reservoir as of 2017.

Table 7-6: Treated Water Storage Reservoirs (2017)

Reservoir Name	Volume (million gallons [MG])
Nelson Hill	12.0
Waterman	10.0
Cement Hill	10.0
Eastridge	16.0
South Cordelia	5.0
Gold Ridge	2.2
Mangels	1.0
Martin Hill	2.7
Rolling Hills	3.1
Paradise Valley	12.0
Rancho Solano 3	3.1
Rancho Solano 4	1.4
Total	78.5 MG

Source: Fairfield Public Works Department, 2017

The City’s goal for total treated water storage capacity is approximately two maximum days of demand. Existing storage reservoirs as listed above will meet the City’s needs for at least the next 10 to 20 years. In addition, the City has the ability to expand existing reservoirs or add new ones as needed so that treated water storage capacity does not represent a constraint to development under the General Plan.

Water Demand

The City’s most recent Urban Water Management Plan, 2015, analyzed reliability of water sources during “average year,” “single year” and “multi-dry years” to plan for “worst-case” water supply situations. In addition, the Plan includes a Water Shortage Contingency Plan which includes a four-stage response program to deal with water shortages over an extended period of time. Long term storage allows the city to calculate single dry year and multiple dry year values into planning priorities. As of 2015, residential single-family water use accounted for the highest demand of potable water followed by industrial uses (Fairfield, 2016). Figure 7-15 shows Fairfield water supply and demand forecast to 2035 for the “worst case” scenario or “multiple dry year” with anticipated development occurring within the Fairfield Train Station Specific Plan, Middle Green Valley, and Heart of Fairfield Specific Plan. These calculations exclude Travis Air Force Base which is serviced by the City of Vallejo. Section 2 of this Figure also shows Fairfield water demands to 2035 assuming water supply is not a constraint on growth.

Figure 7-15: Fairfield Water Supply and Demand Forecast – “Multiple Dry Year”

SECTION 1: FAIRFIELD AVAILABLE WATER SUPPLIES, Acre-Feet (AF)

	Actual		Forecast (Average "Multiple Dry Year" except "Now," which is estimated actual)						Ultimate	Median Year Supply Ultimate
	2005	2008	Now (2010)	2015	2020	2025	2030	2035		
Potable Supplies										
Soano Project Entitlement	9,200	9,200	9,200	8,190	8,190	8,190	8,190	8,190	18,200	20,700
State Water Project Entitlement	13,290	5,150	7,340	3,960	3,960	3,960	3,960	3,960	6,000	8,000
DWR Settlement (1)	11,900	11,900	11,900	11,900	11,900	11,900	11,900	11,900	11,900	11,900
Soano Irrigation District Contracts	0	0	0	0	0	0	0	0	0	0
Second Amended Agreement Exchange	7,000	7,000	7,000	6,230	6,230	6,230	6,230	6,230	4,200	4,500
Second Amended Agreement Purchase Option	9,000	9,000	9,000	8,010	8,010	8,010	8,010	8,010	0	0
2009 Supplemental Purchase	0	0	2,000	1,780	1,780	1,780	1,780	1,780	1,780	2,000
1987 JPA (net)	500	500	500	500	500	500	500	500	1,000	1,000
Rancho Soano Irrigation (from Soano Project entitlement)	(1,000)	(700)	(700)	(550)	(550)	(550)	(550)	(550)	(900)	(800)
Total Potable Supplies	49,790	41,950	48,190	39,200	40,100	40,170	40,170	40,270	43,270	48,900
Nonpotable Supplies										
Soano Irrigation District (BT JPA & Other)										
Paradise Valley Golf Course	710	710	700	550	650	600	600	600	600	600
Other	830	830	1,000	1,400	1,600	2,200	2,400	2,400	2,400	2,400
Soano Irrigation District Subtotal	1,540	1,540	1,700	2,060	2,450	2,800	3,000	3,000	3,000	3,000
Recycled										
Centre Fairfield Phase I	100	0	0	0	0	600	600	600	600	600
Centre Fairfield Phase II	0	0	0	0	0	0	600	1,200	1,200	1,200
Centre Fairfield Phase III	0	0	0	0	0	0	0	0	0	0
Recycled Subtotal	100	0	0	0	0	600	1,200	1,800	1,800	1,800
Rancho Soano Irrigation	1,000	700	700	680	660	600	600	600	600	600
Total Nonpotable Supplies	2,640	2,270	2,400	2,740	3,100	4,000	4,800	5,400	5,400	5,400
Total Supplies	52,430	44,220	50,590	41,940	43,200	44,170	45,070	45,670	48,670	54,300

(1) Accounts for both Settlement Water and Article 21 water.

SECTION 2: FAIRFIELD WATER DEMANDS FORECASTED ASSUMING WATER SUPPLY IS NOT A CONSTRAINT ON GROWTH

	2005	2008	Now (2010)	2015	2020	2025	2030	2035	Ultimate	Median Year Ultimate
Assume:										
AF/yr per housing unit =	0.366	0.364	0.366	0.338	0.320	0.313	0.303	0.303	0.303	0.303
jobs =	327	316	316	300	290	280	270	270	270	270
AF/yr per job =	0.994	0.985	0.985	0.981	0.977	0.979	0.972	0.972	0.972	0.972
Water-intensive industries (additional water) =	2,200	1,700	1,700	4,900	5,000	8,500	8,500	8,000	10,000	10,000
AF/yr non-golf irrigation associated with housing (80% net) =	0.107	0.114	0.114	0.108	0.103	0.100	0.097	0.097	0.097	0.097
AF/yr non-golf irrigation associated with jobs (20% net) =	0.025	0.027	0.027	0.026	0.024	0.024	0.023	0.023	0.023	0.023
AF/yr golf course irrigation	1,700	1,400	1,400	1,300	1,300	1,300	1,200	1,200	1,200	1,200
Unaccounted =	5%	4%	6%	8%	9%	8%	6%	5%	5%	5%
Housing units =	36,248	38,817	36,537	41,537	44,577	47,537	50,507	53,537	66,776	66,776
with Travis AFB (1) =	33,968	36,907	36,157	39,157	42,157	45,157	48,157	51,157	57,289	57,289
increase =		2,069	300	3,000	3,000	3,000	3,000	3,000	6,242	6,242
Residential Demand, w/o Travis AFB	15,250	16,890	16,390	17,480	17,830	19,689	19,249	20,449	22,530	22,530
Jobs =	49,940	52,482	54,143	59,043	63,303	67,049	70,109	72,302	72,302	72,302
w/o Travis AFB (2) =	35,045	37,562	38,243	44,145	48,403	52,149	55,218	57,402	57,402	57,402
increase =		2,592	1,591	4,962	4,258	3,745	3,066	2,190	0	0
Manufacturing Demand, w/o Travis AFB	6,373	6,910	6,100	6,750	6,880	11,648	13,208	14,860	15,460	15,460
Golf Course Irrigation	1,700	1,400	1,400	1,300	1,300	1,300	1,200	1,200	1,200	1,200
Unaccounted	2,000	1,100	2,100	2,190	2,629	2,908	2,908	2,140	2,490	2,490
Total Demand, AF =	38,968	48,300	46,320	59,870	61,530	64,300	68,638	70,240	83,330	81,030
(w/o Travis AFB)										
Middle Green Valley Demand, AF =				190	190	190	190	190	190	190
Heart of FF Spec Plan Addl Demands, AF =				0	0	200	500	500	500	500
Reserve(Deficiency), AF	14,462	16,880	21,340	12,560	11,430	9,460	7,630	5,740	2,850	10,370

(1) Travis AFB = 2,300 housing units
(2) Travis AFB = 14,900 jobs

Final of FF SPR Water Tables 01 28 17.xlsx
10/19/17

The City’s data and reports indicate it can serve all projected growth, through ultimate development (not just 20 years), including the proposed development, even during multiple dry years and still have reserve available by 2035. In addition, the City has reserved 10,000 acre-feet per year of water on its “demand side” for “water intensive industry” use that effectively serves as a contingency (the City has only one industry considered water-intensive today, an Anheuser-Busch brewery). Future projected deficiencies may be taken from this contingency supply. This alternative use of the water intensive industry reserve implies that City growth in the water intensive industry sector is less certain than other sectors and planned water intensive industry projects will receive a high level of scrutiny before being approved. Table 7-7 below shows demands for potable and raw water in 2015 while Table 7-8 projects water usage out to 2035.

Table 7-7: Demands for Potable and Raw Water

Use Type	2015 Actual Volume
Single Family	2,549
Multi-Family	515
Commercial	412
Industrial	535
Institutional/Government	135
Landscape	928
Other	25
Losses	647
Sales/Transfers/Exchanges	3
Total	5,749

Source: Fairfield, 2016

Table 7-8: Water Supply Sources 2015-2035

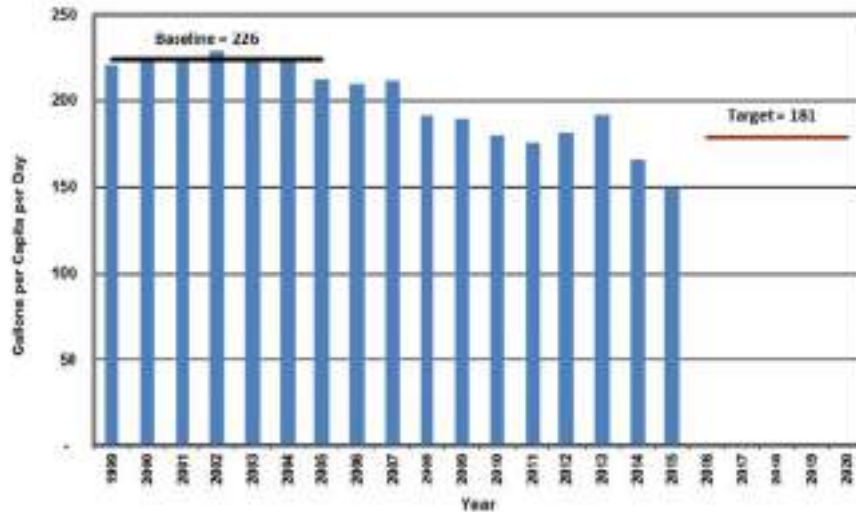
	2015	2020	2025	2030	2035
Projected Water Supplies					
■ Total Potable Supplies	50,850	50,950	51,100	51,100	51,200
■ Total Non-Potable Supplies	2,700	3,100	4,000	4,800	5,400
<i>Total Water Supplies</i>	<i>53,550</i>	<i>54,050</i>	<i>55,100</i>	<i>55,900</i>	<i>56,600</i>
Projected Water Usage					
■ Residential	17,480	17,830	18,680	19,240	20,440
■ Employment	8,700	9,880	11,640	13,260	14,460
■ Golf Course Irrigation (non-potable)	1,300	1,300	1,200	1,200	1,200
■ Unaccounted	2,390	2,520	2,740	2,930	3,140
<i>Total Projected Usage</i>	<i>29,870</i>	<i>31,530</i>	<i>34,260</i>	<i>36,630</i>	<i>39,240</i>
Available Capacity	23,680	22,520	20,840	19,270	17,360

Source: Fairfield Public Works Department, January 2017

For the purposes of Table 7-8, the City used very conservative numbers in calculating future water supply sources. For example, water supplies actually available to the City in 2015 exceeded 48,000 acre-feet (AF) while the City’s actual water use was only 18,700 AF. (Fairfield, 2017). It is important to note that these 2015 actual levels were in the midst of a multi-year drought. As

mentioned previously, actual water demand/use and projected water demand/use differ due to the water intensive industry for the City not growing at the rate originally anticipated. Over the past five years, Fairfield has excelled at water savings to meet the 20 percent reduction by 2020. Figure 7-16 below shows water savings progress from 1999 to 2015.

Figure 7-16: Fairfield Water Savings 20% by 2020 Progress



To comply with California’s requirement to reduce per capita water usage by 20% by 2020, the City analyzed its historic water use data to calculate a baseline usage of 226 gallons per capita per day. The interim target for 2015 was a 10 percent reduction to 204 gpcd. The 2020 target is a 20 percent reduction or 181 gpcd. In 2015, the City used 150 gallons per capita per day, a 33.6 percent reduction from the baseline water use per person, meeting and exceeding the 2020 threshold (Fairfield, 2016). The City will continue to implement programs to monitor water savings and continue to implement sound water conservation practices.

Water Recycling

The Fairfield-Suisun Sewer District (FSSD) operates a small recycled water system for use for irrigation at its wastewater treatment plant site. Non-potable water from the Solano Project is used at the Rancho Solano and Paradise Valley golf courses and for landscaping irrigation along Green Valley Road, Mangles Blvd., and Business Center Drive. These uses have the ability to be converted to recycled water in the future. The City previously used recycled water as a “pilot” program in the Solano Business Park, however the strong water supply situation and other factors caused the program to be suspended. In addition, the City had an aggressive plan to develop dual water systems as a conservation strategy to increase basic water supply, provide supply flexibility, and reduce costs. However, due to the high costs associated with requiring new projects to develop dual water lines, this plan is no longer being required for new developments. In the future, the City plans to develop and use approximately 3,000 AF of recycled water per year at buildout of the General Plan.

Water Supply Conservation, and Treatment Service to the Pacific Flyway Center

Although only two parcels (46-05-30 and 46-10-26) within the Pacific Flyway Center Project are proposed for SOI inclusion, they are currently unincorporated. Both parcels are located within the jurisdiction of the Solano County and do not receive municipal (treated water). There is an existing on-site operational agricultural well on the property which provides 15 gallon-per-minute (gpm) and this well will continue to be used. Water from this well is intended to be a supplemental water supply, since the project's primary source of water is municipal from the City of Fairfield (Fairfield, 2018d). Naturally occurring sloughs, rain, and runoff provide brackish water to adjacent parcels.

The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City's water services. The Pacific Flyway Center is expected to need 300 acre-feet annually, classifying the project as a Water Intensive Industry (WII) for a commercial purpose. The current water supply assessment has 10,000 AFA set aside for the WII classification, of which 3,500 AFA is allocated to Anheuser-Busch, leaving 6,500 AFA currently unallocated to any specific need or project. Utilizing 300 AFA from this category of planned water usage is appropriate and will not negatively affect the City's ability to potentially serve large industrial water users in the future. Therefore, adequate water supplies are available to serve the Center. It is anticipated that the City has more than adequate water supply to serve the expected General Plan Buildout, which includes annexation areas identified in the General Plan (Fairfield, 2018g and 2018d). A potable, treated water supply for municipal use would be made available to the proposed Visitor Center via a connection to the City of Fairfield's water transmission line located within Ramsey Road (Fairfield, 2018d). As part of the project's construction and building activities, it is proposed that a water pipe be installed from the Visitor's Center to the City's connection under Ramsey Road.

The proposed project will also utilize raw untreated water to fill and manage outdoor habitat ponds to support birds and wildlife which has historically utilized the site. Barker Slough is proposed as a source of this raw water. Barker Slough water could be "wheeled" to the project through the North Bay Aqueduct and City of Benicia water line and delivered to the site via a new line bored under Interstate 680. It is noted that approval of this delivery method from the City of Benicia would be needed. The City of Benicia also has the option to terminate the raw water service and permanently cap the service connection (Fairfield, 2018d).

Although additional annexations of land to the City has the potential to increase water demand, the City does not anticipate any additional annexations not included within the General Plan within the next five years. Any new annexations would be determined on a case-by-case basis with a full review of anticipated water demand, conservation measures, and updated inventories of supplies. All new development in the City must provide for its appropriate shares of pipes, pipelines, and reservoirs. Additionally, a new city-wide sphere of influence study is required by LAFCO prior to consideration of any other future annexation proposals.

7.1.d: Wastewater Collection and Treatment

Existing Wastewater Collection and Treatment, City-wide

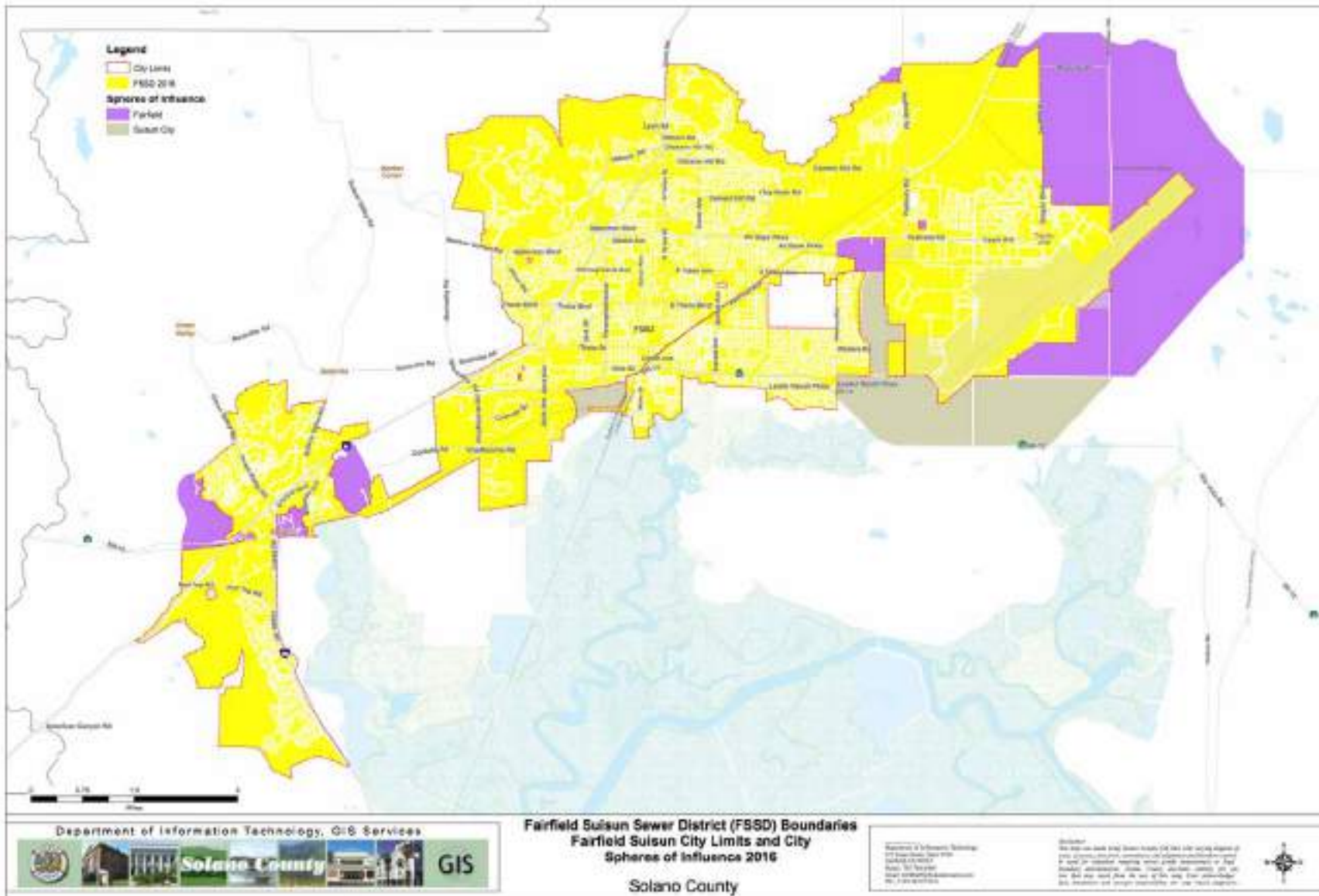
The Fairfield-Suisun Sewer District (FSSD) provides wastewater, water recycling, and storm water management services to the areas of the City of Fairfield and Suisun. The FSSD currently serves approximately 44 square miles and roughly 140,400 residents. This service area includes Travis Air Force Base, unincorporated areas of Cordelia, and parts of Suisun Valley as well as the two cities. Figure 7-17 shows the FSSD district boundaries.

FSSD is a dependent special district formed by statute which performs wastewater collection and treatment activities and water recycling services for all properties within the boundaries of Fairfield, Suisun City, and Travis Air Force Base. Upon annexation of new territory into the cities, the property is automatically annexed into the District boundaries. The FSSD also provides service to customers outside its jurisdictional boundaries through interagency agreements including Solano Community College, the Truck Scale for the California Highway Patrol, specific parcels in Solano County and other public buildings. The District is located within the Suisun Hydrologic Basin and surface water discharge is directed towards Suisun Marsh. The District approved a Sewer System Management Plan (SSMP) in 2013 that guides the proper management, operation, and maintenance of all parts of the FSSD sanitary sewer system under its control. The SSMP aims to reduce and prevent sanitary sewer overflows (SSOs) and mitigate SSOs if they occur. The 2013 SSMP is available in the District office (FSSD, 2013).

Wastewater Collection, Treatment, & Disposal

The FSSD collects wastewater from 54,000 separate sewer connections for residents, businesses, and others within its boundary. One FSSD connection may serve many individual customers. FSSD has 13 pump stations that all contribute to the operation of the collection system. The FSSD works in conjunction with local agencies to provide “collection” services. Local collection pipes (gravity sewers) less than 12-inches diameter within the City of Fairfield are owned and managed by the City. Sewers 12-inches in diameter or larger are owned and managed by the District. The largest users of the system include the Travis Air Force Base and industrial scale food and beverage companies such as Anheuser-Bush Brewery (Solano LAFCO, 2017; Fairfield, 2017c).

Figure 7-17: FSSD Boundary Spheres of Influence, 2016



Wastewater is pumped through four major pump stations to the Fairfield-Suisun Sub-regional Wastewater Treatment Plant (WWTP) located in Fairfield. The WWTP provides advanced secondary treatment to wastewater with additional improvements completed to the Plant in 2010 to increase the plant’s capacity from 17.5 to 23.7 mgd average dry weather flow. The WWTP is designed to treat wastewater flows up to a 20-year storm event (Solano LAFCO, 2017). After treatment, the disinfected effluent is either recycled or discharged to the Boynton Slough, with intermittent discharges to two duck ponds and LedgeWood Creek. Roughly 90 percent of the effluent is discharged into the Suisun Marsh with the remaining recycled.

Wastewater Supply/Demand

Supply and demand for sewer services are influenced by population and land-use as well as any new development occurring within the District. Because the District does not have the legal authority to make land use decisions, supply and demand is anticipated through the developments and annexations of the City of Fairfield, Suisun, and Solano County. Prolonged drought and associated water conservation measures can also result in inflow reduction to the FSSD collection and treatment system. The Wastewater Treatment Plan for the District was updated in 2010. The potential for new growth and development on Travis Air Force Base (TAFB) has not been assessed recently. This is a federal military facility and its redevelopment is based on the need of the Air Force to operate securely and it currently employs approximately 14,000 military and civilian personnel. Although the City has no jurisdiction over TAFB, new development there could potentially increase the demand for services from FSSD.

The FSSD’s infrastructure has been designed to accommodate growth within the City of Fairfield and Suisun. The recent Solano County LAFCO Sewer District Municipal Service Review, 2017 Update, projects out growth for the district as shown in Table 7-9 below. The FSSD estimates that the population served will grow over the next five years at an average of 1 percent per year.

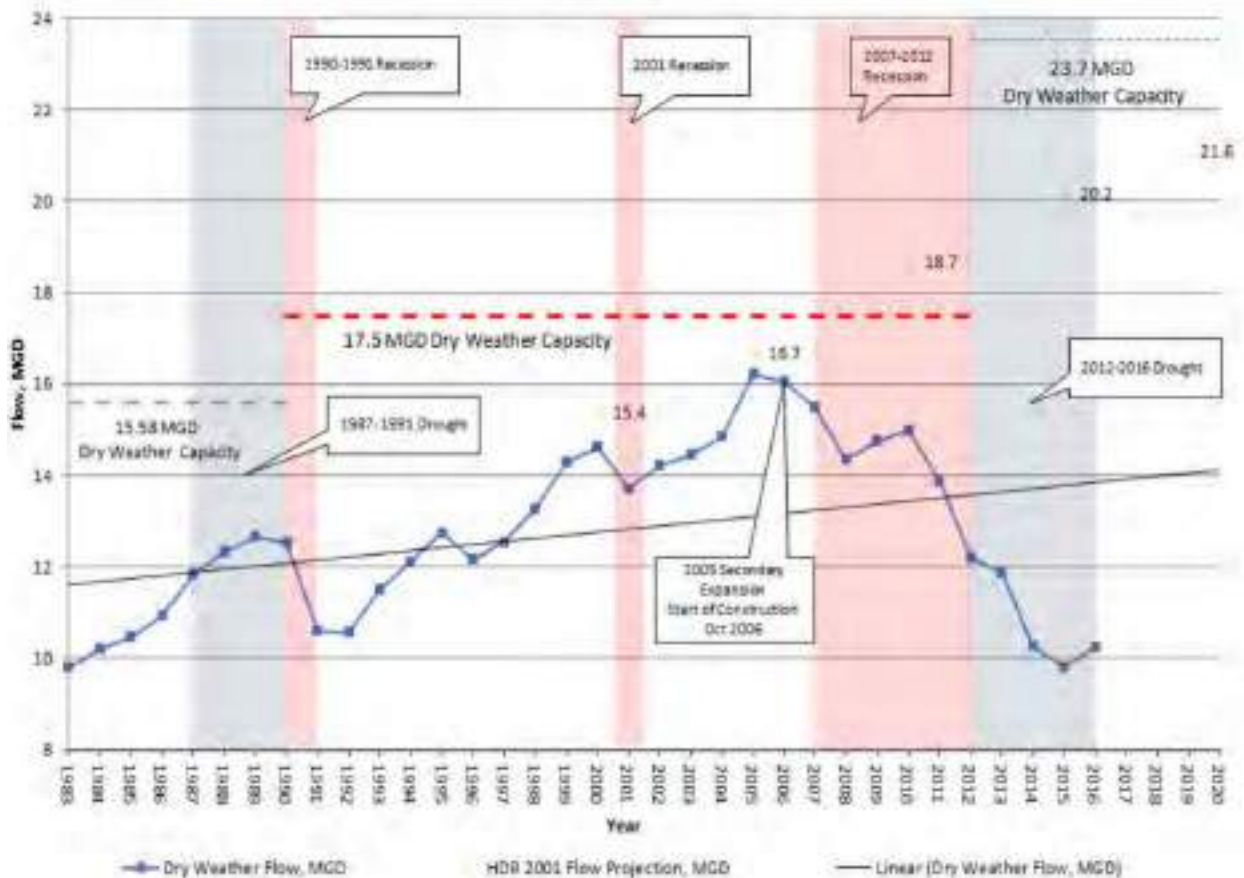
Table 7-9: FSSD Projected Population Growth (2010-2040)

Year	2010	2015	2020	2025	2030	2035	2040
FSSD	133,432	140,400	147,700	155,100	163,000	171,400	180,200

Between 2010 and 2040, an additional 46,768 persons are anticipated to reside within FSSD’s boundaries. This represents an overall 35 percent increase in projected future population. Factors that can influence the District’s ability to provide wastewater service include treatment plant capacity and Regional Water Quality Control Board (RQWCB) regulations. Figure 7-17 below shows historic and recent capacity of the WWTP as measured by average annual dry weather flow.

In 2008 FSSD prepared a Sewer System Management Plan to project possible improvements to the District’s collection, treatment and disposal system through the year 2020. Since wastewater flows have not changed substantially since 2008 due to the drought and recession, the Master Plan has not been updated, nor is it available to the public on the FSSD website.

Figure 7-18: Average Annual Dry Weather Influent Flow, MGD 1983-2016



FSSD’s reports show that the 2010 improvements to the WWTP are enough to meet dry weather capacity during the highest historic amount of 16.7 mgd in 2006. Although the FSSD’s collection, treatment, and disposal infrastructure is generally sized to accommodate anticipated growth for the next ten years, incremental planning is required on a project-by-project basis to ensure adequate capacity. This requires close coordination between FSSD and the cities within its jurisdiction. When a new residential neighborhood is constructed within a city, the private developer typically builds the sewer pipeline collection system, sized only to serve the specific new neighborhood. Management and maintenance of these pipelines is typically specified in the project conditions of approval and could include: 1) maintenance by private HOA, 2) transfer of ownership/maintenance to the City or 3) transfer of ownership/maintenance to the FSSD (Solano, 2017). For example, within the City of Fairfield, the Fairfield Train Station Specific Plan has noted that both the Suisun and Central Basins pump stations do not currently have the physical capacity to accommodate planned growth east of Peabody Road, which includes most of the Specific Plan Area. However, the Master Plans and the District budget include new infrastructure projects that provide additional capacity to accommodate the planned growth. For all new annexations in the area, the City of Fairfield requires developers to prepare sewer master plans to indicate how growth will be accommodated (Fairfield, 2010). FSSD also utilizes several best management practices to continue the adequate provision of public services and infrastructure.

Wastewater Collection and Treatment Service to the Pacific Flyway Center

The two parcels proposed for SOI inclusion for the Pacific Flyway Center are currently unincorporated and are located within the jurisdiction of the Solano County which do not receive municipal sewer service. These parcels will be automatically included in the FSSD service boundary with the successful annexation into the City of Fairfield. The two unincorporated parcels which will continue to remain in unincorporated Solano County will not receive municipal sewer service. These parcels are periodically inundated with water from the Suisun Marsh and any human visitation will be sparse/periodic.

The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the provision of sewer services. The FSSD's recent capacity upgrades to the WWTP coupled with the City of Fairfield's requirement for new development to indicate how growth will be accommodated, suggests the FSSD (and the City) has adequate sewer capacity to meet future growth within its boundaries including planned annexations by the cities of Fairfield and Suisun. Though it is not possible to know the future growth plans of Travis Air Force Base, it can be assumed that any growth would also need to be accommodated by the Base to the FSSD. The City's CEQA document demonstrates that FSSD has excess treatment and infrastructure capacity of at least 89 equivalent dwelling units¹ (EDUs). It is projected that 250,000 visitors per year as well as employees proposed for the Pacific Flyway Project could generate a maximum daily flow of sewage of 27,500 gpd, based on FSSD design standards for flow projections. The City's CEQA document concludes that the Project's anticipated flow is within the capacity of FSSD and will not negatively affect FSSD's ability to meet the demands of the provider's existing commitments (Fairfield, 2018d). The FSSD will refine its available capacity estimates after it updates their modeling software used to run capacity analyses.



¹ Fairfield's 2018 CEQA document states that project engineer, Frank Bellecci, using FSSD design standards for flow projections, determined that 89 units would have an estimated design maximum flow totaling 59,217 gallons- per-day (gpd) (Fairfield, 2018d). It is interesting to compare this maximum flow to average daily flow by assuming that the average equivalent dwelling unit (EDU) would generate 240 gallons per day of wastewater based on the following calculation: 1200 square foot home x 0.20 gallons/square foot/day = 240 gpd. Based on this calculation, 89 EDUs could generate an average daily flow of 21,360 gpd. Using the maximum daily flow numbers calculated by Bellecci, the proposed project would generate a maximum flow that is less than the FSSD facility's capacity, indicating that FSSD does have sufficient capacity to serve the proposed project.

7.1.e: Storm Water Drainage / Flood Protection

Existing Storm Water Drainage / Flood Protection, City-wide

The City of Fairfield Public Works Department in coordination with the Planning Division, is responsible for coordinating the provision of storm drain facilities. Individual projects are required to address drainage and flood control issues with the City of Fairfield through different mechanisms such as stormwater treatment measure maintenance agreements, low impact development standards, and post-construction stormwater requirements (Fairfield, 2018).

Floods have historically caused damage to the Fairfield Suisun area. To protect their communities, the cities of Fairfield and Suisun partnered with the US Army Corps of Engineers and the California Reclamation Board to create a comprehensive flood control plan known as the "Fairfield Vicinity Streams Project." This plan includes construction of new bridges, recreational facilities, channel revegetation, improvements to two detention basins, and creation of diversion channels and drop structures. In 1988 a "Drainage Maintenance Agreement" was formed between the FSSD, the City of Fairfield, and Suisun City. This agreement provided a mechanism for funding the maintenance of the "Fairfield Streams" federal flood control project which serves both cities. Although the FSSD does not own any storm drainage facilities, it is authorized by statute to provide storm drainage services. Currently, the FSSD assists the cities by overseeing the Urban Runoff Management Program and operating and maintaining city-owned stormwater pumping stations.

The FSSD has a staff position dedicated to coordinating storm water management with the two cities. FSSD's technical staff provides advice and expertise related to storm water regulatory compliance and permits. The storm water system is not connected to FSSD's wastewater system; the systems are separate. Each of the two collaborating cities have their own policies and plans. The two cities also own the storm water infrastructure within their boundaries. The 150-acre WWTP site generates its own storm water. Storm water originating on the plant's grounds is directed offsite and regulated under the statewide Industrial Storm Water Permit (Solano LAFCO, 2017).

The City of Fairfield requires development projects within its city limits to reduce post-development flows to the 90 percent level, which helps reduce impacts on the storm drainage system city-wide. Because of existing City standards for storm drainage systems at the project level, storm water drainage and flood protection do not represent a constraint to development (Fairfield, 2017c).

Storm Water Drainage / Flood Protection Service to the Pacific Flyway Center

The two parcels proposed for SOI inclusion as part of the Pacific Flyway Center are currently unincorporated and undeveloped. As these parcels would be annexed to the City of Fairfield, it can be assumed that any proposed development in relation to the Pacific Flyway Project would

be required to meet post-development flows and reduce impacts to the storm drainage system. In addition, most new development and redevelopment projects must use Best Management Practices (BMPs) and implement appropriate site design and source control measures to reduce pollutant discharges in stormwater (Fairfield-Suisun, 2012). The Pacific Flyway Project’s use of BMPs would reduce potential pollutant flows from the proposed development to the surrounding marshland.

7.2: INFRASTRUCTURE AND PUBLIC FACILITIES

Infrastructure development and maintenance is an important part of the service that the City provides. The City has a Capital Improvement Plan as part of its FY 17/18 Budget. The City has \$570 million in net assets (i.e. those assets that exceed liabilities) (Fairfield Financial Report CAFR, 2017), as described in Table 7-10, below.

Department/Division/Service	Infrastructure/Facilities
<u>Fire Protection</u> And Emergency Medical	Fire station, fire trucks, radio communication system,
Law <u>Enforcement</u>	Police station, patrol vehicles, other equipment
<u>Water</u>	Pipelines, water treatment plant, installation segments of the East West Water Transmission Pipeline
<u>Sewer</u>	70 miles of Pipelines, 13 pump stations, District’s Wastewater Treatment Plant <i>Note: FSSD maintains the sewage treatment plant</i>
<u>Storm Drainage</u>	Pipes and drains

7.2.a: Fire Protection Facilities

Existing Fire Protection Facilities, City-wide

The City’s Fire Department operates out of five stations strategically placed throughout the City. Station 37 is home to the fire administration, fire prevention, and public education as well as fire personnel. The station, completed in 2004, is the busiest firehouse in the City and serves much of central Fairfield. Information on the remaining four stations is as follows:

- Station 35: Services the Cordelia and Green Valley areas and provides fire and rescue services for Interstate 80 and Interstate 680 corridors.
- Station 39: Services northeastern neighborhoods such as Gold Ridge and Huntington Industrial Park. This station borders Suisun City and Travis Air Force Base, and often runs calls via automatic aid to Suisun City.
- Station 40: Services Rancho Solano, Waterman, and Rolling Hills developments as well as the I-80 corridor.

- Station 41: Built in 2003, services northern and central residential areas as well as North Texas corridor. This station incorporates the latest in fire station design technology with state of the art facilities and is the second busiest district in the City.

(Data Source: Miller & Dumas, 2017)

A new station was completed to replace Station 35, a structure built in 1994, which was not adequately meeting the needs of the area. The Fire Department relocated to the new station in the beginning of 2017, strategically located in the middle of the district and near three highways (Highway 12, Interstate 80 and Interstate 680). The new station, built by Discovery Homes, continues to serve the same areas while also housing the Solano County HazMat trailer (Miller & Dumas, 2017). Within the five stations, the Fire Department maintains the following apparatus and vehicles as described in Table 7-11.

Table 7-11: City of Fairfield Fire Department Vehicle Inventory

Model	Amount
Ford Escape SUV	1
Ford Expedition SUV	2
Chevrolet Suburban SUV	1
Chevrolet Tahoe SUV	3
Ford Sedan Taurus	2
Chevrolet P/U 1500	1
Pierce Tiller Dash	1
Ford P/U F150	3
Chevrolet P/U 1500	1
Ford Type IV F500	3
Pierce Type III International 7400	3
Pierce Pumper Saber	4
Pierce Pumper Quantum	2
Ford P/U Ranger	1
Smeal Quint Spartan Gladiator	1
Hi-Tech Pumper Spartan Gladiator	2
Ford Squad Super Duty – BME	1
Ford F350 XLT F350	1
Ford P/U Type V F350	2
Volvo Tender Water Tender	1

Source: City of Fairfield Staff, 2018f

Cal FIRE identifies communities at high risk of damage from wildfire. These communities within the wildland-urban interface were published in the Federal Register in 2001. The City of Fairfield was included in this list for communities within Solano County. As stated in the Fire Services section above, the City Fire Department firefighters are certified in Wildland-Urban Interface training. The City of Fairfield has several plans and programs in place to guide the City’s

mitigation of development in hazard prone areas. These include new building codes and regulations that protect new development and buildings from wildfires.

Since fire protection is a basic City service, it is accounted for in the General Fund. In FY 17/18, \$19.12 million was budgeted for Suppression, Administration, Operations, Vehicle Maintenance and Prevention (Fairfield, 2017b). The Departments budgets for expenses increased by 7 percent and revenues increased by 62 percent from FY 16/17. Revenues between FY 17/18 and FY 18/19 are projected to decrease by 13 percent and expenses by 0.1 percent. For FY 17/18, the total budget amounts accounts for 18 percent of the City of Fairfield's total General Fund expenditures for the fiscal year. The staffing reflects full year funding in FY 17/18 of the six limited duration fire positions funded by the two-year Staffing for Adequate Fire and Emergency Response (SAFER) federal grant to staff the sixth fire engine company out of Fire Station 37. This grant expires in early 2019. Although the per capita expense equates to \$168, this figure does not reflect the services the City Fire Department provides to unincorporated Solano County and visitors passing through the City of Fairfield.

Capital Improvement projects for the FY 17/18 & 18/19 include a Fire Department Training Tower (\$1.7 million) located at the Emergency Vehicle Maintenance site. Included are improves the undeveloped area surrounding the structure and existing parking lot. These improvements include asphalt paving, concrete work, storm water drainage, and water distribution piping for on-site fire hydrants (Fairfield CAFR, 2017).

Fire Protection Facilities to the Pacific Flyway Center

The Cordelia Fire Protection District (CFPD) Station 31 currently provides service to the Pacific Flyway Center Project properties. After the Pacific Flyway Visitor's Center is annexed to the City, two parcels (46-05-31 and 46-10-27) will remain in the unincorporated area. Land use on the two unincorporated parcels is expected to remain as a natural marsh and associated upland and shallow water habitats. Since land use for the two parcels will not change, increased demand for CFPD services as a result of the proposed project are not anticipated. As stated previously, due to access issues to these two parcels, it is recommended for the City of Fairfield and CFPD to consider entering into an auto aid agreement.

If LAFCO approves an expansion of the City's SOI to include the Pacific Flyway Center's two parcels (46-05-30 and 46-10-26), then it is proposed that these two parcels would receive fire protection service from the City of Fairfield Fire Department. The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City's fire protection services. The Initial Study determined that, due to no adverse comments received from the Fire Department, the project will have no significant impact (City of Fairfield, 2018d). The City of Fairfield's Station 35 would respond to calls at the Project site and is equipped with brand new facilities. It is anticipated that current facilities would be adequate to respond to and administer emergency fire and medical services to the Pacific Flyway Center.

7.2.b: Law Enforcement Facilities

Existing Law Enforcement Facilities, City-wide

The City's Police Department operates out of a central police station located at 1000 Webster Street, Fairfield, CA. The City's 2002 General Plan, Public Facilities and Services Element identifies the need for additional workspace to accommodate police needs by 2010 (Fairfield, 2018). A Police Facility Planning and Concept Design Report was finalized in May of 2017. This report identifies the Police Department's significant and long-standing need for additional and improved facilities. Current facilities located at the Civic Center complex and Major Crimes Investigations are inadequate in size and configuration for the current service to the City. The report studied the needs of the department through community build out and determined an additional 6,192 square feet as well as rehabilitation of interior spaces would be needed at both locations. Fleet operations is located at Fairfield Fires Station #38 while the Crime Prevention staff are currently housed at the Sullivan Center (Fairfield, 2017e). The department also owns and operates a state-of-the-art training facility and indoor rifle and pistol ranges including shooting ranges, mat room for weaponless defense training, classroom areas, a simulator training room, and a conference room (Fairfield, 2018).

Within City of Fairfield's city limits is also located the Solano County Sheriff's Department headquarters, the California Highway Patrol barracks, the Cordelia Truck Scales Enforcement Center, and the Solano County Correctional Center and Juvenile Justice Center. The Solano County Sheriff's Department oversees the correctional services at the Correctional Center and Juvenile Justice Center and works closely with the City. Travis Air Force Base provides its own local law enforcement for the base. Existing mutual aid agreements allow local, regional, and state agencies to cooperate on major police and public safety emergencies (Fairfield, 2017c). The non-profit Humane Animal Services (H.A.S) provides investigative and response services for domestic and wild animals within Fairfield's city limits. The Solano County Sheriff's Office administers Alternative to Custody (ATC) corrections programs as well as provides long-term holding at three facilities: the Justice Center Detention Facility, the Claybank Detention Facility, and the Stanton Correctional Facility (Solano County, 2018). The Travis Air Force Base Explosive Ordinance Disposal (EOD) team provides bomb squad support services to a 33,000 square mile area including Fairfield and Solano County (Travis Air Force Base, 2017).

The Department maintains several vehicles and other equipment including 45 Patrol vehicles with a City radio, County channels, and a laptop; nine K-9 vehicles with a City radio, County channels, and a laptop; 17 Administration vehicles with a City radio, County channels, and laptop; five Code Enforcement vehicles with a City radio; 10 Community Service Officer vehicles with a City radio; 15 motorcycles with a City radio; 43 Investigations Bureau vehicles with a City radio and County channels; and 153 miscellaneous vehicles with various forms of communication (Total: 297 active vehicles/trailers) (Fairfield City Staff, 2018).

The City's General Plan Public Facilities and Services Element, 2002, projects roughly one vehicle for every 1.3 sworn officers from 2000 to 2020 anticipating 150 Police officers and 113 Police vehicles by General Plan buildout. Currently, the City has a ratio of one vehicle for every 1 sworn

officer. Thus, the City currently meets resource adequacy for the Agency as described in the General Plan (City of Fairfield Staff, 2018).

Police Funding:

The Fairfield Police Department is funded primarily by the City's General Fund; however special programs also contribute a small amount. In FY 17/18, the SHPD budgeted \$32.92 million for full-time staff salary and benefits. Expenditures on equipment, computers, and other supplies accounted for 16 percent of overall expenses. The total amount accounts for 39 percent of Fairfield's general fund budget for that fiscal year (Fairfield FY 17/18). The City's Homeless Intervention Team handled more than 2,000 homeless related incidents in 2016. For the FY 17/18, the City created and funded a new position, Homeless Intervention Case Manager, as part of the City's overall homeless strategy in partnership with Community Action Partnership Solano JPA. In addition, the City of Fairfield, in collaboration with the County of Solano and Cities of Vacaville and Vallejo were allotted \$128,335 by the Federal Bureau of Justice Assistance. The City of Fairfield was allocated \$42,263 of the funding to be used for specialized police programs to prevent school violence/bullying, crisis intervention training, truancy prevention, and grant administration (Fairfield, 2015). For FY 17/18, the Department's expenses are projected to decrease by less than 1 percent and its revenues decrease by 8 percent compared to FY 16/17. The Department lost an Office of Traffic and Safety grant in the amount of \$200,000, resulting in a proposed increase of \$100,000 to cover overtime costs for traffic enforcement (Fairfield, 2017b).

Law Enforcement Facilities to the Pacific Flyway Center

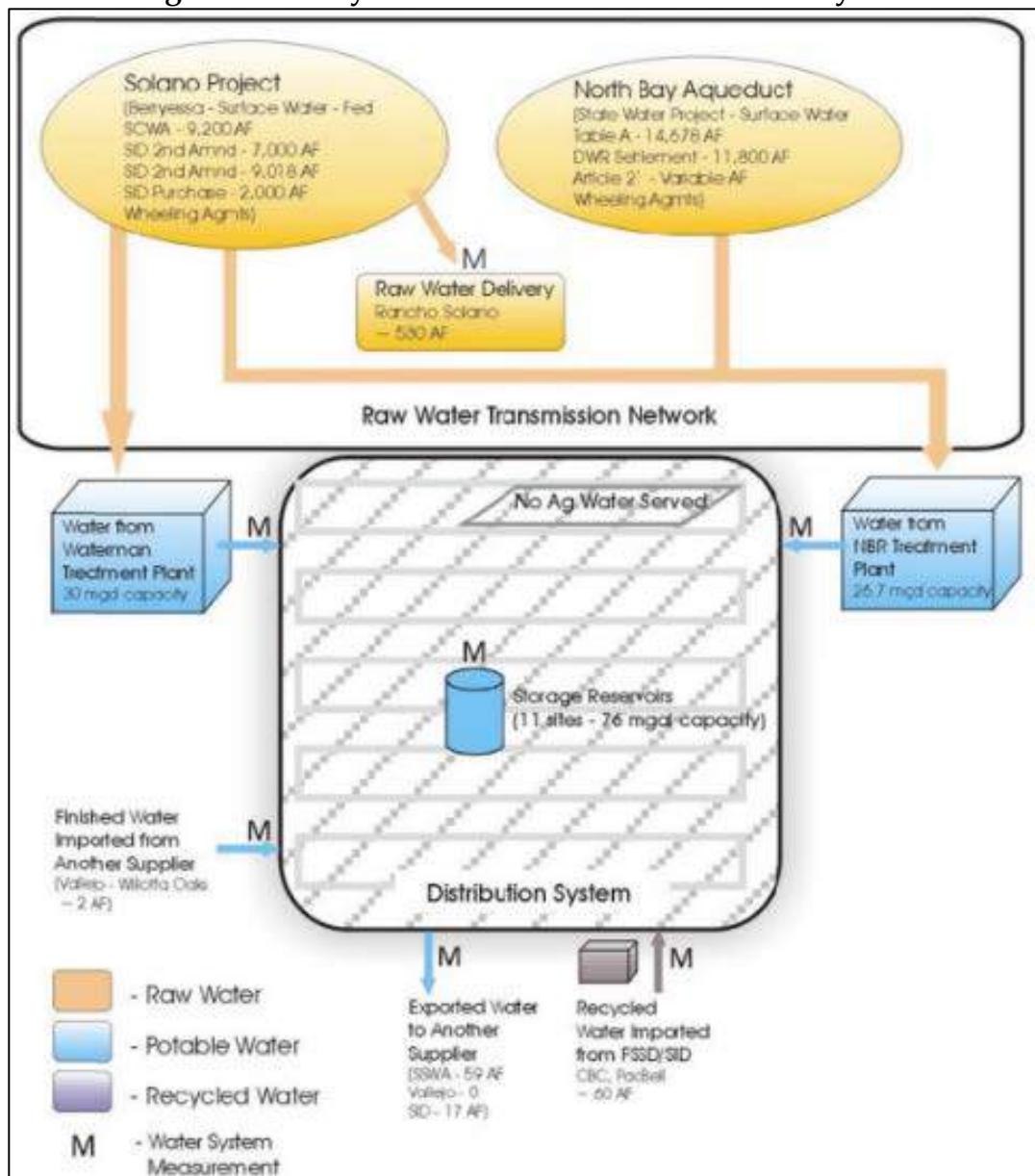
The two parcels (46-05-30 and 46-10-26) proposed for SOI inclusion are currently unincorporated and are located within the jurisdiction of the Solano County Sheriff's Department. If LAFCO approves an expansion of the City's SOI to include the Pacific Flyway Center's two parcels (46-05-30 and 46-10-26), then, upon annexation, it is proposed that these two parcels would receive law enforcement service from the City of Fairfield Police Department. The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City's police protection services. The Initial Study determined that, due to no adverse comments received from the Police Department, the project will have no significant impact (City of Fairfield, 2018d). Law enforcement service facilities are located within 10 miles of the proposed Project. According to the Police Facility Planning and Concept Design Report finalized in May of 2017, the Department has a significant and long-standing need for additional and improved facilities to meet current as well as future needs (City of Fairfield, 2017). However, because the Project will not be increasing the number of residents, it is anticipated that the Project will not worsen the existing inadequacies of the police protection facilities and staffing. In addition, it is not anticipated for the Project to worsen existing inadequacies in relation to visitor demand resulting from the proposed project.

7.2.c: Water Supply and Treatment Facilities

Existing Water Supply and Treatment Facilities, City-wide

The City of Fairfield water system includes two treatment plants, 12 reservoirs and approximately 378 miles of distribution lines. Figure 7-19 below provides a diagram of the system. In response to the Solano County Grand Jury 2014-2015 investigation into water loss, the City of Fairfield reported approximately 10 percent of total water production that is treated and distributed from the water treatment plants is unaccounted for or lost. The primary losses of water were identified as inaccurate and under-recorded amounts of water flowing through the meters, leaks in pipes through water services, and unauthorized or unreported consumption (Solano County, 2015). A few years prior to the Grand Jury investigation, the City replaced all existing water meter heads

Figure 7-19: City of Fairfield Water Distribution System



Source: Fairfield Urban Water Management Plan, 2015

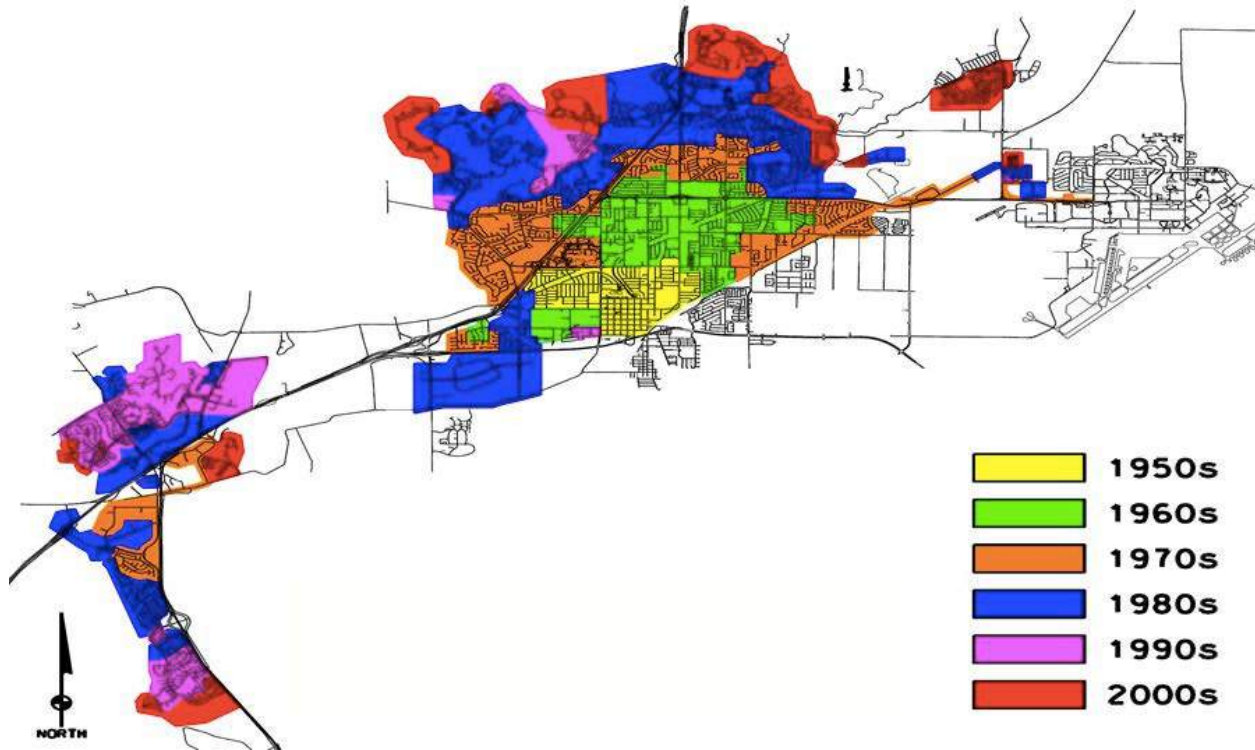
with radio-read technology, increasing frequency of reads and early leak detection. Infrastructure cast iron water mains still exist and are scheduled for replacement over the next several years as part of the City's annual pipeline replacement and renewal program.

In November 2017, the City proposed a 4 percent per year over the next four years water rate increase based on a five-year financial plan that is designed to ensure that high-quality water is reliably delivered. The proposed rate increases are to ensure adequate funding for the following capital projects:

- East-West Transmission Pipeline project (\$6.4 million). Once completed, this project will provide Cordelia/Green Valley a secondary connection to the City's water system. Currently, Cordelia/Green Valley receives water directly from the Waterman Treatment Plant (Waterman). This connection crosses two earthquake faults. The connection to the North Bay Regional (NBR) Treatment plant provides redundancy in case the connection to Waterman fails and to allow major maintenance when needed.
- Waterline replacement. The five-year financial plan budgets for the replacement of aging waterlines to ensure uninterrupted water service. The planned improvements total \$17 million dollars and this represents the early stages of a long, sustained capital funding need to address pipelines as they approach the end of their useful life.
- Upgrades and modernization of the NBR Treatment Plant. This facility is 27 years old and in need of significant upgrades and modernization to operate reliably.
- Waterman Water Treatment Plant Clarifier - Equalization Basin Painting (\$166,000)
- Interior cleaning and inspection of specific potable water reservoirs and cleaning and inspection of the high lift pump station at the Waterman Water Treatment Plant (\$50,000).

As part of the Notice of Public Hearing for the rate increase, the City acknowledged the water system has aged to the point where major pipeline replacements, never before included in the rates, need to be funded (City of Fairfield, 2017f). Figure 7-20 shows the relative ages of pipelines within the City as of 2017.

Figure 7-20 City of Fairfield Age of Water Pipes



Source: Fairfield, City of. 2017f. City of Fairfield Notice of Public Hearing For Water Rate Increase.

Pipes installed from the 1950s to 1970s are nearing the end of their life expectancy of 75 years and account for a portion of the pipes in the City’s system. The City Council approved the rate increase through Resolution No. 2017-270 and it is anticipated that the revenue from the proposed rate increases will allow the City to meet contractual obligations, maintain adequate reserves, maintain its waterlines, and invest in the upgrade and modernization of treatment plants, reservoirs and pump stations to ensure continued service reliability and delivery of high quality water (Fairfield, 2017f).

The City’s 12 reservoirs have the ability to store over 78 million gallons of treated water at capacity. These reservoirs are distributed throughout the service area to optimize system reliability during emergencies. It is anticipated that the City can expand existing reservoirs or add new reservoirs as needed to not constrain development based on water storage capacity needs. Figure 7-21 below shows the amount of storage available for each reservoir.

Figure 7-21: Treated Storage Reservoirs, 2017

Treated Water Storage Reservoirs

Reservoir Name	Volume (million gallons)
Nelson Hill	12.0
Waterman	10.0
Cement Hill	10.0
Eastridge	16.0
South Cordelia	5.0
Gold Ridge	2.2
Mangels	1.0
Martin Hill	2.7
Rolling Hills	3.1
Paradise Valley	12.0
Rancho Solano 3	3.1
Rancho Solano 4	1.4
Total	78.5

Source: Fairfield Public Works Department, 2017

Five reservoirs make up the bulk of the City’s water storage supply with Eastridge Reservoir providing the most storage capacity at 16 million gallons at capacity. The North Bay Regional Water Treatment Facility is shared with the City of Vacaville and is staffed entirely by the City of Fairfield. The Waterman Water Treatment Plant was upgraded and expanded in 2010 and provides water for Fairfield, Suisun City, and parts of Vallejo upon request. This Plant has the ability to be expanded to 45 million gallons per day.

Water Supply and Treatment Facilities to the Pacific Flyway Center

As stated previously, the two parcels proposed for annexation as part of the Pacific Flyway Center are currently unincorporated and are located within the jurisdiction of the Solano County. Currently, neither parcels receive municipal (treated) water and there is not currently a demand for water supply. Upon SOI expansion and the proposed subsequent annexation, the extension of City water service to these two parcels is under consideration to provide drinking water and other municipal water supply to the Education Center and associated facilities. The City’s Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the City’s water services. The City of Fairfield has an existing water line, sized 36 inches, that runs down Ramsey Road. With the increased water rates approved by the City, and all new development projects being required to pay a financial contribution to mitigate the effect of the development on the provision of public services, the City reports its supply and treatment facilities will be adequate to meet the needs of the proposed project (personal communication with Felix Riesenber, Assistant Public Works Director, 2018). The two adjacent parcels for the project are proposed to remain unincorporated and these parcels could potentially utilize an existing on-site well or naturally occurring sloughs which provide brackish water.

7.2.d: Wastewater Collection and Treatment Facilities

Existing Wastewater Facilities, City-wide

The Fairfield-Suisun Sewer District (FSSD) collection system consists of 70 miles of pipes sized between 12 and 48 inches in diameter and 13 pump stations. FSSD actively manages its District-wide collection system and its system functions in conjunction with three “satellite collection systems” that consist of the City of Fairfield, Travis Air Force Base, and the City of Suisun City. The satellite collection systems collect the wastewater and forward it to FSSD for treatment and disposal. The collection system connects the wastewater sources to the District’s Wastewater Treatment Plant. FSSD’s thirteen pump stations, listed in Figure 7-21, all contribute to the operation of the collection system. The District’s pump stations, forcemains, and related equipment are operated and maintained by the District’s Collection System Crew. The Crew is responsible for preventative, corrective, and predictive maintenance of pump stations and associated forcemains (Solano, 2017). A significant amount of the flow that routes through the Suisun Pump Station originates in Fairfield as the Suisun Pump has a lower elevation and the flow can move downhill.

The number of sewer connections served by the District is estimated to be 37,804; approximately 76 percent of the District’s customers are residential uses and a significant fraction of the residential customers live in multi-family units (i.e. condominiums or apartments). In 2015, the District regulated approximately 460 businesses including 5 Significant Industrial Users (SIUs), approximately 189 small commercial/industrial businesses, approximately 225 food service facilities (restaurants, delicatessens, rest homes, etc.) and approximately 46 dental practitioners. A 6th SIU is currently completing the permitting process and will be discharging as soon as the process is complete (Solano, 2017).

Figure 7-21: Pump Station Flows

Pump Name	Station	Location	Pumping Capacity (MGD)
Central		South of Illinois Street, east of Pennsylvania Avenue, Fairfield	32.9
Cordelia		Cordelia Road near Pittman Road, Fairfield	11.8
CBC		Cordelia Road near Beck Street, Suisun City	5.8
Crystal		Crystal Street, Suisun City	0.5
Grobric		Grobric Court, Fairfield	0.1
Inlet		WWTP Site	18.5
Kaiser		Kaiser Drive, Fairfield	0.6
Lawler Ranch 1		Anderson Drive, Suisun City	0.4
Lawler Ranch 2		Lawler Ranch Parkway, Suisun City	1.1
Lopes Road		Lopes Road, Fairfield	3.0
Rancho Solano #3		Pebble Beach Circle, Fairfield	0.4
Rancho Solano #5		Pebble Beach Circle, Fairfield	0.1
Suisun		South End of Civic Center Dr, Suisun City	26.4
<i>Source: Provided by Kevin Cullen, FSSD, October 2015 to LAFCO</i>			

The wastewater is pumped from four major pump stations to the Fairfield-Suisun Subregional Wastewater Treatment Plant (WWTP). The WWTP was originally built in 1974 and it underwent major renovations and expansions in 1982, 1987, and 1989. Additional improvements were completed in the summer of 2010 with an expansion project to increase the plant's capacity from 17.5 to 23.7 mgd average dry weather flow (ADWF) (Solano, 2017).

FSSD's 2008 Master Plan and Master Plan EIR describes proposed improvements to the collection system and treatment plant needed to accommodate planned development within the FSSD service area through 2020. Capital Improvements planned for FY 17/18 a 18/19 relating to expanding the WWTP and associated infrastructure to increase the rated capacity include:

- Construction of a new 15-inch sewer in the central portion of the Train Station Specific Plan Area along Vanden Road; a new 15-inch pipeline down Peabody Road; and a 21-inch sewer pipeline along Huntington Drive. Additionally, a new pipe along East Tabor Road is also proposed. (Solano, 2017).



- Sewer System Improvements (\$3.2 million) for the following streets: Adams, Jefferson, Oregon, Union, and Kennedy Court (Fairfield CAFR, 2017).

The facilities and infrastructure on which FSSD depends have variable ages. FSSD replaces and repairs infrastructure on a regular basis. In addition, the FSSD has implemented collection system BMPs and addresses preventative maintenance and scheduled replacement of aging infrastructure.

Wastewater Facilities - to the Pacific Flyway Center

The two parcels proposed for SOI inclusion with the Pacific Flyway Center Project are currently unincorporated and are located within the jurisdiction of the Solano County. Both parcels do not receive municipal sewer service. FSSD's recent capacity upgrades (such as the Suisun Pump Station upgrades) demonstrate the Districts continued investment into the system. Generally, new development occurring within the District could result in an increase in demand for sewer services and the need for additional infrastructure. The City's Initial Study prepared for the Pacific Flyway Center evaluates potential impacts the development of the Center could have on the provision of sewer services. Currently, actual flow is significantly less than design capacity,

suggesting WWTP has adequate capacity to accommodate existing and future customers (Solano LAFCO, 2017). In addition, any new development within the City limits is required to provide a financial contribution to mitigate the effect of the development on the provision of public services, including sewer. In addition, new development is responsible for construction of all sanitary sewer lines serving each development. However, the cost for sewer has not yet been determined by FSSD (personal communication, Amy Kreimeier, Planning Department, 2018). The City's Initial Study concludes that sewer facilities are adequate to accommodate 250,000 visitors per year as well as employees proposed for the Pacific Flyway Project (Fairfield, 2018d).

The two unincorporated parcels which will continue to remain unincorporated will not receive municipal sewer service. These parcels are periodically inundated with water from the Suisun Marsh and any human visitation will be sparse/periodic.

7.2.e: Storm Water Drainage / Flood Protection Facilities

Existing Storm Water Drainage / Flood Protection Facilities, City-wide

As stated in the previous storm water section, the City has experienced problems with storm drainage and flooding in the past. The Fairfield Vicinity Streams Project resulted in major improvements to the Ledgewood Creek and Laurel Creek channels to protect City neighborhoods against flooding. Other major flooding issues are associated with backwater from high tides and sloughs in the Suisun Marsh.

The Fairfield Creekside Protection Ordinance mandates preservation of a corridor of open space/flood protection area along key creek corridors as a solution to mitigate future flooding impacts. The City requires storm drainage facilities to be installed concurrent with development as needed. Although Figure 7-22, City of Fairfield Drainage Map, provides broad geographic information about existing streams, given past flooding problems in the City, it is recommended that the City prepare a more detailed city-wide drainage map to include in the next City-wide MSR to be written with LAFCO in the near future.

The FSSD created a storm drainage maintenance enterprise fund and established fees for users of the system which are collected on the county tax roll each year. Revenues are shared by the cities and the District for flood control activities. Annual rates remain unchanged at \$20.23 per residence with total annual revenues collected at approximately \$1.5 million each year (Solano LAFCO, 2017).

Storm Water Drainage / Flood Protection Facilities - to the Pacific Flyway Center

The two parcels proposed for SOI inclusion are currently unincorporated and undeveloped. As these parcels would be annexed to the City of Fairfield, any proposed development in relation to the Pacific Flyway Project would be required to meet the City’s and FSSD’s storm drainage system facility requirements (personal communication, James Paluck, Senior Civil Engineer, 2018).

Figure 7-22: Fairfield Drainage Map








**7.3:
DETERMINATIONS:
PRESENT AND
PLANNED CAPACITY
OF PUBLIC FACILITIES
AND ADEQUACY OF
PUBLIC SERVICES,
INCLUDING
INFRASTRUCTURE
NEEDS OR
DEFICIENCIES**





Based on the information included in this report, the following written determinations make statements involving this service factor (Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies) which the Commission must consider as part of a municipal service review². The determinations listed below are based upon the data presented in this Chapter and are recommended to the Commission for consideration. The Commission’s final







² The service factors addressed in this report reflect the requirements of California Government Code §56430(a)

MSR determinations will be part of a Resolution which the Commission formally adopts during a public meeting.

Table 7-12: Summary of Public Services & Infrastructure		
Topic: Public Services		
Indicator	Score	Determination
The Municipality has been diligent in developing plans to accommodate the service needs of current and future constituents. Regularly reviews and updates its service plans to help ensure that infrastructure needs and deficiencies are addressed in a timely manner.		The City of Fairfield has been diligent in developing plans to accommodate the service needs of current and future constituents and generally reviews and updates service plans when necessary. City service departments provide reports and updates to City Council and the general public ensure needs are reviewed and addressed. When LAFCO next updates the MSR for the City of Fairfield, it is recommended that the full range of City services (including library, park and recreation, and community development) be evaluated at that time.
The Municipality collaborates with multiple other agencies for the delivery of services within the city limits		The City of Fairfield has mutual aid agreements and auto response agreements for police and fire services with neighboring jurisdictions. In addition, the City works with neighboring cities to provide adequate water and sewer services to constituents.
The Municipality meets benchmarks for fire services.		The City's Fire Department provides training, staffing, and expertise to meet the City's current and projected future fire and emergency medical needs. City firefighters collaborate with neighboring agencies to provide sufficient coverage.
The municipality meets benchmarks for police services.		The City's Police Department provides local law enforcement services with a ratio of 1.10 sworn office per one thousand residents, just below General Plan requirement of 1.13-1.20 sworn officers per one thousand residents. Despite a slightly lower ratio the Department's average response time is almost a minute faster than the City's operating standard.
<u>Water Services:</u> <ul style="list-style-type: none"> ▪ Local municipal average annual water demand is well understood and managed. 		The City's Urban Water Management Plan (UWMP) sufficiently details annual and future water demand for the City with detailed analysis of available water supply during "average year," "single year," and "multi-dry

<ul style="list-style-type: none"> ▪ The Municipality has a plan to deal with potential future shortfalls in water supply during dry or extremely dry water years 		<p>years” events. In addition, the UWMP includes a Water Shortage Contingency Plan. The City has the ability to expand existing reservoirs or add new ones as needed and continues to ensure adequate water supplies are available through the City’s primary water sources.</p>
<p><u>Wastewater Services:</u></p> <ul style="list-style-type: none"> ▪ Local municipal dry weather influent flow is sufficient to meet dry weather capacity. ▪ The Municipality has a plan to increase capacity to meet future demand. 	●	<p>The City’s wastewater services are provided by the FSSD. The FSSD’s Master Plans and budget includes projects to provide additional infrastructure capacity to accommodate planned growth.</p>
<p>Is there sufficient capacity in public services for fire protection, law enforcement, water, wastewater, and storm drainage to provide service to the Pacific Flyway Center?</p>	●	<ul style="list-style-type: none"> ▪ The City currently provides and/or contracts for adequate services to meet the needs of the existing customers of 116156 for fire services, 110,953 for polices services, 30,716 water connections, and roughly 54,000 sewer connections. Services provided by the City of Fairfield directly include water, fire protection, police protection, and wastewater as described in Chapter 7. ▪ The Fairfield Suisun Sewer District provides wastewater treatment services to Fairfield residents and businesses. ▪ Sewer service is proposed to be provided by the Fairfield Suisun Sewer District for the Pacific Flyway Visitor’s Center located on parcels 46-05-30 and 46-10-26. The two remaining unincorporated parcels do not currently and would not in the future receive sewer service. ▪ The nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street, approximately 10 miles from the Pacific Flyway project site. The Police Department patrols the area and response times vary. ▪ Two parcels (APNs 046-050-310 and 046-100-270) will remain under the jurisdiction of the Solano County Sheriff and the Cordelia Fire Protection District. Therefore, the City should explore pursuing a memorandum of understanding with these two agencies to provide greater clarity and efficient provision of services to the subject areas.

Topic: Public Facilities		
Indicator	Score	Determination
Has the Municipality made a significant investment over the last several years in funding various capital improvements that reflects a concerted effort by the City to enhance the level and range of its municipal services?		In general, the City takes steps to ensure adequate funding is available for future projects to enhance municipal services. However, much of the funding is contingent upon future development. With the Specific Plans, including the Train Station and Heart of Fairfield, in the process of development, new funding should be available to meet current and future services.
The municipality provides sufficient fire facilities to meet current and future demands.		The City's Fire Department stations are strategically placed throughout the City and plans are in place to upgrade old facilities and develop new ones as required. A new station was completed in 2017 to replace the original Station 35 structure built in 1994. It is anticipated that future development funding mechanisms will provide the required revenues to develop a sixth fire station to meet future needs.
The Municipality provides sufficient police facilities to meet current and future demands		The City's Police Facility Planning and Concept Design Report, finalized in May of 2017, identifies the Police Department's significant and long-standing need for additional and improved facilities. Current facilities located at the Civic Center complex and Major Crimes Investigations are inadequate in size and configuration for the current service to the City. It is recommended that when LAFCO next updates an MSR or SOI for Fairfield, that data on police response time be analyzed and discussed. In general, municipalities work to continually improve police facilities to meet current and future demands. The addition of the two parcels associated with the Pacific Flyway Center will not impact the status of police facilities.
<u>Water Facilities:</u> <ul style="list-style-type: none"> ▪ The municipality has planned for replacement of aging water facilities. ▪ The Municipality has preventative maintenance measures to ensure adequate supply. 		The City recently approved rate increases to fund capital improvement projects to replace or upgrade aging water facilities and systems. In general, municipalities are facing high costs for replacements of aging infrastructure. The City's UWMP discusses contingency planning including catastrophic supply interruption.

<p><u>Wastewater Facilities:</u></p> <ul style="list-style-type: none"> ▪ The municipality has planned for replacement of aging wastewater facilities. ▪ The municipality has preventative maintenance measures to ensure adequate capacity. 		<p>The facilities and infrastructure on which FSSD depends have variable ages. FSSD replaces and repairs infrastructure on a regular basis. In addition, the FSSD has implemented collection system BMPs and addresses preventative maintenance and scheduled replacement of aging infrastructure.</p>
<p>Is there sufficient capacity in public facilities for fire protection, law enforcement, water, wastewater, and storm drainage to provide service to the Pacific Flyway Center?</p>		<p>Although Figure 7-22, City of Fairfield Drainage Map, provides broad geographic information about existing streams, given past flooding problems in the City, it is recommended that the City prepare a more detailed city-wide drainage map to include in the next City-wide MSR to be written with LAFCO in the near future.</p> <p>Treated municipal water and raw service is proposed to be provided by the Fairfield water utility for the Pacific Flyway Visitor’s Center located on parcels 46-05-30 and 46-10-26. Additionally, the restored ponds located on these parcels could be managed using raw water from on on-site well or from a municipal pipeline. Although the two remaining unincorporated parcels do not currently receive water service, they do contain marsh and pond habitats.</p> <p>The provision of sewer service to the proposed development will be coordinated with the City of Fairfield and FSSD.</p> <p>There is not currently any evidence to suggest that the City could not provide needed public facilities to support the development of the Pacific Flyway Center.</p>
<p>Key to score:</p> <ul style="list-style-type: none">  Above average (compared to similar cities)  Average  Below average  Statement of Fact (Not rated) 		

Chapter 8: Financial Ability to Provide Services

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LAFCO is required to make a determination regarding the financial ability of the City of Fairfield to provide public services. This Chapter provides an overview of financial health and provides a context for the financial determinations. The audited Comprehensive Annual Financial Reports (CAFR) from the City for the fiscal years 14/15, 15/16, and 16/17 are the primary source of information for this Chapter. Based on recent recommendations from the Little Hoover Commission, this determination on the financial ability to provide services is based upon several key financial performance indicators that are shown in tables in the following pages.

This Chapter was written on June 29 1, 2018 and new financial information provided after this date is not included in this chapter and readers should consult the City’s website for more up-to-date financial information. Additionally, the analysis contained in this MSR does not consider the Fairfield Public Financing Authority¹ which is a public agency created under a joint exercise of powers agreement between the City and the former Redevelopment Agency. Since this is a focused and abbreviated MSR/SOI Update, a detailed or comprehensive financial analysis is not provided herein. Rather, this chapter provides a broad context of the City’s financial circumstances. The proposed Pacific Flyway Center primarily seeks municipal services related to fire protection, police protection, water, and wastewater. Therefore, these specific services are

¹ The Financing Authority was created for the purpose of providing financing of public capital improvements for the City and the former Agency. The City Council is the governing board of the Financing Authority (Fairfield, 2017b).

the focus of this chapter. Additionally, Chapter 7 describes the levels of funding and staffing provided for each of these services through the City's budgeting process.

8.1: FINANCIAL POLICIES & TRANSPARENCY

The City prepares and approves a two-year budget, along with a two-year capital improvement plan and a fleet and equipment replacement schedule. Budget status updates are presented to the City Council on a regular basis. The fiscal year begins on July 1 and ends on June 30. Budgets and CAFRs for recent years are available to the public via the City's website². Fairfield has several policies regarding finances as listed below:









- Budget Policies – including:
 - General Fund Related Budget Policies, such as the General Fund Reserve Policy
 - Capital Management and Maintenance Policies
 - Financial Management and Reporting Policies
- Debt Management policies
- Grant Management Policies
- Purchasing Policy and Procedures
- Investment Policy
- Interfund Loan Policy
- Spending Policy
- *Source: Fairfield, 2017b and City website*

These policies are described in financial documents, available on the City's website, and available from City staff upon request.

Fairfield's financial statements are prepared in accordance with generally accepted accounting principles (GAAP). The Government Accounting Standards Council (GASB) is responsible for establishing GAAP for state and local governments through its statements and interpretations. The City uses the economic resources measurement focus and accrual basis of accounting (Fairfield, 2017b). The most recent independent auditor's report was prepared for Fiscal Year (FY) 16/17 and dated December 5, 2017 and was attached to the City's Financial Statements. The City's auditors, Vavrinek, Trine, Day & Co., LLP, found that the information in the financial statements present "fairly, in all material respects, the respective financial position of the

² Fairfield budget is available at: <http://www.fairfield.ca.gov/gov/depts/finance/budget/default.asp>

governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the City, as of June 30, 2017, and the respective changes in financial position, and, where applicable, cash flows thereof and the respective budgetary comparison statements for the general fund and the major special revenue funds for the year then ended in accordance with accounting principles generally accepted in the United States of America” (Fairfield, 2017b). The Finance Director has been given authority by the City Council to assign funds for the City of Fairfield. The City Council has also appointed a five-member Fairfield Taxpayers Committee (the “Measure P Committee”) whose members are appointed to a fixed term. The Measure P Oversight Committee holds quarterly meetings. Table 8-1, below, summarizes the Financial Policies & Transparency Determinations.

Table 8- 1: Summary of Financial Policies & Transparency Determinations		
Indicator	Score	Determinations
Summary financial information presented in a standard format and simple language.		The City’s annual financial reports (CAFR) and budgets clearly and transparently present financial information.
City has a published policy for reserve funds, including the size and purpose of reserves and how they are invested		Fairfield’s reserve policy is posted on the City website.
Other financing policies are clearly articulated		Fairfield’s Annual Financial Statement contains several accounting policies and this Statement is publicly available via the City’s website.
Compensation reports and financial transaction reports that are required to be submitted to the State Controller's Office are posted to the City website.		Wage scale for staff positions is posted to Fairfield’s website. Actual wages paid data is provided to the State Controller's Office.
Key to score:  Above average (compared to similar cities)  Average  Below average  Statement of Fact (Not rated)		

8.2: Revenues

Fairfield has two basic types of revenue:

- Operating revenues consist revenues to the general fund and charges for services.
- Non-operating revenues and expenses are related to financing and investing type activities.

The City has multiple sources of revenue including: property tax, sales tax, Measure P tax, utility fees, vehicle tax, and miscellaneous income as shown in Figure 8-1, below. Property tax and sales tax revenue are projected to be the most significant source of revenue for FY 18/19, comprising 44 percent of its total general fund revenue.

Figure 8-1.

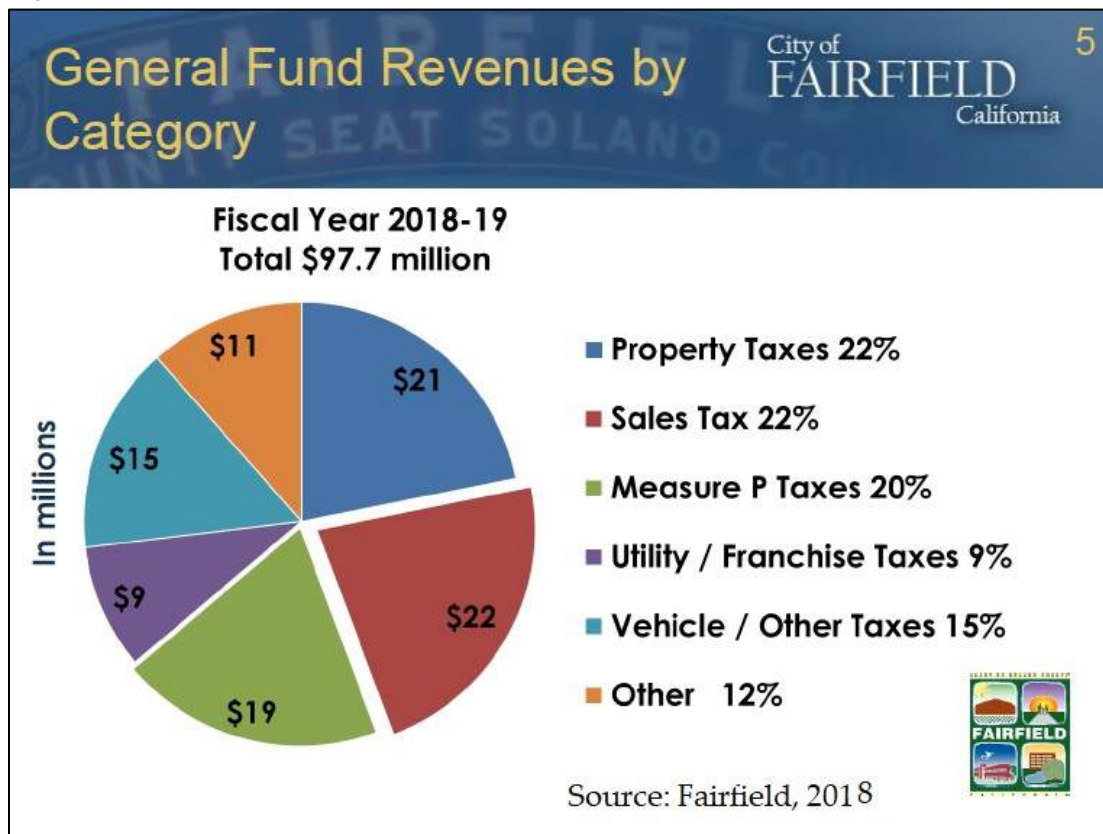


Figure 8-2, Statement of Activities describes City revenues, expenses and changes in net position in FY 15/16 and 16/17. Total revenue declined in Fairfield from \$224,000,000 in FY15/16 to \$203,000,000 in FY16/17 as shown in Figure 8-2, below.

Figure 8-2.

Summary Statements of Activities (in millions)						
	Governmental Activities		Business-Type Activities		Totals	
	2017	2016	2017	2016	2017	2016
Revenues:						
Program Revenues:						
Charges for services	\$ 5	\$ 4	\$ 46	\$ 45	\$ 51	\$ 49
Operating grants and contributions	19	19	8	8	27	27
Capital grants and contributions	29	50	3	4	32	54
General Revenues:						
Property taxes	29	28			29	28
Sales and transaction taxes	40	42			40	42
Other taxes	14	14			14	14
Other Revenues	8	9	2	1	10	10
Total revenues	144	166	59	58	203	224
Expenses:						
Administration	8	7			8	7
Finance	1	2			1	2
Police	39	36			39	36
Fire	18	16			18	16
Public works	29	32			29	32
Community development	13	13			13	13
Parks and recreation	6	6			6	6
Interest on long term debt	2	2			2	2
Water utility			34	31	34	31
North bay treatment plant			8	7	8	7
Transportation			12	12	12	12
Golf courses			5	5	5	5
Total expenses	116	114	59	55	175	169
Increase (decrease) in net position before transfers	28	52	-	3	28	55
Transfers		(1)		1	-	-
Increase (decrease) in net position	28	51	-	4	28	55
Net position July 1	411	360	131	127	542	487
Net position June 30	\$ 439	\$ 411	\$ 131	\$ 131	\$ 570	\$ 542

Source: Fairfield, 2017b

The average revenue the City of Fairfield generated on a per capita³ basis in FY 16/17 was \$1,748. The average revenue the City of Fairfield generated on a per acre basis in FY 16/17 was \$7,629. This average revenue per acre is comparable to that of the City of Calistoga. Revenue per acre is briefly considered in this MSR/SOI because land development patterns have a significant influence on the finances of a city or town. A municipality has no management authority over its residents or businesses and they are free to move as they wish. Management of a municipality's

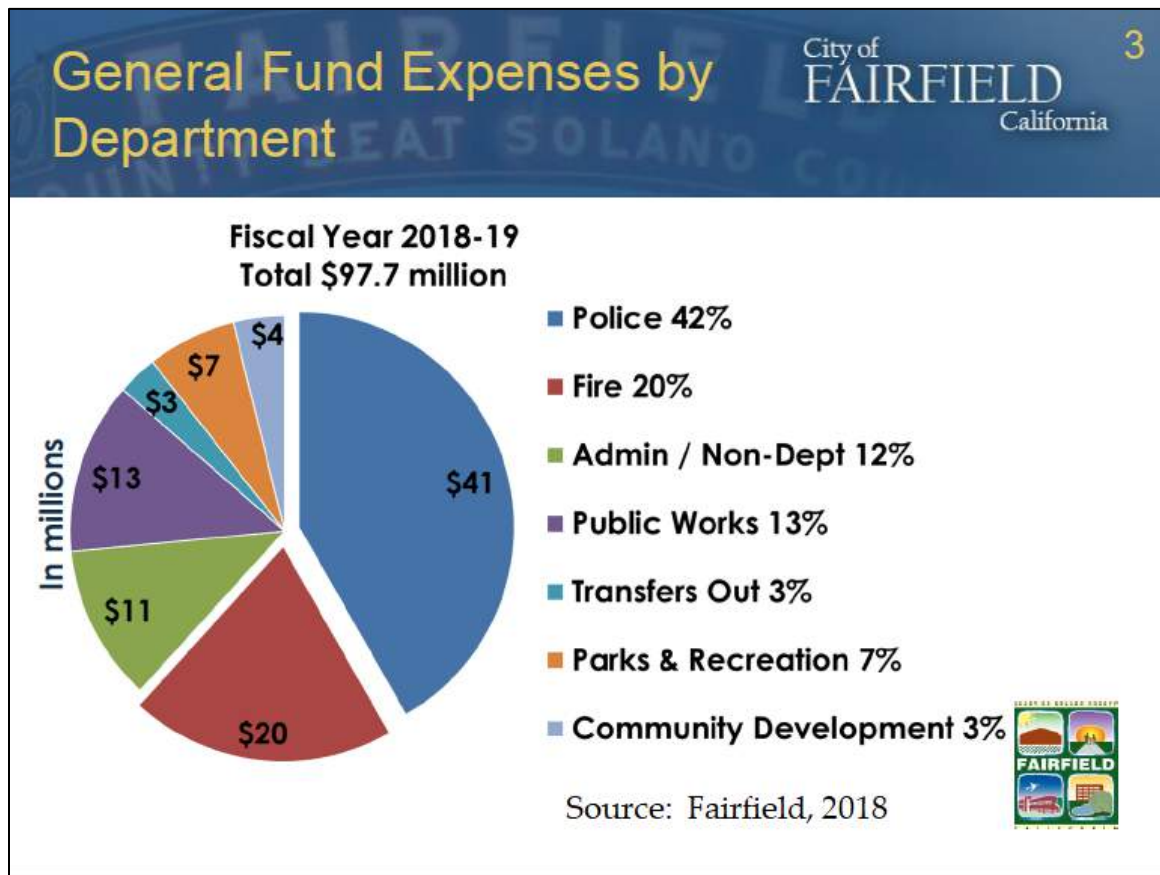
³ Population is 116,156 persons multiplied by total revenue in FY 16/17 of \$203,000,000 which calculates to revenue per capita of \$1,748.

water and air resources are regulated for the most part by state and federal agencies. The key management authority of a municipality is its land-use and zoning authority as found in its general plan and ordinances. The revenue per acre metric measures the efficiency of cities in utilizing its land use authority to maximize local revenue generation. Since land is a finite resource, this metric also provides an indication of land-use sustainability (SMA, 2013).

8.3: Expenses

In FY 16/17, total expenses (including depreciation, interest expense, etc.) were \$175 million which represents a three percent decrease from the previous as shown in Figure 8-2, above. Expenses associated with police protection and the water treatment facility were the highest category, representing 42 percent of total expenses as shown in Figure 8-2, above. The projected general fund expenses for FY 18/19 by City department are shown in Figure 8-3, below. Please note that the general fund expenses do not include business activities such as municipal water service.

Figure 8-3: Projected Expenses by Department for FY 18/19



Net Position

The Statement of Net Position (Figure 8-4, below) shows that the City’s net position increased by \$28 million during fiscal year 16/17. The increase in net position is due to increases in tax and development related revenues received and the carryover of capital projects to Fiscal Year 2017-18.

Figure 8-4.

Summary Statements of Net Position (in millions)						
	Governmental Activities		Business-Type Activities		Totals	
	2017	2016	2017	2016	2017	2016
Current and other assets	\$ 299	\$ 289	\$ 94	\$ 93	\$ 393	\$ 382
Capital assets	337	325	179	181	516	506
Total assets	636	614	273	274	909	888
Total deferred outflows of resources	30	10	5	2	35	12
Long term liabilities outstanding	205	185	114	115	319	300
Other liabilities	14	17	31	29	45	46
Total liabilities	219	202	145	144	364	346
Total deferred inflows of resources	8	11	1	2	9	13
Net position:						
Net investment in capital assets	335	324	89	88	425	412
Restricted	155	160	22	20	178	180
Unrestricted	(53)	(73)	20	23	(33)	(50)
Total net position	\$ 439	\$ 411	\$ 131	\$ 131	\$ 570	\$ 542

Source: Fairfield, 2017b.

A comparison of annual total revenue to total expenses, as provided in Figure 8-4, above, shows that annual revenues exceeded expenses in FY 15/16 and FY 16/17. During the current fiscal year (FY 17/18) through FY19/20, revenues are expected to be approximately equal to expenses. However, the City’s eight-year forecast shown in Figure 8-5, below predicts that future revenues and expenses to the General Fund might grow over time, with expenses projected to exceed revenues by the year 2020 (Fairfield, 2018). This indicates that having sufficient reserve funds is important to Fairfield to help it fund capital improvement projects and to help it weather the economically lean years. It also shows that economic development projects, such as the Pacific Flyway project are important to assist in stabilizing City revenues.

Figure 8-5.

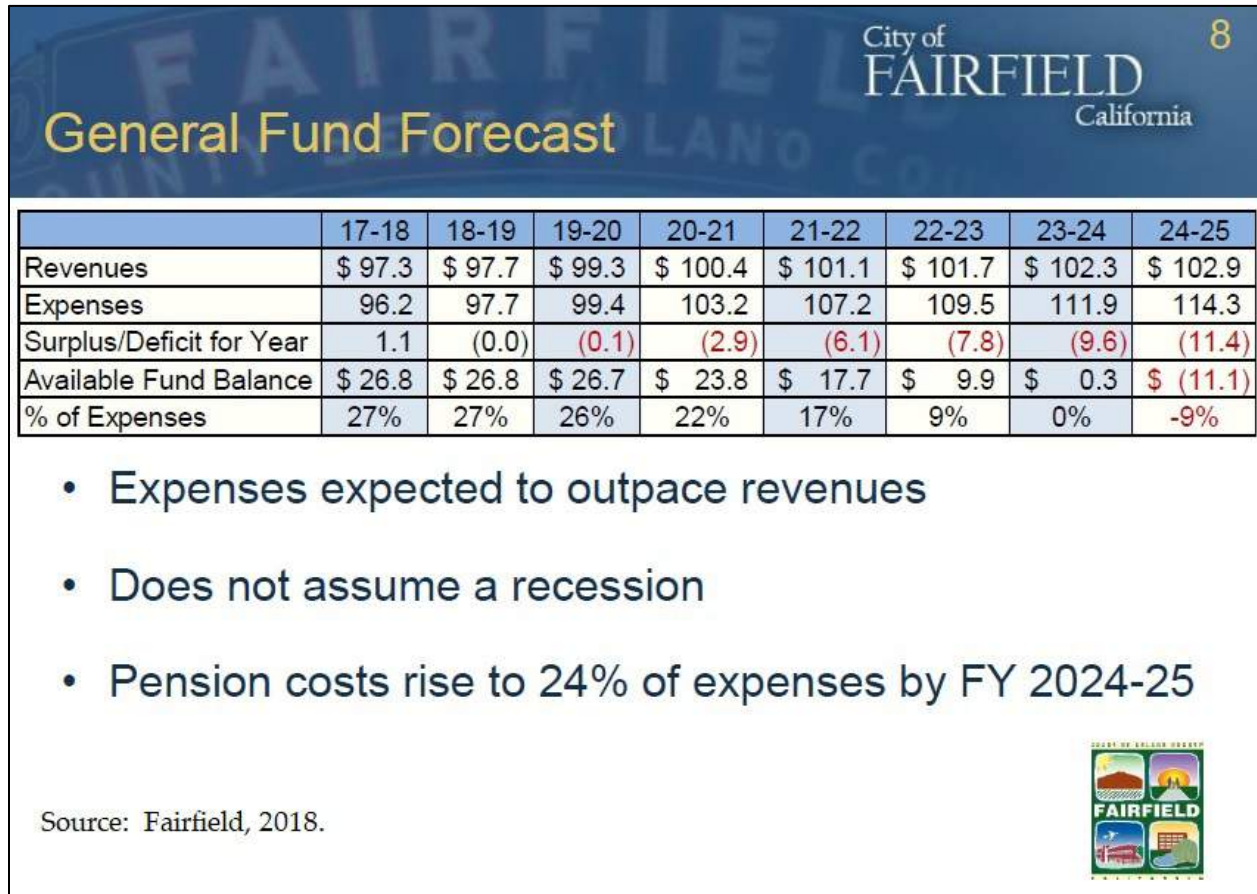


Table 8-2: Summary of Determinations on Revenues, Expenditures, and Net Position

Indicator	Score	Determinations
Revenues exceed expenditures in 50% of studied fiscal years	●	Total revenue exceeded expenditures in FY 15/16 and 16/17
Increases or decreases in net position	●	Changes to the Net Position tend to be highly variable and Fairfield Net Position increased by \$28 million from FY 15/16 to 16/17.
Key to score:		
●	Above average (compared to similar cities)	
●	Average	
●	Below average	
●	Statement of Fact (Not rated)	

8.4: Capital Improvement Plan

The City has a Capital Improvement Plan as part of its FY 17/18 Budget. The City has \$570 million in net assets (i.e. those assets that exceed liabilities) (Fairfield Financial Report CAFR, 2017), as described in Table 7-10 in Chapter 7 of this MSR. The City's long-standing policy on capital improvements is that growth pays its own way (see Policies PF 2.1 to 2.3 in the General Plan Public Facilities and Services Element). Generally, as long as capacity is available, municipal utilities and services can be extended to annexed areas provided the property owner/developer is able to afford it. In general, new development pays its own way with regard to services and facilities and has a positive impact on the City's budget. However, if new development is located where it will be inefficient for the City to provide services, then provision of services could be more expensive than anticipated. A key component in the City's evaluation of an annexation proposal will be to ensure that facilities provided by the City can be efficiently provided. Therefore, it is important that future annexations be timed and located so that facilities can be extended in a cost-effective manner and with the least impact on the ability to serve development within the existing city limits. The City of Fairfield typically uses a combination of funding sources to finance the construction of public facilities, including fees, taxes, bonds, developer contributions, special districts, and State/Federal programs (Fairfield, 2017a). In 2017 and 2018 highlights of the Capital Improvement Program include investments in city parks, improvements to commuter transit service, maintenance on the water treatment plant, and investments in city-wide infrastructure and streets (Fairfield, 2018). Additionally, in 2017 Fairfield developed a new Five-Year Capital Improvement Program in accordance with standards established by the Government Finance Officers' Association.

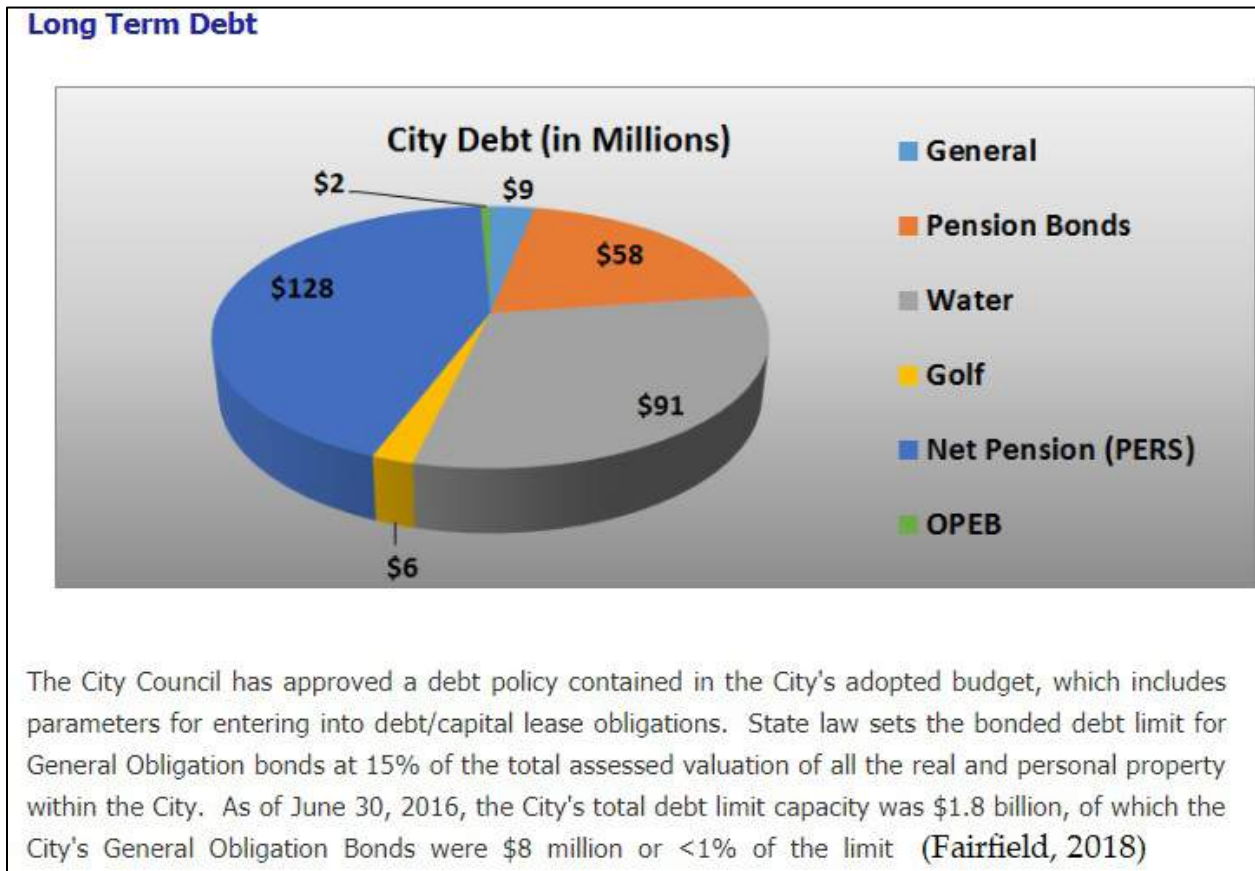
8.5: Reserves

In California, many cities have accumulated reserves. There are no standards guiding the size and use of reserve funds. Reserve funds are useful for Fairfield because their contribution towards major expansion projects reduces the potential need to accumulate a high debt load. Fairfield's policy regarding General Fund reserves is established at a level of 20% of expenditures. The City was able to replenish reserves in FY 16/17 for future pension costs, street and facilities maintenance, and technology upgrades. As shown in Figure 8-5 above, the available fund balance for FY 17/18 is \$26.8 million. The level of reserves is expected to decline annually until the year 2024 when reserves are projected to be negative. This decline may be partially attributed to recent changes by CalPERS in its discount rate, which are expected to result in significantly higher pension costs for the City in the future and Fairfield has taken steps to address this issue.

Outstanding Debts and Liabilities

Long Term Liabilities includes the outstanding obligations for the City, including the City’s long-term debt for pensions, compensated absences, claims outstanding and bonded debt. Current Liabilities represents line items expected to be paid with cash within one year, including accounts payable, interest payable and unearned revenue. In FY 16/17 the City’s total long-term debt (business and governmental activities) was \$319,000,000 and this is expected to decline to \$294,000,000 in FY 17/18 as shown in Figure 8-6, below. Credit worthiness of a municipality is often reflected by its bond rating and Fairfield maintains a good credit rating on all of its debt issues, as evidenced by the AA- rating assigned by Standard and Poor’s to its Pension Obligation Bonds (with AAA being the highest rating) (Fairfield 2017b).







Figure 8-6.



Rates

The City offers a variety of services and facilities to the Public. The City adopts a fee and schedule and publishes the schedule on its website. Departments that charge fees to recover the costs of services include: Community Development, Fire Department, Parks & Recreation, Police, and Public Works (including Utility Billing). Income resulting from fees services is described in the City’s budget and financial statements. Fees are revised periodically by City Council based upon inflation, indices and studies.

The proposed Pacific Flyway project will become a water customer and will pay Fairfield’s charges for this utility (enterprise) type business service. Additionally, the Pacific Flyway project will pay for the extension of municipal water infrastructure, such as pipelines to the project site. Property tax charged post-development will be allocated to the City of Fairfield, FSSD, and other local agencies as is standard practice. Visitors to the Pacific Flyway Center will pay sales tax on items purchased within the city limits. These taxes will pay for police protection and fire protection services during the life of the project. FSSD will charge the Pacific Flyway project for wastewater treatment, consistent with standard practice for this utility (enterprise) type business service. The City charges Impact fees for new development in the City, consistent with AB 1600.

Table 8- 3: Summary of Rate Determinations		
Rate Indicator	Score	Determinations
Municipal rates were adopted by the City Council during a public meeting		Rates for various City services are tailored specific to each service. Fairfield’s municipal rates are adopted during a public meeting via Ordinance.
Rates are readily available to constituents		The City’s rates and charges for service are transparently displayed in the City’s website at: http://www.fairfield.ca.gov/gov/depts/finance/fiscal_policies_fee_schedules.asp
Key to score:  Above average (compared to similar cities)  Average  Below average  Statement of Fact (Not rated)		

Chapter 9: Status and Opportunities for Shared Facilities

LAFCO is required by the CKH Act to make determinations about status of, and opportunities for, shared facilities. Additionally, LAFCOs describe shared facilities and regional cooperation in municipal service reviews because it is thought that a local government agency's ability to partner with another entity, public or private, in order to accomplish the same level of public service, while splitting the costs to deliver the service will provide an efficiency of service. Ideally, a sharing or cooperative arrangement would yield the same public service at less cost, and with less resources required from a community to pay for those results. Another aim of LAFCO is to avoid the duplication of service. The City of Fairfield's activities related to shared facilities and regional cooperation are described in the following paragraphs.

9.1: SHARED FACILITIES & SERVICES – CITY OF FAIRFIELD

The City has a long history of collaboration with its neighboring government agencies. Most facilities in Fairfield are organized by service. This MSR focuses only on the provision of five services: fire protection, police protection, water service, wastewater service and storm drainage services.

Fire Protection – Shared Facilities

Fire protection services provided by the City are described in Chapter 7 of this MSR. LAFCO's 2012 MSR noted that the City Fire Department participates in a mutual aid system that responds to requests for aid from throughout the county and state. In return, mutual aid is provided to Fairfield when needed. The City Fire Department also has automatic response agreements with neighboring fire agencies, and adjacent fire jurisdictions likewise respond simultaneously to Fairfield calls in close proximity to their fire stations. Each jurisdiction is automatically dispatched upon receiving the initial 911 call (LAFCO, 2012).

Police Protection – Shared Facilities

Police protection services provided by the City are described in Chapter 7 of this MSR. The City does work with several other local police protection agencies to provide mutual aid, if needed, for law enforcement including California Highway patrol, Travis AFB military security, mutual aid with the cities of Vacaville and Suisun City. Additionally, the City Police Division has responded to calls for service outside the City limits to assist the Solano County Sheriff's Office.

Water Service – Shared Facilities

Water service to the City of Fairfield is described in Chapter 7 of this MSR/SOI Update. The City has several key partners that it works with to provide water service including the Solano County Water Agency (SCWA), the Fairfield-Suisun Sewer District (FSSD), the Cities of Vacaville and Vallejo, and the Solano Irrigation District (SID). SCWA contracts with the Solano Project and State Water Project to provide water to the City. Water travels through state infrastructure and SCWA infrastructure along its path to the City of Fairfield. Recycled water which results from the treatment of wastewater by FSSD is delivered to serve large irrigation and industrial customers. Utilizing recycled water is the result of cooperation between the City and FSSD. The North Bay Regional Water Treatment Facility is a shared effort between Fairfield and the City of Vacaville; although the City of Fairfield provides the facility's entire staff. The facility treats water for the use of both cities. Fairfield also cooperates with the City of Vallejo as Vallejo's water system predates the large-scale development of the Fairfield's water capacity. Due to this historical availability of water supplies, Vallejo provides water service to Travis Air Force Base as well as certain suburban residential neighborhoods outside Fairfield's Sphere of Influence. The Solano Irrigation District provides raw untreated water to the City for special purposes, including an out of contract area service (Fairfield, 2017).

Sewer Service – Shared Facilities

The Fairfield-Suisun Sewer District (FSSD) operates and maintains a collection system and treatment plant. The City works with FSSD on the following collaborative activities:

- Fairfield cooperates to allow FSSD to utilize the City billing department, such that the Cities bill for sewer on the city water bill.
- FSSD performs T.V. inspections of city sewer lines.
- FSSD and Fairfield work together to comply with State and regional sewer system regulations.

Storm Drain Service – Shared Facilities

Municipal storm drainage service is described in Chapter 7 of this MSR/SOI Update document. The City works with FSSD on the following collaborative activities related to storm drainage services:

- Fairfield invites FSSD to provide technical staff on storm drain issues.
- FSSD operates and maintains stormwater pump stations (1988 MOU for storm pump).
- FSSD collects and remits storm drain fees for the City of Fairfield.

LAFCO's 2012 MSR for Fairfield recognized that since storm drainage is a highly localized situation, which varies from neighborhood to neighborhood, opportunities for sharing storm water facilities are limited between municipalities. However, the City has noted there are opportunities for shared facilities and operations which can continue to be addressed as funding and staff resources allow, as listed below:

- Cooperation and support of Solano County efforts to address long term flooding issues at the Downtown County Government Center.
- Coordination with Suisun City to address maintenance in stream corridors shared by both cities (Laurel Creek and the Union Avenue ditch).
- Working with the Army Corps of Engineers on addressing Suisun Marsh channel capacity issues.
- *Data source: Fairfield, 2017.*

9.3: JOINT POWER AUTHORITIES

Effective January 1, 2017, Government Code §6503.6 and §6503.8 require LAFCO to be a repository for all Joint Powers Authority Agreements (JPA) within a county that relate to the provision of municipal services. Municipal services provided by Fairfield through joint-power authorities/Agreements include the following:

- North Bay Regional Water Treatment Plant – potable water services with the City of Vacaville
 - Community Action Partnership (CAP) Solano Joint Powers Authority – homelessness
 - Fairfield-Suisun Sewer District – sewer services
 - Solano Transportation Authority – congestion management agency
 - Tri City and County Cooperative Planning Group – open space planning and funding
 - Vacaville – Fairfield – Solano greenbelt authority – open space planning
- (Data Source: City of Fairfield, 2013a; H.A.S., 2018; City of Fairfield, 2010; City of Fairfield, 2013b)



9.4: COST AVOIDANCE

This section highlights cost avoidance practices given necessary service requirements and expectations. Ideally, proposed methods to reduce costs would not adversely affect service levels. In general, municipal water systems have a fixed cost associated with infrastructure, operations and maintenance and has a variable cost related to demand. Given these constraints, Fairfield

pursues an array of cost avoidance techniques that each contributes incrementally towards keeping costs at a reasonable level. Specifically, Fairfield carefully utilizes its budgeting processes to serve as one means to avoid unnecessary costs. Additionally, Fairfield’s accounting policies provide a consistent treatment of expenditures and review thereof. Also, Fairfield participates in the six joint powers authorities as listed above to reduce costs. Additionally, regular maintenance of infrastructure is a key component of avoiding unnecessary costs. Fairfield works to meet all federal, State and local regulations, eliminate public exposure to wastewater, and assess and upgrade preventive maintenance programs. These efforts are notable.

Employee salaries and benefits represent a significant portion of Fairfield’s costs. Fairfield works to reduce costs associated with labor by comparing its salary rates by staff classification with comparable City’s, as part of its human resource duties, by participating in CALPERS and the JPA. When employees retire, there are costs associated with re-filling these positions and Fairfield works to ensure continuity and training.

9.2: DETERMINATIONS: STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

Table 9-2: Summary of Shared Facilities Determinations		
Indicator	Score	Determination
The Agency collaborates with multiple other agencies for the delivery of services within its boundary.		Fairfield shares facilities and services with many neighboring local government agencies including SID, FSSD, and the Cities of Vallejo, Benicia, and Vacaville when providing fire protection, police protection, water, and sewer service. It is recommended that the City continue to be open to new opportunities to provide service in a collaborative manner. The City can assess new collaborative ideas as they arise and as potential future constraints necessitate new practices.
If projects or delivery of services involve other agencies or overlapping geographic areas, the City should formalize any coordination in a shared		It is recommended that the City should continue to coordinate capital projects with agencies that also have infrastructure within proposed project areas in an effort to split costs.

<p>facilities/services agreement, or other appropriate instrument, in order to provide details and conditions for how services delivery will be conducted and shared between the agencies.</p>		
<p>Agreements for mutual aid or any other appropriate agreement (i.e., Tax Sharing Agreement) should be periodically reviewed to ensure fiscal neutrality.</p>	●	<p>Cooperative efforts such as mutual aid agreements, joint use agreements, and tax sharing agreements likely save Fairfield some money; however, it is recommended that such cooperative activities be periodically assessed for efficiency.</p>
<p>Other practices and opportunities that may help to reduce or eliminate unnecessary costs are examined by the City periodically.</p>	●	<p>It is recommended that when the next MSR is prepared for the City, that other practices and opportunities that may help to reduce or eliminate unnecessary costs are studied in more detail. There was insufficient data to include such an analysis within this MSR.</p>
<p>Key to score:</p> <ul style="list-style-type: none"> Above average (compared to similar cities) Average Below average Statement of Fact (Not rated) 		

Chapter 10: LAFCO Policies Affecting Service Delivery

Cortese-Knox Hertzberg allows LAFCOs to establish policies to implement the law and process applications. Solano LAFCO has implemented eleven standards, six mandatory standards which mirror the requirements of CKH, and five discretionary standards. Application of discretionary standards lies with the Commission. There are no other aspects of municipal service required to be addressed in this report by LAFCO policies that would affect delivery of services.

Chapter 11: SPHERE OF INFLUENCE UPDATE

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11.1: SPHERE OF INFLUENCE BACKGROUND INFORMATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update the Sphere of Influence (SOI or Sphere) for each of the special districts and cities within the county. Solano LAFCO is being asked to consider the City of Fairfield’s adjusted SOI boundary at this time in conjunction with its review of the updated MSR (presented in Chapters 3-10 of this document).

In determining the Sphere of Influence for an agency, LAFCO must consider and prepare written determinations with respect to four factors [Government Code §56425(e)]. These factors relate to the present and planned land uses including agricultural and open-space lands; the present and probable need for public facilities and services; the present capacity of public facilities and adequacy of public services; the existence of any social or economic communities of interest in the area and, for agencies that provide sewer, water or structural fire protection, the present and probable need for those services for any disadvantaged unincorporated communities within the

sphere. Commission policies require adequate urban services be available to areas proposed for change of organization or reorganization (Solano LAFCO, 2013).

Sphere of Influence Options

The intent of an SOI is to identify the most appropriate areas for an agency's service area in the *probable future*. Pursuant to Solano LAFCO policies relating to SOIs, LAFCO discourages inclusion of land in an agency's Sphere if a need for services provided by that agency cannot be demonstrated. Accordingly, territory included in an agency's Sphere is an indication that the probable need for service has been established, and that the subject agency has been determined by LAFCO to be the most logical service provider for the area.

There are a number of ways to look at Spheres of Influence. One option is to consider growth and development and the need for municipal services over time. Under Solano LAFCO policies, a *Near Term Sphere Horizon* considers a five-year window (i.e., from the present to five years from now). A *Long-Term Sphere Horizon* considers growth and development and the need for municipal services within approximately five to a twenty-year window (Solano LAFCO, 2013).

A second option is to determine an agency's ability to provide municipal services beyond its current boundary. For a City that does not plan to provide municipal services beyond its present boundary, a Sphere boundary that is the same as the agency boundary is called a *Coterminous Sphere of Influence*.

A third option is related to reducing the current Sphere of Influence of an agency by adopting a *Minus Sphere of Influence* (or Reduced Sphere of Influence) by excluding territory currently within an agency's Sphere.

A fourth option relates to Sphere areas for which municipal services are not intended to be provided; that is, areas within a Sphere which will remain undeveloped (such as open space or 'protected lands'). Such an area is a special case and requires the agency to demonstrate why an area should be included within a Sphere for which no municipal services will be provided.

LAFCO also has the ability to determine a *Zero Sphere of Influence* for a City or District, signaling that the City or District does not have the wherewithal, governance capability, financial means, and/or operational capability to provide the municipal services for which it was formed, and should be dissolved or its function(s) reallocated to another agency.

Solano LAFCO has an additional category related to Spheres called *Areas of Concern*. Areas of Concern are defined as "a geographic area beyond the sphere of influence in which land use decisions or other governmental actions of one local agency impact directly or indirectly upon another local agency."

Presented within this Chapter is a proposal to update the Sphere of Influence for the City of Fairfield, for which Solano LAFCO is the principal LAFCO.

Summary of Sphere Update Process

The Commission heard a presentation about the Pacific Flyway project during their February 26, 2018 meeting. Subsequently, LAFCO began the process to update the municipal service review for Fairfield as presented in Chapters 1-10 of this document. The updated MSR serves as the foundation for consideration of this sphere of influence update. The existing SOI for the City of Fairfield is described in Chapter 3 of this document as it relates to the provision of municipal services. The information presented herein may assist the Commission in considering next steps. The Commission will hold a public hearing and adopt written statements of fact regarding the SOI prior to adopting any updates.

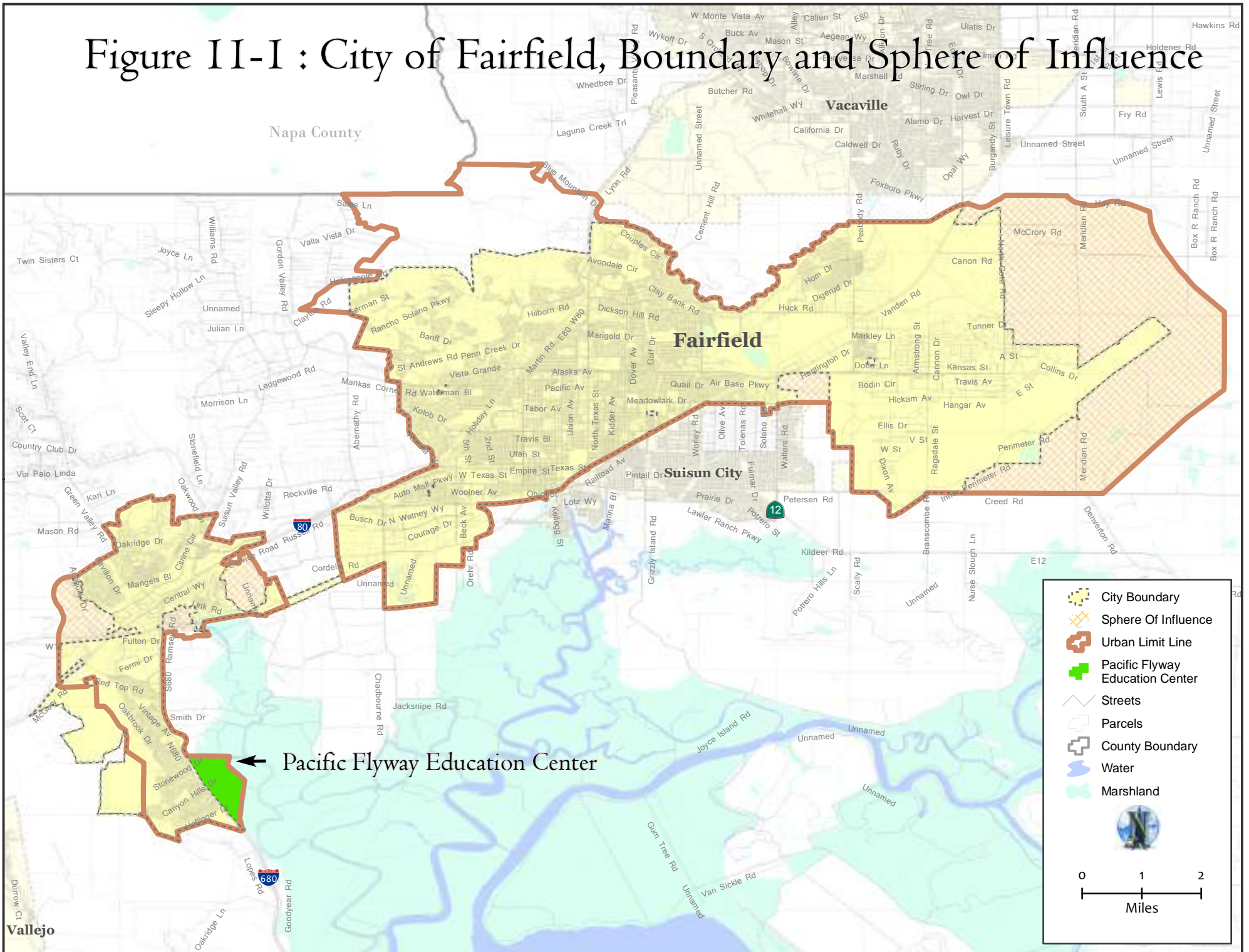
11.2: EXISTING SPHERE OF INFLUENCE

The City’s sphere of influence was originally established by the Commission (LAFCO) in the 1970s and last updated by the Commission in 2004 as described in Resolution 04-05. There have been no amendments since then. See all Amendments Since 1980 in Table 11-1 below.

Year	Name of SOI Amendment
1992	SOI Revision, consistency with Urban Limit Line
1988	SOI Revision, include Cordelia Weigh Station
1985	SOI Revision, include Rancho Solano
2004	SOI Revision-Fairfield General Plan and Measure L
<i>Data Source: LAFCO MSR, 2012</i>	

Fairfield’s sphere of influence is almost coterminous with its boundary line and encompasses a total of 11.23 square miles as shown in Figure 11-1. The difference between the SOI and the boundary is a handful of areas surrounding the city limits with the largest section located in the northeast area of the city limits, adjacent to Travis Airforce Base. A significant portion of this area is within the Travis Airforce Base Study Area for Fairfield (Solano LAFCO, 2008).

Figure II-1 : City of Fairfield, Boundary and Sphere of Influence



11.3: SPHERE OF INFLUENCE UPDATE – PROPOSED EXPANSION

To accommodate the proposed Pacific Flyway Center, the City and LAFCO are considering the expansion of the City’s SOI as summarized in Table 11-2 below.

Table 11-2: Size of the City’s SOI			
	Existing SOI	Proposed Addition to the SOI	Proposed Total SOI
Acres	7,189	278.83	7,467.83
Square miles	11.23	0.44	11.67
<i>Data Source: Solano County GIS</i>			

Urban Limit Line

In 2003, the voters of the City of Fairfield approved Measure L, an Initiative which affirmed the Urban Limit Line established in the new General Plan until 2020. Amendments to this Urban Limit Line generally require approval of the voters (LAFCO, 2012). In November 2016 Fairfield’s voters approved Measure T with 73 percent of voters approving the measure (SC Registrar, 2016). Measure T revised the Urban Limit Line and amended and reaffirmed certain City General Plan policies to allow the property located near 1-680 and Gold Hill Road to be annexed into the City for an open space preserve and interpretive center. The full text of Measure T is provided in Appendix E of this document. This project is commonly referred to as the Pacific Flyway Center. Figure 11-2, below, shows the location of the Urban Limit Line that voters approved as part of Measure T in 2016.

Figure 11-2: Measure T, Urban Limit Line (Voter Approved, 2016)

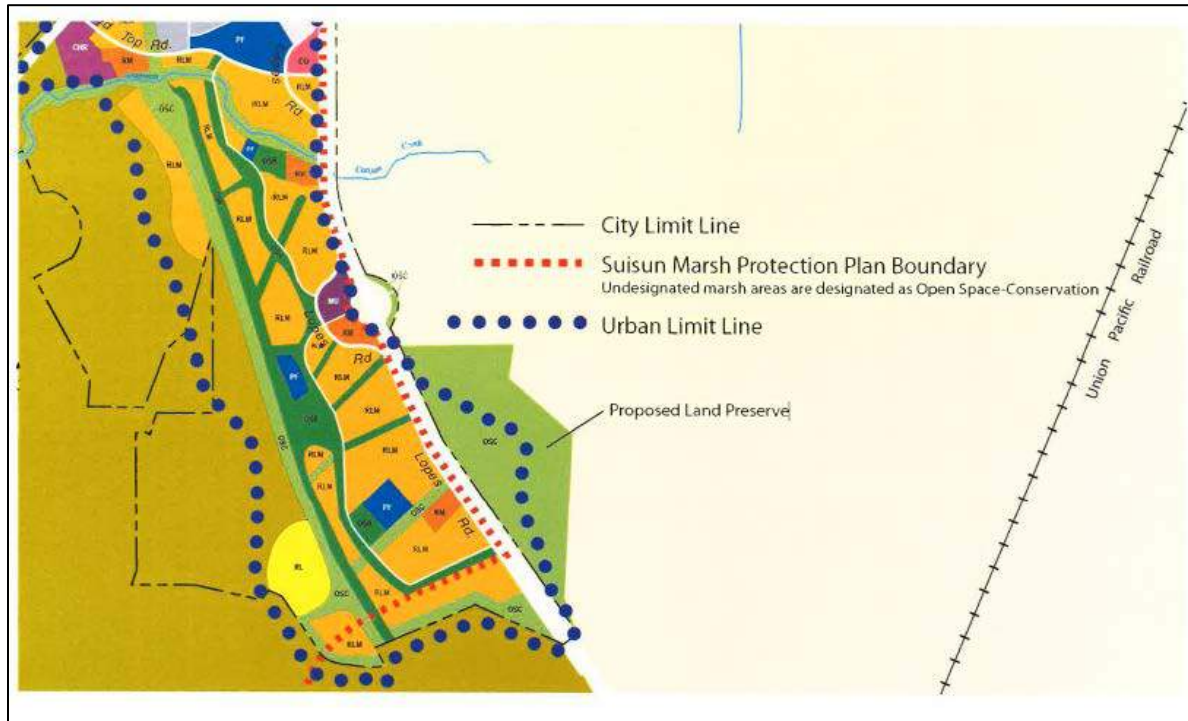
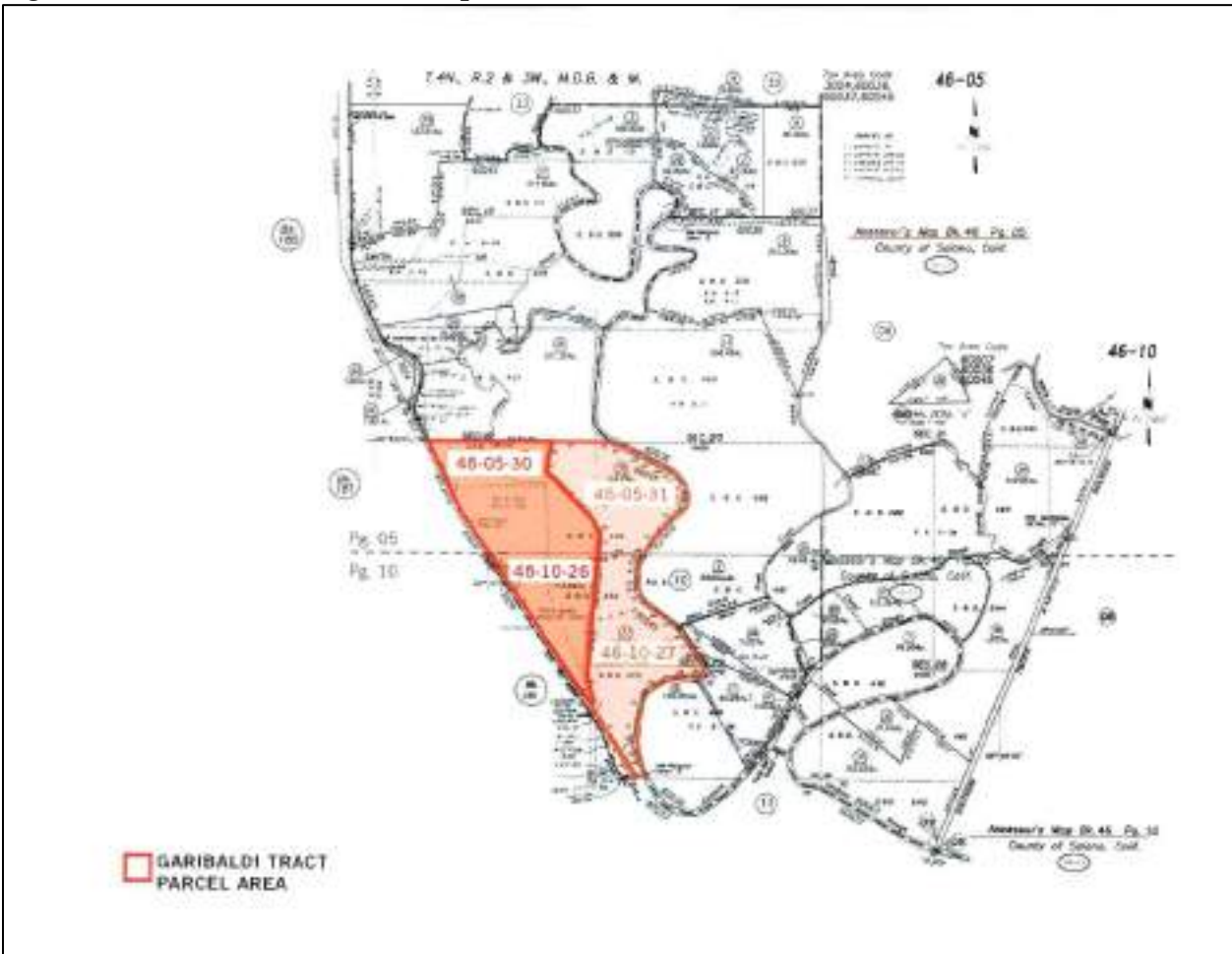


Figure 11-3 below was included as part of Measure T and shows the two parcels in dark orange proposed to be annexed into the City to receive municipal services (46-05-30 and 46-10-26). Figure 11-3 also shows the two adjacent parcels in light pink (46-05-31 and 46-10-27) that are not within the Urban Limit Line and are proposed to remain unincorporated.

Figure 11-3: Measure T, Parcels Proposed for Annexation



The Urban Limit Line approved by voters as part of Measure T includes a significant portion of the two parcels (Assessor Parcel Numbers 46-05-30 and 46-10-26) proposed for inclusion in the SOI.

Pacific Flyway Center – Project Description

The project proponents and the City of Fairfield propose to add 280 acres to the City’s sphere of influence, with an intention to annex the area to allow the provision of municipal services. Within this area, 8.3 acres would be developed with a 125,000 sq. ft. visitor education and interpretive center, wildlife theater, gift shop and food service facilities, maintenance area, and driveways and parking areas. Roughly 124 acres of the site would be enhanced as an outdoor wildlife habitat viewing area, to be known as the “Walk in the Marsh”. The landscaped enhancements include the creation, restoration and enhancement of ponds, wetlands, wildlife viewing overlooks, raised boardwalk pathways, pervious pathways, and water conveyance system. The remaining 146.53

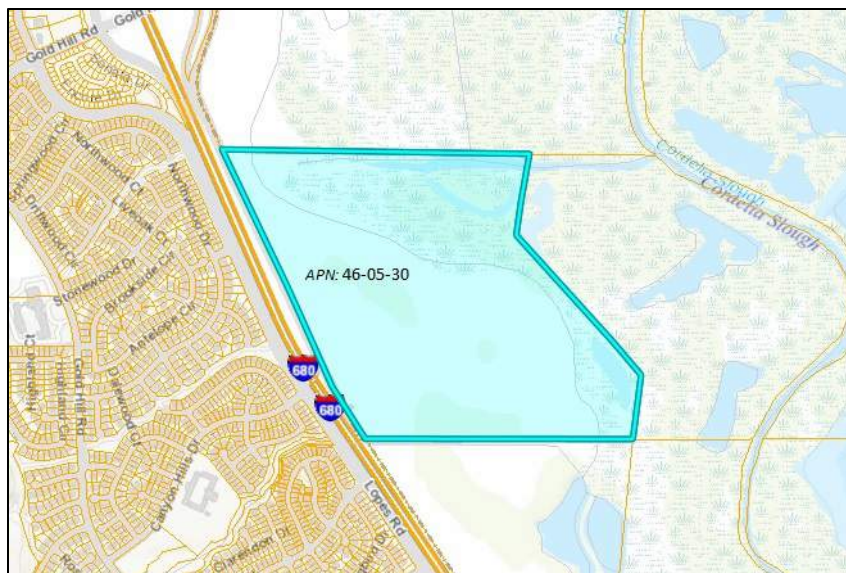
acres would be retained in their current undeveloped state. The complete project description for the proposed Pacific Flyway Center is provided in Appendix F of this document. If the Commission chooses to allow expansion of the City’s SOI to include the subject site, it is anticipated that the City and the project sponsors (Pacific Flyway Foundation, Ducks Unlimited, Audubon Society, CA Waterfowl Association, University CA of Davis) will complete the following next steps:

- Annexation
- and amendments to the Comprehensive Annexation Plan for the City of Fairfield
- Pre-Zone and Zone Change
- Conditional Use Permit
- Development Review
- Secondary Marsh Development Permit
- (Potential) Primary Marsh Development Permit
- Development Agreement

Description of NorthWest Parcel (46-05-30)

As part of the Pacific Flyway Center development, the project sponsors and the City of Fairfield have proposed to expand the City’s SOI to include Assessor’s Parcel Number 46-05-30. This is a 165.49-acre parcel located next to Ramsey Road and east of and adjacent to 1-680 as shown in Figure 11-4, below. This parcel is currently within the unincorporated part of Solano County. The County’s General Plan (described in Chapter 2) designates this parcel as “Agriculture (AG)”. The County Zoning Ordinance zones this parcel as “Marsh Preservation (MP)”. The Census ID for this parcel is 2522.020. This parcel is within Tax Rate Area Code Number 60045. This parcel is not within an agricultural preservation contract (Williamson Act contract). A detailed parcel report from Solano County is provided in Appendix G.

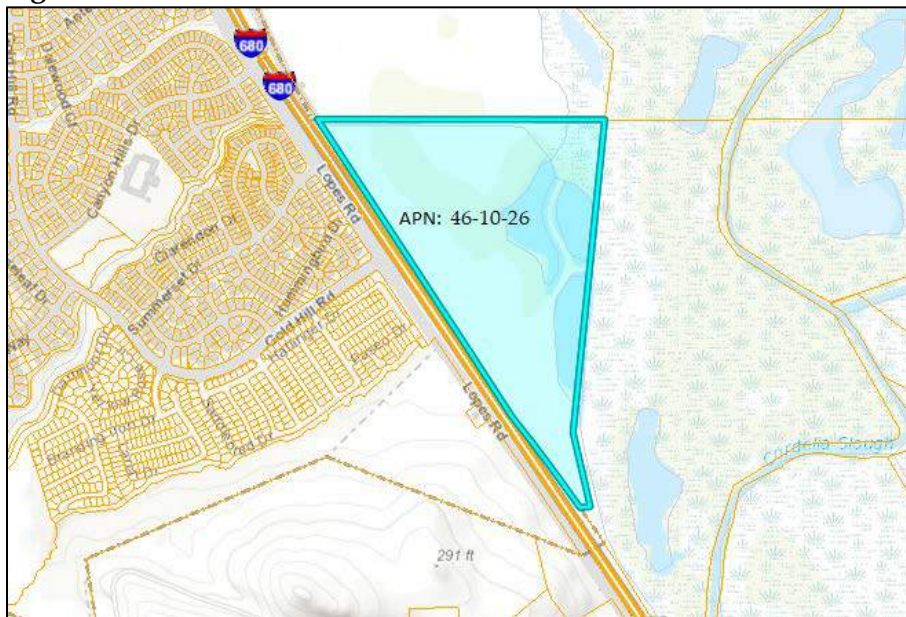
Figure 11-4: Parcel 46-05-30



Description of SouthWest Parcel (46-10-26)

As part of the Pacific Flyway Center development, the project sponsors and the City of Fairfield have proposed to expand the City’s SOI to include Assessor’s Parcel Number 46-10-26. This is a 112.89-acre parcel located next to Ramsey Road and east of and adjacent to 1-680 as shown in Figure 11-5, below. This parcel is currently within the unincorporated part of Solano County. The County’s General Plan (described in Chapter 2) designates this parcel as “Agriculture (AG)”. The County Zoning Ordinance zones this parcel as “Marsh Preservation (MP)”. The Census ID for this parcel is 2522.020. This parcel is within Tax Rate Area Code Number 60045. This parcel is not within an agricultural preservation contract (Williamson Act contract). A detailed parcel report from Solano County is provided in Appendix G.

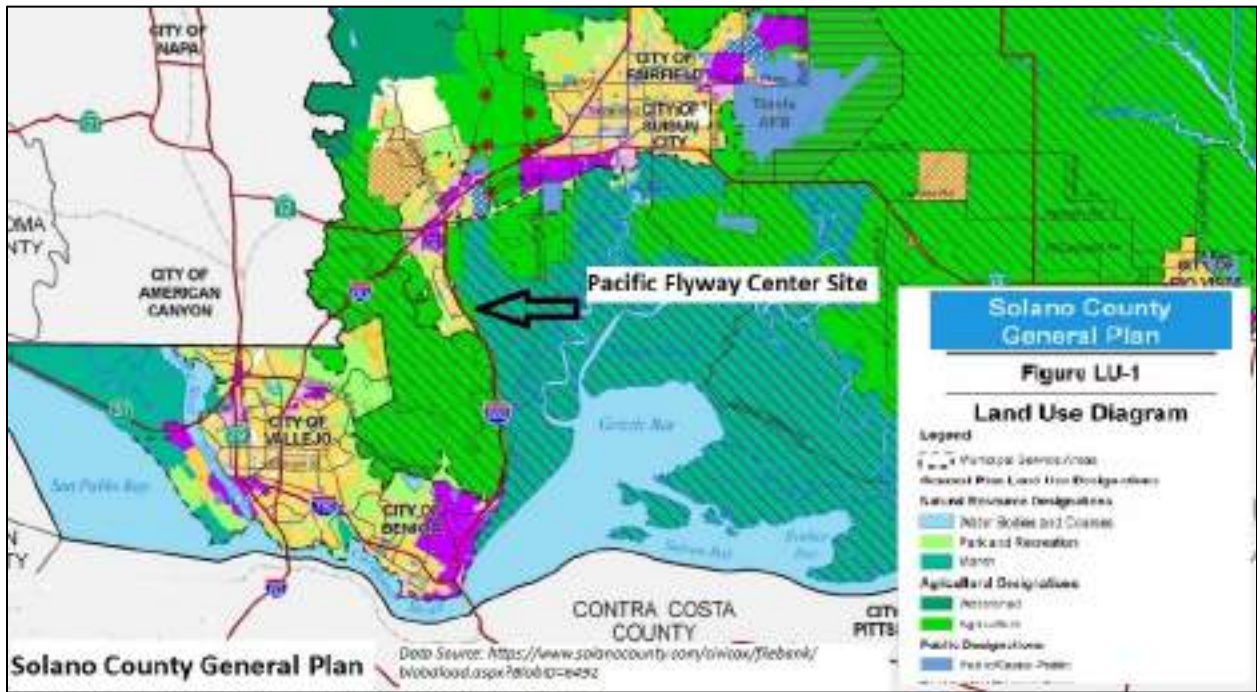
Figure 11-5: Parcel 46-10-26



Solano County Agricultural General Plan Designation

The two parcels proposed for annexation (APNs 46-05-30 and 46-10-26) currently fall under the jurisdiction of the Solano County General Plan which provides them an Agricultural designation. The Agricultural General Plan category indicates that the areas are intended for the practice of agriculture as the primary use, including areas that contribute significantly to the local agricultural economy, and allows for secondary uses that support the economic viability of agriculture. Agricultural land use designations protect these areas from intrusion by nonagricultural uses and other uses that do not directly support the economic viability of agriculture. Agricultural areas within Solano County include both irrigated and dryland farming

and grazing activities. Agriculture-related housing is also permitted within areas designated for agriculture to provide farm residences and necessary residences for farm labor housing.



In summary, the proposed Pacific Flyway Center encompasses four parcels with APNs: 46-05-30, 46-10-26, 46-05-31, and 46-10-27. Two of the parcels (46-05-30 & 46-10-26) are proposed for inclusion into the City’s SOI. The remaining two parcels (46-05-31 & 46-10-27) would continue to be in the jurisdiction of Solano County. A detailed description of each of the four parcels is provided in a report from the County’s GIS database as shown in Appendix G of this document. A summary of the four parcels and their relationship to the proposed Pacific Flyway Center is shown in Table 11-3, below.

Table 11-3: Summary of Parcels Included in the Pacific Flyway Center Project

Assessor’s Parcel Number	46-05-30	46-10-26	46-05-31	46-10-27
Proposed for Inclusion in the City SOI?	Yes	Yes	No	No
Included within the Urban Limit Line?	Yes, partially	Yes, partially	No	No
Proposed to be developed as part of Pacific Flyway Visitor Center	Yes	Yes	No	No
Size in acres	165.49	112.89	124.67	156.3
Proposed fire protection services	City of Fairfield Fire Dept.	City of Fairfield Fire Dept.	Not yet finalized*	Not yet finalized*

Assessor's Parcel Number	46-05-30	46-10-26	46-05-31	46-10-27
Proposed police protection services	City of Fairfield Police Dept.	City of Fairfield Police Dept.	Solano County Sheriff	Solano County Sheriff
Proposed water service	<ul style="list-style-type: none"> ▪ Municipal treated water from City of Fairfield ▪ Raw water from SID for landscape irrigation ▪ existing on-site 15gpm well 	<ul style="list-style-type: none"> ▪ Municipal treated water from City of Fairfield ▪ Raw water for landscape irrigation ▪ existing on-site 15gpm well 	None	None
Proposed municipal sewer service	FSSD	FSSD	None	None
Proposed land-use authority	City of Fairfield	City of Fairfield	Solano County	Solano County
Proposed Zoning	City pre-zoning (Open Space Conservation)	City pre-zoning (Open Space Conservation)	County: MP (Marsh Preservation)	County: MP (Marsh Preservation)

11.4: SOI DETERMINATIONS

In reviewing Fairfield’s MSR update and SOI, LAFCo must consider and prepare determinations for the following four factors pursuant to Government Code Section 56425 of the 2000 Cortese-Knox-Hertzberg Act:

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







Recommendation 11.1 – LAFCO’s Executive Officer has considered the information provided in this MSR/SOI Update and recommended the following: The City of Fairfield’s Sphere of Influence should be expanded to include the two parcels (46-05-30 & 46-10-26) containing the Pacific Flyway Visitor Center and associated infrastructure. The determinations listed below support the Executive Officer’s recommendation. If the Commission chooses a different option, the suggested determinations provided below can be modified to support the Commission’s preferred option.

Present and Planned Lands Uses

LAFCO is required to make a determination as it updates the City’s SOI, regarding the present and planned lands uses in the area, including agricultural and open space lands. The existing land use within the City’s existing boundaries is described in Chapter 3. The existing land use within the City’s existing SOI is described in LAFCO’s 2004 SOI update. The existing land use on the two parcels proposed for inclusion in the SOI is discussed in Section 11.3, above. The potential environmental impacts associated with the proposed SOI expansion have been analyzed by the City of Fairfield as part of the (July, 2018) Initial Study and Negative Declaration that the City prepared. CEQA requirements related to the MSR/SOI Update are described in Chapter 2, Introduction, of this document.

Table 11-4: SOI Determinations for Present and Planned Lands Uses

Indicator	Score	Determination
Present and planned land uses in the area	●	<ul style="list-style-type: none"> ▪ This Sphere Amendment \ Update is focused on the addition of the Pacific Flyway Project land into the Fairfield SOI. The City and LAFCo will prepare an update of the MSR and SOI for the entire sphere for the City in the near future. ▪ Presently land use on the two parcels proposed for inclusion in the SOI (APNs 46-05-30 and 46-10-26) consist mostly of vacant land that was formerly utilized as a duck club. One outbuilding exists on-site. ▪ Planned land uses, including a visitor center and associated facilities, are appropriate for serving existing and future residents of and visitors to the City. ▪ The City’s General Plan’s main concept is to preserve and enhance the City’s desired physical character with well-balanced patterns of growth and development, while creating safe and viable neighborhoods. Planned land uses within the City include low, medium and high density residential, office, retail, industrial, commercial and agricultural/open space. ▪ The Land Use Diagram illustrates the City’s current General Plan Land Use Designations. ▪ Measure T was approved by 73 percent of registered voters in the City in November 2016 to



Indicator	Score	Determination
		<p>amend the Urban Limit Line to include the proposed Pacific Flyway Center project site.</p>
<p>Potential effects on agricultural and open-space lands</p>		<ul style="list-style-type: none"> ▪ The City of Fairfield’s General Plan includes goals, policies and implementing programs aimed at managing growth and conserving open space and agricultural land. ▪ As part of the proposed Pacific Flyway Center, approximately 8.3 acres of vacant land will contain new development of the visitor’s center including the visitor education and interpretive building, maintenance area, parking areas and driveways, and associated landscaping. ▪ There are no existing Williamson Act Contracts associated with the four parcels that are part of the Pacific Flyway project (So Co GIS, 2018).
<p>Opportunity for infill development rather than SOI expansion</p>		<ul style="list-style-type: none"> ▪ Given the unique educational aspects of the Pacific Flyway Center and its emphasis on the natural environment; specifically, the Pacific Flyway and associated habitat, there are very few locations in the greater SF Bay Area that could accommodate this project. ▪ Infill development would not be appropriate for this project because a natural environment is needed to fulfill the project’s educational and habitat restoration goals.
<p>Solano County Airport Land-use Commission</p>		<p>The Solano County Airport Land-use Commission is described in Chapter 5 of this document.</p>
<p>Solano County Multi Species Habitat Conservation Plan (HCP)</p>		<p>The Solano County Multi Species Habitat Conservation Plan (HCP) is described in Chapter 5 of this document.</p>
<p>Potential environmental impacts</p>		<ul style="list-style-type: none"> ▪ The potential environmental impacts associated with the proposed SOI expansion have been analyzed by the City of Fairfield as part of the (July, 2018) Initial Study and Negative Declaration that the City prepared. ▪ LAFCO is a responsible agency under CEQA.
<p><i>Key to score:</i></p>  <i>Statement of Fact (Not rated)</i>		

Present and Probable Need for Public Facilities and Services in The Area

LAFCO is required to make a determination as it updates the City’s SOI, regarding the present and probable need for public facilities and services in the area. Existing public services and public facilities within the City’s boundaries is described in Chapter 7. Public services and public facilities within the City’s existing SOI is described in LAFCO’s 2004 SOI Update document. Currently the two parcels proposed for inclusion in the City’s SOI do not receive water, sewer, fire protection or police protection services. There are no public facilities located on the two parcels.

Table 11-5: SOI Determinations for Present and Probable Need for Public Facilities & Services

Indicator	Score	Determination
Services Provided	●	<ul style="list-style-type: none"> ▪ The City currently provides and/or contracts for adequate services to meet the needs of the existing customers of 116,156 for fire services, 110,953 for polices services, 30,716 water connections, and roughly 54,000 sewer connections. Services provided by the City of Fairfield directly include water, fire protection, police protection, and wastewater as described in Chapter 7. ▪ The Fairfield Suisun Sewer District provides wastewater treatment services to Fairfield residents and businesses.
Present and probable need for public facilities and services in the area related to wastewater, water, fire protection, and police protection services	●	<ul style="list-style-type: none"> ▪ Sewer service is proposed to be provided by the Fairfield Suisun Sewer District for the Pacific Flyway Visitor’s Center located on parcels 46-05-30 and 46-10-26. The two remaining unincorporated parcels do not currently and would not in the future receive sewer service. ▪ Treated municipal water and raw service is proposed to be provided by the Fairfield water utility for the Pacific Flyway Visitor’s Center located on parcels 46-05-30 and 46-10-26. Additionally, the restored ponds located on these parcels could be managed using raw water from on on-site well or from a municipal pipeline. Although the two remaining unincorporated parcels do not currently receive water service, they do contain marsh and pond habitats.

Indicator	Score	Determination
		<ul style="list-style-type: none"> ▪ Fire protection service for proposed SOI expansion to be within the City Limits will be provided by the Fairfield Fire Department. Fire protection Services for the two parcels located directly east (APNs 46-05-31 and 46-10-27) are currently provided services by the Cordelia Fire Protection District and this arrangement might continue in the future. ▪ Police projection services for proposed SOI expansion to be within the City Limits will be provided by the Fairfield Police Department. Police protection Services for the two parcels located directly east (APNs 46-05-31 and 46-10-27) are currently provided services by the Solano County Sheriff and this arrangement might continue in the future. ▪ The proposed Pacific Flyway Center is a new development within the City and would lead to increases in the visitor population and the need for an incremental addition to existing public services to service this population. The anticipated tax base and payment of development impact fees for the new development provide the necessary funding for expanded City services. ...
<p>Location of facilities, infrastructure and natural features</p>		<ul style="list-style-type: none"> ▪ Wastewater pipes managed by the City are currently located across I-680 and will be extended to project site under freeway to the project site. ▪ The Wastewater Treatment Plan, managed by the Fairfield Suisun Sewer District is located 1010 Chadbourne Rd, Fairfield, CA 94534. ▪ The nearest fire station operated by the City of Fairfield Fire Department is located at 600 Lopes Road and will have an estimated response time of under 5 minutes. ▪ The nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street and the Pacific Flyway project site is located 10 miles away. The Police Department patrols the area and response times vary.
<p><i>Key to score:</i></p> <p> <i>Statement of Fact (Not rated)</i></p>		

Present Capacity of Public Facilities and Adequacy of Public Services

LAFCO is required to make a determination as it updates the City’s SOI, regarding the present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide. The capacity and adequacy of public services and public facilities within the City’s boundaries is described in Chapter xx. The capacity and adequacy of public services and public facilities within the City’s existing SOI is described in LAFCO’s 20xx SOI Update document. Currently the two parcels proposed for inclusion in the City’s SOI do not receive water, sewer, fire protection or police protection services.

Table 11-6: SOI Determinations for Capacity of Public Facilities and Adequacy of Public Services		
Indicator	Score	Determination
Present capacity of public facilities and adequacy of public services related to wastewater, water, police protection, and fire protection services	●	<ul style="list-style-type: none"> ▪ The public facilities and services provided by the City are adequate to meet the needs of the current population and would be improved so as to meet the needs of future visitors to the Pacific Flyway Center as described in Chapter 7 of this MSR. ▪ The City’s Capital Improvement Plan (CIP) aids in providing enhancements to public facilities or infrastructure for residents as described in Chapter 7 of this document. The annual establishment of the CIP gives the City the ability to plan for future critical needs.
Effects on other agencies	●	<ul style="list-style-type: none"> ▪ Effects on other agencies is expected to be limited and to be within the scope estimated by the City’s General Plan at buildout. ▪ Highways managed by Caltrans may see a slight increase in vehicle miles traveled as visitors travel to see the proposed Pacific Flyway center and this was considered in the City’s CEQA document.
Willingness to serve	●	The City of Fairfield has indicated a willingness to provide municipal services including wastewater, water, police protection, and fire

		protection services to the proposed Pacific Flyway Center.
Geographic proximity to existing municipal services.	●	The proposed Pacific Flyway Center is located adjacent to the City’s boundaries and associated municipal services.
<p><i>Key to score:</i></p> <p style="text-align: center;">● <i>Statement of Fact (Not rated)</i></p>		

Social or Economic Communities of Interest

LAFCO is required to make a determination as it updates the City’s SOI, regarding the existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. Disadvantaged unincorporated communities within the City of Fairfield’s existing boundaries and SOI are described in Chapter 6.

Indicator	Score	Determination
The existence of any social or economic communities of interest in the area	●	<ul style="list-style-type: none"> ▪ DUCs were analyzed in Chapter 6 of this document. ▪ The proposed expansion of the SOI is not anticipated to adversely affect any adjacent social and economic communities of interest.
The present and probable need for water, sewer and structural fire protection of any DUC within the existing SOI.	●	The present and probable need for water, sewer and structural fire protection of any DUC within the existing City SOI are considered in Chapter 6. The proposed expansion of the SOI is not anticipated to adversely affect any nearby DUC.
Potential for consolidations or other reorganizations when boundaries divide communities	●	<ul style="list-style-type: none"> ▪ The proposed expansion of the City’s SOI will align the properties more closely with the City and will not divide any existing communities. ▪ Since the proposed Pacific Flyway Education Center will not divide a community of interest, potential for consolidations or other reorganizations are not necessary at this time.
<p><i>Key to score:</i></p> <p style="text-align: center;">● <i>Statement of Fact (Not rated)</i></p>		

CHAPTER 12: COMMENTS RECEIVED AND RESPONSES TO COMMENTS

12.1: Public Comment Period

The Public Review Draft MSR & SOI Update for the City of Fairfield's Pacific Flyway project was distributed to the City and it was posted to LAFCo's website on October 12, 2018. The Commission held a public meeting on the Draft MSR & SOI Update on October 15, 2018. During the 30-day public comment period from Monday, October 15, 2018 to Friday, November 15, 2018, the public was encouraged to provide comments for staff to review and incorporate into this Final MSR & SOI. Two public comments from the City of Fairfield were received during the public comment period including 1) a one-page letter from the City of Fairfield in letter dated November 13, 2018, and 2) an e-mail message from City of Fairfield Planning Department Amy Kreimeier on October 18, 2018. Details regarding these two comments and LAFCO's response to these comments are provided in the following paragraphs.

Response to Comments

Comment from the City of Fairfield in letter dated November 13, 2018

- The document references a ten-minute Police Department response time to the site in multiple sections throughout the document. This is an incorrect statement.

Response to the City of Fairfield's Comment

- Thank you for your comment. A copy of the City's original comment letter is provided on page 12-2. The MSR & SOI document has been corrected to remove all references to a ten-minute Police Department response time. Edits were made to the following pages:
 - Page 1-6, MSR Determination #23
 - Page 1-11, SOI Determination #25
 - Page 7-24, first paragraph
 - Page 7-52, 3rd row in table (bullet point updated to read as follows: "The nearest police station operated by the City of Fairfield Police Department is located at 1000 Webster Street, approximately 10 miles from the Pacific Flyway project site. The Police Department patrols the area and response times vary.")
 - Page 11-15, last row, last bullet point. Change same as above.

Comment from the City of Fairfield Planning Department Amy Kreimeier via e-mail on October 18, 2018

- I believe the Rancho Solano North area is within the City's sphere of influence. Development for that area is discussed in the general plan.

Response to the City of Fairfield's e-mail Comment

- Please note that Table 3-5 on page 3-8 lists Rancho Solano as added to the City's SOI in 1985. No changes were made to the text of the document based on this comment.



CITY OF FAIRFIELD

Founded 1856

Incorporated December 12, 1901

COMMUNITY DEVELOPMENT DEPARTMENT

Note of Travis Air Force Base

COUNCIL

Mayor

Mark E. Trusek

707-428-7950

Vice-Mayor

Chuck Turner

707-428-8298

Council members

707-428-6788

Parishantani

Call 909-899

Back 909-609

City Manager

David A. White

707-428-7400

City Attorney

Gregory W. Stepanich

707-428-7411

City Clerk

Karen L. Ross

707-428-7388

City Treasurer

Anthony Robinson

707-428-7455

DEPARTMENTS

City File Apps Office

707-428-7400

Community Development

707-428-7407

Finance

707-428-7428

Fire

707-428-7075

Human Resources

707-428-7074

Public & Recreation

707-428-7407

Police

707-428-7563

Public Works

707-428-7495

November 13, 2016

Rich Seithel
Executive Officer
Solano County Local Agency Formation Commission
675 Texas St. Suite 6700
Fairfield, California 94533

Re: Draft City of Fairfield Municipal Service Review and Sphere of Influence Study for the Pacific Flyway Center

Dear Rich Seithel:

Thank you for the opportunity to comment on the draft City of Fairfield Municipal Service Review and Sphere of Influence study for the Pacific Flyway Center. The City of Fairfield has one substantive comment on the draft document.

The document references a ten-minute Police Department response time to the site in multiple sections throughout the document. This is an incorrect statement. The Police Department headquarters are located ten miles from the site. Staff is unable to provide estimated response times to the site as the site is currently out of the Department's service area. The Police Department actively patrols the area and actual response times may vary. I kindly ask that all references to a ten-minute Police Department response time to the site be removed from the final draft of the document.

I appreciate the opportunity to comment on the document. Please contact me by phone at 707-428-7450 or by email at akreimeier@fairfield.ca.gov if you have any questions.

Sincerely

A handwritten signature in blue ink, appearing to read "Amy Kreimeier", with a long horizontal flourish extending to the right.

AMY KREIMEIER
Associate Planner

Note: Please see LAFCO's response on page 12-1

12.2: Prior to Public Meeting

After the 30-day public comment period ended Friday, November 15, 2018 and prior to LAFCo's public meeting on December 10, 2018, two additional comments were submitted to LAFCo.

- Supervisor Monica Brown, District 2 on December 5, 2018 via letter
- Ms. Mary Browning, November 30, 2018, via email

LAFCo's Executive Officer responded to each of these comments in writing prior to the public meeting on December 20, 2018 as shown on the following pages.

MONICA E. BROWN
Supervisor
mebrown@solanocounty.com
(707) 784-3031

675 Texas Street, Suite 6500
Fairfield, CA 94533-6342
Fax (707) 784-6665

www.solanocounty.com

December 5, 2018

BOARD OF SUPERVISORS
Office of the 2nd District



SOLANO
COUNTY

KELLY DWYER
Board Aide

k_dwyer@solanocounty.com
(707) 784-3004

STEPHEN HALLET
Board Aide

shallet@solanocounty.com
(707) 784-2974

RE: Providing increased funding to Cordelia Fire Protection District for increased service requirements because of the Pacific Flyway Center

SENT VIA EMAIL

Richard Seithel
LAFCO
675 Texas St
Suite 6700
Fairfield, CA 94533

Mr. Seithel,

I am writing to express my concerns with the Pacific Flyway Center's potential impacts on fire services in District 2. Specifically, I am concerned that the Center's operations will impose new service requirements on the Cordelia Fire Protection District without providing a funding stream to cover these new service requirements. I am concerned that this is essentially an unfunded mandate.

Please provide me with an explanation of the center's impact on fire services and any funding streams to mitigate these impacts. Please contact my office if you have any questions.

Sincerely,

A handwritten signature in blue ink that reads "Monica Brown".

Monica Brown
Solano County Supervisor District 2

CC:
Cordelia Fire Protection District



Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533
(707) 439-3897 • FAX: (707) 438-1788

Monica E. Brown, District 2 Supervisor
Solano County Board of Supervisors
Email: mebrown@solanocounty.com

December 7, 2018

Supervisor Brown,

Thank you for your correspondence concerning the Pacific Flyway Education Center's (project) potential impact on the Cordelia Fire Protection District (District). I appreciate your concern regarding the service and funding impacts on the District.

Solano LAFCO expressed similar concerns in our August 13, 2018, comment letter to the City (attached Response to Comments report – pgs. 16-19). Specifically, LAFCO comment #5 requested an analysis and discussion on fire and police protection, and whether the project will result in the need to increase the number of personnel for these public services. In response, the City, the lead agency, advised, "The project does not cross any established City of Fairfield threshold which would require an increase in personnel for fire or police services."

Fire service impacts were further discussed in the Final Initial Study and Mitigated Negative Declaration (page 43) (Study attached). The Initial Study has determined that with current staffing levels and existing agreements for mutual and auto response aid, the City Fire Department (Department) will be adequately prepared to respond to and administer emergency fire and medical services to the project. In preparing the Initial Study, responses were solicited from providers regarding the proposal and no adverse comments were received, including no adverse response from the District or the Department.

The project involves the annexation of two parcels: APNs 0046-050-300 and 0046-100-260. These two unincorporated parcels were State owned and are part of a land-exchange with the Pacific Flyway Fund. The annexation of these two parcels is necessary to obtain the provision of City services, such as sewer and water, to serve the project's needs.

Concerning funding, as noted above, the two parcels to be annexed were State-owned parcels that generated zero property tax and were exempt from the District's assessment.

Upon annexation, the project will be within the City of Fairfield Fire Department's boundary and detached from the District's boundary. Review of the project noted that the Department's station #35 is closest to the project. Department Station #35 is approximately 2.5 miles from the project versus the 3.8 miles from District Station #31.

Sincerely,

Rich Seithel

Cc: Cordelia Fire Protection District
City of Fairfield

Commissioners

Harry Price, Chair • Jim Spering, Vice-Chair • Pete Sanchez • Nancy Shopay • John Vasquez

Alternate Commissioners

Len Augustine • Shawn Smith • Skip Thomson

Staff

Rich Seithel, Executive Officer • Michelle McIntyre, Analyst • P. Scott Browne, Legal Counsel

Comment from Ms. Mary Browning

Response to Comment from Mr. Rich Seithel, LAFCO EO

From: Rich Seithel [mailto:rseithel@solanolafco.com]
Sent: Tuesday, December 04, 2018 2:43 PM
To: Mary Browning
Cc: Michelle McIntyre; David M. Feinstein; Amy Kreimeier
Subject: Re: Fwd: Pacific Flyway Center

Good afternoon Mrs. Browning,

Thank you for your e-mail and voicemail concerning the Pacific Flyway Center. Your comments will be included in our report to the Solano Local Agency Formation Commission. Also, as a responsible agency, I would like to call your attention to information regarding two of the concerns outlined in your e-mail: 1). Lacking outdoor activities, and 2). Seismic issues.

Outdoor activity:

In the City of Fairfield's Final Initial Study and Mitigated Negative Declaration (page 3), it is noted that approximately 124 acres of the site will be enhanced and restored as an outdoor wildlife habitat viewing area, to be known as the "Walk in the Marsh". Work planned for this area will consist of the creation, restoration and enhancement of ponds, wetlands, wildlife viewing overlooks, raised boardwalk pathways, pervious pathways, and water conveyance system. Within the "Walk in the Marsh" area, improvements would include creation, restoration, and enhancement of approximately 24 acres of new ponds and wetlands for wildlife. This would include restoring and habitat enhancement to approximately 6.5 acres of existing wetlands and the creation of approximately 17.5 acres of new wetlands by converting upland areas into new wetlands.

Seismic issues:

Section VI. GEOLOGY AND SOILS from the City's Initial Study (pgs. 24-27) identifies, discusses, and outlines the impacts and associated mitigation measures given that the site does lie within a seismically active region. I am attaching a copy of the Initial Study, as well as, the supporting documentation outlined in section 2.2 of the Pacific Flyway Center GEOTECHNICAL REPORT that was prepared by ENGEO Incorporated, July 27, 2017.

Mrs. Browning, thank you again for your comments.

Rich Seithel

Executive Officer
Solano LAFCO
675 Texas Street
Suite 6700
Fairfield, CA 94533
(707) 439-3897

From: Mary Browning <mbrowning@valleyinternet.com>
To: RSeithel@solanolafo.com
Sent: Friday, November 30, 2018 12:36 PM
Subject: Fwd: Pacific Flyway Center

----- Forwarded message -----

From: **Mary Browning** <mbrowning@valleyinternet.com>
Date: Fri, Nov 30, 2018 at 11:33 AM
Subject: Pacific Flyway Center
To: <Richard.Seithel@solanolafo.com>

To Rich Seithel,

I would appreciate an opportunity to discuss the inherent problems that cannot be ignored since you are now considering the proposed Pacific Flyway Center adjacent to the Suisun Marsh.

I understand a portion of the needed funds were left in a trust by Ken Hofmann for this project, but it does not mean that it should be built. This project is at the discretion of Solano County, which has a practice of ignoring CEQA and routinely states Mitigated Negative Impact on projects as a way of avoiding or skirting around EIR's. I know this all too well, which is part of the reason I had to become a community activist.

My husband is a third generation local citizen who spent decades in the Suisun Marsh duck hunting and fishing. He is also a real estate appraiser and knew Ken Hofmann. The Garabaldi Duck Club is the general location for the proposed PFC, and that western side of the marsh never had the best waterfowl viewing or hunting, as compared with the marshland further to the east.

We understand that bird watching is a favorite pastime for many people, but it is best done outdoors in the natural environment. Most people cannot view underwater natural environments, thus the Monterey Bay Aquarium is well suited for that purpose. However you look at this PFC project, it just does not compare with an aquarium. Fewer and fewer young people are recreating in the outdoors. There are more benefits of outdoor recreation for people in natural settings.

The fact is, two earthquake faults are nearby, and if you search online, USGS maps show where the earthquake faults run. It is obvious that the PFC will be built on top of one of those fault lines. To think that an earthquake fault can be "mitigated" out of high-risk is terribly wrong. And ignorant. Please be aware that this project only seeks to draw tourists for potential revenue, while spending \$75 million on a poorly conceived project. Besides this fact, consider the local hazard Mitigation & Climate Adaptation Plans, and Adapting to Rising Tides Program. Good planning must prevail. If not, kick the can down the road like the rest of the people who are in charge. No city council or planning commission members have current training. No training is required actually, and the State leaves the responsibility up to these people? In fact, Solano County has serious problems in spending on the "wants" instead of the "needs". And that would take too many hours to explain. So please, be the smart one!

Please view the attachment here.

I welcome your questions if you have any. If you are curious, I can take you on a talking tour and show you wasted millions of taxpayer's dollars being used currently on private project development that totally ignores CEQA. This is happening a few miles north of this project. Yet the County is not maintaining creeks to prevent flooding. And there are numerous other local examples of poor planning and misguided priorities.

Respectfully,

Mary Browning
(707)372-6262 cell

CHAPTER 13: REFERENCES

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CHAPTER 14: GLOSSARY

Annexation: The annexation, inclusion, attachment, or addition of territory to a city or district.

Average base flow (ABF): Flow in the sanitary sewer during dry-weather months, measured when no appreciable rain is falling. Base flow consists of sanitary flow plus groundwater infiltration.

Bond: An interest-bearing promise to pay a stipulated sum of money, with the principal amount due on a specific date. Funds raised through the sale of bonds can be used for various public purposes.

Buildout: The maximum development potential when all lands within an area have been converted to the maximum density allowed under the General Plan.

Board of Supervisors: The elected board of supervisors of a county.

City: Any charter or general law city.

City Council: The legislative body or governing board of a city.

Contiguous: In the case of annexation, territory adjacent to an agency to which annexation is proposed. Territory is not contiguous if the only contiguity is based upon a strip of land more than 300 feet long and less than 200 feet wide.

Cost avoidance: Actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.

Design storm: An abstraction based on historical data that determines the amount of stormwater inflow and rainfall-dependent infiltration.

Development Fee: A fee charged to the developer of a project by a county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

District or special District: An agency of the state, formed pursuant to general law or special act, for the local performance of governmental or proprietary functions within limited boundaries. "District" or "special district" includes a county service area.

Formation: The formation, incorporation, organization, or creation of a district or municipality.

Function: Any power granted by law to a local agency or a county to provide designated governmental or proprietary services or facilities for the use, benefit, or protection of all persons or property.

Functional revenues: Revenues generated from direct services or associated with specific services, such as a grant or statute, and expenditures.

FY: Fiscal year.

General plan: A document containing a statement of development policies including a diagram and text setting forth the objectives of the plan. The general plan must include certain state mandated elements related to land use, circulation, housing, conservation, open-space, noise, and safety.

General revenues: Revenues not associated with specific services or retained in an enterprise fund.

Infrastructure: Public services and facilities, such as pipes, canals, levees, water-supply systems, other utility, systems, and roads.

LAFCo: Local Agency Formation Commission.

Local accountability and governance: A style of public agency decision making, operation and management that includes an accessible staff, elected or appointed decision-making body and decision making process, advertisement of, and public participation in, elections, publicly disclosed budgets, programs, and plans, solicited public participation in the consideration of work and infrastructure plans; and regularly evaluated or measured outcomes of plans, programs or operations and disclosure of results to the public.

Local agency: A city, county, or special district or other public entity, which provides public services.

Management Efficiency: The organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves.

Municipal services: The full range of services that a public agency provides, or is authorized to provide, except general county government functions such as courts, special services and tax collection. As understood under the CKH Act, this includes all services provided by Special Districts under California law.

Municipal Service Review (MSR): A study designed to determine the adequacy of governmental services being provided in the region or sub-region. Performing service reviews for each city and special district within the county may be used by LAFCO, other governmental agencies, and the public to better understand and improve service conditions.

Ordinance: A law or regulation set forth and adopted by a governmental authority.

Peak flow: Maximum measured daily flow. Commonly measured in cubic feet per second (cfs). Typically occurs during wet-weather events and can also be referred to as peak wet-weather flow.

Per Capita Water Use: The water produced by or introduced into the system of a water supplier divided by the total residential population; normally expressed in gallons per capita per day (gpcd).

Potable Water: Water of a quality suitable for drinking.

Principal act: In the case of a district, the law under which the district was formed and, in the case of a city, the general laws or a charter, as the case may be.

Principal LAFCO for municipal service review: The LAFCO with the lead responsibility for a municipal service review. Lead responsibility can be determined pursuant to the CKH Act definition of a Principal LAFCO as it applies to government organization or reorganization actions, by negotiation, or by agreement among two or more LAFCOs.

Proceeding: A course of action. Procedures.

Public agency: The state or any state agency, board, or commission, any city, county, city and county, special district, or other political subdivision, or any agency, board, or commission of the city, county, city and county, special district, or other political subdivision.

Reserve: (1) For governmental type funds, an account used to earmark a portion of fund balance, which is legally or contractually restricted for a specific use or not appropriable for expenditure. (2) For proprietary type/enterprise funds, the portion of retained earnings set aside for specific purposes. Unnecessary reserves are those set aside for purposes that are not well defined or adopted or retained earnings that are not reasonably proportional to annual gross revenues.

RWQCB: Regional Water Quality Control Board.

Service review: A study and evaluation of municipal service(s) by specific area, subregion or region culminating in written determinations regarding seven specific evaluation categories.

Sewage: Sewage is the wastewater released by residences, businesses and industries in a community. It is 99.94 percent water, with only 0.06 percent of the wastewater dissolved and suspended solid material. The cloudiness of sewage is caused by suspended particles which in untreated sewage ranges from 100 to 350 mg/l.

Specific plan: A policy statement and implementation tool that is used to address a single project or planning problem. Specific plans contain concrete standards and development criteria that supplement those of the general plan.

Sphere of influence (SOI): A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO.

Sphere of influence determinations: In establishing a sphere of influence, the Commission must consider and prepare written determinations related to present and planned land uses, need and capacity of public facilities, and existence of social and economic communities of interest.

Stormwater runoff: Rainwater which does not infiltrate into the soil and runs off the land.

Subject agency: Each district or city for which a change of organization is proposed or provided in a reorganization or plan of reorganization.

SWRCB: State Water Resources Control Board.

Watershed: An area of land that drains water, sediment and dissolved materials to a common receiving body or outlet. The term is not restricted to surface water runoff and includes interactions with subsurface water. Watersheds vary from the largest river basins to just acres or less in size. In urban watershed management, a watershed is seen as all the land which contributes runoff to a particular water body.

Zoning: The primary instrument for implementing the general plan. Zoning divides a community into districts or "zones" that specify the permitted/prohibited land uses.


CHAPTER 15: ACKNOWLEDGEMENTS

Several people contributed information that was utilized in this Municipal Service Review and Sphere of Influence analysis.

Solano LAFCo Staff	Rich Seithel, Executive Officer Michelle McIntyre, LAFCO Analyst & Planner
City of Fairfield	Planning Department
Solano County	Geographic Information System (GIS) map preparation
Pacific Flyway Center	Claude Grillo and team

Report Preparers

A team of consultants contributed to this MSR and provided an independent analysis.

SWALE Inc. 	Kateri Harrison, Project Manager, Co-Author Amanda Ross, Planner, Co-Author
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Appendices

- A. Demographic Report of City of Fairfield
- B. Demographic Report of Solano County
- C. Economic Forecast within Solano County by Caltrans
- D. List of Pending and Approved City Development Projects
- E. Full Text of Measure T (2016)
- F. Project Description for the Proposed Pacific Flyway Center
- G. Detailed Parcel Reports for 4 parcels
- H. Understanding the Basics of Municipal Revenues in California: Cities, Counties and Special Districts
- I. Grants for Disadvantaged Communities
- J. Fairfield Employees
- K. LAFCO Staff Report

Appendix A: Demographic Report of City of Fairfield

Fairfield

CALIFORNIA



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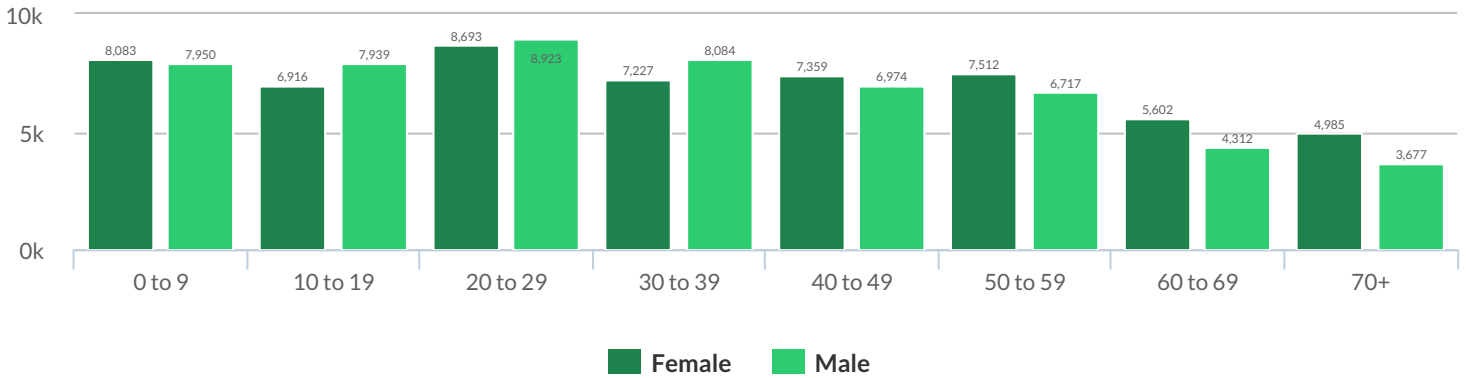


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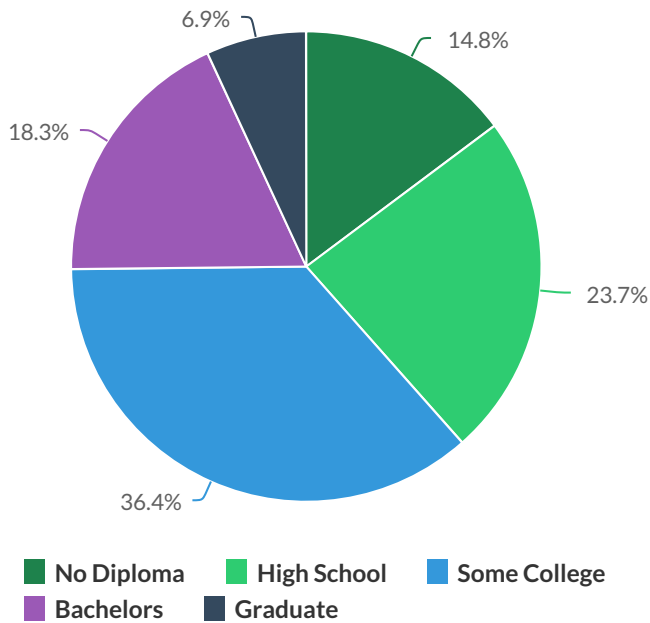
2016 POPULATION
110,953

MEDIAN HOUSEHOLD INCOME
\$69,396

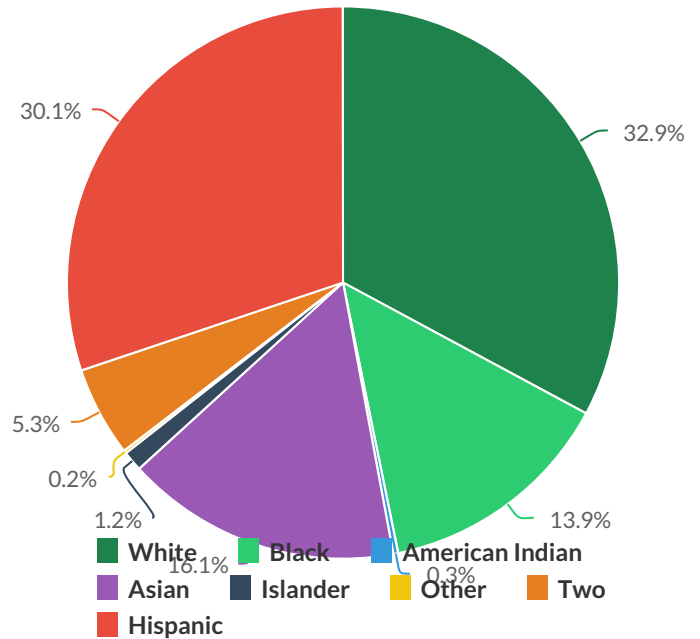
SEX BY AGE



EDUCATIONAL ATTAINMENT



RACE & ORIGIN



POVERTY
9.5%

for all families whose income in the past 12 months is below the poverty level

UNEMPLOYMENT
6.7%

for the population 16 years & over in the labor force

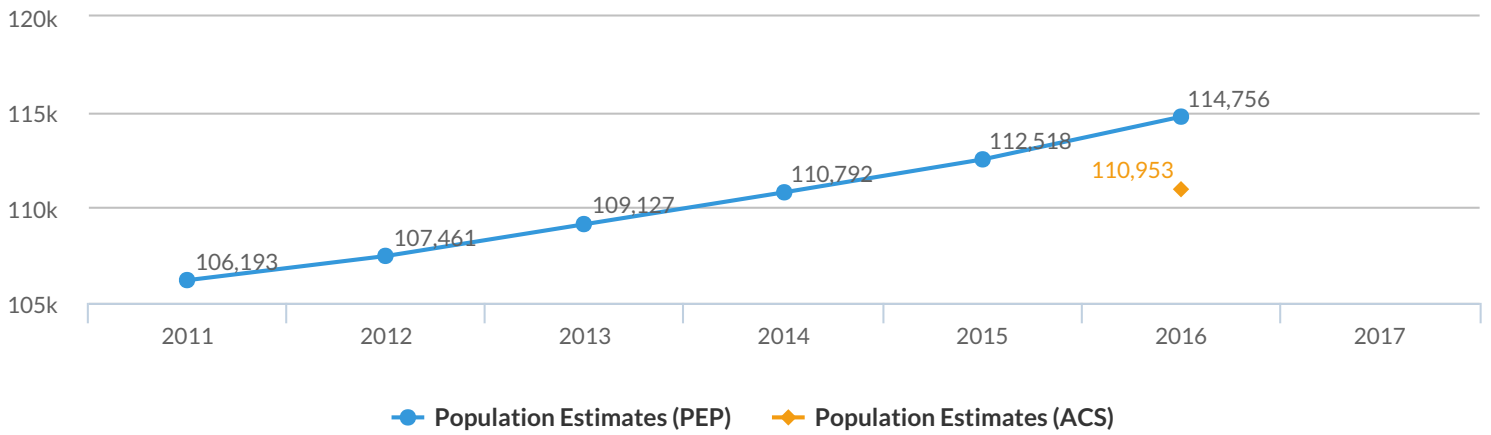
HOUSING UNITS
37,055

houses, apartments, mobile homes, group of rooms or single rooms that serve as separate living quarters

HOUSEHOLDS
35,220

all the people who occupy a housing unit

POPULATION



Population Estimates (ACS)

	#	% Change
2016 5-yr estimate	110,953	-

Source: American Community Survey 2016

Population Estimates (PEP)

	#	% Change
2011	106,193	-
2012	107,461	1.2%
2013	109,127	1.6%
2014	110,792	1.5%
2015	112,518	1.6%
2016	114,756	2.0%

Source: Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2016

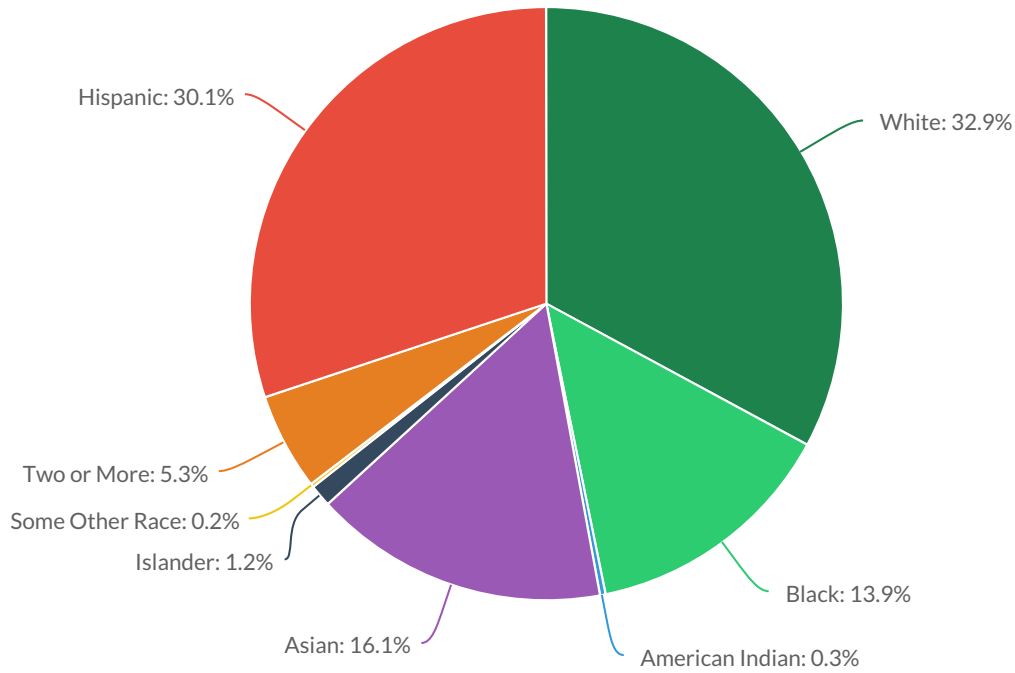
Historical Population Counts

	#	% Change
2000	96,178	-
2010	105,321	9.5%

Source: Decennial Census 2010, 2000

RACE

Race & Origin (Hispanic)



	#	%
Non-Hispanic	77,505	69.9%
White	36,460	32.9%
Black	15,464	13.9%
American Indian	319	0.3%
Asian	17,914	16.1%
Islander	1,311	1.2%
Other	187	0.2%
Two or More	5,850	5.3%
Hispanic	33,448	30.1%
Total Population	110,953	-

The complete Census race descriptions are as follows: White alone; Black or African American alone; American Indian and Alaska Native alone; Asian alone; Native Hawaiian and Other Pacific Islander alone; Some Other Race alone; and Two or More Races. Hispanics may be of any race. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

Detailed Race

	#	%
One race	102,881	92.7%
White	51,950	46.8%
Black or African American	15,871	14.3%
American Indian and Alaska Native	596	0.5%
Cherokee tribal grouping	104	0.1%
Chippewa tribal grouping	14	0.0%
Navajo tribal grouping	0	0.0%
Sioux tribal grouping	24	0.0%
Asian	18,408	16.6%
Asian Indian	2,503	2.3%
Chinese	1,417	1.3%
Filipino	10,516	9.5%
Japanese	544	0.5%
Korean	761	0.7%
Vietnamese	673	0.6%
Other Asian	1,994	1.8%
Native Hawaiian and Other Pacific Islander	1,348	1.2%
Native Hawaiian	145	0.1%
Guamanian or Chamorro	682	0.6%
Samoan	62	0.1%
Other Pacific Islander	459	0.4%
Some other race	14,708	13.3%
Two or more races	8,072	7.3%
White and Black or African American	1,415	1.3%
White and American Indian and Alaska Native	894	0.8%
White and Asian	2,619	2.4%
Black or African American and American Indian and Alaska Native	143	0.1%
Total Population	110,953	-

Source: American Community Survey 2016

Hispanic or Latino

	#	%
Non-Hispanic	77,505	69.9%
Hispanic or Latino (of any race)	33,448	30.1%
Mexican	26,983	24.3%
Puerto Rican	1,508	1.4%
Cuban	129	0.1%
Other	4,828	4.4%
Total Population	110,953	-

Source: American Community Survey 2016

SEX

	#	%
Male	54,576	49.2%
Female	56,377	50.8%
Total Population	110,953	-

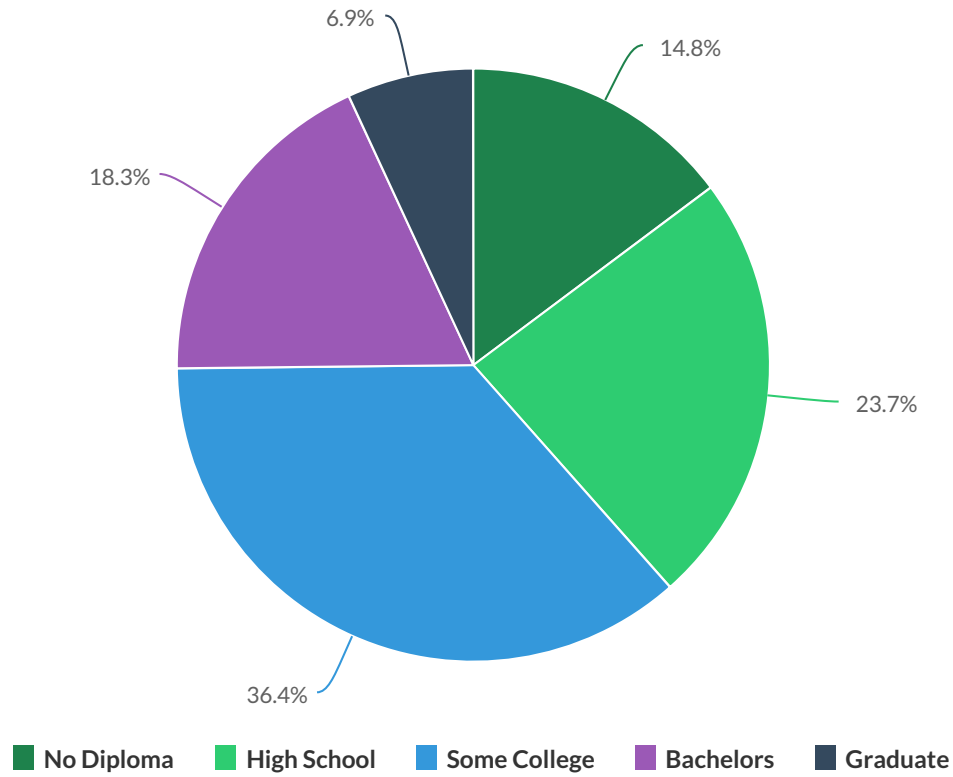
Source: American Community Survey 2016

AGE BREAKDOWN

	#	%
0 to 9 years	16,033	14.5%
10 to 19 years	14,855	13.4%
20 to 29 years	17,616	15.9%
30 to 39 years	15,311	13.8%
40 to 49 years	14,333	12.9%
50 to 59 years	14,229	12.8%
60 to 69 years	9,914	8.9%
70+ years	8,662	7.8%
Total Population	110,953	-

Source: American Community Survey 2016

EDUCATIONAL ATTAINMENT



	#	%
No diploma	10,479	14.8%
High school graduate & equivalency	16,864	23.7%
Associate degree & some college, no degree	25,876	36.4%
Bachelor's degree	13,052	18.3%
Graduate or Professional degree	4,884	6.9%
Population 25 Years and Over	71,155	-

Source: American Community Survey 2016

HOUSEHOLDS

Average Household Size	3.09 persons
Average Family Size	3.54 persons

A household includes all the people who occupy a housing unit. (People not living in households are classified as living in group quarters.) A family household consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

Household Types

	#	%
Family households (families)	26,533	75.3%
With own children under 18 years	12,561	35.7%
Married-couple family	19,176	54.4%
With own children under 18 years	8,630	24.5%
Male householder, no wife present	2,392	6.8%
With own children under 18 years	1,371	3.9%
Female householder, no husband present	4,965	14.1%
With own children under 18 years	2,560	7.3%
Nonfamily households	8,687	24.7%
Householder living alone	6,773	19.2%
65 years and over	2,747	7.8%
Total households	35,220	-

A family household consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. A nonfamily household is a householder living alone or with nonrelatives only. Same-sex couple households with no relatives of the householder present are tabulated in nonfamily households. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

INCOME

Median Household Income

Census 2000 in 1999 dollars	\$51,151
American Community Survey (ACS) 2016 in 2016 inflation adjusted dollars	\$69,396

Source: Decennial Census 2000, American Community Survey 2016

Household Income Distribution

Income in thousands.	#	%
Less than \$10	1,700	4.8%
\$10 to \$14.9	1,278	3.6%
\$15 to \$24.9	2,532	7.2%
\$25 to \$34.9	2,880	8.2%
\$35 to \$49.9	3,994	11.3%
\$50 to \$74.9	6,233	17.7%
\$75 to \$99.9	5,067	14.4%
\$100 to \$149.9	6,538	18.6%
\$150 to \$199.9	2,766	7.9%
\$200K+	2,232	6.3%
Total Households	35,220	-

Source: American Community Survey 2016

POVERTY

	#	%
Families with Income in the past 12 months below poverty level	(X)	9.5%
Population with Income in the past 12 months below poverty level	(X)	12.1%

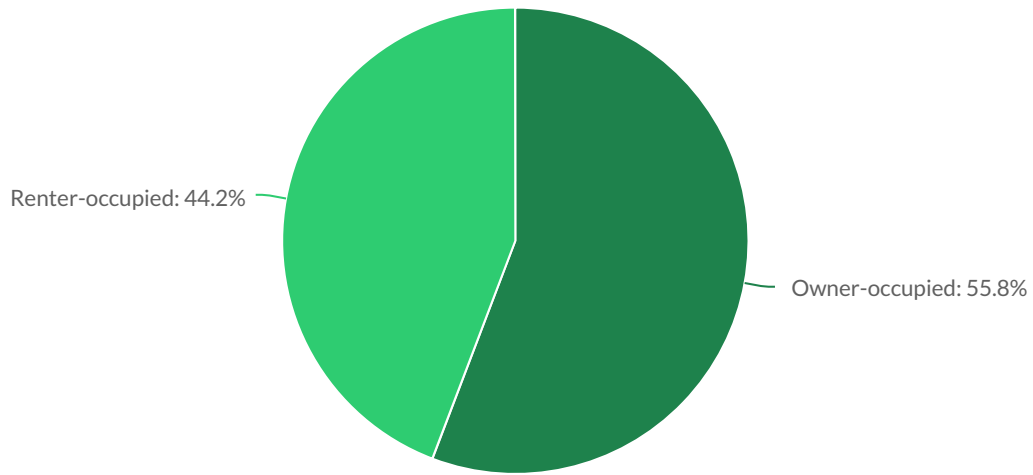
Source: American Community Survey 2016

HOUSING

Occupancy

	#	%
Occupied Housing Units	35,220	95.0%
Owner-occupied Housing Units	19,642	55.8%
Renter-occupied Housing Units	15,578	44.2%
Vacant Housing Units	1,835	5.0%
Total Housing Units	37,055	-

Source: American Community Survey 2016



Value

	#	%
Median Value of Owner-occupied Housing Units	\$305,400	-

Source: American Community Survey 2016

CITATIONS & NOTES

Citations

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Notes

American Community Survey data are estimates, not counts.

Although the American Community Survey (ACS) produces population, demographic and housing unit estimates, it is the Census Bureau's Population Estimates Program that produces and disseminates the official estimates of the population for the nation, states, counties, cities and towns and estimates of housing units for states and counties.

Supporting documentation on code lists, subject definitions, data accuracy, and statistical testing can be found on the American Community Survey website in the Data and Documentation section.

Sample size and data quality measures (including coverage rates, allocation rates, and response rates) can be found on the American Community Survey website in the Methodology section.

Data are based on a sample and are subject to sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error. The value shown here is the 90 percent margin of error. The margin of error can be interpreted roughly as providing a 90 percent probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. In addition to sampling variability, the ACS estimates are subject to nonsampling error (for a discussion of nonsampling variability, see Accuracy of the Data). The effect of nonsampling error is not represented in these tables.

The ACS questions on Hispanic origin and race were revised in 2008 to make them consistent with the Census 2010 question wording. Any changes in estimates for 2008 and beyond may be due to demographic changes, as well as factors including questionnaire changes, differences in ACS population controls, and methodological differences in the population estimates, and therefore should be used with caution. For a summary of questionnaire changes see http://www.census.gov/acs/www/methodology/questionnaire_changes/. For more information about changes in the estimates see <http://www.census.gov/population/www/socdemo/hispanic/reports.html>.

For more information on understanding race and Hispanic origin data, please see the Census 2010 Brief entitled, Overview of Race and Hispanic Origin: 2010, issued March 2011. (pdf format)

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Appendix B: Demographic Report of Solano County

Solano County

CALIFORNIA



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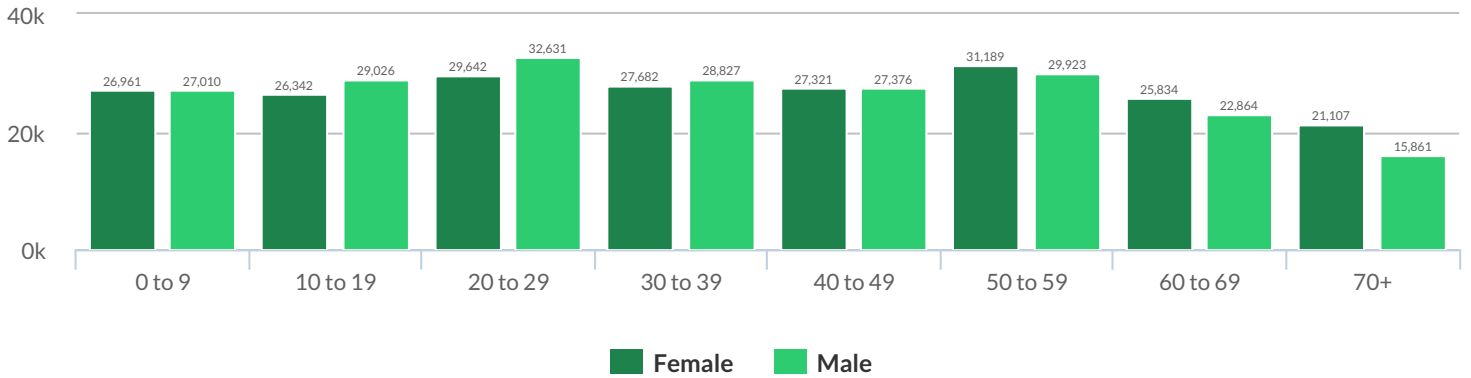
CUBIT

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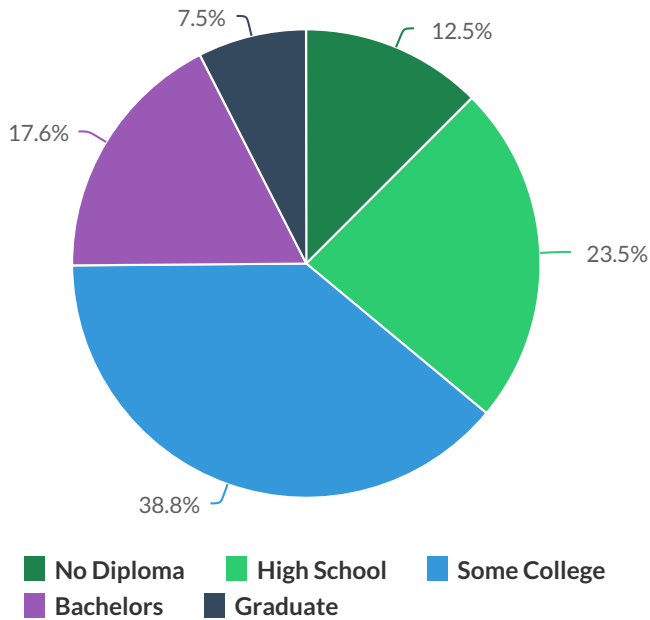
2017 POPULATION
445,458

MEDIAN HOUSEHOLD INCOME
\$69,227

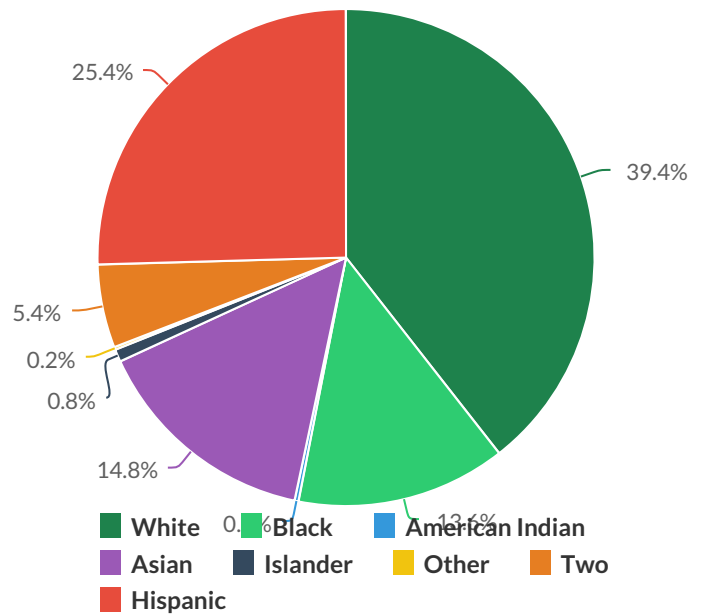
SEX BY AGE



EDUCATIONAL ATTAINMENT



RACE & ORIGIN



POVERTY
9.7%

for all families whose income in the past 12 months is below the poverty level

UNEMPLOYMENT
6.2%

for the population 16 years & over in the labor force

HOUSING UNITS
155,091

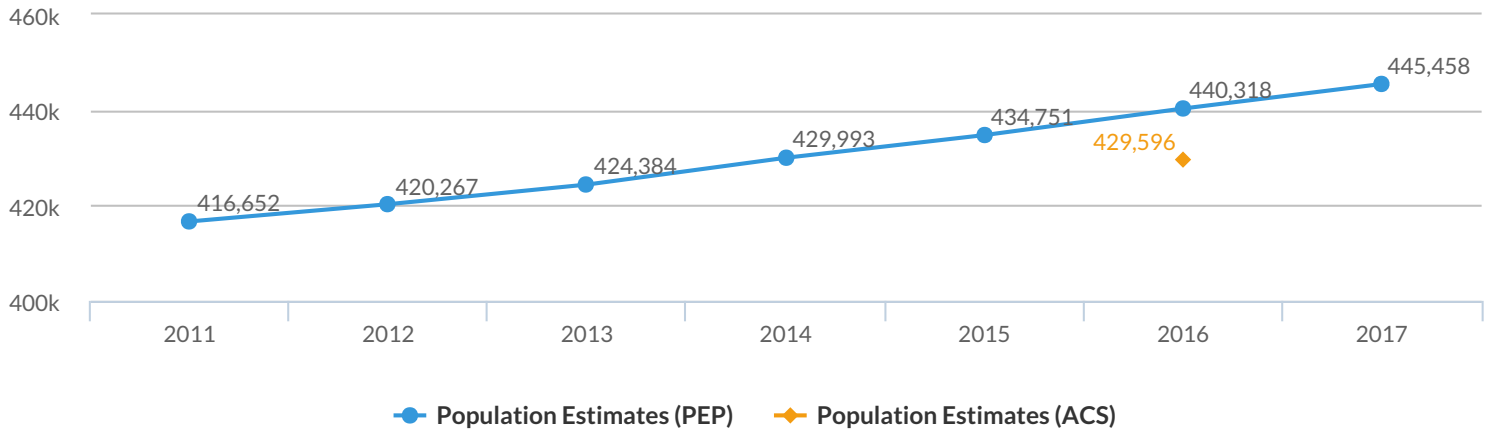
houses, apartments, mobile homes, group of rooms or single rooms that serve as separate living quarters

HOUSEHOLDS
145,315

all the people who occupy a housing unit

Source: United States Census Bureau. The US Census Bureau's 2017 Population Estimates dataset has the most current population estimate data. The US Census Bureau's 2016 American Community Survey dataset has the most current demographic data (i.e. race).

POPULATION



Population Estimates (ACS)

	#	% Change
2016 5-yr estimate	429,596	-

Source: American Community Survey 2016

Population Estimates (PEP)

	#	% Change
2011	416,652	-
2012	420,267	0.9%
2013	424,384	1.0%
2014	429,993	1.3%
2015	434,751	1.1%
2016	440,318	1.3%
2017	445,458	1.2%

Source: Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2017

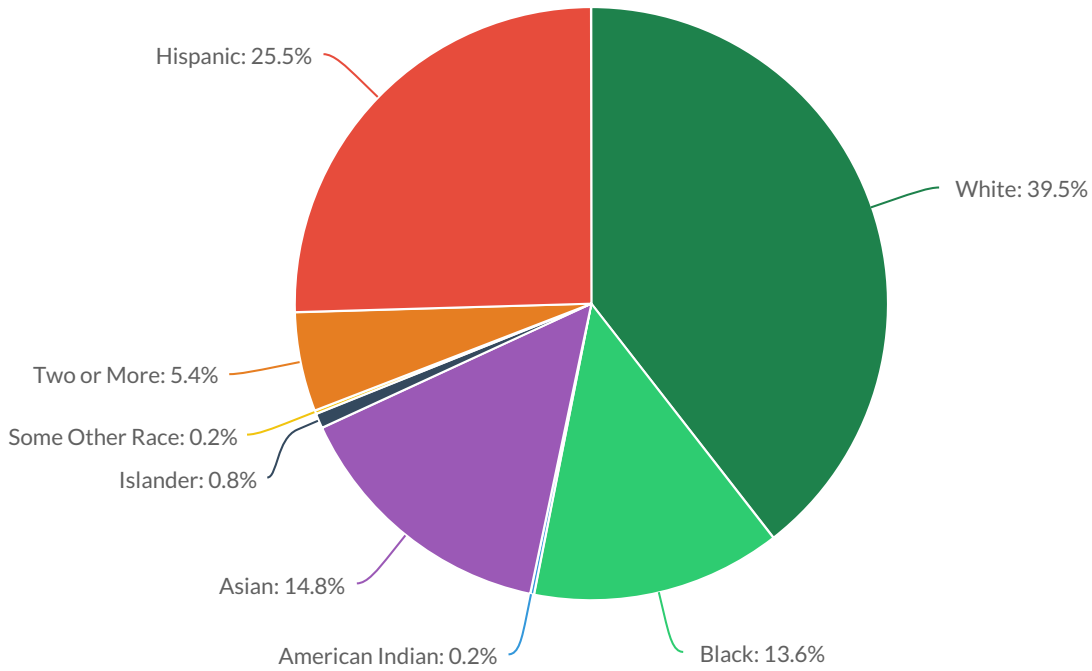
Historical Population Counts

	#	% Change
2000	394,542	-
2010	413,344	4.8%

Source: Decennial Census 2010, 2000

RACE

Race & Origin (Hispanic)



	#	%
Non-Hispanic	320,309	74.6%
White	169,401	39.4%
Black	58,604	13.6%
American Indian	1,068	0.2%
Asian	63,669	14.8%
Islander	3,481	0.8%
Other	803	0.2%
Two or More	23,283	5.4%
Hispanic	109,287	25.4%
Total Population	429,596	-

The complete Census race descriptions are as follows: White alone; Black or African American alone; American Indian and Alaska Native alone; Asian alone; Native Hawaiian and Other Pacific Islander alone; Some Other Race alone; and Two or More Races. Hispanics may be of any race. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

Detailed Race

	#	%
One race	397,886	92.6%
White	227,173	52.9%
Black or African American	60,716	14.1%
American Indian and Alaska Native	2,118	0.5%
Cherokee tribal grouping	188	0.0%
Chippewa tribal grouping	14	0.0%
Navajo tribal grouping	9	0.0%
Sioux tribal grouping	86	0.0%
Asian	65,444	15.2%
Asian Indian	5,087	1.2%
Chinese	5,363	1.2%
Filipino	44,629	10.4%
Japanese	1,785	0.4%
Korean	1,265	0.3%
Vietnamese	2,588	0.6%
Other Asian	4,727	1.1%
Native Hawaiian and Other Pacific Islander	3,579	0.8%
Native Hawaiian	360	0.1%
Guamanian or Chamorro	1,290	0.3%
Samoan	621	0.1%
Other Pacific Islander	1,308	0.3%
Some other race	38,856	9.0%
Two or more races	31,710	7.4%
White and Black or African American	6,095	1.4%
White and American Indian and Alaska Native	3,703	0.9%
White and Asian	8,630	2.0%
Black or African American and American Indian and Alaska Native	672	0.2%
Total Population	429,596	-

Source: American Community Survey 2016

Hispanic or Latino

	#	%
Non-Hispanic	320,309	74.6%
Hispanic or Latino (of any race)	109,287	25.4%
Mexican	83,288	19.4%
Puerto Rican	4,707	1.1%
Cuban	1,015	0.2%
Other	20,277	4.7%
Total Population	429,596	-

Source: American Community Survey 2016

SEX

	#	%
Male	213,518	49.7%
Female	216,078	50.3%
Total Population	429,596	-

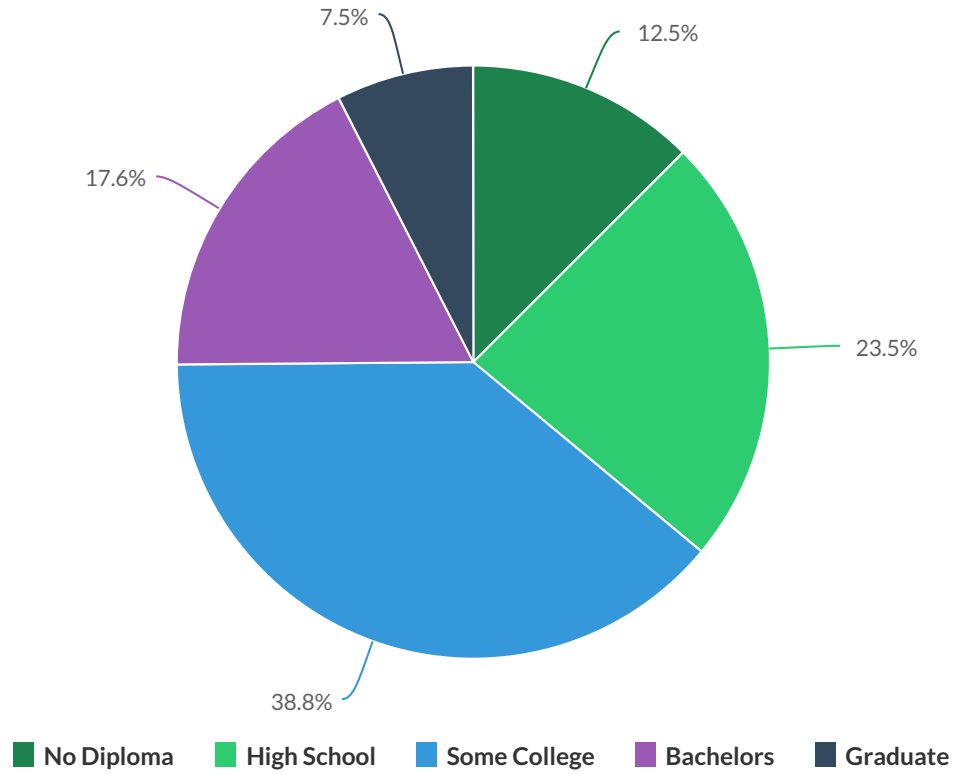
Source: American Community Survey 2016

AGE BREAKDOWN

	#	%
0 to 9 years	53,971	12.6%
10 to 19 years	55,368	12.9%
20 to 29 years	62,273	14.5%
30 to 39 years	56,509	13.2%
40 to 49 years	54,697	12.7%
50 to 59 years	61,112	14.2%
60 to 69 years	48,698	11.3%
70+ years	36,968	8.6%
Total Population	429,596	-

Source: American Community Survey 2016

EDUCATIONAL ATTAINMENT



	#	%
No diploma	36,163	12.5%
High school graduate & equivalency	68,047	23.5%
Associate degree & some college, no degree	112,386	38.8%
Bachelor's degree	50,923	17.6%
Graduate or Professional degree	21,746	7.5%
Population 25 Years and Over	289,265	-

Source: American Community Survey 2016

HOUSEHOLDS

Average Household Size	2.88 persons
Average Family Size	3.36 persons

A household includes all the people who occupy a housing unit. (People not living in households are classified as living in group quarters.) A family household consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

Household Types

	#	%
Family households (families)	104,617	72.0%
With own children under 18 years	45,530	31.3%
Married-couple family	72,842	50.1%
With own children under 18 years	29,257	20.1%
Male householder, no wife present	8,910	6.1%
With own children under 18 years	4,423	3.0%
Female householder, no husband present	22,865	15.7%
With own children under 18 years	11,850	8.2%
Nonfamily households	40,698	28.0%
Householder living alone	31,624	21.8%
65 years and over	12,704	8.7%
Total households	145,315	-

A family household consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. A nonfamily household is a householder living alone or with nonrelatives only. Same-sex couple households with no relatives of the householder present are tabulated in nonfamily households. For more information, visit the American Community Survey Data & Documentation page: http://www.census.gov/acs/www/data_documentation/documentation_main/.

Source: American Community Survey 2016

INCOME

Median Household Income

Census 2000 in 1999 dollars	\$54,099
American Community Survey (ACS) 2016 in 2016 inflation adjusted dollars	\$69,227

Source: Decennial Census 2000, American Community Survey 2016

Household Income Distribution

Income in thousands.	#	%
Less than \$10	6,944	4.8%
\$10 to \$14.9	6,317	4.3%
\$15 to \$24.9	10,956	7.5%
\$25 to \$34.9	11,384	7.8%
\$35 to \$49.9	16,525	11.4%
\$50 to \$74.9	25,690	17.7%
\$75 to \$99.9	21,298	14.7%
\$100 to \$149.9	25,874	17.8%
\$150 to \$199.9	11,465	7.9%
\$200K+	8,862	6.1%
Total Households	145,315	-

Source: American Community Survey 2016

POVERTY

	#	%
Families with Income in the past 12 months below poverty level	(X)	9.7%
Population with Income in the past 12 months below poverty level	(X)	12.7%

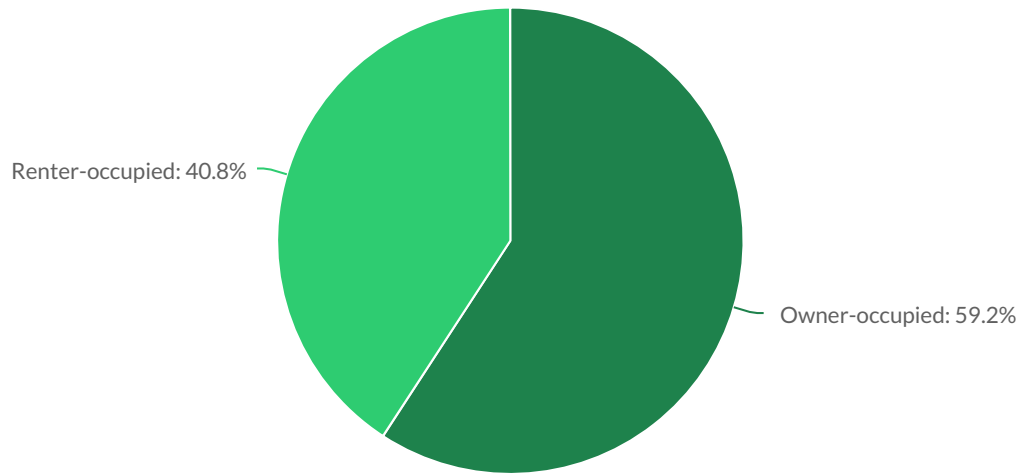
Source: American Community Survey 2016

HOUSING

Occupancy

	#	%
Occupied Housing Units	145,315	93.7%
Owner-occupied Housing Units	86,083	59.2%
Renter-occupied Housing Units	59,232	40.8%
Vacant Housing Units	9,776	6.3%
Total Housing Units	155,091	-

Source: American Community Survey 2016



Value

	#	%
Median Value of Owner-occupied Housing Units	\$305,900	-

Source: American Community Survey 2016

CITATIONS & NOTES

Citations

United States Census Bureau / American FactFinder. "Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2017". *2017 Population Estimates Program*. Web. March 2018. <http://factfinder2.census.gov>

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Notes

American Community Survey data are estimates, not counts.

Although the American Community Survey (ACS) produces population, demographic and housing unit estimates, it is the Census Bureau's Population Estimates Program that produces and disseminates the official estimates of the population for the nation, states, counties, cities and towns and estimates of housing units for states and counties.

Supporting documentation on code lists, subject definitions, data accuracy, and statistical testing can be found on the American Community Survey website in the Data and Documentation section.

Sample size and data quality measures (including coverage rates, allocation rates, and response rates) can be found on the American Community Survey website in the Methodology section.

Data are based on a sample and are subject to sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error. The value shown here is the 90 percent margin of error. The margin of error can be interpreted roughly as providing a 90 percent probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. In addition to sampling variability, the ACS estimates are subject to nonsampling error (for a discussion of nonsampling variability, see Accuracy of the Data). The effect of nonsampling error is not represented in these tables.

The ACS questions on Hispanic origin and race were revised in 2008 to make them consistent with the Census 2010 question wording. Any changes in estimates for 2008 and beyond may be due to demographic changes, as well as factors including questionnaire changes, differences in ACS population controls, and methodological differences in the population estimates, and therefore should be used with caution. For a summary of questionnaire changes see http://www.census.gov/acs/www/methodology/questionnaire_changes/. For more information about changes in the estimates see <http://www.census.gov/population/www/socdemo/hispanic/reports.html>.

For more information on understanding race and Hispanic origin data, please see the Census 2010 Brief entitled, Overview of Race and Hispanic Origin: 2010, issued March 2011. (pdf format)

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Appendix C: Economic Forecast within Solano County by Caltrans

SOLANO COUNTY ECONOMIC FORECAST

Solano County is located on the Northeast edge of the San Francisco Bay, approximately halfway between San Francisco and Sacramento. Solano County has a population of 434,100 people and a total of 137,600 wage and salary jobs. The per capita income in Solano County is \$46,576 and the average salary per worker is \$69,911.

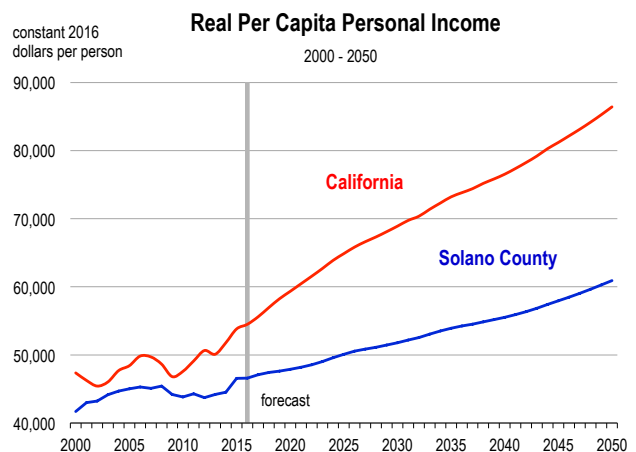
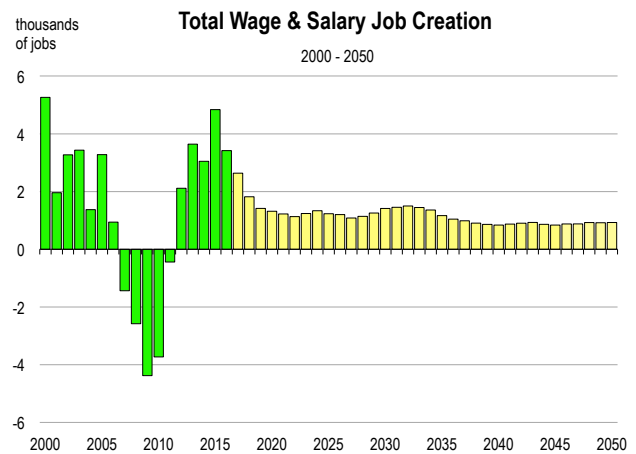
In 2016, employment in Northern California increased by 3.2 percent, whereas employment in the greater Bay Area grew by 3.3 percent. In Solano County, a total of 3,400 wage and salary jobs were created, representing an increase of 2.6 percent. The unemployment rate improved during the year, falling from 5.9 percent in 2015 to 5.5 percent in 2016.

Most major sectors gained jobs in 2016. The largest increases were observed in education and healthcare (+1,300 jobs), construction (+1,100 jobs), and government (+370 jobs). The largest losses were in professional and business services (-200 jobs), and information (-40 jobs).

From 2011 to 2016, the Solano County population increased at an annual average rate of 0.9 percent. Net migration accounted for almost half of this growth, with an average of 1,800 net migrants entering the county each year.

FORECAST HIGHLIGHTS

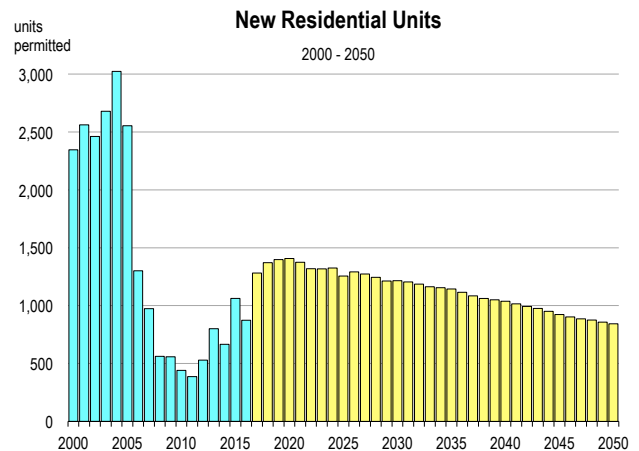
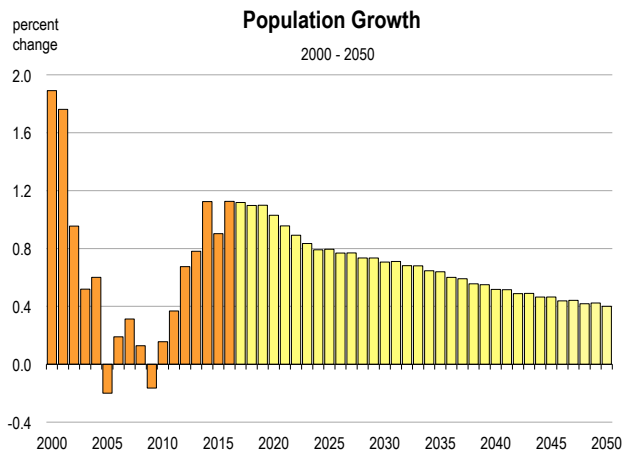
- In 2017, total employment will increase by 1.9 percent. Between 2017 and 2022, the annual growth rate is expected to average 1.0 percent.
- Average salaries in Solano County are virtually identical to the California state average, but will grow more slowly than salaries across the state. Between 2017 and 2022, inflation-adjusted salaries are projected to increase by 0.8 percent per year in Solano County, compared to 2.1 percent per year across California.
- Between 2017 and 2022, the largest employment increases will occur in education and healthcare, construction, professional services, wholesale and retail trade, and government. Together, these sectors will account for 75 percent of net job creation in the county.
- The population is expected to grow by 1.1 percent in 2017. Over the 2017-2022 period, growth will average 1.0 percent per year.
- Net migration will be strong over the forecast period. From 2017 to 2022, an average of 2,700 net migrants will enter the county each year, accounting for 60 percent of all population growth.
- Real per capita income is forecast to rise by 1.1 percent in 2017. Between 2017 and 2022, real per capita income will grow at an average rate of 0.6 percent per year.
- Total taxable sales, adjusted for inflation, are expected to increase by an average of 1.7 percent per year during the 2017-2022 period.
- Industrial production is expected to increase by 6.2 percent in 2017. Between 2017 and 2022, the growth rate will average 2.1 percent per year.



Solano County Economic Forecast

2010-2016 History, 2017-2050 Forecast

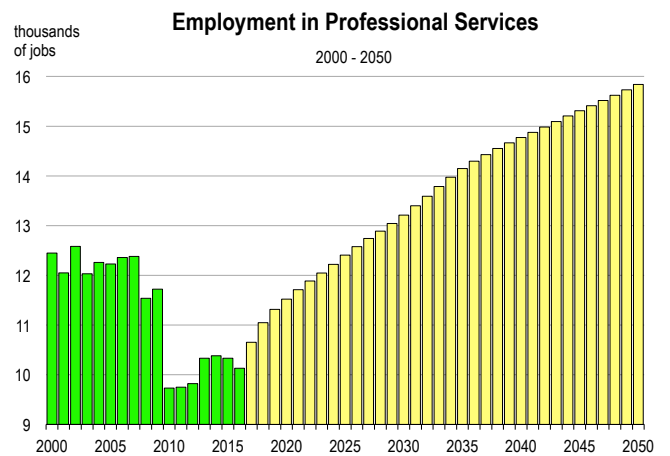
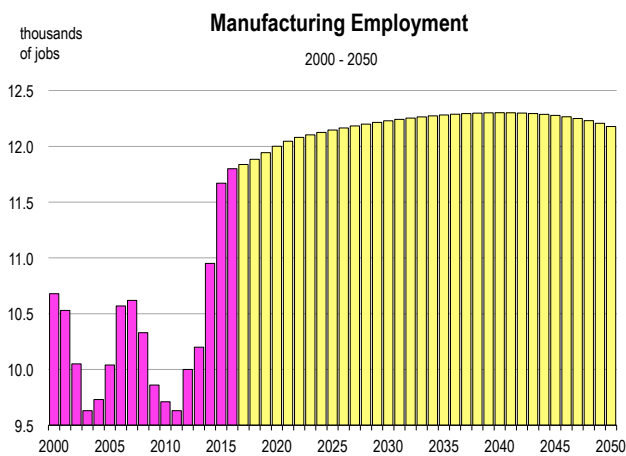
	Population (people)	Net Migration (people)	Registered Vehicles (thousands)	Households (thousands)	New Homes Permitted (homes)	Total Taxable Sales (billions)	Personal Income (billions)	Real Per Capita Income (dollars)	Inflation Rate (% change in CPI)	Real Farm Crop Value (millions)	Real Industrial Production (billions)	Unemploy- ment Rate (percent)
2010	413,129	-1,769	371	141.8	441	\$5.2	\$15.5	\$43,814	1.3	303.8	2.9	12.6
2011	414,648	-818	365	142.6	388	\$5.8	\$16.1	\$44,280	2.7	332.7	2.8	12.2
2012	417,443	604	368	143.6	529	\$6.0	\$16.4	\$43,721	2.7	380.9	2.9	10.7
2013	420,701	1,042	381	145.1	800	\$6.4	\$17.1	\$44,207	2.3	378.5	3.0	9.1
2014	425,430	2,486	389	146.0	666	\$6.7	\$17.9	\$44,517	2.8	400.1	3.3	7.5
2015	429,267	1,713	402	146.8	1,063	\$7.0	\$19.4	\$46,569	2.6	364.5	3.5	5.9
2016	434,102	2,908	415	147.8	873	\$7.3	\$20.2	\$46,576	3.0	364.5	3.6	5.5
2017	438,955	2,997	426	148.6	1,281	\$7.6	\$21.3	\$47,080	3.1	367.4	3.8	5.2
2018	443,772	2,970	438	149.8	1,371	\$8.1	\$22.3	\$47,408	3.0	378.8	3.9	5.0
2019	448,649	3,038	448	151.1	1,398	\$8.4	\$23.3	\$47,635	2.6	384.3	3.9	5.2
2020	453,268	2,785	457	152.4	1,407	\$8.8	\$24.4	\$47,878	3.1	386.1	4.0	5.2
2021	457,603	2,503	466	153.6	1,374	\$9.2	\$25.5	\$48,187	3.0	387.8	4.1	5.2
2022	461,684	2,256	474	154.9	1,319	\$9.6	\$26.7	\$48,557	3.0	388.9	4.2	5.3
2023	465,537	2,035	481	156.1	1,317	\$10.1	\$28.0	\$49,037	3.0	390.1	4.3	5.2
2024	469,220	1,873	488	157.3	1,325	\$10.6	\$29.4	\$49,598	2.9	391.2	4.4	5.1
2025	472,949	1,931	494	158.6	1,256	\$11.1	\$30.8	\$50,078	2.9	392.4	4.5	5.0
2026	476,585	1,854	500	159.7	1,291	\$11.6	\$32.2	\$50,556	2.8	393.6	4.6	4.9
2027	480,252	1,914	505	160.9	1,273	\$12.1	\$33.6	\$50,865	2.9	394.7	4.7	4.8
2028	483,780	1,810	510	162.1	1,244	\$12.6	\$34.9	\$51,130	2.7	395.9	4.8	4.8
2029	487,334	1,866	515	163.2	1,213	\$13.1	\$36.3	\$51,441	2.5	397.0	4.9	4.8
2030	490,776	1,785	520	164.3	1,215	\$13.8	\$37.7	\$51,802	2.4	398.2	5.0	4.8
2031	494,263	1,861	524	165.5	1,205	\$14.4	\$39.1	\$52,201	2.3	399.4	5.1	4.8
2032	497,631	1,779	528	166.6	1,186	\$15.1	\$40.7	\$52,554	2.5	400.5	5.3	4.8
2033	501,017	1,840	533	167.7	1,163	\$15.8	\$42.2	\$53,044	2.1	401.7	5.4	4.8
2034	504,255	1,738	537	168.7	1,155	\$16.5	\$43.8	\$53,507	2.3	402.8	5.5	4.8
2035	507,479	1,771	540	169.8	1,144	\$17.2	\$45.5	\$53,935	2.4	404.0	5.7	4.8
2036	510,527	1,639	544	170.8	1,115	\$17.9	\$47.3	\$54,239	2.8	405.2	5.8	4.8
2037	513,545	1,656	548	171.9	1,084	\$18.6	\$49.3	\$54,520	2.9	406.3	5.9	4.8
2038	516,400	1,540	551	172.9	1,062	\$19.3	\$51.2	\$54,868	2.7	407.5	6.1	4.8
2039	519,240	1,571	554	173.8	1,050	\$20.0	\$53.2	\$55,173	2.9	408.6	6.2	4.8
2040	521,927	1,464	558	174.8	1,038	\$20.7	\$55.4	\$55,507	2.8	409.8	6.4	4.8
2041	524,617	1,509	561	175.8	1,015	\$21.4	\$57.5	\$55,912	2.6	410.9	6.5	4.8
2042	527,178	1,420	564	176.7	993	\$22.1	\$59.7	\$56,366	2.5	412.1	6.7	4.8
2043	529,761	1,482	567	177.6	976	\$22.8	\$62.0	\$56,864	2.4	413.3	6.8	4.8
2044	532,223	1,399	569	178.5	951	\$23.5	\$64.3	\$57,430	2.2	414.4	7.0	4.8
2045	534,698	1,449	572	179.4	923	\$24.2	\$66.7	\$57,941	2.4	415.6	7.1	4.8
2046	537,041	1,355	575	180.2	903	\$25.0	\$69.2	\$58,491	2.3	416.7	7.3	4.8
2047	539,414	1,418	578	181.1	886	\$25.7	\$71.8	\$59,056	2.3	417.9	7.5	4.8
2048	541,672	1,334	580	181.9	876	\$26.5	\$74.6	\$59,655	2.3	419.1	7.6	4.7
2049	543,966	1,401	583	182.7	858	\$27.3	\$77.4	\$60,278	2.3	420.2	7.8	4.7
2050	546,145	1,318	585	183.5	843	\$28.1	\$80.4	\$60,930	2.3	421.4	8.0	4.7

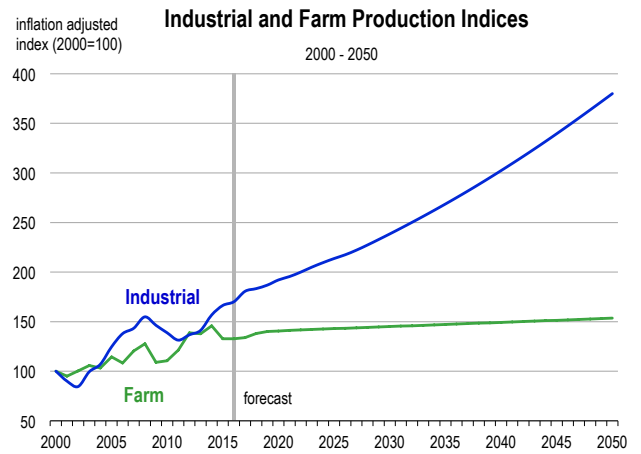
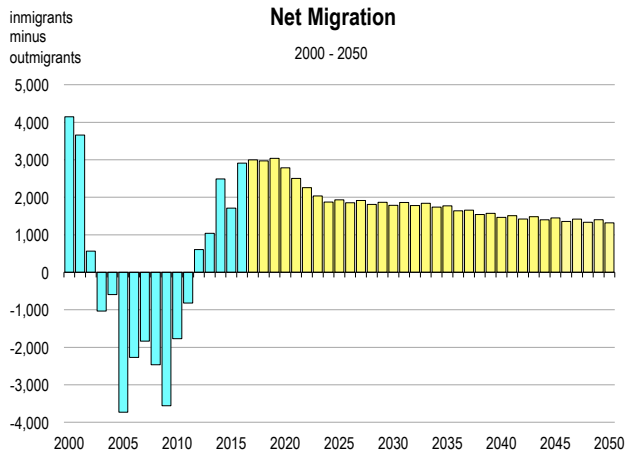
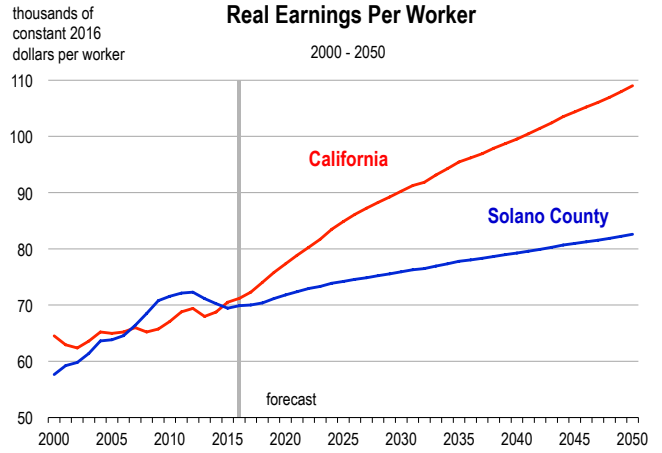
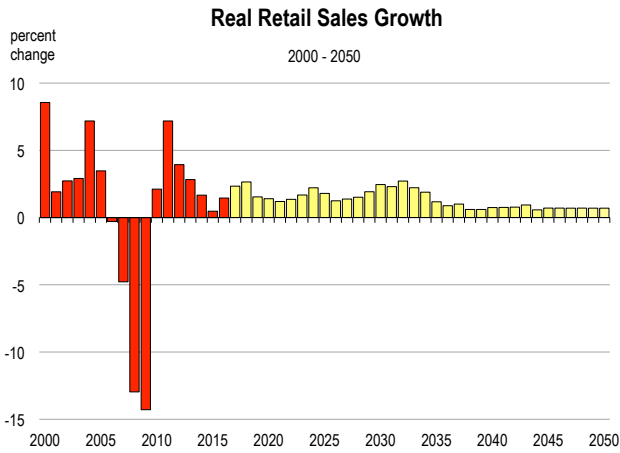


Solano County Employment Forecast

2010-2016 History, 2017-2050 Forecast

	Total Wage & Salary	Farm	Construction	Manufacturing	Transportation & Utilities	Wholesale & Retail Trade	Financial Activities	Professional Services	Information	Health & Education	Leisure	Government
-----employment (thousands of jobs)-----												
2010	121.0	1.39	7.2	9.7	4.2	20.6	5.2	9.7	1.3	20.1	13.0	24.9
2011	120.6	1.41	7.8	9.6	3.7	20.5	5.1	9.8	1.1	20.2	13.2	24.3
2012	122.7	1.49	8.1	10.0	3.6	21.2	5.0	9.8	1.1	20.8	13.4	24.1
2013	126.3	1.67	8.6	10.2	3.5	21.4	5.1	10.3	1.1	22.4	13.7	24.0
2014	129.4	1.79	8.3	11.0	4.0	21.8	4.8	10.4	1.1	23.1	14.3	24.4
2015	134.2	1.77	9.1	11.7	4.3	22.8	4.9	10.3	1.1	24.3	14.8	24.8
2016	137.6	1.77	10.2	11.8	4.5	22.8	5.2	10.1	1.1	25.6	15.0	25.2
2017	140.3	1.78	10.8	11.8	4.7	23.0	5.2	10.7	1.1	26.0	15.4	25.4
2018	142.1	1.83	11.1	11.9	4.8	23.1	5.2	11.0	1.1	26.4	15.5	25.6
2019	143.5	1.85	11.3	11.9	4.9	23.2	5.2	11.3	1.1	26.8	15.7	25.7
2020	144.8	1.85	11.4	12.0	5.0	23.3	5.2	11.5	1.1	27.2	15.9	25.8
2021	146.0	1.86	11.4	12.0	5.0	23.4	5.2	11.7	1.1	27.6	16.1	26.0
2022	147.2	1.87	11.4	12.1	5.0	23.5	5.2	11.9	1.1	28.1	16.3	26.2
2023	148.4	1.87	11.4	12.1	5.1	23.6	5.2	12.0	1.1	28.5	16.5	26.4
2024	149.7	1.87	11.4	12.1	5.1	23.7	5.2	12.2	1.1	29.0	16.7	26.7
2025	151.0	1.88	11.4	12.1	5.1	23.9	5.2	12.4	1.1	29.4	16.8	27.1
2026	152.2	1.88	11.4	12.2	5.1	23.9	5.2	12.6	1.1	29.8	16.9	27.4
2027	153.3	1.89	11.4	12.2	5.1	24.0	5.2	12.7	1.1	30.3	17.0	27.7
2028	154.4	1.89	11.4	12.2	5.1	24.1	5.2	12.9	1.1	30.8	17.1	28.0
2029	155.7	1.90	11.4	12.2	5.1	24.2	5.3	13.0	1.1	31.3	17.2	28.3
2030	157.1	1.90	11.4	12.2	5.2	24.3	5.3	13.2	1.1	31.8	17.3	28.8
2031	158.5	1.91	11.4	12.2	5.2	24.4	5.3	13.4	1.1	32.3	17.5	29.3
2032	160.0	1.91	11.4	12.3	5.2	24.5	5.3	13.6	1.1	32.8	17.6	29.8
2033	161.5	1.91	11.4	12.3	5.2	24.6	5.3	13.8	1.1	33.2	17.8	30.4
2034	162.8	1.92	11.4	12.3	5.2	24.7	5.3	14.0	1.1	33.7	17.9	30.8
2035	164.0	1.92	11.4	12.3	5.2	24.7	5.3	14.1	1.1	34.1	18.0	31.2
2036	165.0	1.93	11.3	12.3	5.2	24.8	5.3	14.3	1.1	34.5	18.2	31.5
2037	166.0	1.93	11.3	12.3	5.2	24.8	5.3	14.4	1.1	35.0	18.3	31.7
2038	166.9	1.94	11.3	12.3	5.3	24.8	5.3	14.6	1.1	35.4	18.5	31.9
2039	167.8	1.94	11.2	12.3	5.3	24.9	5.3	14.7	1.1	35.8	18.6	32.1
2040	168.6	1.95	11.2	12.3	5.3	24.9	5.3	14.8	1.1	36.2	18.7	32.2
2041	169.5	1.95	11.2	12.3	5.3	24.9	5.3	14.9	1.1	36.6	18.9	32.4
2042	170.4	1.96	11.2	12.3	5.3	25.0	5.3	15.0	1.1	37.0	19.0	32.6
2043	171.3	1.96	11.2	12.3	5.3	25.0	5.3	15.1	1.1	37.5	19.2	32.8
2044	172.2	1.96	11.1	12.3	5.4	25.0	5.3	15.2	1.1	37.9	19.3	32.9
2045	173.0	1.97	11.1	12.3	5.4	25.0	5.3	15.3	1.1	38.3	19.5	33.1
2046	173.9	1.97	11.1	12.3	5.4	25.0	5.3	15.4	1.1	38.8	19.7	33.2
2047	174.8	1.98	11.0	12.2	5.4	25.0	5.3	15.5	1.1	39.2	19.8	33.4
2048	175.7	1.98	11.0	12.2	5.4	25.1	5.3	15.6	1.2	39.7	20.0	33.5
2049	176.6	1.99	11.0	12.2	5.5	25.1	5.3	15.7	1.2	40.2	20.1	33.7
2050	177.6	1.99	11.0	12.2	5.5	25.1	5.3	15.8	1.2	40.7	20.3	33.8





County Economic and Demographic Indicators

Projected Economic Growth (2017-2022)

Expected retail sales growth:	8.4%
Expected job growth:	4.9%
Fastest growing jobs sector:	Professional Services
Expected personal income growth:	8.5%

Expected population growth:	5.2%
Net migration to account for:	59.6%
Expected growth in number of vehicles:	11.1%

Demographics (2017)

Unemployment rate (April 2017):	4.7%
County rank* in California (58 counties):	24th
Working age (16-64) population:	65.4%

Population with B.A. or higher:	24.7%
Median home selling price (2016):	\$365,000
Median household income:	\$72,010

Quality of Life

Violent crime rate (2015):	479 per 100,000 persons
County rank* in California (58 counties):	41st
Average commute time to work (2017):	33 minutes

High School drop out rate (2016):	10.5%
Households at/below poverty line (2017):	9.9%

* The county ranked 1st corresponds to the lowest rate in California

Appendix D: List of Pending and Approved City Development Projects

City of Fairfield
Community Development Department
Planning Division

**New Project Submittal Log / Project Approval Log
January 22 – February 1, 2018**

(EXCLUDING A-FRAMES, BANNERS AND OTHER TEMPORARY SIGNAGE)

Applied 1/22

- Village 1 – Unit 1
MD2018-001 – Minor Development Review – Single Family Subdivision
(Planner: Meily Sheehan, 707-428-7474, msheehan@fairfield.ca.gov)

Applied & Approved 1/22

- 99 Cent Store, 601 Beck Avenue
SCC2018-002 – Shopping Cart Containment Plan
(Planner: Brian K. Miller, 707-428-7446, bkmiller@fairfield.ca.gov)

Applied 1/23

- Pacific Flyway Center
DA2018-001 – Development Agreement
(Planner: Amy Kreimeier, 707-428-7450, akreimeier@fairfield.ca.gov)

Applied & Approved 1/23

- Bank of the West sign, 1300 Oliver Road
SN2018-010 – Individual Signs
(Planner: Amy Kreimeier, 707-428-7450, akreimeier@fairfield.ca.gov)

Applied 1/25

- Former Vaca Valley Auto Parts lot merger, 1313 North Texas Street
ER2018-001 – Environmental Review – Categorical Exemption
LLA2018-001 – Lot Line Adjustment
(Planner: ?)

Applied 1/29

- Walmart sign, 2701 North Texas Street
SN2018-015 – Individual Signs
(Planner: Jonathan Atkinson, 707-428-7387, jatkinson@fairfield.ca.gov)
- Second dwelling unit, 1048 Harding Street
SU2018-001 – Second Unit
(Planner: ?)

Applied 1/30

- Walmart, 2701 North Texas Street
MDR2018-001 – Minor Discretionary Review – Building Improvements
(Planner: ?)

Applied & Approved 1/30

- Mercedes Benz detail building, 2950 Auto Mall Parkway
PR2018-001 – Plan Review
(Planner: Amy Kreimeier, 707-428-7450, akreimeier@fairfield.ca.gov)

Applied 2/1

- Pittman Road Self-Storage, 535 Pittman Road
CR2018-001 – Conceptual Review
Development of a one-story self-storage facility with a floor area of 71,037 square feet on two parcels on Pittman Road (APNs: 0044-050-350 and 0044-050-360). The facility will also include a two-story manager's office with a floor area of 2,360 square feet.
(Planner: Meily Sheehan, 707-428-7474, msheehan@fairfield.ca.gov)

RESIDENTIAL PROJECTS

Fourth Quarter 2017

October 1 - December 31, 2017

NOTES

MD = Medium Density Single Family Detached Housing with lots below 4,500 square feet in area

1 = Projects with single-story house plans

A = Projects with attached or multifamily housing units

ACTIVE PROJECTS

PROJECT Location	DEVELOPER	NOTES	Total Units	Permits Issued	Units Remaining
EASTRIDGE Green Valley Road	Hofmann Company P.O. Box 907 Concord, CA 94522 (925) 682-4830 Davidon Homes 1600 S Main St # 150, Walnut Creek, CA 94596	(1)	217	164	53
<u>GARIBALDI RANCH</u> Lopes Road	Seeno Homes. 4021 Port Chicago Highway Concord, CA 94524 (888) 414-6637	(1)	520	463	57
GOLDHILL VILLAGE II Gold Hill Road at Lopes	Seeno Homes		64	35	29

PROJECT Location	DEVELOPER	NOTES	Total Units	Permits Issued	Units Remaining
GOLDRIDGE Peabody Road	Richmond American Homes 5171 California Avenue, Suite #120 Irvine, CA 92617		1458	1327	131
	Meritage Homes 1671 E. Monte Vista Avenue Suite 214 Vacaville, CA 95688				
GREEN VALLEY RESIDENTIAL (Harvest and Bloom) Business Center Drive	Tri Pointe Homes 2010 Crow Canyon Place, Suite 380 San Ramon, California 94583	(MD)	147	26	121
MADISON Peabody Road	Citation Northern 597 Center Ave., Suite 150 Martinez, CA 94553 (925) 372-0300 888.333.3230	(A, MD)	221	207	14
PARADISE 360 Paradise Valley Drive	DeNova Homes	(MD)	68	13	55
VILLAGE OAKS (KOROS) Suisun Valley Road	Blue Mountain 707 Aldridge Road, Suite B Vacaville, CA 95688	(MD)	38	13	25
VILLAGES AT FAIRFIELD Village IV Claybank Road	Discovery Builders		109	58	51

UPCOMING PROJECTS

PROJECT	DEVELOPER	NOTES	Total Units
BELLA VITA PHASE II	Butticci Homes 2804 Velvet Way Walnut Creek, CA	Second phase of original Bella Vita subdivision	13
COOPERS LANDING Cement Hill Road	Edenbridge, Inc. 21771 Stevens Creek Blvd., Suite 200A Cupertino, CA 95014		169
ENCLAVE AT RED TOP Red Top Road	Seeno Homes.	(1)	148
FIELDCREST Red Top Road	Seeno Homes	(1)	394
GARDENSTONE Tabor Avenue	Steve Hanley Construction	(MD)	10
STRAWBERRY FIELDS/ IVY WREATH	B&L Properties East Tabor Avenue Anthony Russo 4630 Westamerica Drive "A" Fairfield, CA 94534	(A) (MD)	131
VILLAS AT HAVENHILL Red Top Road	Seeno Homes	Apartments	324

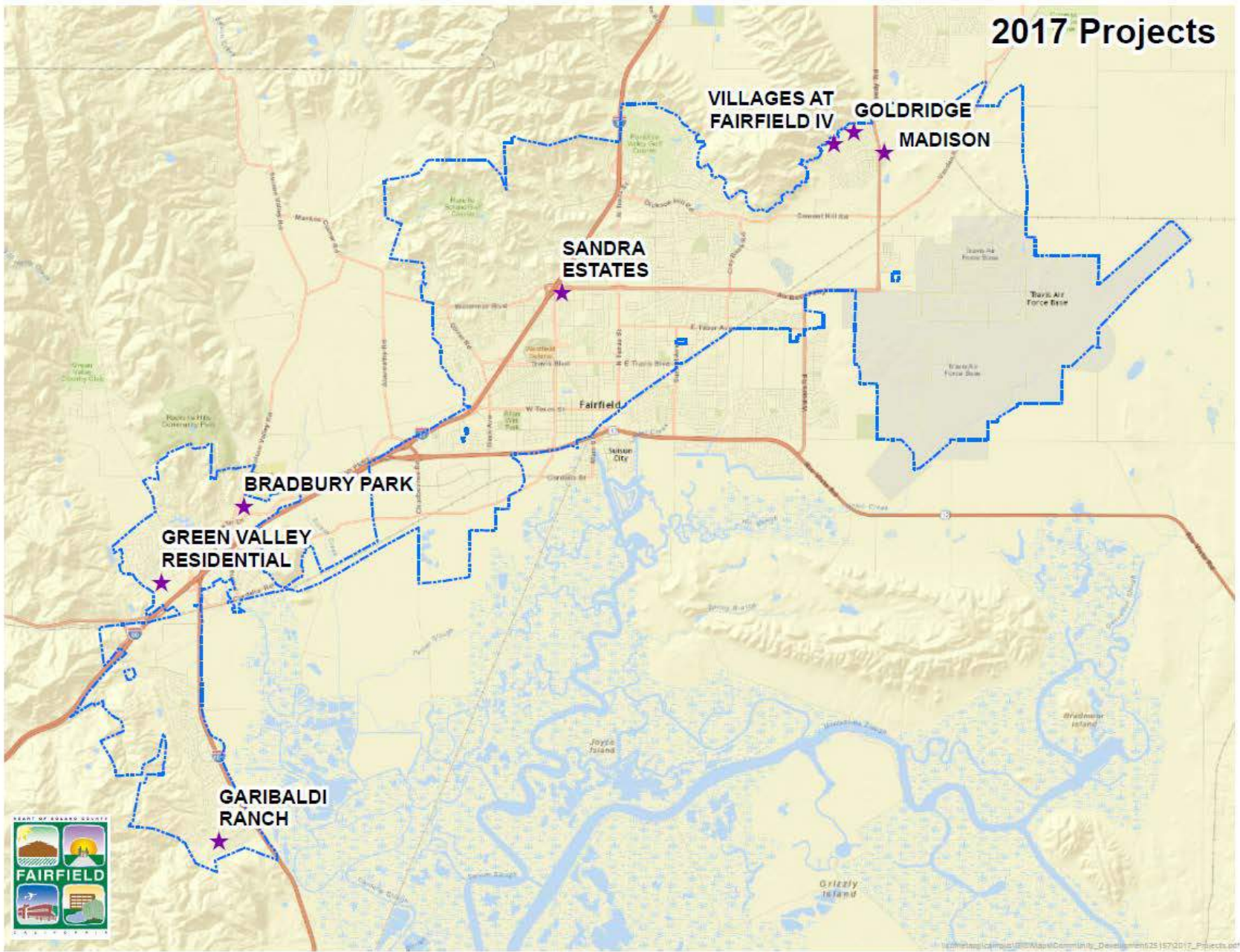
FUTURE DEVELOPMENT AREAS AND PROJECTS

SOUTH PARADISE VALLEY SITE	Lutheran Church 1405 Kentucky Street Fairfield, CA 94533	MD	24
TRAIN STATION SPECIFIC PLAN AREA	Various	Total	
Peabody Road		Single Family	924-1709
		RM (A) (MD)	1610-2254
		Apartments (A)	1908-2793
VILLAGES AT FAIRFIELD	Lewis Group	Total	1,709*
Cement Hill Road	9216 Kiefer Blvd. Sacramento, CA 95862 (916) 363-2617	Single Family (1)	875*
		RM (A) (MD)*	554
		Apartments (A)	280

Permits Issued 2017

Project	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Total
	Jan 1 - Mar 31	April 1-June 30	July 1-Sep 30	Oct 1-Dec 31	Jan 1 -Dec 31
EASTRIDGE	0	0	1		1
GARIBALDI RANCH	8	8	4	16	36
GOLD HILL VILLAGE II	0	35	0		35
GOLDRIDGE	0	0	0		0
<i>Richmond American</i>	0	0	0		0
<i>Meritage Homes</i>	0	0	0		0
MADISON	14	0	0		14
BRADBURY PARK (CAMPUS)	49	22	0		71
SANDRA ESTATES (PACE)	4	0	0		4
PARADISE 360	0	0	8	5	13
TRI POINT HOMES	0	6	0	20	26
VILLAGE OAKS	0	0	13	0	13
VILLAGES AT FAIRFIELD (VILLAGE IV)	15	39	0	0	54
OTHER/INFILL	0	0	0	0	0
					267
2017	Q1	Q2	Q3	Q4	
QUARTERLY TOTAL	90	110	26	41	
RUNNING TOTAL	90	200	226	267	
2016	Q1	Q2	Q3	Q4	
QUARTERLY TOTAL	47	113	77	25	
RUNNING TOTAL	47	160	237	262	

2017 Projects



\\csm\planning\GIS\Map\Community_Development\6251572017_Pjjects.pdf

Appendix E: Full Text of Measure T (2016)

CITY OF FAIRFIELD

RESOLUTION NO. 2016-___

A RESOLUTION OF THE CITY OF FAIRFIELD AMENDING CERTAIN PROVISIONS OF THE GENERAL PLAN TO REVISE THE URBAN LIMIT LINE AND AMEND AND REAFFIRM CERTAIN GENERAL PLAN POLICIES TO ALLOW PROPERTY LOCATED NEAR I-680 AND GOLD HILL ROAD TO BE ANNEXED INTO THE CITY FOR AN OPEN SPACE PRESERVE AND INTERPRETIVE CENTER

THE PEOPLE OF THE CITY OF FAIRFIELD DO RESOLVE AS FOLLOWS:

SECTION 1. Purpose and Background

- A. Purpose.** The purpose of this Resolution is to allow a 278 acre property near 1-680 and Gold Hill Road (illustrated for informational purposes in Exhibit B and hereinafter the "Property"), to be annexed into the City of Fairfield as an open space preserve and interpretive center. The proposed preserve would celebrate and provide habitat to a variety of birds that migrate along the Pacific Flyway as well as visitor features such as paths, boardwalks, a visitor/interpretive center with ancillary gift shop and food service facilities, and a theater for educational activities. This Resolution amends the General Plan to revise the Urban Limit Line to include the portion of the Property that would require the provision of City services, reaffirms the General Plan Land Use designation of the Property as "Open Space Conservation," and amends and expands upon General Plan policy regarding future uses of the Property as a land preserve.
- B. Urban Limit Line.** In June 2002, the City of Fairfield adopted a set of comprehensive General Plan amendments designed to protect the unique character of Fairfield. The General Plan included an Urban Limit Line that was adopted in order to promote development within City limits and protect open space and agricultural areas outside the Urban Limit Line from encroaching urban sprawl.
- C. Measure L.** On November 4, 2003, the voters of the City of Fairfield approved "Measure L," which provided that any amendments to the Urban Limit Line must be approved by the voters. In order to annex the Property into the City and provide City services to the proposed land preserve, the voters must approve a revision to the Urban Limit Line.

- D. **Consistency with General Plan.** This Resolution, which allows the provision of City services to the Property while reaffirming that it may only be used in a manner consistent with its Open Space Conservation designation, is consistent with General Plan policies discouraging urban sprawl and directing residential and commercial development within the City limits of the City of Fairfield.
- E. **Exhibits.** This Resolution includes exhibits, which are attached and made a part of this Resolution. Exhibit A is an amended General Plan Land Use Diagram and illustrates the Urban Limit Line as amended by this Resolution. Exhibit B is a map of the Property, located at Gold Hill Road and I-680. Exhibit B is provided for informational purposes only and is not adopted by this Resolution as part of the General Plan.

SECTION 2. General Plan Amendments.

The City of Fairfield General Plan (hereinafter "General Plan") shall be amended as follows:

- A. **Urban Limit Line Amended If Future Conditions Are Met.** The Urban Limit Line shown on the General Plan Land Use Diagram shall be amended as shown in the General Plan Land Use Diagram attached as Exhibit A upon the final approval of a conditional use permit on or before December 31, 2026 for educational facilities and a visitor or interpretive center, in connection with establishment of a land preserve on the Property. Approval of a conditional use permit for the Property shall be subject to the requirements of the California Environmental Quality Act.
- B. **Open Space Conservation Designation.** The designation of the Property as "Open Space Conservation" in the General Plan is hereby reaffirmed and readopted, as shown in the General Plan Land Use Diagram attached as Exhibit A.
- C. **Open Space Element Amendments.** General Plan Open Space Policy OS 9.4 shall be amended to read as follows:

"Policy OS 9.4

No development is permitted on the east side of I-680 between Parish Road and the Cordelia historic area, except that the City may allow, upon approval of a conditional use permit on or before December 31, 2026, development of educational facilities and a visitor or interpretive center in connection with a land preserve including restored wetlands and open space on property within the Urban Limit Line."

- D. Annexation Proceedings.** Notwithstanding any other provision of the General Plan, the City may initiate proceedings to annex the Property into the City of Fairfield before the amendment of the Urban Limit Line takes effect.

SECTION 3. Effective Date and Expiration.

This Resolution shall be effective immediately upon adoption by the voters. If no conditional use permit is issued by or on December 31, 2026 for the Property, the proposed revision to the Urban Limit Line shall not take effect and the amendments to the General Plan in Section 2 of this Resolution shall expire and have no further force or effect.

SECTION 4. Severability and Interpretation.

This Resolution shall be broadly construed in order to achieve the purposes stated herein. This Resolution shall be interpreted so as to be consistent with all federal and state laws, rules, and regulations. If any section, sub-section, sentence, clause, phrase, part, or portion of this Resolution is held to be invalid or unconstitutional by a final judgment of a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the Resolution. The voters hereby declare that this Resolution, and each section, sub-section, sentence, clause, phrase, part, or portion thereof would have been adopted or passed even if one or more sections, sub-sections, sentences, clauses, phrases, parts, or portions are declared invalid or unconstitutional. If any provision of this Resolution is held invalid as applied to any person or circumstance, such invalidity shall not affect any application of this Resolution that can be given effect without the invalid application.

SECTION 5. Amendment.

Section 2 of this Resolution may be amended or repealed only by the voters of the City of Fairfield.

Exhibit List:

Exhibit A General Plan Land Use Diagram

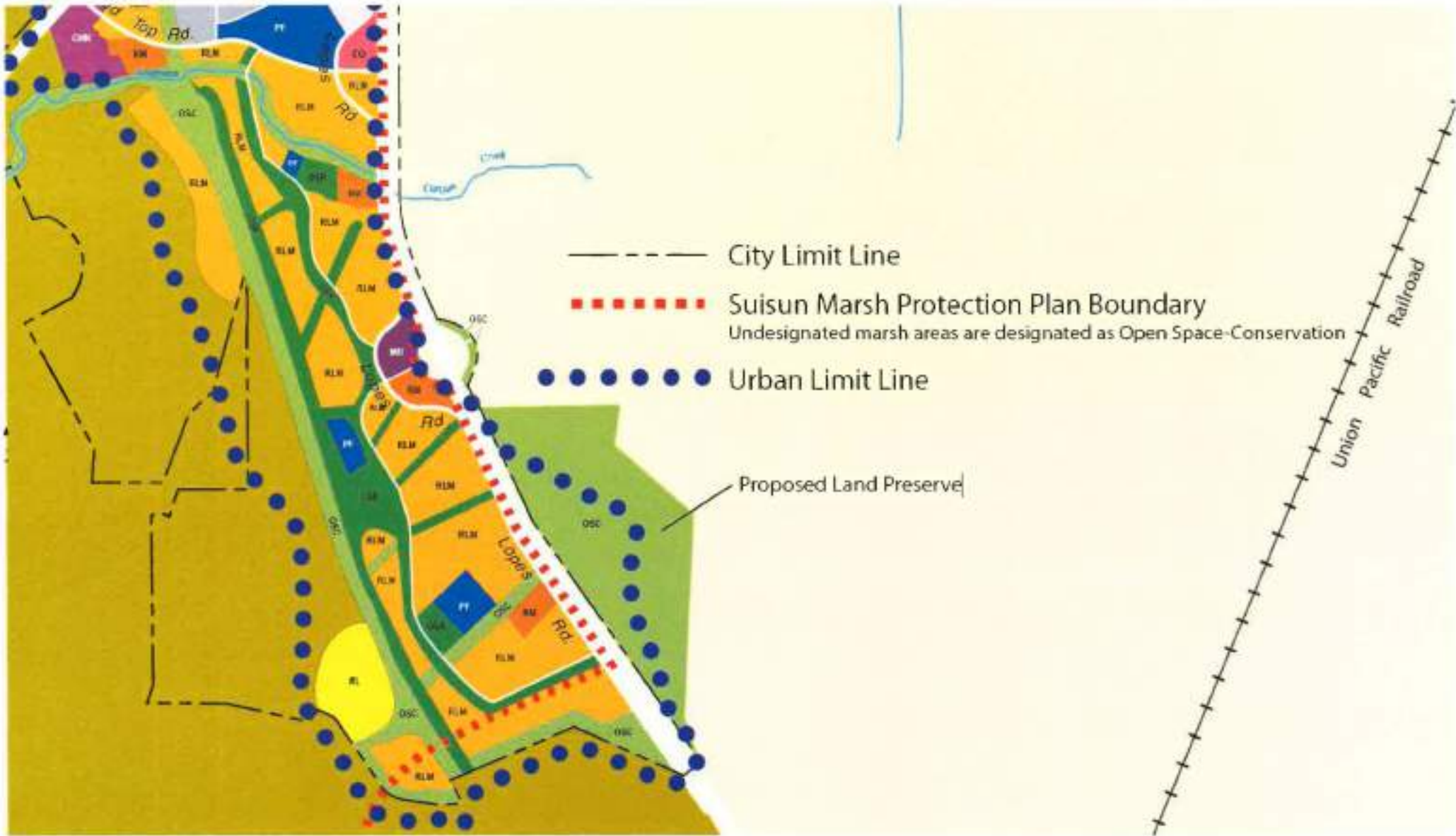
Exhibit B Map Showing Property at Gold Hill Road and I-680

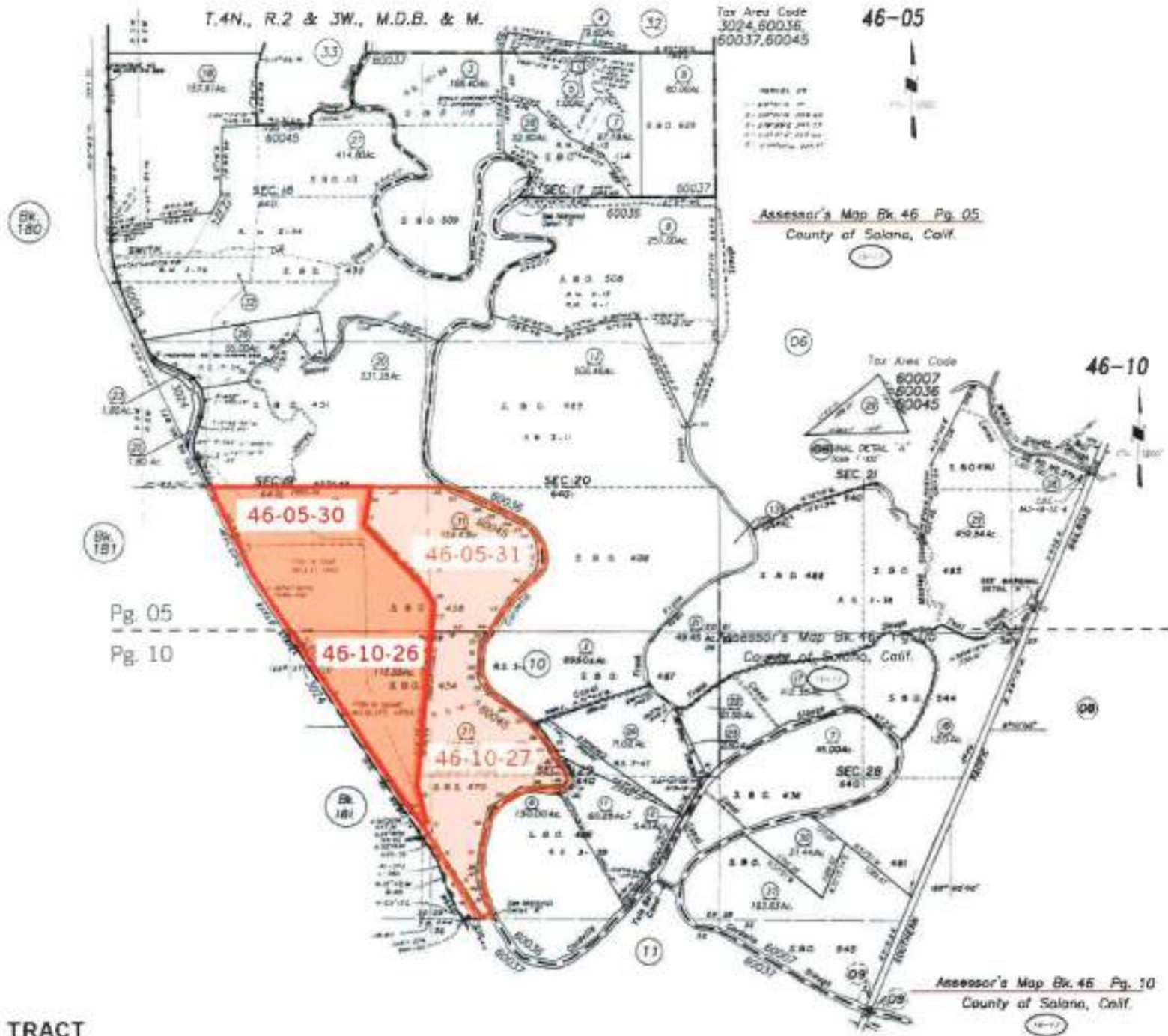
PASSED AND ADOPTED by the People of the City of Fairfield, State of California, on November 8, 2016.

MAYOR

ATTEST:

CITY CLERK





 GARIBALDI TRACT
PARCEL AREA

Project Description

Introduction

The purpose of the Project Description is to describe the project in a manner that would be meaningful to the public, reviewing agencies and decision makers. As described in Section 15124 of the California Environmental Quality Act (CEQA) Guidelines, a complete Project Description must contain the following information: 1) a precise location and boundaries of the project's location; 2) a statement of the objectives sought by the project, which should include the underlying purpose of the project; 3) a general description of the project's technical, economic and environmental characteristics; and 4) a statement briefly describing the intended uses of the environmental review, including a list of agencies that are intended to use the CEQA document (in this case a Mitigated Negative Declaration is anticipated) in their decision making, a list of permits and other approvals required to implement the project and will provide a list of related environmental review and consultant requirements imposed by federal, state or local laws. The State CEQA guidelines specify that to be adequate, a Project Description need not be exhaustive, but should provide the level of detail necessary for the evaluation and review of the project's potentially significant environmental impacts if any.

The Project Description is the starting point for all environmental analysis required by CEQA. This Project Description serves as the basis for the environmental analysis contained within the Mitigated Negative Declaration in its description of the project, its location and characteristics, the project's objectives, and the intended use of this Mitigated Negative Declaration.

The project propose to enhance the site as an open space preserve, and wildlife habitat creation, restoration and enhancement conservation area with an interpretive and educational facility intended to celebrate and educate the public regarding the environmental and societal importance of conservation of migratory birds within the Pacific Flyway. The Mitigated Negative Declaration refers to the proposal hereafter as the proposed project.

A Project Title: Pacific Flyway Center

B Project Site: Ramsey Road

1) Location

The project site, is comprised of four parcels totaling approximately 560 acres, is located within the southwest portion of the City of Fairfield's Planning Area. The site is located east of Interstate 680, south of the Gold Hill Road over crossing, adjacent to Ramsey Road. Half of the site is currently owned and managed by the State of California, Department of Fish and Wildlife as part of the Grizzly Island Wildlife Area. The other half is owned by the applicants

2) Surrounding Land Use

The surrounding area is comprised of Interstate 680 to the west along with existing single family subdivisions west of the interstate within the city limits of the City of Fairfield. The areas to the east, south and north of the site are comprised of portions of the Suisun Marsh. The Suisun Marsh is the largest contiguous brackish-water wetland in the western United States, comprising nearly 10% of the remaining wetlands in the State of California. This marsh-land is part of the San Francisco Bay-Delta tidal estuary. The Suisun Marsh provides critically important

resting and feeding grounds for hundreds of thousands of birds migrating within the Pacific Flyway twice each year during their north south migrations.

3) Site Characteristics

The approximately 560 acres within the site are comprised of both Secondary Management Area (upland) and Primary Management Area (wetlands) habitats as defined by the Suisun Marsh Preservation Act adopted in 1974 and the Suisun Marsh Protection Plan adopted in 1977. Elevations range from 0-24' above mean-sea level. The site is known as the Garibaldi Unit of the State of California Grizzly Island Wildlife Area and was previously used by the Garibaldi family as a working cattle ranch, private waterfowl refuge and for hunting and fishing. Various out-buildings, aircraft landing strip, and airport hangar were developed on the property. The area consists primarily of uplands along its westerly edge and is largely managed wetlands to the east. As part of the Grizzly Island Wildlife Area, the site has been managed as habitat for migratory birds and other wildlife and used for various recreational activities, including nature viewing, hiking, fishing and hunting.

4) Development Proposal

The applicants, the "Pacific Flyway Fund", is a non-profit organization proposing to develop and enhance the site as an open space preserve and wildlife habitat conservation area, with an interpretive and educational facility intended to celebrate and educate the public regarding the environmental and human societal importance of conservation of migratory birds within the Pacific Flyway. Two of the four Assessors' Parcel Numbers (APNS) (APN's 46-05-30 & 46-10-26) totaling approximately 280 acres of the site have been transferred from the State of California to the Pacific Flyway Fund via a land exchange. Future land exchanges between the two parties are scheduled to occur for the remaining 280 acres in 2018. The first exchange consisted of approximately 80 acres of Secondary Management Area uplands and approximately 200 acres of Primary Management Area marshland and is proposed for annexation into the City of Fairfield. The Annexation is necessary in order for the project to obtain the provision of City services, such as sewer and water in order to serve the projects utility needs. Of the approximately 280 acres intended for annexation, approximately 8.3 acres would be developed with impervious surfaces, encompassing the visitor education and interpretive center, wildlife theater, gift shop and food service facilities, maintenance area, and driveways and parking areas. Approximately 124 acres of the site would be enhanced and restored as an outdoor wildlife habitat viewing area, to be known as the "walk in the Marsh". Work planned for this area will consist of the creation, restoration and enhancement of ponds, wetlands, wildlife viewing overlooks, raised boardwalk pathways, pervious pathways, and water conveyance system. Within the "Walk in the Marsh" area, improvements would include creation, restoration and enhancement of approximately 24 acres of new ponds and wetlands for wildlife. This would include restoring and habitat enhancement to approximately 6.5 acres of existing wetlands and creation of approximately 17.5 acres of new wetlands by converting upland areas into new wetlands. These enhancements are anticipated to be accomplished under a US Army Corps of Engineers

(ACOE) Nationwide 27 permit and Suisun Resource Conservation District permits. Approximately 4,500 sq. ft. of raised boardwalks for the "Walk in the Marsh" will be constructed within and adjacent to the existing and created wetlands. These newly created, restored and enhanced wetlands would receive water from four potential sources, including, natural rain water, slough water which is currently being utilized in the existing managed wetlands, well-water from an existing on-site 15gpm well, and untreated water received from the City of Fairfield. These waters would be fed into a holding pond at the southwest corner of the visitor building area adjacent to Ramsey Road and then transferred into the wetlands via gravity flows using a weir system. A new pump and intake located adjacent to the northerly parking lot would then re-cycle and re-circulate the water back to the holding pond, which would then again gravity flow back to the wetlands.

The education and interpretive center building will consist of approximately 125,000 sq. ft. of area, comprised of three buildings. Construction is anticipated to occur in three phases, with the first being a 28,000 sq. ft. building, to be initially used as the Education Center containing exhibits and educational programs and a bus stop to accommodate buses of school children coming to view and learn. The first phase will also include a 137 space parking lot and site utilities as well as the initial site grading for the "Walk in the Marsh". The second phase will consist of an additional 15,000 sq. ft. wonders of wildlife theater building area and an additional 200 parking spaces. The third phase of construction will add an additional 41,200 sq. ft. of building area, for a project total of approximately 125,000 sq. ft. of building area and a total of 337 parking spaces and expanded bus drop off area. All of the impervious surface development will occur in areas delineated as uplands and will have no impacts to existing wetlands. The last of the wetlands creation, restoration, and enhancements, will be completed by the final building construction phase. This wetland work is envisioned to occur in conjunction with the Suisun Resource Conservation District under their Army Corps of Engineers General Permit and under Nationwide Permit 27 guidelines. Enhancement work within the Primary Areas of the Marsh are subject to BCDC approvals and will on commence upon obtaining the necessary permits. The project is envisioned to serve up to 250,000 annual visitors at build out with up to 150 full and part time employees.

C Project Objectives

- Create an Open Space Preserve.
- Manage it as a waterfowl and wildlife habitat conservation area.
- Develop an approximately 125,000 sq. ft. interpretive and educational facility intended to educate school children and the general public regarding the environmental and human societal importance of conservation of migratory birds within the Pacific Flyway.
- Create a unique “Walk in The Marsh” outdoor education wildlife viewing experience, in which new wetlands and ponds will be created, and existing wetlands will be restored and enhanced.
- All to be managed by the Non-Profit Pacific Flyway Fund for enjoyment by the public.

D Discretionary Actions

1. Previous Actions

On November 8, 2016 City of Fairfield residents approved the Measure T ballot measure, approving an amendment to the City of Fairfield General Plan to revise the Urban Limit Line allowing the creation of the Pacific Flyway Center subject to conditions and reaffirmation of applicable General Plan Policies.

2. Required Actions

- Annexation
- General Plan Amendments including, Urban Limit Line adjustment, Land Use Diagram amendments, amendments to the Open Space Element
- Pre-Zone and Zone Change
- Conditional Use Permit
- Development Review
- Secondary Marsh Development Permit
- (Potential) Primary Marsh Development Permit
- Development Agreement
- Environmental Review

E CEQA

1. Mitigated Negative Declaration envisioned

Lead Agency:

City of Fairfield

Potential Responsible and Trustee Agencies:

State of California Department of Transportation

State of California Department of Fish and Wildlife

State of California RWQCB

BCDC

Delta Stewardship Council

Suisun Resource Conservation District

Solano County Airport Land Use Commission

Solano County Department of Environmental Management

LAFCO

F Project Sponsors:

Pacific Flyway Foundation

Ducks Unlimited

Audubon Society

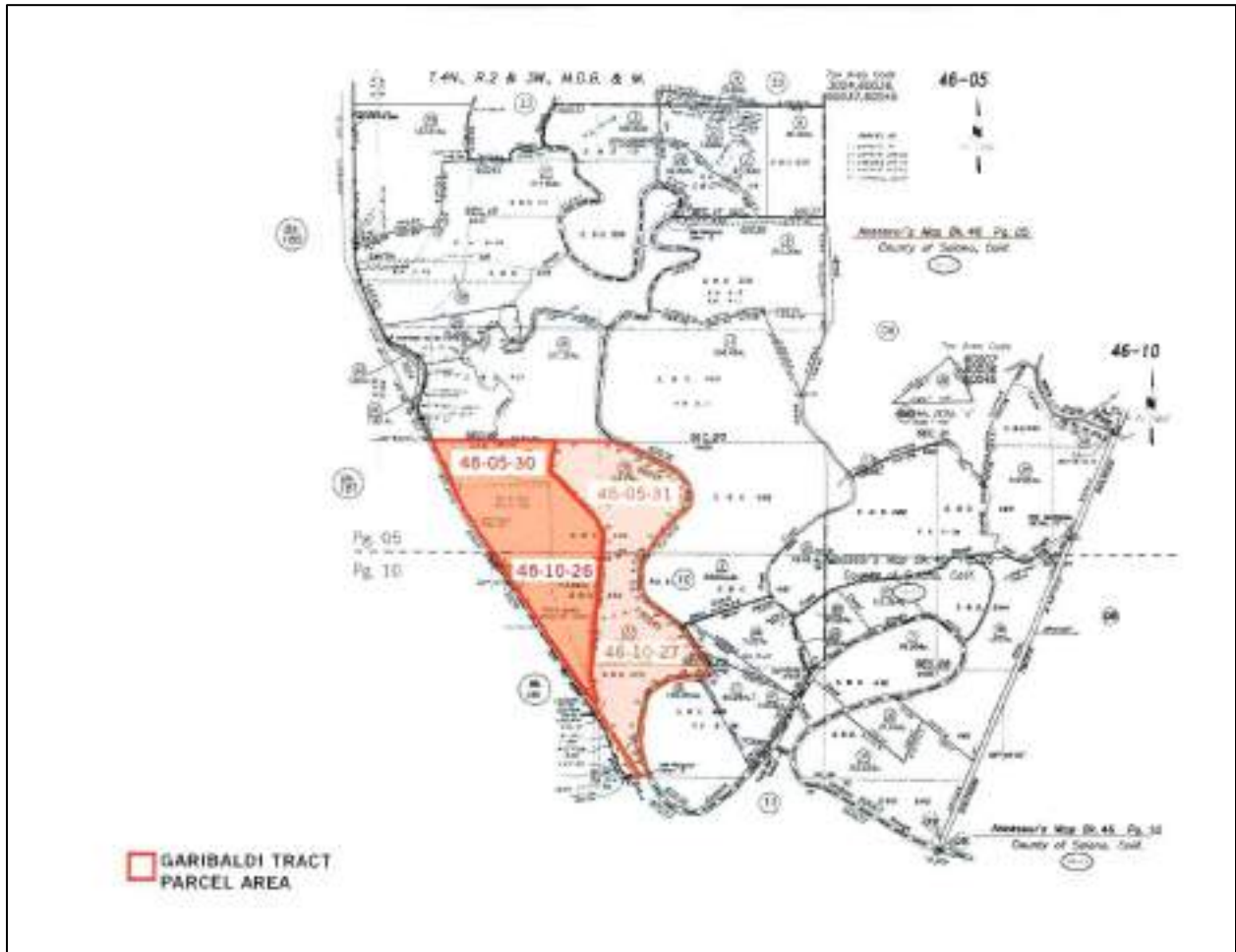
CA Waterfowl Association

University CA of Davis

Updated 3/12/18

Appendix G: Detailed Parcel Reports for 4 parcels

The proposed Pacific Flyway Center encompasses four parcels with APNs: 46-05-30, 46-10-26, 46-05-31, and 46-10-27. Two of the parcels (46-05-30, 46-10-26) are proposed for inclusion into the City's SOI. The remaining two parcels (46-05-31, and 46-10-27) would continue to be in the jurisdiction of Solano County. A map of the four parcels is provided below. A detailed description of each parcel is provided on the following pages of this Appendix.



Address / Parcel Report

APN: 0046050300

Report generated 6/18/2018 1:56:15 PM

Situs Address		Assessee Mailing Address			
APN 0046050300	Proposed to be added to City's SOI	txtASSESSEE1			
txtADDR32	txtADDRZIP2	txtADDR31	txtOwnAddr11	txtADDRZIP1	txtADDR21

Property Information

Land Value	0	Acres	0.0	TRA No	0	TRA Year	0000
Improvements	0	Lot Sqft	7,208,744.0	TRA	60045	Census	2522.020
Trees and Vines	0	TRA Last	60045				
Fixtures	0	Subdivision					
Personality	0						
Penalties	0						
Total Value	0						

Property Characteristics

Quality Class	0	Bedrooms	0	1st Floor Area	0
Year Built	0	Bathrooms	0.0	2nd Floor Area	0
Fireplace		Dining Room		Other Res Area	0
Swimming Pool		Family Room		Additional Area	0
Patio		Utility Room		Total Res Area	0
Central Heating / Cooling		Other Rooms	0	Factor-Addl	0
Garage Area	0				

Administrative Information

Assembly District	11 th Assembly District	Supervisory District	2nd Supervisorial District
Board of Education	BOARD OF ED, THIRD DISTRICT	Congressional District	3rd Congressional DISTRICT
Senate District	FIFTH SENATE DISTRICT	Community College	SOLANO COM COLLEGE DISTRICT

Zoning Information (Unincorporated Area)

Zone 1	MP	Zone 2	
--------	----	--------	--

Williamson Act Information

Contract Number	0	Contract Year	0
Contract Date		Contract Status	
Remarks		Acreage	0.0
Total Prime Acres	0.0	Non Prime Acres	0.0
Home Site Acres	0.0	Home Site Land Value	0
Improvement Value	0	Prop 13 Base Year	0
Prop 13 Factored Land Value	0	Non-Renewal Starts	0
Non-Renewal Date		Non-Renewal Land Value	0
Non-Renewal Ends	0	NR Value Trees/Vines	0
Non Ren. Imp. Value	0	Interplanted	
Neighborhood Number	0	Tree or Vine Code	0
Block Remark			
Year Planted	0		



Address / Parcel Report

APN: 0046100260

Report generated 6/18/2018 2:33:11 PM

Situation Address		Assessee Mailing Address			
APN 0046100260	Proposed to be added to City's SOI	txtASSEESSEE1			
txtADDR32	txtADDRZIP2	txtADDR31	txtOwnAddr11	txtADDRZIP1	txtADDR21

Property Information

Land Value	0	Acres	0.0	TRA No	0	TRA Year	0000
Improvements	0	Lot Sqft	4,917,488.0	TRA	60045	Census	2522.020
Trees and Vines	0	TRA Last	60045				
Fixtures	0	Subdivision					
Personality	0						
Penalties	0						
Total Value	0						

Property Characteristics

Quality Class	0	Bedrooms	0	1st Floor Area	0
Year Built	0	Bathrooms	0.0	2nd Floor Area	0
Fireplace		Dining Room		Other Res Area	0
Swimming Pool		Family Room		Additional Area	0
Patio		Utility Room		Total Res Area	0
Central Heating / Cooling		Other Rooms	0	Factor-Addl	0
Garage Area	0				

Administrative Information

Assembly District	11 th Assembly District	Supervisory District	2nd Supervisorial District
Board of Education	BOARD OF ED, THIRD DISTRICT	Congressional District	3rd Congressional DISTRICT
Senate District	FIFTH SENATE DISTRICT	Community College	SOLANO COM COLLEGE DISTRICT

Zoning Information (Unincorporated Area)

Zone 1	MP	Zone 2	
--------	----	--------	--

Williamson Act Information

Contract Number	0	Contract Year	0
Contract Date		Contract Status	
Remarks		Acreage	0.0
Total Prime Acres	0.0	Non Prime Acres	0.0
Home Site Acres	0.0	Home Site Land Value	0
Improvement Value	0	Prop 13 Base Year	0
Prop 13 Factored Land Value	0	Non-Renewal Starts	0
Non-Renewal Date		Non-Renewal Land Value	0
Non-Renewal Ends	0	NR Value Trees/Vines	0
Non Ren. Imp. Value	0	Interplanted	
Neighborhood Number	0	Tree or Vine Code	0
Block Remark			
Year Planted	0		



This report is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

Address / Parcel Report

APN: 0046050310

Report generated 6/18/2018 2:16:15 PM

Situs Address		Assessee Mailing Address			
APN 0046050310	Will remain in unincorporated Solano County	txtASSESSEE1			
txtADDR32	txtADDRZIP2	txtADDR31	txtOwnAddr11	txtADDRZIP1	txtADDR21

Property Information

Land Value	0	Acres	0.0	TRA No	0	TRA Year	0000
Improvements	0	Lot Sqft	5,430,625.0	TRA	60045	Census	2522.020
Trees and Vines	0	TRA Last	60045				
Fixtures	0	Subdivision					
Personality	0						
Penalties	0						
Total Value	0						

Property Characteristics

Quality Class	0	Bedrooms	0	1st Floor Area	0
Year Built	0	Bathrooms	0.0	2nd Floor Area	0
Fireplace		Dining Room		Other Res Area	0
Swimming Pool		Family Room		Additional Area	0
Patio		Utility Room		Total Res Area	0
Central Heating / Cooling		Other Rooms	0	Factor-Addl	0
Garage Area	0				

Administrative Information

Assembly District	11 th Assembly District	Supervisory District	2nd Supervisorial District
Board of Education	BOARD OF ED, THIRD DISTRICT	Congressional District	3rd Congressional DISTRICT
Senate District	FIFTH SENATE DISTRICT	Community College	SOLANO COM COLLEGE DISTRICT

Zoning Information (Unincorporated Area)

Zone 1	MP	Zone 2	
--------	----	--------	--

Williamson Act Information

Contract Number	0	Contract Year	0
Contract Date		Contract Status	
Remarks		Acreage	0.0
Total Prime Acres	0.0	Non Prime Acres	0.0
Home Site Acres	0.0	Home Site Land Value	0
Improvement Value	0	Prop 13 Base Year	0
Prop 13 Factored Land Value	0	Non-Renewal Starts	0
Non-Renewal Date		Non-Renewal Land Value	0
Non-Renewal Ends	0	NR Value Trees/Vines	0
Non Ren. Imp. Value	0	Interplanted	
Neighborhood Number	0	Tree or Vine Code	0
Block Remark			
Year Planted	0		



Address / Parcel Report

APN: 0046100270

Report generated 6/18/2018 2:08:00 PM

Situs Address		Assessee Mailing Address			
APN 0046100270	Will remain in unincorporated Solano County	txtASSESEE1			
txtADDR32	txtADDRZIP2	txtADDR31	txtOwnAddr11	txtADDRZIP1	txtADDR21

Property Information

Land Value	0	Acres	0.0	TRA No	0	TRA Year	0000
Improvements	0	Lot Sqft	6,808,428.0	TRA	60045	Census	2523.050
Trees and Vines	0	TRA Last	60045				
Fixtures	0	Subdivision					
Personality	0						
Penalties	0						
Total Value	0						

Property Characteristics

Quality Class	0	Bedrooms	0	1st Floor Area	0
Year Built	0	Bathrooms	0.0	2nd Floor Area	0
Fireplace		Dining Room		Other Res Area	0
Swimming Pool		Family Room		Additional Area	0
Patio		Utility Room		Total Res Area	0
Central Heating / Cooling		Other Rooms	0	Factor-Addl	0
Garage Area	0				

Administrative Information

Assembly District	11 th Assembly District	Supervisory District	2nd Supervisorial District
Board of Education	BOARD OF ED, THIRD DISTRICT	Congressional District	3rd Congressional DISTRICT
Senate District	FIFTH SENATE DISTRICT	Community College	SOLANO COM COLLEGE DISTRICT

Zoning Information (Unincorporated Area)

Zone 1	MP	Zone 2	
--------	----	--------	--

Williamson Act Information

Contract Number	0	Contract Year	0
Contract Date		Contract Status	
Remarks		Acreage	0.0
Total Prime Acres	0.0	Non Prime Acres	0.0
Home Site Acres	0.0	Home Site Land Value	0
Improvement Value	0	Prop 13 Base Year	0
Prop 13 Factored Land Value	0	Non-Renewal Starts	0
Non-Renewal Date		Non-Renewal Land Value	0
Non-Renewal Ends	0	NR Value Trees/Vines	0
Non Ren. Imp. Value	0	Interplanted	
Neighborhood Number	0	Tree or Vine Code	0
Block Remark			
Year Planted	0		



This report is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

Appendix H: Understanding the Basics of Municipal Revenues in California: Cities, Counties and Special Districts

Understanding the Basics of Municipal Revenues in California: Cities, Counties and Special Districts

2016 Update



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OVERVIEW

Each one of California's 39 million residents lives within the boundaries of one of the state's 58 counties. Nearly 33 million people also live in one of California's 482 cities.ⁱ Californians are also served by 2,156 independent special districts.

Counties, cities and special districts provide a vast array of municipal services to residents and businesses. These services include public safety (police, fire and emergency services), parks and recreation, roads, flood protection, sewers, water, electricity, refuse disposal, recycling and other utilities. Counties have an additional role as a provider for many state-mandated services, such as foster care, public health care, jails, criminal justice and elections.ⁱⁱ

These municipal local governments rely on a variety of revenues to pay for the services and facilities they provide. The amount and composition of revenues:

- Differ between cities, counties and special districts largely because of differences in responsibilities; and
- Vary among cities, among counties and among special districts depending in part on differences in governance responsibilities.

There is a complex web of legal rules for collecting and using the variety of revenues available to municipal governments in California. These rules derive from the state constitution, state statute and court cases further interpreting those laws.

This guide provides an overview of the sources of county, city and special district revenues in California. It is an introduction to a complex topic. You can find further information in the resources listed on the last page.

How To Use This Information

These materials are not technical or legal advice. You should consult technical experts, attorneys and/or relevant regulatory authorities for up-to-date information and advice on specific situations.

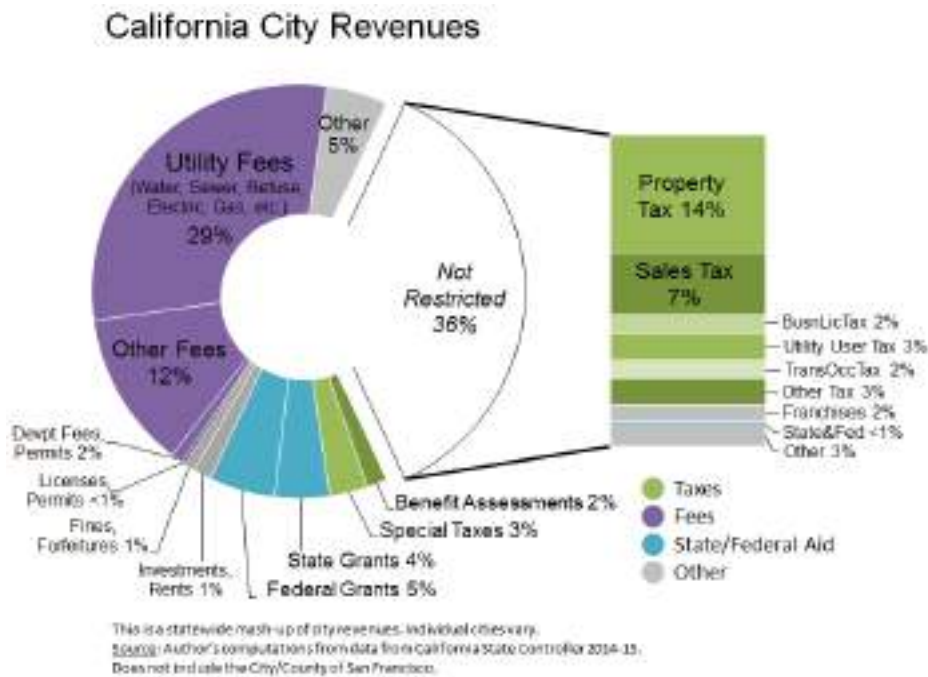
CITY REVENUES IN CALIFORNIA

Incorporated cities (including those that refer to themselves as “towns”) are responsible for a broad array of essential frontline services tailored to the needs of their communities. These include:

- Law enforcement and crime prevention,
- Fire suppression and prevention, natural disaster planning and response, emergency medical response and transport,
- Land use planning and zoning, building safety,
- Local parks and open spaces, recreation,
- Water supply, treatment and delivery,
- Sewage collection, treatment and disposal,
- Storm water collection and drainage,
- Solid waste collection, recycling and disposal,
- Local streets, sidewalks, bikeways, street lighting and traffic controls, and
- Public transit.

Cities that are responsible for providing all or most of these functions are called “full service” - the services can be provided in-house or contracted through a private entity or another public agency. In other cities, some of these functions are the financial responsibility of other local agencies such as the county or special districts. For example, in about thirty percent of California cities, a special district provides and funds fire services. In sixty percent, library services are provided and funded by another public agency such as the county or a special district.

The mix of service responsibilities and local choice regarding service levels affects the amount and composition of revenues of each city.



COUNTY REVENUES IN CALIFORNIA

California counties are responsible for three general areas of municipal services: 1) delegated state and federal programs, 2) countywide public services and 3) essential frontline services for residents not receiving those services from a city or special district, often in unincorporated areas (outside city boundaries).

In unincorporated areas, counties provide the essential frontline services that cities provide that are not provided by a special district. These can include police protection (through a county sheriff), roads, planning and building safety.

Counties also provide public services to all county residents, whether they live in or outside of cities. These countywide functions include:

- Public assistance (notably welfare programs and aid to the indigent),
- Public health services (including mental health and drug/alcohol services),
- Local elections,
- Local corrections, detention and probation facilities and programs (including juvenile detention), and
- Property tax collection and allocation for all local agencies, including school districts.

Funding from the federal and state government, primarily for health and human services, is the largest source of county revenues. Property taxes and sales and use taxes are the primary funding sources for many county services that do not have a dedicated state or federal funding source.

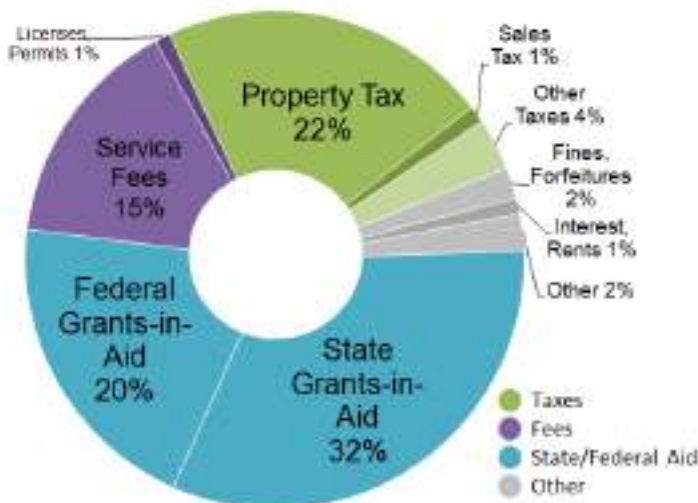
General and Functional Revenues

Municipal revenues may be viewed as falling into two broad categories: general revenues and functional revenues.

General revenues can be used for any legitimate public purpose. General purpose taxes, especially property and sales taxes, account for most general city revenues statewide.

Functional revenues are restricted by law to a particular use. These include funds derived from fees or rates that the local agency charges for public services, including municipal utilities such as water, sewer, and garbage collection, airports, marinas, harbors and water ports. Functional revenues also include most state or federal grants as they are usually restricted for particular programs.

California County Revenues



Source: Author's computations from data from California State Controller 2014-15. Includes the county/city of San Francisco.

SPECIAL DISTRICT REVENUES IN CALIFORNIA

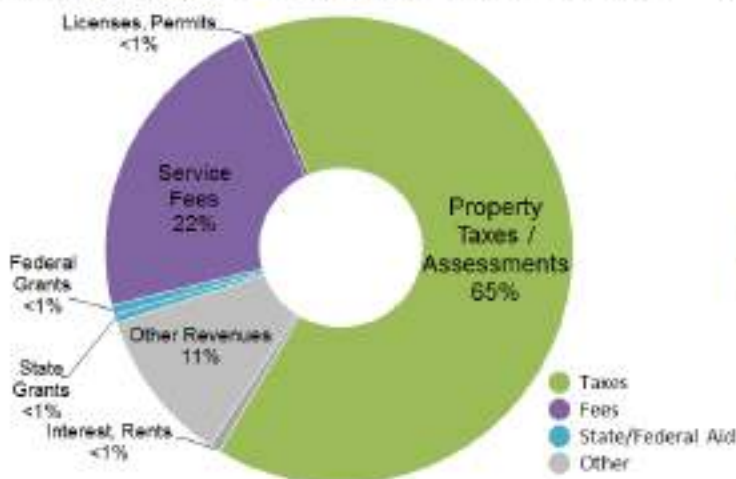
Most special districts provide one or a few municipal services to a particular geographic area. These include both enterprise and non-enterprise services. Enterprise services are funded primarily through charging a fee for service. For example, water and irrigation districts charge utility rates and fees from consumers of those services. Non-enterprise services generally do not lend themselves to fees and are primarily funded by property taxes, with relatively small amounts of fee and state and federal grant revenue. Library and fire protection services are examples of non-enterprise services.

Other districts are multifunction, providing a number of municipal services. Community services districts (CSDs) can provide as many as 32 different types of services, approximating the scope of some cities. Multifunction districts have both enterprise and non-enterprise elements and may, like cities or counties, use an array of different revenue sources.

Types of Special Districts

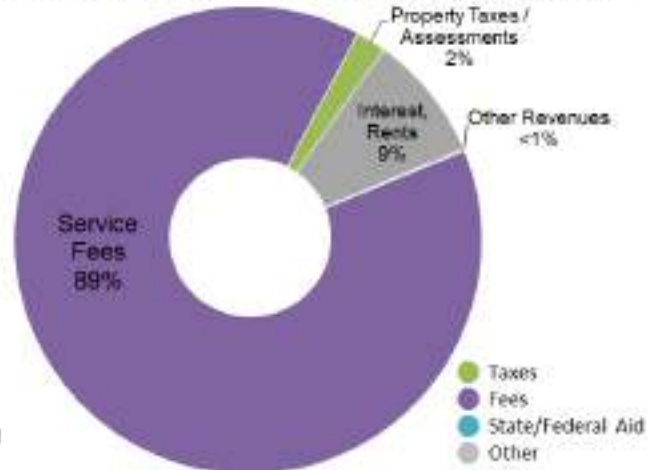
- Air Quality Management / Air Pollution Districts
- Airport Districts
- Cemetery Districts
- Community Services Districts
- Flood/Drainage Districts
- Fire Districts
- Harbor Districts
- Healthcare Districts
- Irrigation Districts
- Library Districts
- Memorial Districts
- Municipal / Resort Improvement Districts
- Open Space Districts
- Parks and Recreation Districts
- Police Protection / Ambulance Districts
- Public Utility Districts
- Reclamation Districts
- Resource Conservation Districts
- Sanitary Districts
- Waste Management Districts
- Water Districts

California Special District Revenues
Typical District (fire) Providing Non-Enterprise Services



Source: Author's computations from data from California State Controller 2014-15.

California Special District Revenues
Typical District (water) Providing Enterprise Services



Source: Author's computations from data from California State Controller 2014-15.

THE STATE LEGISLATURE, LOCAL GOVERNMENTS AND THE VOTERS

The options available to local officials in governing, managing their finances and raising revenues to provide services needed by their communities are limited. Voters have placed restrictions as well as protections in the state constitution. The state's voters and the California Legislature have acted in various ways, to support and provide, and to limit and withdraw financial powers and resources from cities, counties and special districts.

Some of the most significant limitations on the local revenue-raising include:

- Property taxes may not be increased except with a two-thirds vote to fund a general obligation bond.
- The allocation of local property tax among a county, and cities, special districts and school districts within each county is controlled by the Legislature.
- Voter approval is required prior to enacting, increasing or extending any type of local tax.
- Assessments to pay for public facilities that benefit real property require property owner approval.
- Fees for the use of local agency facilities and for services may not exceed the reasonable cost of providing those facilities and services.
- Fees for services such as water, sewer and trash collection are subject to property owner majority protest.

The Legislature has enacted many complicated changes in state and local revenues over the past 30 years. Voters have approved state constitutional protections limiting many of these actions at times followed by even more complicated maneuvers by the Legislature in efforts to solve the financial troubles and interests of the state budget.

Reacting to actions of the Legislature and the deterioration of local control of fiscal matters, local government interests placed on the ballot, and voters approved, Proposition 1A in 2004 and Proposition 22 in 2010. Together, these measures prohibit the state from:

- Enacting most local government mandates without fully funding their costs. The definition of state mandate includes a transfer of responsibility or funding of a program for which the state previously had full or partial responsibility.
- Reducing the local portion of the sales and use tax rate or altering its method of allocation, except to comply with federal law or an interstate compact.
- Reducing the combined share of property tax revenues going to the county as well as cities and special districts in a county.
- Borrowing, delaying or taking motor vehicle fuel tax allocations, gasoline sales tax allocations, or public transportation account funds.

TAXES

According to the California Constitution, every local agency charge is a “tax,” unless it falls into a list of specified exceptions:ⁱⁱⁱ

- User fees for a specific benefit, privilege, service or product provided to the payor. Items include: fees for parks and recreation classes, some utilities, public records copying fees, DUI emergency response fees, emergency medical and ambulance transport service fees.
- Regulatory fees for reasonable regulatory costs of issuing licenses and permits, and performing inspections and enforcement such as health and safety permits, building permits, police background checks, pet licenses, bicycle licenses and permits for regulated commercial activities.
- Rental fees imposed for entrance to or use of government property. These include: facility room rentals, equipment rentals, park, museum and zoo entrance fees, golf greens fees, on and off-street parking and tolls.
- Fines or penalties such as parking fines, code enforcement fees and penalties, late payment fees, interest charges and other charges for violation of the law.
- A charge imposed as a condition of property development such as building permit fees, construction and grading permits, development impact fees and fees for California Environmental Quality Act requirements.
- Benefit assessments and property related fees imposed in accordance with the provisions of Article XIII D (Proposition 218) such as a lighting and landscape assessment and fees for property related services such as many retail water and sewer fees.^{iv}

In contrast to an assessment or a fee, a tax need not be levied in proportion to specific benefit to a person or property. Tax revenues are an important source of funding for both county and city services and for many special districts. In addition to local taxes, counties rely significantly on tax dollars allocated from the state and federal governments.

	TAX- General	TAX- Parcel or Special (earmarked)	G.O. BOND (w/tax)	Fee / fine / rent
City / County	Majority voter approval	Two-thirds voter approval	Two-thirds voter approval	Majority of the governing board*
Special District	n/a	Two-thirds voter approval	Two-thirds voter approval	Majority of the governing board*
K-14 School	n/a	Two-thirds voter approval (parcel tax)	55% voter approval**	Majority of the governing board*
State	For any law that will increase the taxes of any taxpayer, two-thirds of each house of the Legislature - or approval of majority of statewide voters.		Statewide majority voter approval	Majority of each house
<small>* Additional procedures apply for property related fees. ** Per Proposition 39 (2000), maximum tax rate limits and other conditions apply for a 55% threshold school bond or threshold is two-thirds.</small>				

Counties and cities may impose a variety of taxes. Taxes fall into one of two categories: general or special.

A general tax is imposed to raise general-purpose revenues. Counties and cities may use revenues from a general tax for any lawful public purpose. A majority of voters must approve the decision to impose, increase or extend a general tax. A general tax may only be submitted for voter approval at an election for city council or board of supervisors unless a unanimous vote of the governing board declares an emergency.

A special tax is a tax imposed for a specific purpose. For example, a city may increase the sales and use tax by adding a special use tax for public safety, the acquisition of open space or transportation projects. All taxes imposed by special districts are considered special taxes. Since the tax is for a specific purpose, the revenues may only be used for that purpose. Two-thirds of voters must agree to enact, increase or extend a special tax.

County Property Tax Administration

County Assessor.

The assessor sets values on property and produces an annual property tax assessment roll.

County Auditor-Controller.

The auditor-controller receives the assessed values from the assessor and calculates the amount of property tax due.

County Treasurer-Tax Collector. The treasurer-tax collector administers the billing, collection, and reporting of property tax revenues levied annually throughout California for not only the county, but also cities, schools and special districts.

	General Tax	Special Tax
Use of Revenues	Unrestricted	Specific purpose
Governing Body Approval	<ul style="list-style-type: none"> Counties and general law cities: two-thirds Charter cities: majority Transactions and use taxes: two-thirds Special districts may not adopt general taxes. 	Majority
Voter Approval	Majority	Two-thirds
Other Rules	A general tax election must be consolidated with a regularly scheduled general election of members of the governing body, unless an emergency is declared by unanimous vote (among those present) of the governing body.	Special tax funds must be deposited in a separate account. The taxing agency must publish an annual report including: 1) the tax rate; 2) the amounts of revenues collected and expended; and 3) the status of any project funded by the special tax.

PROPERTY TAXES

All counties and cities in California receive property tax revenues. Many special districts do too. For all counties and most cities and non-enterprise special districts, property taxes are the largest source of discretionary revenues.

How Property Taxes Are Calculated in California

The property tax is imposed on “real property” (land and permanently attached improvements such as buildings) and tangible personal property (movable property such as boats, aircraft and business equipment).

The maximum tax rate permitted on real property for general purposes is one percent of the property's assessed value plus voter approved rates to fund indebtedness (general obligation bonds, requiring two-thirds voter approval).

The tax rate is applied to the assessed value (AV) of the property. The assessed value of real property is the “full cash value” of the property in 1975-76 or at change of ownership, whichever is more recent, adjusted annually by the change in the Consumer Price Index (CPI), not to exceed an annual increase of two percent. The value of new construction is additional. If a property changes hands, then the assessed value becomes the full cash value upon change in ownership.

If a property's market value falls below its factored base year value, it may be temporarily reassessed to its lower actual value but in future years may be reassessed at the lesser of its actual value or its factored base year value. This can result in increases of more than two percent as a property's actual value returns to its earlier value, as when the housing market rebounds from a slump.

Property Tax Revenue Distribution

Counties allocate property taxes to the county as well as cities, special districts and school districts within the county according to state law. Allocations among local agencies vary from place to place due to differences in the service responsibilities among agencies serving different areas and differences in the tax rates enacted by those agencies prior to Proposition 13 in 1978. Full-service cities generally receive higher shares than those that do not provide the complete range of municipal services. For example, in a city where fire services are provided by a special district, the city will get a lower share, with a portion of the property tax revenues going instead to the special district.

Property tax revenues among local governments are, of course, also dramatically affected by differences in the assessed value of properties among jurisdictions. A ten percent share in a community of average property values will result in less revenue than in a similar size wealthy bedroom community, or a community that also has a sizable business/industrial area.

Property Tax in Lieu of Vehicle License Fee

In addition to their regular apportionment of property taxes, cities and counties receive property tax revenues in lieu of Vehicle License Fees (VLF). In 2004, the Legislature permanently reduced the VLF rate from two percent to 0.65 percent and compensated cities and counties for their revenue loss with a like amount of property taxes, dollar-for-dollar. Each agency's property tax in lieu of VLF allocation increases annually in proportion to the growth in gross assessed valuation in that city or county.

What is "ERAF?"

The property tax revenues received by school districts in each county include amounts from the county "Educational Revenue Augmentation Fund" (ERAF) created by the California Legislature in 1991 as a way to reduce state general fund spending on schools. These funds receive some property tax that was previously allocated to counties, cities and special districts.

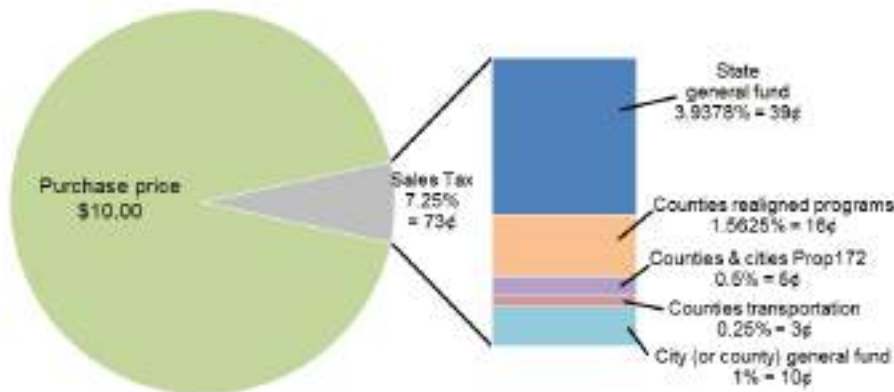
Since 2004, California's Constitution has prohibited the Legislature from increasing the amount of property tax shifted from counties, cities and special districts to ERAF or similar schemes. The state Constitution requires a two-thirds vote of the Legislature to change the allocation of property tax among the county, cities and special districts within a county.

SALES AND USE TAXES

Consumers are familiar with the experience of going to a store, buying something and having an amount added for sales tax. Services are generally exempt from the sales tax as well as certain items, like most groceries and medicine. The sales tax is assessed as a percentage of the amount purchased.

The “base” statewide sales tax rate of 7.25 percent includes amounts to:

- The state general fund (3.9375 percent),^v
- County realignment programs (state health/ welfare and corrections / law enforcement programs shifted from the state, 1.5625 percent),
- Supplemental local law enforcement grants (0.50 percent),^{vi}
- Transportation programs in the county where the transaction occurs (0.25 percent), and
- The city where the transaction occurs (1.00 percent).^{vii} If the transaction occurs in an unincorporated area, the 1.00 percent amount goes to the county.



Rates effective January 1, 2017 after the expiration of the 0.25% Proposition 13 temporary rate. In addition to the base, statewide rate of 7.25 percent, local voters may authorize additional “transactions and use tax” rates. These additional rates raise the total effective rate to as much as 9.75% in some locations.

Cities, counties and countywide transportation agencies may impose sales tax rates to be added on to the “base” statewide sales and use tax rate. The add-on rates are actually “transactions and use taxes” and are allocated to the jurisdiction where the taxed product is received or registered (as in the case of a motor vehicle purchase). Over 120 cities have enacted transaction and use taxes of up to one percent, most commonly with majority voter approval for general purposes. Many counties and county transportation agencies have enacted rates, most commonly with two-thirds vote for specific purposes. Under current state law, the maximum combination of transactions and use tax rates in any location may not exceed two percent.^{viii}

State Sales and Use Tax Administration

The State Board of Equalization collects local sales and use tax revenues from the retailer and sends revenue from local rates and allocations back to cities and counties. In addition to administering the sales and use tax system, the State Board of Equalization collects and allocates other state taxes including fuel, tobacco and alcohol taxes.

The “Use Tax” Part of the Sales and Use Tax

California’s sales tax has a relative called the “use tax.” While the sales tax is imposed on the seller, the use tax is imposed on the purchaser and at the same rate as the sales tax. The most common example of use tax is for the purchase of goods from an out-of-state retailer for use in California.

Out-of-state retailers doing business in California are required to report to the State Board of Equalization the jurisdiction to which sold items are delivered. If the retailer has a physical presence (nexus) in California, they must collect use tax when goods are delivered to purchasers in this state. If the seller does not collect and remit the use tax, the purchaser is legally obligated to report and pay.

Business License Tax (BLT)

Most cities and a few counties have enacted business license taxes. Business license tax rates are set individually by each city and county most commonly based on gross receipts (overall business revenue) or levied at a flat rate, but may be based on the quantity of goods produced, number of employees, number of vehicles, square footage of the business or some combination of factors.

If a business operates in more than one city, a city may only tax that portion of the business's activities conducted within the city. In most cases, business license taxes are not imposed for regulatory purposes (as the term "license" might imply) but to raise revenues for general municipal purposes (i.e. a tax). If imposed as a fee to pay for the cost of regulating the business, the fee may not exceed the reasonable cost of regulating the business. (See "regulatory fees.")

Transient Occupancy Tax (TOT) or Hotel Bed Tax

Most cities and some counties impose a transient occupancy tax or hotel bed tax on persons staying thirty days or less in hotels, motels and similar lodgings, including mobile homes. A county may impose a transient occupancy taxes only in the county area outside city limits. Typically, the lodging provider collects the tax from guests and turns the funds over to the county or city.

Transient occupancy taxes are imposed by most cities and counties and range from three and a half percent to 15 percent. For cities with a transient occupancy tax, it provides seven percent of general revenues on average, and as much as 17 percent in some cities. Any increase or extension of a local tax requires voter approval.

Utility User Tax (UUT)

Many cities impose utility user taxes on the consumption of utility services, including (but not limited to) electricity, gas, water, sewer, telephone (including mobile phone and long distance), sanitation and cable television. Counties may levy utility user taxes in county area outside city limits. Any increase or extension of a local tax requires voter approval.

Utility companies usually collect utility user's taxes from their customers as part of their regular billing procedures and remit the funds collected to the city or county which imposed the tax.

Over 150 cities and a few counties levy utility user rates varying from one to 11 percent. For those jurisdictions with utility user taxes, it provides an average of 15 percent of general revenue and often as much as 22 percent.

Parcel Tax

A parcel tax is a special tax on a parcel – or unit – of real property. Unlike the property tax, a parcel tax may not be based on the value of property. Instead, parcel taxes are generally based on a flat per-parcel rate.

A parcel tax may be enacted, increased or extended by a city, county, special district or school district only with two-thirds voter approval, even for general purposes.

Documentary Transfer Taxes and Property Transfer Taxes

A documentary transfer tax is a tax imposed on the transfer of interests in real estate. Counties tax at a rate of 55 cents per \$500 of the property's value. Cities may impose the tax at up to one half of that amount, which is credited to the payment of the county tax. The Constitution allows charter cities^{ix} to

enact a property transfer tax, with voter approval, on the value of real estate that is sold. In these cases, the entire county documentary transfer tax rate goes to the county. All cities and counties in California have documentary transfer taxes or property transfer taxes.

Other Taxes

A city or county may impose other types of taxes within the limitations of and if not prohibited by state law. These include: admissions taxes, parking taxes, construction/development taxes, local vehicle registration taxes.

SERVICE CHARGES, ASSESSMENTS AND FEES

Utility Rates

Utility rates are fees for utility services charged to users who pay for special district, county or city provided water, sewer, electric or other utility services. Utility rates cover some or all of the cost of providing the service, which may include operations, maintenance, overhead, capital improvements and debt service.

Utility rates for water, sewer services and certain other utilities belong to a special category of fees called a “property-related fees.” A local government must follow certain specific procedures to impose, extend or increase a property-related fee.

To impose a property-related fee, the agency must first hold a public hearing. At the hearing, a majority of affected property owners can prevent the fee’s adoption by filing written protests. If a majority of affected property owners do not protest the fee and the fees pays for sewer, water or refuse collection, then an election is not required and the governing body may approve the fee. Other property-related fees require approval, either of two-thirds of the electorate residing in the affected area or of a majority of the owners of the property who would pay the fee.

Benefit Assessments

Assessments are charges by cities, counties or special districts on real property to pay for public facilities or services within an area which benefit either real property or businesses. A common type of assessment is one used to pay for landscaping and lighting in a neighborhood. The amount of the assessment must reflect the special benefit to the property that results from the improvements. Assessments on property are typically collected through the owner’s annual property tax bill.

A local government must follow certain specific procedures to impose benefit assessments. When a local agency considers an assessment, a majority of property owners may defeat the assessment in a public hearing procedure. If the proposed assessment is not defeated in a public hearing procedure, then a majority of the property owners subject to the charge must approve the assessment by a mailed ballot. The property owners’ votes are weighted according to how much their property will be charged.

User Fees

A city, county or special district may impose fees, charges and rates for services and facilities it provides. Examples include fees for checking plans for new construction or for recreation classes. The amount of a fee may not exceed the cost of providing the service or granting a benefit or privilege. This cost may include overhead, capital improvements and debt service.

Regulatory Fees

Regulatory fees pay for the cost of issuing licenses and permits, performing investigations, inspections and audits and the administrative enforcement of these activities. Examples include a fee to pay for the cost of processing pesticide license applications or a fee to inspect restaurants for health and safety compliance.

Development Impact Fees

Development impact fees are imposed on new construction (like new houses, apartments, shopping centers or industrial plants). They pay for improvements and facilities required to serve new development and to reduce the impacts of new development on a community.

Development impact fees (also known as “AB 1600 fees” after legislation adopted that governs such fees) pay for community amenities such as streets, sewers, parks and schools. They may not be used for day-to-day operating expenses.

The ordinance or resolution establishing the fee must explain the connection between the development project and fee. For example, a library impact fee must be connected to the demand for library services created by the construction of the development project.

The amount of the fee must not exceed the cost of providing the service or improvement that the fee pays for.

Local Debt Financing Tools

Local governments borrow money to pay for land, facilities and equipment that may require more funding than current revenues provide. Not a revenue source, but a way to leverage the timing of revenues, debt financing methods are important tools in government finance. Local governments may issue bonds and other debt instruments to finance improvements and services. These loans are paid off through taxes, assessments or fees. A variety of debt financing tools are available:

- **General Obligation Bonds.** General obligation bonds are essentially IOUs issued by public entities to finance large projects. General obligation bonds are backed by property tax revenue, which is used to repay the bond over a twenty- to thirty-year period. Increasing the property tax to repay the debt requires two-thirds voter approval and may only be done to acquire or improve real property.
- **Lease-Purchase Agreements.** In a lease-purchase agreement, sometimes called “certificates of participation,” the agency leases an asset for a period of years with the option to purchase the land or improvement at the end of the lease. The amount of the lease is equivalent to the principal and interest that would be paid if the transaction were financed as a loan.
- **Benefit Assessment and Special Tax Financing.** Benefit assessment financing is supported by benefit assessments on the property to fund acquisition of property and improvement of infrastructure and additional facilities of benefit to the property that is charged. Similarly special taxes, such as Mello-Roos taxes, may be financed with bonds to provide public improvements.
- **Revenue Bonds.** Revenue bonds are issued to acquire, construct or expand public projects for which fees, charges or admissions are charged. Because the debt service is paid from income generated by the facility or related service, such debt is considered self-liquidating and generally does not constitute debt of the issuer, subject to constitutional debt limitations.
- **Tax Allocation (Tax Increment).** Tax allocation bonds (sometimes referred to as tax-increment financing) are issued by Enhanced Infrastructure Financing Districts or Community Revitalization and Investment Authorities and repaid from the growth in property tax revenue (i.e., tax increment) and other designated revenues over a certain period, largely as a result of the funded projects in the area.

REVENUES FROM OTHER GOVERNMENT AGENCIES

Counties, cities and many special districts also receive revenues from the state and federal government. For example, over half of county revenues statewide come from state and federal sources. This reflects the role of counties in implementing state policy and programs for health and human services.

Gas Tax or Highway Users Tax

The state imposes per gallon tax on gasoline of 27.8 cents as of July 1, 2016. These funds are apportioned to cities and counties, primarily on the basis of their populations. Local gas tax revenues must be spent on research, planning, construction, improvement and maintenance of public streets, highways and mass transit. The federal government's 18.4 cents per gallon rate pays primarily for federal highways with some local grants.

Motor Vehicle License Fee (VLF)

The Motor Vehicle License Fee is a state imposed and collected tax on ownership of a registered vehicle. Counties receive vehicle license fee revenues to fund certain health, social service and public safety programs that were realigned to counties in 1991 and 2011.

State Public Safety Sales Tax

Proposition 172, a ballot measure approved in 1993, imposed a one-half percent state sales tax to be used for local public safety activities. The state distributes Proposition 172 revenues to each county based on its proportionate share of statewide taxable sales. Many cities receive a share of those funds based on losses to the state's ERAF property tax diversions.

State Mandate Reimbursement

The state constitution requires the Legislature to reimburse local governments for their costs to implement a state-mandated new program or higher level of service in an existing program. The Constitution requires the Legislature to suspend most state mandates in any year in which full funding is not provided for that mandate. The Commission on State Mandates determines the level of reimbursement in response to a claim for reimbursement filed by a local agency. The process typically takes several years during which time, local governments must spend money to comply with the mandate.

Federal and State Grants and Aid

The federal and state governments provide a wide variety of funds to counties, and a more limited set to cities and special districts. Federal and state grants comprise a large proportion of county revenues because of the many programs and responsibilities counties carry out on behalf of the federal and state governments. These funds are almost entirely restricted to specified uses. Examples include certain health, mental health, social and child welfare services.

Categorical grants support a defined program area. Categorical grants typically go to local agencies that either meet predetermined funding criteria or compete for project funding through an application process.

Block grants provide funding to a broad functional area. For example, federal Community Development Block Grant (CDBG) funds support local housing and economic development activities.

RENT FOR USE OF PUBLIC PROPERTY

Rents, Royalties and Concessions

Another way cities and counties and some special districts pay for public services is to charge rent for use of the public's property. An example is royalties from natural resources taken from land the public owns. Others include selling advertisements in publications or on buses, as well as, receiving a percentage of net profits from concessionaires operating on public property.

Franchise Fees

Franchise fees are a form of rent for use of public streets and roadways. Examples of businesses that pay franchise fees include trash collectors, cable television companies, electric utilities and oil and natural gas pipeline companies. Federal and state law limits the amount of some franchise fees (for example, video and cable television franchise fees). Franchise fees for provision of video services (like television programming) are limited and administered by the state.

FINES, FORFEITURES AND PENALTIES

Violations of the law often result in a fine of some kind. Fines, forfeitures and penalties may be imposed for many reasons. Typical examples include traffic violations, court fines, penalties and interest on late or unpaid taxes.

- State law determines the distribution of fines and bail forfeitures imposed by the state.
- State law apportions revenues for parking violations and surcharges between issuing agencies and the counties.
- A city or county may impose fines, forfeitures and penalties for civil violation of local ordinances.
- Bail for local code violations charged criminally is established by the local courts with input from the city or county.

Maintenance of Effort Requirements (MOE)

When cities and counties receive funding for programs from the state or federal government, such funding may come with strings attached. A common condition is that the city or county commit to a certain level of funding. This commitment is called "maintenance of effort."

Local agencies also receive reimbursement for revenue lost as a result of some tax exemptions and reductions. An example includes the homeowners' property tax exemption, which eliminates the property tax on a small portion of the assessed valuation of owner-occupied residential property.

OTHER REVENUES

There are other local government revenues, comparatively minor in amounts. These include interest earned on investments, sales of surplus property and gifts.

ACKNOWLEDGEMENTS

Special thanks to Michael Coleman whose expertise contributed to the 2016 update of this publication. Michael Coleman is a leading expert on California local government revenues, spending and financing. He is the creator of CaliforniaCityFinance.com, the California Local Government Finance Almanac, an online resource of data, analyses and articles on California municipal finance and budgeting.

The Institute also appreciates the contributions from the staff of the California Special Districts Association, the California State Association of Counties and the League of California Cities for their contributions and suggestions to this revised document.

ENDNOTES

ⁱ California Department of Finance, Demographic Research Unit www.dof.ca.gov/Forecasting/Demographics/Estimates/

ⁱⁱ Cal. Const. art. XI, § 1(a). *See also* Cal. Gov't Code § 23002 ("The several existing counties of the State and such other counties as are hereafter organized are legal subdivisions of the State."). *People ex rel. Younger v. County of El Dorado*, 5 Cal. 3d 480, 491, 96 Cal. Rptr. 557 (1971)

ⁱⁱⁱ Cal. Const. art XIII, section 1(e)

^{iv} A complete discussion of this list of seven exceptions can be found in the *Proposition 26 Implementation Guide* published by the League of California Cities.

^v Proposition 30 imposed an additional state general fund sales tax of 0.25 percent from 2013 through 2016, for a total base rate of 7.5% during that time.

^{vi} See "State Public Safety Sales Tax" under "Revenues From Other Government Agencies."

^{vii} In some cities, by historic agreement, the city collects less than 1.00 percent, with the difference allocated to the county. For example, in San Mateo county each city receives 0.95% of transaction within its jurisdiction and 0.05% goes to the county general fund. For a full list of local sales tax rates see Table 23A of the California State Board of Equalization Annual Report.

<http://www.boe.ca.gov/annual/table23a.htm>

^{viii} Except in the counties of Los Angeles, Alameda and Contra Costa where the maximum is 2.5 percent. Revenue and Tax Code §7251 et seq.

^{ix} For more information on Charter Cities see www.cacities.org/chartercities

Resources for Further Information

Coleman, Michael. *California Municipal Revenue Sources Handbook*, League of California Cities 2014.

Multari, Michael, Michael Coleman, Kenneth Hampian, Bill Statler. *Guide to Local Government Finance in California*, Solano Press Books, 2012.

California Legislative Analyst's Office. www.lao.ca.gov

"California Local Government Finance Almanac: Data, Statistics, Analyses on California City, County and Special District Finance." www.californiacityfinance.com

"Financial Management for Elected Officials." Institute for Local Government. www.ca-ilg.org/post/financialmanagement

"Learn About Cities." League of California Cities. www.cacities.org/Resources/Learn-About-Cities

"What Do Counties Do?" California State Association of Counties. www.csac.counties.org/californias-counties

"What are Special Districts and What Do They do?" California Special Districts Association. www.csda.net/special-districts/

ABOUT THE INSTITUTE FOR LOCAL GOVERNMENT

The Institute for Local Government (ILG) is the nonprofit 501(c)(3) research and education affiliate of the League of California Cities, the California State Association of Counties and the California Special Districts Association. Its mission is to promote good government at the local level with practical, impartial and easy-to-use resources for California communities.

For more information and to access the Institute's resources,
visit www.ca-ilg.org.

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Appendix I: Grants for Disadvantaged Communities

Appendix I

Grants for Disadvantaged Communities

Cap and Trade Funds: AB 32 (Global Warming Solutions Act of 1996) requires the reduction of greenhouse gas emissions back down to 1990 levels by 2020 within California. AB 32 required the California Air Resources Board to administer this program. Facilities subject to the cap must obtain permits (called allowances) to emit these GHG. These allowances are auctioned by the state, and businesses can then sell or trade them. California's cap-and-trade program was launched in November 2012 and has generated hundreds of millions of dollars in revenue. SB 535, signed into law in September 2012, requires that 25 percent of the cap-and-trade funds go to projects that will benefit disadvantaged areas and that at least 10 percent must be allocated to projects actually located in disadvantaged communities. The law defines "disadvantaged communities" as those that are disproportionately affected by pollution and suffering from high concentrations of unemployment, low levels of homeownership, high rent burden, and low levels of educational attainment. The California Air Resources Board has Maps for Evaluating Benefits to Disadvantaged Communities and has additional information about potential funding opportunities. See their website at: <http://www.arb.ca.gov/cc/capandtrade/auctionproceeds/535investments.htm> for more information.

Safe Drinking Water State Revolving Fund: The California Department of Public Health administers the Safe Drinking Water State Revolving Fund which provides low interest loans to fund water infrastructure projects and public water system planning. Disadvantaged communities that are unable to afford loans for water systems may be eligible for these grants. Projects that solve public health and significant compliance issues are emphasized by the grant funders.

State Water Resources Control Board Revolving Fund Program: The U.S. Clean Water Act (amended in 1987) established the Clean Water State Revolving Fund program. Through this program, low interest financing agreements for water quality projects may be provided to state and local governments. \$200 and \$300 million is offered to eligible projects each year across the country.

Proposition 1, Water Quality, Supply, and Infrastructure: This water bond measure was approved by California voters on November 4, 2014. Proposition 1, known as the Water Quality, Supply, and Infrastructure Improvement Act of 2014 authorized \$1.4 billion for water-quality projects, as part of Integrated Regional Water Management Implementation and Planning efforts in each hydrologic region of the State. The \$1.4 billion in funding includes \$260 million for drinking water in disadvantaged communities.

Community Development Block Grant Funds: This program began in 1974, and is administered by the federal Housing and Urban Development (HUD). The Community Development Block Grant Funds program provides annual grants to allow communities address a wide range of unique community development needs.

Greenhouse Gas Reduction Fund: California's Greenhouse Gas Reduction Grant and Loan Program contributes towards capital investments in recycling manufacturing facilities and composting/digestion infrastructure. CalRecycle administers this program whose aim is to reduce greenhouse gas emissions and to realize economic benefits in disadvantaged communities. Ideally, material can be diverted from landfills and utilized to produce beneficial products such as compost or bio-digesters. Grants may also be used to expand infrastructure for manufacturing products with recycled content fiber, plastic, or glass. Details are available on the CalRecycle website at: <http://www.calrecycle.ca.gov/Climate/GrantsLoans/>.

Appendix J: Fairfield Employee Numbers

Appendix -City of Fairfield Employees

FIRE

1 part time employee – Student Intern II

POLICE

23 part time employees

JOB TITLE	COUNT
ACTIVITY SPECIALIST	1
ADMINISTRATIVE AIDE	1
DISPATCHER II - 2.5%	5
PROGRAM SPECIALIST	1
RECREATION INSTRUCTOR	1
RECREATION SPECIALIST I	12
RECREATION SPECIALIST SENIOR	1
STUDENT INTERN II	1

	Full Time	Part Time	Retiree Annuitants
Human Resources	6	1	1
Community Development	23	5	2
Parks & Rec	22	262	0

Appendix K: Solano LAFCO Staff Report regarding the Pacific Flyway
Center dated August 13, 2018



Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533
(707) 439-3897 • FAX: (707) 438-1788

Staff Report

DATE: August 13, 2018
TO: Local Agency Formation Commission
FROM: Michelle McIntyre
SUBJECT: Pacific Flyway Education Center – CEQA Comment Letter

The Commission has received a request from the City of Fairfield to provide comments on the City's Pacific Flyway Education Center Initial Study and Mitigated Negative Declaration pursuant to the California Environmental Quality Act (CEQA). As the Responsible Agency, the Commission should review and comment on environmental documents for projects which it would later be asked to approve. The Commission's comments should be within LAFCO's area of expertise or authority.

The Commission will be asked to approve the following actions for the project:

1. Municipal Service Review study,
2. Sphere of Influence Update,
3. City of Fairfield annexation,
4. Fairfield Suisun Sewer District annexation,
5. Cordelia Fire Protection District detachment, and;
6. Solano County Lighting Service Area detachment.

Within the framework of the above actions and LAFCO's expertise or authority, staff recommends the Commission request additional information from the City relating to: prime agricultural lands, open space, and public service delivery issues.

A draft comment letter is enclosed for the Commission's review and approval. The due date for the Commission's comment letter is August 20.

STAFF RECOMMENDATION:

Staff recommends the Commission approve the enclosed environmental comment letter for the Pacific Flyway Education Center.

Commissioners

Harry Price, Chair • Jim Spering, Vice-Chair • Pete Sanchez • Nancy Shopay • John Vasquez

Alternate Commissioners

Rich Seithel, Executive Officer • Michelle McIntyre, Analyst • P. Scott Browne, Legal Counsel
Len Augustine • Shawn Smith • Skip Thomson

Staff



Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533
(707) 439-3897 • FAX: (707) 438-1788

August 13, 2018

Amy Kreimeier, Assistant Planner
City of Fairfield – Planning Division
1000 Webster Street
Fairfield CA 94533

Re: Pacific Flyway Center – Mitigated Negative Declaration – Public Review and Comment;
APNS: 0046-050-300, 0046-100-260, (and adjacent APNs 0046-050-310, and 0046-100-270)

Dear Ms. Kreimeier:

Thank you for the opportunity to comment on the City of Fairfield's (City) Pacific Flyway Center's Initial Study and Mitigated Negative Declaration (MND). Pursuant to the California Environmental Quality Act (CEQA) and CEQA Guidelines (Article 7 15096(d)), the Local Agency Formation Commission of Solano County (LAFCO), as a Responsible Agency, should review and comment on draft EIRS and MND for projects which it would later be asked to approve. Solano LAFCO provides the following six comments concerning the identified MND sections:

- 1) **Other Public Agency Approvals** (MND page 4) – City should provide a complete list of required LAFCO approvals/actions:
 - a. Municipal Service Review study,
 - b. Sphere of Influence Update,
 - c. City of Fairfield annexation,
 - d. Fairfield Suisun Sewer District annexation,
 - e. Cordelia Fire Protection District detachment, and;
 - f. Solano County Lighting Service Area detachment.

- 2) **Agriculture and Forest Resources** (MND page 10) – City should provide analysis and discussion with respect to Prime Agricultural Lands pursuant to California Government Code Section (GC §) 56064 (*following excerpt*).

Commissioners

Harry Price, Chair • Jim Spering, Vice-Chair • Pete Sanchez • Nancy Shopay • John Vasquez

Alternate Commissioners

Len Augustine • Shawn Smith • Skip Thomson

Staff

Rich Seithel, Executive Officer • Michelle McIntyre, Analyst • P. Scott Browne, Legal Counsel

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

(a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible.

(b) Land that qualifies for a Storie Index rating of 80 through 100.

LAFCO staff conducted a preliminary analysis of soil classifications within the proposal site and found land that meets the prime agricultural land definition. (Attached map exhibit and soil description from USDA Natural Resources Conservation). Approximately 120-130 acres of the site appear to meet soil classifications that qualify as "prime agricultural land" under the LAFCO definition. In order for this analysis to meet LAFCO's requirement and the requirements of CEQA, it may be helpful if the environmental analysis explains the previous historical use of this land, its history of agricultural production (if any), and current status. We also suggest providing reasoned analysis why the permanent removal of this acreage from potential agricultural production is not likely to result in a significant loss of agricultural land that creates a significant impact on the environment. If there is a potential for significant impacts, the analysis should discuss any potential mitigation measures.

- 3) Agriculture and Forest Resources** (MND page 10) City should provide analysis and discussion with respect to the conversion of open space lands pursuant to GC §56377, "open space" as defined by GC §56064, §65560. Additional information that LAFCO requires is an analysis of the availability of other developable land located within the City limits, or elsewhere in the City sphere, that is suitable for this particular use that does not "prime agricultural land" or land devoted to "open space" uses as defined by LAFCO standards.
- 4) Land Use and Planning** (MND page 36) City's list of approval requirements for LAFCO should be consistent with the list under the Other Public Agency Approvals section.
- 5) Public Services** (MND page 41) City should provide analysis and discussion on fire protection and police services, for example; will the project result in the need to increase the number of personnel for these public services?
- 6) Public Services** (MND page 41) City should provide analysis and discussion to address the creation of a service island. Per the MND, the City will request annexation of

Assessor Parcel Numbers (APNs) 0046-050-300, 0046-100-260 and will ***not*** seek annexation of APNs 046-050-310 and 046-100-270; the latter APNs will remain under the jurisdiction of the Solano County Sheriff and the Cordelia Fire Protection District. The City should explore pursuing a memorandum of understanding with these two agencies to provide greater clarity and efficient provision of services to the subject areas.

Amy, in addition, it may be helpful for the City, as the Lead Agency, to include a list of other agencies that were provided a copy of the environmental documents pursuant to Section 15073(c) of the CEQA Guidelines. (e.g. it is unknown if Solano County, Solano Transportation Authority, or the Bay Area Air Quality Management District received the subject environmental document).

We appreciate the opportunity to comment on the subject environmental document. Please contact our Executive Officer, Rich Seithel, at 707-439-3897 or rseithel@solanolafco.com should you have any questions.

Sincerely,

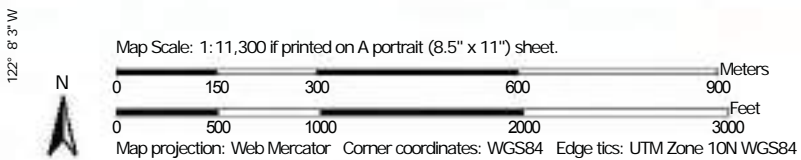
Harry T. Price
LAFCO Chair

Attachments: map exhibit and soil description from USDA Natural Resources Conservation

California Revised Soirie Index (CA)—Solano County, California



Soil Map may not be valid at this scale.



MAP INFORMATION

The soil surveys that comprise your AOI were mapped at 1:24,000.

Warning: Soil Map may not be valid at this scale.

Enlargement of maps beyond the scale of mapping can cause misunderstanding of the detail of mapping and accuracy of soil line placement. The maps do not show the small areas of contrasting soils that could have been shown at a more detailed scale.

Please rely on the bar scale on each map sheet for map measurements.

Source of Map: Natural Resources Conservation Service
Web Soil Survey URL:
Coordinate System: Web Mercator (EPSG:3857)

Maps from the Web Soil Survey are based on the Web Mercator projection, which preserves direction and shape but distorts distance and area. A projection that preserves area, such as the Albers equal-area conic projection, should be used if more accurate calculations of distance or area are required.

This product is generated from the USDA-NRCS certified data as of the version date(s) listed below.










































































































Soil Survey Area: Solano County, California
Survey Area Data: Version 11, Oct 5, 2017

Soil map units are labeled (as space allows) for map scales 1:50,000 or larger.

Date(s) aerial images were photographed: Data not available.

The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.

MAP LEGEND

Area of Interest (AOI)		Grade 5 - Very Poor
		Grade 6 - Nonagricultural
Soils		Not rated
Soil Rating Polygons		Not rated or not available
		Water Features
		Streams and Canals
		Transportation
		Rails
		Interstate Highways
		US Routes
		Major Roads
		Local Roads
		Background
		Aerial Photography
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		
		

California Revised Storie Index (CA)

Map unit symbol	Map unit name	Rating	Component name (percent)	Acres in AOI	Percent of AOI
An	Alviso silty clay loam	Grade 4 - Poor	Alviso (85%)	77.2	28.7%
CIA	Clear Lake clay, saline, drained, 0 to 2 percent slopes, MLRA 14	Grade 5 - Very Poor	Clear Lake, drained, saline (85%)	28.1	10.4%
DbC	Dibble-Los Osos loams, 2 to 9 percent slopes	Grade 3 - Fair	Dibble (60%)	0.0	0.0%
			Los Osos (30%)		
DIE	Dibble-Los Osos clay loams, 9 to 30 percent slopes	Grade 3 - Fair	Dibble (60%)	3.4	1.3%
Re	Reyes silty clay	Grade 5 - Very Poor	Reyes (85%)	32.8	12.2%
RoA	Rincon clay loam, 0 to 2 percent slope	Grade 1 - Excellent	Rincon (85%)	34.6	12.9%
St	Sycamore silty clay loam, saline	Grade 2 - Good	Sycamore (85%)	88.6	32.9%
W	Water	Not Applicable for Storie Index	Water (100%)	4.6	1.7%
Totals for Area of Interest				269.3	100.0%

Description

The Revised Storie Index is a rating system based on soil properties that govern the potential for soil map unit components to be used for irrigated agriculture in California.

The Revised Storie Index assesses the productivity of a soil from the following four characteristics:

- Factor A: degree of soil profile development
- Factor B: texture of the surface layer
- Factor C: steepness of slope
- Factor X: drainage class, landform, erosion class, flooding and ponding frequency and duration, soil pH, soluble salt content as measured by electrical conductivity, and sodium adsorption ratio

Revised Storie Index numerical ratings have been combined into six classes as follows:

- Grade 1: Excellent (81 to 100)
- Grade 2: Good (61 to 80)
- Grade 3: Fair (41 to 60)
- Grade 4: Poor (21 to 40)
- Grade 5: Very poor (11 to 20)
- Grade 6: Nonagricultural (10 or less)

The components listed for each map unit in the accompanying Summary by Map Unit table in Web Soil Survey or the Aggregation Report in Soil Data Viewer are determined by the aggregation method chosen. An aggregated rating class is shown for each map unit. The components listed for each map unit are only those that have the same rating class as the one shown for the map unit. The percent composition of each component in a particular map unit is given to help the user better understand the extent to which the rating applies to the map unit.

Other components with different ratings may occur in each map unit. The ratings for all components, regardless the aggregated rating of the map unit, can be viewed by generating the equivalent report from the Soil Reports tab in Web Soil Survey or from the Soil Data Mart site. Onsite investigation may be needed to validate these interpretations and to confirm the identity of the soil on a given site.

Rating Options

Aggregation Method: Dominant Condition

Component Percent Cutoff: None Specified

Tie-break Rule: Lower