

# Exhibit "A"

CITY OF FAIRFIELD

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## 2008 MUNICIPAL SERVICE REVIEW

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**Prepared by:**

City of Fairfield Department of Community Development

**Prepared for:**

Solano County Local Agency Formation Commission

**Adopted by:**

Adopted by LAFCO on \_\_\_\_\_, 2008

Resolution No. \_\_\_\_\_

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# INTRODUCTION

## **ABOUT THE MUNICIPAL SERVICE REVIEW**

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

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

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

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

## **ABOUT LAFCO**

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

### **Mandatory Standards:**

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

### **Discretionary Standards:**

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

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

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

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

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

- The General Plan establishes a goal of protecting agricultural areas outside the Urban Limit Line and preserving separation between Fairfield and nearby cities.
- Future development will largely occur within the existing City limits. Limited development will be proposed outside the City limits, primarily to achieve certain related objectives that are difficult to achieve within the existing city limits.
- Incentives will be provided for concentrated development of infill areas within the existing City boundaries. These incentives will include modifications to development regulations and city fees.
- There will be a greater emphasis than in the past on pedestrian-oriented development and transit-oriented development.
- The City will provide high quality services and infrastructure in accordance with adopted standards.

Implementation of the General Plan is expected to increase Fairfield's 2000 population by about 40 percent, with buildout expected around the year 2030. Future growth will be distributed nearly evenly in the City's western, central and eastern areas.

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

The new General Plan also revised the City's General Plan to reduce the total land area designated for future residential development. In particular, the new General Plan redesignated the area north and east of Travis Air Force Base as "Travis Reserve" to protect the airbase from encroachment (Map 1).

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

**SECTION A:  
GROWTH AND POPULATION**

## 1. CITY BACKGROUND

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

Fairfield was founded by Robert Waterman in 1856 and incorporated in 1903 after being named the county seat. The Air Force built a major base on land located east of Fairfield, giving a tremendous boost to the local economy. Travis Air Force Base became one of the major departure points for military units heading for combat in Vietnam. The base was annexed to Fairfield on March 30, 1966. Fairfield has since come into its own as a thriving business and industrial city with goals of promoting more efficient development, preserving agricultural uses within the planning area, encouraging alternatives to the automobile, and promoting compatible uses adjacent to Travis Air Force Base. As of January 1, 2008, Fairfield has a population of approximately 106,753 persons and approximately 38,317 housing units (Department of Finance Estimate, Table E5)

### a. Annexations Since 1980

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

<b>YEAR</b>	<b>NAME</b>	<b>ACRES</b>
1980	Hwy. 12 Redevelopment	461
1980	Ennio Belli	26
1980	Woodcreek Unit #8 Lum	41
1980	Andrews	8.5
1982	Greenvale (Citation Homes)	294
1982	Lum/Lum	25.4
1982	Pierce Business Park	37.6
1983	Daniel Harris	1
1984	Hansen-Wolfskill (KAKOR)	153
1984	Locke-Paddon	4.5
1985	Gregory Hill	69
1985	Sunset Oaks	27
1985	Paradise Valley/Cement Ranch	1,046
1985	Dunnel-Burton	617.8
1985	Rancho Solano	1,505
1987	LDS Church	2.03
1987	Balestra	28
1987	Hornstein	22
1987	Green Valley Lake	152
1987	Green Valley Meadows	43.6
1987	Upper Mangels	6
1987	Upper Mason	293
1987	Green Vale	287
1987	Grimm, Rowe, Ambrose	5.3
1987	Fort George Wright	1.3
1987	Hampstead Pacific	21.3
1988	Oakwood	6.8
1988	Cordelia Weigh Station	32

<b>YEAR</b>	<b>NAME</b>	<b>ACRES</b>
1988	Patriot Village	50.5
1988	Paradise Valley	3.5
1989	Meridian	9.8
1989	Stondene	6
1992	John Hewitt	12.2
1992	Serpas Ranch	426
1993	Corporation Yard	52.3
1994	Travis Unified (Center)	15
1994	Travis Unified (Vanden)	89.9
1994	Fairfield Institute (LDS)	2.2
1994	Gold Ridge	413
1998	Parker Ranch	34.2
1999	Illinois Street/Penn. Ave.	32.2
2000	Dittmer Ranch/Mangels	19.2
2003	Hidden Meadow	51.4
2003	Grant Buss Annexation	1.01
2005	Madison	150
2005	Discovery II	22.69
2005	Sheldon	16
2005	Morrow	5.74
2007	Hidden Oaks (Pinovi)	7.78
2007	Suisun-Fairfield Downtown	6

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

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

**2. POPULATION**

**a. Past Growth Trends**

Fairfield has grown dramatically over the last 50 years from a community of slightly over 1,000 people in 1940 to 105,421 in 2007. This growth rate is testimony to the City's favorable location and environment. Between 1996 and 2006 the City issued on average 570 residential building permits per year.

**Historic Growth Figures  
1940-2000**

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

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

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

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

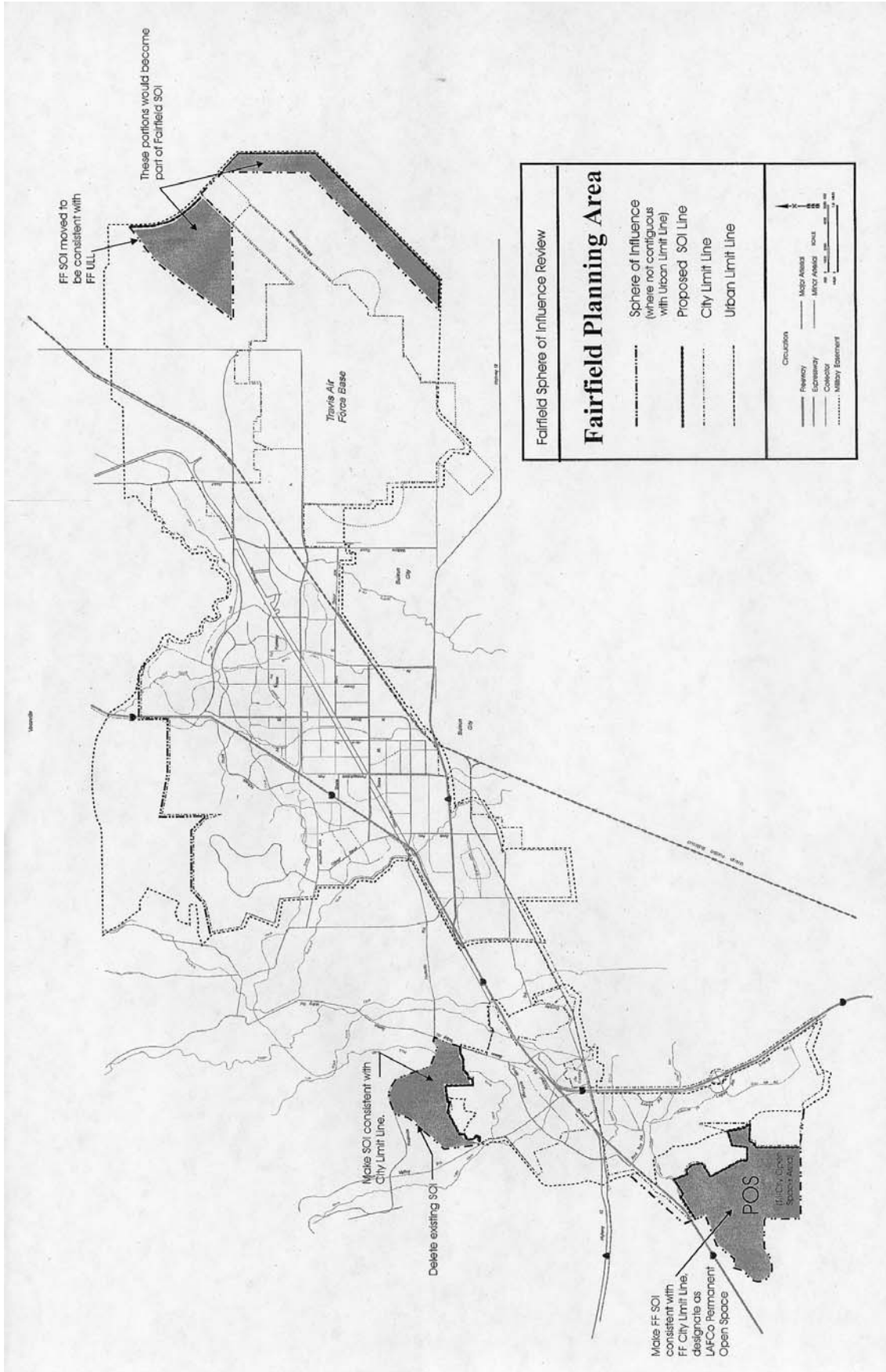
	<b>Housing</b>	<b>Population</b>	<b>Jobs</b>	<b>Jobs: Housing Ratio</b>
<b>Existing (Jan. 01)*</b>	32,400	98,800	43,400	1.34
<b>Additions**</b>	13,800	37,360	33,610	2.4
<b>Projected Buildout Totals **</b>	46,200	136,160	77,010	1.67

The California State Department of Finance (DOF) also prepares annual population estimates for all California cities and counties. According to the DOF numbers, the City's population was 106,753 in 2008, with 38,317 housing units.

**Map 1**  
**Fairfield General Plan Land Use Diagram**



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



**SECTION B:  
URBAN GROWTH STRATEGY**

This section explains the City's expansion plans. The comprehensive update of the Municipal Service Review every five years helps ensure reasonable accuracy, but these projections remain only projections. This Urban Growth Strategy also ensures that the City develops in a manner consistent with the Fairfield General Plan in order to assure that development in annexed areas can be provided with public facilities and services in an efficient and timely manner.

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

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

#### **Policy PF 1.2**

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

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

## **1. PLANNED GROWTH AREAS**

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

### **Annexations**

Twelve areas totaling approximately 3,840 acres have been identified for annexation to the City during the General Plan timeframe. Generally, the growth areas meet the following criteria: 1) the property can efficiently be served by services and utilities upon annexation or shortly thereafter; 2) the property is adjacent to existing city limits on two or more sides; 3) significant development of the property (50 percent or more) is expected within five years of annexation, subject to market and economic conditions; 4) annexation of the property is consistent with the City's General Plan and Urban Service Delivery Plan; and 5) the annexation represents the most logical extension of city limits. Also included are unincorporated "islands" (lands surrounded on all sides by the City) whose annexation represents a logical extension of the City Limits. The City will encourage the early annexation of all unincorporated islands by keeping them in this category until annexed. The City does not advocate that all of the areas listed will be annexed within this five year period. Much depends on property owner interest and plans. Nor does listing the properties here automatically guarantee annexation by the City. The City's goals include pursuing the highest quality development possible and will decide whether or not to support annexation requests on a case-by-case basis, especially when entitlements or resources are limited.

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

#### **A. Parker Ranch**

**approximately 172 acres**

Parker Ranch is located south of Air Base Parkway between Walters Road and Travis Air Force Base. The City already annexed a small portion of the Parker Ranch (32-acres) in 1998. The remaining Parker Ranch property is designated for Mixed Use, including residential, open space, and commercial uses. Much of this site, however, is encumbered by environmental constraints (endangered species). The U.S. Fish and Wildlife Service has designated the area as a "critical habitat, and any potential development will be constrained by these factors.

**B. Pittman Road****approximately 8.1 acres**

This site is located on the west side of Pittman Road across from The Ranch subdivision. It is not within the Old Town Cordelia Master Plan Area. The current General Plan designation for the area is Commercial Service. A portion of this site may also be suitable for residential development, which would complement existing single family and apartment development east of Pittman Road. One development constraint on this site is periodic flooding from Green Valley Creek.

**C. Dittmer Road****approximately 14 acres**

This site comprises six parcels located west of Dittmer Road, immediately south of Interstate 80. Although the area is not a true "island" of unincorporated property, it is nearly enclosed by the City limits. The small portion of the site which is not enclosed by the City is bounded by Interstate 80. As a result, the only options for direct access to the site are from city streets. The area is designated for limited industrial uses.

**D. Rancho Solano North****approximately 1,930 acres**

This annexation area is located west of Interstate 80 and north of the Rancho Solano and Rolling Hills subdivisions. While outside the City's Sphere of Influence, the entire planning area is within the City's General Plan-defined Urban Limit Line. The property owner and the City have not established the precise boundaries of development, but the developer currently (2008) anticipates around 60 acres of new housing. The General Plan currently requires the City to prepare an Areawide plan prior to development. The City may elect not to prepare an Areawide Plan, with the undeveloped area remaining outside the City's City Limits and Urban Limit Line.

**E. Fairfield Northeast Planning Area****approximately 1,210 acres**

This planning area includes two planning areas:

- Approximately 410.3 acres located near the intersection of Vanden and Peabody Roads under study as part of the Vacaville-Fairfield Train Station Master Plan.
- Approximately 800 acres located on Vanden Road north of Travis Air Force Base identified in the General Plan and the 2003 Municipal Service Review as the Fairfield "Technology Park."

Land uses anticipated for the Train Station Master Plan Area include industrial, commercial, and residential development. The General Plan designated the Technology Park for a technology-oriented industrial park and office uses.

Portions of this planning area are constrained by a variety of environmental factors. The City is currently reassessing this area and may incorporate the Technology Park into the Train Station Master Plan. Prior to annexation, the City will prepare a more detailed study to assess constraints. Depending on the conclusions of the study, the City may adjust the boundaries of the annexation area.

**F. Nelson Hill****approximately 244 acres**

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

**G. Dittmer West****approximately 247 acres**

This site is located on the west end of the City, north of Highway 12. It is adjacent to the city limits on its south and southeast side. The site is occupied by one residence. The General Plan designates the area for a Very Low Density Residential, Highway Commercial, and Open Space.

**Island Annexations**

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

**H. Woolner/Hamilton****approximately 1 acre**

This annexation area is made up of five parcels under four ownerships on the south side of Woolner Avenue and on the west side of Hamilton Drive in southwest Central Fairfield. The parcels are occupied by single-family homes and are designated Low Density Residential by the General Plan.

**I. Cross/Fairfield Vicinity Streams Project****approximately 5 acres**

This annexation includes two adjacent properties east of Sunset Avenue, between Tabor Avenue and Travis Boulevard. The site to the west is occupied by a single-family house and commercial building; the site to the east is traversed by a major drainage ditch. The site is designated for Medium Density Residential by the General Plan. Each parcel is under different ownership.

**J. Covey/Woodruff****approximately 2 acres**

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

**K. Divincenzo/Miller****approximately 7 acres**

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

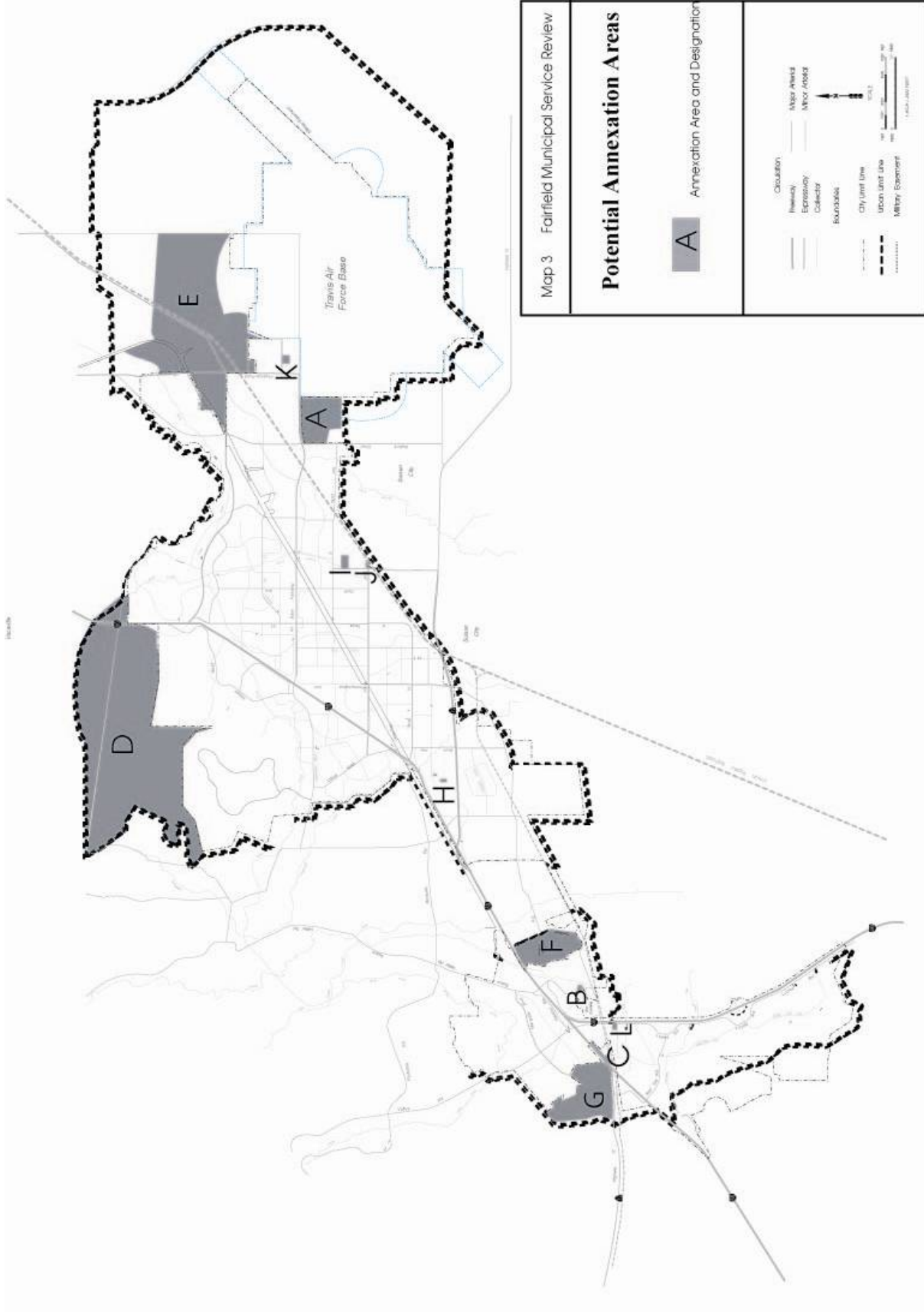
**L. Lyon Road Island****approximately 0.24 acres**

This ¼ acre parcel at the intersection of Lyon Road and West Cordelia Road is impacted by surrounding industrial uses and Interstate 680. The site is currently occupied by one single family residence. The site is designated in the General Plan for Limited Industrial (IL) uses, which is consistent with the surrounding land uses.

**Areas Where Annexation is Unlikely**

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

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



## **2. ISSUES OF CONCERN**

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

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

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

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

## **3. AGRICULTURAL PRESERVATION STRATEGY**

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

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

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

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

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

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

<b>CONTRACT NUMBER</b>	<b>ASSESSORS' PARCEL NUMBER</b>	<b>ACREAGE</b>	<b>CONTRACT NUMBER</b>	<b>ASSESSORS' PARCEL NUMBER</b>	<b>ACREAGE</b>
	<b>East Fairfield Area</b>			<b>West Fairfield Area</b>	
45*	167-25-04	150	5+	27-401-030 (in City Limits)	5
	174-09-10	8			
	174-09-11	37			
	174-09-12	6			
	174-09-13	39	97	148-26-01	128
	174-09-14	<u>44</u>		148-27-01	<u>13</u>
	Subtotal	<b>284</b>		Subtotal	<b>141</b>
55	167-22-03	<b>62</b>	214	148-22-01	<b>48</b>
56	167-05-03	<b>68</b>	1098*	148-21-02	10.94
407	174-15-08	<b>33</b>		148-22-02	0.5
508*	167-26-02	40		148-22-08	15
	167-26-17	18		148-22-06	<u>8.22</u>
	167-27-08	<u>6</u>		Subtotal	<b>38.66</b>
	Subtotal	<b>64</b>	1100*	148-27-34	<b>42</b>
535*	174-09-09	<b>158</b>	771	180-09-01	<b>215</b>
1008	42-04-12	120	96	180-10-01	<b>508</b>
	42-10-01	441		180-09-04	<u>72</u>
	42-10-04	120		Subtotal	<b>580</b>
	174-13-01	289	1046	180-09-02	317
	174-13-05	73		180-36-02	<u>663</u>
	174-14-02	192		Subtotal	<b>980</b>
	174-15-03	451			
	174-15-09	<u>63</u>			
	Subtotal	<b>1719</b>			
1214	174-21-04	<b>158</b>	<b>West Fairfield</b>		
1215	174-21-05	<b>154</b>	<b>Subtotal</b>		<b>2,049.6</b>
<b>East Fairfield Subtotal</b>		<b>2700</b>	<b>TOTAL ACREAGE UNDER CONTRACT</b>		<b>4,749.6</b>

\* City Protest filed.

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

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

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

##### **PURPOSE**

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

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

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

As of January 2008, there were approximately 1,570 acres of vacant non-residential land within existing city limits as listed in the following table and shown on Map 6. There is approximately 1,000 acres of vacant residential land, enough to potentially develop nearly 6,000 residential units.

**ACRES OF NONRESIDENTIAL VACANT LAND WITHIN CITY LIMITS\*  
JANUARY 2008**

<b>SUBTOTALS BY LAND USE</b>	<b>SQ. FT.</b>	<b>ACREAGE</b>
Community Commercial (CC)	108,100	35.52
Neighborhood Commercial (NC)	136,111	15.00
Service Commercial (SC)	652,500	67.60
Highway and Regional Commercial (HRC)	1,819,939	186.43
Mixed Use (MU)	780,500	56.80
Office Commercial (OC)	448,000	34.22
Business and Industrial Park (BIP)	3,226,806	210.86
General Manufacturing (GM)	316,000	18.11
Limited Industrial (LI)	8,381,176	641.90
Technology Park (TP)	3,921,000	300.00
Public Facility (PF)	40,000	3.20
<b>CITYWIDE</b>	19,830,132	1,570

**b. Development Potential (January 2008)**

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

<b>Area</b>	<b>Potential Units Remaining</b>
Cordelia	1,698
NW of I-80	73
East of I-80, N. of Airbase	3,421
East of I-80, S. of Airbase	721
<b>TOTAL</b>	<b>5,762</b>

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

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

- **Delays in State or Federal Funding and/or Approvals.** This primarily affects development in areas with planned freeway interchanges and lands under jurisdiction of the Fairfield Vicinity Streams Project that are at least partially dependent on State and or Federal funding sources.
- **Site- Constraints.** Site constraints include slope, soil instability, presence of toxic chemicals, proximity to vicinity streams or wetlands, poor location and/or access, inadequate parcel size, etc. Even when these constraints can be mitigated through engineering and site work, the associated cost is usually prohibitive, sometimes making development infeasible.
- **General Plan or Zoning Designation.** The property's land use designation may be inconsistent with the desires or plans of the property owner and/or developer, or may be such that development consistent with the land use designation is not financially feasible.

- **Owner Reticence and/or Lack of Funds.** The property owner may simply desire to hold onto the property for investment purposes or other and personal reasons. A shortage of financial and other resources to properly develop the land can be a contributing factor as well.
- **Regional Competition for Development.** Many nearby communities compete with Fairfield for a share of the development coming into the region. Stiff competition from other nearby communities with adequate land for the same kind of allowable uses results in less overall development in the City, especially in unstable or slow economic times.
- **Unfavorable Market Conditions and/or a Weak Economy.** Current (2008) market conditions have significantly slowed residential development in Fairfield, impeding the demand for development land.
- **California Land Conservation Act (Williamson Act) Contracts.** Property owners with active Williamson Act contracts cannot develop their property until the contracts are no longer valid.
- **Inadequate Public Improvements.** Some properties may not yet have access to public utilities and services such as water, sewer, storm drainage, etc. and cannot develop until the necessary improvements are made.
- **Fragmented Ownership.** Many planning areas have multiple owners, which makes implementing a coordinated development plan very difficult, particularly in large areas.
- **Phased Development.** Some of the vacant lands are part of a development that is being built in planned phases. This occurs more often when the total project is very large or when only one property owner/developer is involved in the project.

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

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

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

#### **General Plan Revisions**

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

#### **Redevelopment Plans and Action Programs**

The City takes an active role in promoting infill development. The City cooperates with brokers, attends trade shows, organizes tours, and calls prospective businesses about locating in Fairfield. The City also provides incentives in the form of favorable financing, Industrial Development Bonds (IDBs), and loans from the Revolving Loan Fund. In some cases, the City or its Redevelopment Agency provide financial assistance for off-site improvements. For housing development, City has actively pursued several key projects in important infill/redevelopment locations. The City has offered financial assistance in the form of Redevelopment and Block Grant funds to develop some properties.

The Redevelopment Agency does more than marketing and managing the disposition of land. Infill development can be delayed or prevented when an area suffers from “blight” such as poor amenities, decaying infrastructure, substandard or unattractive buildings, lack of landscaping and trees, social issues, and the lack of community identity. The Redevelopment Agency facilitates private and public efforts to reduce blight, create new jobs, enhance the tax base, and improve the image of project areas. Programs may include infrastructure, financing assistance, land acquisition, site remediation, preparation of economic, planning, design or environmental studies, and permitting assistance. By reducing blight through targeted investment and through direct financial assistance to lower income residents (e.g., first-time homebuyers program), neighborhoods are revitalized and underutilized land can become housing. Recent examples of such efforts included the Providence Walk project, which replaced a dilapidated trailer park with new affordable single-family housing, and Laurel Gardens Apartments, which provided 29 apartments for special needs residents who could otherwise been threatened with homelessness.

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

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

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

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

### **Multifamily Housing Sites Study**

The City updates on a yearly basis its inventory of potential vacant multifamily residential sites. The study rates each site for development feasibility. The most recent version was completed in summer 2007 and is available to the public on line and at the Planning Division offices.

### **Vacant Residential Land Survey**

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

### **e. Numerical Goals for Residential Infill Construction**

The City’s goal is that 80% of new housing should be developed on “infill” sites within the existing City Limits. With an average development rate of 370 units per year, this would require 296 units per year be developed within infill areas. The City’s current projections show us able to meet this minimum until after 2020. If the Island annexations are incorporated into this analysis, we will meet this Goal until 2025.

### **f. Measuring Progress Towards the Infill Goal**

At the time of an annexation request, the City will evaluate progress towards meeting the infill goal. The annexation request will not be approved unless the City Council determines that significant progress is being made, unless there are intervening factors that impede the development of vacant infill lands.

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

## **INTRODUCTION**

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

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

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

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

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

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

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

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

Raw water is filtered and disinfected in one of two water treatment plants in the City: the Waterman and North Bay Regional Water Treatment Plants. The Waterman Treatment Plant has a present 22.5 million gallon per day (mgd) treatment capacity, ultimately expandable to 45 mgd. The North Bay Regional Water Treatment Plant has a 40 mgd capacity (26.7 mgd for Fairfield and 13.3 mgd for Vacaville) with sufficient land available at the site for expansion to 90 mgd (60 mgd for Fairfield and 30 mgd for Vacaville). Together, the City's two treatment plants can provide treatment capacity far in excess of that needed to serve the City at buildout.

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

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

### b. Critical Thresholds and Availability of Services

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

<b>Water Supply Sources</b> (in acre-feet per year)						
	<b>0000</b>					
	<b><u>2005</u></b>	<b><u>2010</u></b>	<b><u>2015</u></b>	<b><u>2020</u></b>	<b><u>2025</u></b>	<b><u>2030</u></b>
<b>Projected Water Supplies</b>						
■ Total Potable Supplies	49,700	40,200	40,100	40,200	40,200	40,300
■ Total Non-Potable Supplies	<u>2,600</u>	<u>3,500</u>	<u>4,500</u>	<u>6,100</u>	<u>6,700</u>	<u>6,900</u>
<i>Total Water Supplies</i>	52,300*	43,700	44,900	46,300	46,900	47,200
<b>Projected Water Usage</b>						
■ Residential	15,600	19,100	20,800	21,900	22,400	22,600
■ Employment	5,600	6,900	7,600	8,200	8,800	9,200
■ Water-Intensive Industry	2,400	4,000	5,000	6,500	8,000	9,000
■ Unaccounted	2,100	2,600	2,900	3,200	3,400	3,500
<i>Total Projected Usage</i>	25,700	32,600	36,300	39,800	42,600	44,300
<b>Available Capacity</b>	<b>26,600</b>	<b>11,100</b>	<b>8,300</b>	<b>6,500</b>	<b>4,400</b>	<b>2,900</b>
• Reflects actual available water supply delivered during a "wet" year.						

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

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

### c. Opportunities for Shared Facilities

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

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

## 2. WASTEWATER TREATMENT

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

FSSD is currently preparing a Draft Master Plan to address anticipated growth in the Service Area. With completion of the Master Plan, a capital improvements program will be developed to provide for adequate sewer treatment capacity for all new growth. Such growth will be timed to support and take advantage of expansions in sewer system capacity.

### a. Existing Capacities

The sewage collection system is divided into four sewage basins which drain by gravity to four major pump stations. The Cordelia Basin generally covers the Cordelia Area, the Inlet Basin covers the western portion of Fairfield, and the Suisun and Central Basins cover the central and eastern portions of Fairfield and all of Suisun City. The existing and projected ultimate capacities of the pump stations serving each of these four basins are listed in the following table, which is derived from the Draft Fairfield Suisun Sewer District Master Plan as of June 2008.

System Configuration and Flow Scenario	Pump Station Capacity or Flow into the Pump Station for Specified System Configuration and Flow Scenario						
	Central PS	Suisun PS	Inlet PS	Cordelia PS	CBC PS	Lopes PS	NE Fairfield PS
<b>Existing Pump Station Capacity</b>							
- Firm Capacity	31.9 mgd	26.4 mgd	17.5 mgd	14.1 mgd <sup>1)</sup>	7.6 mgd	3.0 mgd	2.4 mgd <sup>2)</sup>
- Maximum Capacity	39.4 mgd	28.6 mgd	23.0 mgd	15.4 mgd	10.8 mgd	4.0 mgd	2.8 mgd <sup>2)</sup>
<b>Optimized System by Growth Scenario for a 1:20 year Design Storm Event</b>							
- Existing Service Area with Existing Land Use	28.5 mgd	33.4 mgd	12.8 mgd	12.7 mgd	9.7 mgd	2.2 mgd	0.6 mgd
- Existing Service Area with Buildout Land Use	29.1 mgd	42.9 mgd	13.0 mgd	13.9 mgd	9.9 mgd	2.2 mgd	1.6 mgd
- Buildout Service Area with Buildout Land Use	29.3 mgd	55.7 mgd	14.8 mgd	17.3 mgd	9.9 mgd	3.1 mgd	2.1 mgd

Source: Fairfield-Suisun Sewer District

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

The Central, Inlet, BC, and Northeast Pump Stations have adequate capacity, with minor upgrades, to meet the needs of the potential annexations in their areas. The Suisun and Cordelia Basins will require new pump station expansions and additional trunk sewer capacity in order to serve development in unincorporated areas east of Peabody Road. This is considered a significant constraint to a near-term annexation of this area; the developer will be responsible for preparing a sewer master plan that can effectively deal with the sewage that will be generated from this growth.

The existing Cordelia Pump Station is equipped with two 150 HP pumps and one 250 HP pump. The latter is considered the *wet weather pump*. The Cordelia Pump Station's rated capacity is a *Wet Weather Capacity*, for which it is assumed that one of the 150 HP pumps and the 250 HP pump are running, and the second 150 HP pump is a standby unit. It is also assumed that, under peak pumping conditions, both the 27-inch and 18-inch force mains will be operational.

As shown on above, the existing pump station's rated capacity of 14.1 mgd is sufficient for serving the existing service area until buildout but insufficient for serving the buildout service area (i.e., the service area extended to the Sewer System Master Plan boundaries) at buildout development. The existing pump station's design makes provision for upgrading all three pumps to 250 HP pumps. As illustrated in the table above, with three 250 HP pumps, the pump station's rated firm capacity would be approximately 16.7 mgd, with a maximum pumping capacity of 18.6 mgd (assuming both force-mains are operational).

The pump station's potential maximum firm capacity of 16.7 mgd (i.e., with three 250 HP pumps installed) is slightly less than the required buildout design pumping requirement of 17.3 mgd. This buildout design pumping requirement is based on a 1:20-year design storm event. As shown in the table, the maximum firm capacity is less than the projected buildout flow for a 1:10-year design storm event (i.e., 15.7 mgd). Because the estimated design pumping requirement is based on the General Plan's projection of future development beyond the sewer system's current service area, the difference between the rated firm capacity and the maximum pumping requirements may be within the margin of error for the projection of future flow and for the flows for a 1:20-year design storm event.

The capacity of the sewer treatment plant is nearly adequate to handle the projected sewage flows generated by annexations allowable under the General Plan. Planned treatment plant expansions (from 17.5 mgd Average Dry Weather Flow (ADWF) to ultimate capacity of about 25 mgd) will be necessary to handle the projected sewage flows allowable under the General Plan. However, sewage treatment is not considered to be a constraint for annexations in the near term of this CAP.

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

The Fairfield-Suisun Sewer District is an example of how well shared facilities can work. The District's pump stations and treatment plant serves both the cities of Fairfield and Suisun and Travis AFB.

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

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

### **a. Existing Capacities**

Problems with storm drainage and flooding have historically had a strong influence on development patterns in the Fairfield area, until construction of the Fairfield Vicinity Streams Project in the late 1980's. Although portions of the project had been completed by developers as they were constructing subdivision improvements within their development areas, the major portions of the project were completed by the Army Corps of Engineers to protect against a 100-year storm event. At this time, within the Fairfield city limits, Ledgewood Creek and Laurel Creek have been improved with the Fairfield Vicinity Streams Project. In lowland areas, particularly the areas of Illinois Street and Ohio Street in Fairfield and in the Old Cordelia area, flooding is aggravated by backwater from high tides and sloughs in the Suisun Marsh.

Another factor affecting flooding is the condition of the channels in the Suisun Marsh, particularly the amount of sediment buildup and vegetation growth, which reduces channel size and carrying capacity. Debris that collects at crossings also reduces bridge and culvert carrying capacity during high storm water events. To date, Solano County has not addressed historic flooding in Suisun Valley, neither along the west side of Ledgewood Creek nor along Suisun Creek between Fairfield and Cordelia.

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

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

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

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

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

Several of the City's departments are responsible for coordinating solid waste management services, including waste disposal and curbside recycling, both of which are handled by a local franchised hauler under contract with the City.

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

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

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

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

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

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

### **5. CIRCULATION AND TRANSPORTATION**

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

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

The City's objectives for roadway performance are stated in General Plan Objective CI 3, namely P.M. peak hour Level of Service of "D" or better for arterial streets, and Level of Service "C" or better for collector streets, and Level of Service "B" or better for local streets, unless other public health, safety, or welfare factors determine otherwise.

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

- Jepson Parkway, which will provide an alternative route to Interstate 80 which links Suisun City, Fairfield, and Vacaville. While Jepson Parkway will primarily use upgraded existing roadways, the project also includes an extension of Walters Road north of Air Base Parkway.
- Manuel Campos Parkway, which will provide a link between Peabody Road and Interstate 80. The Manuel Campos Parkway project also provides a new interchange at Interstate 80 and North Texas Street, which will significantly improve the capacity of the City's "northern gateway."
- North Connector, this new roadway will link Cordelia with Central Fairfield through a new roadway parallel to Interstate 80. This project is critical to future growth in Cordelia.

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

## **Roadway Improvements**

Improvements anticipated being necessary for buildout of potential annexation areas include:

### **Interchanges**

- Construct a new interchange at SR 12 and the west end of the North Connector (Business Center Drive extension)
- Construct a new interchange at I-680 and Red Top Road
- Improve the interchange at I-80 and Red Top Road
- Improve the interchange at I-80 and Green Valley Road
- Improve the interchange at I-80 and Suisun Valley Road
- Improve interchange at I-80 and North Texas St / Manuel Campos Expressway
- Widen SR 12 to six lanes from I-80 to Pennsylvania Avenue and construct interchanges at Beck Ave. and Pennsylvania Ave.

### **Streets**

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

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

## **b. Financing Methods**

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

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

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

# **6. PUBLIC SAFETY**

## **a. Law Enforcement**

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

### **Policy PF 16.1**

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

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

## **b. Fire Suppression**

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

### **Policy PF 15.1**

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

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

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

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

## 7. PARKS AND RECREATION

### a. Current Park System

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

Within the City of Fairfield there are 20 Community, Neighborhood or Pocket parks totaling 236 acres. These include 16 neighborhood parks which are typically 5-7 acre parks serving a one-half mile radius and two larger community parks which include a variety of passive and active recreational facilities and are intended to serve a two-mile radius. The Fairmont neighborhood west of Pennsylvania Avenue also has two pocket parks. In addition to neighborhood and community parks, Rockville Hills Regional Park provides a regional facility totaling 633 acres of open space. This park is primarily used for outdoor recreation, such as hiking and mountain biking. Citizens also have limited access to three additional open space areas totaling nearly 1,300 acres. In addition, Fairfield has a system of linear parks and trails established for purposes of walking, hiking, and bicycling. These trails often follow existing features like creeks, canals, bluffs, ridges, and utility right-of-ways. The City has constructed the Fairfield Linear Park between Solano Community College and Dover Avenue. This ten-foot wide pathway serves as a central intermodal spine on which a citywide system of trails will be built. The following table provides an inventory of existing parks and trails in Fairfield.

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

##### Community Parks:

<b>Facility</b>	<b>Location</b>	<b>Acres</b>
Allan Witt	West Texas St. and Fifth St.	46.6
Laurel Creek	Cement Hill Road	37.3
<b>TOTAL</b>		<b>83.9</b>

##### Neighborhood Parks:

<b>Facility</b>	<b>Location</b>	<b>Acres</b>
Dover	East Travis Blvd. And Flamingo Dr.	8.5
Hillview	Atlantic Ave. and Marigold Dr.	5.4
Lee Bell	Travis Blvd. and Union Ave.	6.7
Mankas	Owens St. and Mankas Blvd.	5.7
Meadow	Meadowlark Dr. and Harte Pl.	4.0
Ridgeview	Silver Creek Rd., Cordelia	8.4
Rolling Hills	Hilborn Road	6.0
Sunrise	Camrose Avenue between Marigold Drive and Elmhurst Circle	6.9
Tabor	East Tabor Ave. at Blossom Ave.	6.0

Tolenas	Tolenas Ave. and Catlin Dr.	8.2
Woodcreek	Astoria Dr. and Woodcreek Dr.	5.3
Veterans Memorial	Fairfield Ave. and Stratford Ln.	5.0
Vintage/Green Valley	Mangels Blvd. and Vintage Valley Rd.	6.0
Meadow Glen	Martin and Hilborn	3.0
<b>TOTAL</b>		<b>85.1</b>
<b>Pocket Parks</b>		
Kentucky Street		0.20
Utah Street		0.20
<b>TOTAL</b>		<b>0.40</b>
<b>Private Parks</b>		
Green Valley Lakes		
San Marco Street		
Rancho Solano		
<b>Linear Parks</b>		<b>Acres</b>
American Canyon Creek Bike Trail		6.9
Fairfield Linear Park		59.5
	<b>GRAND TOTAL</b>	<b>235.8</b>

### Public Special Use Facilities

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

### Private Facilities

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

### Golf Courses

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

### b. Projected Park Needs

The General Plan has established for neighborhood parks a one-half mile radius standard and a population ratio of 1.5 acres of neighborhood park/1000 people. The General Plan Policy Document established a 2-acre/1000-population standard for community parks. In order to achieve the established

population ratio, the Parks Capital Projects Plan estimates that under the 2031 population 165 acres of new park land is needed. Per the 2002 Parks Capital Projects Plan, the 165 acres of new park land required to support the projected population increase through 2031 will be met with nine neighborhood parks, an additional community park of 50 acres, and seven additional acres at Laurel Creek Park. One of the nine neighborhood parks is currently under design and two additional parks will be built by Lewis Operating Group as a condition of their development agreement. The following list of proposed projects was obtained from the 2002 Parks Capital Projects Plan, which recommends that the development of new park and recreation facilities keep pace with the growth of the City. The list includes proposed community parks, neighborhood parks, and recreational facilities. The City has been developing concepts for a multi-sports complex and this might be done in conjunction with the development of the 4<sup>th</sup> community park. The City will build these projects when there is adequate funding available. Potential funding sources include development fees, grants, private donations, and the City's Capital Projects fund.

Two parks are scheduled for construction:

- 1) Gary Falati Park (Goldridge) (6.9 acres) (Calendar Year 2009)
- 2) Cordelia Community Park (48 acres) (Completion in Calendar Year 2012)

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

- 3) Softball Fields (location unidentified)
- 4) Teen Center Facility (location unidentified)
- 5) Additional Neighborhood Center (location unidentified)
- 6) Civic Center Performance Shell (Civic Center Park)
- 7) Full-Scale Indoor Aquatics Facility (location unidentified)
- 8) Sports Center Facility (location unidentified)
- 9) Soccer Facility (location unidentified)
- 10) Additional Community Center (location unidentified)
- 11) Boys and Girls Club (tentative location Tabor Park)
- 12) Stondene Acquisition and Renovation
- 13) Senior Center Expansion
- 14) Improvements to the Center for Creative Arts

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

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

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

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

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

The City Finance Department regularly prepares long-term forecasts of capital and operating budgets, including annual 10-year forecasts that are incorporated into the City's budget. These forecasts have consistently shown that the development fees and on-going revenue generated by new development provide adequate funding to maintain the infrastructure and services needed by residents. In the 2007 and 2008 time period there are unusual pressures on the financial resources of Fairfield and all other California municipalities due to a softening housing market, the sub-prime mortgage credit crisis, and budget deficits. However, the City is moving to reduce operating expenses and has adequate reserves to transition to a balanced budget over a period of several years. In the long-term the City will still be able to provide all essential services including fire, police and public works. New development and annexations will continue to be analyzed for impacts on City facilities and services.

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

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

### **Redevelopment Funds**

The Fairfield Redevelopment Agency has established five redevelopment project areas: Regional Center (570 acres), Highway 12 (1,760 acres), City Center (811 acres), Cordelia Area (2,637 acres) and North Texas Street (407 acres). The redevelopment plans for these areas call for construction of public facilities paid for by redevelopment funds. Examples of projects financed this way include freeway interchanges, roads, elementary schools, and water and storm drainage facilities.

### **Assessment Districts**

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

### **Benefit Districts**

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

### **Construction License Tax**

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

## **Park Impact Fees**

New residential development provides for new park facilities in three ways. The first is a tax on the number of bedrooms in each new housing unit collected at the time a building permit is issued. Revenues from this tax are used for the acquisition, improvement and expansion of public parks, playground, or recreation facilities. The second is through an ordinance adopted by the City in 1995 under the State's Quimby Act. The City's Quimby ordinance requires that, as a condition of tentative subdivision map approval, subdividers must dedicate land, pay a fee in lieu, or provide private park development and maintenance. Dedication, fees or private parkland development must ensure the provision of at least three acres of park land per 1,000 new residents. The third funding source is an AB 1600 fee, which is described in the following section.

## **AB 1600 Fees**

AB 1600 fees are a set of four fees charged to new residential and commercial/industrial construction that pay for the cost of public infrastructure that serves the community at large. Separate fees are collected for "traffic impact", "urban design", "public facilities" and "park and recreation facilities." The fees are based on a 30-year analysis of the City's capital needs prepared in 1995. The City began to collect a portion of these fees in November 1995, and has collected the full fee since April 1998. The fees were reviewed in 2006 and revised to reflect actual costs and needed projects.

## **Developer Contributions**

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

## **Sewer and Water Connection Charges**

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

## **Mello-Roos Districts**

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

## **School Impact Fees**

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

- the school district's share of property taxes;
- state funding;
- special taxes (parcel taxes), including Mello-Roos district financing;
- general obligation bonds; and
- impact fees levied on new development.

Three methods are used to locally fund new school facilities: Mello-Roos funding, impact fees and bonds. With Mello-Roos funding, each homeowner in a Mello-Roos district pays an annual assessment to fund new school facilities. The Travis Unified School District has established two Mello-Roos districts. For the Travis Unified School District, the current Mello Roos fees and Current Travis Unified School District fees are \$2.3892/square foot plus an annual CFD assessment paid typically by the homeowner. Alternatively, the developer can choose to pay \$8.4842 up front with no future annual assessments.

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

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

All development outside of a Mello-Roos district will pay an impact fee for new school construction. Development impact fees were capped by state law (Proposition 1A, 1998) at a maximum of \$2.05 (with inflationary adjustments) per square foot of new residential construction and \$0.33 per square foot of commercial or industrial development (Government Code, section 65995); these are called “Tier 1” fees. Alternatively, school districts that prepare a school-need analysis and meet specific statutory requirements relating to year-round school attendance, past general obligation bond measures, number of portable classrooms, and outstanding debt may levy a higher development impact fee based on the results of the needs analysis (Government Code, section 65995.5); these are called “Tier 2” fees. Imposing Tier 1 or 2 fees is deemed to be full and complete mitigation of the impacts on the provision of adequate school facilities, and state law prohibits a city from denying a project on the basis of inadequate school facilities (Government Code, section 65995). Both school districts in Fairfield have established Tier 2 fees. In addition, in March 2002, the Fairfield-Unified School District passed a \$100 million bond measure that will fund maintenance and construction of new school facilities. Currently (2008), the Development Impact Fees for Fairfield-Suisun School District are 4.09/residential unit. Travis Unified School District has established a development fee of \$5.60/square foot for projects outside the Mello-Roos Districts.

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

**Solano County Fees**

Solano County has established a development fee to fund construction of County facilities. The fee is currently collected by the Building Official in each of the County’s jurisdictions. As of 2008, the County Facilities Fee is \$8,917 per single family residence and \$8,435 per multifamily unit.

The County also assesses a License Tax for each building permit. Current fees collected by the City Building Division are \$3,199 per single family unit and \$2,302 per multi family unit.

**SECTION E:  
COST-AVOIDANCE OPPORTUNITIES**

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

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

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

**SECTION F:  
OPPORTUNITIES FOR RATE RESTRUCTURING**

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

**SECTION G:  
GOVERNMENT STRUCTURE OPTIONS**

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

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

**SECTION H:  
LOCAL ACCOUNTABILITY AND GOVERNANCE**

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

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

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

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

**Fairfield Observer:** On a quarterly basis, the City mails a four page newsletter to residents and businesses with news, features, and information.

**Channel 26:** The City owns its own cable TV channel. Public meetings are televised live and typically are rerun once. The City also produces two magazine-style shows and City View, featuring the Mayor.

**Website:** The City maintains a website which offers a community calendar, press releases, description of city departments and services, meeting minutes and agendas, and similar publications of interest, the city code and budget.

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

**Bringing People Together:** The Community Services Department provides a 24-page annual magazine to all households. The magazine contains information about recreation, sports, arts, community and senior events, and housing and social services.

**City Hall at the Mall:** This storefront in the Solano Mall is open during regular mall hours to extend city hall business hours for recreation registration, water bill payment, and tickets and bus pass purchases.

**SECTION I:  
EVALUATION OF MANAGEMENT EFFICIENCY**

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

Fairfield is a progressive city known for its entrepreneurial style and is cited throughout the well-known book *Reinventing Government* for its innovative financial and management practices. Factual evidence of management efficiency is provided by the City budget. Despite the drastic downturn in the local development economy, declines in permit fees, and potential state funding cuts, the 2008-2009 budget demonstrates Fairfield's ability to remain relatively soluble compared to a number of other municipalities in these times. Necessary painful cuts have been identified and impacts on employees and essential services have been minimized to the extent possible. Fiscal planning and significant funds in reserve speak to sound and efficient management practices.

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

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

## **DEPARTMENTS**

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

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

### **Human Resources Department**

The mission of the Human Resources Department is to provide the City with well-trained and motivated employees, develop and maintain a high quality of work life, ensure adherence to fair, equitable and ethical personnel standards, and effectively manage risks to the City. The department's responsibilities encompass all labor negotiations, recruitment and selection, compensation and classification, employee benefit administration, training, workers' compensation, safety, insurance, liability claims and risk management activities.

### **Finance Department**

The mission of the Finance Department is to protect and enhance the City's financial security, provide sound fiscal information in support of City decision-making, and to provide high quality customer service. Bob Leland has been Director of Finance since 1985. The department's management team is

experienced and diverse, with backgrounds including banking, auditing, international development, hospital administration, and telecommunications. The department is organized into three divisions: Accounting, Information Technology, and Financial Services. All programs are paid by the General Fund except the General Services, Radio, Telephone and Technology internal service operations.

### **Community Services Department**

The Community Services Department is committed to making Fairfield a distinctive community for all our residents by providing quality programs, services and facilities that meet their social, recreational, cultural, educational and assisted housing needs. The department is led by a management team with knowledge and experience in a variety of areas, including education, theater, arts administration, sports, senior services, recreation, housing, and social services. In addition to full time career employees, the department employs numerous part-time employees on a seasonal basis. The Department is organized into five divisions: Adult Services, Arts and Community Events, Marketing, Administration, and Youth Activities.

### **Community Development Department**

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

### **Police Department**

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

### **Fire Department**

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

### **Public Works Department**

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