



Agenda Item No. 8E  
March 11, 2025

TO: Honorable Mayor and City Council Members  
Attention: Aaron M. Busch, City Manager

FROM: Erin Morris, Director of Community Development  
(Staff contact: Albert Enault, Senior Planner (707) 449-5364)

**SUBJECT: RESOLUTION OF THE CITY COUNCIL OF THE CITY OF VACAVILLE  
AUTHORIZING THE CITY MANAGER, OR DESIGNEE, TO EXECUTE A  
PROFESSIONAL SERVICES AGREEMENT AND A BUDGET  
AUGMENTATION WITH ECONOMIC & PLANNING SYSTEMS, INC. (EPS) IN  
AN AMOUNT NOT TO EXCEED \$121,935 FOR THE PREPARATION OF A  
COMPREHENSIVE UPDATE TO THE CITY OF VACAVILLE MUNICIPAL  
SERVICES REVIEW (MSR) AND SPHERE OF INFLUENCE (SOI) AND  
AUTHORIZING STAFF TO SUBMIT AN APPLICATION TO LAFCO WITH  
FUNDS TOTALING \$32,800**

**ACTION OF CONSIDERATION:**

The City Council will consider authorizing the City Manager or designee to enter into a professional services contract with Economic & Planning Services, Inc. (EPS) to prepare a comprehensive update to the City's Municipal Service Review (MSR) and Sphere of Influence (SOI) and authorizing staff to submit an application to LAFCO with funds totaling \$32,800.

**RECOMMENDATION:**

By simple motion, adopt the subject resolution.

**BACKGROUND:**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) was adopted by the State legislature to establish procedures for the orderly growth and development of counties and cities (Government Code (GC) §5600-57550). Each County within California is required to establish a Local Agency Formation Commission (LAFCO) for regulating orderly growth and development by (1) discouraging urban sprawl, (2) preserving open space and prime agricultural lands, (3) encouraging the efficient provisions of government services, and (4) encouraging the orderly formation and development of local agencies based on local conditions and circumstances. Each City within each County is responsible for developing a probable plan that outlines future growth in accordance with an adopted General Plan. This probable plan is called a Municipal Services Review (MSR), and the maximum extent of that growth is defined by the City's Sphere of Influence (SOI).

Pursuant to GC §56425(g), the Solano County LAFCO is responsible for reviewing and updating the SOI for each City in Solano County on a regular basis occurring every five years, or as necessary. Any changes or reorganizations to an SOI must be based on specific criteria (GC §56425(e)) disclosed within the MSR with supporting information about the City's remaining inventory of residential land within the current SOI. On May 8, 2017, the Solano County LAFCO

approved the current version of the City of Vacaville's MSR and SOI (Attachment 3), which identifies both "Near-Term" and "Long-Term" annexation areas. Near-Term areas consist of properties that could annex within the next 5 years, while Long-Term areas consist of properties with a lower probability of annexation due to other limiting factors such as access to infrastructure. Based on residential building permit activity, the Council's interest in broadening the housing mix in Vacaville to include "missing middle" housing types, and the recent progress of new development occurring within the East of Leisure Town Growth Area (ELTGA), City staff and Solano County LAFCO staff believe it is necessary to update the MSR and SOI.

Another analysis that must be prepared in conjunction with the MSR/SOI involves the City's remaining inventory of residential lands within the current SOI. As depicted in Attachment 1, most lands affected by this upcoming MSR/SOI update reside in the East of Leisure Town Road and Northeast Growth Areas; many of these properties are designated as Urban Reserve in the Vacaville General Plan and are depicted as Long-Term annexation areas in the current MSR/SOI. The Urban Reserve designation was applied to properties that were originally not expected to develop during the lifetime of the current General Plan between 2015-2035. Every five years in conjunction with the MSR/SOI update, the City should evaluate current residential inventory to determine whether to convert Urban Reserve lands to other urban land use designations (e.g., residential, commercial). The evaluation process is outlined in three steps:

- (1) Prepare a development inventory and land need forecast to determine the amount and type of urban reserve land that could be eligible for conversion to urban land use designations;
- (2) Evaluate which lands would best meet the needs identified in the development inventory and land needs forecast, and select those lands for conversion;
- (3) The City Council considers those lands proposed for conversion.

A Comprehensive Update to the MSR/SOI will require collaboration between the development community, City of Vacaville, Solano County LAFCO staff, and significant expertise. On January 22, 2025, the Community Development Department received a proposed scope of work (SOW) from Economic & Planning Systems, Inc. (EPS) to prepare the comprehensive update. The SOW was circulated to LAFCO staff for review and consideration and positive feedback was received. The proposed scope of work is attached to this report (Attachment 2).

## **DISCUSSION:**

The overall planning process for the comprehensive update will include the analysis of complex topics supported by financial reports, infrastructure plans, Joint Powers Agreements, and other relevant information from approved projects. In addition, the analysis will evaluate whether to change the Long-Term annexation areas located in the East of Leisure Town Road and Northeast Growth Areas into Near-Term annexation areas. The City is proposing to initiate a contract with EPS to conduct this analysis and assist the City with preparing a written statement on the following determinations, which correspond with the requirements of GC §56430(a):

- (1) Growth and population projections for the affected area.
- (2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
- (3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged,

- unincorporated communities within or contiguous to the sphere of influence.
- (4) Financial ability of agencies to provide services.
  - (5) Status of, and opportunities for, shared facilities.
  - (6) Accountability for community service needs, including governmental structure and operational efficiencies.
  - (7) Any other matter related to effective or efficient service delivery, as required by commission policy.

In addition, this initiative will require extensive public outreach with property owners located outside of Vacaville City limits but within the City's Urban Growth Boundary/SOI to determine interest with converting Urban Reserve lands and annexing into Vacaville city limits. The public outreach process is expected to inform the overall scope of the MSR/SOI update. Over the course of the project timeline, staff will establish regular outreach meetings with property owners and members of the community.

The SOW estimates project completion within approximately 12 months from engagement. Pursuant to Vacaville Municipal Code (VMC) Section 14.03.024.040, the City Council must authorize the execution of this contract. Staff is recommending that the City Council authorize the City Manager, or designee, to execute a contract with EPS to prepare a comprehensive update to the MSR/SOI.

#### **ENVIRONMENTAL IMPACT:**

This proposed resolution has been reviewed with respect to the applicability of the California Environmental Quality Act ("CEQA") and the State CEQA Guidelines (California Code of Regulations, Title 14, Sections 15000 et seq.). The resolution is not a project under CEQA Guidelines Section 15378 because it involves administrative activities that will not result in direct or indirect physical changes in the environment.

#### **FISCAL IMPACT:**

The proposed contract is not to exceed the amount of \$121,935. Separately, the Community Development Department will anticipate spending \$32,800 on application fees with Solano County LAFCO. Both costs would be paid from the General Plan Cost Recovery Fund, which was adopted on September 13, 2016 (Reso. No. 2016-078) in accordance with General Plan Action LU-A6.1 to repay the interdepartmental load for the cost of the General Plan Update, and fund various implementation tasks required by the General Plan, including the MSR/SOI update.

Amount Requested: \$154,735

Funding Source: General Plan Implementation Fee (2023)

Budget Distribution: If approved by the Council, the budget will be loaded into the FY 2024-25 operating budget for Community Development Special Revenue Fund (2023.20.2012.672).

#### **ALTERNATIVES:**

The Council could choose not to initiate the contract. This action is not recommended because a comprehensive update is required for compliance with state law.

**STRATEGIC PLAN GOAL/INITIATIVE:**

Goal #3 – Protect Vacaville’s Quality of Life  
Initiative 3A: Promote Housing for All

**LEVINE ACT:** Yes

**ATTACHMENTS:**

Resolution – Action Item  
Attachment 1: Location Map  
Attachment 2: Proposed Scope of Work from EPS  
Attachment 3: LAFCO Resolution No. 17-08  
Attachment 4: Levine Act Disclosure Form

**RESOLUTION NO. 2025-**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF VACAVILLE AUTHORIZING THE CITY MANAGER, OR DESIGNEE, TO EXECUTE A PROFESSIONAL SERVICES AGREEMENT AND A BUDGET AUGMENTATION WITH ECONOMIC & PLANNING SYSTEMS, INC. (EPS) IN AN AMOUNT NOT TO EXCEED \$121,935 FOR THE PREPARATION OF A COMPREHENSIVE UPDATE TO THE CITY OF VACAVILLE MUNICIPAL SERVICES REVIEW (MSR) AND SPHERE OF INFLUENCE (SOI) AND AUTHORIZING STAFF TO SUBMIT AN APPLICATION TO LAFCO WITH FUNDS TOTALING \$32,800**

**WHEREAS**, on March 25, 2008, the City Council of the City of Vacaville adopted Resolution No. 2008-31 establishing the City of Vacaville Urban Growth Boundary (UGB) Initiative which prohibited new Vacaville General Plan designations outside of the growth boundary until March 1, 2028, and identified Area B as a potential growth area for future planning and development, which is referred to as East of Leisure Town Road Growth Area (ELTGA) and Northeast Growth Area (NEGA); and,

**WHEREAS**, on August 11, 2015, the City Council of the City of Vacaville certified the General Plan Final Environmental Impact Report (FEIR) (SCH#2011022043) and adopted a comprehensive update to the Vacaville General Plan, which identified potential new growth beyond the Vacaville City limits but not extending beyond the UGB; and

**WHEREAS**, on March 14, 2017, the City Council reviewed a comprehensive update to the Vacaville Municipal Services Review (MSR) and Sphere of Influence (SOI) to be consistent with the 2015 General Plan, and directed staff to submit an application to the Solano County Local Agency Formation Commission (LAFCO) for review and approval (Resolution No. 2017-025);

**WHEREAS**, on May 8, 2017, the Solano County LAFCO held a public hearing to consider the 2017 MSR/SOI update and voted 5-0-1 to amend and update the City of Vacaville SOI (Resolution No. 17-08); and

**WHEREAS**, the Solano County LAFCO is required to review and update the Vacaville Sphere of Influence (SOI) every five years, as necessary, as prescribed by Government Code (GC) §56425 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

**WHEREAS**, the City Council has directed staff to prepare a Specific Plan for the East of Leisure Town Growth Area (ELTGA), which is comprised of 1,317 acres, of which 669 acres are within Vacaville City Limits and 648 acres are within unincorporated Solano County, but located within the Vacaville UGB and SOI, as set forth in a variety of policies to guide a development review process for the area, including Policy LU-P19.5, which specifically requires a Specific Plan(s) to be prepared for the area; and

**WHEREAS**, the City Council desires to prepare a comprehensive update to the City's MSR and SOI to ensure consistency with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and address future growth in the growth areas; and

**WHEREAS** on January 22, 2025, the City received a Scope of Work (SOW) from Economic & Planning Systems, Inc. (EPS) that was reviewed by City staff, the development community, and LAFCO staff, and concluded the EPS has the qualified experience and staff

necessary to support staff in preparing a comprehensive update to the MSR/SOI.

**NOW THEREFORE BE IT RESOLVED** that the City Council of the City of Vacaville does hereby authorize the City Manager or designee to execute a Professional Services Agreement and a budget augmentation with EPS in an amount not to exceed \$121,935, for the preparation of a comprehensive update to the City of Vacaville MSR and SOI and authorize staff to submit an application to LAFCO with funds totaling \$32,800, and to take other such actions as are reasonably necessary to finalize or effectuate said agreement.

**I HEREBY CERTIFY** that the foregoing resolution was introduced and passed at a regular meeting of the City Council of the City of Vacaville, held on the 11th day of March 2025, by the following vote:

AYES:

NOES:

ABSENT:

ATTEST:

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
Michelle A. Thornbrugh, City Clerk

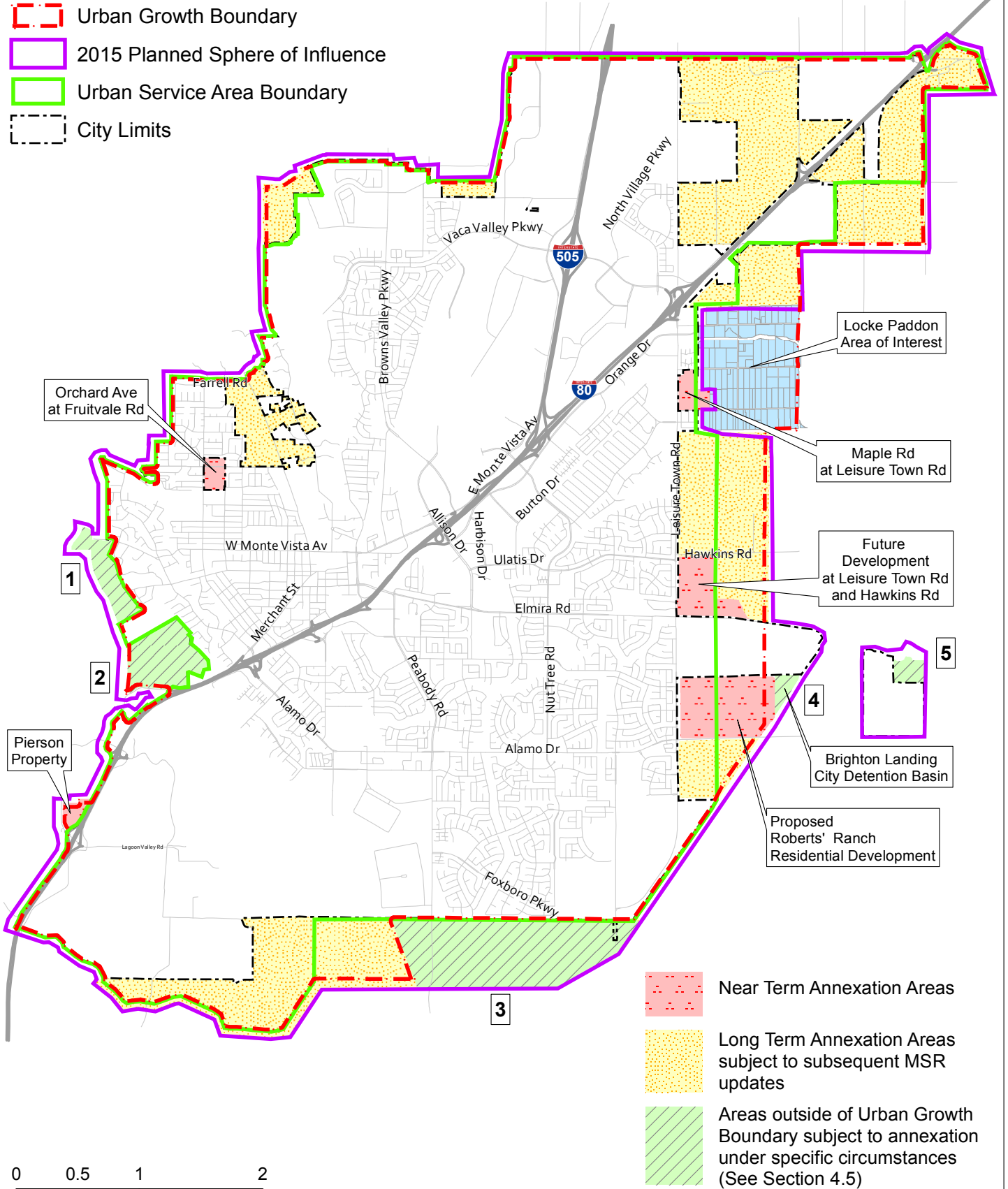
# ATTACHMENT 1






## Figure 4.4-4: Annexation Areas

### Boundaries

-  Urban Growth Boundary
-  2015 Planned Sphere of Influence
-  Urban Service Area Boundary
-  City Limits



-  Near Term Annexation Areas
-  Long Term Annexation Areas subject to subsequent MSR updates
-  Areas outside of Urban Growth Boundary subject to annexation under specific circumstances (See Section 4.5)

0 0.5 1 2 Miles

Source: City of Vacaville

# ATTACHMENT 2

## Proposal

# Vacaville Municipal Service Review Update

*The Economics of Land Use*



**Prepared for:**

City of Vacaville  
Solano LAFCO

**Prepared by:**

Economic & Planning Systems, Inc. (EPS)

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January 22, 2025

EPS #242032

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January 22, 2025

Erin Morris  
Director of Community Development  
City of Vacaville  
E-mail: [erin.morris@cityofvacaville.com](mailto:erin.morris@cityofvacaville.com)

Subject: Proposal to Update Vacaville Municipal Service Review; EPS #242032

Erin:

On behalf of Economic & Planning Systems, Inc. (EPS), I am pleased to submit this proposal for an update to the Vacaville Municipal Service Review (MSR).

EPS is excited about the opportunity to build on its extensive MSR expertise, familiarity with the City of Vacaville (City) and Solano County (County), and history of collaboration with Local Area Formation Commissions (LAFCOs). EPS envisions building on the 2017 Vacaville MSR by highlighting key findings and focusing on meaningful comparisons through easy-to-read and interpret charts and tables, while advancing the state of the MSR updates for Vacaville. In addition, EPS will collaborate with the Solano LAFCO and the City and will rely on information in the City's General Plan and other relevant planning documents to be cost-effective and ensure the quality and consistency of information documented throughout the report.

Founded in 1983, EPS is a land use economics consulting firm with offices in Oakland, Sacramento, Los Angeles, and Denver. EPS has presented to the California Association of LAFCOs on numerous governance topics, as well as prepared MSRs for dozens of cities and special districts.

EPS has extensive working knowledge of the Cortese-Knox-Hertzberg (CKH) Act based on jointly preparing numerous studies involving district formation, annexation, consolidation, detachment, and other forms of reorganization over the course of more than 30 years.

*The Economics of Land Use*



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EPS has prepared a proposed Scope of Work, schedule, and budget for this assignment for review and comment. EPS is very excited about the opportunity to work on this important project and would be willing to modify the Scope of Work and accompanying budget to better meet the City's and Solano LAFCO's needs, if necessary. If you have questions or comments related to this proposal, please contact me at (916) 665-6103 or [alapin@epssac.com](mailto:alapin@epssac.com). EPS looks forward to hearing from you soon.

Sincerely,

ECONOMIC & PLANNING SYSTEMS, INC. (EPS)



Amy Lapin  
Principal

# 1. Firm Background

## About EPS



EPS is a land economics consulting firm, experienced in the full spectrum of services related to real estate development, the financing of government services and public infrastructure, land use and conservation planning, and government organization. EPS was founded on the principle that real estate development and land use-related public policy should be built on realistic assessment of market forces and economic trends, feasible implementation measures, and recognition of public policy objectives, including provisions for required public facilities and services.

These are EPS's areas of expertise:

- Economic Development and Revitalization
- Fiscal and Economic Impact Analysis
- Housing Policy
- Land Use and Transportation
- Parks and Open Space Economics
- Public Finance
- Public-Private Partnership (P3)
- Real Estate Economics

Since 1983, EPS has provided consulting services to hundreds of public- and private-sector clients in California, Colorado, and throughout the United States. Clients consist of LAFCOs, cities, counties, special districts, multijurisdictional authorities, property owners, developers, financial institutions, and land use attorneys. EPS's professional staff includes specialists in public finance, real estate development, land use and transportation planning, government organization, and computer applications. EPS excels in preparing concise analyses that disclose risks and impacts, support decision making, and provide solutions to real estate development and land use-related problems.

### EPS Firm Expertise

EPS has completed numerous MSRs for a range of service agencies throughout California.

### Familiarity with CKH Act, LAFCOs, and MSR Process

EPS has a thorough knowledge of the CKH Act based on preparation of numerous studies involving district formation, annexation, consolidation, detachment and other forms of reorganization over the course of more than 30 years. EPS has

presented to the California Association of LAFCOs on numerous governance topics. The firm has prepared MSRs for dozens of cities and special districts.

**Analysis and Organized Presentation of Information**

Much of EPS’s technical work is conducted to resolve major public policy questions. Our work is conducted in a rigorous, transparent, and objective manner that builds trust of the participants and leads to thoughtfully derived recommendations given the objectives of the client. The end product typically involves reports intended for the public and decision makers and is clearly written and well-documented to support the policy decision process.

**California Municipal Finances, Services and Budget Forecasting**

Among other areas of expertise, EPS specializes in fiscal analysis, city, county and special district budget forecasting, determination of special taxes, assessments, and impact fees. EPS has worked closely with cities to evaluate organizational effectiveness and service delivery options, particularly in the face of constrained revenues.

**Facilitating and Synthesizing Stakeholder Input**

EPS has substantial experience managing and facilitating “stakeholder” input for a range of different types of projects, including government reorganization efforts. These efforts have included participation in formal community outreach and facilitation to more informal liaison efforts.

**Public Input, Presentations, Dissemination and Response to Public Input**

EPS has extensive experience leading public workshops and making presentations to public entities and decision-makers, including presentations in the context of district reorganization studies as part of the LAFCO process.

**Multi-Agency Partnerships and Cooperative Problem-Solving**

EPS supports the process of resolving multi-agency issues by providing clear, objective information to facilitate analysis, discussion and problem-solving.

**Flexible and Creative Alternatives to Resolve Service and Policy Issues**

EPS evaluates alternatives, including existing “Base Case” or “Do Nothing” alternatives, as an essential tool for helping to understand trends, controllable (and uncontrollable factors), implications and mitigations. A range of alternatives is compared and evaluated on the basis of outcomes and goals. Often this initial work is necessary to prompt multiple parties to respond and provide input, which in turn leads to the ultimate, optimal solution.

## 2. Project Approach

Each county's LAFCO is charged by the State (Gov. Code 56430) with helping to ensure a balance is struck between the growing demand for local services and natural resources and the need for environmental protection and efficient urban development.

LAFCO's ability to address these broad regional concerns is limited by its authorized powers exercised primarily through governmental and sphere of influence formation and reorganization. The State-mandated "municipal service review" (consisting of a critical evaluation of jurisdictional service levels, government structure, and service delivery) is one of the tools LAFCO has to carry out its charge. LAFCO must conduct an MSR to prepare or update spheres of influence in accordance with Government Code Section 56425. LAFCO must also review and update each sphere of influence every five years, as necessary, to ensure services are being provided in an adequate and efficient manner.

EPS will ensure the approach will satisfy, as required by State law, each of the seven determinations that must be included in an MSR, as listed below:

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

Based on discussions with the City and LAFCO, EPS will confirm the service areas included in this MSR update. The nine service areas that were included in the prior MSR will be used as a starting point for discussion, and include:

1. Fire
2. Law Enforcement
3. Parks and Recreation
4. Street Maintenance
5. Stormwater

6. Wastewater
7. Water
8. Animal Control (Contract)
9. Solid Waste (Contract)

EPS proposes to use an approach to reviewing local service providers that is in accordance with State law and based, in large part, on recommendations outlined in the Governor's Office of Planning and Research (OPR) LAFCO Service Review Guidelines. EPS envisions a collaborative work program that involves interacting directly with LAFCO and Vacaville City staff. The actual work products will be presented in several iterations (e.g., administrative, draft, and final report) to ensure adequate review and input from various stakeholders and the public at large. The MSR will update and build upon the data and analysis contained in the prior review to the extent applicable, the City's amended 2035 General Plan, and any and all relevant documents available at the time of the MSR process.

EPS will quantify financial issues and help to shape solutions to the extent possible, providing a road map for an ongoing process to resolve and implement service changes. The MSR will provide a foundation for subsequent LAFCO action, including the sphere of influence update. The MSR will be organized and written in a manner that facilitates public review and access to the data. The format will provide the reader with a clear understanding of service issues and how the issues relate to jurisdictional and other LAFCO issues.

EPS will participate in meetings during the MSR preparation (by video conference, except where noted otherwise) as required. The meetings will be focused on specific issues, with participation limited to the relevant stakeholders. The details of meetings and communications will be further developed during project initiation.

## **Task 1: Project Initiation and Ongoing Project Management/Meetings**

EPS will meet in-person with City staff to initiate the project, discuss expectations, and establish a common understanding of the project objectives, scope and deliverables, data needs, timelines, and responsibilities.

EPS will then facilitate a project initiation meeting that includes both Solano LAFCO and City staff. The purpose of this meeting is to initiate the project and discuss expectations and data needs with Solano LAFCO. During the meeting, LAFCO and City staff will be asked to provide or direct EPS to all readily available information related to the project, including any historical data, relevant policies, guidelines, and regulations. The City's General Plan and the most recently adopted budget will provide a strong baseline set of information for this effort, but

any additional information that could be pertinent to the MSR update should be discussed during the project initiation meeting.

EPS will discuss general items related to the project, including the project management approach, communication protocols, and quality control procedures. The meeting will also include a review of the project schedule. The outcome of this meeting will be a clear understanding of the project scope, timelines, and expectations for all parties involved. It is recognized that Solano LAFCO has the responsibility to prepare and adopt the MSR update as mandated under Government Code Section 56430 and to make written determinations regarding the seven factors identified in the code.

Also included in this task are check-ins and status updates with City and LAFCO staff on a regular basis to ensure that the project remains on schedule and on budget. These check-ins also allow EPS to respond to new ideas and directions as they emerge during the course of the work effort.

**Table 1** includes a detailed breakdown of the meetings envisioned as part of this task for reference as well as an estimate of ongoing project management hours required. As shown, this task includes the previously discussed in-person kickoff meeting between EPS and the City to prepare for the in-person kickoff meeting with City and LAFCO staff. Also included is a maximum of 40 virtual check-in meetings with the City (envisioned to be weekly meetings of between 30 and 60 minutes), and six in-person meetings with LAFCO, each including a virtual preparation meeting with the City beforehand and a discussion of next steps with the City afterwards. Budget estimates for all meetings assume participation only by EPS Principal-In-Charge Amy Lapin and Project Manager Luke Foelsch, and associated travel time and mileage reimbursement for in-person meetings.

**Table 1 Task 1 Estimated Meetings and Associated Details**

<b>Task 1 Detail: Project Initiation and Ongoing Project Management</b>	<b>Format</b>	<b>Quantity</b>	<b>Principal-in-Charge Lapin</b>	<b>Project Manager Foelsch</b>
<b>Kick-Off Meeting with City</b>	In-Person	1	1.5	1.5
Travel Time		1	1.5	1.5
<b>Kick-Off Meeting with City &amp; LAFCO</b>	In-Person	1	1.5	1.5
Travel Time		1	1.5	1.5
<b>Internal Project Meetings with City</b>	Virtual	40	30	30
<b>Meetings with LAFCO</b>	In-Person	6	6	6
Travel Time		6	9	9
City Preparation Meetings	Virtual	6	6	6
City Next Steps Discussions	Virtual	6	6	6
<b>Ongoing Project Management</b>	-	-	<u>6</u>	<u>12</u>
<b>TOTAL HOURS</b>			<b>69</b>	<b>75</b>

## Task 2: Data Collection and Review

EPS, in coordination with City and Solano LAFCO staff, will develop initial requests for information (RFIs) to be transmitted to a primary City contact for distribution to the relevant City departments. The purpose of the RFIs is to collect baseline information specific to each department to supplement the foundational data assembled in **Task 1**. This task assumes ongoing communication and coordination with City staff to ensure all necessary information is collected and questions are answered. This scope assumes a primary City contact will aid EPS in streamlining communication with the various departments. In addition, this scope assumes EPS can rely on City staff to prepare updated maps for inclusion in the MSR.

Building on the work of the previous 2017 MSR, current planning documents, and input from Solano LAFCO and City staff, this task will aim to solicit information and data that will fulfill the obligations of the MSR update process. RFIs will also include requests for documents (if unavailable online) including, but not limited to:

- Financial reports and audits for relevant years
- Up-to-date master infrastructure plans (including changes related to the Green Tree Specific Plan)
- General Plan documents
- Documents relating to Joint Powers Agreements
- Other Project Approvals that impact analysis

Each Department's RFI will be augmented as appropriate with additional questions specific to issues affecting particular service providers. RFIs will be transmitted to appropriate contacts at each relevant City department responsible for the service areas that are covered in the MSR update. Meetings will be scheduled with each department head (and/or any department staff deemed necessary to include) following transmittal of RFIs, which will provide an opportunity for discussion of responses to the RFIs and any additional information departments would like to share for inclusion in the MSR update. The responses and meeting discussions will be reviewed, and additional follow-up with City staff will be conducted, as necessary. The **Task 2** budget includes a maximum of nine departmental meetings (one per service area), conducted virtually, with the understanding that nine meetings may not be ultimately necessary due to some departments that are responsible for multiple services (e.g., only one meeting may be necessary with the Public Works Department to cover Street Maintenance, Stormwater, Wastewater, and Water services).

The results will provide the basis for subsequent tasks. This task is essential to further analysis and preparation of the MSR; however, it is anticipated that follow-up may be ongoing, particularly as needed to clarify and address specific issues.

## **Task 3: Preparation of Municipal Service Review**

**Task 3** will culminate in the final service provision report that addresses each City department under review and the City's growth plans and service needs identified in the General Plan. The key items associated with this effort include the following:

- 1. Prepare Working Draft Report:** EPS will document the data and analysis gathered in **Tasks 1** and **2** in a working draft MSR. All documents utilized to inform the working draft MSR will be provided to Solano LAFCO electronically. EPS will revise the report based on a consolidated and nonconflicting set of City and Solano LAFCO staff comments. Based on preferences, EPS can stagger review sequentially with either LAFCO or the City providing an initial round of comments followed by a secondary review before or after revisions. A clear approach to document review will be established as part of the initial meeting.
- 2. Prepare Public Draft Report:** EPS will prepare a public draft MSR based on input received on the working draft reports prepared and provide it to Solano LAFCO staff for formal public review and presentation at a Solano LAFCO public hearing.

- 3. Prepare Draft Final Report:** EPS will prepare a draft Final MSR based on input received at the Solano LAFCO public hearing conducted and direction from the Commission.
- 4. Prepare Final Report:** EPS will prepare a Final MSR based on Solano LAFCO staff review of the Draft Final MSR and will provide both an electronic original and paper original suitable for copying. The Report will be considered final once it is adopted by the Solano LAFCO Commission.

EPS anticipates in-person attendance at one Solano LAFCO Commission Meeting as part of this update process. EPS can be available for additional meetings on a time and materials basis (unless remaining budget is available), as requested. The estimated project schedule shown in **Table 2** assumes a two-week period between each of the four MSR report deliverables to allow time for City, LAFCO, or stakeholder review and comments.

## **Solano LAFCO and Vacaville Consultation**

Throughout the study process, EPS will collaborate with the City and Solano LAFCO staff to ensure that the project effort is evolving as anticipated, to seek direction on key issues that arise, and to solicit input on ongoing work products. In addition, EPS will rely on the City and LAFCO to provide EPS with contact information and any other background documents or data that is readily available in-house, such as service boundary maps. This scope of work assumes there will be one point of contact at the City who will help facilitate EPS' data requests from each department and ongoing departmental communications as necessary.

### 3. Project Management and Staffing

EPS will apply a team approach to this project, engaging City staff, the Solano LAFCO, and other project stakeholders, if appropriate, on an ongoing basis. EPS organizes projects to bring the most relevant in-house talent to each assignment. While our staff works collaboratively, each project is assigned a project manager, who is available to the client on a day-to-day basis. The following EPS staff will play a primary role in this effort.

Principal **Amy Lapin** will serve as the EPS Project Lead, guiding the overall research, analysis, and report preparation necessary for the MSR update. Amy is based in EPS's Sacramento office and has experience in the formation and reorganization of governmental entities and extensive fiscal expertise, particularly in the context of strategic negotiations. She has prepared dozens of fiscal impact analyses and urban services plans for projects throughout California, including analyses evaluating fiscal and service provision implications and supporting decision-making for annexations and incorporations in several communities.

Vice President **Luke Foelsch** will serve as the Project Manager and Technical Analyst. Luke will provide day-to-day organizational support between EPS, Solano LAFCO, and the City to ensure the tasks are completed in a high-quality and timely manner. He will also assist with stakeholder outreach and support as needed. Based in EPS's Oakland office, Luke served as project manager and technical analyst for the recent Contra Costa County MSR and SOI Updates and the ongoing Merced County MSR Updates.

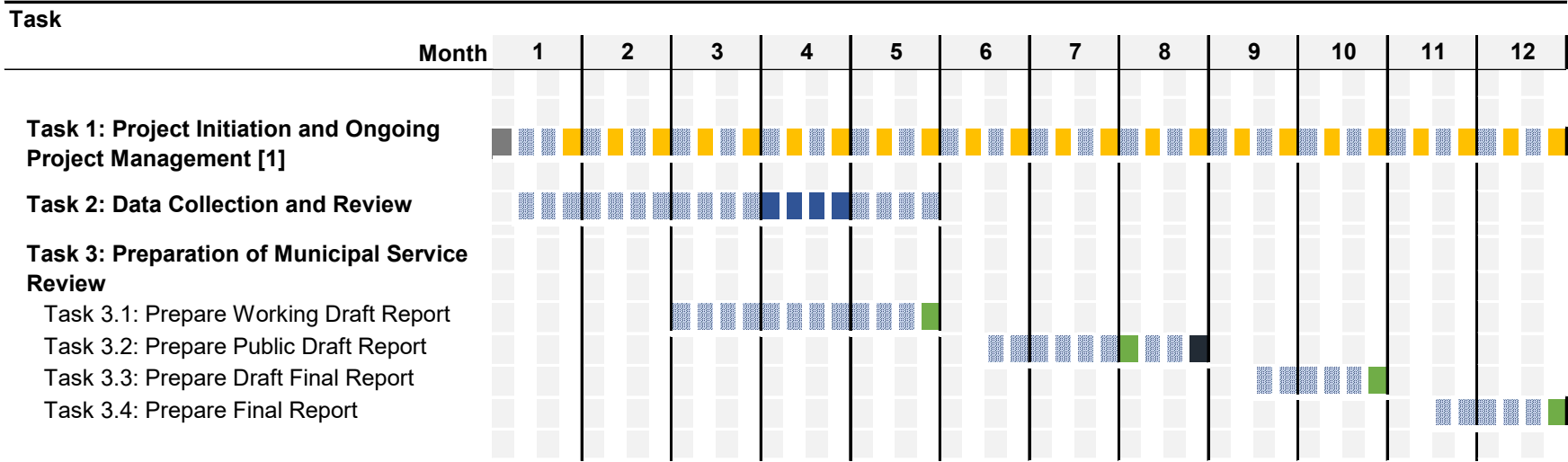
Additional EPS staff also will be available to assist on this project.

# 4. Project Schedule

EPS estimates MSR completion within approximately 12 months from engagement. This schedule assumes that the required data and input from Solano LAFCO and relevant City departments are provided on a timely basis; the schedule may need to be adjusted in the event of delays and/or meeting scheduling beyond the control of EPS. EPS is prepared to begin work upon authorization to proceed. EPS understands certain City General Plan Amendments and CEQA Reports must be adopted prior to the Public Draft MSR release, so the below schedule is presented as a best estimate with the understanding that the actual project schedule may be refined during project initiation and updated, if necessary, and upon consultation with the client, on a periodic basis.

Table 2 illustrates the anticipated project schedule, including sufficient time to receive comments on the administrative draft and draft reports from LAFCO, City staff, and the public. The schedule may be subject to additional changes to accommodate the statutory public notice period for the MSR before a public hearing, which could potentially delay the public hearing timing if there are any outstanding comments on the administrative draft. The actual timeframe and specific dates will be determined in coordination with the City and LAFCO.

**Table 2 Proposed Schedule (weekly timeline beginning when kick-off meeting occurs)**



[1] In-Person meetings with LAFCO are included within this task but are not shown above as their timing will be determined based on EPS and City discussions.  
 [2] Task 2 Departmental meeting timing shown above is illustrative. The timing and number of these meetings are to be determined based on City guidance.

Task Duration    
  Kick-Off Meeting    
  Public Hearing  
 Meetings    
  Dept. Meetings [2]    
  Deliverable

## 5. Project Budget

**Table 3** provides the proposed budget to prepare the MSR Update for the City. As shown, EPS anticipates that the overall work program can be completed for a budget of **\$131,935**, including a \$10,000 cost contingency to cover any additional meetings or work not anticipated at this time. The budget estimate covers all costs associated with the tasks and meetings described in the Scope of Work. Note that this budget does not include LAFCO fees. Project delays or changes in scope or policy direction may require re-scoping and/or budget amendments. Furthermore, this budget assumes there will be one key point of contact at the City who will facilitate data collection and collaboration with the relevant City departments. Additional tasks or meetings requested will be billed on a time-and-materials basis at our standard hourly rates. Charges are based on the amount of time actually spent. Invoices are submitted monthly and are payable upon receipt.

**Table 3 Proposed Budget**

Task	Principal-in-Charge Lapin	Project Manager Foelsch	Project Analyst Associate	Production Staff	Staff Cost Subtotal	Direct Costs [1]	Grand Total	
<b>Task 1: Project Initiation and Ongoing Project Management</b>	69	75	0	0	\$42,015	\$800	\$42,815	
<b>Task 2: Data Collection and Review</b>	30	50	70	0	\$37,400	\$0	\$37,400	
<b>Task 3: Preparation of Municipal Service Review</b>								
Task 3.1: Prepare Working Draft Report	20	30	50	8	\$25,500	\$0	\$25,500	
Task 3.2: Prepare Public Draft Report	6	8	12	4	\$6,920	\$200	\$7,120	
Task 3.3: Prepare Draft Final Report	4	6	10	4	\$5,340	\$0	\$5,340	
Task 3.4: Prepare Final Report	<u>2</u>	<u>4</u>	<u>8</u>	<u>4</u>	<u>\$3,760</u>	<u>\$0</u>	<u>\$3,760</u>	
<b>Total Task 3</b>	<b>32</b>	<b>48</b>	<b>80</b>	<b>20</b>	<b>\$41,520</b>	<b>\$200</b>	<b>\$41,720</b>	
<b>TOTAL HOURS</b>	<b>131</b>	<b>173</b>	<b>150</b>	<b>20</b>				
<b>SUBTOTAL PROJECT COSTS</b>					<b>\$120,935</b>	<b>\$1,000</b>	<b>\$121,935</b>	
Contingency					\$10,000	\$0	\$10,000	
<b>TOTAL PROJECT COSTS</b>					<b>\$130,935</b>	<b>\$1,000</b>	<b>\$131,935</b>	
Hourly Billing Rates [2]					\$310	\$275	\$205	\$100

[1] Direct costs include costs related to travel, acquiring data, mileage, reproduction, and other non-staff costs.

[2] Billing rates shown are applicable during the current calendar year and are subject to change annually.

# ATTACHMENT 3

**RESOLUTION NO. 17-08  
RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF SOLANO COUNTY  
AMENDING AND UPDATING THE SPHERE OF INFLUENCE OF  
THE CITY OF VACAVILLE**

-----  
**WHEREAS**, pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act, commencing with §56000, et seq. of the Government Code, and specifically in accordance with §56425 and the adopted Sphere of Influence (SOI) Policy of the Solano; and

**WHEREAS**, a comprehensive municipal services review has been completed as of May 8, 2017 and is found by LAFCO to be adequate and complete for review and update of the city SOI; and

**WHEREAS**, and the municipal service review describes and discloses the information required for the review and update of Sphere of Influence of the City of Vacaville; and

**WHEREAS**, the update and amendment of the sphere of influence is initiated by the City of Vacaville pursuant to adopted Resolution 2017-026, with changes as shown in the attached Map (Exhibit A); and

**WHEREAS**, land under active Williamson Act contract, APN: 0141010090, are included in the proposed sphere amendment area and designated by the City of Vacaville as part of its long term sphere of influence; and

**WHEREAS**, the City of Vacaville acting as the lead agency under the California Environmental Quality Act prepared and certified the Final Environmental Impact Report (State Clearing House #2011022043 for the General Plan Update, which discloses and addresses potential environmental impacts within the proposed sphere area, adopted a Statement of Overriding Considerations and approved a Mitigation Monitoring and Reporting Program in Resolution Aug 11, 2015 and filed a Notice of Determination; and,

**WHEREAS**, at the times and in the form and manner required by law, Executive Officer has given notice of the hearing by this Commission, and

**WHEREAS**, upon the date, time and place specified in said notice of hearing and in any order or orders containing such hearing, the Commission has received, heard, discussed and considered all oral and written testimony related to the sphere of influence, including but not limited to comments, objections, the Executive Officer's written and oral report and recommendation, the environmental documents and determination, and the municipal services review.

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

1. Pursuant to Section 15096 of the CEQA Guidelines, LAFCO has considered the environmental documents adopted by City of Vacaville as the Lead Agency, which contain measures that fully mitigate all potential negative environmental impacts except for those impacts for which a Statement of Overriding Considerations has been made. LAFCO hereby adopts such mitigation measures and Statement of Overriding Considerations as approved by the Lead Agency and the Statement of Overriding Considerations, mitigations, mitigation monitoring plans and conditions of approval are made a part of this action.
2. The sphere of influence of the City of Vacaville is determined and approved as shown on the attached map marked "Exhibit A", and includes all territory within the City's boundaries.
3. Determinations with respect to the Sphere of Influence for the City of Vacaville are set forth and described in the attached "Exhibit B" and are incorporated herein by this reference.
4. Any roadway segments adjoining and contiguous with the sphere of influence line are included within the sphere amendment to allow subsequent annexation of the roads into the City of Vacaville.
5. The Executive Officer is hereby directed to file a Notice of Determination in compliance with the California Environmental Quality Act and local ordinances implementing the same.

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Solano at a regular meeting thereof, held on the 8th day of May, 2017, by the following vote:

AYES: Len Augustine, Harry Price, Nancy Shopay, Jim Spring, and John Vasquez

NOES: none

ABSENT: Pete Sanchez

ABSTAIN: none

  
Nancy Shopay, Chair  
Presiding Officer





ATTEST:

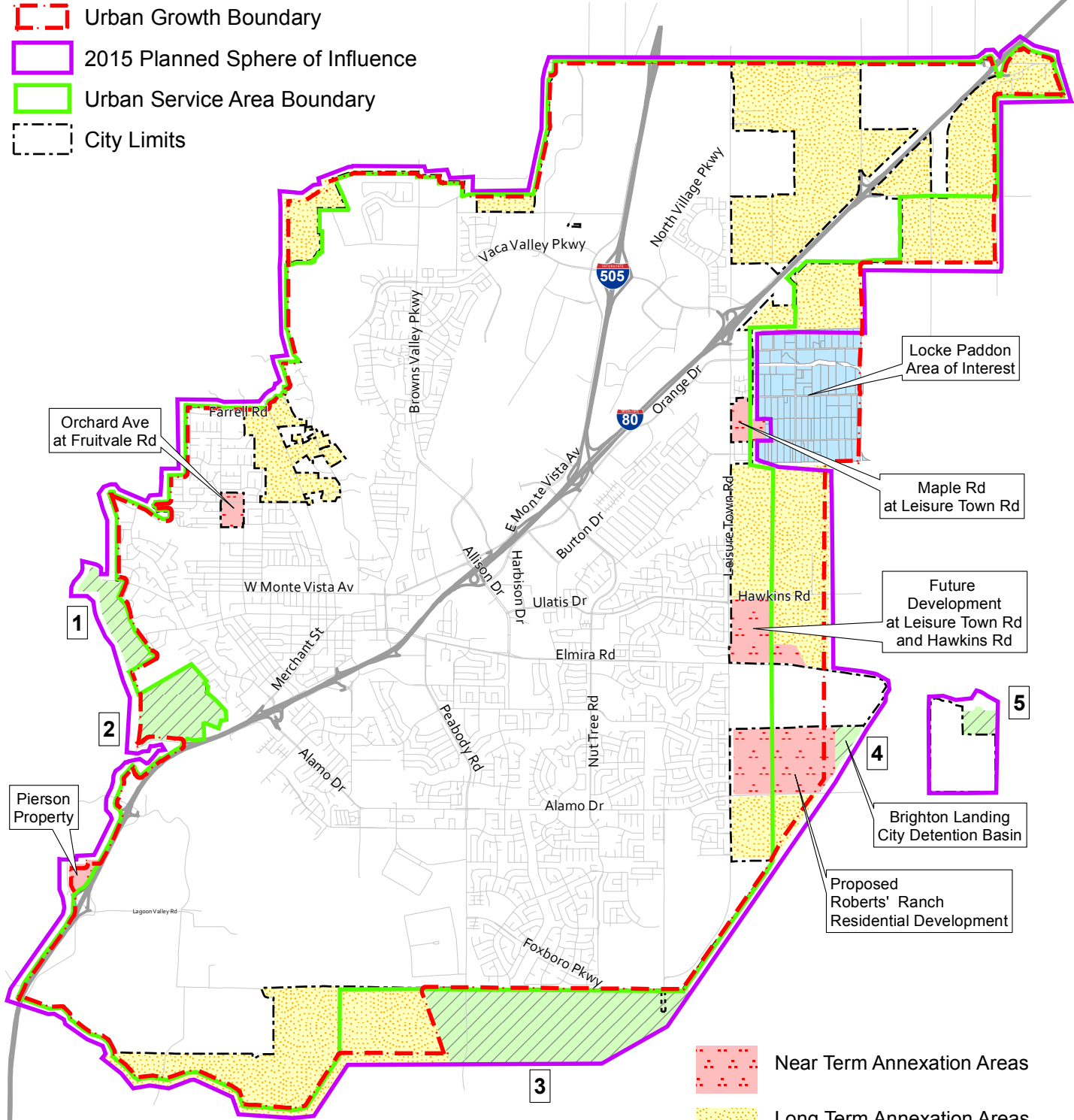
  
Michelle McIntyre, Commission Clerk  
Solano Local Agency Formation Commission






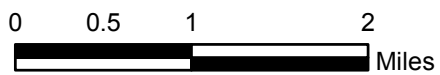
**Figure 4.4-4: Annexation Areas**

**Boundaries**

-  Urban Growth Boundary
-  2015 Planned Sphere of Influence
-  Urban Service Area Boundary
-  City Limits



-  Near Term Annexation Areas
-  Long Term Annexation Areas subject to subsequent MSR updates
-  Areas outside of Urban Growth Boundary subject to annexation under specific circumstances (See Section 4.5)



Source: City of Vacaville

**RESOLUTION NO. 17- 08**  
**EXHIBIT B - DETERMINATIONS**

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION**  
**OF SOLANO AMEDING AND APPROVING THE SPHERE OF INFLUENCE UPDATE OF THE CITY OF**  
**VACAVILLE**

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

The present and planned land uses within the area for the sphere of influence the City of Vacaville City are consistent with the city's land use vision as contained in the city's General Plan documents. Lands included within the sphere of influence are designated agriculture by Solano County and are expected to continue in agricultural uses until annexed. Lands designated open space and non-urban open space are, including greenbelt areas within the sphere, remain unchanged and are appropriately included in the city's sphere and will continue in open space use.

The Commission recognizes that Williamson Act lands are included within the city's sphere of influence. Lands subject to active Williamson Act Contract, including APN: 0141010090 are added to the City's long term sphere of influence. The landowner does not object to the parcel being included within the long-term sphere. Including this territory to the sphere will facilitate planned, orderly, and efficient patterns of land use or provision of services, and the public interest in the change substantially outweighs the public interest in the current continuation of the contract beyond its current expiration date. The change is not likely to adversely affect the continuation of the contract beyond its current expiration date. Policies and implementation measures adopted by the city or county relative to the continuation of agriculture or other uses allowable under the contract will ensure the continuation of agriculture during the contract period.

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

The municipal service review, the City's General Plan and related specific plans identify the likelihood of substantial growth in and around Vacaville in the coming 5-10 years and beyond. The sphere amendment will assist the City to maintain an adequate supply of developable residential land, including residential uses. Proposed and anticipated development will require municipal services from the City of Vacaville.

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

The City has the capacity to provide services within the sphere of influence, including the proposed sphere amendment area.

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

Communities of social and economic interest include the Locke Paddon area, English Hills, Elmira, and Allendale are noted and not determined to be relevant to the sphere of influence. The sphere will not affect these communities.

**5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**

The proposed unincorporated sphere area does not include, and is not contiguous to, disadvantaged unincorporated communities.

# ATTACHMENT 4

**\*\*COMPLETE & RETURN THIS PAGE\*\***



## CALIFORNIA LEVINE ACT DISCLOSURE STATEMENT

In 2022, California SB1439 extended requirements under Government Code Section 84308, also known as the "Levine Act", to prohibit City of Vacaville "officers" from participating in any action related to a contract if such member receives political contributions totaling more than \$250 within the previous twelve months, and for three months following the date a final decision concerning the contract has been made, from the person or company awarded the contract. The Levine Act also requires disclosure of such contribution by a party to be awarded a specific contract.

Section 84308(a)(4) of the Levine Act defines an "officer" as follows: "Officer" means any elected or appointed officer of an agency, any alternate to an elected or appointed officer of an agency, and any candidate for elective office in an agency. The term "officer" is further defined 2 Cal. Code Regs. Section 18438.1, which states:

An officer of an agency includes only those persons who make, participate in making, or in any way attempt to use their official position to influence a decision in the license, permit, or entitlement for use proceeding, or who exercise authority or budgetary control over the agency of officers who may do so, and:

- (1) Serve in an elected position, including an official appointed to an elected position due to an interim vacancy or an election otherwise canceled because the official was the sole candidate for the position;
- (2) Serve as a member of a board or commission;
- (3) Serve as the chief executive of a state agency, or county, city or district of any kind; or
- (4) Have decision making authority with respect to the proceeding involving a license, permit, or other entitlement for use and is also a candidate for elected office or has been a candidate for elective office in the 12 months prior to the proceeding.

A list of City of Vacaville Council Members and Commissioners can be found online at [www.CityofVacaville.gov](http://www.CityofVacaville.gov). The party making this certification is responsible for determining whether a recipient of a political contribution is a City officer prior to answering the following questions:

1. Have you, your company, or any agent on behalf of you or your company, made any political contributions of more than \$250 to any City officer, in the twelve (12) months preceding the date of the submission of your proposals or the anticipated date of any Board action related to this contract?

YES  NO

If YES, please identify the person(s) or agent(s) making the contribution:

---

If YES, please identify the City officer receiving the contribution:

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2. Do you, or your company, or any agent on behalf of you or your company, anticipate or plan to make any political contribution of more than \$250 to any City officer in the three (3) months following any Board action related to this contract?

YES  NO

If YES, please identify the person(s) or agent(s) making the contribution:

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(CONTINUED ON NEXT PAGE)

If YES, please identify the City officer receiving the contribution:

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Answering YES to either of the questions above does not preclude the City of Vacaville from awarding a contract to your firm or taking any subsequent action related to the contract. It does, however, preclude the identified City officer from participating in any actions related to such contract.

I HEREBY CERTIFY UNDER PENALTY OF PERJURY UNDER THE LAWS OF THE STATE OF CALIFORNIA THAT THE FOREGOING IS TRUE AND CORRECT.

Signature: 	Date Signed: February 19, 2025
Print Name: Amy R. Lapin	
Title: Principal	
Company: Economic & Planning Systems, Inc. (EPS)	