

## City of Fairfield Planning Commission

### RESOLUTION NO. 2020-18

**RESOLUTION OF THE FAIRFIELD PLANNING COMMISSION  
RECOMMENDING THE CITY COUNCIL ADOPT THE MITIGATED  
NEGATIVE DECLARATION (ER2019-043); RECOMMENDING THE  
CITY COUNCIL FIND THE PROPOSED ANNEXATION (ANX2019-002)  
OF 2.1-ACRES LOCATED ON SUNSET AVENUE (APNS: 0037-160-  
040, 0037-160-060) CONSISTENT WITH THE CITY'S GENERAL PLAN  
AND MUNICIPAL SERVICE REVIEW; AND GRANTING APPROVAL OF  
DEVELOPMENT REVIEW (MD2019-010) TO CONSTRUCT A 10,342  
SQUARE-FOOT CHURCH AND ASSOCIATED SITE IMPROVEMENTS  
ON THE VACANT ±1.23-ACRE VACANT PARCEL (APN: 0037-160-  
040).**

THE PLANNING COMMISSION OF THE CITY OF FAIRFIELD HEREBY RECITES, FINDS, DETERMINES, ORDERS, AND RESOLVES AS FOLLOWS:

SECTION 1. On November 27, 2019 applications for Annexation (ANX2019-002), Minor Development Review (MD2019-010), and Environmental Review (ER2019-043) for a proposed 10,342 square-foot church and associated site improvements located off of Sunset Avenue (APN: 0037-160-040) (the "Project") was properly filed with the Department of Community Development in accordance with the rules and regulations governing the official filing of such applications.

SECTION 2. The Planning Commission has held a duly noticed public hearing on November 18, 2020. The City staff presented substantial factual information regarding the proposed Project in staff reports and through oral presentations before the Commission, and the Planning Commission considered all public testimony and information presented during the public hearing regarding this application.

SECTION 3. The Planning Commission has reviewed the Mitigated Negative Declaration (ER2019-043) and Mitigation Monitoring Program for the Project and all comments received and, based on the whole record before it, and has determined the following findings exist to support the adoption of the Mitigated Negative Declaration and Mitigation Monitoring Program, to wit:

- (a) City staff prepared an Initial Study of the potential environmental effects of the proposed Project. Staff determined that there were potential significant impacts associated with air quality, biological resources, cultural resources, geology and soils, and tribal cultural resources that could be mitigated to a less than significant level through air quality control measures (Mitigations AQ1); obtaining required pre-construction surveys for biological resources (Mitigations BIO1), protocols if archeological resources (Mitigation CR1), or human remains (Mitigation CR2) are uncovered during construction; protocols

if paleontological resources (Mitigation GEO1) are uncovered during construction; meeting Sound Transmission Class Ratings construction standards (Mitigation NOI1); completing cultural sensitivity training prior to construction (Mitigation TC1) and protocols if tribal cultural resources (Mitigation TC2) are uncovered during construction. A copy of the Initial Study and Mitigated Negative Declaration are attached hereto as Exhibit "A" and incorporated herein by reference.

- (b) City staff provided public notice of the public comment period and of the intent to adopt the Mitigated Negative Declaration as required by law.
- (c) There is no substantial evidence, in light of the whole record before the Planning Commission, that the Project, as conditioned, will have a significant effect on the environment.
- (d) The Mitigated Negative Declaration reflects the independent judgment and analysis of the Planning Commission.
- (e) The Mitigation Monitoring Plan set forth in the Mitigated Negative Declaration has been prepared in accordance with law.

**SECTION 4.** The Planning Commission has determined the following findings exist in support of this Annexation request:

- (a) The proposed annexation is consistent with the goals, policies, and objectives of the General Plan. *The site is designated Residential Medium on the General Plan Land Use Diagram. The annexation is necessary order to obtain the provision of City services, such as sewer and water, to serve the project's utility needs. The site is consistent with General Plan Land Use Element Objectives Policy ED 7.3: Preserve and enhance the community's assets and character, including education, agriculture, open space, recreational amenities, cultural amenities, and other factors, which make the community an attractive area to live, work, and invest; Policy LU 2.3: Review and comment on all development proposals within the unincorporated areas of the City's sphere of influence and in neighboring cities; Policy LU 10.1: Where infill development is proposed, the character, scale and density of existing single-family residential neighborhoods should be preserved in the new development; Objective LU 18: Encourage infill development and compact growth; Objective UD 4: Ensure high standards of quality in development; Objective UD 8: Encourage and approve infill development which is compatible with the surrounding area.*
- (b) The proposed annexation would not be detrimental to the public interest, health, safety, or welfare of the City. *Annexation of the site would not be detrimental to the public interest, health, safety or welfare of the City. Annexation of the site is necessary to facilitate development of the Project. The Project has been designed to complement and enhance the existing visual character of the site and its surroundings. The Project as proposed and the conditioned will ensure that it does not bear an adverse effect on the general*

welfare of the surrounding neighborhood and the City. The project has been conditioned to meet or exceed City of Fairfield design and development regulations and comply with all applicable sections of the Zoning Ordinance.

- (c) The proposed annexation is consistent with the 2012 Municipal Service Review. *The project site is within of the City of Fairfield Sphere of Influence and has it been analyzed in the most recent 2012 Municipal Service Review. The Project will require LAFCO approval of the proposed annexation. Therefore, the project entitlements shall not be valid unless and until LAFCO approves and completes the proposed annexation into the City of Fairfield.*

**SECTION 5.** The Planning Commission adopts the following findings in support of this Development Review request:

- (a) The project is consistent with the General Plan and Zoning Ordinance, and any applicable Area wide or Specific Plan. *The site is designated Residential Medium on the General Plan Land Use Diagram; and General Plan Land Use Element Objectives Policy ED 7.3: Preserve and enhance the community's assets and character, including education, agriculture, open space, recreational amenities, cultural amenities, and other factors, which make the community an attractive area to live, work, and invest; Policy LU 2.3: Review and comment on all development proposals within the unincorporated areas of the City's sphere of influence and in neighboring cities; Policy LU 10.1: Where infill development is proposed, the character, scale and density of existing single-family residential neighborhoods should be preserved in the new development; Objective LU 18: Encourage infill development and compact growth; Objective UD 4: Ensure high standards of quality in development; Objective UD 8: Encourage and approve infill development which is compatible with the surrounding area.*
- (b) The exterior design and appearance of the project will not cause the nature of the neighborhood to economically, physically, or visually decline. *The Project will be developed to specific Zoning Ordinance standards and conditions to ensure that the architectural design, site improvements, lighting, and landscaping are compatible with surrounding developments. Together the design features and Project conditions will ensure that the Project will not cause the area to economically, physically, or visually decline.*
- (c) The project is of high-quality design consistent with applicable design policies and standards of the City. *The Project will be developed to specific standards and conditions to insure consistency with existing developments in the area and compliment the residential uses in the vicinity. The Project has been conditioned to meet or exceed the development criteria of the City's Design & Development Guidelines.*
- (d) Any potentially significant negative impacts to environmental quality and natural resources have been properly mitigated. For this reason, the proposed project complies with the California Environmental Quality Act (CEQA). *The*

*Mitigated Negative Declaration (ER2019-043) (attached hereto as Exhibit A) properly identifies and mitigates potentially significant air quality, biological resources, cultural resources, geology and soils, and tribal cultural resources impacts through mitigation measures that regulate construction activities and development. Such mitigations will ensure air pollutants are reduced, biological surveys are conducted, California Building Codes are met, efficiency measures are taken, and any cultural resources, geological resources, and tribal cultural resources are preserved.*

**SECTION 6.** Based upon the written findings set forth in sections 3, 4, and 5 of this Resolution, the Planning Commission hereby:

- (a) Recommends that the City Council adopt of the Mitigated Negative Declaration (ER2019-034), including the Mitigation Monitoring Program, contained in the attached Exhibit "A"; and
- (b) Recommends that the City Council find the proposed Annexation (ANX2019-002) of the 2.1-acres consistent with the City's General Plan and Municipal Service Review upon LAFCO adoption; and
- (c) Approves the Development Review (DR2019-002) subject to the conditions contained in the attached Exhibit B.

**SECTION 7.** The record of proceedings shall be located at the City's Community Development Department and the Director of Community Development shall be the custodian of such documents.

PASSED AND ADOPTED this 18 day of November, 2020.

AYES: COMMISSIONERS: Jerome CHILDS / Michael COAN / Melissa CRUZEN /  
Lerecia EVANS / Chris MATTHEWS (Vice) / William  
WESLEY / Charles WOOD (Chair)

NOES: COMMISSIONERS: None

ABSTAIN: COMMISSIONERS: None

ABSENT: COMMISSIONERS: Jerome Childs, Melissa Cruzen



CHARLES WOOD, Chairperson

ATTEST: 

DAVID FEINSTEIN, Secretary

# STAFF REPORT

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Meeting

Date: November 18, 2020

To: Chairperson and Members of the Planning Commission

From: Community Development Department

Subject: **ITEM B: BLESSED BAPTIST CHURCH**

Resolution No. 2020 -18

Annexation (ANX2019-002)

Minor Development Review (MD2019-010)

Environmental Review (ER2019-043)

Location: Sunset Avenue (APN: 0037-160-040)

Applicant: Joseph Palafox

Owner: Blessed Baptist Church

Public Hearing on request by Joseph Palafox to annex two parcels totaling  $\pm 2.1$ -acres off Sunset Avenue (APN: 0037-160-040, 0037-160-060) into the City of Fairfield in order to construct a 10,342 square-foot church and associated site improvements on the vacant  $\pm 1.23$ -acre vacant parcel (APN: 0037-160-040). The proposed Mitigated Negative Declaration finds that the project will not have a significant effect on the environment (ER2019-043). (Planner: Meily Sheehan, 707-428-7474, [msheehan@fairfield.ca.gov](mailto:msheehan@fairfield.ca.gov))

## SITE INFORMATION

A. Location: The project is located on a vacant parcel off of Sunset Avenue at the "T" intersection of E Travis Boulevard. The property is currently outside City limits under Solano County's jurisdiction.

B. Parcel Size:  $\pm 1.23$ -acre

C. <u>Zoning and Land Use</u> :	<u>Zoning</u>	<u>Land Use</u>
Project Site:	Pre-zoned RM (Residential Medium)	Vacant
North:	RLM (Residential Low-Medium)	Single-Family Residential
South:	N/A – Out of City	Union Pacific Railroad
East:	N/A – Out of City	Commercial
West:	CC (Community Commercial)	Vacant

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**City of Fairfield**  
**Community Development Department**

Prepared by: *MS*

Reviewed by: *DF*

D. General Plan Designations:

Project Site:	RM (Residential Medium)
North:	RM (Residential Medium)
South:	N/A – Out of City
East:	N/A – Out of City
West:	CC (Community Commercial)

- E. Site Characteristics/Special Features: The ±1.23-acre site is located off of Sunset Avenue at the “T” intersection of East Travis Boulevard in an urban built-out area of the City. The site is triangular in shape with a rectangular “handle” connection to the Sunset Avenue. Directly south of the “handle” portion of the site is a single parcel with two residential units. This parcel is located outside of the City limits, with RM (Residential Medium) City pre-zoning. The Union Pacific Railroad runs along the south-east edge of the site, and Railroad Avenue is further south, on the far side of the tracks. The site is essentially level and is at an elevation of approximately 30 feet above mean sea level.

PROJECT DESCRIPTION

The project proposal entails an annexation, development review, and environmental review for the construction of a 10,342 square-foot church and associated site improvements. The proposed building will include a Worship Hall that will seat up to 180 people, three classrooms, several ancillary support and administrative spaces, as well as kitchen facilities. Site development will include 46 parking spaces, landscaping, and stormwater quality treatment areas.

An annexation is required to facilitate the development proposal as the project site is not currently within the City’s limits. The annexation proposal requests a ±2.1-acre unincorporated island be annexed into the City of Fairfield. The unincorporated island is made of two properties; the ±1.23-acre project site (APN:0037-160-040) and an adjacent ±.87-acre parcel to the southwest (APN:0037-160-060). The adjacent parcel has been included into the annexation request as it is a condition of the Solano Local Agency Formation Commission (LAFCO). LAFCO defines an island as territory that is surrounded, or substantially surrounded, by the city to which the annexation is proposed. LAFCO regulations require that the entire island is incorporated as a whole. Partial annexation of an island will not be supported by LAFCO. Therefore, the annexation proposal must consider not only the project site but the adjacent parcel as well.

- A. Building Area/%Coverage: 10,342s.f. / 19% Coverage
- B. Landscape Area/% Coverage: 11,454s.f. / 21% Coverage
- C. Parking Required/Provided: 45 spaces required / 46 spaces provided

D.	<u>Setbacks:</u>	<u>Required</u>	<u>Provided</u>
	From common residential property lines:	10 feet	15 feet+
	Front:	15 feet	150 feet+
	Rear:	15 feet	62 feet+

#### BACKGROUND INFORMATION

At the September 15, 2020 City Council meeting the Council adopted Ordinance 2020-17, which temporarily prohibits the pre-zoning of territory located outside City boundaries until a new general plan has been adopted. Prohibiting the City's ability to pre-zone properties therefore facilitates a nearly-complete moratorium on annexations. The prohibition applies to all applications for pre-zoning not completed as of July 21, 2020, the date City Council requested the moratorium.

There are five small areas, ranging from one-quarter acre to three acres of developable land already pre-zoned by the City. These "islands" are completely surrounded by City limits and still able to request annexation under the proposed ordinance. Current Solano Local Agency Formation Commission (LAFCO) law encourages and expedites island annexations that promote greater efficiency in providing services to small, isolated unincorporated areas. The proposed project is one of the identified islands that are pre-zoned. Therefore, the subject annexation request would be allowed to proceed under Ordinance 2020-17.

#### ANALYSIS FOR PLANNING COMMISSION

- A. General Plan/Zoning Consistency: The proposed "church or place of worship" land use is consistent with the RM (Residential Medium) General Plan and Zoning land use designations. Churches are a permitted use in the RM zoning district along a collector or arterial roadway such as Sunset Avenue. Furthermore, the proposed land use is consistent with the following General Plan Objectives:

Policy ED 7.3: Preserve and enhance the community's assets and character, including education, agriculture, open space, recreational amenities, cultural amenities, and other factors, which make the community an attractive area to live, work, and invest.

Policy LU 2.3: Review and comment on all development proposals within the unincorporated areas of the City's sphere of influence and in neighboring cities.

Policy LU 10.1: Where infill development is proposed, the character, scale and density of existing single-family residential neighborhoods should be preserved in the new development.

Objective LU 18: Encourage infill development and compact growth.

Objective UD 4: Ensure high standards of quality in development.

Objective UD 8: Encourage and approve infill development which is compatible with the surrounding area.

- B. Annexation: As previously discussed, the applicant is requesting to annex a 2.1-acre island, made up of two parcels, into the City of Fairfield. The annexation is necessary in order to obtain the provision of City services, such as sewer and water, to serve the project's utility needs. To support this request, services must be available for the subject property, the annexation must be consistent with the City's General Plan and Municipal Service Review, and the site would need to be pre-zoned. The Municipal Service Review is a document approved by LAFCO that identifies planned annexations, and the City's ability to provide services to annexation areas.

The project meets all requirements for annexation. Full utilities and services are available to serve the annexation area. The proposed annexation area is within the City of Fairfield's Sphere of Influence and Urban Limit Line, and has a General Plan designation for development, with a designation of RM (Residential Medium). It is pre-zoned RM, which allows churches. Finally, the most recent Municipal Service Review approved by LAFCO identifies the site as Annexation Area "I". This site is identified as an "Island Annexation" (surrounded by existing municipal boundaries), for which the City encourages annexation to promote efficient provision of urban services and utilities. Based on these considerations, staff concludes that required findings can be made to support the proposed annexation.

The project will require LAFCO approval of the proposed City of Fairfield annexation, Fairfield Suisun Sewer District annexation, Suisun Fire Protection District detachment, and Solano County Lighting Service Area detachment. As a condition of approval, project entitlements will not be valid until LAFCO approves and completes the proposed annexation into the City of Fairfield.

- C. Development Review: The proposed project is a 10,342 square-foot church and associated site improvements. The proposed building will include a Worship Hall that will seat up to 180 people, three classrooms, several ancillary support and administrative spaces, as well as kitchen facilities. The overall height of the proposed building is 29 feet. The project is consistent with the applicable Zoning Ordinance standards for development including, but not limited to; building height, site access, parking and landscaping. Architecturally, the proposed buildings meet the design criteria of the City's Design and Development Guidelines.

Access to the site will be from a gated entrance off of Sunset Avenue. The project exceeds parking requirements by one stall with 46 on-site parking stalls to serve the members of the church. Additionally, 8 bicycle parking and 3 motorcycle parking spaces are provided. As designed and conditioned, the project meets all



applicable building and landscape setback requirements. Landscaping is proposed along the southeast property line fronting the Union Pacific Railroad. Furthermore, in accordance with Section 25.20.4.9.E.3 of the Zoning Ordinance, 5-feet of landscaping along residential property lines to the north and west have been conditioned. A minimum 6-foot high masonry wall along the interior residential property lines has also been conditioned, in compliance with the Zoning Ordinance, to provide additional buffering between the project and adjacent residential uses.

The proposed single-story building is architecturally compatible with the nearby single-family homes in the area, as well as the commercial buildings in the vicinity. The proposed architecture depicts pitch rooflines that vary in peak heights, movement within the floor plan to create visual interest, and the exterior aesthetic is enhanced through large windows, stone veneer, and the neutral color pallet. The building's overall design ensures that the church will blend nicely into the adjacent residential community.

- D. Environmental Review: Based on the findings of the Initial Study, staff identified potential significant impacts relative to air quality, biological resources, cultural resources, geology and soils, and tribal cultural resources. The identified impacts can be reduced to less than significant levels with the implementation of mitigation measures recommended in the Mitigated Negative Declaration to satisfy the requirements of the California Environmental Quality Act (CEQA).
- E. Correspondence: Public hearing notice was published in the Daily Republic newspaper on October 30, 2020, mailed to all persons who own property within 500 feet of the subject property, and posted on site. The City has received no questions or comments regarding this proposal at the time of this writing.

## RECOMMENDATION

Based on the analysis contained in this staff report and the initial study, staff concludes the attached Mitigated Negative Declaration adequately addresses the potential negative environmental impacts, and that this project is consistent with the General Plan, Residential Medium (RM) zoning district and all applicable City design standards. Staff recommends the Planning Commission adopt Resolution No. 2020-18 granting approval of the Development Review, and forwarding a recommendation of approval to the City Council for the Annexation and Mitigated Negative Declaration.

### Attachments:

1. Resolution No. 2020-18, with attached:
  - Exhibit A – Mitigated Negative Declaration, Mitigation Monitoring Program, and Initial Study (ER2019-043)
  - Exhibit B – Conditions of Development Review Approval (MD2019-010)
2. Annexation Exhibit
3. General Plan Exhibit
4. Zoning Exhibit
5. Reduced Plans (8.5" x 11")

**CITY OF FAIRFIELD  
PLANNING COMMISSION  
MINUTES**

Fairfield-Suisun Unified School District Board Room  
2490 Hilborn Road Fairfield, CA 94534

November 18, 2020  
Special Meeting  
6:00 p.m.

**I. ROLL CALL**

Present: Chairperson WOOD, Chuck  
Vice-Chairperson MATTHEWS, Chris  
Commissioner COAN, Michael  
Commissioner EVANS, Lerecia  
Commissioner WESLEY, William\*

Absent: Commissioner CHILDS, Jerome  
Commissioner CRUZEN, Melissa

*\*joined during Scheduled Matters, Item A.*

**II. PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was led by Commissioner Matthews

**III. INFORMATION ON SPEAKER CARDS**

**IV. APPROVAL OF AGENDA**

Vice-Chairperson Matthews made a motion to approve the agenda as proposed. The motion was seconded by Commissioner Coan. Voting was done by roll call, and the motion was approved unanimously, with Commissioners Childs, Cruzen, and Wesley absent.

**V. APPROVAL OF MINUTES OF OCTOBER 14, 2020**

Commissioner Coan made a motion to approve the minutes of October 14, 2020 as proposed. The motion was seconded by Commissioner Evans. Voting was done by roll call, and the motion was approved unanimously, with Commissioners Childs, Cruzen, and Wesley absent.

**VI. PUBLIC COMMENTS**

No persons spoke during Public Comments, and no comments were received via the [planning@fairfield.ca.gov](mailto:planning@fairfield.ca.gov) inbox.

**VII. SCHEDULED MATTERS**

**ITEM A      GENERAL PLAN CONSISTENCY DETERMINATION FOR ACQUISITION  
AND FUTURE DISSPOSAL OF PROPERTY AT 640 AND 646 BROADWAY STREET**

RESOLUTION NO. 2020-17

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF FAIRFIELD DETERMINING THAT THE ACQUISITION AND FUTURE DISPOSAL OF PROPERTIES AT 640 AND 646 BROADWAY STREET IS CONSISTENT WITH THE GENERAL PLAN.

Associate Planner Brian Miller made a presentation on the item and answered questions.

No persons spoke during the Public Comments, and no comments were received via the [planning@fairfield.ca.gov](mailto:planning@fairfield.ca.gov) inbox.

Commissioner Coan made a motion to adopt Resolution 2020-17. The motion was seconded by Commissioner Evans. Voting was done by roll call, and the motion was approved unanimously, with Commissioners Childs and Cruzen absent.

**ITEM B BLESSED BAPTIST CHURCH**

RESOLUTION 2020-18

RESOLUTION OF THE FAIRFIELD PLANNING COMMISSION RECOMMENDING THE CITY COUNCIL ADOPT THE MITIGATED NEGATIVE DECLARATION (ER2019-043); RECOMMENDING THE CITY COUNCIL FIND THE PROPOSED ANNEXATION (ANX2019-002) OF 2.1-ACRES LOCATED ON SUNSET AVENUE (APNS: 0037-160-040, 0037-160-060) CONSISTENT WITH THE CITY'S GENERAL PLAN AND MUNICIPAL SERVICE REVIEW; AND GRANTING APPROVAL OF DEVELOPMENT REVIEW (MD2019-010) TO CONSTRUCT A 10,342 SQUARE-FOOT CHURCH AND ASSOCIATED SITE IMPROVEMENTS ON THE VACANT ±1.23-ACRE VACANT PARCEL (APN: 0037-160-040).

Senior Planner Meily Sheehan made a presentation on the item and answered questions. Planning Division Manager Dave Feinstein and Associate Civil Engineer Alvin Lei also answered questions.

No persons spoke during the Public Comments, and no comments were received via the [planning@fairfield.ca.gov](mailto:planning@fairfield.ca.gov) inbox.

Vice-Chairperson Matthews made a motion to adopt Resolution 2020-18. The motion was seconded by Commissioner Coan. Voting was done by roll call, and the motion was approved unanimously, with Commissioners Childs and Cruzen absent.

**VIII. INFORMATION AND COMMUNICATIONS**

**ITEM A DIRECTOR'S REPORT AND COMMISSIONER'S COMMENTS**

Planning Division Manager Dave Feinstein provided an overview of the upcoming General Plan Update project. He noted that the City Council approved the contract for the project consultant Dyett and Bhatia Urban and Regional Planners at the previous night's City Council meeting, and that the first major item will be a joint study session on the project with the City Council and Planning Commission. The study session is tentatively scheduled for the City Council's annual retreat on January 30<sup>th</sup>, and staff will follow up with the Planning Commission with more details as they are available.

Following previous request by Commissioner Wesley, Mr. Feinstein also provided direction for the Planning Commission on how to include commentary in the minutes. He noted that the minutes are “action minutes” designed to record actions by the Planning Commission, but not record all commentary, as the meeting is recorded on video for long-term record keeping. Mr. Feinstein indicated that if a commissioner wishes to have his or her comments noted in the minutes, they should indicate that, “with the Commissions permission”, they would like a comment noted in the minutes. Such action would not require a vote, the lack of opposition would serve as an action allowing the comment to be recorded in the minutes. The Commission indicated concurrence with this approach.

**IX. ADJOURNMENT TO NEXT MEETING OF DECEMBER 9, 2020**

Respectfully submitted,

DAVID FEINSTEIN  
Planning Commission Secretary