RESOLUTION NO. 2026-12

RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF SOLANO UPDATING AND AMENDING THE SPHERE OF INFLUENCE FOR THE SOLANO CEMETERY DISTRICT

(LAFCO PROJECT #2023-17c)

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act, commencing with section 56000 et seq. of the California Government Code, specifically section 56425 et seq., together with the Solano Local Agency Formation Commission's (LAFCO) adopted standards, requires periodic review of the sphere of influence (SOI) of each local governmental agency within Solano County; and

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act, commencing with section 56000 et seq. of the California Government Code, specifically section 56430 et seq., together with Solano LAFCO's adopted standards, requires preparation of a municipal service review (MSR) to support review and update of an agency's SOI; and

WHEREAS, on October 15, 2012, the Commission adopted Resolution No. 12-12, which updated the SOI for the Suisun Fairfield Rockville Cemetery District, which was renamed the "Solano Cemetery District" in 2016; and

WHEREAS, Solano LAFCO staff prepared an MSR and SOI Review for the Solano Cemetery District consistent with Government Code §56430, to describe and review the information required for a SOI review and update; and

WHEREAS, on August 10, 2026, the Solano LAFCO Commission received the Public Draft of the Solano Cemetery District MSR and SOI Review; and

WHEREAS, the Public Draft of the Solano Cemetery District MSR and SOI Update was published for a 30-day public-review period from August 5, 2026, through September 4, 2026; and

WHEREAS, on October 19, 2026, the Solano LAFCO Commission received the Final Solano Cemetery District MSR and SOI Review, with all the comments and questions received during the public review period and the public hearings; and

WHEREAS, on October 19, 2026, the Solano LAFCO Commission received, heard, discussed, and considered all oral and written testimony related to the SOI Review, including staff's written and oral report and recommendations, the information and determinations of the MSR, the SOI analysis, and the environmental determination.

*****CONTINUED ON NEXT PAGE*****

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

1. The Solano Cemetery District SOI Update and amendment is found exempt from the provisions of the California Environmental Quality Act pursuant to Title 14, California Code of Regulations, section 15061(b)(3), General Rule Exemption; and

2. Amend the SOI for the Solano Cemetery District as described above and as depicted in "Exhibit A" attached hereto; and

3. Determinations with respect to the update and amendment of the SOI for the Solano Cemetery District are set forth and described in "Exhibits B" and are incorporated herein by this reference; and

The foregoing Resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Solano at a regular meeting held on October 19, 2026, by the following vote:

AYES: Bird, Sorce, Williams, Batchelor
NOES:
ABSENT:
ABSTAIN:

ATTEST:

Samantha Bass, Administrator/Clerk

Steve Bird, Vice Chair
Presiding Officer, Solano LAFCO

Exhibits:

Exhibit A – Sphere of Influence for the Solano Cemetery District Map

Exhibit B – Sphere of Influence for the Solano Cemetery District Determinations

Solano Local Agency Formation Commission
675 Texas St. Ste. 6800 • Fairfield, California 94533
(707) 439-3897
www.solanolafco.com

Staff Report

DATE: October 19, 2026

TO: Local Agency Formation Commission

FROM: Tyra Hasdovic, Project Specialist

SUBJECT: **LAFCO Project No. 2023-17c: Sphere of Influence Review to Amend the Sphere for Solano Cemetery District**

Recommendation

DETERMINE that the amendment of the Solano Cemetery District Sphere of Influence (SOI) is exempt pursuant to Title 14 California Code of Regulations, Chapter 3 Guidelines for Implementation of the California Environmental Quality Act (CEQA), Section 15061 (b)(3) General Rule Exemption; and

ADOPT the Solano LAFCO Draft Resolution making determinations amending the SOI for the Solano Cemetery District (SCD or District)

Executive Summary

Local Agency Formation Commissions (LAFCOs) establish and periodically review Spheres of Influence (SOIs), which identify the appropriate and probable future jurisdictional boundaries and service areas of local agencies. Under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), LAFCOs must conduct a Municipal Service Review (MSR) to inform SOI updates.

On August 10, 2026, the Commission received a presentation on the Public Draft of the Solano Cemetery District (SCD) MSR/SOI Review and initiated the 30-day public review period, which ran from August 5 through September 4, 2026. The MSR evaluated the District's services and reviewed its SOI pursuant to the five factors required by the CKH Act. On October 19, 2026, the Commission held a public hearing to receive comments on the SCD MSR/SOI Update.

The SCD MSR determined that the District has approximately 13.7 years of remaining burial capacity. An additional 13.5 acres at Rockville Cemetery could provide approximately 54.6 years of capacity, while a future site within the City of Fairfield could provide an additional 101 to 142 years. These estimates do not include potential inurnment capacity from future columbarium development.

The SCD MSR also determined that the District is in a strong financial position, with a substantial net position and available fund balance. The District's assets exceed its liabilities, providing

Commissioners
Nancy Shopay, Chair • Steve Bird, Vice Chair • Mitch Mashburn • John Vasquez • Andrea Sorce
Alternate Commissioners
Alma Hernandez • Wanda Williams • Jack Batchelor
Staff
Rich Seithel, Executive Officer • Christina Corsello, Deputy Executive Officer • Aaron Norman, Analyst II • Jeffrey Lum, Project Specialist • Samantha Bass, Office Administrator/Clerk • Tyra Hasdovic, Project Specialist • Mala Subramanian, Lead Legal Counsel

financial resources that support ongoing operations, allowing the District to address unexpected expenses, and provide capacity to fund future capital improvements and other long-term needs.

Based on the District's existing and anticipated service capacity and its financial condition, the MSR recommends adoption of the updated and amended SCD SOI.

Discussion

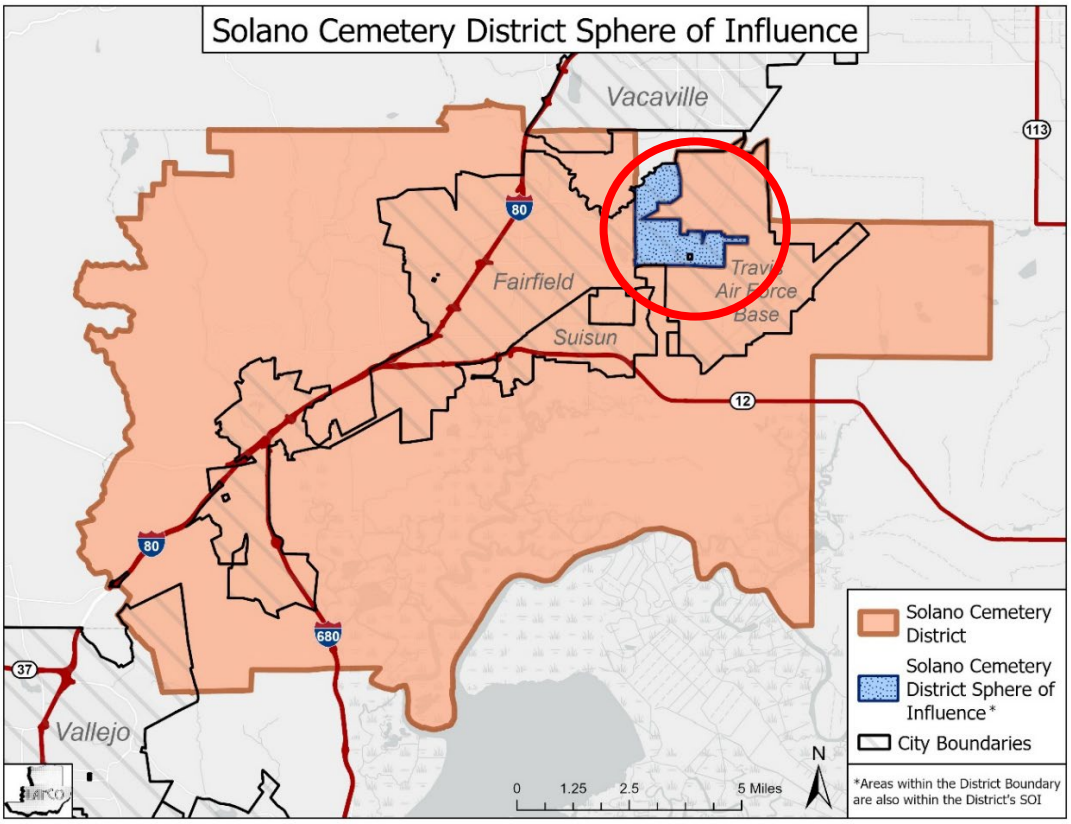
This report is divided into the following sections: I. Background, II. 2026 Municipal Service Review Key Findings and Determinations, III. Sphere of Influence Determinations, and IV. California Environmental Quality Act (CEQA) Review.

I. Background

The Solano Cemetery District (SCD or District) is an independent special district covering approximately 120,000 acres (187.5 square miles). It is located in the central portion of Solano County and covers areas on both sides of Interstate 80, Interstate 680, and Highway 12. Its jurisdictional boundaries include Hiddenbrook in Vallejo, Green Valley, Rancho Solano, Cordelia, the majority of Fairfield, Travis Air Force Base, and Suisun City.

The District's SOI is largely coterminous with its service boundary. However, as shown in Figure 1, there is an area where the District's service boundary is not coterminous with its SOI. This area covers approximately 2,461 acres and lies between the cities of Vacaville and Fairfield, along Peabody Road and north and east of Travis Air Force Base.

Figure 1. Solano Cemetery District SOI and Service Boundary

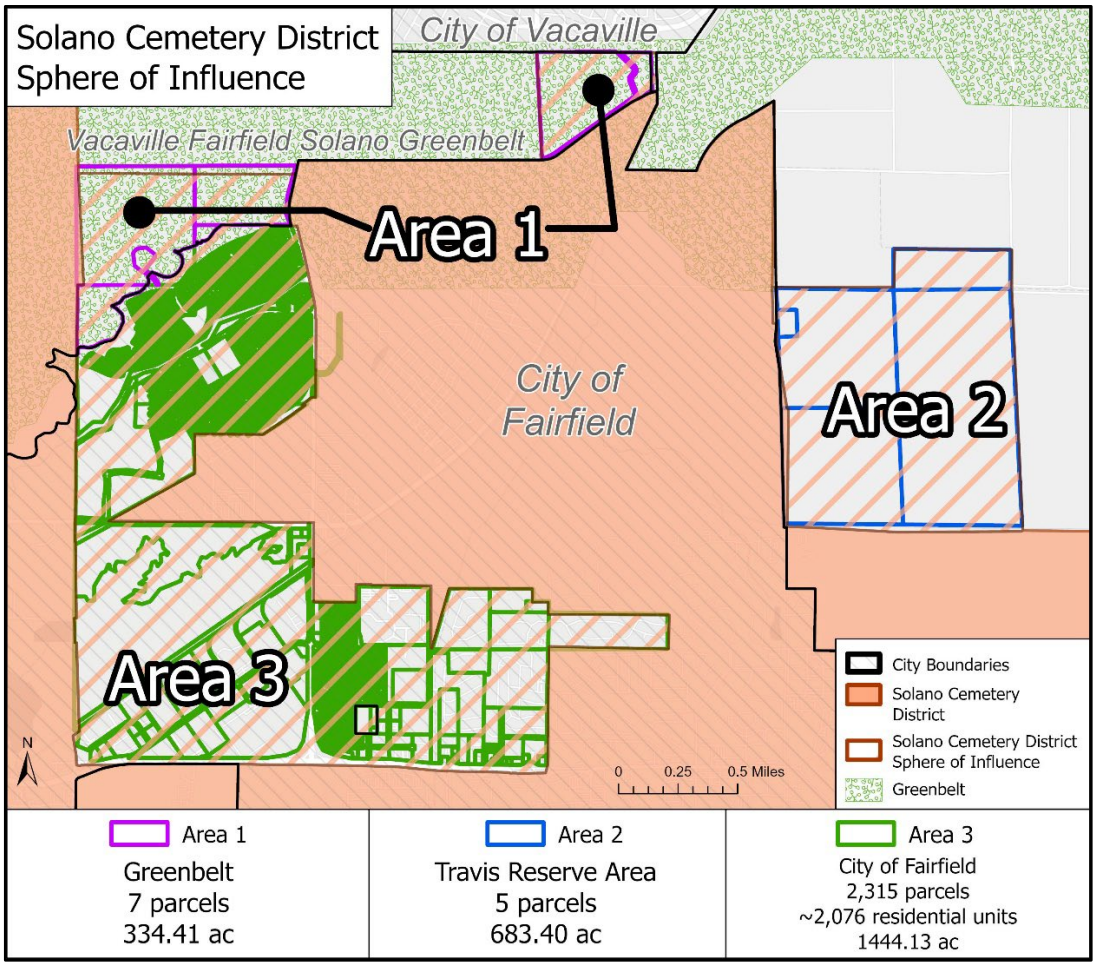


Staff recommends that the SOI in this area be amended to reflect the District's probable physical boundary and service area. For this discussion, the area not currently located within the District's jurisdictional boundary has been divided into three distinct areas: Area 1 – Greenbelt Area, Area 2 – Travis Reserve Area, and Area 3 – City of Fairfield Area.

Area 1 – Greenbelt Area

Area 1 – The Greenbelt Area consists of seven parcels totaling approximately 334 acres. As shown in Figure 2, this Area is located within unincorporated Solano County and within the Vacaville-Fairfield-Solano Greenbelt, which is governed by a joint powers agreement (JPA). The JPA identifies approximately 4,100 acres between the cities of Vacaville and Fairfield for preservation as a permanent separation between the two urban areas. Consistent with the JPA, lands within the Greenbelt are to be maintained for agricultural and open space uses. Urban development is not permitted in this area. Therefore, staff recommends removing Area 1 from the District's SOI.

Figure 2. SCD Irregular Boundary



Area 2 – Travis Reserve Area

Area 2 – The Travis Reserve Area is located within unincorporated Solano County within the City of Fairfield's SOI. It consists of five parcels totaling approximately 683 acres. The Solano County and City of Fairfield General Plans designate the area as "Travis Reserve." This land

use designation is applied to specific unincorporated lands located north and east of Travis Air Force Base. Land within the Travis Reserve is reserved exclusively for potential future expansion of Travis Air Force Base. According to both General Plans, if the status of the base changes, development of a non-military airport and associated support uses may be permitted. Residential uses are not permitted under the Travis Reserve land use designation.

Because Area 2 – The Travis Reserve Area is reserved exclusively for the potential expansion of Travis Air Force Base, and no expansion is currently planned, staff recommends removing it from the District's SOI. If the land use designation changes in the future, the area may be reconsidered for inclusion in SCD's SOI and service boundary.

Area 3 – City of Fairfield Area

Area 3 – The City of Fairfield Area, encompassing approximately 1,444 acres, is largely developed and is located within the City of Fairfield. (See Figure 2.) It includes approximately 2,076 residential units, industrial uses, and a mix of commercial and light industrial uses. Only a relatively small portion of the area remains available for mixed-use and residential development.

Because Area 3 is located within the City of Fairfield and has received District services based on the misunderstanding that it was within the District's service area, staff recommends retaining it in the District's SOI.[1] The District and Commission may later determine whether annexation into the SCD service area is appropriate. Until that time, the District may continue to serve this area in a manner consistent with Health and Safety Code Sections §9060-§9062. These sections of Public Cemetery District Law permits the District to provide services to eligible non-residents.

II. 2026 Municipal Service Review Key Findings and Determinations

1. The District operates, landscapes, and maintains two cemeteries: 1) Rockville Cemetery, and 2) Suisun Fairfield Cemetery. These cemeteries encompass 47 acres, with 13.5 acres available for future interments at the Rockville Cemetery. (See SCD Cemetery Acreage Table)

SCD Cemetery Acreage

Cemetery	Total Acreage	Developed Acreage	Available Acreage
Rockville	30	16.5	13.5
Suisun Fairfield	17	17	-
Total Acreage	**47**	**33.5**	**13.5**
Source: Dolores Hernandez, Solano Cemetery District Manager			

2. SCD had an annual population growth rate of 0.95% between 2010 (134,635 population) and 2020 (148,055 population). Based on this annual growth rate, the District's population is projected to increase to approximately 162,749 in 2030.

   Although the District's population increased over the past 10 years, the number of

[1] Between 2016 and 2025, the District interred 25 people from Area 3 – City of Fairfield Area

interments has declined in some years. This indicates there is no direct correlation between population growth and the number of interments performed by the District. As a result, changes in the District's population do not affect its ability to fulfill its primary purpose of maintaining cemeteries and providing interment services.

3. The District can currently accommodate 2,502 burial plots and 449 niche inurnments in a columbarium. The District currently has approximately 13.7 years of burial capacity and 25 years of columbarium niche capacity.
   - Development of the available 13.7 acres at Rockville Cemetery for burial purposes is projected to create approximately 10,000 additional burial plots. These additional plots would provide an estimated 54.6 years of additional burial capacity.
   - The District is in the process of acquiring 25-35 acres of land from the City of Fairfield for a new cemetery. Upon the acquisition and development of a new 25-35 acre cemetery site, the District is projected to gain approximately 18,519 to 25,926 additional burial plots. This expansion would provide an estimated 101 to 142 years of additional burial capacity.

SCD Burial Capacity

Cemetery	Total Acreage	Remaining Burial Plot Capacity (Existing)	Estimated Burial Plot Capacity (Future)	Estimated Years of Burial Plot Capacity
Rockville	16.5 Acres	1,563	-	8.5 Years
	13.5 Acres (Leased out - Future Capacity)	-	10,000	54.6 Years
Suisun Fairfield	17	939		5.1 Years
Future Train Station Specific Plan Cemetery	25-35 Acres (To be Determined)	-	18,519 to 25,926	101 to 142 Years
Total	**72 to 82 Acres**	**2,502**	**28,519 to 35,926**	**169 to 210 Years**

4. Based on a 10-year average (2016-2025) of 1.35 interments (i.e., burials and inurnment in a columbarium) per 1,000 District residents, the District is projected to perform 220 interments in 2030.

5. The District is financially healthy based on the following findings:
   - Between FY20 and FY25, its revenue experienced an annual compound growth rate of 11.3%. (FY20 revenue = $2,007,414. FY25 revenue = $3,424,324)
   - Between FY22 and FY25, its expenses experienced a 5.3% compound annual growth rate. (FY22 expenses = $4,548,057. FY25 expenses = $2,421,134) Between FY20 and FY25, its available fund balance grew at a 7.4% compound annual rate.

- Between FY20 and FY25, its net position experienced an 8.4% compound annual growth rate. (FY20 = $9,849,130. FY25 = $14,712,577)

III. Sphere of Influence Determinations

LAFCO must make written determinations regarding the five SOI factors required under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) when preparing an SOI. The five factors, along with LAFCO's findings and determinations for each, are discussed in Table 1 and are included in the attached draft resolution.

Table 1. Sphere of Influence Determinations

No.	SOI Factor	Findings and Determinations
1	*Present and planned land uses in the area, including agricultural and open space lands*.	Cemetery districts do not have land use authority. Solano County and the City of Rio Vista make land use decisions within the District's jurisdictional boundary. The District is subject to local zoning ordinances and land use regulations. Current land uses and zoning consist of a mix of urban development, rural uses, agriculture, and open space. Determination: The proposed SCD SOI update and amendment will not impact present and planned land uses in the area, including agricultural and open space lands.
2	*Present and probable need for public facilities and services in the area.*	The District's present and future service needs consist of providing interment services and maintaining the grounds of its two cemeteries: Rockville and Suisun Fairfield Cemeteries. Determination: The SCD MSR/SOI Review determined that the District has adequate public facilities and the ability to provide services to meet its present and probable future needs.
3	*Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*	Determination: As determined by the Solano Cemetery District MSR/SOI Update, the District has adequate capacity, facilities, personnel, finances, and equipment to meet current and future demands for public interment services and the perpetual care of its cemeteries to serve its jurisdictional boundary and, if applicable, the future annexation of Area 3 – The City of Fairfield Area.

4	*Existence of social or economic communities of interest in the area.*	Area 3 – The City of Fairfield Area covers approx. 2,461 acres is located within the District's SOI, but it is not within the District's jurisdictional boundary. Due to a misunderstanding that all areas within the City of Fairfield were within the District's jurisdiction, the District has been providing services to Area 3. Determination: The SCD MSR/SOI review determined that the District has sufficient staff, services, facilities, and finances to support the potential annexation of Area 3. Until such time, the District may continue to serve this area consistent with Health and Safety Code Sections §9060-§9062. These sections of Public Cemetery District Law permit the District to provide services to eligible non-residents.
5	*For cities or special districts providing sewer, municipal, and industrial water, or structural fire protection services, the present and probable need for those services within any disadvantaged unincorporated communities located inside the existing SOI.*	SCD does not provide public facilities or services related to sewers, municipal and industrial water, or structural fire protection. Determination: This factor does not apply to SCD's SOI amendment.

IV. California Environmental Quality Act (CEQA) Review:

The amendment to the SCD SOI qualifies for the general rule exemption under CEQA Guidelines Section 15061(b)(3) because the action does not authorize or permit development, construction of facilities, or expansion of services, and there is no possibility that the action may have a significant effect on the environment.

Conclusion

The District has adequate capacity, staff, and funding to support its existing jurisdictional boundary. The District's SOI currently includes areas beyond its jurisdictional boundary that cover approximately 2,451 acres. Staff recommends amending the SOI to remove Area 1 – Greenbelt Area and Area 2 – Travis Reserve Area because they have no or limited development potential. As proposed, the 2026 Amended SOI would retain Area 3 – City of Fairfield Area because the District currently provides services to the remaining areas of the City of Fairfield, and this area contains residential units, retail uses, and industrial uses with the potential for additional development. Retaining the area within the District's SOI encourages the possibility of a subsequent annexation.

Attachments

Action item: Draft Resolution of the Local Agency Formation Commission of Solano updating and amending the Sphere of Influence for the Solano Cemetery District.

EXHIBIT A

Sphere of Influence for the Solano Cemetery District Map

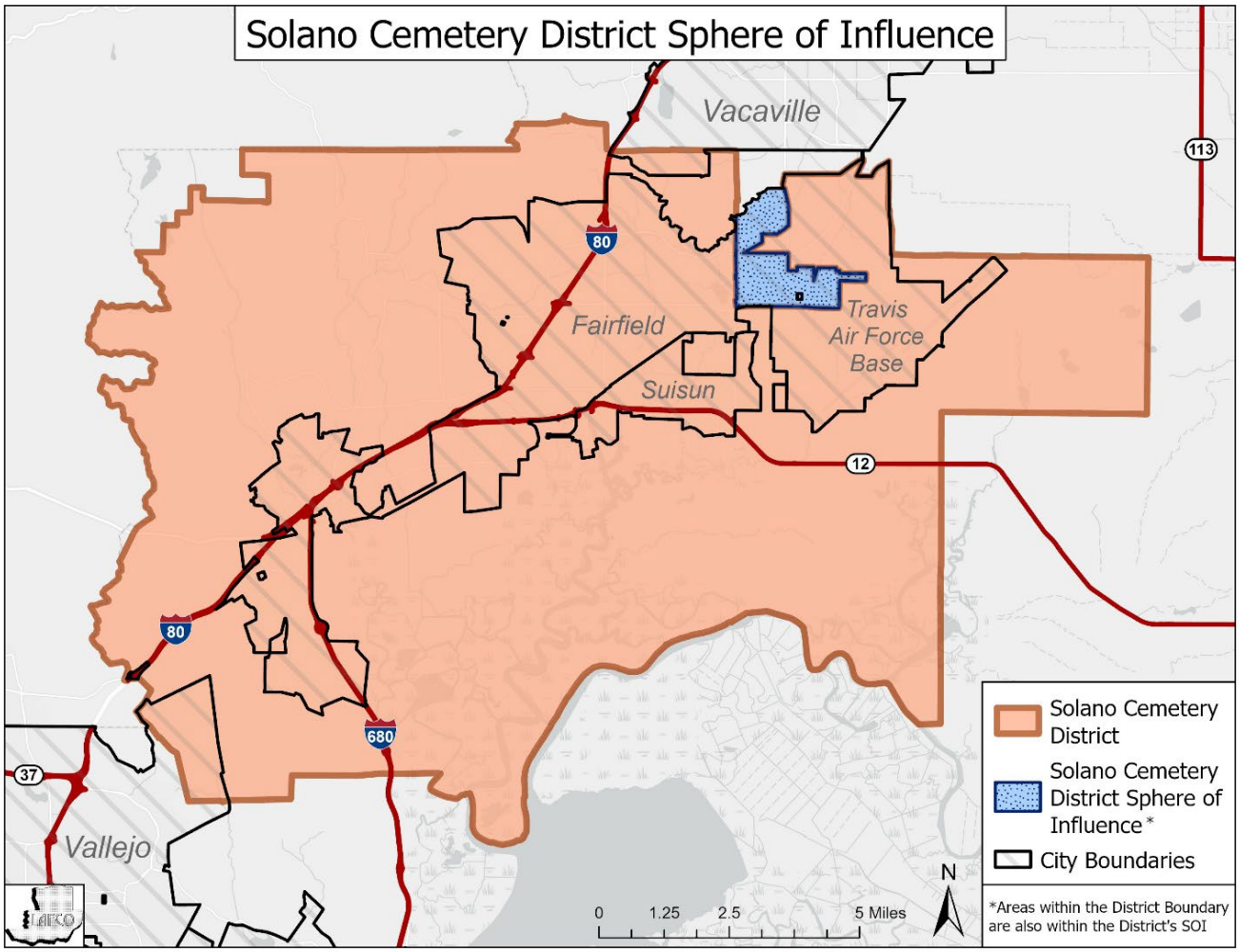


EXHIBIT B

Solano Cemetery District

Cortese Knox Hertzberg Local Government Reorganization Act of 2000
Sphere of Influence Written Determinations (Five Factors)
(Gov't Code 56425(e))

No.	SOI Factor	Findings and Determinations
1	*Present and planned land uses in the area, including agricultural and open space lands*.	Cemetery districts do not have land use authority. Solano County and the City of Rio Vista make land use decisions within the District's jurisdictional boundary. The District is subject to local zoning ordinances and land use regulations. Current land uses and zoning consist of a mix of urban development, rural uses, agriculture, and open space. Determination: The proposed SCD SOI update and amendment will not impact present and planned land uses in the area, including agricultural and open space lands.
2	*Present and probable need for public facilities and services in the area.*	The District's present and future service needs consist of providing interment services and maintaining the grounds of its two cemeteries: Rockville and Suisun Fairfield Cemeteries. Determination: The SCD MSR/SOI Review determined that the District has adequate public facilities and the ability to provide services to meet its present and probable future needs.
3	*Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*	Determination: As determined by the Solano Cemetery District MSR/SOI Update, the District has adequate capacity, facilities, personnel, finances, and equipment to meet current and future demands for public interment services and the perpetual care of its cemeteries to serve its jurisdictional boundary and, if applicable, the future annexation of Area 3 – The City of Fairfield Area.
4	*Existence of social or economic communities of interest in the area.*	Area 3 – The City of Fairfield Area covers approx. 2,461 acres is located within the District's SOI, but it is not within the District's jurisdictional boundary. Due to a misunderstanding that all areas within the City of Fairfield were within the District's jurisdiction, the District has been providing services to Area 3. Determination: The SCD MSR/SOI review determined that the District has sufficient staff, services, facilitates,

		and finances to support the potential annexation of Area 3. Until such time, the District may continue to serve this area consistent with Health and Safety Code Sections §9060-§9062. These sections of Public Cemetery District Law permit the District to provide services to eligible non-residents.
5	*For cities or special districts providing sewer, municipal, and industrial water, or structural fire protection services, the present and probable need for those services within any disadvantaged unincorporated communities located inside the existing SOI.*	SCD does not provide public facilities or services related to sewers, municipal and industrial water, or structural fire protection. Determination: This factor does not apply to SCD's SOI amendment.